

# SLIPP

SHUSWAP LAKE INTEGRATED PLANNING PROCESS  
STRATEGIC PLAN FOR SHUSWAP AND MARA LAKES



# Acknowledgments

The Shuswap Lake Integrated Planning Process was made possible through the support of the public and the following organizations.

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BC Ministry of Tourism, Culture and the Arts

City of Salmon Arm

Columbia Shuswap Regional District

Department of Fisheries and Oceans Canada

District of Sicamous

Fraser Basin Council

Fraser Salmon & Watersheds Program

Interior Health Authority

North Okanagan Regional District

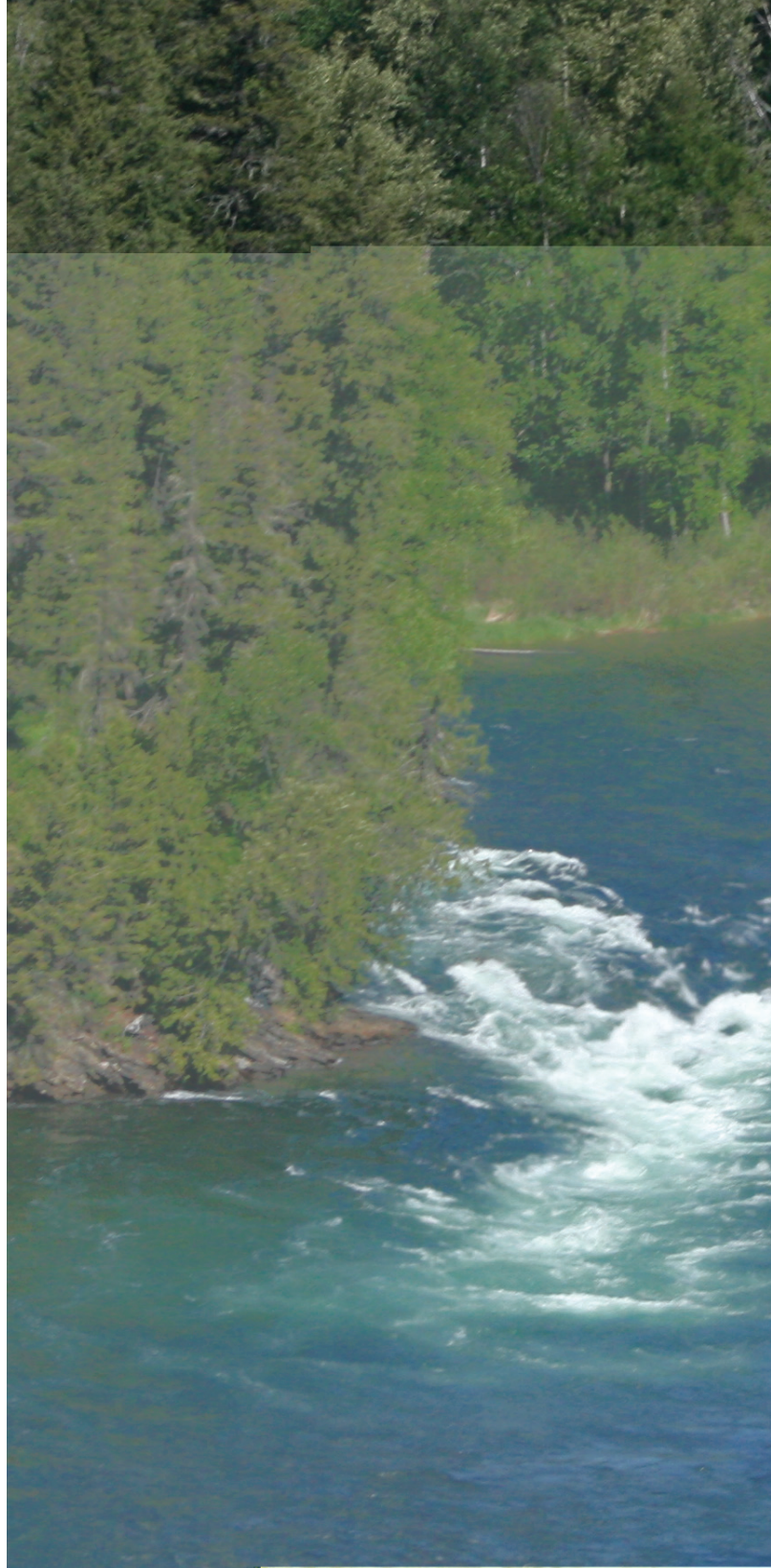
Royal Canadian Mounted Police

Shuswap Nation Tribal Council

Thompson-Nicola Regional District

Transport Canada

The SLIPP Steering Committee wish to thank all those involved for their contributions, commitment and continued interest in *“Working together to sustain the health and prosperity of the Shuswap and Mara Lakes.”*



Adams River





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# Executive Summary

The Shuswap Lake Integrated Planning Process (SLIPP) was launched in response to the intense pressure the surrounding area is experiencing as a result of increased development, waste water discharge and conflicting demands on recreational resources. These challenges are set against a complicated regulatory environment where public agencies from every level of government have legal jurisdiction over some aspect of the region. In early 2007, a number of government agency representatives began to explore the viability of undertaking a multi-agency strategic planning process as a means to addressing these challenges. Fundamental to the approach had to be the involvement of elected officials, First Nations and the public.

Fourteen public agencies from the four levels of government have been engaged in the development of SLIPP. Depending on their jurisdiction and expertise, agency staff were aligned to one of the three technical work streams: Foreshore Development; Water Quality and Waste Management; or Recreation Management. The efforts of the work streams were guided by a Steering Committee comprised of locally elected officials and First Nations, and by the public through a series of open public meetings and selected individual participation on one of three Public Advisory Committees (PAGs) aligned under each technical work stream.

At the forefront of developing this Plan was the recognition that it must compliment and enhance the region's various Official Community Plans (OCP) and Liquid Waste Management Plans (LWMP) that are already completed, underway or in preparation. This has been facilitated by involving the Columbia-Shuswap Regional District (CSRD) throughout the development of SLIPP and by having many of the participating agencies in the technical work streams making contributions to the OCPs and LWMPs. Although significant progress has been made, it is recognized that more work needs to be done throughout the implementation of SLIPP.

A strategic framework, consisting of a vision statement and three goals, was developed to identify the desired outcomes of SLIPP. This framework was built from a set of 11 Guiding Principles, which were identified by the Technical Teams and PAGs, and agreed to by the Steering Committee. The vision statement of SLIPP is ***Working together to sustain the health and prosperity of the Shuswap and Mara lakes.*** This recognizes the contribution that the natural environment, surrounding communities and local economy play in making the area a highly desirable place to live, work and play.

Each one of the goals is aligned to the three work streams, which are Foreshore Development, Water Quality and Recreational Use. Under each goal a series of strategies were identified to address the issues raised via the public input process and agency concerns. There was also a need for a number of strategies that cut across each of the Goal areas. In total 12 strategies were identified, many of which focused on enhancing the working practices of public agencies. This is expected given the complex and fragmented jurisdictional structure that exists when all levels of government and so many agencies have jurisdictional interest in one area.

Moving forward, it will be necessary to secure long-term funding for the strategies contained within this Plan in order to realize the full potential of SLIPP. Already progress is being made across a number of strategies, including the Conservation Officer Service appointing an additional full-time resource to concentrate on the region. In addition, a governance structure that appropriately involves the capabilities and capacity of the public, First Nations, stewardship groups and elected officials, is required. The Steering Committee is currently reviewing the various options available and will continue its efforts to ensure the success of this collaborative effort.



# Introduction

British Columbia's Little Shuswap, Shuswap and Mara lakes region is a provincial treasure. Its pristine natural beauty, warm summer climate and proximity to major urban centres make it a popular location to live, recreate and earn a living. The lakes are a source of economically significant fish stocks for the Province and are home to diverse wildlife and fish species, some of which are at risk. Shuswap and Mara are sources of drinking water for many residents and visitors in the area. Recreational opportunities are also prolific, ranging from quiet pursuits such as fishing and hiking, to houseboating and more adventurous jetskiing. For First Nations, the lakes are home to culturally and archeologically important sites. The lakes also support jobs, a tax base and economic growth in the region, through residential and commercial development, local industry and tourism.

The region is currently facing accelerated change and associated challenges resulting from climate change, higher rates of residential and commercial development and conflicting demands for recreational opportunities. While the extent of climate change impacts are unknown, it is predicted to affect water quality and supply, fish and wildlife habitats and populations, as well as human activities that rely on the natural environment. Development can exert pressures on the foreshore, ecosystems, water quality and the local balance between social and economic interests. As the lakes become more popular with recreational users, environmental impacts and user conflicts can arise.

These challenges are set against a complicated regulatory environment, where fourteen public agencies from every level of government have legal jurisdiction over some aspect of the lakes (see Appendix 1 for a list of the agencies involved). Focused agency mandates, combined with inconsistent coordinating mechanisms between agencies, often make it difficult to balance economic, social and environmental interests. In addition, the need for long-term structural solutions often conflicts with short-term priority setting. In response to the public's desire for a more comprehensive policy and regulatory environment, Official Community Plans, Liquid Waste Management Plans and Land and Regional Management Plans were developed or are in the process of being developed for the region. Although these plans are comprehensive, they do not address all the issues that have been raised by the public.

Finally, the valuable knowledge, expertise and resources of stewardship groups and the private sector are not being utilized as effectively as possible. Public groups are active in environmental education and building shared environmental stewardship, while the private sector makes important contributions also through stewardship, economic growth, jobs, housing and recreational activities on the lakes. To be successful, the management of the lakes must engage all stakeholders, including the public, stewardship groups and commercial organizations, as partners to leverage the important role each has to play.

The SLIPP process was initiated to identify cross-cutting issues that are better addressed through collaboration. This Plan focuses on working with and improving existing public agency coordinating mechanisms and working practices to make them more effective. However, if it becomes clear that legislative change is required in the future, other structural and regulatory instruments will be explored. Also, while this plan focuses primarily on the Little Shuswap, Shuswap and Mara lakes, SLIPP's intention is to expand the coverage area to the entire watershed (the land area, streams and rivers from which water drains into the Shuswap, Little Shuswap or Mara lakes) in the future.

## **SLIPP and First Nations:**

First Nations representatives are involved in SLIPP as members of the Steering Committee. First Nations are interested in sustaining the cultural and environmental values of the Little Shuswap, Shuswap and Mara lakes and associated watersheds.

The provincial government and B.C. First Nations' organizations are working together to develop a New Relationship. The New Relationship sets out a vision for, "...a new government-to-government relationship based on respect, recognition and accommodation of aboriginal title and rights. Through this New Relationship, the provincial government commits to reconciliation of Aboriginal and Crown titles and jurisdictions."

Federally, Section 35 of the Constitution Act, 1982 recognizes and affirms the existing aboriginal and treaty rights of aboriginal peoples of Canada.



## SLIPP Relationship with other Planning Processes

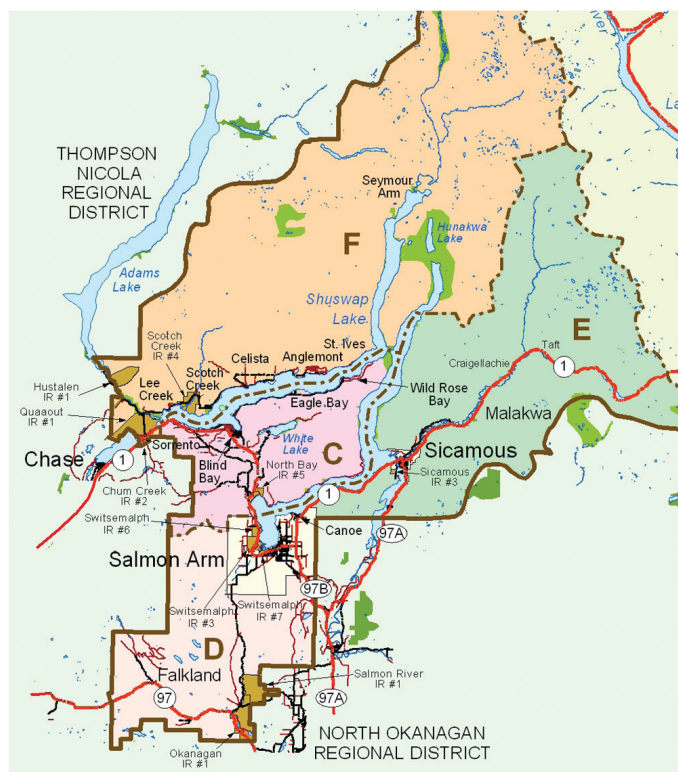
SLIPP was designed to complement and enhance existing planning processes undertaken by the participating government agencies. Of note, the CSRD has OCPs and LWMPs in place or underway for the area, the timings of which are identified below. In addition, the existing Okanagan-Shuswap Land and Resource Management Plan (LRMP) provides strategic direction for Crown lands and resources within the Okanagan-Shuswap LRMP area, including strategies for watersheds, lakes and riparian areas within the SLIPP area. Given the nature and scope of these plans, they will materially affect the environmental, social and economic landscape of the region and, therefore, have a direct relationship with SLIPP. This relationship has been respected throughout the development of SLIPP and the boundaries between the various plans have been carefully navigated.

The public consultations associated with developing these plans are important mechanisms that will guide policy decisions by elected officials (e.g. building regulations, community infrastructure). Achieving clear guidance from residents around these and other policy issues is critical since they will set the agenda for the CSRD, Integrated Land Management Bureau (ILMB) and other public agencies going forward. Many from the public who were involved in SLIPP

expressed a strong desire for the various OCP processes to move quickly and incorporate the direction set out in the SLIPP.

There is widespread support from all participating agencies for the CSRD to complete these critical planning exercises, in the hope that they will lead to the adoption of building regulations (including inspection and embracing green bylaws), the expansion of community sewer systems and rain water management and drainage policies, and the consideration of appropriate setbacks and management tools to reduce the risk of flooding, among other things. To this end, many of the participating agencies contributed to working teams and have provided technical input on proposed policy direction to the CSRD.

The map and table below provide some detail on the area and the other key planning processes and their projected completion dates:



Map source: [www.csr.bc.ca](http://www.csr.bc.ca)

Planning Process	Date
LRMP for Okanagan-Shuswap was finalized	2000
Implementation of Okanagan-Shuswap LRMP	Initiated in 2001
OCPs are finalized for electoral areas C & F	Summer 2009
OCPs for electoral areas C & F begin implementation through zoning, permits, etc	2008- 09
OCP finalized for area E	2009
OCP for area E begin implementation through zoning, permits, etc	2009/2010
LWMPs finalized for areas C & F	Fall 2008
LWMPs for areas C & F are converted into regulation	2009
LWMPs are finalized for electoral area E and Seymour Arm	2009
LWMPs for area E and Seymour Arm are converted into regulation	2010



## Process for Developing the Plan

A Steering Committee was established consisting of elected officials and senior staff from the primary agencies. This group would ultimately endorse the SLIPP Strategic Plan and champion it within their respective organizations. Formal public input was achieved through two mechanisms; open public meetings and selected individual participation on three Public Advisory Committees (PAC).

Public meetings were held early in the project to seek input from attendees regarding issues on the lakes. Over 450 concerns were documented during these meetings. Armed

with this valuable information, project work streams were launched for Foreshore Development, Water Quality and Waste Management, and Recreational Use. Each team consisted of technical staff from the SLIPP participating agencies and a PAC, comprised of members of the public with a professional or personal interest in the subject matter.

The visual below illustrates the relationship between the Steering Committee members; the Technical Teams formed of agency staff and the PACs.





The following Guiding Principles were agreed to early on to guide the development of content for the plan and the spirit of the discussions:

- Environmental resources are the foundation of significant economic and recreational benefits to stakeholders and the Province
- Environmental carrying capacity limits exist, and cumulative impacts must be recognized
- Social, health, environmental and economic values and interests of all users of the natural resource must be kept in balance
- Future development should consider the risks of flooding and erosion from Shuswap Lake and its tributaries
- Sustainable recreational opportunities are a key element of healthy communities
- Political support, public buy-in, and leadership across all orders of government (federal, provincial, First Nations, regional, local) are critical to SLIPP success
- SLIPP decisions must be based on sound factual information
- SLIPP must complement and integrate existing planning processes and policy principles
- It is recognized that although agency mandates will not always align, consensus is desired
- Agency roles and accountabilities must be clearly defined, including financial requirements
- Joint agency solutions are critical to managing land and water use. Protocols for inter-agency decision making, regulation and enforcement must exist to support this collaboration

Over a number of months, the technical teams developed solutions to the issues raised by the public and agency staff. As much as possible they challenged themselves to utilize existing structures, statutes and staffing levels. The PACs met on three occasions to provide constructive challenges and to explore alternatives to the solutions. The Steering Committee also met regularly to validate the political implications of the solutions.

In all, 12 strategies were developed, covering governance arrangements, development application review processing, decision support tools, monitoring programs, external scientific advisory input, and education, compliance and enforcement. Each solution required multiple agencies to work collaboratively in their delivery. Going forward, this Plan will be a living document that is assessed periodically in the context of emerging issues.

## Governance for the Implementation of the Plan

To direct the implementation of this Plan, a governance structure needs to be established that facilitates the input, decision making and transparency necessary to build on the momentum and public confidence achieved by SLIPP to date. Given the success of including extensive public and political participation in the process, there is a strong desire to continue with this approach. The specifics of the governance arrangements are under development and are being guided by the following understanding:

- **Public Advisory Committees** – Recognizing the constructive input provided by PAC members and their desire to continue to be involved, the governance arrangements will include a role for PACs in a similar capacity. It is anticipated that the PACs would meet at least annually, either within their existing structure aligned to each work stream (e.g. Foreshore Development) or as one combined group.
- **SLIPP Steering Committee** – The political and First Nations input provided through the existing Steering Committee will be even more important in the implementation phase than it was during the development of SLIPP. Therefore, the Steering Committee will continue in its role, with the possible appointment of additional elected officials, to ensure appropriate representation of each electoral area.
- **Public-at-Large** – The public was invited to provide input, either in person or electronically, at two important stages during the development phase of SLIPP. There is a strong desire on the part of all participants in SLIPP to continue providing opportunities for the sharing of views and progress. SLIPP will report to the public annually through an annual status report, which will detail progress made against the Plan within a given year. In addition, the Plan will undergo an intensive review every three years, which will include a series of public meetings similar to those experienced during the development phase of SLIPP.

The public also voiced a strong desire for more input into the planning and approval processes, beyond that provided for through existing means (e.g. Official Community Plans, public hearings, etc.). SLIPP is committed to engaging the public in the strategies set out within this Plan.



# SLIPP Strategic Framework

A strategic framework was created to capture the desired outcome of the SLIPP process. The framework consists of a vision and three goals, which, combined, present a compelling future for the lakes. The goals have supporting strategies that are either aligned to them directly or cut across all three, since inherent links exist between the goals. The strategies identify specific actions that will be undertaken to address the issues that have been raised by the public and agency staff throughout the development of this plan.

The strategies, in many cases, are focused on enhancing the working practices of public agencies. This is to be expected given the complex and fragmented jurisdictional structure that

exists when all levels of government and so many agencies have an interest in one area. The strategies will improve communication, information sharing and operations across the public agencies. They will also enhance and better utilize the collective resources, capabilities and knowledge of stakeholder groups, First Nations the public and industry.

An overview of the strategic framework, accompanied by the rationale for the vision and each goal, is provided in the following pages. The specific strategies are then presented, starting with those that support a unique goal statement and then those that support all of the goals.

Vision	Working together to sustain the health and prosperity of the Shuswap and Mara lakes		
Goals	Development that respects the environment, as well as economic and social interests	Water quality that supports public and environmental health	Desirable recreational experiences that are safe and sustainable
Strategies	<ul style="list-style-type: none"> <li>• Create a comprehensive foreshore and upland area site sensitivity map for Shuswap and Mara lakes</li> <li>• Form the Inter-Agency Technical Committee to manage cross-agency development applications and lake issues</li> <li>• Improve the development application review process</li> <li>• Create a model for assessing cumulative impact</li> </ul>	<ul style="list-style-type: none"> <li>• Develop an inter-agency water quality monitoring and reporting program</li> <li>• Eliminate boat discharge on the lakes</li> </ul>	<ul style="list-style-type: none"> <li>• Develop a recreation management plan for the Shuswap and Mara lakes</li> <li>• Develop a recreation use monitoring and reporting program</li> </ul>
	<ul style="list-style-type: none"> <li>• Create the Professional and Scientific Advisory Group</li> </ul>	<ul style="list-style-type: none"> <li>• Establish a coordinated annual education, compliance and enforcement planning process</li> </ul>	<ul style="list-style-type: none"> <li>• Create the Shuswap Lake integrated response process</li> <li>• Engage stakeholders in education, compliance and enforcement initiatives</li> </ul>

## Vision: Working together to sustain the health and prosperity of the Shuswap and Mara lakes

This vision reflects the contribution that the natural environment, surrounding communities and the local economy play in making the Shuswap and Mara lakes highly desirable places to live, relax and enjoy. In recent years, the area has grown significantly in popularity, which has also increased development and commercial investment. The future of

the region will be enhanced by capitalizing on sustainable growth opportunities, improvements to public infrastructure and the maintenance of healthy water systems, habitats and natural surroundings. This vision can be achieved through the responsible development of the area, protection of important fish and wildlife habitat, improvements to water quality and safe and sustainable recreational opportunities.

Working together to sustain the health and prosperity of the Shuswap and Mara lakes		
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## Goal: Development that respects the environment, as well as economic and social interests

The strong economies of BC and Alberta and the increase

in people seeking retirement properties have contributed to the area's skyrocketing real estate market in recent years. Residential and recreational developments are being built throughout the region bringing jobs, investment and infrastructure. By expanding the local tax base, regional and municipal governments are able to provide the enhanced public services that vibrant, growing communities and businesses require.

While this heightened economic activity generates many benefits, the scale and speed at which it is happening creates pressures on the environment, residents and communities. There is concern that cumulative impacts from development are putting the ecological integrity and diversity of the area at risk. The CSRD and municipalities have responded by undertaking OCPs and LWMPs, which, among other things, will create the foundation for the introduction of building bylaws and inspection.

A joint-agency approach to development that brings the diverse environmental, economic and social interests in the area into balance is required. This will be achieved through greater coordination, collaboration and communication across agencies with jurisdiction on the lakes. By improving information sharing, enhancing cross-agency working practices and being more inclusive of First Nations and stakeholder perspectives, various levels of government will be in a position to achieve this development goal.

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## Goal: Water quality that supports public and environmental health

Healthy water quality in the region is critical to public and environmental well being. As

density in the area has intensified, so too have demands on the lakes as a source of drinking water and as a habitat for fish and wildlife. The ability of the lakes to satisfy these demands is compromised by the cumulative effects of overland run-off from expanded development and agriculture, inadequate waste management facilities on the foreshore and in upland areas, and the discharge of boat sewage.

The agricultural sector is addressing this challenge through the development of Environmental Farm Plans. Official Community Plans and LWMPs will provide direction for waste management on the lakes and foreshore, particularly for creating the necessary infrastructure. However, more needs to be done to secure the development of additional community sewer systems, so that boat sewage discharge operations can dispose of their liquid waste in an environmentally sustainable manner. More pump-out facilities are needed to keep up with demand and facilitate compliance with existing legislation. In addition, the appropriate regulatory framework must be in place, supported by comprehensive monitoring and reporting as well as an integrated education, compliance and enforcement program.

A further coordination of effort amongst public agencies, stewardship groups and private sector enterprises is required. This could be achieved through collective support for the development and implementation of new infrastructure, an enhanced regulatory framework and the consolidation of agency monitoring efforts under one umbrella program. Utilizing the resources of stakeholder groups to educate and inform the public will also play an important role. Combined, these initiatives would result in water quality that supports public and environmental health.

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## Goal: Desirable recreational experiences that are safe and sustainable

The diverse and desirable recreational activities provided

by the lakes make the area a popular destination for residents, tourists and business owners. As more people recreate in the area, issues have arisen around conflicting recreational preferences, over-use of certain areas, damage to ecosystems, and insufficient public access and associated recreation infrastructure. Recreational pursuits must be managed so they are safe and sustainable for the public, the surrounding communities and the natural environment.

To achieve this goal, public agencies, stewardship groups and the private sector must work collaboratively to create an environment in which these types of recreational pursuits can take place. This will involve joint planning to create desired recreational opportunities, monitoring the impact of recreational activities and providing the education, compliance and enforcement resources necessary to shape user behaviour, where needed.





**Development that respects the environment,  
as well as economic and social interests**

## Create a comprehensive foreshore and upland area Site Sensitivity Map for Shuswap and Mara lakes

The SLIPP process recommends that a Site Sensitivity Map be developed for the foreshore and upland areas of the lakes that classifies each area into high, medium or low sensitivity status levels. The status levels would be decided by Riparian Area Regulations and environmental, economic, social and cultural information that agencies agree are attributable to specific areas. Each status level will have standards and possibly best management practices associated with it, as determined by the agency with relevant jurisdiction. Public officials would use the Site Sensitivity map to inform decision making around proposed changes of use for an area (e.g. development application), and prospective or current property owners would use it to better understand the type and nature of change that would be permitted to the area.

Relevant scientific research, monitoring data and mapping information will be utilized to create the map, including the proposed Shuswap Lake Watershed and Foreshore Mapping Project. Public agencies and, where appropriate, First Nations, private entities and stewardship organizations will be approached for information. The map will contain multiple layers of geospatial information including First Nations' archaeological and cultural areas of interest, wildlife habitat, fish spawning and rearing areas, navigational considerations, historical flood information, public recreational areas and uses, and infrastructure such as water intakes, discharge facilities and jurisdictional boundaries. To increase the ease of access and analysis, the various layers will be available in separate maps (i.e. recreation activity map, foreshore development map, etc.).

The maps will be available to the public and routinely updated as new information is generated. Each public agency will be responsible for ensuring that the information pertaining to its jurisdiction is kept current. Contingent upon funding, FrontCounter BC, an entity within the Integrated Land Management Bureau already providing a single-window public service for land-based information, would be a logical organization to maintain, coordinate and house the technical infrastructure required for the Map.



**Results of this Strategy**

It is believed that the following will occur as a result of undertaking this strategy:

- Increased public agency integration for planning and development activities that recognize jurisdictional responsibilities
- Improved clarity on development standards for existing and prospective land owners to support their decision making
- Decreased application review timelines by public agencies
- Increased public confidence that environmental and social interests of the lakes are being accounted for in agency decision making

**Implementation Steps**

The following provides an overview of the key steps and projected completion timelines involved in implementing this strategy.

Implementation Step	Projected Completion
Design map structure to facilitate decision making and understanding	2011-2013
Assemble, integrate and where necessary, digitize existing agency data on to a multi-layered geospatial map	2010-2013
Agree to public agency development and use standards associated with each status level and classify areas by status level	2011-2013
Maintain map information	Ongoing



Development that respects the environment,  
as well as economic and social interests

## Form the Inter-Agency Technical Committee to manage cross-agency development applications and lake issues

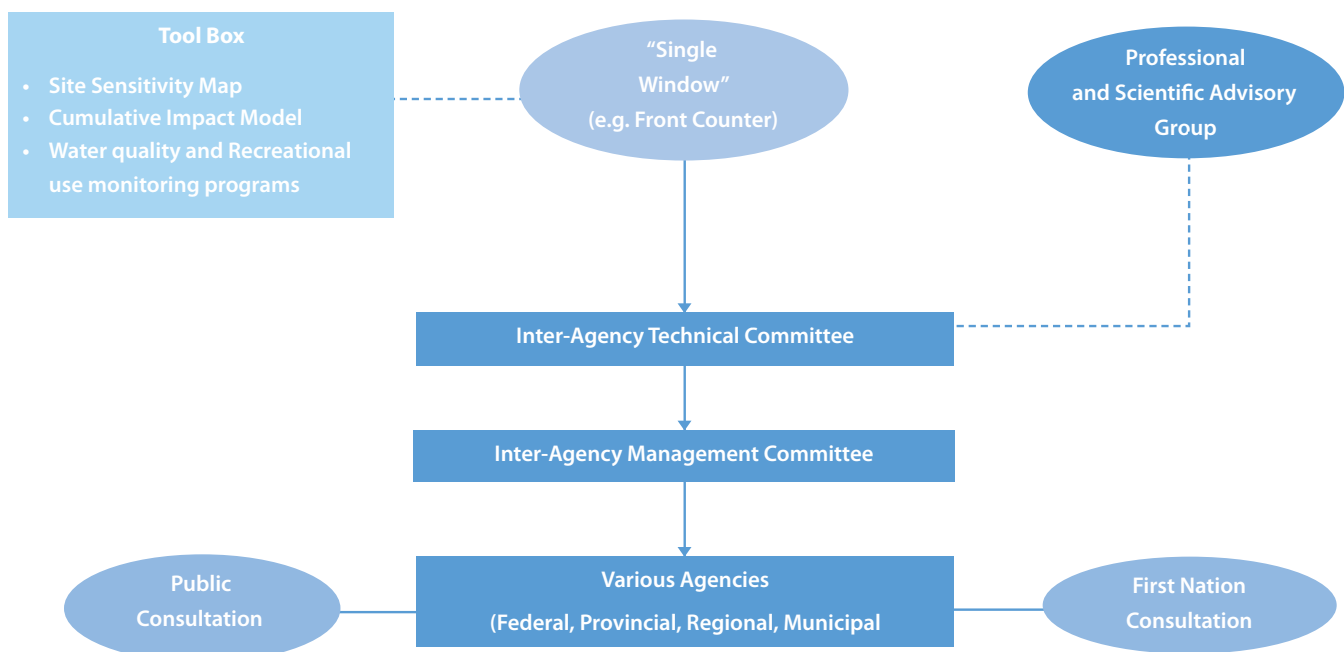
The SLIPP process recommends that an Inter-Agency Technical Committee (IATC) be established with technical representatives from federal, provincial, regional and municipal agencies who have jurisdictional responsibility for Shuswap and Mara lakes. The purpose of the IATC is twofold: 1) to provide a forum for public agencies to discuss technical planning and regulatory issues; and 2) to share perspectives on high- and medium-impact development applications. The scope of the IATC will cover both land- and water-based developments that could affect public health or involve environmental, economic and social tradeoffs. The committee would meet quarterly, or otherwise as necessary.

The IATC will not assume any official decision making or regulatory authority as this will continue to reside with participating public agencies. Instead, it will provide a formal mechanism to discuss complex or sensitive development applications and explore issues that involve multiple agency

jurisdictions. As appropriate, stakeholders including the public, stewardship groups and commercial organizations, will be engaged in an advisory capacity to assist the IATC to explore issues and determine action steps. The statutory decision maker will give serious consideration to the IATC suggestions.

A project management office or secretariat is being explored to provide support to the Committee, including the coordination of activities and funding applications, the distribution of information, and the management of support tools (e.g. Site Sensitivity Map, decision documentation, and application tracking). An organization such as FrontCounter BC would be a logical home for this coordinating function, contingent upon acquiring new funding for the initiative.

The following image provides a visual representation of the workings of the IATC:



## Results of this Strategy

It is believed that the following will occur as a result of undertaking this strategy:

- Increased understanding of public agency jurisdictional responsibilities, regulatory frameworks and standards and priority areas of public interest
- Increased information sharing across agencies
- Enhanced coordination and planning for issues that cut across jurisdictional and geographical boundaries
- Dedicated forum to share perspectives on specific development applications
- Reduction of officially induced errors
- Increased ability to manage resources and address cumulative impacts

## Implementation Steps

The following provides an overview of the key steps and projected completion timelines involved in implementing this strategy.

Implementation Step	Projected Completion
Develop Terms of Reference and a Memorandum of Understanding (MoU) for SLIPP participating agencies to sign-off on. An important element of this will be a conflict resolution mechanism in the event that agencies cannot agree on a particular issue or approach	2010
Develop support processes, tools, schedules, etc., to be managed by FrontCounter BC	2010
Hold first official meeting of Inter-Agency Technical Committee (informal meetings have already been held since January of 2008)	Fall 2008



Development that respects the environment,  
as well as economic and social interests

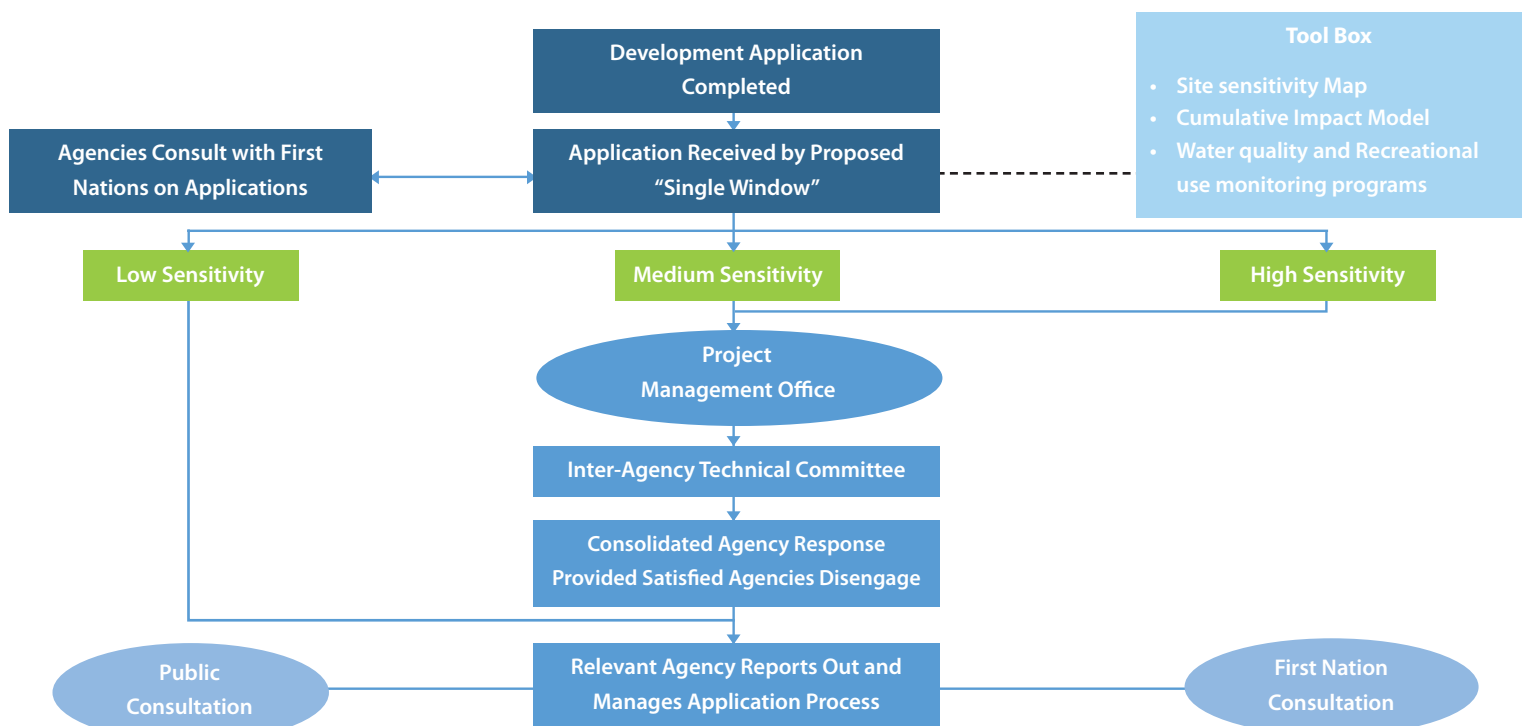
## Improve the development application review process

The SLIPP process recommends that the current development application review process be improved to reduce the burden on agencies and proponents, enhance the flow of information and increase the timeliness of agency decision making. The process would continue to recognize the jurisdictions and mandates of SLIPP participating agencies and would be consistent with the sensitivity status levels, standards and Best Management Practices discussed in the Site Sensitivity Map strategy.

The application review process would consist of three application streams: low, medium and high sensitivity, based on the sensitivity of the area in which the application is being made. Each application stream will have standards for various use-types assigned to it (e.g. development of a marina). Low sensitivity areas will be assigned Best Management Practices.

Public agency review of applications in low sensitivity areas would be expedited if the application clearly satisfies the standards set for the area. Applications in medium and high sensitivity areas will be distributed to the relevant agencies as is current practice. The Inter-Agency Technical Committee will meet to discuss a selection of applications collaboratively, with a priority placed on complex applications or those in high sensitivity areas. Public agencies will share their perspective on the application, highlighting concerns. As appropriate, opportunities could be provided for developers to present their proposals to the IATC and for other stakeholders to provide their perspective on a particular development application.

The IATC meeting would conclude with an agreement on direction to be communicated to the proponent and the next steps required by agencies to complete their detailed response to the application. A summary document that identifies agency



concerns and the next steps will be prepared and, once agreed by all agencies, distributed to the proponent. The proponent will then have the opportunity to address the concerns identified by the agencies, which could involve relocating the proposed development, amending the design, etc. Progress and status will be tracked by the project management office and updates will be provided at subsequent IATC meetings.

Throughout this process and consistent with current practice, each public agency would be responsible for undertaking the necessary consultation with First Nations and the public.

The process could be coordinated by FrontCounter BC, and SLIPP will explore the possibility of streamlining applications through a “single window”. Applications not conforming to specific agency information and quality standards will not be accepted. The process, Best Management Practices and land and water use standards will be transparent and available to members of the public to assist in their understanding and decision making. To assist proponents in preparing their applications, public agencies could provide examples of the level of detail and presentation desired through a standardized application document.

## Implementation Steps

The following provides an overview of the key steps and projected completion timelines involved in implementing this strategy.

Implementation Step	Projected Completion
Create MoU for the revised application review process	2009-2012
Develop support processes, tools, schedules, etc. to be managed by project management office	2009-2012
Public agencies revise Best Management Practices and develop standards that must be met for each sensitivity status level	2009-2012
Develop standardized application package for all agencies	2009-2010
Formally launch revised process	2010

## Results of this Strategy

It is believed that the following will occur as a result of undertaking this strategy:

- Improved clarity on development options for specific areas and the development review process
- Improved consistency in application review and standardization of applications
- Improved linkages between upland and foreshore development
- Formalized multi-agency process that creates a mechanism for reflecting public agency concerns early in the application review process and leverages technical knowledge to assess applications
- Expedited applications in low sensitivity areas
- A collective public agency response providing clear direction for the proponent
- Best Management Practices and standards that provide guidance to current and potential owners as to their development options





**Development that respects the environment,  
as well as economic and social interests**

## Create a model for assessing cumulative impact

The SLIPP process recommends that a model for determining the cumulative impacts of development, recreation and other activities on a given area be developed. The model could be used to guide land or water use decision making by public agencies and would improve understanding of the cumulative impact of those decisions. In the longer term, carrying capacity thresholds and other types of indicators could be identified for specific locations and uses (e.g. housing, marinas, etc. in one region of the lake) to mitigate the impacts of diverse activities on the lakes over time. This tool would enhance the information available to public agency review processes and would align to the Site Sensitivity Map and efforts to address climate change.

The cumulative impact model will be developed in consultation with stakeholders including the public, stewardship groups and commercial organizations and public agencies, with the expert support of the Professional and Scientific Advisory Group (described later). In order to build confidence in the model, it must be grounded in sound, objective scientific research, including biological, economic and social dimensions, and operate transparently with all assumptions explicitly documented.

It is anticipated that the model could improve the efficiency of the application review process and the quality and consistency of application decisions by providing public officials with a tool to objectively assess a proposal. Making the tool available to the public would help build awareness of problem areas and enable current or future property owners to assess their options for a particular piece of property.



**Results of this Strategy**

It is believed that the following will occur as a result of undertaking this strategy:

- Consistency in approach used by multiple agencies to assess incremental impact
- Increased public confidence that environmental and social values are being managed appropriately
- Increased understanding of impacts that a change in land or water use will have in a given area
- Increased information to inform decision making by officials, industry and the public

**Implementation Steps**

The following provides an overview of the key steps and projected completion timelines involved in implementing this strategy.

Implementation Step	Projected Completion
Research other models already in use and evaluate their success	2010
Determine how the model would be used to support decision making	2010-2013
Determine agency requirements for the model	2010
Commission PSAG to determine viability of creating a cumulative impact assessment model	2011



Water quality that supports public and environmental health

## Develop an inter-agency Water Quality Monitoring and Reporting Program

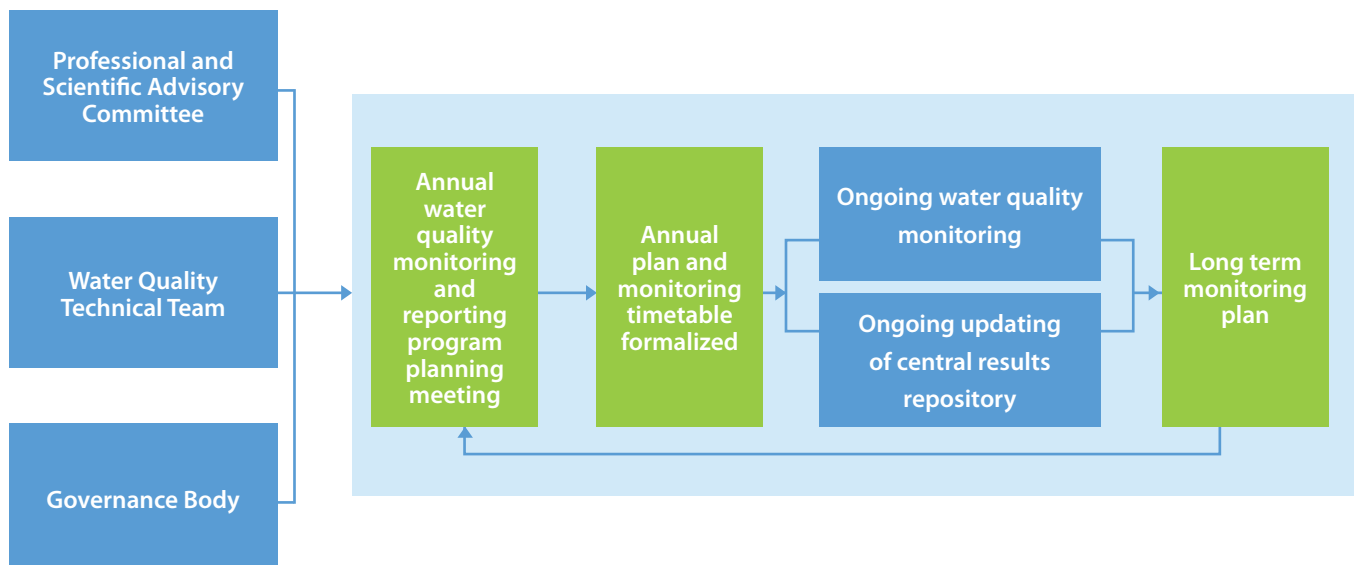
The SLIPP process recommends that an inter-agency program be established to prioritize, manage and coordinate water quality monitoring and reporting on Shuswap and Mara lakes and the foreshore. The program will involve the development of a long-term plan and an annual process for setting monitoring priorities and allocating the resources of SLIPP participating agencies. Multiple agencies are currently monitoring various water quality dimensions, including lake, ground water and water transparency monitoring. While a degree of coordination already exists, public agencies have recognized that a more insightful and comprehensive picture of water quality, as it relates to public and environmental health, will be achieved through enhanced integration of their existing information, activities and resources.

An MoU will be developed to govern public agency participation in the program, including agreed upon responses when key

water quality thresholds are reached. Stewardship groups and the business community will be engaged to leverage their resources, knowledge and monitoring efforts.


The multi-year plan for the monitoring program will be developed to identify the key areas of focus that will be tracked over time to identify long-term trends and issues. Annual monitoring priorities and actions will be agreed to by the participating agencies based on previous years' data and emerging trends. As monitoring data is collected, it will be stored in a central data repository, along with historical data that is available to all participating agencies and the public, in an accessible and summarized form. A State-of-the-Lakes report will be developed every 5 years, beginning in 2009.

The image below provides a visual representation of the inter-agency Water Quality Monitoring and Reporting Program.





Adams River mouth

 Andy Morris

Areas of concern already identified include nutrients, pharmaceuticals, personal care products, endocrine disrupting compounds, agricultural chemicals, urban pesticides and herbicides and the effects of hydrocarbon discharges from two-cycle boat engines. These and other monitoring priorities will be considered in the development of the plan with support from the Professional and Scientific Advisory Group (strategy covered later in this document).

**Implementation Steps**

The following provides an overview of the key steps and projected completion timelines involved in implementing this strategy.

Implementation Step	Projected Completion
Recruit water quality monitoring and reporting program partners and Develop MoU	2009
Develop long-term water quality monitoring program	2009
Solicit PSAG advice on development of water quality monitoring and reporting program	2009
Agency staff develop annual water quality monitoring and reporting plan	Report on even years
Review annual performance and results	Ongoing
Develop central database and SLIPP website	2010
Develop State-of-the-Lakes Report	Summer 2010 and reissued every 5 years

**Results of this Strategy**

It is believed that the following will occur as a result of undertaking this strategy:

- Improved access to credible and scientific knowledge on water quality to support decision making
- Increased efficiency and coordination in the allocation of monitoring resources, with priority areas receiving necessary attention
- Enhanced understanding of water quality issues and trends to support decision making
- Increased collective access to and management of water quality and monitoring data
- Environmental and public health maintained





**Water quality that supports public and environmental health**

## Eliminate boat discharge on the lakes

The SLIPP process recommends enforcement of existing regulations to eliminate boat discharge on the lakes by 2010. To achieve this, a multi-pronged approach will be undertaken, involving research, public education, the development of additional discharge facilities, and escalating compliance and enforcement activities. As an example of this, the District of Sicamous has led initiatives to ensure that new commercial houseboat locations are fully serviced by municipal water, discharge facilities and on-site storm water retention. The District also requires any new full service marina developments to include the provision of discharge facilities.

Existing regulations for the Prevention of Pollution from Ships and for Dangerous Chemicals (Canada Shipping Act 2001) designate Shuswap and Mara lakes as “no discharge zones” and prohibit the discharge of sewage from all vessels on the lakes. Provincial legislation under the Environmental Management Act (EMA) prohibits the discharge of black or grey water from marine pleasure craft into the lakes. To ensure that delivery of these mandates is compatible, efficient and transparent to the boating community, Ministry of Environment and Transport Canada staff have opened a dialogue and will attempt to further harmonize efforts. The agencies will coordinate their approaches to these requirements and work collaboratively to optimize compliance promotion and enforcement activities. It is also the intention of the Ministry of Environment to engage the broader boat manufacturing community and relevant service sectors to find solutions that support environmentally responsible recreational boating.

A study will be conducted into the successes and lessons learned in other jurisdictions where similar prohibitions on

boat discharge have been implemented. A second study will assess existing capacity and future demands for boat waste disposal on the lakes. This second study will be done in conjunction with more comprehensive research planned for the recreation management strategy discussed in another section of this document.

SLIPP supports the use of public funds to create the necessary additional community sewer systems, so that boat discharge facilities can dispose of their liquid waste in an environmentally sustainable manner. The private sector is also encouraged to provide more pump-out stations to keep up with forecasted demand. Funding options for the provision of additional pump-out facilities on the lakes, including a capital infrastructure incentive program to fund public access discharge facilities, will be explored. To this end, SLIPP will focus on increasing public knowledge of the impacts of boat discharge on the environment and human health, and encourage industry use of Best Management Practices.

To fill the gaps in compliance, an escalated enforcement program will be initiated in 2008, focusing initially on the prohibition of blackwater (toilet water) discharges and promoting the goal of full compliance with the greywater restriction by 2010. In the longer term, once more pump-out facilities are developed on the lakes, the SLIPP process recommends that mandatory seals on boat discharge lines be required.



Shuswap Lake near Blake Point

 Andy Morris

**Results of this Strategy**

It is believed that the following will occur as a result of undertaking this strategy:

- Enhanced water quality that supports public and environmental health
- Increased public awareness and engagement in water quality and waste management issues
- Increased coordination in the enforcement of sewage restrictions
- Additional discharge facilities
- Increased public education, awareness and compliance with boat discharge regulations

**Implementation Steps**

The following provides an overview of the key steps and projected completion timelines involved in implementing this strategy.

Implementation Step	Projected Completion
Research study on best management practices for implementing discharge prohibitions	Fall 2008
Conduct coordinated education, compliance and enforcement activities	Ongoing
Undertake compliance survey	Summer 2010
Research study on compliance rates and future demand for discharge facilities	2010
Voluntary compliance program for discharge seals	Summer 2010-2011
Increase private provision of discharge facilities	Ongoing
Implement capital infrastructure incentive program	2010-2013
Full compliance with discharge regulations	2010





Desirable recreational experiences that are safe and sustainable

## Develop a Recreation Management Plan for the Shuswap and Mara Lakes


The SLIPP process recommends that a Recreation Management Plan for the Shuswap and Mara lakes be developed to provide a vision for how public recreation resources will be used and managed. The Plan will identify current and potential recreation interests and clarify recreation objectives, sites and guidelines for public access, infrastructure needs, area zoning, use thresholds and monitoring objectives. Some topics to be explored in the plan that have been raised by the public, include the need for more public washroom facilities on crown land, parking, boat discharge facilities, boat moorage and launches, and limits on recreational boats mooring and family recreation areas in BC Parks. The plan will support and be informed by the delivery of two other SLIPP strategies, the recreational layer of the Site Sensitivity Map and the recreation use monitoring and reporting program described below.

Critical input to the development of the plan is the work currently being carried out or planned for by the Columbia Shuswap Regional District (CSRD) and BC Parks. Through the OCP process, CSRD is developing plans for most of its community parks, and BC Parks will develop Marine Park plans in the near future. While these provide excellent direction for particular areas, a comprehensive recreation plan for the lakes will allow agencies, stakeholder groups and the private sector to better align and integrate their collective efforts.

Once the plan is in place, education, compliance and enforcement activities will be adjusted to reflect any new regulations or governing arrangements deemed necessary. Public agencies, stewardship groups and commercial enterprises will play an active part in the implementation of this strategy.



Adams River mouth

 Andy Morris

**Results of this Strategy**

It is believed that the following will occur as a result of undertaking this strategy:


- Recreational use conflicts identified and addressed
- Increased public awareness and engagement in recreation management issues
- Aligned and coordinated public agency, stewardship group and private sector efforts

**Implementation Steps**

The following provides an overview of the key steps and projected completion timelines involved in implementing this strategy.

Implementation Step	Projected Completion
Research best practices for Recreation Management Plans	2009-2012
Develop MoU and Terms of Reference for SLIPP recreation partners	2009-2012
Initiate development of lake-wide Recreation Management Plan	2012-2014





**Desirable recreational experiences that are safe and sustainable**

## Develop a Recreation Use Monitoring and Reporting Program

The SLIPP process recommends that an integrated program be established to monitor and assess recreational use levels, lake carrying capacity, trends and emerging issues on Shuswap and Mara lakes. Currently, a range of recreation monitoring and reporting is being undertaken by public agencies, stakeholder groups and industry. By enhancing their collective focus and coordination, and encouraging the use of data collection standards and a central repository, a more complete, accurate and accessible picture of recreational activities on the lakes would be achieved.

A multi-year recreation-use monitoring and reporting plan and data-collection process will be developed to identify and track trends and issues. Areas of interest include the type and concentration of recreational activity, the suitability of existing infrastructure to satisfy demand, and areas where user conflict is being experienced. This plan will inform annual monitoring priorities, activities and associated timings. The results of the monitoring will support decision making around recreation policy, education, compliance and enforcement needs.

The Professional and Scientific Advisory Group will provide expert advice, as needed, to inform the program and support the development of a State-of-the-Lakes report to be published every five years, starting in 2009.

## Results of this Strategy

It is believed that the following will occur as a result of undertaking this strategy:

- Increased efficiency and coordination in monitoring activity, with priority issues receiving necessary attention
- Enhanced sharing and understanding of recreation use issues and trends to support decision making
- Increased collective access to recreation-use data
- Improved management of recreational activity on the lakes

## Implementation Steps

The following provides an overview of the key steps and projected completion timelines involved in implementing this strategy.

Implementation Step	Projected Completion
Develop MoU and Terms of Reference for recreation-use monitoring and reporting program partners	2009-2012
Engage a consultant to develop a long-term recreation-use monitoring and reporting program, data-collection system and assessment approach	2009-2012
Solicit PSAG advice on development of recreation-use monitoring and reporting program and the assessment approach	2009-2012
Agency staff develop recreation-use monitoring and reporting plan	2010
Collect data and establish recreation-use baseline	Ongoing
Review annual performance and results and conduct analysis	Ongoing
Contribute recreation-use data and analysis to State-of-the-Lakes Report	Summer 2010 and reissued every 5 years





## Cross-Cutting Initiative

# Create the Professional and Scientific Advisory Group

The SLIPP process recommends that a Professional and Scientific Advisory Group (PSAG) be created to develop and analyze scientific research and to provide expert advice to public agency decision makers. The work of this group would be consolidated so that it is easily accessible by the public and other decision makers around the province who could benefit from the research. This group will be comprised of academics and subject-matter experts from BC, Canada and internationally, with expertise in a variety of fields including water quality, recreation management, governance models and planning.

A pool of diverse members will be selected to the group by SLIPP's Inter-Agency Technical Committee using formal selection criteria. The appropriate combination and number of experts within the pool will be assigned to each project based on the scale and scope of the question at hand. Once a recommendation is made by the PSAG, the results will be shared with the Inter-Agency Technical Committee. Ultimately, it is up to the individual public agencies to act on the results of the PSAG as they see fit. Opinions of the group do not need to be unanimous; and members can go on record to register opposition to the majority view.

Group members will be compensated for their time and expenses, in accordance with standard rates in similar public research capacities. To ensure that conflicts of interest are avoided, the group will be funded through a non-governmental organization, and advisors cannot have a perceived or real stake in the outcome of the inquiry.

Possible areas of focus that have been raised during the development of the SLIPP plan include the impact of black and grey water discharge on the lakes, wave erosion, low-pollution boat motors, long-distance water table seepage, lawn and garden nutrient run-off impacts and recreational-use conflict resolution. The Group's work will be made public and shared with other regions facing similar challenges including Okanagan, Arrow and Kootenay Lakes, among others.



**Results of this Strategy**

It is believed that the following will occur as a result of undertaking this strategy:

- Accessible, credible, external expert and scientific knowledge to support agency staff
- External, third-party perspectives on issues and challenges facing the lakes

**Implementation Steps**

The following provides an overview of the key steps and projected completion timelines involved in implementing this strategy.

Implementation Step	Projected Completion
Conduct agency needs analysis of expert advice required	2010
Establish selection criteria and Terms of Reference for experts	2009-2011
Establish operational and administrative processes by which experts will support agency staff and conduct research	2009-2011
Identify and recruit PSAG members	2009-2011
Agency staff develop annual plan to clarify research priorities and the financial needs of the group	2011-2013
Solicit PSAG advice on the development of the water-quality monitoring program	2009
Conduct research and analysis, as needed	Ongoing
Review performance and results	Ongoing
Engage PSAG in development of the State-of-the-Lakes Report	2010, reissued every 5 years



## Cross-Cutting Initiative

# Establish a Coordinated Annual Education, Compliance and Enforcement Planning Process

The SLIPP process recommends that an annual education, compliance and enforcement (E, C & E) planning process be undertaken involving all public agencies with compliance and enforcement responsibility on the lakes. Enhanced collaboration and coordination in planning will improve agency response to emerging issues, increase sharing of information and bring the collective resources of the participants to bear on issues of non-compliance.

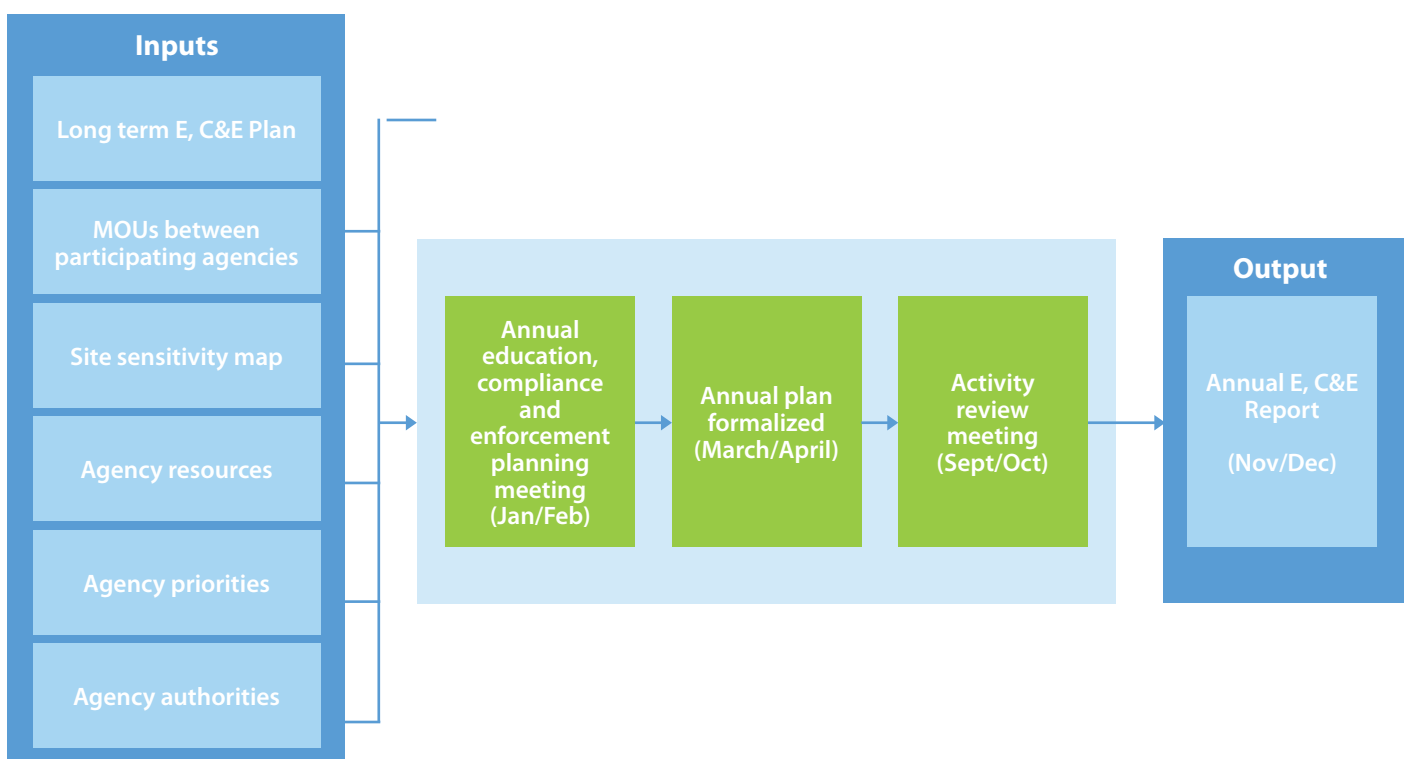
At the outset of this process, a multi-year E, C & E plan for the lakes will be developed to guide activities on an annual basis. All participating public agencies will meet early each calendar year to share information on emerging trends, lessons learned and regulatory changes, and to plan for the coming season's activities. Agencies will agree to shared annual priorities, determine how resources will be coordinated (e.g. joint patrols), and consider opportunities to utilize stakeholder-group

capability, capacity and knowledge to compliment agency efforts. These discussions will be formalized in an annual plan.

This process could explore the use of the Water Act and associated regulations to address alterations of the foreshore. The role of stakeholder groups would be taken forward through another strategy (see below - Engage stakeholders in Education, Compliance and Enforcement initiatives).

At the conclusion of the summer season, the agencies will reconvene to debrief on the annual activities, assess emerging themes and determine the key messages to communicate to agency leadership and the public. An Annual Education, Compliance and Enforcement Report will be issued each fall.

The image below provides a visual representation of the coordinated annual E, C & E process:



## Results of this Strategy

It is believed that the following will occur as a result of undertaking this strategy:

- Staff identify and respond to issues or emerging trends and bring the collective resources of the participating agencies to bear on issues of non-compliance.
- Increased sharing of information, resources and best practices across agencies
- Leveraged agency resources to focus on highest priority issues

## Implementation Steps

The following provides an overview of the key steps and projected completion timelines involved in implementing this strategy.

Implementation Step	Projected Completion
Ad-hoc annual planning for 2009	Ongoing
Develop Terms of Reference and an MoU for participating agencies to sign-off on	2009-2011
Develop a multi-year E, C & E Plan for the Lakes. COS will work with participating agencies to develop a coordinated enforcement plan and delivery timeframe to address issues of E, C & E on the lakes	2009-2014
Annual Activity Review meeting	Annually in Sept/Oct
Annual E, C & E report	Nov/Dec 2008
Annual E, C & E planning meeting	Jan/Feb 2009



## Cross-Cutting Initiative

# Create the Shuswap Lake Integrated Response Process

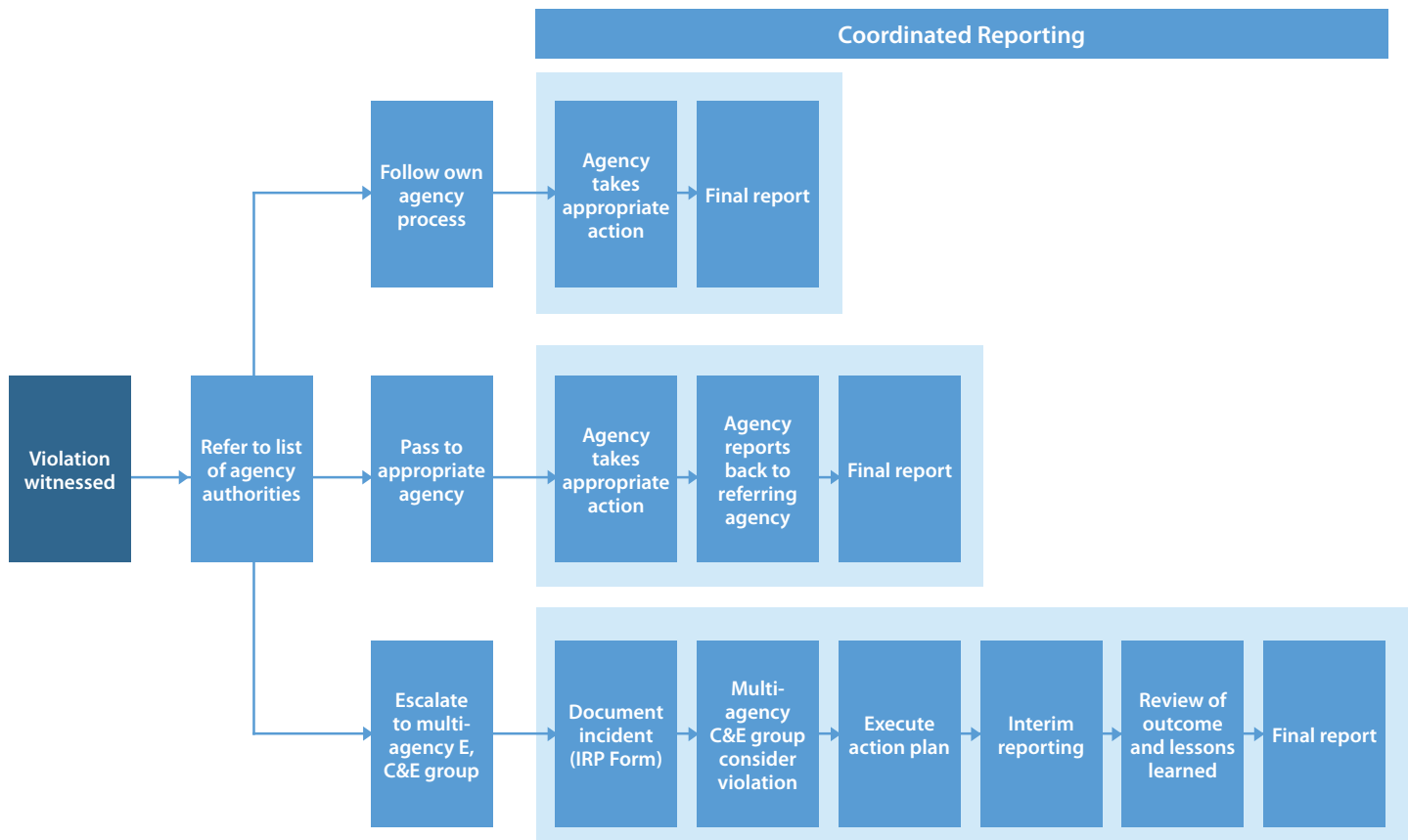
The SLIPP process recommends that a Shuswap Lake Integrated Response Process be developed. The process will provide compliance and enforcement officers who witness a violation that falls outside of their jurisdiction with the knowledge and tools necessary to refer it to the relevant agency. This will facilitate greater coverage and utilization of E, C & E resources and increase the sharing of knowledge.

To support this, a joint-agency document is required that summarizes agency authorities, agency-specific priority regulations for enforcement and identifies the information to be documented when the violation is recorded. These, in a modified form, will be shared with relevant stewardship groups and private sector enterprises to increase awareness and understanding of compliance and enforcement concerns.

A reporting form will also be created to assist with the documentation of a violation.


In cases where the violation will impact the regulatory authority of multiple agencies, the relevant agencies will be notified. Agencies with jurisdictional responsibility will determine the appropriate action to take.

The image below provides a visual representation of the Shuswap Lake Integrated Response Process:





Adams River

 Andy Morris

**Results of this Strategy**

It is believed that the following will occur as a result of undertaking this strategy:

- Improved awareness amongst compliance and enforcement officers of SLIPP partner agency priorities
- Increased coordination of agency compliance and enforcement resources
- Increased focus on SLIPP compliance and enforcement priorities

**Implementation Steps**

The following provides an overview of the key steps and projected completion timelines involved in implementing this strategy.

Implementation Step	Projected Completion
COS will work with participating agencies to identify agency authorities, priority violations for which each agency is to be notified of and the necessary information to be documented in the event that a violation is witnessed	Ongoing
Compliance officers are provided this information and trained in how to respond to or document a wide range of violations	Ongoing



## Cross-Cutting Initiative

# Stakeholders in Education, Compliance and Enforcement initiatives

The SLIPP process recommends exploring options to engage stewardship groups, commercial enterprises, and other agency staff in E, C & E activities on the lakes. This will allow the respective knowledge, resources and organizational capabilities of these entities to be utilized in the shared pursuit of increased regulatory compliance. Currently, stakeholder groups and selected private entities are actively engaged in providing information on relevant regulations and observing, recording and reporting violations.

To undertake this strategy, compliance and enforcement agencies would be required to identify roles these organizations could fulfill. Once selected, agencies would provide training to the organization and agree on communication processes and response protocols in the event that a violation is witnessed. At the conclusion of the season, the groups would be asked to provide a summary report on their activities and findings.

After the first years, these groups could function with little support required from agencies, beyond ensuring the groups' alignment with annual education, compliance and enforcement priorities.

The image below provides a visual representation of the process for engaging stewardship groups in E, C & E on the Lakes.





**Results of this Strategy**

It is believed that the following will occur as a result of undertaking this strategy:

- Increased reach of education and compliance activities
- Enhanced awareness of regulations governing activities on the lakes.

**Implementation Steps**

The following provides an overview of the key steps and projected completion timelines involved in implementing this strategy.

Implementation Step	Projected Completion
Meet with and engage stewardship groups in E, C & E activities	2009-2014
Provide insurance to stewardship groups as needed	Research
Provide information to stewardship groups as needed	Ongoing



## Next Steps

To date, the SLIPP process has been focused on working with stakeholders including the public, stewardship groups and commercial organizations, First Nations and public agencies to develop the Strategic Plan and associated implementation steps. Some elements of the Strategic Plan have already been initiated, such as the Site Sensitivity Map for Shuswap and Mara Lakes, the coordinated Education, Compliance and Enforcement Plan and a study of best practices in the prohibition of black and grey water discharge from boats. As a result of the collaborative efforts of SLIPP, a new posting has been secured at the Vernon detachment of the Conservation Officer Service, which will largely be focused on the Shuswap area. Also, specific funding has been allocated to these initiatives from a range of public agency budgets.

For the SLIPP vision and Strategic Plan to be implemented successfully, a more comprehensive and dedicated funding allocation is required. Currently, a range of options is being pursued by participating agencies within their own budgets and through other means. One important initiative requiring support in the near term is a coordinating body such as a Project Management Office that can coordinate activities, distribute information, and manage support tools (e.g. Site Sensitivity Map, decision documentation, and application tracking). As mentioned throughout the document, an organization such as FrontCounter BC would be a logical home for this coordinating function, but given current resource constraints, their capacity is limited. Their participation in this role would be contingent upon acquiring new funding for the initiative.

The Steering Committee is currently reviewing options and will continue its efforts to ensure the success of this collaborative effort.

