

Shuswap Regional Trails Strategy: Recreational Access & Adaptive Management Planning

Updated: December 10, 2018

Prepared by the Shuswap Trail Alliance
on behalf of the Shuswap Regional Trails Roundtable



A person wearing a grey cap and a red jacket is shown in profile on the left side of the frame, looking out over a vast mountain landscape. The terrain is rugged with large patches of snow and rocky outcrops. In the background, a range of blue-toned mountains stretches across the horizon under a sky filled with heavy, grey clouds. The overall scene conveys a sense of being high in the mountains.

Weytk. . .

You are in Secwepemc Territory. . .



14 years ago. . .

- Isolated local **priorities**
- 2002 Shuswap **Tourism Opportunity** Strategy
- CSRD **Parks** planning
- Pre-Olympic **priorities**
- 2005 **round table** discussion re: trails
- 2006 **feasibility** study & community **consult**
- **BC Trails** Strategy



Research. . .

Values ~ Method ~ Relationships

Lessons from a review of other recreation access management plans suggested the need for:

- **Clear vision**
- **Government level commitment, and capacity and funding**
- **Clarity of roles**
- **Strong community engagement, and champions (leadership)**

. . . (continue next slide) . . .

- **Technical capacity**
- **Adaptability and shorter planning time frames**
- **Predictable ongoing funding**
- **Consensus model is consistently preferred**
- **Community based model preferred; inclusive**

(Jeremy Ayotte for the Shuswap Regional Trails Strategy, 2012)



Joss Mountain, East Shuswap



Shuswap Regional Trails Roundtable planning session, Splantsin Community Centre

Our Approach...

...to use a participatory, relationship-based, community-development model



Salmon River nature trail, Switzmalph Cultural Centre

The Shuswap Trail **Vision** . . .

Establish the entire Shuswap Watershed as a **united destination trail centre** known for its active lifestyle, vibrant culture, natural beauty, and commitment to sustainable ecology



Well designed,
Well signed,
Well maintained,
Well promoted



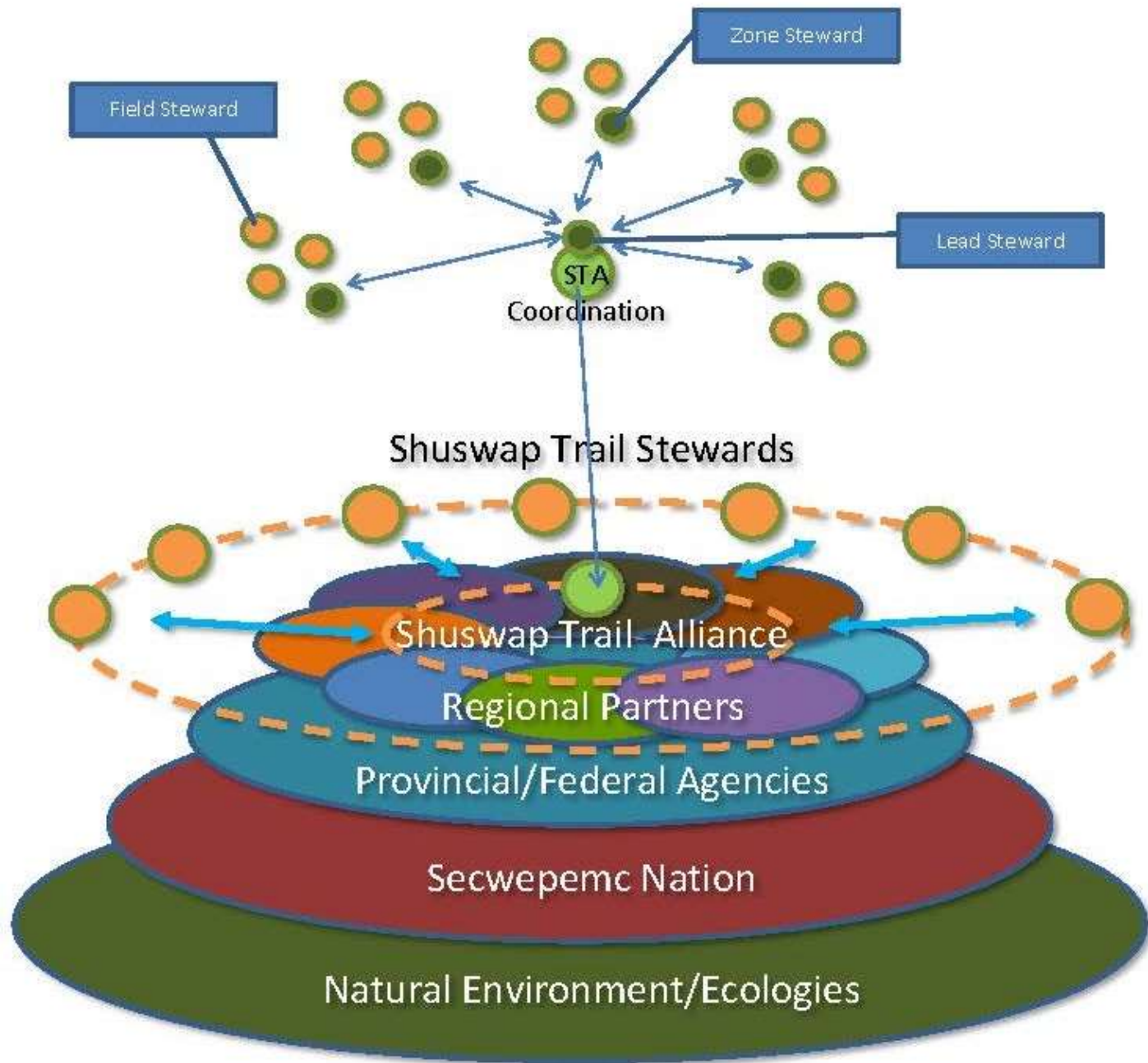
Park Hill West Trails, Salmon Arm



The Shuswap Trail Alliance . . .

the organizational body (formed in 2005)
through which local and regional leadership
work together to develop and implement the
Shuswap Trails Strategy . . .

. . .as First Nations, stewardship, government,
industry, business, and community stewardship
organizations and individuals.



5 Core Pillars. . .

1. Regional Collaboration
2. Trail Stewardship
3. Environmental Adaptive Planning
4. Experience Development
5. Capital projects/technical trail services





Shared **tools**. . .

- Regional trail **strategy**
- Shuswap Trail **Protocol**
- Design **standards**
- **Sign** standards
- Environmental **adaptive plan**
- Trail **development team & tool room**
- Trail **stewardship** program
- Experience **programs**
- Shuswap trail **guide & website**
- www.shuswaptrails.com
- trailreport@shuswaptrails.com

Shuswap Trail Strategy and Roundtable

The **purpose** of the strategy is to protect, enhance and recognize trails as an integral part of the Shuswap lifestyle, culture and economy.

- ensure trails are appropriately **authorized, mapped, developed, maintained, and promoted,**
- protect and promote **First Nations interests,**
- reduce/repair **ecological** damage from all trail use,
- manage **land access** appropriately
- demonstrate **collaborative** management
- provide **stability** and **security** to all who invest in them.



Working Together. . .



December 2015 Regional Trail Strategy and Roundtable

. . .Y'icwetsutce (taking care of the land)

The Shuswap Trail Protocol

- Weaving it Green for Generations in a spirit of **respect, cooperation, and stewardship**

Planning Mt Tuam Bike Trails, South Shuswap





A few core values. . .

- Reverence
- Humility
- Respect
- Balance
- Enough
- Gratitude

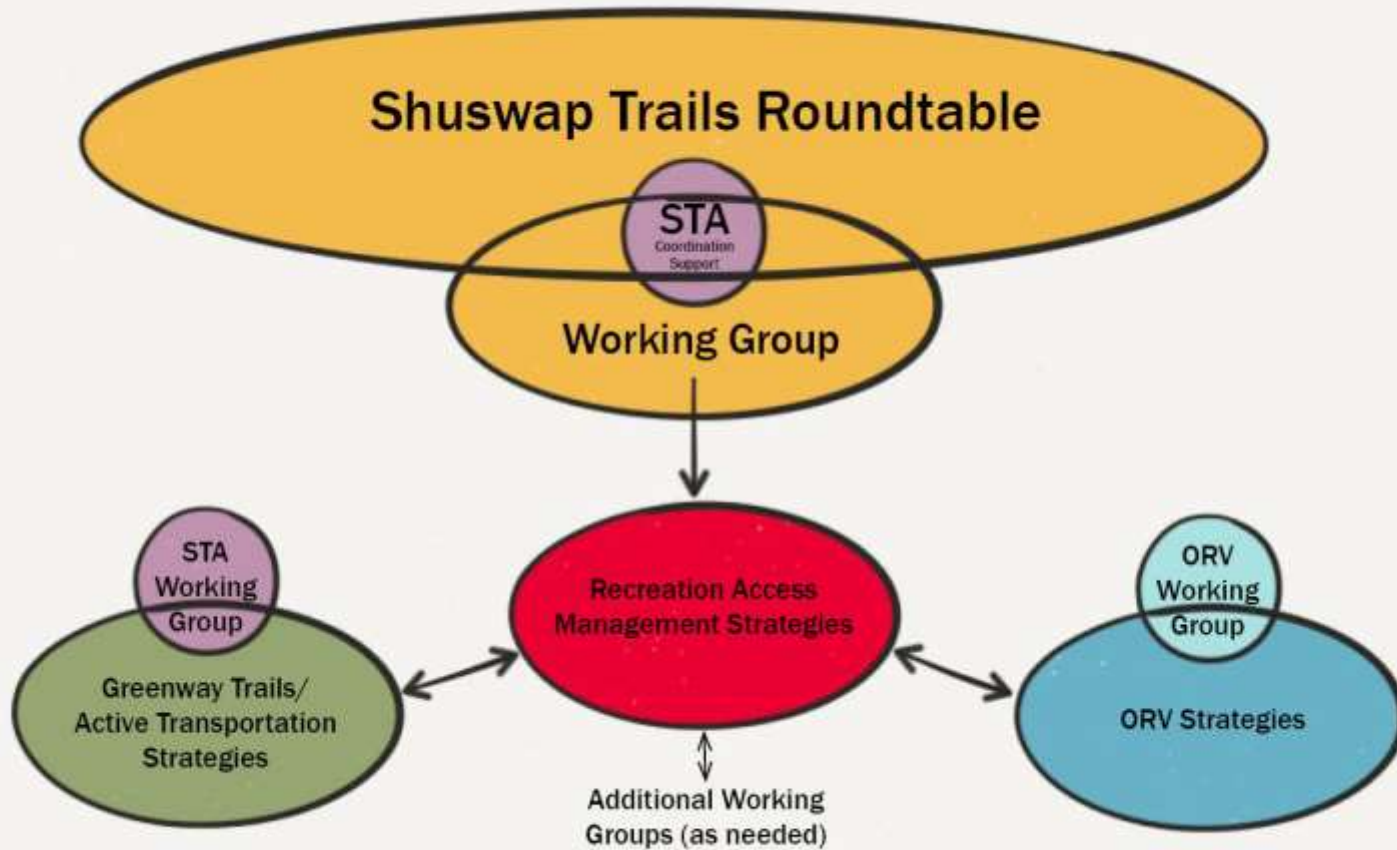
Y'icwetsutce. . .



Letter of Understanding

- Work together
- Y'icwetsutce (Stewardship)
- Recognize First Nations Title & Rights
- Collaboration
- Respect

Shuswap Trail Strategy and Roundtable



Pre-Authorization Process

④ FCBC: Review Process (NRS)

Client Fills out Application
Application Fee

- Check for completion
- Back to Client if incomplete
 - Resubmission

③ FCBC: Receive Process (CSA)

Application Complete
Checking Acceptability

- Ensure content of application meets requirements
 - Maps, feasibility, obvious conflicts
- Back to Client for alteration
 - Resubmission

FLNRORD: Ministry of Forests, Lands & Natural Resource Operations
FCBC: Front Counter BC
RSTBC: Recreation Sites & Trails BC
CSA: Client Service Assistant
NRS: Natural Resource Specialist
DRO: District Recreation Officer
 26-Oct-17

⑤ FCBC: Referral Process (CSA)

Application Acceptable
Land Referral

- Status performed
- E-Referral/Consultation/Advertising package developed
- Action DRO to confirm, proceed
- Land Referral initiated

RSTBC: ② Facilitation / Coordination (DRO)

Recreation Sites & Trails Branch
District Recreation Officer (DRO)

- With Front Counter BC (CSA):**
- Initiating with REC#, tenure database, maps, project files, CRIF
 - Identifying any additional stakeholders for referral (as required)
 - Cover letter to recipients

⑥ Adjudication/ Administration

- Adjudication, decision
- Authorization, agreements
- Site/Trail designations *Ministry: FLNRORD*

① Pre-Application

- Environmental screening, issue identification/ early resolutions
- Stakeholder information sharing
- Mapping & Application development
- Support documents from key stakeholders
- Field visits, communication with DRO

Proponent Group
SCREENING PROTOCOL

- With Proponent:**
- Collaborative review, refinements, contact other Provincial decision makers as required, issue and gap identification, field reviews

Proponent & Key Stakeholder Community

FRPA Recreation Authorizations:
RSTBC → FCBC → RSTBC



Ministry of Forests, Lands, Natural Resource Operations and Rural Development

FrontCounterBC
Recreation Sites and Trails BC

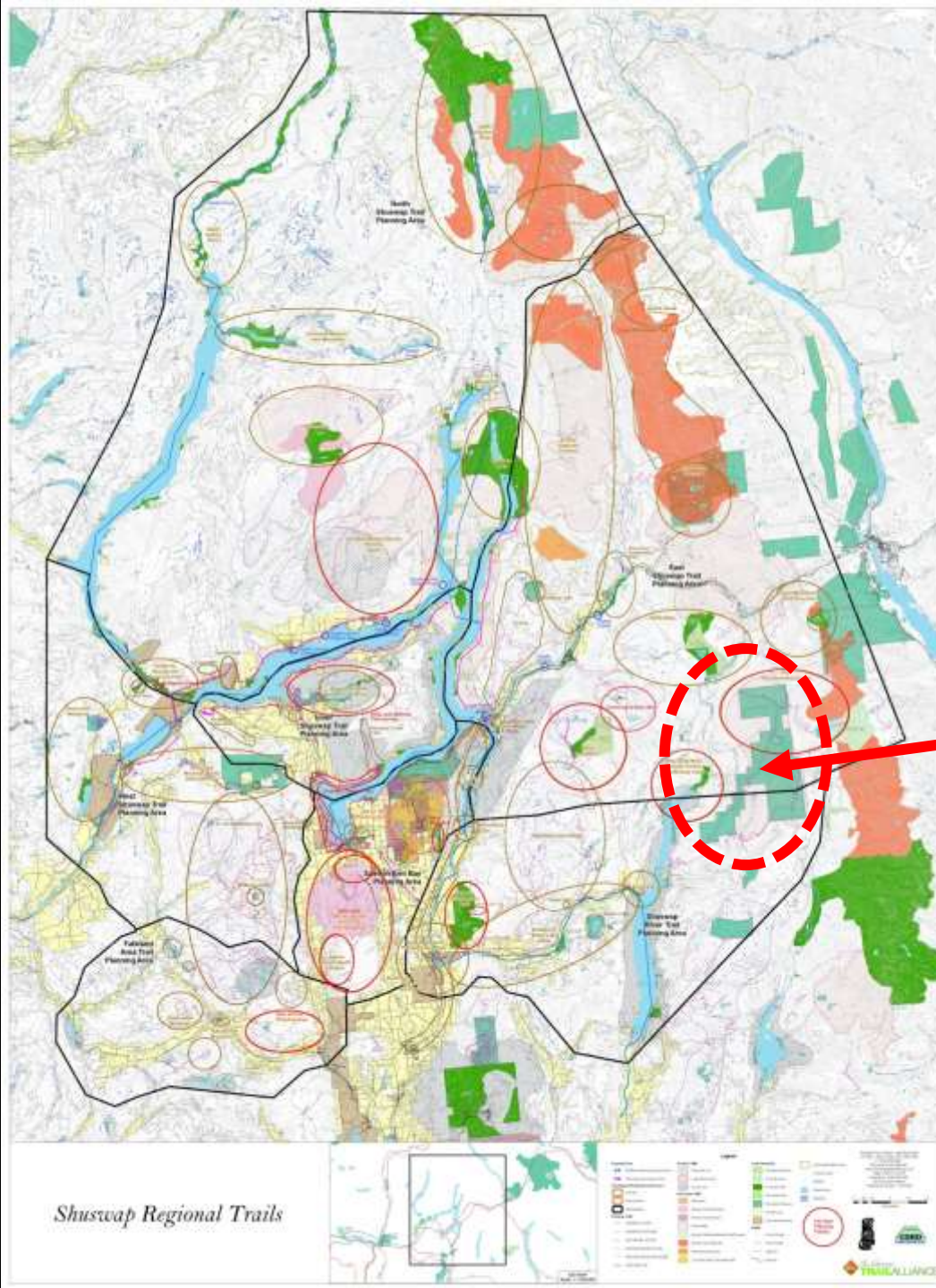
Pre-Authorization Process



1. Get **Connected**
2. Do your **homework**; Know the Layers
3. Get **permission** to explore
4. Find the **Lines** (GPS/mapping)
5. Conduct **Environmental Screening**
6. Write up a **draft plan**
7. Bring plan to the **local Stewardship Advisory** or Lead Trail Steward
8. **Submit for review** – First Nation, Govt, Stewardship, Stakeholders
9. **Revise** lines and plan (as required), and **resubmit** for review
10. **Apply** for Authorization
11. Upon **authorization** –
Build, Monitor, Maintain, Adapt

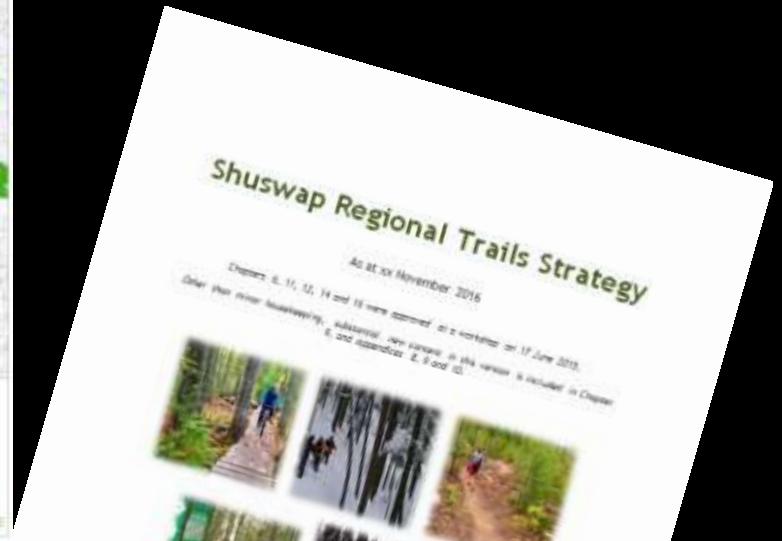
Shuswap Regional Trails Roundtable 2017





Shuswap Regional Trail Strategy Planning Priorities

Joss-Tsuius-Mabel
Access Planning Area



ACCESS MANAGEMENT PLAN

Access management plans should:

- Guide with **objectives** for specific areas
- Determine **acceptable** activities and developments
- Determine the **limits** of acceptable change
- **Monitor** area conditions and recreation experience opportunities
- **Coordinate** with adjacent areas and uses

(Shuswap Regional Trails Strategy 2016, p. 29)




Process for Access Planning:

1. Create a local planning **advisory** group
2. Study historic and current **situation**
3. **Inventory** every trail (in-field review)
4. Develop foundational stewardship **values/priorities**
5. Draft environmental & recreational **quality measures**
6. Identify key land management & recreational **issues**
7. **Assess & designate** trails for appropriate long-term use
8. **Project** future trail & land management needs
9. Develop strategic planning **recommendations**
10. Develop ongoing trail advisory **terms of reference**

(Shuswap Regional Trails Strategy 2016, p. 29)

Structured Decision-Making:



1 Clarify problem and context
– history, current use, laws, policies, preferences

2 Articulate values, objectives, & measures – what are the desired results (outcomes) and measures?

3 Develop options – what are the alternative management recommendations or scenarios?

4 Evaluate consequences – what are the potential results/risks of each option? Asking:

- What do we already know?
- What do we still need to know?
- How will we get this knowledge? (and is it feasible?)

5 Evaluate trade-offs and choose – Are the trade-offs/risks acceptable? What are the limits to monitor?

6 Take action – implement, monitor, review, and adapt

Cumulative Effects
Data &
Modelling

Key concepts. . .

- Adaptive management planning
- Acceptable limits of change
- Cumulative effects
- Habitat disturbance & compensation
- Precautionary principle



ADAPTIVE MANAGEMENT PLANNING

- a structured process to guide land management decision-making where the outcome of an action or actions on an ecosystem is uncertain. It includes setting **limits** of change, ongoing **monitoring** and **adaptive** responses over time.



The **adaptive management plan** uses the logic and language of the provincial *Wildlife Guidelines for Backcountry Tourism/Commercial Recreation in BC* (2006)



Adaptive Management Plan

- Results – What the adaptive management plan is attempting to achieve
- Desired Behaviours – Actions by users that are most likely to achieve the specified results
- Indicators – What should be measured to determine if the results are being achieved
- Limits – Acceptable bounds related to the measured indicator
- Mitigation Measures – how to achieve desired behaviour
- Monitoring Plan & Schedule – Frequency and timing of monitoring indicators
- Corrective Actions – Actions triggered if monitoring suggests that indicators have exceeded limits



Environmental Stewardship

Action #1:

Integrate a framework of environmental consideration, actions and standards into planning, construction and management of the provincial trail network.

(Trails Strategy for British Columbia, 2013, p. 12)



ENVIRONMENTAL SCREENING

- A series of templates and checklists **gathers web-information** on environmental conditions, current and historic land use.
- Decision guidelines **help answer** the question “What level of environmental review is required?”

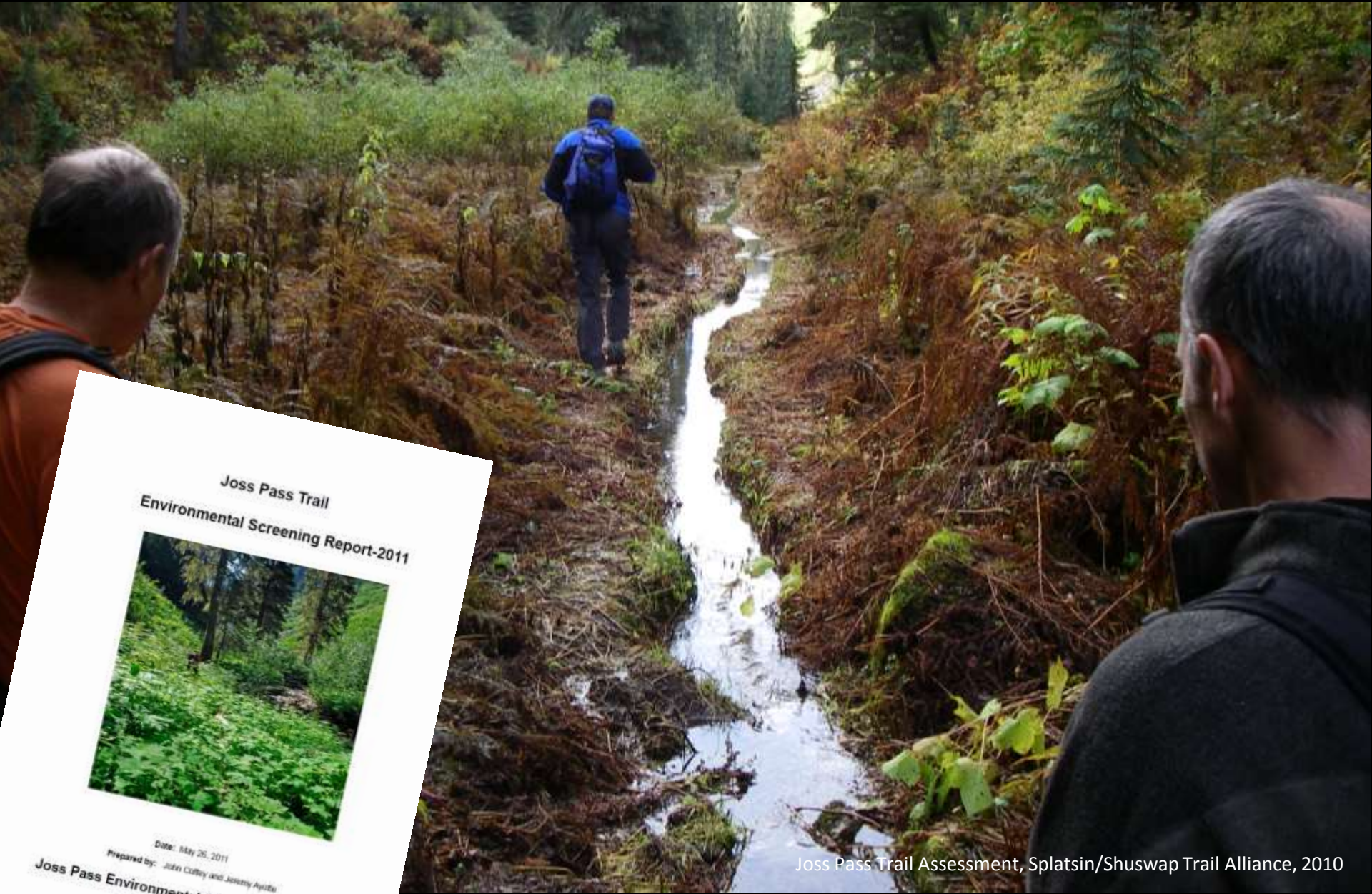




A **process** to:

- Assess **potential environmental impacts** of proposed activities during early planning stages
- Ensure that federal and provincial **legislation/standards** are consistently followed
- Inform **decision making** (maps of trail network in relation to ecological information)
- Apply **science-based understanding** of species and habitats in a practical adaptive management approach

Joss Pass Trail. . .



Joss Pass Trail

Environmental Screening Report-2011



Date: May 26, 2011

Prepared by: John Cullley and Jessamy Ayilla

Joss Pass Environment

Joss Pass Trail Assessment, Splatsin/Shuswap Trail Alliance, 2010

A few **examples**. . .

- Blind Bay Bluffs Trail
- White Lake Trail Stewards
- Larch Hills Non-Winter Plan
- South Canoe Trails
- Owlhead/Cummings Lake
- Foreshore Raven Trail Monitoring
- North Fork Wild Conservation Park
- Joss Pass & Mountain
- Glenemma & Kelly Mtn
- Haines Creek Bluffs
- Kela7scen (Mt. Ida) Sacred Circle
- Secwepemc Landmarks



Blind Bay Bluffs Trail. . .



White Lake Trail Stewards. . .



Larch Hills Non-Winter Trails. . .



South Canoe Trails Advisory. . .



Foreshore Trail Monitoring. . .




Salmon Arm

Foreshore Trail Dog Walking Monitoring Plan

Working Group Update. . .

On December 14th, 2019, the City of Salmon Arm Council responded to the concern that dogs on trails within the Salmon Arm Bay Wildlife Sanctuary place considerable pressure on the area's natural habitat and species. This was followed by the decision to allow dog walking on the main foreshore trail. As a result, the Council moved to amend the existing bylaw to:

- restrict leash lengths to 2.0 metres on the Foreshore Trail,
- install yellow dog waste bag dispensers,
- install clear signage indicating dogs are permitted or not on the Foreshore trail,
- have staff work with SARDIS to install signage warning dogs are not permitted on the two lowlands and Christmas Island trail leading onto the Nature Reserve,
- and that all dogs be prohibited on the Foreshore Trail during the critical nesting period between April 15 and June 15 each year.

and that this be brought back for review in January 2021.

As well, City of Salmon Arm Council moved to establish a working group to:

- facilitate a short and longer term consensus between stakeholders on Dogs on the Foreshore Trail and Nature's Near Limits in 2019,
- report back to Council, as soon as practicable, an appropriate data monitoring plan for a one year trial including best practice for the timing of that trial,
- at the end of the trial, summarize the data monitoring and provide longer term management proposals.

A working group has been assembled and is actively preparing a monitoring plan for the trial period starting this spring, as well as developing longer term management proposals. The working group is made up of representation from: The City of Salmon Arm; The Nature Trust; Ministry of Forest Land and Natural Resource Operations, SARDIS; the Salmon Arm Greenway Liaison Committee; and the Dog Walking Community, with facilitation and consulting budget support through the Shuswap Trail Alliance.

Please join with the many dedicated community volunteers and leaders working to protect and preserve this important wildlife sanctuary and greenway corridor for the health and well-being of us all.

For further information or to report trail issues please email:
trailreport@shuswaptrails.com
Please Report Cytex Infractions to Animal Control: 250-833-6882

Owlhead/Cummings Lake. . .



North Fork Wild. . .



Lessons. . .

- You are never alone on the land
- The table is round, and it is big
- Eco-systems and ecologies speak, but quietly
- You are always in **First Nations territory**
- Respect does not need to wait for policy
- Locally, relationships count, trust takes time
- Together solutions are possible, and stronger



Challenges. . .

- Capacity
- Facilitation
- (im)Patience
- Assumptions
- Complexity
- Influence & Authority
- Hard Work
- Bad Work
- Isolation
- Time





Discussion?

- Are there consistent best-practices to build collaboration?
- What is working in your context?
- Is collaboration something that can become more embedded in policy and governance, or does it have to remain a community value-added?
- How do we support/resource long-term commitment for facilitated collaborative planning/management?



 *The Shuswap* TRAIL ALLIANCE

Trailhead opening ceremony on Mt Baldy Trail with CSRD Parks

Kukwstsétselp ~ Thank **you!**

Please visit. . .

ShuswapTrails.com