



Recreation Trails Strategy for British Columbia Phase 1

Background Report

May 2007



Ministry of Tourism, Sport & the Arts
Ministry of Environment
Province of British Columbia

Recreation Trails Strategy for British Columbia

Phase 1: Background Report

May 2007

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Acronyms used in the report:

AAC	Allowable annual cut	LRMP	Land and Resource Management Plan
ALR	Agricultural Land Reserve	MOT	Ministry of Transportation
ATV	All-terrain vehicle	MOU	Memorandum of understanding
C&E	Compliance and enforcement	MPB	Mountain pine beetle
CIPP	Cycling Infrastructure Partnerships Program	MTSA	Ministry of Tourism, Sport and the Arts
FIA	Forest Investment Account	NGO	Non-government organization
FRPA	Forest and Range Practices Act	ORC	Outdoor Recreation Council
HRDC	Human Resource Development Canada	ORV	Off-road vehicle
ICBC	Insurance Corporation of British Columbia	PRAR	Park and Recreation Area Regulation
KSF	key success factors	ROW	Right-of-way
		TBC	Tourism British Columbia

Executive Summary

Recreational trails are important to British Columbia (BC), its people and its communities in a wide variety of ways. Trails can help improve our health, our economy, and our transportation needs; and help connect us with our environment, our heritage and each other.

A Recreation Trails Strategy for British Columbia (also referred to as the ‘trails strategy’) can provide a framework to guide and coordinate future decision-making to help strengthen the province’s trail system for all British Columbians. An effective trails strategy must support cooperation amongst all levels of government, First Nations and stakeholders to work toward a shared vision for recreation trails. The BC Ministry of Tourism, Sport and the Arts (MTSA), in conjunction with BC Parks, is fostering the development of a Recreation Trails Strategy for British Columbia.

There has been a long-standing interest in having a trails strategy for the province for over 30 years. The Outdoor Recreation Council (ORC) of BC has led many of these efforts. In the last five years, trail-related recommendations have come forward from: ORC; Recreation Stewardship Panel; Union of BC Municipalities; the Off Road Vehicle (ORV) Coalition of stakeholders; and several provincial government initiatives, including the Provincial Tourism Strategy and Spirit of 2010 Trail program. Overall, and further confirmed by research undertaken by this report, it is clear that there is strong support across the province for undertaking a trails strategy for British Columbia.

This background report represents the first phase of a multi-phased approach to developing a trails strategy for BC.

The second phase is intended to be the development of the strategy in consultation with stakeholders, local communities, First Nations and agencies.

Methods

A key source of information in the development of this report was a Recreation Trails Strategy Survey that was distributed to a wide diversity of provincial recreation organizations with an interest in trails as well as to local government and First Nations. The survey findings were augmented by review of relevant reports and additional contacts with individuals for information, such as the extent of trails by jurisdiction.

Key Findings

Respondents to the survey were asked to rate their support for the development of a recreation trails strategy. 92% of respondents support the plan to develop a recreation trails strategy for British Columbia (78% strongly support, 14% somewhat support). Remaining respondents were neutral or did not respond, and no respondents were opposed.

Overview of existing trail network in BC

Please note: this is a very preliminary overview and more reliable and detailed information is needed to accurately summarize existing trails in BC.

A variety of agencies manage trails in British Columbia including:

- MTSA public recreation trails: 945 trails providing 8,696 km of trail
- BC Parks trails: 1,222 trails providing 7,076 km of trail
- Municipal trails: 3,874 trails providing 9,096 km of trail
- Rail trails: 6 trails providing 1,029 km of trail

Feedback from only 6 regional districts indicated 375 trails providing 2,576 km of trail. This will undoubtedly increase substantially with more complete responses.

In addition, there are also MTSA commercial recreation trails and Parks Canada trails. These gaps in trails inventory information may need to be addressed in the second phase of the project.

Most trails are used for hiking with opportunities also provided for horseback riding, snowmobiling, cycling and mountain biking. Very few trails are managed for all terrain vehicle (ATV) use.

Legislation and policy

A variety of agencies manage trails using an array of legislative tools including:

- MTSA public recreation trails:
Forest and Range Practices Act
- MTSA commercial recreation trails:
Land Act
- BC Parks: *Park Act*
- Regional districts and municipalities:
Local Government Act
- Parks Canada trails:
Canada National Park Act

Many other pieces of legislation and associated policy affect trails including *Heritage Conservation Act, Wildlife Act, Occupiers Liability Act, Motor Vehicle (All Terrain) Act, Motor Vehicle Act*, and legislation dealing with water-based trails (routes) such as the *Navigable Waters Protection Act*.

Key challenges include:

- establishing trails and regulating use via these enactments,
- addressing trail use and access on resource roads,
- reducing legislative barriers,
- coordinating policy,
- enacting legislation that protects the environment from use-related impacts,
- considering ‘inherent risk’ legislation, and
- streamlining trail approval for long-distance trails that affect a number of land owners.

Recreation trends

Trends were assessed related to trail use, trail management and trail types. Examples of the key trends, or driving forces for change for recreation trails, include:

- *Demographic*: Aging baby boomers provide a strong market for activity on recreation trails
- *Environmental*: Demand for low impact recreation trails and trail use
- *Liability*: Costs of liability insurance or increased risk may drive stronger ‘inherent risk’ legislation; need for stewardship agreements and government role in reducing burden of liability associated with volunteers
- *Regulatory and trail management*: Need to address user conflicts through trail planning, trail designation, and enforcement policies; transfer of management responsibility from landowners to local governments and trail stewardship groups
- *Consumer*: Provision of different trails for different users; meeting increased demands for a variety of trail uses including close to home and as destination tourism experiences; and increasing desire for people to exercise and stay fit
- *Market and competitive*: trails being recognized as drivers of economic development; increased community interest in trails due to economic and health benefits.

Assessment: trail strategies and plans

Several key success factors emerged upon review of several trail strategies and plans in British Columbia and other jurisdictions, as well as feedback from the trails survey. They were:

- Collaboration with stakeholders
- Conflict Resolution

- Environmental Stewardship: conservation & protection
- Liability Management, Safety & Policing
- Effective Governance: legislation & policy
- Recreation Opportunity & Quality of Experience
- Strategic Approach to Planning
- Sustainable Resources: staff & funding
- Creating Economic & Health Benefits
- Education, Information & Communication
- Trail Inventory

SWOT assessment of trails

Based on an analysis of the feedback from the survey, the following strengths, weaknesses, opportunities and threats emerged regarding trails in B.C.:

<p>Strengths:</p> <ul style="list-style-type: none"> • Abundance of Crown (public) lands • Unique geography and diverse topography • Usage of trails • Multitude of trail types • Growing political support • Public private partnership models • Recognition of trail planning and development • Legislative framework for trail management/authority • Tangible economic and health Benefits 	<p>Weaknesses:</p> <ul style="list-style-type: none"> • Lack of sustainable funding • Inconsistent stakeholder engagement and coordination • Inconsistent trail management • Poor trail use enforcement • Inadequate trail planning and development • Lack of recreation trail promotion • Trail use conflicts • Significant unauthorized trails
<p>Opportunities:</p> <ul style="list-style-type: none"> • Provincial and private funding initiatives • Ability to leverage funds using volunteers • Trail planning to improve management and reduce conflicts • Trail development potential • Strong interest in tourism potential for recreation trails • Leverage promotion through 2010 Olympics • Community economic development potential associated with recreation trails • Ability to improve relationships between various trail stakeholders 	<p>Threats:</p> <ul style="list-style-type: none"> • Deteriorating access, trail degradation and trail damage • Lack of coordinated approach to trail planning • Lack of resources for effective trail management • Concerns with liability and insurance costs • Growing conflicts between motorized/ non-motorized users, and land owners • Growing demand for competing uses of Crown land for resource industries and community development

Table 1: SWOT assessment of trails in BC

Key Issues

The top ten issues that emerged from an assessment of 26 issues based on the survey feedback in relative order of priority were:

- Access (e.g. limitations due to private land, need for staging area, deteriorating resource roads, restrictions on motorized/mechanized use)
- Limited funding to develop and maintain trails
- Insurance/liability (e.g. insurance costs and liability exposure)
- Environmental impacts (e.g. ORV impacts; soil erosion; streamside damage)
- Limited resources (e.g. volunteers) to develop and maintain trails (other than funding as this was a separately raised issue; e.g. volunteer burn-out, need for skilled volunteers)
- Legislation (e.g. need for ORV legislation)
- Trails information (maps, brochures, websites) (e.g. limited funds to provide this)
- Signage (e.g. educational signs that promote safe and appropriate use)
- Increasing trail use (e.g. underscoring need for improved construction and maintenance)
- Compliance and enforcement (e.g. need for C&E and enforceable rules)

Benefits of trails

The trails survey asked respondents to describe the benefits of the trails their organization is involved with and to rate the importance of each benefit. The following represents the order of importance based on respondents ranking them as very high or high:

- Health and Fitness 83%
- Environmental 74%
- Community and Social 72%
- Economic 68%
- Educational 58%
- Transportation 42%
- Heritage and Cultural 36%

Key Criteria for prioritizing trails from trail survey

The following top six criteria emerged from the trail survey for prioritizing trail development:

1. Promoting active lifestyles
2. Providing diversity of trail types
3. Having community or organizational support
4. Providing world-class trails that can leverage tourism
5. Access from urban areas to backcountry
6. Minimum environmental impact

Links to government initiatives

An effective trails strategy can and should link to, and coordinate with, key government initiatives including:

- Five Great Goals for a Golden Decade
- Act Now BC, Active Communities and LocalMotion
- Spirit of 2010 Tourism Strategy
- Spirit of 2010 Trails
- Mountain Pine Beetle Action Plan
- Regulatory Reform Initiative

1. Introduction, purpose, and scope

Recreation trails have a profound effect on the health and productivity of British Columbians, and provide significant economic benefits.



The Trails Strategy is intended to serve as the hub of a wheel connecting a broad range of organizations in a shared vision for BC's world-class trail network

Trails provide a wide range of opportunities for people to connect with one another and with nature in a sustainable manner. Trails are a key component of the BC strategy to encourage healthy, active lifestyles, whether as recreation amenities or as components of comprehensive transportation and commuting corridors.

The importance of tourism to the provincial economy is steadily increasing. Many communities view recreation amenities, such as trails, as exciting and sustainable means of attracting tourists and diversifying local economies. Many communities that once relied on the forest industry are now turning to tourism to enhance long-term economic and community development opportunities.

There is no acknowledged comprehensive vision for BC's system of recreation trails at this time. Recognizing this gap, the BC Ministry of Tourism, Sport and the Arts (MTSA), in conjunction with BC Parks, has undertaken the development of a Recreation Trails Strategy for British Columbia.

The Recreation Trails Strategy is intended to serve as the hub of a wheel connecting the broad range of organizations that have historically worked independently, drawing them together to endorse a shared vision to effectively and consistently develop and manage British Columbia's world-class trail network.

The roles and responsibilities of the various agencies and partners associated with recreation trails in the province need to be clarified, and a number of important management issues need to be addressed, including development funding, operating/maintenance costs, governance roles, revenue generation, liability management, marketing, trail use designations, links with municipal trails, appropriate trail behaviour, and compliance and enforcement.

The Trails Strategy will focus on addressing many outstanding management issues, and represents a fundamental step towards formally recognizing and valuing BC's trail system for its significant economic and social benefits. The strategy will also help mobilize citizens

and communities in becoming stewards and users of recreation trails, which will inspire entrepreneurs to develop responsible tourism and trail-related products and businesses.

Overall, development of the Trails Strategy will contribute to all five of the Government’s Great Goals relating to employment, sustainability, health, education and social support; thereby assisting British Columbia in becoming a world leader in these critical areas.

Purpose and Scope

The Recreation Trails Strategy will ultimately provide a framework, guiding principles, and a management plan to support future decision makers in strengthening BC’s trail system.

The overall purpose of the Recreation Trails Strategy is to establish clear strategic direction for planning, developing, acquiring, maintaining, managing, promoting and using trails in BC. The strategy is designed to support cooperation among government agencies, communities, not-for-profit and private sectors to work toward a shared vision for recreation trails.

This is the first phase of a multi-phased approach that includes subsequent development of a Trails Strategy for BC in consultation with stakeholders, agencies and First Nations (Phase 2), the development of an action plan for implementing the strategy (Phase 3), and provisions for monitoring and updating the strategy over time (Phase 4).

Phase I: Background Report

The purposes of this Background Report are to:

- Identify existing trails in BC
- Identify trail related legislation and policy issues
- Describe recreation trends related to trails
- Identify successful trail strategies in other jurisdictions and in BC

- Describe strengths, weaknesses, opportunities and threats related to the existing trail network
- Describe and rate key challenges/ issues related to trail development
- Describe and rate the benefits of trails
- Identify and rate criteria to assist with prioritizing trail networks for development and marketing
- Identify links to other initiatives and how they can be strengthened

Multi-phase Strategy

Phase	Description
Phase 1	Consult with stakeholders, prepare background report, and develop strategy process
Phase 2	Develop a Trails Strategy for BC, incorporating information from the background report, Trail Advisory Committee discussions, and community consultations
Phase 3	Develop an action plan for implementing the strategy
Phase 4	Develop provisions for monitoring and updating the strategy



Chronology of efforts leading to a Trails Strategy for BC

This section provides a summary of past efforts and initiatives related to developing a Trails Strategy for BC. A comprehensive chronology is provided in Appendix 1.

There has been a long-standing interest in having a trails strategy for the province for over 30 years. The Outdoor Recreation Council (ORC) has been in the forefront leading many of these efforts. Several workshops and reports coordinated by ORC led to recommendations for a trails strategy throughout the 1970's and early 1980's. ORC reports helped document the extent of trails in the province and key issues including access, liability and funding.

In 1985, the provincial government established the Recreation Corridors program that identified key trails where focused planning and management were most needed. BC Parks led the program with the support of the BC Forest Service.

In the 1990's, the development of a national Trans-Canada Trail (TCT) led to the formation of Trails BC and provided a focus for government to take a leadership role in addressing trail issues such as liability through the passage of a newly revised Occupiers Liability Act in 1998. The Province also used this opportunity to make a \$5 million investment in BC's Trans-Canada Trail system through the Transportation Financing Authority.

Also in the 1990's, there was an increased focus on heritage trails recognized under the Heritage Conservation Act, with efforts to develop management plans. One good example is the Alexander Mackenzie Heritage Trail Management Plan, completed in 1993.

The Forest Practices Code in 1995 introduced the requirement that authorization is needed before the public could develop or maintain a recreation trail on Crown land and enabled recreation use to be restricted or prohibited if necessary for management purposes.

In 1998, a Premier's Economic Summit recognized the importance of trails from an economic perspective and recommended that legislation and policy governing snowmobile trail use, and implications of a provincial trail system, be examined. In the early 2000's reports to improve snowmobile trail use and to explore further the benefits of a trail strategy were prepared.

In 2000, a stakeholder trails conference was held that identified the need for a provincial trails strategy. ORC was tasked with following up and provided recommendations in 2003 on key actions that a strategy needs to address.

In the early 2000's, several trail-related resolutions were endorsed by the Union of BC Municipalities related to the protection and management of trails to improve the public and economic values provided to local communities.

In 2002, the Minister of Water, Land and Air Protection appointed the Recreation Stewardship Panel to make recommendations for a new management model. One of the recommendations in the final report was the need for a recreation trails program including a system of trails.

In 2002, an Off-Road Vehicle (ORV) Coalition of stakeholders was formed that provided recommendations in 2006 on the registration and licensing of ORVs and trail funding and management.

The Spirit of 2010 Trail partnership program was launched in 2004 to develop rail trails and funding was provided to re-build the Myra Canyon trestles, on the TCT, destroyed by the 2003 fires.

In 2006, the Ministry of Tourism, Sport and the Arts, and BC Parks, initiated works towards a Recreation Trails Strategy for BC that builds on previous efforts. Other efforts included release of draft Mountain Bike Trails Policy.

A further, more detailed chronology of trail-related initiatives and reports is provided in Appendix 1.

2. Methodology

The BC Ministry of Tourism, Sport and the Arts, in conjunction with BC Parks, is leading the development of a Recreation Trails Strategy for British Columbia. In September 2006, the Ministry issued a request for proposal to compile a background report and design a process for developing a trails strategy for British Columbia.

The first phase of the Recreation Trails Strategy includes preparation of this Background Report. Subsequent phases – including development of an action plan, an implementation plan, and a monitoring plan – are intended to take place over the next two to three years.

Phase I involved extensive research and consultation with both government agencies and non-government organizations, and included the following key aspects:

- Internet-based research of relevant agencies and organizations;
- Research of existing trail-related documents from leading recreation trail jurisdictions and organizations;
- A survey of key contacts in government agencies, First Nations, and non-government organizations (NGOs) with an interest in trails;
- In-depth analysis of the research results by the consulting team and government staff to consider key issues and determine implications.

Trail Survey Methodology

The BC Recreation Trail Survey was developed using an online survey management system at www.SurveyMonkey.com. A wide range of stakeholders was sent an email with a link to the survey site. The majority of responses were received online, with a minority choosing to respond by email.

Table 2: Overview of Trail Survey Respondents

91 respondents from 76 organizations	
Non-government organizations	Government organizations
<ul style="list-style-type: none"> • 10 provincial outdoor recreation organizations • 28 local outdoor recreation organizations • 7 tourism organizations and companies • 2 forest companies • 8 academic/ outdoor educational institutes 	<ul style="list-style-type: none"> • 5 provincial government agencies • 1 federal government agency • 14 local governments • 1 First Nation

Subsequent to the Trail Survey, two additional responses were received and taken into account.

Email submissions were entered manually into Survey Monkey to keep all of the data in a central database. A copy of the survey questionnaire is provided in Appendix 1 (separate document).

The Trail Survey was sent to a variety of stakeholder groups representing both government and non-government organizations: several local, provincial and federal government agencies; provincial outdoor recreation organizations; tourism organizations; forest associations; academic/outdoor recreation institutions; and First Nations were all contacted to complete the survey.

- The survey distribution list was developed in consultation with the MTSA Steering Committee, the Ministry of Aboriginal Relations and Reconciliation regarding

First Nations, and the Union of BC Municipalities regarding local government (see Appendix 1 for a list of agencies and groups consulted).

- The survey was designed to be sent to provincial-level organizations (government agency, NGO) so that one coordinated survey response would be received from each provincial organization regarding a recreation trails strategy for BC.
- The survey was not designed for local clubs and local agency offices (or for individuals) to respond to directly; rather, it was intended that their views would be given to the provincial organization that represent their interests so that one coordinated response could be provided.

Preparation of Background Report

The Background Report was prepared based on extensive research and the survey results, addressing the following areas:

- Existing trail related policy and legislation
- Current and future recreation trends related to trails
- Assessment of trail strategies in other jurisdictions
- SWOT Assessment
- Identification of key challenges/ issues
- Benefits of trails
- Criteria for prioritizing trails

Water-Based Trails

It is worth noting that the role of water-based trails was considered during this first phase of the Trails Strategy. In undertaking the Trails Survey, input was solicited from groups regarding marine and freshwater-based routes or trails (sea kayak, canoe, rafting, etc); however no feedback was received. The literature review was restricted to land-based trails, based on the time and resources available.

Therefore these findings and conclusions are only intended to apply to land-based trails, even though some of them may be applicable to water-based trails.

There is nothing to preclude consideration of water-based trails in Phase 2 of the Recreational Trails Strategy, particularly with stakeholder involvement.

Methodology Overview

Table 3 below provides an overview of the methodology for Phase 1 of the Recreation Trails Strategy.

Table 3: Overview of Trails Strategy Phase 1 Methodology

<p>Task 1: Project Familiarization:</p> <ul style="list-style-type: none">★ Finalize project plan★ Identify all key stakeholders
<p>Task 2: Primary Research Amongst Stakeholder Groups (i.e. the Trails Survey)-</p> <ul style="list-style-type: none">★ Develop stakeholder survey and revise based on feedback from Steering Committee.★ Build an empirical basis of information on which to base subsequent analyses and recommendations★ Conduct primary research, tabulate results, and analyze findings

Task 3: Initial overview assessment of existing trail networks in British Columbia by jurisdiction

- ★ Research trails by jurisdiction and by “type of trail use” (e.g. non-motorized, biking, ATV)
- ★ Combine primary research results with this information to assess the nature of the trail network by jurisdiction and NGO

Task 4: Review of existing trail related policy and legislation

- ★ Assess key gaps in policy and legislation based on the above
- ★ Explore opportunities for better linkages between policy and legislation and trail user concerns and needs

Task 5: Assessment of current and future recreation trends related to trails, including current gaps and new opportunities

- ★ Conduct trails-related research and incorporate survey results to investigate demographic, climatic, legal, regulatory, consumer and market factors
- ★ Identify current gaps and opportunities
- ★ Define driving forces for trails
- ★ Uncover growth sectors and reasons for growth

Task 6: Assessment of trail strategies in other jurisdictions (e.g. Ontario; Australia (Victoria); and previous trail strategy work initiated in BC

- ★ Conduct web-based research, review relevant documents, and review survey results, with a focus on neighbouring jurisdictions, as well as previous efforts by provincial government and the Outdoor Recreation Council of BC
- ★ Create key success factors (KSF’s) for developing and maintaining world class trail networks

Task 7: SWOT Assessment (Strengths, Weaknesses, Opportunities and Threats) of the trail network in BC

- ★ Identify internal strengths and weaknesses of trails network in BC
- ★ Identify external market opportunities and external threats to the competitiveness of the trails network in BC
- ★ Identify the KSF’s that will ensure that BC’s recreation trails system is a sustainable contributor to the provincial and regional/local economies

Task 8: Identification of key challenges/issues

- ★ Review primary and secondary research to pinpoint challenges and opportunities for the trail network
- ★ Prioritize key issues that will hamper a sustainable and marketable trail system.

Task 9: Benefits of Trails including health, fitness; education; economic; and environmental

- ★ Quantify benefits of trails wherever possible
- ★ Provide measure of importance of trails to the province

Task 10: Identification of trails and trail system that could be given a ranked priority for development

- ★ Use Key Success Factors (KSFs) to help prioritize trails and trail systems
- ★ Identify trails for further development and marketed as tourism experiences
- ★ Ensure the achievement of a balance so the diversity of types of trails (motorized to non-motorized) are fairly considered along with geographic (regional) distribution
- ★ Recognize that marketing trails as a tourism experience includes consideration of BC resident as well as non-resident tourists, and day as well as overnight use

Task 11: Opportunities and benefits in linking the Trails Strategy to key cross-ministry government initiatives.

- ★ Identify gaps or barriers for trails to link effectively with key government initiatives and funding programs, and opportunities for improvement
- ★ Assess key initiatives and any supporting funding programs (e.g. Act Now, Forests for Tomorrow, and the Canada-BC Implementation Strategy of the MPB Action Plan)

Task 12: Create Background report

- ★ Develop a final report, including an executive summary

Task 13: Design a process for developing a Trails Strategy for BC, incorporating information from the background report.

- ★ Foster a process design that results in a collaboratively built strategy that various government agencies, First Nations and NGO's collectively recognize and will likely support
- ★ Foster a process that is fair and transparent so the general public has access to the milestones in strategy development and is afforded an opportunity to comment
- ★ Finalize recommendations and prepare final report

Task 14: Presentation of Background Report and design/process to the Ministry's Recreation Sites & Trails Branch, and BC Parks staff

- ★ Presentation to Government
- ★ Ongoing communication and consultation with stakeholders regarding the overall Recreation Trails Strategy and subsequent involvement

3. Overview of existing trail networks in British Columbia

Introduction

This section provides an initial overview and assessment of existing recreation trail networks in British Columbia by jurisdiction (i.e. an initial ‘trail inventory’).

The trails inventory focuses on trails owned by regional districts, municipalities, and the provincial and federal government.

An e-mail request for trail inventory information was sent to staff contacts with the BC Ministry of Tourism, Sport and the Arts (Recreation, Sites and Trails Branch and Adventure Tourism Branch), BC Parks, Parks Canada, and all Regional Districts. Staff in these organizations were asked to provide a reasonable estimate of the overall number and length of recreation trail by primary purpose of use and to identify, where feasible, the regional district in which trails are located. Responses from regional districts and Parks Canada were augmented by web-based review of existing trails to address gaps and overlaps.

A recent report on municipal parks and recreation provided an inventory of trails for cities and municipalities. Rail Trails were separately identified through communication with Tourism British Columbia.

The Ministry of Tourism, Sport and the Arts (MTSA) public recreation trails (under jurisdiction of Recreation, Sites and Trails Branch) are categorized geographically into four major regional areas: Coast, Northern Interior, Southern Interior West and Southern Interior East. Regional District Trails, BC Parks Trails, Rail Trails and Municipal Trails are identified separately.

Summary of Trail Inventory

Table 4 summarizes the findings by length of trail, and where available, by number of trail. Table 5 highlights the inventory findings by type of trail, where available, for trails specifically designed to accommodate the indicated type of use; multi-use trails provide other opportunities not noted in this summary table.

Table 4: Provincial Summary by Number and Length of Trail

	Number of Trails	Total Distance (km's)
Rail Trails	6	1,029
MTSA Public Recreation Trails	1,168	9,237
MTSA Commercial Recreation Trails	n/a	n/a
B.C. Parks Trails	1,222	7,076
Regional District Trails	n/a	980
Municipal Trails	3,874	9,096
Parks Canada Trails	n/a	950
Current Totals	6,270	28,368

Table 5: Provincial Summary by Type of Trail (where available)

Length of Trail (km)	Mountain Biking	Snow-mobiling	Hiking*	ATV	Horse-back
Rail Trails**	1,029	600	1,029	0	1,029
MTSA Public Recreation Trails	2,260	2,793	5,760	785	2,008
Municipal Trails	0	0	492	0	61
Current Totals	3,289	3,393	7,281	785	3,098

Explanation of Trail Jurisdiction

Rail Trails

These include the former railway corridors that have been converted into recreation trails and branded by the Province of B.C. as the Spirit of 2010 Trail Network. They are not officially designated or protected under any provincial legislation currently. The B.C. Rail Trails are all under crown ownership. The names and owners of the B.C. Rail Trails are:

- The Galloping Goose Rail Trail - B.C. Ministry of Transportation
- The Cowichan Valley Rail Trail - B.C. Ministry of Transportation
- The Kettle Valley Rail Trail - B.C. Ministry of Agriculture and Lands
- The Columbia and Western Rail Trail - Tourism British Columbia
- The Slocan Valley Rail Trail - Tourism British Columbia
- The Great Northern Rail Trail – Tourism British Columbia

MTSA Public Recreation Trails

The MTSA trails include:

Provincial Trails Established Under S. 56 FRPA

Recreation trails established by the Minister *by order* under section 56 of the Forest and Range Practices Act (FRPA). The Ministry of Tourism, Sport and the Art (MTSA), often in partnership with a local recreation organization, manages these government

trails via management agreement. Fees may be charged for trail use. Rules under FRPA may be posted and are enforceable.

MTSA Provincial Trails Established Under S. 57 FRPA

Recreation trails authorized by the Minister *via written consent* under section 57 of FRPA. These trails are managed by a non-government organization and are usually subject to conditions in a management agreement. Fees cannot be charged for trail use and there is no ability to post enforceable rules.

Unauthorized Trails

These trails that are not authorized for use under the FRPA or the *Land Act*. This may include the legal use of a non-status road or existing clearing.

MTSA Commercial Recreation Trails

These trails are authorized by MTSA Adventure Tourism staff and tenured under the *Land Act*. A tenure agreement is reached which includes a land management plan prepared by the commercial recreation tenure holder.

BC Parks Trails

These are recreation trails that lie wholly within the jurisdiction of BC Parks, Ministry of the Environment.

Municipal Trails

These are recreation trails managed by and within the jurisdiction of the respective incorporated municipality.

Regional District Trails

These are recreation trails managed by and within the jurisdiction of the respective regional district.

Parks Canada Trails

These are recreation trails managed by and within the jurisdiction of Parks Canada.

Type of Trail

Summary of information on type of trail and trail use is provided below where available.

Rail Trails:

Total # trails – 6, Total km trails – 1,029

Table 6: Rail Trails by Regional District

Regional District	# of trails	% total	km trail	% total
Various Regional Districts (Kettle Valley Rail Trail crosses through five Reg. Districts*)	1	17	600	58
Capital (Galloping Goose Rail Trail)	1	17	60	6
Cowichan Valley (Cowichan Valley Rail Trail)	1	17	50	5
Central Kootenay (Slocan Valley Rail Trail; Great Northern Rail Trail)	2	33	99	10
Okanagan Similkameen (Penticton – Osoyoos Rail Trail)	1	17	58	6
Kootenay Boundary (Columbia and Western Rail Trail)	1	17	162	16

* Okanagan Similkameen, Central Okanagan, Kootenay Boundary, Fraser Valley, Thompson Nicola regional districts

Table 7: Summary of Rail Trails by Trail Use

Trail Use*	# of trails	% total	km of trail	% total
Mountain Bike Trails	4	67	1,029	100
Snowmobile Trails	1	17	600	58
Hiking Trails	4	67	1,029	100
ATV	0	-	0	-
Equestrian	4	67	1,029	100

* A trail may be used for more than one type of use; and type of use was not always reported. Totals may not equal 100%.

MTSA Public Recreation Trails

This section provides a summary of trails under the jurisdiction of the Ministry of Tourism, Sports and the Arts. Figures are provided for provincial totals and by MTSA

region. There are four regions: Coast, Northern Interior, Southern Interior West and Southern Interior East.

All Regions: Provincial totals

Total # trails – 1,168

Total km trails – 9,237

Hiking trails are the most common public recreation trail type under MTSA’s jurisdiction. There is considerable variation in the proportion of hiking trails to other types of trails in the four regions as the Northern Interior has just over 90% of trails used for hiking whereas about 52% of Coast trails are used for hiking.

Mountain biking trail activities can be seen in about 8-49% of the trails within a region.

Snowmobile trails vary in number across the regions representing a low of about 1% of Coast regional trails and a high of 24% of Southern Interior West trails.

The percent of # of trails by region available for ATV use ranges from 1% to 7%.

The length of trails in km reported is underestimated since about 11% of the trails had no estimates of length provided. In addition, the amount of unauthorized trails reported is likely significantly underestimated based on this initial survey.

Table 8: MTSA Provincial Public Trails

Trail Types	# of trails	% total	km of trail	% total
Established sec. 56	479	41	4,168	45
Authorized sec. 57	244	21	1,999	22
Unauthorized	140	12	638	7
Unattributed*	305	26	2,432	26
Trail Use**				
Mountain Bike Trails	326	28	2,260	24
Snowmobile Trails	114	10	2,793	30
Hiking Trails	822	70	5,760	62
Horse Riding Trails	133	11	2,008	22
ATV Trails	37	3	785	8
Other Trails	106	9	1,783	19

* Unattributed - Trails where the respondent did not provide any information on the type of trail.

** A trail may be used for more than one type of use; and type of use was not always reported. Totals may not equal 100%.

MTSA Coast Region

Total # trails – 443
Total km trails – 1,551

Hiking and mountain biking are the most prevalent type of trails in the Coast Region representing 52% and 49% of all trails, respectively. Horseback riding trails make up about 4% of all trails. Motorized trails are limited in number, with 4 trails in the region identified for snowmobiling and 3 for ATV use. Based on length, hiking and mountain biking trails account for the majority of trails in the region.

Table 9: Coast Region Trail Summary

Trail Types	# of trails	% total	km trail	% total
Established sec. 56	106	24	393	25
Authorized sec. 57	168	38	675	44
Unauthorized	98	22	265	17
Unattributed	71	16	218	14
Trail Use*				
Mountain Bike Trails	218	49	605	39
Snowmobile Trails	4	1	4	<1
Hiking Trails	232	52	1,148	74
Horse Riding Trails	19	4	125	8
ATV Trails	3	1	4	<1
Other Trails	12	3	160	10

* A trail may be used for more than one type of use; and type of use was not always reported. Totals may not equal 100%.

MTSA Northern Interior Region

Total # trails – 228
Total km trails – 1,534

The Northern Interior Region has the highest percentage of trails available for hiking with 91% of trails used for hiking. Mountain biking trails and horse riding trails make up 19% and 18% of trails, respectively. Snowmobile trails and ATV trails make up 14% and 5% of trails, respectively. Snowmobile trails, however, account for 34% of the total length of the trails in the region.

Table 10: Northern Interior Region Trail Summary

Trail Types	# of trails	% total	km trail	% total
Established sec. 56	90	39	711	46
Authorized sec. 57	16	7	65	4
Unauthorized	18	8	129	8
Unattributed	104	46	629	41
Trail Use*				
Mountain Bike Trails	44	19	531	35
Snowmobile Trails	31	14	524	34
Hiking Trails	208	91	1,238	81
Horse Riding Trails	40	18	665	43
ATV Trails	12	5	126	8
Other Trails	29	13	406	26

* A trail may be used for more than one type of use; and type of use was not always reported. Totals may not equal 100%.

MTSA Southern Interior West Region

Total # trails – 232

Total km trails – 3,546

The Southern Interior West Region has about 65% of trails available for hiking (25%). Mountain biking trails and horse riding trails make up 19% and 17% of trails, respectively. Snowmobile trails and ATV trails comprise 24% and 7% of all trails, respectively. Snowmobile trails, however, account for 43% of the total length of trails in the region.

Table 11: Southern Interior West Region Trail Summary

Trail Types	# of trails	%	km of trail	% total
Established sec. 56	110	47	1,553	44
Authorized sec. 57	58	25	1,255	35
Unauthorized	8	3	30	1
Unattributed	56	24	708	20
Trail Use*				
Mountain Bike Trails	44	19	724	20
Snowmobile Trails	56	24	1,527	43
Hiking Trails	150	65	1,622	46
Horse Riding Trails	39	17	769	22
ATV Trails	17	7	361	10
Other Trails	37	6	550	16

* A trail may be used for more than one type of use; and type of use was not always reported. Totals may not equal 100%.

MTSA Southern Interior East Region

Total # trails – 265

Total km trails – 2,606

The Southern Interior East Region is made up largely of hiking trails with 88% of all trails used for hiking. Horseback riding trails and mountain bike trails represent 13% and 8% of all trails, respectively. Snowmobile trails and ATV trails comprise 9% and 2% of all trails, respectively. Snowmobile trails, however, make up a fairly significant part of the total length of trails in the region at 28%.

Table 12: Southern Interior East Region Trail Summary

Trail Types	# of trails	% total	km of trail	% total
Established sec. 56	173	65	1,511	58
Authorized sec. 57	2	1	4	<1
Unauthorized	16	6	214	8
Unattributed	74	28	877	34
Trail Use*				
Mountain Bike Trails	20	8	400	15
Snowmobile Trails	23	9	738	28
Hiking Trails	232	88	1,752	67
Horse Riding Trails	35	13	449	17
ATV Trails	5	2	294	11
Other Trails	28	11	667	26

* A trail may be used for more than one type of use; and type of use was not always reported. Totals may not equal 100%.

Municipal Trails

Off-road trails owned or operated by local municipalities in B.C.: *

Total Trails – 3,874

Total km – 9,096

*Source: Community Recreation Facilities Assessment Study: Phase 2 – Inventory. Parks and Natural Areas Comparative Study. Prepared for BC Recreation and Parks Association. Prepared by Hughes Condon Marler: Architects. June 2006.

Table 13: Municipal Trail Summary

Use	Total Length (km)
Multi-use	2,212
Walking/Hiking	492
Bicycle	231
Off-Leash Dog	72
Horse	61
Other	1
Total	3,069

Note: the total length is much less than the total reported to the left. This is due to many respondents not providing detail on user specific trails. However, according the source report, the above table does provide an indication of the relative proportion of trail types in municipalities

4. Review of existing legislation and policy

Legislative Tools and Associated Policy

This section provides a review of legislative tools and associated policy, followed by a summary of key issues and gaps. Appendix 1 provides additional, detailed discussion.

Ministry of Tourism, Sport and the Arts

The Ministry of Tourism, Sport and the Arts is responsible for managing public and commercial recreation uses on Crown lands outside parks. Overarching policy support is intended when the draft *Discussion Paper: An Integrated Policy Framework for Resorts, Adventure Tourism and Public Recreation on Crown Lands* is finalized. Overarching local-level policy support is provided by the direction in approved strategic land use plans such as Land and Resource Management Plans (LRMPs) and Sustainable Resource Management Plans (SRMPs).

Forest and Range Practices Act

All key recreation-related authorities under the *Forest and Range Practices Act* (FRPA) have been delegated to MTSA. FRPA enables either the:

- establishment by order of a recreation trail through section 56 ('established trails'), or
- authorization in writing of a trail through section 57 ('authorized trails').

'Established trails' (s. 56) are the recreation trails managed by MTSA. They are mapped so the public is aware of their location. Three categories of established recreation trails (similar to recreation sites) are recognized:

- (i) user maintained without fees;
- (ii) managed without fees (often in partnership with volunteers); and
- (iii) managed with fees that address services provided through partnership agreements generally with a not-for-profit group or organization.

The ability to manage use at the recreation trail (and sites) in order to provide a safe, environmentally acceptable and appropriate trail use experience is addressed in Part 4 of the *Forest Recreation Regulation*.

Where established trails are managed in partnership with a group or organization, an agreement is prepared and signed by that party and MTSA. The agreement specifies the roles and responsibilities of both parties. The provincial government has developed third party liability insurance that is provided free-of-charge to the group or organization consistent with the agreement. MTSA can establish objectives for each trail that have legal effect on forest and range tenure holders.

'Authorized trails' (s. 57) are recreation trails managed by a person or organization through the written consent of MTSA. There is no ability to charge fees or establish rules at authorized trails in a manner that can be enforced. Before MTSA consents to authorizing a trail, by regulation the proponent must submit a proposal that trail construction and management will not cause, to the satisfaction of MTSA, either: (a) significant risk to public safety; (b) unacceptable damage to the environment; or (c) unacceptable conflicts with other resource values or users. MTSA may require a management agreement as a condition of providing consent that specifies the obligations of the proponent.

Section 57 could be used as a potential tool or step in moving towards establishing a trail under s. 56. S.57 may also be useful for temporary trails required to provide access around a resource development site for a relative short period of time.

“Resource features” that can be identified under FRPA’s *Government Actions Regulation* include an established recreation trail (under s. 56), an authorized trail (under s. 57) and trails authorized under another enactment (such as the *Land Act*). When identified, under the *Forest and Range Practices Regulation*, primary forest activities must not damage or render ineffective a resource feature.

Under s. 58 of FRPA, if necessary to protect a recreation or range resource, or to manage public recreation use on Crown land, recreational use anywhere on Crown land can be restricted or prohibited by order.

Policy support under FRPA, or previously under the Forest Practices Code, includes the *Recreation Manual, Trails and Recreation Facilities Guidebook* (for s. 57), *Operational Standards for Snowmobile Trails*, draft policy related to mountain bike trails, and *Government Actions Regulation: Policy and Procedures for Government Staff Assisting Delegated Decision-Makers*.

Although not policy per se, the Recreation Resource Inventory provides information on recreation trails that resource users such as forest licensees and the professionals they hire, may be expected to consider when preparing a plan or undertaking forest management activity on Crown land.

Land Act

Most key authorities under the *Land Act* that can be extended to commercial recreation operations have been delegated to MTSA. *Land Act* provisions apply on Crown lands outside of parks and protected areas. Under section 11 of the *Land Act*, MTSA can dispose of Crown land for commercial recreation via tenures such as a lease or license of occupation. ‘Commercial recreation trails’ are

generally recognized under a license of occupation.

The *Commercial Recreation Policy* provides direction and support. By policy, MTSA generally requires a management plan to be prepared by the commercial recreation operator to ensure diligent and responsible use. Adherence to an approved management plan generally becomes a condition for maintaining the *Land Act* tenure.

Other provisions in the *Land Act* include the ability under section 66 to prohibit a specific use in a designated area via an Order-in-Council. This provision has been used to prohibit specific types of recreation uses that are deemed an inappropriate use of Crown land, for example, to prevent substantive impacts on existing tenured users.

A new part 7.1 of the *Land Act* allows land use objectives to be established that have legal effect under FRPA, and is supported by the *Land Use Objectives Regulation*. This authority rests with the Ministry of Agriculture and Lands and is generally employed as a means to help implement an approved strategic land use plan such as an LRMP or SRMP. Land use objectives can be established for recreation and tourism and could apply to a recreation trail. Existing higher-level plan objectives under the Forest Practices Code have been carried forward under FRPA and continue to apply.

Heritage Conservation Act

The *Heritage Conservation Act* applies to all lands including private lands and Crown lands both inside and outside of parks and protected areas. Under section 9, land can be designated as a heritage site by Orders-in-Council. This authority has been used to designate heritage trails as a heritage site. Under section 13, heritage protection is afforded designated heritage sites, heritage features in use before 1846, and other specified values. As of 2004, there were 10 designated heritage trails totalling well over 500 km in length including

the 350-km Alexander Mackenzie Heritage Trail.

A heritage trail policy and procedures and a Memorandum of Agreement between MTSA and the Ministry of Forests and Range provide for the cooperative management of heritage trails outside of parks and includes the preparation of a mutually approved management plan. The approved management plan is directly tied to the Act insofar as uses that are deemed consistent with the protection of the heritage trail are specified.

Motor Vehicle (All Terrain) Act

The *Motor Vehicle (All Terrain) Act* was introduced in the early 1970's and has not been substantively changed since. The Act only applies to snowmobiles based on existing regulation. Although the Act primarily focuses on the operation of 'all terrain vehicles' (i.e. snowmobiles given the regulation), similar legislation in other jurisdictions address a broader array of issues like recreation trails for ORV use.

An Off-Road Vehicle Coalition has made recommendations to improve the Act or replace it with a modern ORV Act as has occurred in some other jurisdictions. The recommendation include providing focus on recreation trails, for example, through the establishment of a trust fund paid for by riders that can be used to develop and maintain ORV trails in a responsible manner and in appropriate areas that do not adversely impact other users or the environment. MTSA is currently coordinating a comprehensive review of the Coalition's recommendations with several other agencies that have an interest in ORV use.

Ministry of Environment

The Ministry of Environment provides leadership in environmental management; recreation-related management responsibilities include provincial parks and protected areas, and wildlife. BC Parks is responsible for managing resource values and use, including

public and commercial recreation use, and recreation trails in provincial parks and protected areas ('parks') designated under the *Park Act*, *Protected Areas of BC Act*, and the *Environment and Land Use Act*.

Overarching policy support in parks is provided in conservation principles, conservation program policies and the impact assessment process. When park facilities such as trails need to be developed or maintained, the *Park Design Guidelines & Data* document promotes use of natural landscape architectural practices. Park-specific policy support is provided by the direction in approved management planning documents. This includes Park Management Plans, Park Management Direction Statements, Purpose Statements and Zoning Plans. The appropriateness of recreation trails, including various types of trails, can be addressed in management planning documents.

Park Act

The *Park Act* and *Park and Recreation Area Regulation* (PRAR) provides the management authority for BC Parks for parks and protected areas established under the *Park Act*, *Protected Areas of BC*, and *Environment and Land Use Act* as well as the *Ecological Reserves Act* (via *The Application of Park Legislation to Ecological Reserves Regulation*).

Most recreation trails in parks are directly managed by BC Parks. Under s. 10 of the PRAR, a park officer may erect a sign or other device specifying an area in which specific activities are permitted, prohibited or restricted which park users must comply with. Under s. 24 and 25, snowmobiles and cycles respectively, can only use areas permitted by a sign or other device. These authorities allow BC Parks the ability to manage recreational use on park trails.

Some park trails are managed in partnership with a public or commercial recreation organization. In these instances, a park use permit, as required under the *Park Act*, is

issued requiring the proponent to manage the trail consistent with permit conditions.

Wildlife Act

Under s. 109 of the *Wildlife Act*, the Minister of Environment may, by regulation, prohibit or restrict public access for the purpose of wildlife management. Policy support for recreation is provided in the *Wildlife Guidelines for Backcountry Tourism/ Commercial Recreation in British Columbia* finalized in 2006. The document is also expected to provide useful guidance for public (non-commercial) backcountry recreation users.

The *Wildlife Act* was amended in 2004 to enhance B.C.'s ability to protect and recover species at risk. The amendments enable Cabinet to list as endangered, threatened or extirpated the full range of species that can be similarly listed under the federal *Species at Risk Act*. Existing tools such as FRPA, *Park Act*, etc will continue to be used to protect critical habitat for species at risk. Recovery plans include a recovery strategy that identifies threats to the species or ecosystem and what should be done to mitigate those threats. Recreational trail use, or associated dispersed use, may be identified as a threat to a species or ecosystem where specific actions need to be done to mitigate impacts.

Regional Districts and Municipalities

The *Local Government Act* provides broad authority for regional districts and municipalities to establish and manage parks including recreation trails. Regional Growth Strategies may be developed that provide strategic context to address urban and rural open space including parks and recreation areas. Under the Act, regional districts have the authority to require subdivision applicants to provide up to five percent of their land for parks. Local government can enter into partnership agreements in the management of parks including recreation trails.

The *Regional Parks and Regional Trails Regulation* grants regional districts the power to acquire, by lease, easement, statutory right of way, licence or permit, an interest or right in land to be used for a regional park or regional trail service.

Parks Canada

The *Canada National Parks Act* requires that a management plan be prepared for each park every five years. The management plan must respect broad legislative and policy requirements outlined in Parks Canada's *Guiding Principles and Operating Policies* while addressing local issues and circumstances. The management plan provides overall direction for each park including facilities such as park trails.

Ministry of Transportation

The Ministry of Transportation has responsibilities under the *Transportation Act*, *Motor Vehicle Act* and other legislation. The ministry has developed a Cycling Policy that supports its goal to integrate bicycling on provincial highways and to support and encourage cycling.

Only vehicles registered under the *Motor Vehicle Act* and fully insured under ICBC are allowed to occupy public roads (highways) including the right-of-way unless a special permit or authorization is granted. This effectively creates a legal barrier for long-distance motorized trail use in B.C.

The Transportation Financing Authority has, on occasion, funded the construction of a recreation/commuting trail along a transportation corridor if it could be done at the same time as the construction or upgrading of a public highway.

BC Hydro

BC Hydro manages recreation sites and trails within the lands they are authorized to manage where they are compatible with the hydroelectric system. BC Hydro also supports

compatible uses on its rights-of-way (ROW), for example, through issuance of a use agreement for trail users that include terms and conditions.

Ocean And Water-Based Routes

The authority exists to designate marine protected areas under various federal and provincial statutes. Many of these statutes could be used for marine trails. Ocean and freshwater routes or trails, such as rafting, canoeing and kayaking, are also subject to the *Navigable Waters Protection Act*.

Occupiers Liability Act

With the 1998 changes to the Act, the duty of care and liability risk to the occupiers (land owners) was reduced. Now, the occupiers only need to avoid intentionally creating a danger or acting in reckless disregard for the safety of recreation users (e.g. knowing of a danger but taking no action). This means recreation users must accept increased responsibility for their own safety on recreation trails.

Despite the changes to the Act, the issue of liability remains very much in the forefront of concerns with user groups and tourism operators who provide public and commercial recreation services such as trails. Many would like to see 'inherent risk' legislation introduced as has occurred in some other jurisdictions and/or the province considering more lenient risk management approaches by providing liability insurance to user groups who partner in the management of trails for public use.

Summary of Key Issues or Gaps

In order to better provide an effective trails strategy, in consideration of survey feedback and in review of existing legislation and policy the following key issues or gaps have been identified (not ranked in any particular order):

- Establishing more trails where appropriate, so that trail classification standards and rules can be provided to regulate use and reduce user conflicts (e.g. motorized and non-motorized use);
- Ensuring recreation trail use on resource roads and recreation access afforded by resource roads is addressed;
- Reducing legislative barriers to crossing and using public roads (highways) by motorized trails users where roads dissect recreational trails;
- Coordinating policy approaches on the management of dispersed use through existing legislation;
- Enacting new legislation that protects the environment from impacts caused by public recreation use;
- Considering 'inherent risk' legislation or more lenient risk management approaches; and
- Considering the development of a new trail designation or umbrella trail user permit for long-distance trails that link communities and traverse a number of landowners or managers.

5. Assessment of current and future recreation trends

Overview

This section provides an assessment of current and future recreation trends related to trails, including current gaps and new opportunities. These trends are compiled from the primary survey of respondents and secondary research carried out through the internet using tourism based research conducted related to trails across North America.

Methodology:

The methodology consisted of:

- Conducting trails related web-based research and using feedback from the Recreation Trails Survey to investigate demographic, climatic, legal, regulatory, consumer and market factors. Identified as Task 5 in the overview Table 3.

The strategic outcomes of this section are to:

- Identify current gaps and opportunities;
- Define driving forces for trails;
- Uncover growth sectors and reasons for growth;
- Incorporate recreation trails into emerging economic and community needs and opportunities.

Recreation Trail Trends

The following trends have been identified through the results of the online survey, the review of best models in other jurisdictions, and the experience of the consulting team in the field of outdoor recreation.

The main trends were researched across the main categories relating to Trail Use, Trail Management, and Trail Types. These have been assimilated and further broken down according to:

- Demographic trends;
- Environmental trends;
- Liability trends;
- Regulatory and Trail Management trends;
- Consumer trends; and
- Market and Competitive trends.

A digest of the main driving forces relating to these recreation trends are summarized in Table 14.

Demographic Trends

- Increase in trail use by those aged 55 plus
- Growing need for accessible trails with an aging population
- Older baby boomers are retiring and want more recreation space
- Concern with health and less free time is causing families to refocus priorities on healthier activities
- Poor health amongst children is being recognized as a problem and recreation trails are viewed as an easy way for kids to recreate without competition.
- Growth in demand for wheelchair accessible tourism

Table 14: Summary of Driving Forces of Change for Recreation Trails

<p>Demographic Trends:</p> <ul style="list-style-type: none"> • Aging baby boomers provide strong market for activity on recreation trails • Families with children looking to spend more time together engaging in healthy activities 	<p>Environmental Trends:</p> <ul style="list-style-type: none"> • Governments moving to protect natural resources for ecological values • Significant demand for greener activities creates growth in demand for low-impact recreation trails and trail use • Urban growth will increase pressures on crown lands
<p>Liability Trends:</p> <ul style="list-style-type: none"> • Increased litigious nature of society will force governments to deal with conflicts in trail usage • Contributing roles of stakeholders will dictate stronger land management and trail stewardship agreements • Governments are assuming greater burden of liability associated with volunteers • Concerns of adjacent landowners must be addressed 	<p>Regulatory and Trail Management Trends:</p> <ul style="list-style-type: none"> • Strategic planning approach to sustainable system for recreation trails • Multi stakeholder partnerships • Governments to deal with user conflicts through trail planning, trail use designation and enforcement policies • Transfer of responsibility for trail management from landowners to local governments and trail stewardship groups
<p>Consumer Trends:</p> <ul style="list-style-type: none"> • Users demand governments recognize a range of user values for specific trail systems • Consumers are segmented into those that value non-motorized use for recreation and those that value motorized use for recreation • Multi use trails becoming popular and segmented according to values • Hiking, walking and cycling continue to provide affordable means of recreation • ORV's showing strong growth among those 55 plus • Increasing desire to exercise affordably increases need for sustainable trails • Consumers looking for regular activities involving short outings of a few hours due to reduced discretionary time • Growth in recreation trails as a destination tourism experience for cyclists and snowmobiles 	<p>Market and Competitive Trends:</p> <ul style="list-style-type: none"> • Trails being recognized as drivers of economic development • More communities recognizing the community health and economic benefits of protecting, developing & funding sustainable trail systems close to urban & residential areas • Provinces/States beginning to actively market, promote and ensure public access to sustainable trail systems to maximize community benefits and destination tourism • Significant increase in the awareness and recognition of the health and economic benefits of trails in other countries • Need to secure a diversity of trail use opportunities to meet different user demands • Increase in commercial operations using trails

Table 14 presents the best estimates of the consultants based on survey responses and secondary research on the most influential trends affecting recreation trails that must be accounted for when developing the recreation trails strategy for B.C.

Environmental Trends

- Environmental damage has become a major political and social issue
- Greener transportation alternatives are increasingly popular, including non-motorized transportation
- Growth in increase of conflicts between users and between humans and wildlife
- Recreation trails can protect ecological integrity
- Increasing role for environmentally friendly tourism activities
- Need to establish corridors in sensitive areas to reduce environmental impacts
- Increased loss of trail networks due to logging
- Expanding urban development has a negative impact on availability of trails
- There is increasing pressure on public lands and trail planning must recognize this
- Development and maintenance of trails requires increasing resources

Liability Trends

- Legal contracts for land management, insurance requirements and licensing of stewardship of trails have become more prominent
- Liability management of trails is critical to sustainability
- Growth of liability issues and insurance coverage - stewardship groups requiring insurance coverage and difficulty in these non-profit organizations attaining affordable coverage. The scope of complying with the issues put forth by lawyers and insurance companies regarding trail development and use is getting too onerous for unfunded volunteers.

- Demand for safe wilderness experiences is increasing
- Increased focus on trail safety - trail surface, amenities and lighting on urban trails
- User groups wishing to manage trails that test skills and involve risk taking are not covered under the standard Recreation site/Trail Agreement that provides 3rd party liability insurance. These groups are discovering that insurance is not readily available and is expensive. This is becoming a problem with respect to authorizing these types of trails on Crown Land.
- Increased liability management of trails depending on type of use - motorized and non-motorized trail mixed use becoming more of a legal concern
- Devolution of trail management to community groups means government must assume the burden of liability

Regulatory and Trail Management Trends

- Increasing role for various levels of government to play in the management of trails
- There is a need for an agency to take on a trail management mandate for all types of trails outside of Parks
- Unauthorized construction and increase in unauthorized construction in the use of trails
- Growing demand to protect existing trail networks by government
- Growth in government recognition of the importance of supporting & empowering established multi-sport local volunteer organizations (roles, responsibilities) for mgmt & stewardship of trails
- Recognition of need to have user-managed trail systems as local

- Governments do not seem to have funding to help with management
- Need to build enforcement capabilities through legislation and/or policy
- Recognition that a sustainable government policy is required with respect to recreation trails changes
- Need standards for developing mountain bike trails
- Increasing prohibition of motorized vehicles on recreation trails due to differing value systems
- Planning of inter-connecting trails throughout the community and subdivisions that allow residence exercise, social inter-action and alternates to regular commuting routes
- Unauthorized use on trails designated for a certain use
- Trails being recognized as transportation links
- Partnerships - the ability for a single agency to fully manage a trail is limited hence partnership are being created with Municipalities, user groups and others to manage trails
- Development of strategic plans for trail management to cover sustainable development, maintenance and funding
- Increasing demand for mountain biking trails
- Mountain bikes fastest growing segment of trail users
- Increase in recreation cycling and day trips
- ORV's - ATV and snowmobile use is increasing and accessing previously remote areas due to technological advancements in equipment
- Snowmobiling and cross country skiing are both growing in popularity
- Growing interest in trails that feature heritage, history, aboriginal culture
- Multi-Use Trails – often segmented in multi-use for non-motorized and multi use for motorized
- Multi-use trails and user-maintained trails are both more prevalent
- Demand for increasing variety of trails - different user groups and levels of ability
- There is a desire for managed trails (of all types) close to communities (within 1 hour drive)
- Desire to have more trail inter-connectivity between communities
- Providing easily accessible area for public to enjoy natural environment

Consumer Trends

Due to the extensive trends uncovered relating to consumers, these have been divided into consumer trends relating to Trail Types and consumer trends relating to Trail Usage.

Trail Types

- Hiking is #1 activity in North America and recreational cycling is an emerging product sector
- Increase in Mountain Biking - almost every community in B.C. has a network of unauthorized trails

Trail Usage

- Increasing pressure to get people exercising increases need for sustainable trails
- Increasing use by a diverse group of users
- Increased recreation participation (overall #s and frequency)
- Consumers segmented into those who value non-motorized environment and those that value motorized environment
- Trend towards some groups and individuals who believe they have 'entitlement' - the right to recreate anywhere, anytime and anyhow on every

- trail. Results in user conflicts, as well as damage to trails and the environment
- Conflicts, and increase in conflicts, between non-mechanized use (walking, running, cycling, equestrian, Nordic skiing) and mechanized (ATVs, snowmobiles).
- Dirt biking trails and motorized trails are not mixing well with non-motorized hiking trails
- Consumers demanding passive nature trails in neighbourhoods with loops
- Growing interest in accessible single-day use of trails.
- Increasing consumer demand for healthy tourism activities
- Motorized users are being displaced by growth in non-motorized trail usage as concern for health and environment grows
- ATV users want improved access to trails
- Trend towards increased usage-more people wanting more trails for recreation. Shared trails for multiple recreational uses becoming more prevalent
- Growth in trail use by pet owners
- Increasing need for local/urban trails to facilitate local access, non-motorized commuting, and travel to local services
- Maintenance of trails is increasing due to increasing use
- Trails are essential “people movers” that add to the quality of life in a community. A beautiful community will integrate itself to its environment through its trail development.
- Growing recognition to increase the number of natural spaces and trails available to the public as urban density increases
- Increase in commercial operations utilizing trails
- More and more jurisdictions are viewing trails as 'sidewalks' or linear parks. Trails should also be designed so that all people: young, old, able and disabled can access them and enjoy them. (Linkages with Rails-to-Trails and Greenways initiatives)
- Demand for adventure tourism is increasing
- Pre-planning of vacations involving recreation trails is increasing
- Development of soft adventure is an emerging tourism product sector
- Non-Motorized use of trails for tourism is one key factor driving destination tourists to B.C., especially for summer. In winter, snowmobiling is a factor for winter tourism based on worldwide consumer research
- Other jurisdictions have introduced ORV regulations and have developed multi use trails based on segmented use of motorized and non-motorized
- Increasing recognition of health benefits of using trails for non motorized use and as alternate transportation
- More communities are recognizing the community health and economic benefits of protecting, developing and funding sustainable trail systems close to urban and residential areas
- Emerging standards for developing trails in other jurisdictions
- More demand on resources for methods of funding trail development and

Market and Competitive Trends

- Global competition for high-calibre recreation trails is increasing
- Trails increasingly being recognized as drivers of economic development
- Increased need to provide access to trails for users and to provide access by users to communities
- More communities are recognizing the community health and economic benefits of protecting, developing and funding sustainable trail systems close to urban and residential areas
- Emerging standards for developing trails in other jurisdictions
- More demand on resources for methods of funding trail development and

maintenance - increased maintenance and development costs; limited funding from senior government in maintaining trails

- Increase in the development of linear greenways
- Provinces/States beginning to actively market, promote and ensure public access to sustainable trail systems to maximize community benefits and destination tourism
- Increasing land values making acquisition more difficult
- Recognition of Trails - There has been a significant increase in the awareness and recognition of the health and economic benefits of trails in other countries
- Trails are becoming vital generators of economic activity for rural communities in the summer
- Many jurisdictions have experimented in multi-use trail development including mixed motorized and non-motorized

usage and segmenting motorized from non-motorized

- Trails are an increasingly important contributor to high quality of life
- Destination tourism demand exists for longer recreation trails, e.g., The Trans Canada Trail Network allows cyclists to travel up to 50km per day



G. Sranko

6. Assessment of trail strategies and plans

Overview

This section presents the findings of an assessment of trail strategies and plans in other jurisdictions, as well as previous trail strategy work initiated in B.C.

The research on “best models” was undertaken to fulfill two objectives:

1. To create a list of key success factors for recreation trails.
2. To determine a list of key strategies in other jurisdictions as they apply to the main issues cited by the results of the stakeholders survey in B.C.

Methodology

The methodology involved:

- Conducting web-based research, reviewing relevant documents, and reviewing survey results, with a focus on neighbouring jurisdictions, as well as previous efforts by the provincial government and the Outdoor Recreation Council of B.C.
- Identifying key success factors for developing and maintaining world class trail networks.

The aim of this review and analysis is to identify key success factors for developing and maintaining world class trail networks. The key success factors were subsequently used to help evaluate priority trails (see Section 10).

Inter-jurisdictional Survey

Seven models of trails systems were chosen for analysis from a number of jurisdictions as they pertain to a broad recreation trail strategy. They include: Canada (Alberta Recreation Corridors Review, BC Outdoor Recreation Council Recommendations on a Trails Strategy

for BC, BC Rails-To-Trails Strategy, and Ontario Trails Strategy); Australia (Victoria Trails Strategy); and USA (Burnt Hill Recreation Trail Plan - Washington State and the Colorado State Trails Plan).

The seven plans were reviewed with the goal of identifying the key success factors required for a sustainable recreation trail system. A comprehensive report on the survey findings is presented in Appendix 1.

Key Success Factors Identified Through Research

Overall, eleven key success factors were identified in the inter-jurisdictional survey and analysis (see Table 15 below).

Key Success Factors

- **Collaboration with Stakeholders**
- **Conflict Resolution**
- **Environmental Stewardship: conservation & protection**
- **Liability Management, Safety & Policing**
- **Effective Governance: legislation & policy**
- **Recreation Opportunity & Quality of Experience**
- **Strategic Approach to Planning**
- **Sustainable Resources: staff & funding**
- **Creating Economic & Health Benefits**
- **Education, Information & Communication**
- **Trail Inventory**

BACKGROUND REPORT

Four key success factors were prominent in four or more of the seven plans surveyed:

- Collaboration with stakeholders
- Conflict Resolution
- Environmental Stewardship
- Liability & Safety

The following four key success factors were prominent in three out of the seven plans surveyed:

- Governance: policy, legislation
- Recreation Opportunity & Experience
- Strategic Planning Approach
- Sustainable Resources: staff & funding

Table 15 below provides a graphic overview of the results of the analysis:

Table 15: Key Success Factors Identified through Research: Overview

	Alberta Rec Corridors	Ontario Trails Strategy	Australia Victoria State Trails Strategy	Colorado State Trails Plan	Washington State – Burnt Hill Trail Plan	ORC of BC Recom-mendat'n	BC Rails to Trails
Collaboration w/ stakeholders	X	X			X	X	X
Conflict Resolution			X	X		X	X
Environmental Stewardship	X		X	X			X
Liability & Safety	X			X	X		X
Governance: leg. & policy	X					X	X
Recreation Opp & Experience		X		X	X		
Strategic Plan Approach	X			X			X
Sustainable staff & funding		X			X		X
Economic and Health Benefits			X				X
Education, Communication					X	X	
Trail Inventory				X			

The colours above indicate the number of jurisdictions surveyed that identify a particular success factor; i.e., orange = 4 or more jurisdictions, gold = 3, and yellow = 2 or fewer.

Key Success Factors Identified in Trail Survey

Respondents to the B.C. Recreation Trail Survey were asked to list a trail strategy or plan that they considered particularly successful and to identify three key factors that made it successful.

The success factors identified were related to all aspects of a trail strategy including planning, resources, characteristics, and governance and maintenance models:

- Strategic Approach to Planning
- Sustainable Resources: staff & funding
- Collaboration with stakeholders
- Governance
- Recreation Opportunities & Experience

There is a high degree of correlation between the key success factors identified by respondents to the survey and those identified through the inter-jurisdictional survey undertaken by the researchers.

Given the correlation between the two approaches used to identify key success factors, the following factors rise to prominence:

- Collaboration with Stakeholders
- Conflict Resolution
- Environmental Stewardship: conservation & protection
- Liability Management, Safety & Policing
- Effective Governance: policy, legislation, designation
- Recreation Opportunity & Quality of Experience
- Strategic Approach to Planning
- Sustainable Resources: staff & funding
- Creating Economic & Health Benefits
- Education, Information & Communication
- Trail Inventory

Brief Description of Key Success Factors

The following descriptions briefly summarize the findings with respect to the key success factors identified:

Collaboration with Stakeholders

Successful trail strategies meet the needs of both community members and visitors. A collaborative approach will involve all interested and relevant stakeholders, thereby generating sufficient human and financial resources and support, in developing trails that meet the needs of users and the entire community. Key stakeholders include trail user groups, First Nations, commercial groups, residents, private landowners and government agencies.

Conflict Resolution

A growing problem has been the increase in confrontation between various user groups including motorized and non-motorized users and mountain bikers and hikers. This highlights the importance of planning recreation trails to minimize conflict and to manage trails in a way that conflicts can be resolved.

Environmental Stewardship: conservation & protection

The natural environment is the foundation or resource at the heart of the experience being sought by trail users. All trail managers and users must be encouraged to preserve and protect the environment, maintain wildlife habitat, and follow good environmental stewardship practices when locating, designing, constructing, maintaining and using trails.

Liability Management, Safety & Policing

The growth in recreation trail usage and the proliferation of types of users with contrasting values and risk tolerance has led to increased liability. All successful recreation trails must manage this liability or else face increased threat of litigation, insurance and the loss of support from key stakeholders leading to a non-sustainable recreation trail. Part of the liability management must include enforcement of all rules for trail usage and promoting the safety of all users.

Effective Governance: legislation & policy

Effective legislation, policy, and regulations are needed to ensure that trails meet the needs of all involved. Rules help establish reasonable expectations and provide guidance. Landowners (both government and private), trail managers, and stewards require the necessary authority to enforce the rules. Protection from liability issues is a further concern.

Recreation Opportunity & Quality of Experience

Trail characteristics, such as length, access, connection to communities, environmental and historical awareness, and trail use characteristics that are consistent with desired recreation opportunities and experiences are critical to the success of trail strategies. The quality of the recreation experience is largely determined by the degree to which user expectations are met (or not met).

Strategic Approach to Planning

Successful trail strategies are well planned in their overall vision, mission, goals, strategies, tactics and budget. The strategy must link to, or be supportive of, existing community and government initiatives.

Sustainable Resources: staff & funding

Sustainable and reliable resources are considered critical to all aspects of a successful trail strategy. Funding resources are necessary for initial planning as well as implementation and ongoing maintenance. Resources are required to involve the public, local communities, volunteers, and government at all levels for stakeholder engagement.

Creating Economic & Health Benefits

Recreation Trails offer significant direct economic benefits from increased tourism spending to increased business investment in communities at the trailheads and along the trail. They also improve real estate values and generate higher tax revenues. These benefits are important to secure the support of governments and businesses and adjacent landowners. Without the demonstration of these benefits, recreation trails face uphill battles to secure the necessary stakeholder support apart from users

Education, Information & Communication

Good communications, often involving some component of education, is considered vital for disseminating information and building effective relationships with communities. Communication must be two-way during all phases of strategy development and implementation.

Trail Inventory

All recreation trails need to be properly inventoried since this establishes the necessary baseline for subsequent strategic planning and marketing.

Identification of Strategies to Address Key Issues

A second aspect of this research is to determine a list of key strategies in other jurisdictions as they apply to the main issues cited by respondents to the Trail Survey.

This section provides an overview of the strategies noted in other jurisdictions. A more comprehensive set of strategies is provided in Appendix 1.

Respondents to the Trails Survey identified a large number of key issues, categorized in Table 16 according to the key success factors. This correlation further confirms the relevance of the key success factors.

Sample Strategies:

This section provides a representative sample of some of the key strategies identified in the research. Once again, a comprehensive set of research results is provided in Appendix 1.

KSF Collaboration with Stakeholders

Coordinating trail groups

- Form a trails coordinating committee representing key stakeholders (Ontario)
- Encourage the development of a framework for collaboration among trail coordinating bodies (Ontario)
- Ensure that there is broad support for the Trails Strategy by conducting a consensus-based consultation process with wide participation by user-groups (ORC)

Table 16: Key Issues Categorized by KSF

Collaboration with stakeholders

- *Coordinating trail groups*

Conflict Resolution

- *Competing resource users*

Environmental Stewardship: conservation & protection

- *Environmental impacts*
- *Increasing trail use*

Liability Management, Safety & Policing

- *Liability Management*
- *Compliance & enforcement*
- *Safety*

Effective Governance: legislation & policy

- *Legislation*
- *Policy*
- *Trail standards*
- *Trail approval process*

Recreation Opportunity & Quality of Experience

- *Trail access*
- *Signage*
- *Trails for disabled*

Strategic Approach to Planning

- *Conflict between trail users*
- *Demographic trends*
- *Recreation trends*
- *Private land concerns*

Sustainable Resources: staff & funding

- *Limited funding*
- *Limited resources*

Creation of Economic & Health Benefits

Education, Information & Communication

- *Trails information*
- *Marketing/promotion*

Trail Inventory

KSF Conflict Resolution

Competing resource users

- Encourage the long-term retention of utility and transportation corridors on public lands, in public jurisdiction (Ontario)
- Recognize the values of non-trail users of the landscape in the planning process (e.g. women and children, people with disabilities) (Ontario)
- Develop separate trail networks to segment user groups into categories with similar values (Colorado)
- Create trail user education (Victoria)
- Develop a trail code of ethics (Ontario)

KSF Environmental Stewardship: conservation & protection

Environmental impacts

- Research and share best practices for environmental protection and natural and cultural heritage preservation on trails (Ontario)
- Commission research to quantify economic, social and environmental benefits of trails (Victoria)

Increasing trail use

- Encourage the development of a trail planning process that considers social, environmental, cultural, economic and cumulative impacts of trail use (Ontario)
- Encourage municipalities to provide an adequate supply of trails for current and future populations (Ontario)
- Develop trail networks that meet growing demand for both motorized and non-motorized use (Colorado)

KSF Liability Management, Safety & Policing

Liability Management

- Review best practices and risk management tools related to liability issues (Ontario)
- Governments must examine the need for a limit to be placed on liability for corridor operators and landowners (Alberta)

Compliance & enforcement

- There must be a well-defined, clear understanding of roles and responsibilities for compliance and enforcement within designated recreation corridors (Alberta)
- Investigate current provincial statutory mechanisms to designate stated trail uses and to allow for enforcement (BC RTT)

Safety

- Facilitate Internet access to information on best practices in trail user accommodations and safety (Ontario)
- Develop and promote widely a code for the responsible use of trails (Ontario)

KSF Effective Governance: legislation & policy

Legislation

- Review legislation to determine whether opportunities exist to better support the trail environment (Ontario)

Policy

- Government policy that recognizes the trail system is a reflection of social responsibility and enhances the community, region, state, and/or country (Colorado)

Trail Standards

- Establish a coordinating committee to develop criteria, standards, policies and guidelines (Alberta)

Trail Approval Process

- Encourage the development of a trail planning process that considers social, environmental, cultural, economic and cumulative impacts of trail use (Ontario)
- Local municipalities need to be the first step in the approval process for recreation corridor designation (Alberta)

KSF Recreation Opportunity & Quality of Experience

Trail Access

- Conduct research with existing and potential trail users to further determine demand and preferences for trail development and use including identifying barriers to participation (Victoria)
- Articulate regionally specific conservation and access priorities for natural areas and features based upon their provincial significance (ORC)

Signage

- Develop and install appropriate signage to guide recreational use, behaviours and safety (Washington)
- Locate trailheads strategically to allow access to nearby gateway communities (BC RTT)

Trails for Disabled

- Nurture the development of an overall approach to trail design that accommodates the widest range of user abilities (Ontario)

KSF Strategic Approach to Planning

Conflict between trail users

- Support the development of a framework, tools and strategies for addressing the needs of multiple users, resolving the conflicts that arise among competing uses and promoting a comprehensive system of trails that meet the needs of varied users including consideration of trail systems that may allow multi-use including motorized and non-motorized or may separate multi-use between motorized and non-motorized (Ontario)

Demographic trends

- Identify opportunities to relieve crowding in high use areas by diverting users to new trails (ORC)
- Recognize the growth in baby boomers wanting healthy living by developing linear pathways for recreation (BC RTT)

Recreation trends

- Investigate the development of a 3-4 day long distance walk using existing trails, connecting many spectacular peaks and linked, if possible, to private accommodation (Victoria)

Private land concerns

- Review potential incentives for private owners to allow the use of their properties for trails (Ontario)
- To protect designated recreation corridors on private land from disturbance, corridors should be identified through agreement between the landowner and corridor operator and registered against the land title (Alberta)

KSF Sustainable Resources: staff & funding

Limited funding

- Require seed funding from provincial and regional governments and ongoing

fees from users and events operated along trails that are endorsed by communities (BC RTT)

- Explore innovative funding and investment models for the support of trails and trail-related organizations (Ontario)

Limited resources

- Plan innovative volunteer programs and develop new strategies for recruiting, training, supervising, motivating and recognizing volunteers (Ontario)
- Develop new or improved branded trails in a targeted number of locations that achieve real economic or social benefits while rationalizing low-value trails elsewhere in the trail network (Victoria)

KSF Creation of Economic & Health Benefits

Based on reviewed strategies in general:

- Ensure community gateways are created linking recreation trails to nearby nodes of economic activity
- Create proper trailheads and signage to guide users to nearby communities
- Develop trail marketing plans to attract business investors and tourists
- Forge links with government to promote active healthy living through trail development

KSF Education, Information & Communication

Trails Information

- Develop a trails education plan incorporating the health and economic benefits of trails, the diversity of trail types, property owners rights and the responsible use of trails on public and private lands (Ontario)
- Provide information and best practices on trail planning, development and operations through the Internet (Ontario)

Marketing/promotion

- Widely promote a code for the responsible use of trails (Ontario)
- Assist with the identification and assessment of market specific, high-quality, day trip and overnight trails tourism opportunities (Ontario)
- Support the development and distribution of trail publications for selected international and domestic markets and promote park locations through showcasing website links for tourism package purposes (Victoria)

KSF Trail Inventory

- Encourage communities to inventory trails and identify gaps in provision for non-traditional users (Ontario)
- Include trails in the provincial land information database and mapping system (Ontario)

7. SWOT assessment of the trail network in British Columbia

Overview

This section reports on the SWOT Assessment (Strengths, Weaknesses, Opportunities and Threats) of the trail network in B.C.

The SWOT assessment was undertaken to fulfil three objectives:

- Assess key gaps in trail assets and better understand challenges and opportunities relating to the establishment of a world class recreation trails network;

- Position B.C. for developing a world class trails strategy; and,
- Identify the key success factors that will ensure that B.C.’s recreation trails system is a sustainable contributor to the provincial and regional/local economies.

Table 17 below provides a summary of the key Strengths, Opportunities, Weakness and Threats with illustrative examples. A comprehensive list of examples follows the table based on responses to the trail survey.

Table 17: Summary of Key Strengths, Opportunities, Weaknesses and Threats

<p>Strengths:</p> <ul style="list-style-type: none"> • Abundance of Crown (public) lands • Unique geography and diverse topography • Usage of trails • Multitude of trail types • Growing political support • Public private partnership models • Recognition of trail planning and development • Legislative framework for trail management • Tangible economic and health benefits 	<p>Weaknesses:</p> <ul style="list-style-type: none"> • Lack of sustainable funding • Inconsistent stakeholder engagement and coordination • Inconsistent trail management • Poor trail use enforcement • Inadequate trail planning and development • Lack of recreation trail promotion • Trail use conflicts • Significant unauthorized trails
<p>Opportunities:</p> <ul style="list-style-type: none"> • Provincial and private funding initiatives • Ability to leverage funds using volunteers • Trail planning to improve management and reduce conflicts • Trail development potential • Strong interest in tourism potential for recreation trails • Leverage promotion through 2010 Olympics • Community economic development potential associated with recreation trails • Ability to improve relationships between various trail stakeholders 	<p>Threats:</p> <ul style="list-style-type: none"> • Deteriorating access, trail degradation and trail damage • Lack of coordinated approach to trail planning • Lack of resources for effective trail management • Concerns with liability and insurance costs • Growing conflicts between motorized/ non-motorized users, and land owners • Growing demand for competing uses of Crown land for resource industries and community development

Methodology

The findings are primarily compiled from the trail survey with additional input received from the Steering Committee. The following methodology was used to undertake the assessment:

- Identify internal strengths and weaknesses of the trails network in B.C through a survey of recreation trail stakeholders in B.C.;
- Identify external market opportunities and external threats to the competitiveness of the trails network in B.C. through a survey of recreation trail stakeholders in B.C.; and,
- Compare to other applicable SWOT trail assessments conducted for the survey of trail strategies and plans (Task 6).

Strengths of Recreation Trails in B.C.

A fundamental strength is:

Abundance of Crown (Public) Lands

- About 95% of B.C. is in Crown ownership
- This can greatly simplify trail planning and management relative to jurisdictions where private land ownership is more common

Based on the feedback received from stakeholders through the trail survey, the main strengths are categorized as follows:

Unique Geography and Topography:

- Amazing views
- Excellent way to experience nature
- Ease of travel along trails
- Magnificent wilderness trails
- Diversity of trail types
- World renowned opportunities, e.g, Myra Canyon, Rocky Mountains

Usage of Trails:

- B.C. Recreation trails are well used by the public
- Development of multi-use trails and strong usage from pedestrians, cyclists, equestrians, snowshoers, snowmobiles, ATV's, canoes, kayaks
- Primary non-motorized use meets demand for healthier activities
- Use of some trails for utilities and trails provide alternate forms of transportation
- Sustainable multi user trail network with thousands of kilometres of trails close to residential areas
- Wide range of ecosystems provide users with a range of experiences, as well as the opportunity to experience developed and undeveloped areas - excellent environmental awareness situation

Trail Types

- Wide diversity of contiguous trails targeting a wide variety of user segments
- Urban Trails and greenways
- Wilderness trails and heritage trails
- High range of multiple uses on trails - Hiking Trails, Rail Trails, Marine Trails, Horse Trails, Snowmobile Trails, ATV Trails
- World class heritage rail trail system
- Available (or potential) infrastructure in a diverse range of settings and at a variety of levels of difficulty

Political Support/Funding

- Strong community support for trails - instrumental in reversing Gov't decision to eliminate Recreation Sites & Trails program during 2002 Core Review
- Business support from hospitality, tourism and retail sector
- Committed local public and private support in many communities

- Over \$20 million invested since 1998 in B.C.'s Rails-To-Trails network and establishment of Spirit of 2010 Trail network. Funding support from federal government
- BC Parks support
- Commitment of Province is growing through announcements such as Recreation Trails Strategy for BC, ActNow and Local Motion.
- Federal government has financed 90% of the rebuilding of Myra Canyon and 50% of the Spirit of 2010 Trail
- Growth of support by certain key regional districts and land managers (GVRD, CVRD, RDOS)
- Growth of municipal support in some cities

Public Private Partnerships/Cooperation:

- Partnerships between municipalities and landowners and trail stewards
- Committed volunteers/stewardship groups to help build and maintain trails and patrol them
- Relatively few conflicts with adjoining land owners and roads
- Growth in volunteers for maintenance and development of trails
- Rails to Trails project has enabled four different regional districts to work together

Trail Planning and Development:

- B.C. Recreation Trail Strategy Phase One
- Generally good access, and well maintained trails
- Integration between on road system of sidewalks and commuter bike routes
- Integration between Trans Canada Trail and the Spirit of 2010 Trail
- Comprehensive Master Trail Plans in some regions guide planning and construction

- Various levels of government working to build new trails
- Federal government has strong design, construction and management principles to ensure a rich cultural and heritage visitor experience
- The abundance of abandoned rail grades creates an extraordinary opportunity to help develop a world class of trail networks
- Partnership between land owners and stakeholders is growing
- Overall good relationships with neighbours and local communities

Trail Management/Authority:

- Province has a complete set of tools to administer and manage trails - authority to establish & set objectives and rules concerning use, enter into agreements to manage
- Licenses provided to local governments for trail management
- Have a legislative ability to manage trails (all aspects e.g. plan for, manage, work with volunteers, develop, maintain, sign, promote, enter into agreements, etc)
- Management authority over recreation trail planning, standards, development, maintenance, funding, promotion, permitting and/or volunteer agreements, etc. for B.C. Parks
- Provincial government has field presence in managing trail facilities

Tangible Benefits

- Promotes health
- Contributes to community economic development
- Provides a tourism product sector for year round recreation
- Users contribute to the local economy

- Trails provide access to other recreation opportunities, i.e. climbing wall, fishing lake
- An ever increasing public usage for fitness and enjoyment of nature
- Low environmental impact use

Weaknesses of Recreation Trails in B.C.

Based on the feedback received from stakeholders through the primary survey, the main weaknesses are categorized as follows:

Funding:

- Sustainable funding is lacking
- Insufficient funding for operations and maintenance
- Cost of maintenance of trails is high and growing with usage
- Insufficient resources to adequately maintain the full network of trails - 70% of trails are user maintained
- Resources for the marketing of opportunities are lacking
- Liability associated with use is increasing and insurance costs are rising
- Lack of younger people volunteering

Stakeholder Engagement/Coordination:

- Some stakeholders, e.g., mountain bikers, are not fully integrated into master planning
- Marketing of the recreation trail system is weak or non-existent
- Government processes for obtaining funding and approval for new development are bureaucratic
- Slow approvals from provincial agencies
- Lack of collaborative discussions with all land users

Trail Management:

- A large proportion of unauthorized trails

- Re-surfacing of trails due to misuse
- Continuous erosion and degradation of trail surface
- Creeks and culverts etc require regular observation and maintenance
- Vandalism of signs
- Difficulty of maintenance in remote areas
- Maintenance of access roads to trails
- Growing liability issues with respect to multi-use
- Limited resources for policing and enforcement
- Lack of ability to control unauthorized use
- Damage to trails and public land through non-compliance with regulations, both in provincial parks and on Crown land. Weak provincial legislation to address these issues.

Trail Planning and Development:

- Management of trails has no comprehensive plan
- Incomplete inventory of trails
- Lack of separate trail system for motorized and non-motorized users
- No protection from motorized traffic outside the municipal boundaries, increasing motorized traffic with no attention paid to speed, blind corners. No provincial rules to stop this
- Bureaucracy related to referrals and approvals
- Lack of any provincial ORV Act and regulations
- Motorized users feel ignored by government
- Non-motorized users feel intimidated by motorized users
- Signage and way-finding needs improvement
- Not capturing all the current data on geographic positioning systems (GPS)

- Lack of legal status, defined governance organization, enforcement, coordinated planning, support (e.g., trails are remote, challenging to access, etc.)

Trail Promotion:

- Lack of sustainable funding plan
- Lack of marketing plan
- Lack of signage

Trail Use Conflicts:

- Conflicts with unauthorized motorized users - dirt bikes and ATV- and non-motorized users is growing
- Unauthorized commercial use. Rapid growth of recreational users and ensuing conflicts and no way to resolve conflicts between users
- Conflict resolution-- insufficient resource dollars & staff to complete plans to resolve trail conflicts or to implement objectives in plans, e.g. to enforce use restriction orders
- Ad hoc construction of trails which then become de facto public recreation areas and interfere with ministry decision-making on vacant Crown land
- Limited License of Occupations over Kettle Valley Railway (KVR) trails
- Encroachment and or loss of portions of the KVR trail to adjacent property owners & developers
- Local land owner opposition to motorized trails
- Active logging obliterates trails and access in some areas denied by logging companies
- Impasse with Penticton First Nation over the TCT stretch between Penticton & Summerland
- Impacts by mountain bikes on traditional hiking trails

In addition, to the above findings from the trail survey, another weakness in B.C. is:

Significant Unauthorized Trails

- For a variety of reasons, many actively used trails in B.C. have not been authorized
- Adequate trail planning and management is more difficult given the abundance of unauthorized trails

Opportunities for Recreation Trails in B.C.

Based on the feedback received from stakeholders through the primary survey, the main opportunities that can be capitalized on for the development of recreation trails in B.C. are categorized as follows:

Funding:

- Local Motion program funding from the Province offers \$40 million over 4 years
- Myra Canyon has \$15 million for reconstruction
- Some regional governments are developing annual commitments
- MTSA staff committed to develop trails and funding the B.C. Recreation Trails Strategy
- Solid public interest in communities will allow for innovative fundraising programs
- Volunteer groups enhancing the trails through donation of free labour and materials for clean-up, planting, bench donation etc.
- Opportunities for funding resulting from trail tenures to local governments
- Event promotions on recreation trails can raise much-needed funds
- Funding available to improve communication and interpretation in federal parks
- May be able to provide a dependable source of funds for trail development and maintenance through user fees

- Growing financial support from local business and charities

Trail Planning

- Trails Strategy for BC
- Formal designation (Land Act tenure) and overall plan for BC
- Draft policy for managing mountain bike trails on Crown Land
- Implement recommendations from the Off Road Vehicle Coalition report
- Create lease agreements between Crown and regional governments for joint land management
- Improved trail management through licenses to local governments
- Build separate trail networks to meet diverse needs of user groups
- Undertake a proper trail inventory
- Spirit of 2010 Trail - inter-agency committee responsible for developing a management plan and vision for the trail
- Work with other rail trail owners in B.C. to develop a comprehensive plan
- Planning of various snowmobile clubs trail systems separately from trail systems for Nordic skiers
- Opportunity to make trails officially recognized by municipality
- Opportunity to set standards to ensure sustainability and designed to the highest environmental standards (erosion, wildlife, impact neutral structures)
- Develop uniform government guidelines and liability coverage for volunteer groups
- Adoption of International Mountain Bicycling Association standards and enhanced communications with members
- Wide variety of unauthorized trails offers valuable assets and provides strong basis for B.C. to develop a world class recreation trail network

Trail Development:

- Large potential for water-based trails – either in the fresh water through the connecting of lakes and rivers, e.g. Bowron Lakes, or in the marine environment because of the many sheltered passages in inland waters.
- Capture all trails data and incorporate into the Province's base mapping system
- New residential developments will provide trails in those neighbourhoods
- Rebuilding of Myra Canyon trestles underway as national historic site
- Link trails to communities
- Develop trail construction standards and official trail ratings and adequate signage
- Develop more heritage trail systems, e.g., add more abandoned railway corridors to the Spirit of 2010 Trail
- Connecting the Cowichan Valley Trail to the Galloping Goose Regional Rail Trail
- Develop more wilderness trails
- Huge amount of forestry roads in disuse or low use offer opportunities for trail groups

Trail Promotion:

- Marketing a 'world class' trail system
- Marketing the Spirit of 2010 Rail Trail leading up to and during the 2010 Winter Olympics
- Increased trail information/promotion through active/healthy living and other initiatives.
- Develop more circle tours using trails
- Promotion of recreation trails under the B.C. Aboriginal tourism strategy
- Development of interpretive displays
- Increased awareness of values of healthy lifestyles
- Opportunities for training/education in safety and outdoor practices

Public Private Partnerships/Cooperation:

- Develop corporate sponsorships to help fund trail development and maintenance
- Develop trail stewardship groups to enter into stewardship agreements with trail managers
- Developing a working relationship with surrounding municipalities to plan interconnecting trails and strategies
- Developing relationship between MTSA and BC Parks
- Opportunity to work with local First Nations to secure a memorandum of understanding (MOU) to improve the trail system on their lands
- Ability to secure right-of-ways through private land so trails can be accessed
- Work with the regional governments for “gazetted” trail use
- More formal agreements with land owners
- Partnership with groups e.g. Human Resource Development Canada (HRDC) school programs

Threats to Recreation Trails in B.C.

Based on the feedback received from stakeholders through the primary survey, the main threats facing the development of recreation trails in B.C. are categorized as follows:

Trail Damage/Environmental Issues:

- Natural weather conditions will play an ongoing role in trail degradation - heavy rain-washing out or eroding sections, wind damage to trees and flooding of rivers and streams
- Lack of regular trail maintenance to prevent washouts
- Increasing vandalism
- Invasive plant management costs

- Mountain pine beetle - hazard trees/public safety, accelerated harvesting impacts on trails and road access and increased threat of forest fires
- Deteriorating condition of trestles/culverts
- Deteriorating condition of access roads (especially forestry roads)
- Conflicts with perceived environmental issues
- Overuse of trails as the population expands
- Damage from ATVs/dirt bikes to trails, grasslands and cattle

Trail Planning

- Agricultural Land Reserve (ALR) regulations make trail development difficult for reasons that are not sufficiently clear
- Lack of policy from government for multiple-use trail system
- Lack of coordinated user plans
- Lack of political will to recognize value of benefits associate with recreation trails
- Private land owners not in favour of motorized trails
- Issuance of commercial recreation tenures, land leases (as for agriculture, golf courses, etc.) over areas used by the public for recreation (walking, skiing, biking, etc.) create access problems
- Lack of communication and collaboration with First Nations

Trail Management:

- Lack of government policy regarding trail use
- Lack of: records or mapping showing existing trails; plan or overall strategy; managing authority; enforcement or implementation
- Insufficient resources to provide sustainable recreation trails

- Disposition of crown lands as a result of community development threatens extensive networks of trails

Liability Issues:

- Increasing insurance premiums for mixed use
- Liability insurance - expensive and not readily available for mountain bike clubs and other groups wanting to manage trails with features that test skills
- Increased threat of liability due to unauthorized use
- Volunteer groups threatened by motorized vs. non-motorized conflict and could have the insurance covering their activities withdrawn

Trail Use Conflicts:

- User conflicts (e.g. biking/hiking, motorized / non motorized) and pressure to accommodate these uses
- ORV use - impacts on non-motorized users and degrading to the environment
- Private land ownership not accepting trails mostly due to motorized use
- Vandalism and abuse by motorized vehicles
- Non-recreation use of crown lands – timber harvesting and mining as examples
- Disposition of KVR trail sections to developers

8. Key issues regarding trails

Overview

One of the questions posed in the Trail Survey was aimed at determining the main issues regarding the development of a world-class recreation trails strategy in B.C.

This section outlines the key issues as identified by a majority of groups (see Table 18 for 'groups' assessed).

Methodology

- Review primary and secondary research to pinpoint challenges and opportunities for the trail network.
- Prioritize key issues that will hamper a sustainable and marketable trail system.

Respondents to the Trails Survey were asked to describe the nature of the issues their agency or organization faced by topic and then to rate each issue with respect to its importance using the following scale:

VH-Very High; H-High; M-Moderate; L-Low; NI- Not Important; US- Unsure

Key Issue #1:

Access

The main issues cited with regard to access included:

- limitations due to private land, subdivisions, and multiple land owners;
- need for staging area/trail head/ parking;
- concerns about deteriorating resource roads and bridges;
- general recognition that without access there cannot be trail use;
- concerns about restrictions on motorized/mechanized use; and
- recognition of the need to access communities to realize economic spin-offs.

Key Issue #2:

Limited Funding to Develop and Maintain Trails

Limited funding is considered a real problem by a majority of organizations and has been a major on-going issue. This issue was ranked in the top two by all groups, including both government and non-government organizations.

One frequent comment was about the importance of providing some funding support to volunteers who undertake trail work. The lack of seed funding further drains volunteer time since they have to devote their energy to fund raising. Comments were also raised that there is no funding model in place and the need for senior government funding support.

One respondent noted that the current lack of trail funding limits new trail construction far more than the approval process for official trails.

Top Ten Issues

1. Access
2. Limited funding
3. Insurance/liability
4. Environmental issues
5. Limited resources
6. Trails information
7. Signage
- 8/9. Legislation (tie)
- 8/9. Increasing trail use (tie)
10. Compliance & enforcement

Key Issues #3, 4, & 5

The next three top issues were rated in the top 10 by all but one group:

Insurance/liability

Although many different comments were provided, one frequent observation was that this issue is very difficult for volunteers, stewardship groups and societies due to cost for insurance as well as liability exposure. Other comments included concerns that insurance companies won't cover some trail uses such as motorized recreation; and the cost and difficulty in obtaining insurance for activities like mountain biking.

In response, a few comments noted the need to have regular trail inspection and improved maintenance to reduce risk while others felt that existing legislation needs to be revised to limit liability exposure.

Environmental impacts

The four main comments were related to the:

- impacts of ORV use on sensitive areas, like grasslands, and in general;
- soil erosion due to trails and trail use;
- streamside concerns such as crossings and washouts; and
- need for trail infrastructure such as bridges to be designed to reduce impacts.

Limited resources

The most common comment here was related to volunteers; concerns included burnout for existing volunteers and the need for more volunteers, including those with special skills such as operating a chainsaw. Some respondents noted a linkage between this issue and the insurance and liability issue that may place volunteer clubs at risk. Other comments were related to the need for seed funding and limitations due to current reliance on private donations.

Remaining Key Issues

Legislation

Legislation was another issue rated in the top 10 by all groups.

The main comment offered was the need for off-road vehicle legislation including registration and licensing. Another common response was recognition that legislation can provide a way to protect and manage trails. Two respondents mentioned a need to assess riparian regulations relative to trails, and two wanted to limit the sale of large wheels and tires that can be used to damage the environment.

The remaining four top issues overall were rated in the top 10 by all but two groups:

Trails information

Comments included the limited funds and costs of providing trail information leading to very little information. Some feedback acknowledged the importance of providing users with the information they need to get to trails, and to promote local tourism. Some responses recommended the provision of websites, while maps and brochures were also mentioned.

Signage

Frequent comments pointed out that there is little funding for signage, and that more signs are needed to:

- improve trail management, and perhaps lower costs, through educational signage that informs users about rules and encourages good trail practices;
- improve safety for trail users; and
- provide direction to users including road access to trailheads.

Increasing trail use

The primary, recurrent comment is that trail use is increasing with some observations that this is due to increasing populations. Comments also indicated that the increase in

use underscored the need for improved trail construction and maintenance. Further comments noted increasing use conflicts in general and conflicts due to increased motorized use.

Compliance and enforcement

The main comment was that C&E is currently lacking which can cause some individuals to spoil the trail environment and experience, and therefore there is the need for staff and resources to improve C&E. The need for rules and enforcement regarding motorized use was mentioned. The role of the RCMP, Conservation Officers, Forest Officers and local trail clubs/volunteers was mentioned along with signage and peer pressure.

There were two additional issues that were not rated in the top 10 overall but were rated in the top 10 by four groups:

Private land owners concerns

The two main types of comments offered were:

- private land owner concerns about liability (with one comment noting importance of making sure Occupier's Liability Act works), and

- need for trail users to respect private property and not become trail abusers that cause property damage.

Another issue cited was that of landowners not wanting trails nearby because of perceived potential impacts on property values. Suggestions to address the concerns included fencing, education/agreements, and improved enforcement.

Policy

A wide array of individual comments was provided with no specific policy issues surfacing as a common concern. A general comment offered by more than one respondent included the need for clear, simple policy.

Remaining issues:

All of the remaining issues surveyed were rated on average of at least moderate importance overall, and some are of very high importance to specific user groups. These should therefore be considered important and addressed in some manner.

The following Table 18 provides a ranking of issues by group or category of respondents.

Table 18: The Top Ten Ranking of Issues by Group

Issue	Overall	NGO	Gov't	Local Gov't	OR	OR -M	OR -NM
A. Access	1	1	2	1 t	1	1	1
B. Approval Process							
C. Competing resource users					9		8 t
D. Conflict between trail users			9 t	3			
E. Coordinating trail groups							
F. Demographic trends							
G. Recreation trends							
H. Environmental impacts	4	4	5 t		5	3 t	4
I. Increasing trail use	8 t			8 t	10		10
J. Insurance/liability	3	3	4	6 t	3		2 t
K. Limited funding	2	2	1	1 t	2	2	2 t
L. Limited resources	5	6 t	3	4		3 t	8 t
M. Marketing/promotion							
N. Multi-use vs single use				5		10 t	
O. New trail activities						10 t	
P. Legislation	8 t	8	9 t	10 t	4	3 t	5 t
Q. Policy		9			6	10 t	7
R. Compliance & enforcement	10		5 t		8	3 t	
S. Private land concerns		10 t		6 t	7		5 t
T. Railway ROW abandonment							
U. Safety							
V. Signage	7	5	8	10 t		10 t	
W. Trails for disabled							
X. Trail standards		10 t				3 t	
Y. Trails information	6	6 t	5 t	8 t		3 t	
Z. Trails data base						10 t	

OR – Outdoor Recreation; M- motorized; NM – non-motorized

Note: Overall OR trail advocacy groups not rated in M or NM

t – indicates a tie for a particular ranking within a column (i.e., by group)

Methodology: To derive the ranking for this table the survey results were given a numeric rating as follows: VH = 4; H = 3; M = 2; L = 1; and NI and US = 0. The ratings were then aggregated to arrive at a ranking of issues within columns (by group). The full set of rating data is available in Appendix 2.

9. Benefits of trails

This section presents the findings of an assessment of the benefits of trails based on secondary research and the feedback from the trails survey. The strategic outcome is to provide a measure of importance of trails to the province of B.C. Appendix 1 provides an in-depth treatment of the nature of benefits of recreation trails and direct links to key references.

It is apparent from these findings that recreation trails are critically important to the province of B.C. Benefits are not only quantifiable such as direct economic benefits but also crucial to a sustainable economy spanning a wide range of positive attributes to all citizens. These benefits, if realized through a sustainable recreation trails system, will enable B.C. to position itself as a leader in the world.

Trails offer many benefits to communities through both direct economic input and other non-economic means.

One of the most visible benefits is the attraction of visitors to the trails and the resulting economic input to the nearby communities. Tourism studies indicate that destination tourists seek authentic vacation and recreation opportunities that combine learning and experience based activities with assurances that their tourism activities will not compromise the natural qualities of the areas they visit. Trails have the advantage of being able to provide this economic activity while still contributing positive impacts to community, social development, education of citizens, and the environment.

Equally important are the significant opportunities for physical activity that contributes to the physical and mental health of the population. Finally, trails create an opportunity to learn about the heritage and

culture of the communities within which they exist.

Methodology

- Quantify benefits of trails wherever possible
- Provide measure of importance of trails to the province

Key Benefits

- **Health and Fitness**
 - Reduced health care costs
 - Improved wellness
 - Enhanced productivity
- **Environmental**
 - Preserve nature
 - Promote land stewardship
- **Community and Social**
 - Economic Development
 - Social and Educational
 - Heritage and Culture
- **Economic**
 - Tourism Spending
 - Business Investment
 - Property Values
 - Tax Revenues
- **Educational**
 - Provides an outdoor classroom for nature, culture and history
- **Transportation**
 - Greenhouse gas reduction
 - Safe alternate to motorized transportation
- **Heritage and Cultural**
 - Preservation of history
 - Links to First Nations

Key Benefits

Trails can provide many benefits to individuals, communities and the province as a whole.

There is a clear correlation between the responses from the stakeholders in the Trail Survey and the key findings from the literature search. Trail Survey respondents noted the following as key benefits:

- designed for walking; it is a natural movement that is virtually injury-free.
- Bike riding is a life-long sport and riders stay fit and active in order to ride.
- Riding an ATV keeps riders active and aware of the outdoors.
- Communities that encourage physical activity by making use of the linear corridors can see a significant effect on public health and wellness.

Health and Fitness Benefits

83% of survey respondents rated this as a very high or high benefit

Trails provide a means of recreation and physical activity that is accessible by people from various socio-economic backgrounds and with various levels of skills and abilities. Trails can be used for a large variety of activities making them attractive to a wide range of users and purposes including intentional physical activity (e.g. running, hiking, bike riding, etc.) and incidental physical activity (e.g. when used for transportation). Trails contribute to the physical and mental health of the population, which in turn decreases health care costs.

Health and fitness benefits from trails based on a review of the key references include:

- There are significant health and fitness benefits as most recreation activities on trails involve exercise. These health benefits accrue to the individual and, in the form of reduced health-care costs, and to society as a whole.
- Trails help people of all ages incorporate exercise into their daily routines by connecting them with places they want or need to go.
- Healthy populations have fewer health care costs and higher productivity.
- Walking refreshes the mind, reduces fatigue, reduces fat, improves digestion, relieves stress and increases energy. More than half the body's muscles are

Environmental Benefits

74% of survey respondents rated this as a very high or high benefit

Trails provide an excellent forum for educating people about their natural environment, especially young people. Trails can be used to promote stewardship of the forest resources and teach people about conservation. Trails provide a hands-on learning experience and can demonstrate threats to the environment (e.g. invasive plant education programs).

Where possible, trails should be designated for specific uses in order to protect the environment. Best practices for recreation activities and sustainable tourism and development initiatives are important for protecting the environment. People who use trails tend to have an increased awareness of the environment, and related issues.

Environmental benefits from trails based on a review of the key references include:

- Greenways and trails help preserve important natural landscapes, provide needed links between fragmented habitats, and offer tremendous opportunities for protecting plant and animal species.
- Trails allow humans to experience nature with minimal environmental impact
- Trails offer opportunities to raise environment awareness amongst all ages.
- Young people who have an opportunity to spend time out in nature tend to value

the natural world and treat it with more respect.

- Stewardship programs teach groups and club members how to conserve our environment.
- Trails and greenways are hands-on environmental classrooms. People of all ages can see for themselves the precious and intriguing natural world from which they often feel so far removed.

Community and Social Benefits

72% of survey respondents rated this as a very high or high benefit

Trails provide many benefits to the development of a community, its social fabric, and its environment. Trails add to the beauty and character of an area, which provides an opportunity for an increased appreciation of one's surroundings creating a sense of pride in the community. Trails also serve to link communities together and provide a means of transportation between and within communities.

Trails provide an opportunity to bring people together and become involved in their respective communities. There is a relatively low level of expertise required to build and maintain trails. Trails also strengthen community ties. Friends, families, children, people with disabilities, members of the community and visitors can all share the trails. Trails provide the opportunity for bonding, sharing, connecting with others, and creating a sense of unity.

The social aspect of the trails creates community awareness and support, and promotes volunteer efforts. Trails create a healthy and safe environment that in turn creates happier and better citizens.

Community and social benefits from trails based on a review of key references include:

Community

- Trails make communities more attractive for residents and enhance quality of life through preservation of nature and the environment.
- Both trails and greenways help communities build pride by ensuring that their neighbourhoods are good places to live, so that children can safely walk or bike to a park, school, or to a neighbour's home. Trails and greenways help make communities more attractive and friendly places to live.
- Trail projects help build partnerships among private companies, landowners neighbouring municipalities, local government, and advocacy groups.
- Trails provide links between communities, long-distance recreation, and tourism.

Social

- Trails and greenways provide opportunities for families to enjoy time together socially.
- Wide ethnic and religious backgrounds all participate in trail activities, breaking down boundaries and perceptions.
- Promotes the opportunity for those in wheelchairs to be included in outdoor activities.
- Riding can be social, including trail riding; both motorized and non-motorized.

Economic Benefits

68% of survey respondents rated this as a very high or high benefit

Trails provide direct economic benefit to a community in many ways. First, jobs are created in order to support the development and maintenance of the trails from funds invested in trail improvements. Second, trails provide direct economic benefits to a community through the generation of revenues

and taxes from spending by trail users. Restaurants, hotels, gas stations, gift shops, equipment stores and all kinds of businesses benefit from spending by trail users. Tour operators, local businesses and event marketers are growing as a result of trail tourism. Finally, trails also contribute to the local economy by both attracting new residents to the area and increasing property values adjacent to the trails.

Trails are seen to increase quality of life and liveability of a neighbourhood, which increases the demand for those properties and increases their value.

Trails are also relatively affordable with respect to the construction and maintenance costs associated with recreational facilities. In many instances, recreation trails do not have the associated debt and if maintained properly do not depreciate as compared with other recreation facilities.

Economic benefits of trails from trails based on a review of the key references include:

Tourism investment and business spending

- Recreation trails provide significant measurable benefits – resident and destination tourism and business spending, and greatly encourages repeat visits when properly promoted.
- Trails and greenways bring job growth in construction and maintenance as well as tourism-related opportunities like river rafting tours, bike rentals, restaurants and lodging.
- Business spending results in operators and event marketers growing because of trail tourism.
- There are economic benefits derived directly from the development and operation of trails. Direct benefits include employment created and money spent on trails.

Property values

- Outdoor amenities help influence newcomers to relocate, making an area more attractive to live and enhancing property values, especially those adjacent to trails and greenways.
- Trails have been shown to bolster property values and make adjacent properties easier to sell.
- The National Association of Home Builders cites trails as the second and third most important amenity that would influence people to move to a new location.

Educational Benefits

58% of survey respondents rated this as a very high or high benefit

Trails tend to be a safe, easily accessible place for skill development whether it is in a particular sport, outdoor/wilderness skills, learning about the environment, or learning about the history/heritage of a particular area. Education and skill development builds self-confidence, creates awareness of the environment, and can allow for an understanding of each other's sport and right to recreation.

Educational benefits from trails based on a review of key references include:

- Provide environmental education to teach the public more about the environment and natural world.
- Trails present a unique opportunity for education. People of all ages can learn more about nature, culture or history along trails.
- Recreation trails offer the opportunity for people to improve a variety of skills.
- Trails provide a great learning environment.
- Trails invite us to appreciate what is around us by wandering and lingering, to better experience, learn and study our

environment, our heritage and the dynamics of the place in which we find ourselves.

- Trails provide educational and volunteer resources for schools, scout groups and other community groups.

Transportation Benefits

42% of survey respondents rated this as a very high or high benefit

Trails encourage pedestrian and bicycle commuting as an alternative to automobile commuting, thus reducing traffic and congestion on roads, and reducing fuel consumption and its associated pollution including greenhouse gas emissions. Trails can also create connections between communities providing an alternative mode of transportation that is more sustainable, economical, healthy and environmentally friendly. Trails also provide access to the backcountry. Trails bring people to nature, and nature to the city.

Transportation benefits from trails based on a review of key references include:

- Trails provide people with alternative transportation routes that can reduce automobile use and provide alternatives to solo driving, resulting in improved air quality.
- By providing safe, pleasant places to walk and bicycle, trails encourage people to use non-motorized means of getting to work, school, play, and shopping which result in reduced traffic congestion, noise, and air pollution.
- Active transportation can contribute to national and global commitments for pollution prevention and reduction of greenhouse gas emissions responsible for climate change/global warming.
- Bicycling and walking can help to alleviate some of the negative effects of intense motorization, including traffic congestion, air pollution, excessive

noise, and destruction of the environment.

- Greenways can decrease reliance on the automobile by supporting other modes of transportation such as walking, inline skating and cycling. Decreasing reliance on the automobile also helps reduce pollution.

Heritage and Cultural Benefits

36% of survey respondents rated this as a very high or high benefit

Trails provide a history of our past and can teach us about nature, heritage, and other cultures. Wide ethnic and religious backgrounds participate in trails activities breaking down boundaries and perceptions. Heritage trails conserve routes used by First Nations and early European explorers and settlers. Many trails pass by or through historic places and features that represent the past of a community. These opportunities to see the past provide an opportunity to educate young people and contribute to an appreciation of our cultural heritage.

Heritage and cultural benefits from trails based on a review of the key references include:

- Appreciation of nature, First Nations, history and heritage.
- Trails have the power to connect us to our heritage by preserving historic places and by providing access to them.
- Trails and greenways draw the public to historic sites. Other trails preserve transportation corridors.
- Rail-trails along historic rail corridors provide a glance at the importance of this mode of transportation.
- Trails have the power to connect us to our heritage by preserving historic places and by providing access to them. They can give people a sense of place and an understanding of the scale and impact of past events.

10. Criteria for prioritizing new trails

Overview

This section describes a means of ranking trails and trail system in terms of priority for development. The top ten criteria, based on best models research are provided, along with the top six key criteria for prioritizing new trails based on the Trails Survey.

Methodology

The methodology involved:

- Using Key Success Factors (KSFs) for recreation trails and online survey results to build an approach to prioritize trails and trail systems for sustainable management and marketing.

In the Trail Survey, one of the questions posed concerned the key criteria for prioritizing trails in B.C. Respondents were asked to rank the top five of 14 potential criteria where 1 is most important and 5 is the fifth most important criteria (out of 14).

- Provide a grid which can be used in Phase Two to assess the feasibility of trails and trail types for development, management and marketing;
- Assist with the identification of classes of recreation trails for further development and marketed as tourism experiences;
- Ensure the achievement of a balance so the diversity of types of trails (motorized to non-motorized) are fairly considered along with geographic (regional) distribution;
- Recognize that marketing trails as a tourism experience includes consideration of B.C. resident as well as non-resident tourists, and day as well as overnight use.

Summary

This Background Report identifies a set of Key Success Factors that need to be present in order for B.C. to create and manage a sustainable recreation trail network. These success factors need to be used to evaluate current recreation trail networks within B.C. in order to determine what actions need to be taken to build a world class recreation trail network and to identify key trail networks for development and marketing as leading examples of world class recreation trails.

The eleven key success factors that must be present are identified and explained in the following section.

Eleven Key Criteria: Best Models

1. Collaboration with Stakeholders
2. Conflict Resolution
3. Creating Economic and Health Benefits
4. Environmental Stewardship, Conservation & Protection
5. Liability Management, Safety and Policing
6. Effective Governance: legislation & policy
7. Recreation Opportunity & Quality of Experience
8. Strategic Approach to Planning
9. Sustainable Resources: staff & funding
10. Education, Information & Communication
11. Trail Inventory

Key Criteria: Best Models Research

1. Collaboration with Stakeholders

Recreation trails must involve a multi-layered management approach involving provincial government staff landowners, adjacent landowners, trail users, trail stewards and local and regional governments in the planning, strategy and management associated with a recreation trail network. There may be opportunities for shared use *or* segmented use, depending on land availability, values of users and consumer demand across differing segments.

2. Conflict Resolution

A process for resolving conflicts between users and involving users adjacent landowners must be present. The process must be fair and transparent and be managed by the landowners and land managers.

3. Environmental Stewardship, Conservation and Protection

A successful recreation trail network must integrate recreation and environmental concerns and capitalize on the protection of natural wilderness, heritage, historical, and cultural features.

4. Liability Management, Safety and Policing

In addition to insurance, the growth in liability claims requires a full risk management plan to be prepared to ensure the safety of all users. This must also include an enforcement mechanism to give teeth to land use policies. This will protect users, trail stewards and respect the interests all sanctioned users.

5. Effective Governance: legislation and policy

Recreation trails require effective legislation and regulations to allow for enforcement of trail uses and the protection of trails from development encroachment. A model of governance is required that allows landowners, trail proponents, and trail users to collectively

work together through a formal association (legislated or otherwise). Landowners must also recognize roles for regional governments to act as land managers and local user groups to act as authorized trail stewards. There must also be a sustainable funding model and the planning process must be equitable, transparent and inclusive.

6. Recreation Opportunity & Quality of Experience

Recreation trails need to meet the expectations of users in terms of the types of opportunities provided (e.g., motorized, non-motorized) and the quality of the experience. Trails must be properly maintained for the appropriate user type. They must ensure that users can easily access trail systems and that trail users can also easily access nearby gateway communities. Trails should also be used to interconnect regions within a community and to connect communities to foster community economic development. Access must also take disabled users into account.

7. Strategic Approach to Planning

Recreation trails must have a comprehensive vision, mission, goals, strategies, tactics and budget for capital and maintenance. There must be a sustainable and broad based governance model to manage and implement trails strategy provincially. It must show flexibility to adapt to changing times and conditions and should relate to provincial strategic land use plans and any local or regional level land management plans.

8. Sustainable Resource: Staffing and Funding

Recreation trails need to have a source of ongoing funds for administration, trail management, trail maintenance, and capital projects. There is a role for both the public and private sectors. Recreation trail managers must have the support of sufficient motivated community volunteers to provide critical trail maintenance and community involvement. There is a great need for a diverse spectrum of volunteers -- young and old, male and female -- who are provided with sufficient and

appropriate insurance by government, as the land manager.

9. Creating Economic and Health Benefits

The economic and health benefits of trails need to be acknowledged by community and business leaders. Successful trails provide demonstrated economic benefits to the region, promote community economic development, foster civic pride, and encourage a healthier lifestyle.

10. Education, Information and Communication

Recreation trail strategies require a strong education and communication component to help establish the necessary community support. Recreation trails must have a strong brand and image to allow them to be marketed as effective tools for tourism, community economic development, at all levels; provincially, nationally and internationally.

11. Trail Inventory

Effective management of a trail networks requires an up-to-date inventory of trails that can be promoted, managed and developed according to the strategic plan for recreation trails within a jurisdiction.

Key Criteria - Stakeholders Survey in B.C.

In addition to the foregoing key success factors, one of the other questions posed in the Trail Survey asked respondents to provide their top ranked criteria for prioritizing trails in B.C. Respondents were asked to rank the top five of 14 potential criteria. The top six criteria established correlate closely to the Key Criteria from the best models research with some unique B.C. aspects. These 6 criteria should be added to the prior 11 criteria for the purposes of providing a grid which can be used in Phase Two of the B.C. Recreation Trails Strategy to assess the feasibility of trails and trail types for development, management and marketing

Top Six Criteria: Stakeholders

1. Promoting active lifestyles
2. Providing diversity of trail types
3. Having community or organizational support
4. Providing world-class trails that can leverage tourism
5. Access from urban areas to backcountry
6. Minimum environmental impact

Key Criteria Identified by Stakeholders

1. Recreation Trails must be designed and managed to promote active lifestyles

All but one group of respondents ranked ‘*providing trails that promote active lifestyles, health and fitness*’ as the number one consideration when prioritizing trails in B.C. 83% of respondents rated health/fitness very high or high, underscoring this position in the ranking. This criterion aligns well with government priorities since one of the Five Great Goals is for B.C. to lead the way in healthy living and physical fitness and related government programs such as ActNow. (Motorized recreation groups ranked this as an important criterion but not number one).

2. Provide diversity of Recreation Trail types

All groups of respondents ranked ‘*providing a diversity of types of trails for a variety of trail users (e.g. from non-motorized to motorized; non-commercial to commercial; municipal to national; day use to overnight use)*’ in the top 5 criteria. Motorized recreation groups ranked this consideration as the highest (#1), and local government respondents ranked this as important but lower (#5). Securing a diversity of opportunities and a variety of recreation trail

networks may be key to resolving use conflicts, which was frequently raised as an issue. For example, the provision of trails for motorized trail users in suitable areas may provide such users with a place to recreate and reduce impacts in other areas where motorized use conflicts with non-motorized use.

3. Having community or organizational support

All groups of respondents ranked *‘providing trails that have strong community or organizational support’* in the top 6. Government respondents overall rated this higher (#2) than non-government organizations (#6). One of the key success factors identified after reviewing trails strategies and plans in B.C. and other jurisdictions is the need for stakeholder collaboration. A collaborative approach involves all interested stakeholders, which in turn can generate human and financial resources and support, and help ensure trails meet the needs of users and the entire community. Key stakeholders include trail user groups, First Nations, commercial groups, landowners and government agencies.

4. Providing world-class trails that leverage tourism

All groups of respondents ranked *‘providing world-class trails or trail systems that can leverage tourism to B.C.’* in the top 7. Local government and motorized recreation groups ranked this higher (#3) than non-motorized recreation organizations (#7). This consideration supports government’s goal in the provincial tourism strategy to double tourism revenues by 2014 and leverage opportunities created by hosting the 2010 Winter Olympics. The criteria also supports the Great Goal to create more jobs per capita, and the Mountain Pine Beetle Action Plan where the aim is to encourage growth in other sectors such as tourism to help off-set mid-term timber supply impacts on local communities.

5. Access from urban areas to backcountry

All but one group of respondents ranked *‘providing trails that allow access from urban areas to open spaces in the backcountry’* in the top 8. Non-motorized recreation organizations ranked this higher (#2) while government and motorized recreation groups ranked this lower (#8).

6. Minimum environmental impact

All but two groups of respondents ranked *‘providing trails that can be managed to have minimum impact on the environment’* in the top 6. Motorized recreation groups rated this higher (#2) while government respondents did not rank this in top 8. This consideration links with one of the five Great Goals of government to be a world leader in sustainable environmental management.

Other Criteria

All remaining criteria were rated as most important by at least one respondent and therefore all should be addressed in some manner.

Ranking the Criteria

Table 19, on the following page, shows the top six criteria for prioritizing trails as ranked by the various groups, based on the top 8 criteria. A further supporting table is also provided in Appendix 1.

Table 19: Top Six Criteria for Prioritizing Trails by Group

Priority Trails that:	Overall	NGO	Gov't	Local Gov't	OR	OR - M	OR - NM
A. can provide diversity of types for variety of users	2	2	3	5	2	1	3
B. can provide balanced distribution geographically across the province							
C. are world-class that can leverage tourism	4	4	4	3t	7	3t	7
D. can promote active lifestyles, health and fitness	1	1	1	1	1	6	1
E. can promote social and cultural heritage values							
F. can promote environmental awareness	7	7	5	3t	6		6
G. can be managed to have minimum impact on the environment	6	5			4	2	4
H. can be managed to have minimum impact on other users							
I. have strong community or organizational support	3	6	2	2	5	3t	5
J. are close to home that can be used for travel and commuting			7	6			8t
K. are long distance and link communities			8t	7		7	
L. allow access from urban areas to open spaces in the backcountry	5	3	8t		3	8	2
M. have a high likelihood of being maintained	8	8	6	8	8	5	8t
N. provide opportunities for persons with disabilities							

OR – Outdoor Recreation; M- motorized; NM – non-motorized

Note: Overall OR trail advocacy groups not rated in M or NM

“t” = tie; used where a group ranked two criteria the same (applies within the column)

11. Links to government initiatives

This section begins with a review of key cross-ministry initiatives followed by a summary of key messages emerging from the perspective of a recreation trails strategy.

Key Initiatives

Five Great Goals

The province of B.C. developed Five Great Goals in 2005 for a golden decade ahead that provide overall direction to ministry Service Plans:

Make B.C. the best-educated, most literate jurisdiction on the continent

- Interpretive trails can contribute to education and literacy and reach out to our youth

Lead the way in North America in healthy living and physical fitness

- Trails provide opportunities for physical fitness through outdoor recreation

Build the best system of support in Canada for persons with disabilities, those with special needs, children at risk and seniors

- Trails can be designed to include outdoor recreational opportunities for those with disabilities and special needs, and can help support our youth and seniors

Lead the world in sustainable environmental management, with the best air and water quality, and the best fisheries management, bar none

- Recreation trails can be managed in an exemplary manner that sustains environmental values and fosters respect for nature
- Urban trails can offer an alternative to vehicle commuting, thus reducing greenhouse gas emissions

Create more jobs per capita than anywhere else in Canada

- Recreation trails can encourage use by non-residents and residents thereby increasing the job-related opportunities in the tourism and outdoor recreation-sector.

ActNow B.C.

ActNow B.C. is the health promotion platform that is helping British Columbians live healthier lives, for example, by being more physically active. Chronic diseases linked to physical inactivity impact quality of life and add substantive costs to the health care system. *Active Communities* is a funding program under *ActNow* that supports local governments and organizations promoting healthy lifestyles. Although most projects funded so far are related to sports, walking and biking are among the trail-related activities being promoted and some trail projects have been funded.

Spirit of 2010 Tourism Strategy

The Spirit of 2010 Tourism Strategy (also known as the provincial tourism strategy) supports the province's goal to double tourism revenues by 2015 by providing a rallying point for the provincial government and the tourism industry to work together to grow tourism throughout B.C., and to maximize opportunities created by hosting the 2010 Winter Olympics and Paralympic Games and other major events.

Mountain Pine Beetle Action Plan

The province's 2006-2011 Action Plan outlines several actions that promote economic diversification including growth in the tourism sector. A key concern in the Action Plan is for local communities to promote growth in non-forest sectors to help buffer impacts when mid-

term timber supply is expected to drop following current salvage uplift harvest levels. The Action Plan is backed by several provincial funding envelopes, including the Northern and Southern Development Initiative Trusts and the Forests for Tomorrow program. The trust funding can be used to invest in recreation and tourism. Federal MPB funding further supports the Action Plan and includes funding for economic development and diversification planning for impacted communities and First Nations. Funding decisions are influenced by the Cariboo-Chilcotin and Omineca Beetle Action Coalitions.

BC Parks and MTSA have prepared a joint submission for federal funding to mitigate MPB impacts in provincial parks (mainly campgrounds) and recreation sites. The dead pine stands can be a direct hazard to park and recreation users should trees fall and also represent a fuel hazard risk. Similar issues exist on recreation trails.

Sizeable allowable annual cut (AAC) 'beetle' uplifts have been determined that help deliver key aspects of the Action Plan. A consequence of this has been the need to build and maintain a significantly expanded resource road network. These actions have various impacts on recreational trail use.

Cycling Infrastructure Partnerships Program

CIPP is a cost-shared program where the provincial government will partner with local government in the construction of new transportation cycling infrastructure. The Ministry of Transportation (MOT) is the lead agency. The goal of the program is to promote transportation cycling (cycling to work, school, or errands) as a means of reducing traffic congestion and green house gas emissions.

LocalMotion

The province is providing \$40 million for four years for investment in capital projects including bike paths, walkways, greenways, improved accessibility for people with disabilities, community playgrounds and

children's parks activities. LocalMotion is one element of the Green Cities Project introduced in the fall of 2006, and is also under the general umbrella of ActNow B.C. Local governments can apply for LocalMotion grants based on a 50/50 provincial/local government cost-sharing basis, with a provincial contribution of up to \$1 million a year.

Spirit of 2010 Trail

In 2004, the province announced that, along with community partners, \$4.2 million would be invested to launch a new Spirit of 2010 Trail network to link 18 communities through converted recreation rail corridors thereby creating new jobs and increasing tourism. The federal government is providing \$2.1 million, the province and its partners, including Tourism BC and four regional districts are contributing \$1.658 million, while the Trans Canada Trails Foundation is providing the remaining \$415,000. This brings the total investment in the province in Rail Trails to over \$20 million since 1998.

The Spirit of 2010 Trail network encompasses approximately 700 km of existing rail corridors that cross the Central Kootenay, Kootenay Boundary, Okanagan Similkameen, and Cowichan Valley regional districts.

UBCM Community Tourism Program

A \$25 million one-time grant from the province to the Union of BC Municipalities was provided in 2005 to assist local governments in increasing tourism. These funds can be used at the local community's discretion and some funds may have been spent on trails.

Forest Investment Account

Forest licensees may voluntarily choose to use their funding allocation under the Forest Investment Account (FIA) for recreation trails in a Timber Supply Area or Tree Farm License. This may be tied to Sustainable Forest Management Plans that licensees prepare in support of forest certification.

Regulatory Reform Initiative

The Ministry of Small Business and Revenue's Regulatory Reform Office continues to support B.C.'s deregulation and regulatory reform initiative's commitment to reduce unnecessary red tape and regulation and create a modernized regime that produces better regulations that cost less and are more effective, results-based and more responsive to our fast changing world.

Summary of Key Messages

When assessing the many key initiatives, the following key messages emerge from a recreation trails strategy perspective:

- Tourism growth – e.g. need to double 2005 tourism revenue by 2015, increase number of visitors, increase tourism investment (also, a complementary goal by BC Parks is to increase park visitation by 20% by 2010);
- Creating more jobs –e.g. by growing tourism; need to ensure tourism is at the maximum capacity to help offset the impacts of mountain pine beetle epidemic;
- Sustainable environmental management – e.g. B.C. being a world leader with effective stewardship that enables

protection and management in a balanced and sustainable way;

- Promoting active lifestyles and opportunities – e.g. by leading the way in healthy living and physical fitness, and providing diverse opportunities to participate in recreation;
- Promoting transportation cycling – to reduce traffic congestion and green house gas emissions;
- Streamline regulations – to reduce red tape and remove obstacles to trail development.

It is also clear that the main way to get recreation trails factored into the funding opportunities that many of these initiatives offer is through the development of an effective, locally supported trails strategy that links to the abovementioned government priorities, and through effective tourism and outdoor recreation representation on various regional committees that effect funding decisions.

Table 20 provides an overall summary of key initiatives that can help support a trails strategy.

Table 20: Key Initiatives as they relate to a Recreation Trails Strategy

Five Great Goals for a Golden Decade				
Best educated and most literate	Improve healthy living and physical fitness	Best system of support for persons with disabilities, special needs, children at risk and seniors	Leader in sustainable environmental management	More jobs per capita

Key Overarching Provincial Initiatives		
Support funding programs that can relate to trails		
<ul style="list-style-type: none"> ActNow BC ^A Active Communities ^A LocalMotion ^F 	<ul style="list-style-type: none"> Spirit of 2010 Tourism Strategy ^B Spirit of 2010 Trail ^B 	<ul style="list-style-type: none"> Mountain Pine Beetle Action Plan ^E MPB Emergency Response Canada-B.C. Implementation Strategy ^E economic development and diversification ^C
<ul style="list-style-type: none"> Cycling Infrastructure Partnership Program ^D 	<ul style="list-style-type: none"> Northern Development Initiative Trust ^C Southern Interior Development Initiative Trust ^C North Island – Coast Development Initiative Trust ^C Forest Investment Account ^E 	

Supported by the Regulatory Reform Initiative^G
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Lead Agencies:

A Ministry of Tourism, Sports and the Arts
 B Tourism BC
 C Ministry of Economic Development
 D Ministry of Transportation

E Ministry of Forests and Range
 F Ministry of Community Services
 G Ministry of Small Business and Revenue

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Appendices (separate documents)

The Appendices to this report are provided in two separate documents, with content as follows:

Appendix 1: Technical Findings

1. Trails Survey questionnaire
2. Review of existing trail-related legislation and policy
3. Assessment of trail strategies in other jurisdictions
4. Rating of Criteria for Prioritizing Trails
5. Linking the Trails Strategy to other Government initiatives
6. Summary of Research Relating To Benefits
7. Chronology of Efforts related to BC Trails Strategy
8. BC Recreation Trail Inventory

Appendix 2: Survey Results

1. Survey respondents
2. Online survey results