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*The University of Calgary*

# **Trail Development Planning:**

*The Example of the South Okanagan and Similkameen  
Interpretive Trails Network*

A Master's Degree Project

Submitted to the Faculty of Environmental Design

In Partial Fulfillment of the Requirements for the Degree of

Master of Environmental Design

Planning Programme

Faculty of Environmental Design

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# **Abstract**

## **Trail Development Planning**

### **The Example of the**

### **South Okanagan and Similkameen Interpretive Trails Network**

Prepared in partial fulfilment of the requirements of the  
Master of Environmental Design degree in the Faculty of Environmental Design,  
The University of Calgary  
Supervisor, Theresa Baxter

This Master's Degree Project (MDP) researches several key aspects of trail development planning. It analyzes local economic development, tourism amenity development and ecotourism. Detailed also is the multi-jurisdictional framework affecting trail development in British Columbia. Discussion of planning issues for trail development centres on a review of the literature and the trail development process outlined in *Community Greenways: Linking Communities to Country and People to Nature* (Lanarc, 1995). The *Greenways* process proposes a way of involving the public in trail development planning. The review of local economic development, jurisdictional and other planning issues related to land-use and trail development are applied in an assessment of the South Okanagan and Similkameen Interpretive Trails Network. This study concludes with recommendations for planning process improvements for the South Okanagan and Similkameen Interpretive Trails Network.

**Key Words:** *trail, local economic development, community economic development, trail development, trail planning, ecotourism, land use planning, South Okanagan, Similkameen*



*To Wendy, Kate and Emily*





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# Introduction

Trails are often associated with simplicity. People pursuing trail experiences are often seeking to encounter nature in a direct way. Romantic ideas of a less modern time are frequently associated with trails and nature. When people picture themselves on a trail, they envision a trail that is wrapped in nature. When considered on a technological trajectory, trails are rudimentary transportation and so one may think that the development of trails may also be relatively straightforward. Physically, trails may be simplistic developments, but the process that must be followed in the development of trails is fairly complex. British Columbia's unique situation, where so much of the land base is owned and managed by the Crown, adds a further bureaucratic complication to the mix. This paper examines the example of the South Okanagan and Similkameen Interpretive Trails Network, a project developed within this complexity.

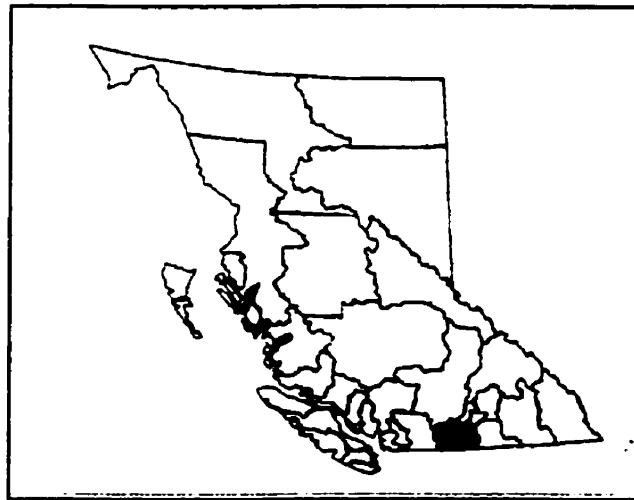
The impetus for the development of trails in this area, came from *the Forestry Related Community Economic Development Strategy* funded by Forest Renewal BC. Forest Renewal BC is a Crown Corporation aiming to diversify the economic impact of the British Columbia forest sector. The *Forestry Related Community Economic Development Strategy* was completed early in 1998, and implementation of the first initiatives of this strategy took place throughout the summer of 1998. The summer of 1999 marks the second year of development of the South Okanagan and Similkameen Interpretive Trails Network.

The *Strategy* outlined several initiatives to be pursued. Many of the opportunities revolve around the encouragement of value-added forestry initiatives and practices. Other initiatives outlined the potential to expand the infrastructure for area tourism. Specific proposals related to the development of tourism amenities including campsites and trails. These amenity developments were framed by the area's *Forestry Strategy* as ecotourism initiatives.

# Physical, Socio-Economic, and Demographic Characteristics

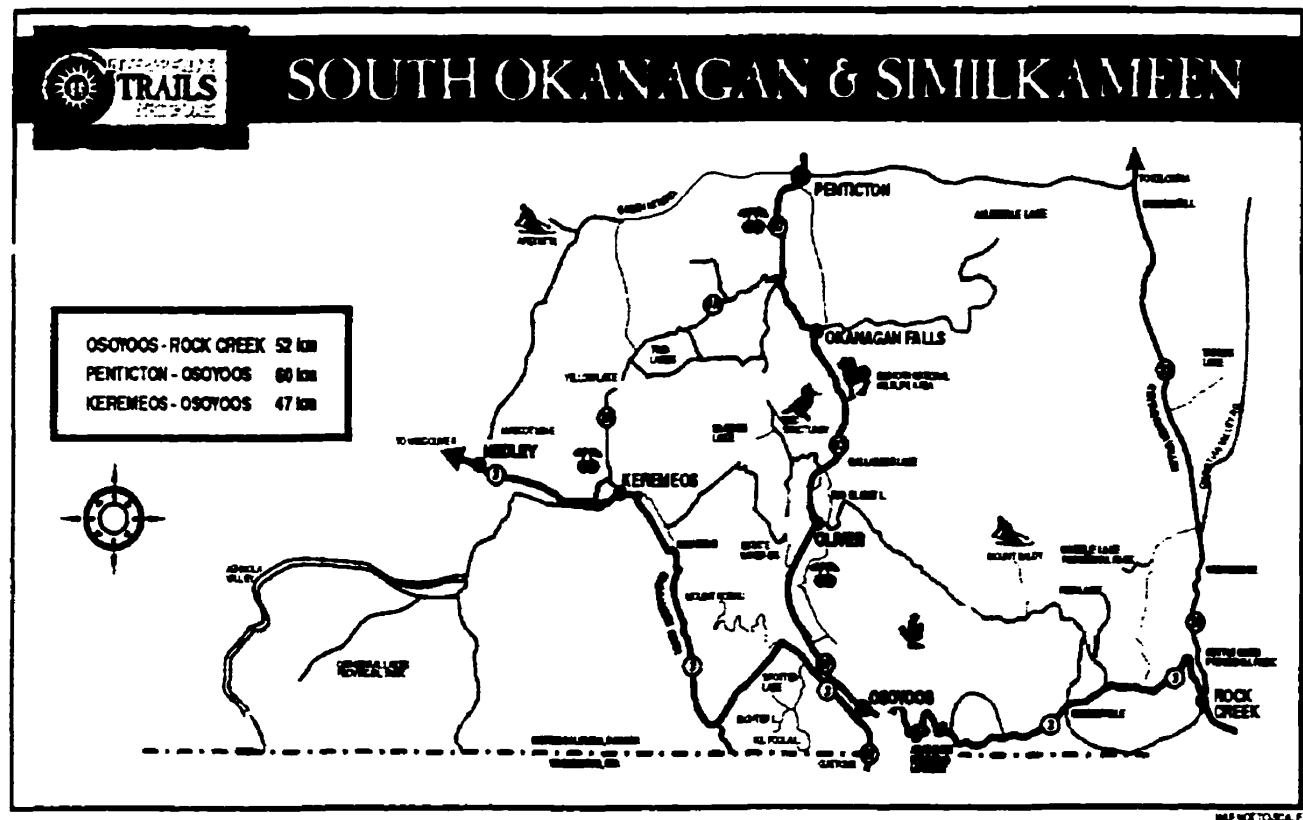
The South Okanagan and Similkameen region is in the south central British Columbia. Population and geography attributes greatly shape the development that may occur in the South Okanagan and Similkameen region. For the purposes of this project, the South Okanagan and Similkameen region refers to the South Okanagan south of Penticton, including Electoral Areas A, B, C and D of the Regional District of Okanagan-Similkameen and the communities of Oliver and Osoyoos (*Figure 1-2*). The Similkameen Valley refers to the area on the Similkameen River to the south of Hedley including all of Area G and the Village of Keremeos. The southern limit of this region is the border between Canada and the United States. Both the South Okanagan and Similkameen Valleys are semi-arid valleys, transformed into lush agricultural areas through irrigation. The South Okanagan is home to the only non-arctic desert in Canada, and summer temperatures in the extreme south of the Okanagan Valley can be as high as 42 C in the summer. The Okanagan and Similkameen River systems have been diverted to agricultural uses including orchards, vineyards, and vegetable production.

*Figure 1-1. The position of the Regional District of Okanagan Similkameen within the Province of British Columbia.*



Primary trading centres for this area include the seat of the Regional District, Penticton (32,000) and the larger regional centre of Kelowna (100,000). The two main highways through this area are Highway 97, a major north south trucking route and Highway 3, the Crowsnest Highway. The westernmost reaches of this region are four hours (350km) from Vancouver. There are airstrips in Oliver and Osoyoos, but the closest airport with

scheduled regular daily flights is Penticton. Penticton has connecting flights to Vancouver and regional centres throughout British Columbia. South of the Canada-U.S. border, the closest major airport is located in Wenatchee in Washington State.



*Figure 1-2. Map of the South Okanagan and Similkameen (Boswell, 1999)*

There are three main communities within this sub-region. These communities are: Oliver (pop. 4,285); Osoyoos (pop. 4,021); and Keremeos (pop. 1,167). According to the 1996 Canadian Census, 16,714 people live in non-incorporated communities within the South Okanagan and Similkameen areas (BC Stats, 1/20/99).

## **Industry**

Primary industries in this region include agriculture (20% of regional labour base) and tourism and related services (20% of labour base). The forest industry accounts for approximately 2% of total employment and when combined with manufacturing, which

is primarily wood processing, the forest extraction and related industrial activity accounts for 10% of the local economy (Westcoast, 1998). Tourism in the area has traditionally been beach oriented. In recent years the tourism industry in British Columbia has become increasingly diversified and includes many forms of tourism identified in the literature as growth sectors. Prime among these growing forms of tourism "is an increasing demand for adventure tourism close to the larger centres (e.g., the Lower Mainland and the Okanagan)" (Westcoast, 1998, 47). These growth areas also include agri-tourism and golf tourism (OSTA, 1996).

The South Okanagan and Similkameen regions have traditionally relied on tourism to enhance the local economy (Westcoast, 1998). Okanagan Falls and Osoyoos are noted for their lake settings and Keremeos is known as the "Fruit Stand Capital of Canada". Changes in transportation patterns have dealt blows to the economies of these areas. In particular, the construction of the Okanagan Connector, a major connecting highway to Vancouver, in the late 1980's significantly reduced traffic on the Crowsnest Highway (Urban Systems, 1999).

## **Seasonal Employment and Populations**

The South Okanagan and Similkameen receive seasonal influxes of population. In the winter, this population increase is in the form of "snowbirds" arriving from other parts of Canada. These "snowbirds" arrive in the late fall to take advantage of the mild weather. In years past these "snowbirds" might have been found wintering in Arizona but the weakened Canadian dollar has made Canada's only desert a prime winter destination.

In the summer, tourists and seasonal workers arrive in the valley and greatly influence the local culture. The intense nature of the fruit harvest increases employment opportunities in the valley in the summer. Summer jobs are plentiful and the population grows significantly each year for approximately two months. This summer influx results in increased strain on the services of the Okanagan and Similkameen valleys. This is most pronounced in the Okanagan Valley, particularly in the Osoyoos area.

The seasonal workers tend to be inter-Provincial migrants from Quebec. These individuals, speaking a language not spoken locally, and lacking some of the basic necessities of life, such as shelter, arrive in the area and wait for positions picking the various fruit crops through the summer. They suffer as a result of community discrimination, inadequate housing, and other risks associated with a lack of economic power (Menard, 1999).

## **Seniors Population**

The South Okanagan and Similkameen have other unusual demographic features. Communities in this sub-region have the highest percentage of seniors per capita in British Columbia (Figure 1-3).

*Figure 1-3. Retirees as a Percentage of Total Population (Provincial Average is 12.8%) (BC Stats, 1/20/99).*

<b>Town</b>	<b>Percentage Population of Seniors</b>
Keremeos	33.5%
Oliver	31.4%
Osoyoos	33.3%

A high number of retirees as a percentage of total population contribute to an economically significant statistic. Communities in the South Okanagan and South Similkameen have a high percentage of local incomes derived from pension related sources. This reliance on pension related income causes the Regional District of Okanagan Similkameen to be a net drain on taxation. Based on 1994 figures, per capita taxes paid in the Regional District totalled \$2,499 while per capita transfer payments to the area totalled \$4,623. Thus the total Regional District per capita taxes was -\$2124 (BC Stats, 1/20/99)

## **First Nations of the South Okanagan and Similkameen**

There are three distinct First Nations in the South Okanagan and Similkameen area. The membership of these First Nations, known locally as Bands, totals less than eight hundred

(Figure 1-4). On reserve population is approximately 550. "All three First Nations have reported an increase in population over the last five years" (Westcoast, 1998, 14).

*Figure 1-4. First Nations Band Membership (Westcoast, 1998, 13).*

<b>1996 First Nations Band and Area</b>	<b>Band Members</b>	<b>Living On-Reserve</b>
OKANAGAN Osoyoos Band	343	223
SIMILKAMEEN Upper Similkameen Band	50	41
Lower Similkameen Band	403	288

## **Average Income**

Average incomes in the South Okanagan and Similkameen are far below the provincial average incomes (Figure 1-5).

*Figure 1-5. Average Income (Provincial Average is \$36,961) BC Stats, 1/20/99.*

<b>Town</b>	<b>Average Incomes</b>
Keremeos	\$25,585
Oliver	\$27,374
Osoyoos	\$28,348

## **Why Develop Ecotourism Amenities**

The development of ecotourism amenities for the South Okanagan and Similkameen presents a major opportunity for this region to blend environmental protection with economic development. That information can be distributed in many ways including linking the educative material to an experience that one has of these special landscapes. The Okanagan-Similkameen market is characterized by an increasing sophisticated clientele (OSTA, 1996), who demands tourism products that differ from the types of tourism that have prospered in the past (Westcoast, 1998; Mandziuk, 1994). The Forest Strategy states:

Tourism is feeling the pressure to update its infrastructure and gear itself more to those in the 40 plus category, and much less to beach-oriented young families. Camping, using recreational vehicles, has expanded, but this traditional market of people is wanting more to do than just sit on the beach. Education tours, ecological sites, wildlife viewing and cycling are all in higher demand (Westcoast, 1998, 40).

In addition, tourism related to the wine industry and golfing are on the rise in the Okanagan (OSTA, 1996).

It is likely that the South Okanagan and Similkameen's desirable climate will increase the population of retirees in the area. Therefore, it is important to develop the infrastructure that these individuals may seek. Foot indicates that evolving demographics will increase demand for different recreational preferences. He states:

As a majority of the population moves from activities like tennis and spectator sports to ones like walking and birding, the movement to make the countryside more accessible will intensify (Foot 1996, 119).

This is supported by the HLA/ARA's Ecotourism Market Demand Assessment for BC and Alberta. This document discusses the effects of the large size of the "baby-boomer" age cohort and how this cohort affects trends and directions purely from its size. This study states:

A critical market influence on ecotourism is the large "baby boomer" population segment... This population has a significant influence on consumer trends from the 1960s to the 1990s, starting with the music industry in the 1960s, and recreation activities in the 1970s. In the 1980s they influenced real estate sales and the automobile industry. Now in the 1990s, this group, with the time, education and money for quality and educational travel, is having a profound influence on tourism. It is this age group (30-50 years) that is seeking travel that provides personal growth, physical fitness, educational values and a contribution to the planet's environment, as well as other ethical values (HLA/ARA, 1995, 1-3).

Several circumstances contribute to the potential of the South Okanagan and Similkameen as a destination for ecotourism, including:

- the increasing market opportunity;
- the South Okanagan and Similkameen's proximity to larger urban centres;
- the area's unique climate and geography; and
- the area's reputation as a tourism destination.

This is the context within which this study was undertaken. The characteristics of the South Okanagan and Similkameen present unique opportunities for development and unique challenges for those attempting development. This study will explore some issues that are particular to trail development, to provide a basis for analysis of the example of the South Okanagan and Similkameen Interpretive Trails Network.

## Study Objectives

The objectives of this Master's Degree Project are:

- to research the various applicable theories of economic development as they relate to trail network planning for ecotourism development;
- to explore jurisdictional issues framing trail network development in the South Okanagan and Similkameen and by extension throughout much of British Columbia;
- to explore macro-level planning and process issues related to trail development;
- to consider recent trail network development in the South Okanagan and Similkameen, according to ecotourism principles, jurisdictional issues and planning and process concerns; and
- to suggest planning process improvements for subsequent years of development of the South Okanagan and Similkameen Interpretive Trails Network.



# Methodology

The methodology used in this study included the following:

1. Conducted a literature review on trail network development and economic development and ecotourism as it relates to recreational amenity development. This review included public sector documents, as well as academic articles, magazines, books and internet world-wide web sources.
2. Explored jurisdictional issues related to linear corridor development in British Columbia.
3. Explored process and strategy issues related to the development of recreational trails.
4. Considered the initial year of development of the South Okanagan and Similkameen Interpretive Trails Network according to the issues raised in steps 1-3;
5. Based on the information gathered and the analysis conducted in steps 1-4, developed recommendations to improve jurisdictional and trail network development practices of this project.

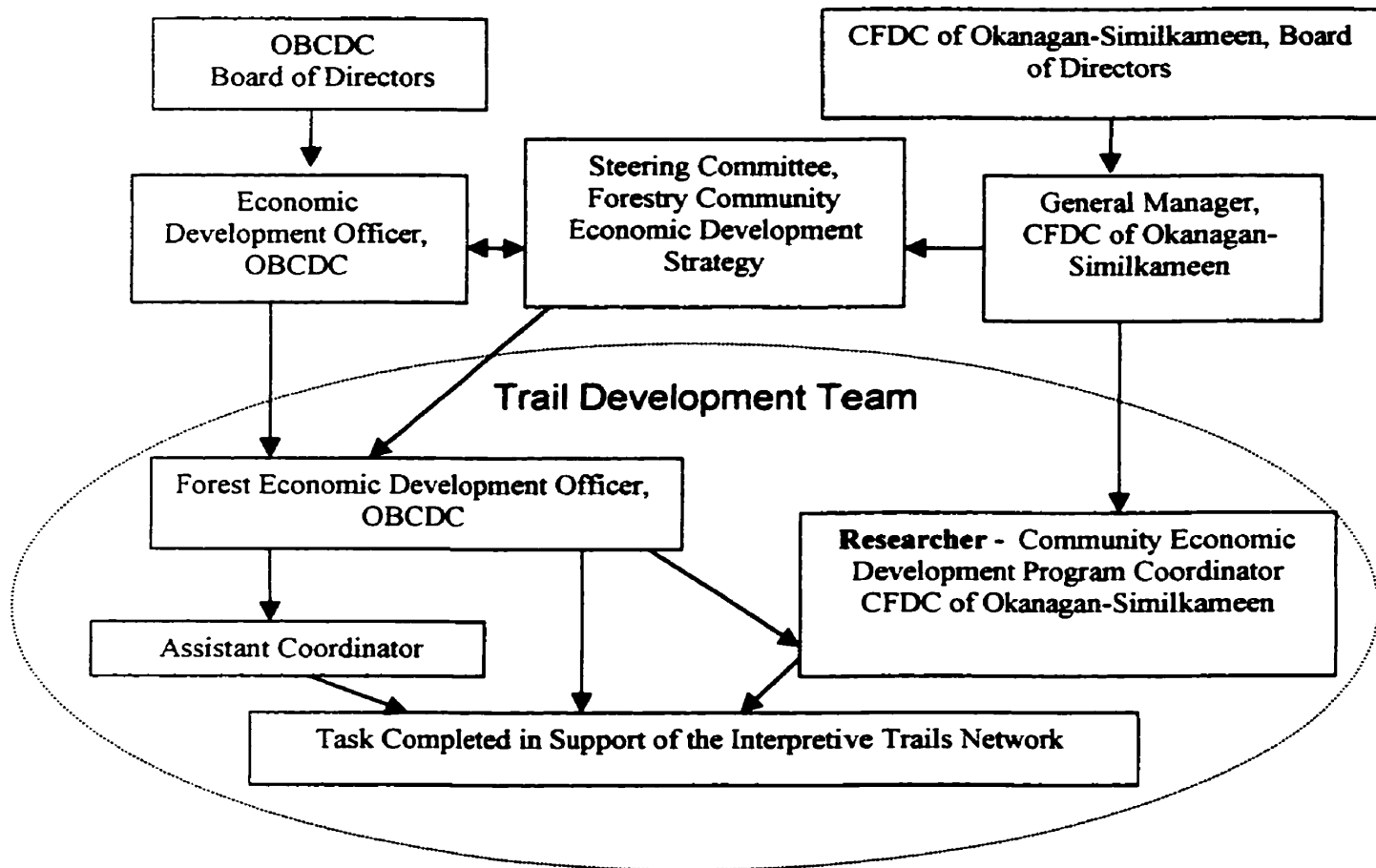
## Role of the Researcher

The researcher was a participant in the development of this project. The researcher had a salaried position as the Community Economic Development Program Coordinator for the Community Futures Development Corporation of Okanagan-Similkameen (CFDC). The reporting structure that frames this project is detailed in *Figure 1-6*.

The author reported to the General Manager of the CFDC, and assisted the Osoyoos Business and Community Development Centre (OBCDC) with economic development projects. During 1998, implementation of the Forestry Strategy recommendations was one of the key initiatives of the OBCDC. The researcher played a support role in this project assisting the Forest Economic Development Officer. The researcher was present for, and contributed input to, decisions made regarding the trail network development plan. The

researcher also operates from a perspective that sees inclusive, grassroots community involvement as essential in planning processes. Operating from this point of view, the researcher's inclination is towards trail development processes that included broad-based public participation.

*Figure 1-6. Reporting Structure for the South Okanagan and Similkameen Interpretive Trails Network.*



## Organization of this Project

The following section outlines the discussion that takes place in each chapter of this document. Chapter one reviews theories of local economic development and sectoral development for tourism, including the special considerations afforded by ecotourism. This chapter concludes with a brief discussion of community economic development

practice and highlights some of the characteristics of community economic development that may be applicable to the development of the Trails Network.

In order to give a context for the development of trails, which are linear in nature, and as such cross multiple jurisdictions, chapter two concentrates on the complex jurisdictional environment that exists in British Columbia. The chapter examines the areas of authority covered by each regulator and examines how these various authorities affect trail development.

Chapter three presents the planning process of *Community Greenways: Linking Communities to Country and People to Nature* (Lanarc, 1995). It also highlights planning issues relating to trail development that are detailed in the literature. This chapter outlines a step-by-step process that can be used by a trail development team.

The fourth chapter examines the South Okanagan and Similkameen Interpretive Trail Network presenting the planning process used in identifying projects for the network. The planning process and the projects started and completed to date are considered in relation to the practical and theoretical concerns presented in chapters one through three.

This MDP concludes by discussing process issues as they relate to the development of trail networks and suggests amendments for subsequent years of the planning process for the Trail Network.



# Chapter One - Local Economic Development, Ecotourism and Trail Development

This chapter describes theories of economic development practice to provide a framework for analysis of the South Okanagan and Similkameen Interpretive Trail Network as an economic development initiative. Discussion outlines local economic development practice and the various strategies constituting local economic development. Also outlined are initiatives that aim to develop particular sectors of the local and regional economy. Since the South Okanagan and Similkameen Interpretive Trails Network is an ecotourism initiative, this chapter examines how standard sectoral development initiatives are affected by the specific philosophical guidelines of ecotourism. Community economic development is described and offered as a potential strategy to broaden the impact of local economic development initiatives.

## Local Economic Development

### **Introduction**

Local economic development is an initiative aimed to stimulate the local economy (Green, 1996). Initiatives can vary greatly and can employ numerous different strategies in pursuit of economic development. Galbraith notes that the key points of any local initiative are to develop a plan that is: within local means; meets local needs; is strategic; and manages to set firm goals (1964). The development of the South Okanagan and Similkameen Interpretive Trails Network is firmly based on

development of the local and regional economy. Local economic development is different from provincial or federal economic development because it emphasizes the local economy (Bartik, 1991). Provincial and federal economic development may use similar initiatives or may share initiatives with local economic development, but these senior government initiatives are not the focus of this paper.

The benefits which local communities anticipate as a result of local economic development initiatives include:

- Lower unemployment;
- Higher wages;
- Greater property values;
- Increased profits for local businesses; and
- More tax revenues (Bartik, 1991).

There are many different strategies used to practice local economic development. These initiatives include, but are not limited to:

- incentives;
- promotion;
- reduced regulation;
- revitalization;
- preservation;
- infrastructure and aesthetic improvements;
- land development programs; and
- policies aimed to improve small businesses (Green, 1996).

Some of these initiatives focus on a regional perspective while others focus more narrowly on a city or even an area of a city. The benefits of local economic development are predominantly enjoyed by the business sector, the property development sector, property owners and those persons who are employed as a result of an economic development initiative (Levy, 1981; Bartik, 1991; Green,

1996). Benefits also accrue to the general public through the re-spending of increased economic gains through the community.

Economic development strategies and interventions can be instigated through various groups, including governments, community development agencies, and various non-profit agencies (Knack et al, 1983). The activities pursued by these organizations can vary widely. An economic development organization may plan and coordinate a project, work to recruit businesses or provide training services. Economic development is built on the assumption that a community can take action to influence their local economy.

### **Resources for Economic Development**

Local economic development organizations access their funds from various levels of government (Knack et al, 1983). In some cases, funding may come from municipalities and in other cases funding may come from initiatives of senior levels of government. In British Columbia, a regional economic development program was eliminated in 1995. Funding now flows from municipalities and regional districts and from organizations aiming to develop local capacity, including organizations like the Provincial Ministry of Tourism and Small Business and Federal Government departments like Human Resources Development Canada. Local economic developers may utilize senior government job creation strategies, or they may assist local businesses to do the same (Bater and Carvalho, ed., 1996).

### **Business Location/ Expansion and Retention**

Local economic development offices also contribute to the development of the local economy through the provision of business assistance (Levy, 1981; Cumming et al, 1993). Economic developers compile labour market information; track and inventory land development potential and provide potential community

businesses with information about the community (Levy, 1981; Bater and Carvalho, ed., 1996). These forms of business assistance lower the costs for companies seeking locations for their business and provide communities with information available, with a competitive advantage over communities that do not have these services (Green et al, 1996; Bater and Carvalho, ed., 1996).

Economic development offices may also provide small business services such as export assistance and business plan development (Douglas, 1995). Some local economic development organizations even venture into training, education, entrepreneurial development and loan programs (Douglas, 1995). Economic development officers will also assist businesses to access capital or grants (Bater and Carvalho, ed., 1996). Practitioners can play a lead role in coordinating initiatives to keep businesses in communities and to rescue local economies (Douglas, 1995).

## **Land Development and Infrastructure Development**

Local economic development is closely tied to land use planning. Economic development practitioners often work in partnership with land developers to ensure that there is adequate space for business expansion (Knack et al, 1983; Cumming et al, 1993). To this end, economic development officers may also work closely with the real estate development industry. Economic development practitioners will also work with local tax authorities to ensure that local tax rates are competitive. Economic developers may even work with cities or regions to develop tax incentives aimed at attracting businesses to an area (Douglas, 1995). The development of infrastructure is also important to economic development. Infrastructure can include the development of required utilities, or accesses and can also refer to the provision of amenities. This paper will discuss how recreational amenity development can assist in local economic development.



## **Promotion and Advertising**

As part of a general marketing and advertisement program, local economic development practitioners develop materials to highlight the attributes and amenities of a community. The focus of such materials may be the quality of life achievable in an area, the location of an area in relation to key markets or transportation infrastructure, educational amenities and other factors and services which draw investment (Bater and Carvalho, ed., 1996).

## **Amenity Development**

In developing strategies and ideas for local economic development initiatives, practitioners will also try to assess what marketable components are missing from a community and may play an active role in coordinating the development of these components (Bater and Carvalho, ed., 1996). Amenity development can be a key component of resource development for a community. In the mix of inputs that assist businesses to make decisions regarding new locations, amenities can play a major role. These amenities may include sports facilities, arts facilities and parks just to name a few. Trails are one such amenity, and the provision of trail amenities in or near a community will increase that community's desirability. House prices in areas near trail amenities reflect this fact. Studies conducted in areas near trails report that real property values increased in areas near new trail developments (RTCA-NPS, 1993). Anecdotal evidence suggests that amenities, specifically trail amenities, are a factor in locational decisions (RTCA-NPS, 1993). The South Okanagan and Similkameen Interpretive Trails Network is framed by the Forestry Strategy as a tourism amenity, that assists the area to attract tourists, but these amenities also play an important role in maintaining the current population and attracting in-migrants.

The vision of this initiative as a network of linkable trails based on a theme of ecotourism development is a marketable concept within the South Okanagan and

Similkameen areas. It dovetails with the ideological perspective of local conservation seeking organizations. The trail concept can easily be sold to outside funding initiatives that see the unique potential of the South Okanagan and the need for increased awareness of its assets. Locally, among the general public, there is less awareness of the connection between conservation of the natural environment and potential sustainable development opportunities. Mike Pearce, chair of the Regional District of Okanagan Similkameen Economic Development, expresses the view of a great many in the local community, about the need for conservation. Pearce, noting that conservation initiatives can sometimes lead to increased regulation recently stated in a discussion of conservation initiatives that he was "more concerned about (his) children finding a job" (Southern Exposure, June 26, 1999, 7). This is indicative of the attitude within the region towards conservation initiatives. People agree with the concept of conservation, as long as it does not impede regional economic growth. Therefore, given the political climate of the area, it is more likely that this initiative will be able to draw funding from senior government sources, but may have difficulty obtaining funding from local sources.

### **Sectoral Development: Tourism**

Economic development practitioners who are looking to develop a particular sector will gather resources and deal with inhibitors with regard to that sector. This could include research on the requirements of a particular industry. The gathering of resources can also refer to monetary resources sought to support a particular initiative. These resources can be gathered in the form of tax incentives, land deals, publicly funded infrastructure or other sources that facilitate the development of businesses (Levy, 1981; Bartik, 1991; ed. Bater and Carvalho, ed. 1996). The economic development practitioner may attempt to build strategic partnerships between organizations in support of the development of a particular sector (Bater and Carvalho, ed., 1996). Advertising amenities may become an

important role of the economic development practitioner engaged in promoting a particular sector.

In the case of the South Okanagan and Similkameen, the resource of the natural environment is undeveloped. Unique species, climate, and geography are not noted. The area's long history is also not presented to visitors. This may mean visitors to the South Okanagan and Similkameen may view the area as uninteresting or insignificant. The development of the Interpretive Trails Network does two things for the community. It provides the community with a greater education and respect for its own resources and provides the area with an additional amenity to market to tourists.

Key to the development of a particular sector of the economy is recognizing what that sector requires, and what conditions are best suited to attracting businesses that a community would like to capture. Tourism is a sector that can have specific initiatives aimed at its development. A tourism action plan will attempt to harness particular resources in the community toward the development of local tourism. The South Okanagan and Similkameen Interpretive Trails Network is a development that would play a specific part in an overall tourism action plan for the South Okanagan and Similkameen areas.

The South Okanagan and Similkameen Interpretive Trails Network aims to establish a greater local impact for the specific sector of the tourism industry. In order to examine what an economic development initiative aimed at a particular sector might look like, this paper will discuss the particular issues that pertain to tourism development as an economic development initiative.

Discussion of tourism as a form of economic development is germane to any examination of economic development in the Okanagan area, as tourism is one of the main economic drivers of the area. As well, the South Okanagan and Similkameen Interpretive Trails Network aims to develop amenities that will serve

tourists and so discussion of tourism development is essential to the assessment of a trails development initiative.

Amenities for tourism can include the development of amenities in the business and non-business sector. Such developments can include interpretive programs, amusement park development, park development, softball field development, arena development and cultural industries development, just to name a few (McNulty, 1985). The strategies used to influence and assist in the development of amenities differs from amenity to amenity. In any community tourism initiative, it is important to consider and involve the local community in any decision making process related to tourism development (Lankford et al, 1997, Hudman, 1978). Sterling warns that if tourism is to operate to benefit the community, it must provide amenities that are available to local citizens as well as to tourists (1990).

### **Impacts of Tourism**

There is a growing recognition that tourism is not a development panacea, but has several negative impacts associated with it. Gunn noted that tourism places stress on existing infrastructure. Communities may have to expand their infrastructure to serve an increased demand that is only seasonal, even though the citizens must pay for this infrastructure throughout the whole year. The question of who owns the various infrastructures related to the tourism industry will have much to do with how much of the wealth generated by tourism will remain in the community. Gunn also mentions that tourism can disrupt the existing cultures and sub-cultures of an area (Gunn, 1997). Finally, Gunn identifies a major problem that exists for the tourism industry of the Okanagan, and that is the problem of more extreme reactions against tourism and larger disruptions caused by tourism. Gunn quotes Mathieson and Wall who state:

A few researchers are beginning to identify social impacts in terms of irritation to residents, shifts from euphoria to xenophobia, cultural dislocation, introduction of conflicting ideologies, promise of unattainable goals and increased community divisiveness (quoted in Gunn, 1997, p 11).

Writings about the development of tourism amenities all caution against over-development and building a dependence on the cycles of the tourism economy.

Robbins states:

There is no doubt that tourism is an alternative to a boom-and-bust natural resource economy. It creates a native constituency for protection. It is clean and creates a more stable economy. It creates an economic argument for natural and historical preservation. What people haven't looked at is whether we're trading one kind of colonial status for another (Robbins, July/ August, 1991, p 93).

The fact that tourism focuses on reaching for external markets means that communities relying on tourism income will be subordinate to visiting tourists.

## **Ecotourism**

Ecotourism presents an enhancement of tourism development and introduces an ethical element to the debate about economic development practice. Ecotourism is:

An enlightening nature travel experience that contributes to the conservation of the ecosystem while respecting the integrity of host communities (Scace *et al.* in Wight, 1993, 3).

The pursuit of initiatives that develop ecotourism resources is also driven by the fact that the ecotourism market is already a strong market that is predicted to continue to grow. Ecotourism is explored in this document because the Forestry Strategy that suggested the development of the South Okanagan and Similkameen

Interpretive Trails Network framed the development of trails as an initiative aimed at developing ecotourism amenities. The South Okanagan and Similkameen areas are well suited to such development because of the unique environment that exists in the area.

### **Ecotourism and Sectoral Development**

Though ecotourism development is another form of sectoral development, the ideological underpinnings of ecotourism cause it to require a different approach to planning. Progressive ecotourism planning sees an ethical basis for ecotourism where ecotourism is not driven by market forces (Wight, 1993; HLA/ARA, 1995; Mandziuk, 1994). Conservation and stewardship of the resources visited are the prime underlying philosophies of an ethics based ecotourism (Hvenegaard, 1994; Wight, Winter 1993; Wight, Dec 1993; Manning, 1996; Eagles, 1996). Sustainability of the ecotourism resource becomes one of the prime motivations within ecotourism practice. The question then becomes how to balance the traditional cultural needs of a population with the ethically based stewardship role that is suggested by framing a project as an ecotourism initiative.

It is clear from the definitions offered in several sources that ecotourism is not simply the combination of nature and tourism. If the resource is not protected, then the benefits that flow to an area may be reduced. MacGregor states other points that distinguish ecotourism practice. He listed nine points that make up the key characteristics of an ecotourism initiative and these are presented in *Figure 1-1*.

*Figure 1-1. Characteristics of an Ecotourism Initiative (MacGregor, 1991).*

1. Involves first hand experience with the natural and the cultural environment.
2. Involves experiencing nature on its terms, not those of the tourist.
3. Recognizes that the natural and cultural resources are the key element of a nature travel experience and therefore, accepts that there are limits to use (supply driven management).
4. Promotes positive environmental ethics.
5. Provides benefits to participants through education and interpretation (shared experiences).
6. Provides economic benefits to the tourism industry.
7. Includes grassroots involvement from the initial planning to the product delivery.
8. Directs a portion of the economic benefits toward the maintenance and enhancement of the resource base.
9. Responds to the needs of the community by providing sustainable development opportunities.

These nine points allude to the ethical basis of ecotourism. The approach to development using an ecotourism strategy differs from other types of sectoral economic development. The heavy emphasis on issues of stewardship and responsibility change the approach that must be taken in the development process.

This section explores how one constructs a development process with the ethical and conceptual basis of ecotourism being considered. This places a further constraint on the planning process, forcing the economic development practitioner to closely examine the process used in the development of the ecotourism amenity.

Mandziuk's *Ecotourism Strategy for the Osoyoos Region of British Columbia* offers a list of planning and management practices that have emerged from ecotourism development. Best practices would include:

- involvement of all key stakeholders;
- development of interpretive programs;
- establishment of ecotourism guidelines for protected areas and neighbouring communities;
- consideration of carrying capacity and zoning in visitor management;
- promotion of environmentally and culturally sensitive design for ecotourism facilities;
- application of the business disciplines of marketing, human resources, and finance; and
- creation of marketing and evaluation programs (1994).

By allowing the broadly based community process to control how tourism will take place, the negative impact of unrestrained tourism may be mitigated. This would ensure that any tourism development is open to public consideration. The particulars of ecotourism are further complicated when one comes to consider trail development in the context of local economic development.

### **Trail Development as Local Economic Development**

Trail development is the development of amenities that are intended to positively effect the local economy. There are many reasons that trail development is now seen as a way that communities can increase tourism. Many communities, such as Banff, Alberta, Methow Valley in Washington State and Moab, Utah, have built a portion of their tourism economies on the development of trails (Ricks, 1999, author unknown. *How the Methow Valley Grew an Economy.*). Trails can provide access to community resources or can link community resources. Increasingly, communities blessed by interesting landscapes that provide recreational



opportunities are seeing these as economic resources contributing to the community.

Trails are desirable forms of development as they are rather inexpensive to develop and can utilize existing corridors, such as roadways, logging roads and abandoned rail grades. With regard to ecotourism, trails can be an excellent way to provide users with access to ecotourism amenities and can provide a location for ecotourism pursuits. Some trails may actually be ecotourism amenities in their own right.

Trail development falls into the niche of economic development practice that attempts to stimulate the local economy through the provision of amenities. Trails are a positive amenity within a local economy for several reasons. Trails add value to land (Lanarc, 1995, RTCA, 1993) and trails are often a selling feature of real estate. In places where there have been successful trail developments, real estate agents may use the amenity of a trail as a selling feature of a particular property (RTCA, 1993). Trail development can assist in the provision of ecotourism information through the development of interpretation (Lanarc, 1995). The development of a trail amenity may affect the locational dynamics within a community. Such developments may add value to a neighbourhood, thereby stimulating economic growth.

There are several other ways that trail development can effect local economic development. Trail developments may assist to increase residential spending in the community. If one has a variety of amenities at hand, a person may be less likely to seek recreational amenities in other communities (Lanarc, 1995; McNulty, 1985). In addition, spending can increase in relation to the actual amenity that is being created. Trails may provide new locations for vendors and may increase sales in relation to recreation supplies (RTCA, 1993). Trails may also assist in attracting visitors to an area. Trails provide an amenity that may increase the frequency of stays and the length of each individual stay (Lanarc, 1995). Trails,

when coupled with interpretive aspects, may provide an amenity for a more sophisticated tourism clientele. Finally, the development of trail amenities, like the development of any amenity, contributes to an area's ability to market itself to attract new businesses and residents.

Trail development offers other potential benefits to a community. Increased exercise associated with increased use of trails in a community, may result in reduced health costs to a population. Trail development also often contributes to targeted employment development. Because many of the tasks associated with trail development require a minimal level of skills, trail developments are well suited to targeted youth employment programs and other initiatives that aim to assist under-employed groups. Skill development initiatives can be attached to more elaborate trails. Trail construction crews may gain valuable skills through the development of bridges and other structures developed for trails.

## **Community Economic Development**

Community economic development (CED) is based on processes measuring business impacts, social impacts, environmental impacts and cultural impacts. On an economic development continuum, CED is more closely aligned with ecotourism development. CED allows for a more holistic view of tourism development within a community. However, there are aspects of local economic development practice that are common across the economic development continuum. The difference between local and community economic development practices lies in the question of who benefits from development and who pays for the benefit, and where are resources drawn from.

### **CED and Economic Development Practice**

CED is like local economic development in many ways, yet CED proposes that development occur in a different way. Through CED practice, there is a concentration on process and participation used as vehicles to develop skills

within the community while engaging in the economic development initiative. Cumming discusses the relationship between the product of the economic development initiative, and process followed to arrive at this decision.

The *process* of economic development can be as beneficial to people as the *product*. Local economic development agencies which, through their exclusive decision-making, do not use the process itself as a development tool are missing opportunities to bring about real change. They end up promoting community strategies, when they should be building them (Cumming et al, 1993, 14).

CED aims to turn residents into vigorous participants in the local economy. It requires grassroots participation in the planning process. It enables local people to mobilize and increase their resources and capabilities (Cumming et al, 1993, 15).

CED takes an approach that looks more closely at the aspect of 'community' that was mentioned as a key concern in an ecotourism development process. There are several ways to approach the issues of 'choice' and 'allocation' of resources in a society. The issue of competing goals for the allocation of resources must be dealt with in economic interventions. An intervention strategy may reallocate value within a community thereby raising the economic status of one group over another. If the goal of the development process is to provide a 'broadly based' economic impact, then an economic development practitioner should be keenly aware of how resources are distributed in a community. The economic development practitioner should insure that such resources are examined in the construction of economic development plans. CED practice instructs practitioners to look at how wealth and power issues play out in the community and makes the reworking of these relationships part of the development process (Douglas, 1994).

CED also attempts to build on the strengths contained within a community rather than reaching out to the provincial or national economy when economic difficulties arise. CED attempts to supplant current patterns of living with new

patterns that support the growth of the community in a holistic sense. That is, the community as a whole is developed. This echoes the approach advocated by Nozick. Nozick's concentration on broadly based consultation and grassroots development is very different from LED practice which may include input from the elite of a community, but will often not include grassroots involvement. As such, LED concentrates on completing tasks and is not generally focused on the capacity of a community to develop itself.

Nozick describes a situation where participants in a CED process become empowered through their very participation in the process. She states that one of the principles of CED is:

Empowerment of communities through self-management and local control, using democratic processes that maximize community and grassroots participation (Nozick, 1990, 18).

Nozick's declaration of the importance of empowerment echoes Perry's assertion that the process is often as important as the eventual outcome of the process (Perry, 1989). Therefore, ecotourism initiatives may be more closely aligned with CED processes and CED may be the more appropriate vehicle to drive a project that has ecotourism as its focus.

## Summary

This chapter has traced local economic development theory and has discussed the various interventions that constitute local economic development. Various strategies are employed to affect the size and function of the local economy. Traditional local economic development strategies have sought to attract resources from outside the community thereby decreasing unemployment. A concentration of economic development initiatives focuses on specific sectors of the economy. Sectoral development concentrates on winning resources and bringing improvements to a particular sector. Germane to this initiative is the development

of infrastructure to increase the functioning of particular sectors. In the case of the South Okanagan and Similkameen Interpretive Trails Network, there is a deliberate focus on developing amenities for ecotourism. Ecotourism under best practices is a principle-centred tourism development. Key principles of ecotourism development include issues of resource conservation and stewardship along with a focus on the host community's needs for and in a development. The principle-centred nature of ecotourism relates closely to the practice of CED. CED is an economic development practice that focuses on human needs and a holistic approach to development, and so encapsulates the goals pursued in an ecotourism amenity development plan. The next chapter will provide the regulatory framework into which trail developments are placed.



# Chapter Two - Trail Planning in a Multi-Jurisdictional Context

A single trail may cross several jurisdictions, multiple land uses, with different landowners and land tenure holders. These jurisdictional and land use issues complicate the trail development process. This jurisdictional framework is further affected by difficult geography. The geography of British Columbia is mountainous and the population is generally sparse. Valleys are inhabited and used intensely for agriculture. Significant highlands and mountainous areas that experience cooler summer and winter temperatures mark the geography. These higher areas are generally less suitable for settlement, and so the populated areas are concentrated in the warmer valley areas. This concentrates multiple jurisdictions into a relatively small area. For those interested in planning trails, the number of different jurisdictions found within these relatively small lowland areas presents a particular challenge. These jurisdictional issues will influence and shape the decisions that are made with regard to the route that a trail will take. This chapter will present the many jurisdictions that affect trail development giving the reader an indication of the jurisdictional issues related to trail development as they exist today.

In the Okanagan-Similkameen region, land that lies in the valleys is generally owned privately, or is held in trust by the Crown for First Nations. Land outside of the valleys may be part of First Nations land but is in most cases owned by the Crown. Land-use in British Columbia is most often under the direction of the Provincial Crown. The Crown administers land under a number of different

ministries and departments. The Forest Service administers the greatest portion of the land. The Ministry of Environment administers other areas and it is further divided into smaller management units like BC Parks and BC Lands. The remainder of the land base is administered by municipalities and by First Nations. Multiple uses are overlaid under single jurisdictions. The Forest Service regulates uses, including cattle grazing, outfitting and recreation. In some cases, permits for each of these uses are offered on a single area of Crown lands.

In British Columbia, the Crown holds tenure to the great majority of land, and leases certain rights on certain sections of land back to users. Therefore, a single piece of land may have multiple uses overlaid. One company may own the timber rights to a piece of land, while another owns the grazing rights on that land, while still another may own the outfitting license for that area. All of these stakeholders must be consulted in the development of trails. In addition, different Ministries of the Provincial Government may administer various pieces of land depending on their current or historical use. There are generally no coordinated maps to refer to in the development of a trail. Through a process of inquiry based on trial and error, one must attempt to establish the land tenure and management jurisdiction in a given area. This complicated situation applies to all areas that are not populated or used for roadways.

*Figure 2-1 and 2-2* outline the complexity of trying to develop green corridors. There are multiple sets of rules affecting different aspects of the same piece of land. Each of these rules applies to a particular part of what needs to be regulated and the management of these issues can come from unrelated Ministries who have no formal structure to coordinate land use issues. For larger projects involving multiple jurisdictions and land users, the Crown has created the Land Use Coordination Office (LUCO). LUCO attempts to secure larger projects by providing coordination between the various land management authorities.



The complexity of these rules indicates that one must take a cautionary approach to developing trails. This is why gaining input from a number of interests is important in the initial development of a trail plan. By surveying issues that might affect the development of a particular trail, the trail development planner can avoid spending substantial time on projects that will not be built because of a single issue stemming from a particular management issue.

In the valley bottoms, more intense use means more intense regulation. In the South Okanagan and Similkameen, land is regulated by the Regional District of Okanagan-Similkameen, Towns and Cities, and by the Agricultural Land Commission's Agricultural Land Reserve.

*Figure 2-1* lists the various government agencies that may regulate a portion of a trail development. It should be noted that *Figure 2-1* is not complete. Several other laws should be considered in the development of trails and trail networks. These laws include the Constitution Act (1982), the Indian Act (1993) and any treaties that have been negotiated in the area.

*Figure 2-1. Laws Affecting Green Space Development (Lanarc, 1995, 44)*

### **Federal**

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- Fisheries Act
- Migratory Birds Convention Act
- Navigable Waters Protection Act

### **Provincial**

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- |                                 |                                |
|---------------------------------|--------------------------------|
| • Forest Practices Code Act     | • Environmental Assessment Act |
| • Forest Land Reserve Act       | • Wildlife Act                 |
| • Agricultural Land Reserve Act | • Fisheries (BC) Act           |
| • Municipal Act                 | • Highways Act                 |
| • Growth Strategies Act         | • Heritage Conservation Act    |
| • Land Titles Act               | • Waste Management Act         |
| • Health Act                    | • Soil Conservation Act        |
| • Water Act                     |                                |

### **Local Government**

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- |                             |                           |
|-----------------------------|---------------------------|
| • Official Community Plans  | • Development Cost Charge |
| • Development Permits       | Bylaws                    |
| • Zoning Bylaws             | • Tree Protection Bylaws  |
| • Subdivision Bylaws        | • Environmental Bylaws    |
| • Building Bylaws           | (Lanarc, 1995, 44)        |
| • Engineering Standards     |                           |
| • Works and Services Bylaws |                           |

Each regulatory agency has a different concentration for its regulations. These are detailed in *Figure 2-2*.

*Figure 2-2. Regulatory Bodies, Issues and Considerations for Trail Development (Lanarc, 1995, Indian Act, R.S. c1-6 s.28 (2) 1993)*

<b>Manager or Regulatory Body</b>	<b>Jurisdiction and Issues Overseen</b>	<b>Considerations in Trail Development</b>
Ministry of Forests - BC Forest Service	Oversees all lands Crown lands used for Forestry purposes. Mandate is to ensure management of forest resource.	Trail development in these areas must exist concurrently with timber extraction activities.
Ministry of Environment, Lands and Parks, BC Parks	Oversees the upkeep and management of Provincial Parks. Mandate is to ensure that Provincial Parks are managed according to the objectives of the particular park. Parks may be primarily locations of recreation, or wilderness protection.	Trail development has taken place in Provincial Parks, although Parks budgets have not kept pace with the increases in park space.
Ministry of Transportation and Highways	Oversees the development of roads and manages road rights of way. MoTH also oversees the purchase and management of rights of way for future road expansions. MoTH also manages access to Highways and public information signage that appears on highways.	Trail development may occur on or adjacent to MoTH rights-of-way. MoTH must be consulted when such development takes place. MoTH must also be consulted with regard to entrance and exit to highways and signage.
Regional District of Okanagan-Similkameen	RDOS regulates development within the Regional District outside of municipalities. RDOS also has a parks mandate which allows the regional district to develop regional parks.	The Regional Parks initiative may be the vehicle for long-term stewardship of the Interpretive Trails Network.
Municipalities	Municipalities regulate and direct their own development and control their own park functions.	Municipalities may also be potential stewards of certain trail developments.
First Nations Lands	First Nations land is controlled by the Department of Indian and Northern Development which is the trustee for band reserve lands. The jurisdictional issues regarding traditional lands are uncertain at this point.	First Nations in the South Okanagan and Similkameen control some of the most significant tracts of greenfield land. These Bands may wish to partner in the development of trails.
Private Land	Owner/ Occupiers oversee the management of private land.	Landowners may wish to contribute land or rights of crossing to a public organization overseeing the development of trails.

# Public Land

## **BC Forest Service**

The Ministry of Forests oversees several Forestry area recreational developments. These areas include the management of access to logging cut block areas, the development and administration of trails, campsite and other recreation related facilities. In the Penticton Forest District, which covers the area considered for development, the Ministry of Forests employs a Recreation Specialist. This person oversees the development and regulation of trails in Forest Service jurisdiction issues. This person recommends trail developments to the District Manager for the Forest Service. These recommendations are the result of the analysis of a specific trail development plan that must be prepared and submitted by the trail proponent. The Forest Service may require changes to a development plan based on the requirements of fire protection and long-term maintenance.

Not all activities occurring on Crown Forest lands have to be approved by the Crown Forest District Manager. Such activities, as well as those not requiring approval, are outlined in the Forest Practices Code under Section 102. Section 102 states:

You [the trail proponent] do not need approval for basic public access or basic recreational use of public forest land, such as:

- basic access, route finding or route marking;
- minor clearing of brush or downed trees;
- construction of temporary rustic structures, such as rock fire rings or latrines.

You [the trail proponent] do need approval for activities that involve:

- significant ground disturbance;
- clearing or cutting of vegetation; or,
- construction of long lasting structures, such as stairs, bridges or corrals (Outdoor Recreation et al. pamphlet, no date; Forest Practices Code Act, Section 102, 1995).

If the proponent of a trail development is completing work that does not fall into the categories stated above, then one must seek the approval of the Forest Service District Manager through the following process outlined in the Section 102 of the Forest Practices Code. Section 102 states that a proposal for the approval of trail work must include:

- the purpose of your proposed trail or recreation facility and its expected use;
- the location of your proposed work (preferably with a map); and a
- demonstration of your capability and commitment to provide maintenance over the long term (Outdoor Recreation et al. pamphlet, no date; Forest Practices Code Act, Section 102, 1995).

The Forest Service District Manager may refuse a proposal because of: a significant risk to public safety; unacceptable damage to the environment; or unresolvable conflict with other resource values or users (Outdoor Recreation et al. pamphlet, no date; Forest Practices Code Act, Section 102, 1995). The Forest Service also oversees other uses of Crown Forest lands including grazing and timber extraction.

## **Ministry of Environment, Lands and Parks**

This Ministry oversees many areas that may be of interest to those interested in trail development. This Ministry is responsible for the development, upkeep and maintenance of Provincial Parks, and manages Environment Reserves and the lands owned by the Nature Trust. In addition, staff from this Ministry administers the Wildlife Management Plans for the area. There are significant wildlife management areas, many of which are related to a substantial population of California Bighorn Sheep. There are federal wildlife reserves in the area. There are also a number of unique natural areas that are held by the Nature Trust. Within the area covered by this study, valley Provincial Parks tend to include roadside camping areas. The most significant Provincial Park in the area is Cathedral Provincial Park. This large and remote park is one of the greatest ecotourism opportunities in the study area. Although the current slate of trail developments does not include development in Cathedral Provincial Park, the Easygoing Creek Trail lies just west

of the Park. The Easygoing Creek Trail provides a portion of a link between Cathedral Provincial Park and Manning Provincial Park.

### **Ministry of Transportation and Highways**

The Ministry of Transportation and Highways (MoTH) holds great power over development in rural British Columbia. MoTH manages the development and upkeep of all non-municipal, non-private, non-forestry service roads in the Region. As such, any trail development that is near, or interfaces with, a road requires approval from the MoTH. In addition, MoTH owns several rights of way on land that the Ministry anticipates will be required for future road development. Trail development taking place on this land must meet with MoTH approval. MoTH has standards regarding how the interface of road traffic and bicycles should take place on highways designated as bike or trail routes although in some cases, depending on the intensity of vehicular use, trail use may be allowed on public roads.

### **Agricultural Land Commission**

The Agricultural Land Commission (ALC) oversees development issues in designated agricultural lands. The Agricultural Land Reserve (ALR) was created in 1973 and represents 5% of the total land base of British Columbia. The ALR was created to secure agricultural land and to stem the tide of conversion of agricultural lands to other uses. The ALC has several policies related to the development of trails through agricultural areas. Agricultural interface in the Okanagan and Similkameen valleys relates to orchard, vineyard and ranching operations. The ALC is concerned about interfaces between agricultural lands and non-agricultural uses. For orchard and vineyard operations, the main concerns with regard to the interface of agricultural and recreational uses relate to issues of rock-throws from mowers and spray drift from crop spraying. For the ranching industry, concern centres around the inconvenience and potential threat that recreational trails represent. Ranchers are concerned about the dogs of recreation users interfering with cattle. These concerns are held with regard to ALR land that interfaces with trail corridors and with regard to Crown lands with grazing leases. The Commission considers

agricultural uses within the ALR to be similar to industrial uses and prescribes that, where possible, planning considerations for trails take this relationship into account. Therefore, with regard to the development of trails, the ALC recommends appropriate considerations for this interface. This is particularly difficult with regard to a linear corridor such as a trail because the length of the interface increases the exposure. The ALC is also concerned about trail corridors disrupting agricultural practices (ALC information sheet, 1995, ALC, Preserving Our Foodlands pamphlet, no date)

## **Regional District of Okanagan Similkameen**

The Regional District is generally not a regulator of the development of trails. In other Regional Districts, trail development may be integrated into the parks and environmental management of the jurisdiction. Their area of regulation covers all building construction within the Regional District, yet outside of First Nations lands or Municipal boundaries. This is not likely to affect the development of trails unless some sort of elaborate trail kiosk is built. The Regional District has adopted the parks initiative offered to regional districts under the Municipal Act; the RDOS has several parks that they operate through this system. However, the budget available for this parks function is not sufficient to cover the upkeep of current facilities. In order for the Regional District to pursue a more proactive role in the provision of recreational amenities, there has to be the political will to allocate sufficient funding to the parks budget.

## **Municipal Lands**

Generally, municipal lands are owned and fall within the jurisdiction of local government. The town or city must then address ways of establishing recreation facilities either by purchasing rights of ways outright, or by applying innovative solutions for the securing of trail right-of-ways.

## **First Nations Reserve Lands**

It should be noted that the information presented in this section reflect the situation of First Nations of the South Okanagan and Similkameen areas. This information may not be applicable to First Nations in other parts of British Columbia and Canada. First Nations land is Federal jurisdiction that is administered through the Indian Act. Band councils, sanctioned by the Department of Indian Affairs and Northern Development, may allow trails to be developed on the reserve. The approving officer for such work would be the Crown, and any agreement would be between the First Nation and the trail proponent. A permit, as outlined in the Indian Act, R.S. cI-6 s.28(2), 1993, is required and this permit requires the approval of the band council in the form of a band council resolution. The granting of a permit under 28(2) may require an environmental assessment and will require a survey of the trail route. Failure to obtain these approvals opens the developers of trails to potential liability issues.

It should also be noted that the Delgamuukw decision has changed the duty of responsibility for consultation. What constitutes appropriate consultation and how traditional territory is defined have not yet been established. The recommendation is that planners cast a wide net with regard to consultation (Chambot et al, 1999).

## **Innovative Partnerships**

The jurisdictional issues presented in this chapter frame many of the things that cannot be achieved in various jurisdictions. This short section will provide an overview of some of the innovative ways of securing corridors for trail development in the Province of British Columbia. The following options are presented in the Province of British Columbia Stewardship Series booklet entitled *Community Greenways: Linking Communities to Country and People to Nature*. These options appear in Figure 2-3.



Figure 2-3. *Innovative Partnership Options* (Lanarc, 1995, 51)

#### **Highway Environment Branch**

The Roadside Development Section develops policies and programs affecting the landscape development and maintenance of highway roadsides. Ongoing vegetation management planning takes into consideration aesthetics and plant ecology, such as wildflower programs, native plant regeneration, and streambank erosion control. A scenic highway program is under development and greenway planners should consider integration of scenic highway routes with local and regional greenway interpretation plans.

#### **Bicycle Connections**

Bicycle routes in Greenways should include linkages to roadway bicycle routes. Consider possibilities for joint construction and bikeway maintenance programs within highway rights of way.

#### **Highway Safety Rest Areas**

Coordinate recreation walkways with highway safety rest areas as pathway starting and ending points.

Use safety rest area interpretive sign programs to describe greenway programs to visiting and local travellers.

#### **BC Hydro/ West Kootenay Power**

BC Hydro recognizes the need and benefits of multiple use agreements for their transmission corridors and have published guidelines for secondary use applications. BC Hydro owns very little of the land on which transmission corridors are built. Discussion about joint use agreements must also include landowner and other parties with interests registered on title.

BC Hydro reviews applications on an ongoing basis, approving applications which:  
Are safe.

Respect the security of B.C. Hydro/WKP works, property rights, and B.C. Hydro/WKP's ability to serve customers.

Will not compromise B.C Hydro/WKP's future requirements for additions, modifications, and maintenance of the electrical transmission system.

#### **Underground Pipelines**

Transmission corridors and land holdings for pipelines could be treated in a similar way to hydro corridors.

#### **Active Rail Corridors**

Rail lines are usually developed with 100 ft. rights of way on land owned by the rail companies. Agreements for recreational access are considered on these corridors, provided that they do not interfere with rail operations, and are safe.

Typically, recreational pathways are considered where:

- Pathways can be located at the edge of the right of way 40 to 50 ft. from the track.

- A physical separation, fence or barrier, between pedestrians, and rail traffic can be provided.

Joint use is allowed in the form of a contractual agreement, but access covenants registered against the land title are not allowed.

#### **Innactive Rail Corridors**

In many situations around British Columbia, rail lines have been abandoned. These abandoned rail corridors provide ideal opportunities for rail to trail conversions.

#### **Municipal Corridors**

Options exist for cooperation with local government departments.

Initiate discussions with engineering departments about joint use of sewer rights of way.

Encourage revision of street standards for special circumstances where environmental values are high.

Finally, the encouragement of open space design is suggested as a possible way to encourage the provision of open spaces for recreation. In this concept, rural development is clustered into a smaller area of a site, to allow for the retention of large areas of undeveloped land. *Figure 2-4* details some of the land tenure alternatives that can assist trail development planners to secure corridors through properties. These range from the outright purchase of land, through to permanent designations which are registered with the BC Lands Land Titles Office and run with the title, to temporary agreements made between landowners and trail proponents.

Figure 2-4. Land Tenure Alternatives (Lanarc, 1995, 42,43)

	Purpose	Cost	Tenure	Responsibility
<b>Land Purchases</b> Includes land acquired for public use such as parks, open spaces, and owned fee simple by government. Such lands may be acquired through direct purchase, or through 5% parks and 5% schools dedication provided during subdivision.	Provides direct control over land use. Suitable where greenway uses are the primary function of the land. May be required where environmental regulations effect land such that no economic use is possible.	Purchase may be too expensive where land is required in urban areas. Where greenways are established in undeveloped areas, land acquisition may provide maximum flexibility for future development with a minimum investment.	Direct purchase provides long term stability for planning because ownership of all land rights is secure.	All issues of maintenance and liability will reside with the local government where land is purchased for greenways.
<b>Easements</b> Can be negotiated with landowners to ensure access for maintenance or recreation purposes.	Easements can be obtained with the owner's permission, to provide recreational or maintenance access	Capital costs for acquisition are reduced or eliminated.	Tenure remains with landowner.	Maintenance issues can be solved in the formation of the agreement.
<b>Conservation Covenants</b> Can be registered against a land title and can be held by governments, or registered conservation organizations.	Conservation covenants can be provided to allow registered conservation organizations to manage land to preserve environmental heritage for all Canadians.	Capital costs for acquisition are reduced or eliminated.	Either a level of government or a conservation organization holds tenure via the covenant. For enforcement of covenant terms, a conservation organization may be a more effective covenant holder.	In covenanted areas, all issues of maintenance and liability will reside with the underlying owner. Special agreements may be necessary for public access. Maintenance responsibility can be transferred to a conservation organization.
<b>Leases and Contract Arrangements</b> Agreements can be negotiated with landowners to provide for a variety of activities on private land.	Can be negotiated for specific conditions. The terms and length of these contracts can be varied to suit conditions.	Capital costs for acquisitions are reduced. Terms of agreement can be negotiated to match local government budgets.	Security of arrangement is related to the terms of the contract or lease. Sale or transfer of the property may affect contractual arrangements.	Can be varied by the terms of the agreement. Leased land can be maintained by the local government, or by the owner.

# Private Land

Liability issues frame any trail development that takes place on private land (Robertson, 1986). Landowners are legitimately concerned about the liability issues faced when trail users cross private land. Recent changes to the Occupiers Liability Act have changed the exposure of landowners to liability for injuries that occur on owned land. These changes mean that all acts that are not the result of malicious activities by the landowner are not the responsibility of the landowner, but instead are the responsibility of the individual recreating. This lowers the level of responsibility that a landowner must take for individuals crossing portions of private land (Bill 16-1998). These changes to the Occupier's Liability Act are based on changes made to a similar Act by the Province of Ontario. A copy of the recently completed changes to the Occupier's Liability Act is included in Appendix A.

## Summary

This chapter outlined the scope of legal jurisdictional and management issues that have been encountered in the development of the South Okanagan and Similkameen Interpretive Trails Network. It is clear from this examination that the development of linear corridors for trail use is a difficult task, due to fact that linear corridors come into contact with multiple landowners governed by multiple jurisdictions. Those wishing to develop trails in British Columbia must be aware of the complex management structure that oversees the development of lands for recreation purposes.

As has been stated, the land base is administered and managed by the Provincial Crown, and the Crown then subdivides the jurisdictional powers by department related to the various areas of expertise. This complicated jurisdictional situation is further tangled by the unique and difficult geography of British Columbia. Individuals or groups developing trails should become aware of the multiple jurisdictions that will affect the route a trail may take. Trail planners must work to build support and broker compromises that reflect the management goals of each jurisdiction, while at the same time, deal with adjacent

landowner concerns. This chapter has offered a small toolbox of methods that can be employed to gain trail passage through an area.

For the South Okanagan and Similkameen Interpretive Trails Network, jurisdictional issues frame the trail development planning process. The best places for trails may be unreachable because the jurisdictional issues are unresolvable. Trail planners walk a fine line between meeting the needs of adjacent landowners and providing positive trail experiences for trail users. Caught between the jurisdictional issues, adjacent landowner issues and positive trail development experience, the trail planner must consider the basis of good trail development practice. The next chapter outlines the planning process and practices that contribute to the development of better trails.



# Chapter Three - Trail Development Planning

This chapter discusses trail planning and uses the methodology presented in a guidebook prepared for the Province of British Columbia entitled *Community Greenways: Linking Communities to Country and People to Nature* (Lanarc, 1995). Although other processes for trail planning were explored<sup>1</sup>, the Greenways process was chosen because it is particular to the development circumstances of British Columbia and because it operates from the perspective espoused by the researcher. That is, the Greenways process holds the importance of grassroots community participation in the development process in high regard. The process that is presented in Greenways is thorough and offers a useful guide to the intricacies of trail and greenway development in British Columbia. The chapter details the specific stages suggested in the Greenways process and offers additional information regarding trail development planning. Also outlined is information gathered in the literature review for this project. Issues considered include the siting of trails relative to population centres, minimizing trail conflict and ways of encouraging good conduct on trails.

*Greenways* offers a methodology tailored to the geographic, legislative and jurisdictional parameters of greenway development in British Columbia. Greenways as defined in this document include conservation corridors and parks along with trails. The guidebook gives a succinct account of the multiple jurisdictions and agency management agendas that effect trail development in the province. The Greenways process is particularly useful in the way that it manages to disarm conflict between agriculturalists, recreationalists and conservationists. By including these three groups in the greenways

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<sup>1</sup> Strategic approaches from other areas were examined (e.g. Washington State, Oregon, City of Richmond, Greater Vancouver Regional District) but these were not studied further as they did not offer a process that was applicable to analysis conducted in this study. The processes in these documents did not include broad grassroots community input or were of a scope which was too broad or too narrow to be applied in this study.

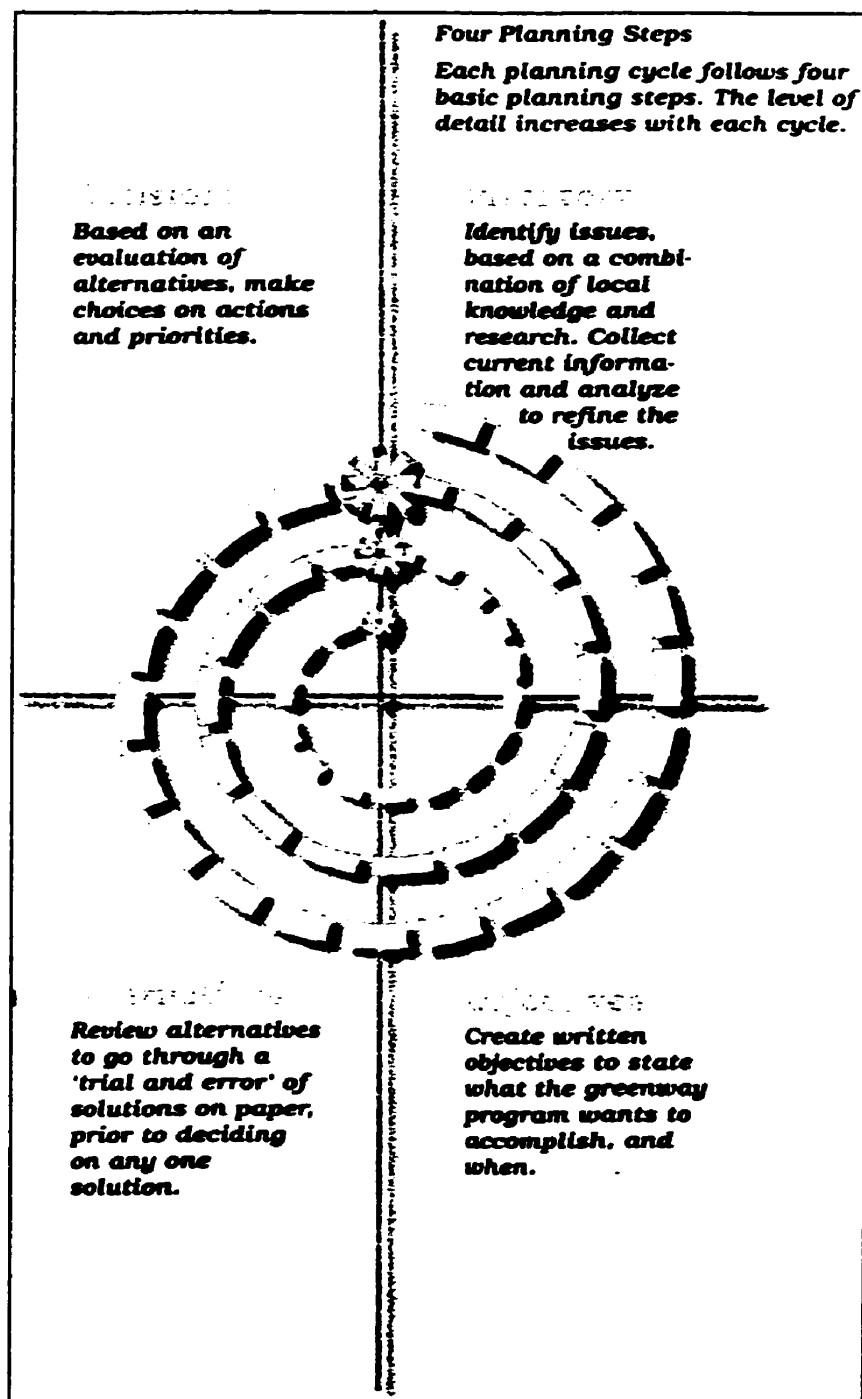
process, conflict between these groups is neutralized. The planning method discussed in this chapter is supplemented with information gathered from the literature survey.

The Greenways process includes three key stages that take the trail planner from the general idea of development for a trail or greenway network, to the specific application of trail development knowledge in the actual development of trails. The three stages in the Greenways process are:

- the Vision Stage;
- the Strategic Plan Stage; and
- the Detailed Design Stage (Lanarc, 1995)

Figure 3-1. The Steps of the Planning Cycles of the Greenways Process.

In each stage, each of these steps is followed. The stars represent the change from stage to stage. The narrowing spiral represents the continuing move from general direction to detail (Lanarc, 1995, 23).





Each of these stages consists of four planning steps and these four planning steps are repeated through each of the three stages in the Greenways process (Lanarc, 1995). The four planning steps include: conducting an inventory; defining objectives; listing alternatives and making decisions (Lanarc, 1995). *Figure 3-1* details the process stages as they move thorough and repeat the planning steps in each stage with increasing levels of detail. The spiralling line in *Figure 3-1* represents the Vision Stage, on the outside of the spiral. The middle part of the spiral represents the Strategic Plan and the innermost spiral is the Detailed Design stage. The Greenways process also instructs trail and greenway proponents to consider a number of issues that will affect the long-term operation of the greenway plan. *Figure 3-2* lists the stages and lists the considerations that likely apply to each stage.

*Figure 3-2. Considerations for Trail Planners at Each Stage of the Trail Development Process.*

Stage in Development Process	Considerations for Stages of Development
Vision Stage	Concept development
	Small working group
	Scoping opportunities and threats
	Potential partner identification
	Identifying Potential Projects
	Cost and benefits identification
	Include funders in initial discussion
	Consider committee structure
	Later part of Vision Stage includes public
Strategic Planning Stage	Consider opportunities
	Consider the audience for the amenity
	Develop partnerships
Detailed Design Stage	Considers costs
	Consideration of management issues
	Utilize existing design standards
	Consider risk
	Consider parking, maps and signage
	Consider and minimize environmental impact
	Consider future management issues
	Design out conflict
	Establish users code of ethics

Because the Greenways process is circular and deals with most issues during each of the stages, the text will concentrate on those issues that have to be resolved during a particular stage.

## **Vision Stage**

In the Vision stage, issues relating to the context are explored in a general way so as to gain a general understanding of the issues to be faced in the development of a greenway (Lanarc, 1995). The proponent group engaged in the greenways process is directed to discuss overall concepts rather than specific opportunities. Finer grain details, such as what trails will be built and where they will go, are to be determined in the Strategic Plan and Detailed Design stages (Lanarc, 1995). In the Vision stage, the initial planning group does a primary analysis of the strengths, weaknesses, opportunities and threats that may affect trail development (Lanarc, 1995). This initial planning stage sets the scope of potential development and focuses the search for support and partners.

The concept of the greenway is determined in the Vision stage (Lanarc, 1995). In the case of the South Okanagan and Similkameen Interpretive Trails Network, the project leans heavily towards the development of an educational/recreational series of trails. Other greenways projects may consist of a series of green spaces and trails that are linked together. The focus of the greenways process can be on full conservation, or on the conservation of agricultural lands (Lanarc, 1995). Information gathered in this stage includes the "purpose, location and likely partners for the project" (Lanarc, 1995, 25). In scanning opportunities, the trail development team should assess possibilities for linking protected areas. A recreation-based greenways program may address protected areas in a cursory way, although most conservation managers are wary of the infringement of recreation uses on protected areas. The addition of recreationalists creates a further management component, which is for the most part, not funded, to the management of protected areas.

## **Inventory**

In the Inventory planning step, trail planners are trying to get a clearer picture of the context for the development of a greenways or trail program (Lanarc, 1995). The information that is gathered in this stage includes the land status of the area, as well as information regarding fish habitat, wildlife, migratory birds and endangered species (Lanarc, 1995). General aspects of the inventory can be mapped to give a picture of the greenways/ trail potential of each area (Lanarc, 1995). Topography, watercourses, environmental features and land status can be included in this mapping. Consultants, volunteers and students doing research can all be utilized to gather information for the inventory (Lanarc, 1995).

The inventory for a trail development plan should include an initial scope of trail development opportunities (Lanarc, 1995). Such a scope could be achieved in a number of ways. The inventory can be targeted at those who use trails, or those who manage lands on which trails may go (Lanarc, 1995). Supporting information should be gathered and should identify land ownership issues, alternate routes and the various possibilities for the development of a trail development initiative (Lanarc, 1995). This information may be gathered from maps, from the regional district or municipality or other government sources (Lanarc, 1995). As has been stated, there are no coordinated maps, and so the planner may have to compare several maps to gain an understanding of the jurisdiction and management concerns that may affect a certain trail development. This information can be compiled into a catalogue of opportunities (Lanarc, 1995).

Physical development guidelines for trails must consider the setting and interest choices preferred by targeted populations (Kulla, 199 ; Lanarc, 1995). A trail plan must consider the physical infrastructure needs of development including issues like washrooms, parking areas and rest areas just to mention a few (Lanarc, 1995; BC Parks, 1996). At the micro level, these needs include improving staging areas, while at the macro level trail design must consider the needs of the local community in the development of trail amenities (Interagency Committee for Outdoor Recreation, 1991).

This information can be gathered through public consultation and other forms of public involvement. In some cases, this information may be difficult to attain. How, for instance, does one ascertain a potential tourist's needs and aspirations in the plan?

### **Process Structure and Public Involvement**

The vision of the greenways program is developed with a relatively small working group, but through the Vision stage, the greenway proponents should begin to involve the public (Lanarc, 1995). Those brought on may be stakeholders, land managers, or members of the general public (Lanarc, 1995). Suggested forms of public involvement include: "focus groups; public meetings; conservation organizations; direct contact with long-time residents; and public opinion surveys" (Lanarc, 1995, 29). The review of the initial vision and potential projects by the public can reveal missing or inaccurate information (Lanarc, 1995). Greenways proponents are instructed to include the public in the definition of the goals and objectives of the program (Lanarc, 1995). Those involved are instructed to work together to define goals and objectives that are acceptable to all parties (Lanarc, 1995). The public can help to define the alternatives of a greenways program and the broadened input may even result in better alternatives coming forward (Lanarc, 1995).

The Greenways process has a structure that includes a general partnership or alliance, which directs a Steering and Technical Committee (Lanarc, 1995). "This group could include conservation organizations, landowners, politicians, interested individuals, staff from local, provincial, and federal governments and First Nations" (Lanarc, 1995, 27). This structure allows varying levels of interest and time commitment to be involved in the process and separates the technicians from the decision making process, thereby placing the power of decision making into a broader based Steering Committee and Partnership.

### **Building Partnerships**

Greenways proponents should find strategies or allies that might support the development of a greenways program. In the Vision stage, proponents should find what environmental agencies and planners are doing about threats and opportunities (Lanarc, 1995). The greenway alliance can even play a part in coordinating multiple agencies (Lanarc, 1995). Greenways proponents are instructed to gather information regarding the

benefits of the greenways development program, that can be used to convince these agencies and planners of the positive influence that such a program might have (Lanarc, 1995). It is even suggested that the general goals of the greenways program be presented on a map (Lanarc, 1995).

How these groups are involved and what part they play in the development of the greenways program, will depend somewhat on the willingness of those driving the process to allow citizen control. If these groups are brought in too late in the process, those asked to be involved may see themselves endorsing decisions rather than shaping them. However, if the public is involved from the initial stages, there may be more difficulty agreeing on objectives. This is especially true with recreational developments that challenge the traditional uses of Crown Land, such as ranching and forestry.

Funding partners and support can also be gathered in the Vision stage. Proponents should take the vision, objectives and potential projects and develop a presentation package that can be tailored to the specific mandates of each organization (Lanarc, 1995). These packages can should talk about the costs and benefits of the projects (Lanarc, 1995).

Threats to the greenways process should also be identified (Lanarc, 1995). These threats can be in the form of upcoming development plans, upcoming sales of lands (Lanarc, 1995). The greenways proponents should also identify any existing informal trails, or green space that may be threatened (Lanarc, 1995).

## **Funding**

Funding should be considered in the initial stages of trail or greenway development (Lanarc, 1995). Trail developers throughout North America have developed various ways of obtaining funds to develop trails. Outside of British Columbia, other governments use taxes collected on recreational products to subsidize the development and maintenance of trails (Thomson, 1986; Interagency Committee for Outdoor Recreation, 1991; Thompson, 1994). Still other jurisdictions have used direct pay systems. In Washington State, the Snowpass system collects funds from those individuals using the facilities and puts these towards the development of trails (Interagency Council for Outdoor Recreation, 1991). Other areas have instituted a direct user pay system. The most notable case in Western

Canada is the scheduling and pay for use system used on the West Coast Trail. In this system, trail users make reservations and must pay \$200 for the right to hike the trail. These funding methods are not mentioned in *Greenways*, but they may play a part in the future development and upkeep of trails in British Columbia, especially if demand on trail amenities increases as predicted. Other organizations will utilize donation systems to pay for the upkeep of trails (Thompson, 1994). Such is the case with the Myra Canyon Trestle Restoration Society that uses the locked donation boxes to solicit funds.

Organizations can also institute parking fees to assist in the funding of the upkeep of trails, but such fees may mean increased time requirements for trail managers to manage parking issues. Parking at some trailheads may also be difficult to access. All of these methods may be considered in the visioning stage as possible methods of acquiring funds for trail development.

Some trail development initiatives have worked to enhance the use of volunteer resources. Many communities make trail development opportunities into events that people attend, and this becomes part of their outdoor experience (Interagency Council for Outdoor Recreation, 1991). In doing so, these trail planners make the work of volunteering enjoyable and are able to draw people to become involved. The following list presents potential funding partners who may be considered in the formation of a greenways alliance. Agencies to be considered for a greenways alliance include:

- Government of Canada;
- Province of British Columbia;
- Regional Districts;
- Municipalities;
- Conservation Organizations;
- Service Organizations;
- Institutions; and
- Businesses and Corporations (Lanarc, 1995, 26, 27).

## **Issues to Consider**

Specific projects will require a review and assessment of information gathered to this point in the process (Lanarc, 1995). The Vision stage defines the concept for trails or trail networks could include reference to potential user groups, such as equestrianists, or mountain bikers, or could include interpretive concepts, including themes (Lanarc, 1995). Consideration should also be given to the potential costs of the concept considered, and groups that might potentially partner to develop the trail (Lanarc, 1995).

The vision of the trail should revolve around what are the achievable dreams for the greenway program. It is suggested that these projects be ones that are widely supported and practical. "We want to be able to walk from downtown to the edge of the community" (Lanarc, 1995, 25) is offered as an example. The Vision stage culminates in a vision statement (Lanarc, 1995). The purpose of this statement is to encapsulate the underlying purpose of the greenway project (Lanarc, 1995).

The exposure of the trail development planner or the landowner to the risk associated with recreational uses of private and public property must also be considered. For the private property owner, the recent changes to the Occupiers Liability Act (Appendix One) mean that land occupiers (owners) have a lesser degree of responsibility towards the safety of individuals using their land for recreational purposes. Under the new legislation, the occupier (owner) is only responsible to the recreational user if the owner acts in reckless disregard for the safety of the recreational user. Those developing trails will want to consider insurance coverage for those involved in and those employed by the trail development process.

The location of trails in relation to population centres must also be considered. *Washington State Trails Plan: Policy and Action Document* suggests that the trails which are close-in are the ones that are most often used, even though they may not net the best visitor experience. Issues of convenience did often affect trail usage patterns. The Washington State Interagency Committee for Public Recreation *Washington State Trails Plan: Policy and Action Document* states:

strong walker/hiker preference for less developed settings, especially the semi-primitive and primitive. However, the setting last used tended to be close to home (Interagency Committee for Public Recreation, 1991, 15).

This quote outlines the fine line that trail planners must walk between the provision of an experience that is suitable and worthy of seeking, and developing resources that are close enough to areas of population to be used (Interagency Committee for Public Recreation, 1991). Broad-level physical development needs include development that:

- provides access to wild areas near communities;
- offers residents and tourists an appealing amenity for year-round use; and
- improves recreation infrastructure for a growing community (Lanarc, 1995).

Environmental concerns must also be considered and include the reinforcement of environmental protection and environmental awareness through interpretation and design (Lanarc, 1995; BC Parks, 1996; Michel, 1997). In addition, there are several design issues that will affect the environmental impact a trail will have (BC Parks, 1996). Any design work should consider the environmental impact of a trail development. Such consideration is required if trail development plans are to be integrated into municipal plans or regional growth strategies and official community plans.

Environmentally, a Trail Network Development Plan must consider developments that

- reinforce environmental protection and environmental awareness; and
- heighten natural experiences (Lanarc, 1995).

The development of trails should consider the possible negative impacts on:

- water bodies;
- flood plains, riparian zones and wetlands;
- critical habitat for significant species; and

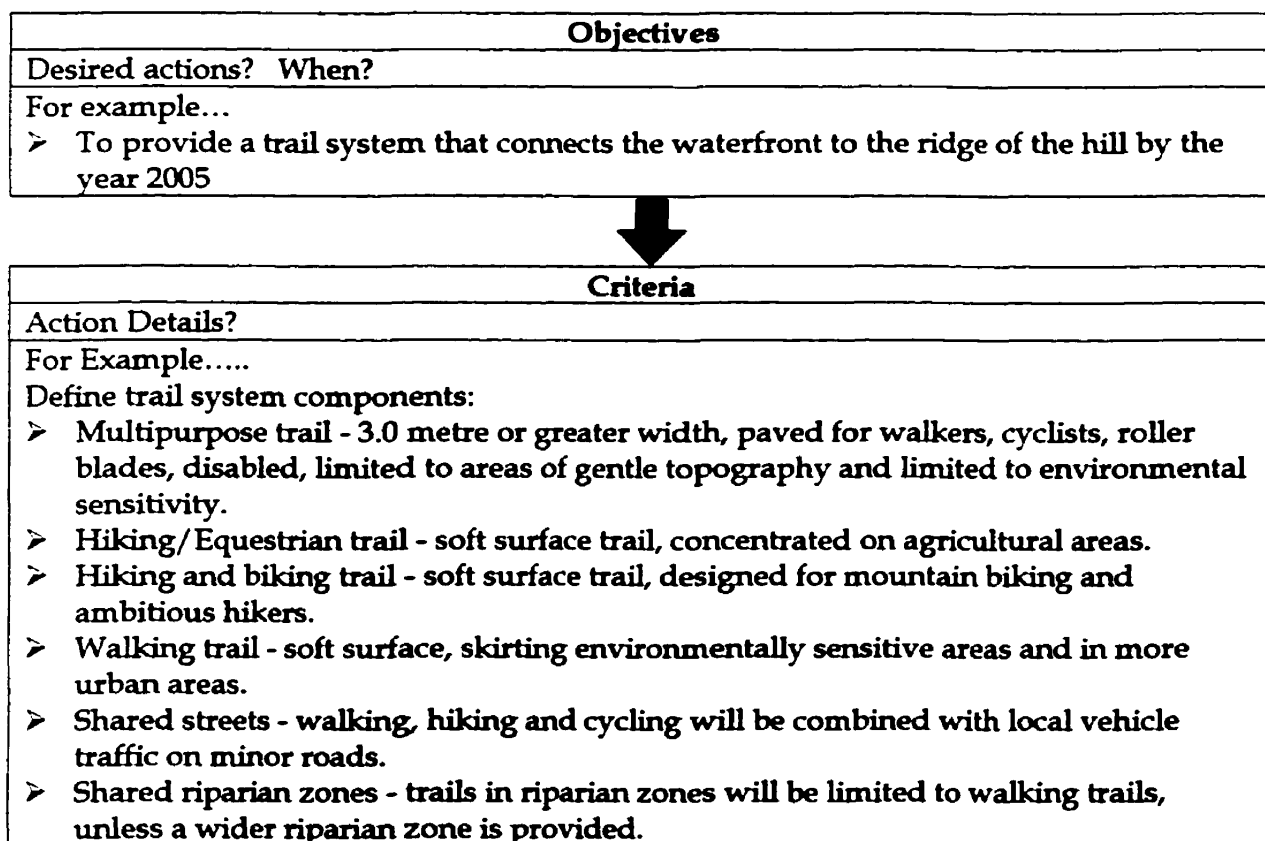


- ecologically special features such as eagle breeding trees and areas such as rare grassland and forest types (Lanarc, 1995: Michel, 1997, BC Parks, 1996)

## **Objectives**

The objectives of a project flow from the vision statement and should spell out what a project intends to achieve (Lanarc, 1995). What is the purpose of developing this initiative and what are the potential outcomes? Objectives share a common purpose, but achieving a common view of objectives may prove difficult (Lanarc, 1995). The objectives of the project must be applicable in a number of different particular circumstances. Greenways refers to the objectives as the actions that are desired and refers to the completion date for the said action. The criterion for the objective spells out how the stated action will be met. Greenways also suggests that trail proponents consider how the actions will be achieved.

*Figure 3-3. Considerations That Follow Defining Objectives and How this May be Done in Practice (Lanarc, 1995, 30-31).*





<b>Implementation Strategy</b>
How?
<b>For example.....</b> <b>In the City and Regional District.</b> <ul style="list-style-type: none"><li>➤ On large development sites, incentive will be given to dedicate and construct trails through Comprehensive Development and Density Bonus designations</li><li>➤ On small development sites, the trail right of way will be gained by dedication as a 'highway', with construction of the trail by volunteer or public funding.</li><li>➤ On non-development sites, trail right-of-way will be purchased.</li><li>➤ On ALR lands, trails will be fenced and closed dawn to dusk.</li><li>➤ In working forests, trails will be planned in partnership with the landholder, and constructed by volunteer funding.</li></ul>



<b>Management Areas</b>
Where?
<b>For example...</b> <b>Map Units 3, 5, 10</b> <ul style="list-style-type: none"><li>➤ Trails will be outside riparian zones except along the river valley east side.</li><li>➤ On lands covered by the Forest Practices Code, FPC standards concerning recreation and related planning apply to determining final trail location.</li><li>➤ In the ALR - trails will be located, where possible, to buffer urban development from active agricultural operations.</li></ul>

## **Alternatives and Decisions**

The Alternatives and Decisions planning steps take the objectives defined in the Objectives planning step, and determine the actions to be taken to reach these alternatives. "The Alternatives section of Greenways planning will study in detail the questions, 'What? Where? How? and Who?'"(Lanarc, 32). Alternatives for policies, physical plans, implementation strategies, and roles should all be reviewed (Lanarc, 1995). In defining alternatives, trail and greenway planners should consider how these policy alternatives affect people. Plan alternatives should also include seasonal use variations and the use categories for trails (Lanarc, 1995). Maps are suggested as one of the best ways to demonstrate the application of policy alternatives (Lanarc, 1995).

Implementation alternatives should also be considered in the Alternatives section. Issues to be considered include how planning and public awareness, land use regulation and public capital investment will be considered before, during and after development (Lanarc, 1995). Each proposed action should include consideration of who leads each action, and who assists in completing an action (Lanarc, 1995).

In exploring and defining alternatives, Greenways suggests using consensus techniques that include input of the entire greenways alliance (Lanarc, 1995). Greenways recommends that the alternatives also be weighed by the public and by interest groups (Lanarc, 1995). Finally, the feasibility of the alternatives being considered should be evaluated in the development of projects (Lanarc, 1995).

### **Summary of the Vision Stage**

The Vision stage defines the vision of the greenways initiative, sets the objectives, defines the ways that the project could be completed and then makes decisions about how the greenways project will be completed. The Vision stage grows from a relatively small group of interested persons and becomes increasingly more public through the various planning steps. This ensures that the decisions made meet the goals and aspirations of the greater community. The Vision stage does not firmly set the direction of the greenways project, but rather, sets the general direction and structure of the greenway partnership. Later stages of the planning process confirm or reject the general direction that is taken in the Vision stage and continue to revise and define the project as it moves toward implementation.

## **Strategic Plan Stage**

The Strategic Plan stage takes the information gathered in the Vision stage and begins to sketch out how the general directions will become firm policy decisions (Lanarc, 1995). As mentioned, the Strategic Plan stage will follow the same planning steps as the Vision stage, that is, working from an inventory, through the objectives, to the alternatives and through to decision-making.

## **Inventory**

In the Strategic Plan stage, the Inventory step obtains much of the same general information as was gained in the Vision stage, but does so with greater detail (Lanarc, 1995). In order to make that detail manageable, the greenways process suggests breaking the trail development into smaller management sections (Lanarc, 1995). Details for the inventory are gathered for these smaller sections (Lanarc, 1995).

## **Objectives**

Further divisions of tasks are suggested, to simplify the overall development of the proposed network. Dividing the community into management units will allow project and areas to be considered in a more simplistic manner. This also allows planning to occur at a more local level (Lanarc, 1995).

The Strategic Plan should outline the actions required, where the action will apply, how the action will take place, who will fund the action and how the action will occur (Lanarc, 1995). This can be demonstrated in a grid format, which lists actions and all the potential players who may perform the action (Lanarc, 1995). By defining in the Strategic Plan who will be responsible for each action, the greenways proponent can be assured that specific actions will occur, and that these actions have people who are responsible for the conclusion of the said action.

## **Alternatives and Decisions**

By this point in the greenways process, the work done in pursuit of greenways should be highly public (Lanarc, 1995). This publicity can be achieved through media releases, public walks and public meetings. The process can then draw on this more public process to gather input for the defining of alternatives and decision making required at this stage (Lanarc, 1995).

## **Detailed Design Stage**

The Detailed Design stage is where the actual physical trail or greenway component is designed (Lanarc, 1995). Public safety and minimal conflict should be foremost in the designer's mind at this point in the process. This includes insuring that standards are maintained through the construction process and that the ongoing maintenance of the amenity is considered in the design phase (Lanarc, 1995). Again it is suggested that the Detailed Design stage consider the four planning steps, inventory, objectives, alternatives and decisions at a fine grain (Lanarc, 1995).

### **Inventory**

The Inventory step of the Detailed Design stage includes an examination of the requirements of projects at a finer grain. The management sections recommended in the Strategic Plan stage are further broken down into their constituent parts (Lanarc, 1995). In many cases, these small parts would be in the form of a series of projects that might complete only one section of trail. Although dealing with such issues is outside of the scope of this paper, there are many documents that provide physical development standards for the development of trails. Details examined in this stage include the actual on the ground routing of trails. Again, this stage should examine the finer grain details, but should still consider issues such as the routing of trails in relation to local features, etc.

### **Objectives**

The Objective step of the Detailed Design process would include setting the standards as to how specific issues on the trail will be treated. Issues at this fine grain may include how environmental and social issues will be handled on the trail and may also relate to how the trail developers will consider issues such as conflict. In the case of an interpretive trail, this is the stage at which the specifics of the interpretive programming would be set.

Objectives of good trail development practice include:

- designing and publishing trail guides which rate trails according to their difficulty;
- developing policies on usage - identifying which groups of people are to be allowed to use which trails;
- designing and constructing trail alignments, width, grading and surfacing to meet basic standards for the recommended users;
- installing trail route signs at all major entry points, with both the allowed trail users and trail rating noted, and the recommended rules for trail etiquette posted;
- identifying known permanent hazards along trails and marking them with signs on posts;
- identifying temporary hazards, including areas awaiting maintenance with signs or markers; and
- providing handrails to protect against vertical drops due to retaining walls over 60 cm high or very steep slopes, which are close to areas of public access (Lanarc, 1994, 64).

### **Issues to Consider**

Trail management issues are mentioned in this document as it is important to understand and consider how future management issues for trails may be effected by planning, design and development decisions made before a trail is completed. Key to trail management is a consideration of the compatibility of the intended uses of a trail. Use compatibility issues are considered because they account for conflicts on trails. Conflict results when the recreational goals of one individual are interfered with by the recreational goals of another individual (Moore, 1995). Moore's *Synthesis on the Existing State of Practice for the Resolution of Conflict on Multiple Use Trails* outlines twelve principles for limiting conflict. This synthesis begins with the premise that trail conflict is "not an inherent incompatibility among different trail activities, but goal interference attributed to another's behaviour"(Moore, 1997).

Operating from this ideological perspective, trail managers and trail planners should instruct trail planning experts to use common sense solutions that involve the separation of incompatible uses. Conflict resolution essentially relies upon traditional concepts of zoning derived from land use zoning practices. Other practices suggested involve inclusionary practices that are linked with more recent planning history. Moore suggests

"identifying the present and likely future users of each trail and involve them in the process of avoiding and resolving conflicts as early as possible, preferably before conflicts occur." He states that conflicts are best resolved at the "planning and design stage with the involvement of the prospective users." If problems occur on the trail, Moore suggests working with the affected parties to come to agreeable solutions. He also cautions trail planners to consider "new and emerging uses and conflicts" (1997). Moore remarks on the importance of understanding user needs including determining the motivations, desired experiences, norms, setting preferences, and other needs of trail users (1997).

Moore suggests that the developers and managers of trails can play an important role in influencing the culture of trail use. He calls this promoting trail etiquette. He instructs trail managers to:

Minimize the possibility that any particular trail contact will result in conflict by actively and aggressively promoting responsible trail behaviour. Use existing educational materials or modify them to better meet local needs. Target the educational efforts, get the information into the users' hands as early as possible, and present it in interesting and understandable ways (Roggenbuck and Ham 1986 as quoted in Moore, 1997).

Moore also states that it is important to encourage positive interaction among different trail users. This can be encouraged through facilitating interaction and cooperation between user groups. Moore says that positive interaction can be encouraged through "a variety of strategies such as sponsoring "user swaps", joint trail-building or maintenance projects, filming trail sharing videos, and forming Trail Advisory Councils (1997).

Towards the end purpose of facilitating better relations between trail user groups, the Outdoor Recreation Council has devised a *Trail Users Code of Ethics* pamphlet (no date). This pamphlet encourages trail users to use common sense; communicate; and use courtesy. This pamphlet also outlines a basic hierarchy for courtesy. The hierarchy states that those who are most mobile should yield. Generally, this would mean that cyclists yield to everyone, and hikers yield to horses (Outdoor Recreation Council pamphlet, no date).

Moore encourages using "light-handed management approaches" suggesting that "intrusive design and coercive management are not compatible with high-quality trail experiences" (1997). Overall Moore encourages trail planners to work to plan and act locally and to be sensitive to the local level requirements of trail users. Moore also suggests that trail managers and designers work to monitor their progress so as to encourage effective decision-making (1997).

A Hierarchy of Options for Managing Trail User Conflicts (Kulla, 199?) has been assembled to note the various steps that are taken to alleviate conflict on trails. The Hierarchy appears in *Figure 3-4*.

Other strategies for identifying micro-level conflicts include the development of community stewardship towards the trail resource. If community members feel that the trail is theirs, they will take the necessary steps to ensure that the resource is maintained.

One major concern of trail planners and community members is the case where increased use and vandalism cause increased management costs. In the case of Forest Service Recreation sites, this means that up to one tenth of the BC Ministry of Forests site/trail maintenance budget is spent on repairing and replacing facilities that have been vandalized (Thompson, 1994).

The development of trails presents an opportunity to inform and educate the public about local issues and practices. Interpretation can be used as a tool within a trail project, to encourage stewardship, trail etiquette and safe trail-use. In the broader context, interpretation can identify key features, explain local history, identify and explain aspects of the local economy and provide a forum for the discussion of issues relating to resource conservation and stewardship. Issues affecting trail development and future management structures must be considered in relation to the overall development of the trail.



Figure 3-4. A Hierarchy for Managing User Conflicts (Moore, 1995).

1. Signing
2. Peer pressure
3. Education
4. Use closed roads
5. Soft cycling training programs
6. Trail design
7. Barriers to control speed
8. Requested walking zone
9. One-way only
10. Post speed limits
11. Patrols by peers
12. Patrols by rangers
13. Ban during certain times
14. Ban on certain days
15. Construct separate routes
16. Close certain areas and encourage use elsewhere
17. Close trail

## **Alternatives and Decisions**

Setting alternatives and making decisions at the Detailed Design stage is similar to performing these functions at any other stage.

## **Summary**

*Greenways* presents a three stage process which moves trail proponents from the general vision of a network through the development of a strategic plan through to the establishment of detailed design guidelines. Each stage repeats four basic steps, those are: inventorying projects, defining objectives, weighing alternatives and making decisions. A careful reading of the *Greenways* document reveals a heavy emphasis on public involvement and partnerships in the trail planning process. Regulators should be included within the partnership, as they may add knowledge and expertise to the process. However, one must consider how regulators participate and be aware that those with the

most power and knowledge may be able to manipulate processes to their own ends. It may place these individuals in a dual role as both regulators and developers. This can produce an agency driven plan, rather than a citizen driven plan.

Overall, a citizen-based plan is what the Greenways process aims to achieve. The Greenways process requires the political will of individuals within the community, but it also helps to foster and develop the will to develop greenways. This political will, directed towards an inclusionary process, works to ensure that the projects planned for and developed reflect the needs and aspirations of the community. Though more time consuming and requiring more resources, the Greenways process presents a method for development which disarms conflict and which allows momentum to build toward the end of trail and greenway development. If guided skilfully, the use of this process may net greater results than more expedient processes and may assist in building a constituency of trail developers and supporters.

# Chapter Four - Example of the Similkameen Interpretive Trails Network

This chapter relates the issues of economic development, jurisdictions and trail development planning reviewed in earlier chapters to the South Okanagan and Similkameen Interpretive Trails Network. It begins by describing the rationale for, and process used in the development of the Trail Network. Following this description, each of the earlier chapters of this paper is discussed within a separate section. Where possible, discussion follows previously established sequences of presentation. However, the review of issues relates to the structure pursued in the development of the Network, rather than to the Greenways process outlined in Chapter Three.



*Figure 4-1. Town of Osoyoos With Highway 3 Ascending Anarchist Mountain in the Background*

*Osoyoos Lake occupies the middle of the picture. Irrigated orchards appear in the centre, and the pocket desert, on the Osoyoos Reserve appears to the left of the irrigated area. (photo by Jean Roux)*

# **Introduction**

The South Okanagan and Similkameen Interpretive Trails Network is a five-year project to develop trails in the South Okanagan and Similkameen areas. The planning and implementation stages for this project are concurrent and ongoing. The Network aims to develop a number of trails offering different trail going experiences to both local residents and visitors. The Forest Advisory Committee prioritized the ecotourism opportunity for further research and analysis. The South Okanagan, in particular the Osoyoos area of BC, remains one of the most unique ecological and micro-climate regions in North America. It includes Canada's only true transitional, arid desert environments, both in plant and animal species (Westcoast, 1998)

The Forestry Strategy outlined the opportunity to develop trails as ecotourism amenities. The reasons for pursuing development in the ecotourism sector are partially based on emerging opportunities in the ecotourism sector and partially based on the resources available for ecotourism in this area (Mandziuk, 1994). This project is intended to provide increased amenities to current beach and car travel oriented visitors and to provide new amenities for an emerging class of nature-based tourists. In its initial year of operation, the South Okanagan and Similkameen Interpretive Trails Network utilized government employment programs and funding obtained through agreements with timber licensees. This funding and these agreements supported the development of trail projects through 1998 and 1999.

## **Economic Development Issues**

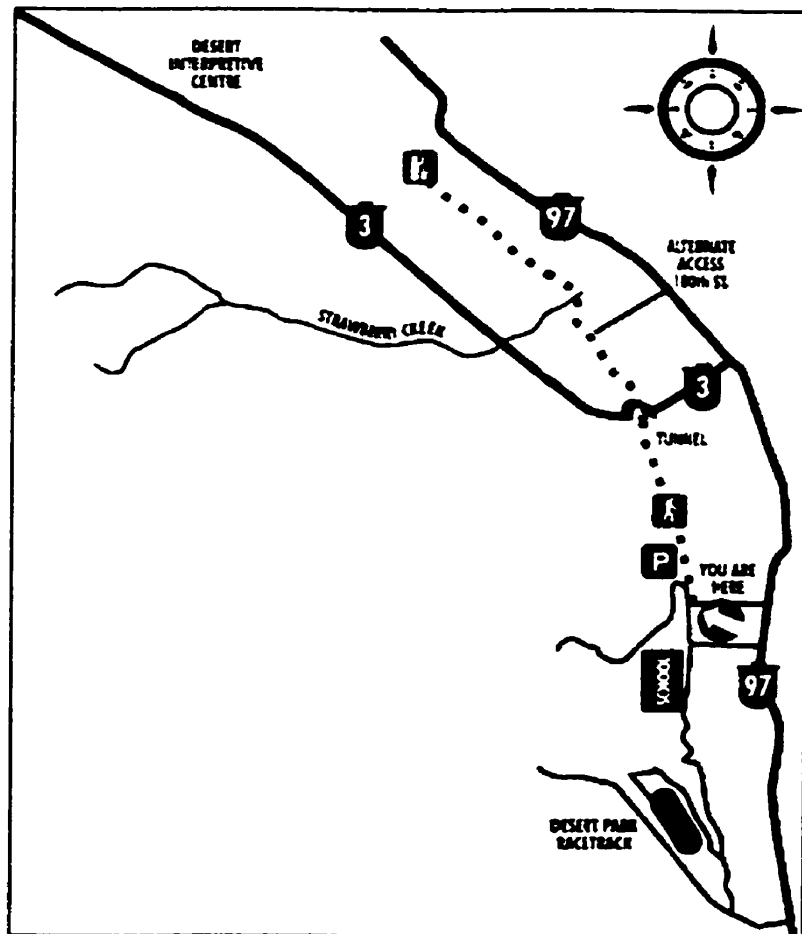
The South Okanagan and Similkameen Interpretive Trails Network is local economic development because it attempts to gather resources and apply them so as to improve the local economy. This project is intended to increase local amenities, thereby increasing the area's desirability as a tourism destination and as

a community in which to do business or live. It attempts to increase spending by increasing the amount of money that flows into the community. The project also seeks to improve the local economy by encouraging residents to recreate within their own community.

The Osoyoos Business and Community Development Centre (OBCDC), accessing funds from the Community Fund of Forest Renewal BC, initiated this Strategy. OBCDC also managed to gather resources to assist the development of the Network from a number of other sources. Funding and assistance for South Okanagan and Similkameen Interpretive Trails Network initiatives have been obtained from:

- Gorman Brothers Lumber Co.;
- Weyerhaeuser Canada Ltd.;
- Human Resources Development Canada;
- Job Creation Partnership Program;
- Local Labour Market Partnership Program;
- BC Environmental Youth Team Fund

*Figure 4-2. Map Detailing the Canal Walkway  
Located near the junction of Highways 3 and 97 in the Town of Osoyoos (MagPye, 1999).*



- BC 2000 Millennium Fund
- Community Futures Development Corporation of Okanagan-Similkameen;
- Osoyoos Business and Community Development Centre;
- Mountain Equipment Co-op Environmental Fund;
- Canada Trust-Friends of the Environment Community Fund;
- MagPye Productions Graphic Design;
- Town of Osoyoos

OBCDC has been particularly adept at gathering resources from the corporate and government sectors. Recently the project has also attempted to gather local volunteer resources in the development of trail amenities. A volunteer work party put gravel in place on the Canal Walkway just outside of Osoyoos.

The South Okanagan and Similkameen Interpretive Trails Network has very little to do with the business location, retention and expansion aspects of local economic development practice. It should have some affect on business retention and expansion though, since the Network aims to increase the length of tourism stays in the area. The amenity of the Trail Network may be a selling feature of the communities of the South Okanagan and Similkameen Valley in the years to come. The Trails Network project is firmly centred within the realm of infrastructure development as an



*Figure 4-3. Entrance to the Canal Walkway in Osoyoos  
The trail appears on the left and the canal follows on the right. The irrigated fields of Osoyoos appear in the middle ground. Beyond, the Vest-Pocket Desert can be seen below the mountains in the distance. Notice how the irrigated section below the canal differs from the non-irrigated area in the left of the photo. (photo by author)*

enhancement for local economic development and as an opportunity to market the area to a more nature-based tourism clientele.

The Network attempts to move past economic development practices that are based on increased consumption of resources. It uses raw land in a non-consumptive way. The project aims to be a net gain on the environment even though the trails will be opening access to some natural areas that were unreachable in the past.



*Figure 4-4. Vaseux Lake and MacIntyre Bluff From Blue Mountain Vineyard  
This photo shows one of the most contentious areas with regard to jurisdiction. The fields in the foreground are within the Agricultural Land Reserve, the Bluff to the left is within a Federal Habitat Reserve for California Bighorn Sheep habitat. Vaseux Lake, in the middle ground, is surrounded by a Habitat Reserve, a Provincial Park, a Provincial Wildlife area, agricultural land, residential development and former utility corridors. The second bluff, beyond the Lake is within the Osoyoos Reserve and the Bluff on the right, MacIntyre Bluff is covered with a series of special management designations due to its unique microclimate. (photo by Wendy Rogers)*

The projects of the Trail Network have been well publicized to this point through exposure in the Okanagan Valley media. In addition, the Trail Development Team has designed pamphlets and marker signs. A template for interpretive signage,

and a Network logo have been designed (Figure 4-5). Care has been taken to develop an identifiable image, and to ensure that the Trail Network project, and its impact on the local economy, is presented to the public.

In the summer season, it is likely that the trails in the valley would not be desirable except during the early morning and evening.

This is a result of the extremely warm summer temperatures that are experienced in the

South Okanagan and Similkameen areas. These trails, close to communities and wineries, will assist the South Okanagan and

Similkameen areas to extend the tourism seasons past the current intense summer use. These valley trails will be ideal for day use in the shoulder tourism season from April to June and through September and October. The Meadowlark Festival is an example of a successful attempt to market the area's natural resources for shoulder season tourism. Held in May in Penticton, the Festival is based on nature and conservation education and exploration and has grown in recent years. Many of the Festival events visit sites throughout the South Okanagan. Another example of successful conservation based tourism is the Osoyoos Desert Centre opened in the summer of 1999 which provides guided tours of the area's unique ecosystem. When completed, the Canal Walkway, a project of the Interpretive Trails Network will connect the Town of Osoyoos to the Desert Centre several kilometres to the north.

In assessing the economic development potential of the Trail Network, one must consider the unintended impacts of successful development. The fact is that the type of economic development suggested through the development of the Trails Network and the corresponding increased pressure on the community is positive



*Figure 4-5. Logo of the South Okanagan and Similkameen Interpretive Trails Network (MagPye, 1999).*



or negative depending on where one places value. For example, current property owners in the South Okanagan and Similkameen area, may benefit from increased property values stemming from the in-migration which additional community amenities could create, however, those in the rental market could be faced with the burden of increased rental costs as demand for accommodation increases.

Potential housing impacts aside, this project appears to be a net benefit to the communities served. The Network, through its educational and interpretive components, raises awareness of trail planning issues, and combined with other projects, such as the Desert Centre and events such as the Meadowlark Festival, the new trails may serve to raise awareness of the unique ecological resources of the area.

## **Jurisdictional Issues**

Jurisdictional issues affected the development of the South Okanagan and Similkameen Interpretive Trails Network in two ways. These issues complicated the trail planning process and helped to dictate which trails would be built and when.

To begin with, there are no coordinating agencies and no coordinating maps that give an overview of the jurisdictional issues affecting the area. Identification of the jurisdiction that applied to a single piece of land would often take multiple steps. Some of the steps involved going to multiple government offices, comparing maps and inquiring about specific legislation as it related to each jurisdiction. If a trail crossed over a few jurisdictions, this further complicated the trail planning process. Through the trail development planning process, no attempt was made to gather information at a macro level. Land issues were dealt with on a trail by trail basis.

One important aspect to note is that single parcels of land may have multiple approval processes to follow. Consultation is the responsibility of the trail development proponent and not a specialist from a single or overarching Ministry.

The initial year of development of the South Okanagan and Similkameen Interpretive Trails Network was mired in regulatory red tape several times. The Forest Service, in particular, presented a major hurdle in the development of these projects. At the same time as the Forestry Strategy was identifying increased development of ecotourism amenities, the Province severely reduced the budget allocated to the Forest Service to achieve its objectives. Some hurdles were removed following an agreement between the Trail Network and the Forest Service to develop the Easygoing Creek Trail.

Officials from the Ministry of Environment, Lands and Parks were concerned about the wildlife impacts of trail developments at several locations. Some areas presented micro-climates that were unique to Canada and rare in the world. In such areas, the land managers were particularly concerned about the impact of hiking trails. In other areas, Ministry of Environment, Lands and Parks staff were concerned about the impact of hikers on California Bighorn Sheep lambing habitat. The TDT avoided areas of environmental sensitivity, or in the case of the Vaseux Lake walkway, assisted the Ministry of Environment and conservation organizations to obtain funds to build the walkway over sensitive wetland areas. The former trail crossed this area on the ground and contributed to erosion problems in the area.

The Ministry of Transportation and Highways oversees the development and placement of roadside indicator signs. The Ministry of Highways was also contacted with regard to the development of off-road and roadside parking facilities. A description of each trail and the jurisdictional issues encountered is shown in *Figure 4-6*.

*Figure 4-6. Trails, Jurisdictions and Issues (Trails Developed)*

<b>Trail</b>	<b>Jurisdiction</b>	<b>Stakeholders and Issues</b>
McKinney Nordic Ski Trails	Forest Service regulated land	Stakeholders who had to show support for the project included the local TFL holder, Weyerhaeuser, local ranchers, and the local outfitter.
Easygoing Creek Trail	Forest Service regulated land	
Golden Mile Trail	Private Land in the ALR and Crown Land	Land owner, Agricultural Land Commission and the rancher with the range license on the Crown Land

It is interesting to compare the number of jurisdictional issues related to projects that were built, as opposed to the projects that were not pursued. This situation is detailed in *Figure 4-7*. *4-7* notes the jurisdictional issues encountered in the undeveloped Willowbrook-MacIntyre Bluff Trail.

*Figure 4-7. Trails, Jurisdictions and Issues - Trails Not Developed.*

<b>Trail</b>	<b>Jurisdictions</b>	<b>Stakeholders and Issues</b>
Willowbrook-MacIntyre Bluff Trail	Regional District regulated private land	Regional District and private landowners
	Crown Lands non leased land	
	Ministry of Environment Lands and Parks managed land	Wildlife and environment values in the area
	Nature Trust Lands	Conservation of sensitive MacIntyre Bluff area. Microclimate is unique within Canada.

As has been stated, the TDT dealt with jurisdictional issues by avoiding development in areas where jurisdictional complexities existed. The major projects completed in the first year included few jurisdictional impediments.

Greenways suggests that trail development planners should consider a structure that includes land use managers in the development process. The suggested structure includes a steering committee and a technical committee. The technical committee would include those land managers managing the various lands that trails cross. Such an arrangement was not pursued in the development of the Trail Network, but may have benefited the TDT by including the regulatory sector in the project planning process. More discussion of trail planning processes will take place in the Trail Development Planning Process section.

## Trail Development Planning Process

The South Okanagan and Similkameen Interpretive Trails Network was a project initiated and implemented quickly. Quick implementation ensured that funding from forestry related sources would flow in the first year of development. The South Okanagan and Similkameen Interpretive Trails Network was placed under the structure developed for the Forest Strategy to avoid duplication and to expedite the development process. The discussion in this paper will concentrate on the planning aspects of the South Okanagan and Similkameen Interpretive Trails



*Figure 4-8. Hiker on the Lower Reaches of Easygoing Creek Trail (photo by Scott Boswell)*

Network rather than the actual implementation of projects. The stages followed in the planning process do not coincide with those suggested by the Greenways process.

## **Trail Identification and Public Input**

The TDT conducted a consultation process, which included targeted interviews with over thirty local residents who identified trail development opportunities and potential trail development partners. Representatives of the public sat on the Forest Sector Advisory Committee and these individuals gave insight into the opportunities to develop trail amenities. Interested members of the public came forth with suggestions for trail locations, and other organizations with dovetailing mandates suggested working relationships aimed at the completion of trail developments.

*Figure 4-9: Quiniscoe Lake in Cathedral Provincial Park*

*Near Easygoing Creek, this landscape is similar to the alpine/sub-alpine landscape found on the Easygoing Creek Trail. (photo from [www.cathedral-lakes-lodge.com](http://www.cathedral-lakes-lodge.com)).*



The Forest Sector Advisory Committee provided the TDT with a list of trail location informants along with a list of potential development sites. Individuals interviewed included hiking club representatives, bike shop employees, Band members, the Forest Service Recreation Specialist, a historian and other community members. These informants were asked to provide relevant information regarding trails they were familiar with. The TDT discussed trail development with these informants, gathering as much information about trail routes and designs as they could. The participants also provided secondary lists of informants who were also interviewed.

In the second year of development, the TDT put out a call for proposals for potential trail development sites. This call resulted in groups interested in developing trails coming forward and suggesting potential trail sites. Several trails were identified through this process. Different communities of trail users had different favourite areas to visit, and many of the trails identified were informal. There were several trail locations that were formal at one point, but had fallen into disrepair.

The TDT ensured that the Trails Network received ample coverage in local newspapers utilizing a monthly insert in the Saturday paper to highlight the accomplishments of the Forestry Strategy. Meetings were held with community groups to identify their aspirations for and concerns with trail development.

The general public was involved in a cursory way. The community was apprised of the situation through the media with regard to the development of the Trail Network. At no point, beyond the initial identification of potential trail locations, was the general public given a place to comment on the plans for the trail development. Originally, it was said that the decision to forgo a public involvement process was made to expedite the development process in the initial year of development. The Forestry Strategy Advisory Committee was framed as the legitimate form of public involvement, but this was not the case, as the Advisory Committee was at best a representation of stakeholders and these stakeholders are not those with a declared interest in trail development. Later, when resources that would not take away from the trail development funds became available, staff from the OBCDC decided to continue without a public involvement process.

It should be noted that the recently completed Strategic Plan for the South Okanagan and Similkameen Interpretive Trails Network, has stated that following the dissolution of the Forestry Strategy Advisory Committee, in 2000, the TDT

intends to form a Trails Advisory Committee. There is still no mention of public involvement, or a place for public comment on the development of initiatives.

As was stated, in the second year of development, groups and individuals were invited to propose potential trail developments. This information was gathered and was investigated by staff at the OBCDC office. The decision-making process with regard to the development of trails was still controlled by the TDT. This lack of public and stakeholder involvement in the development and decision making process is in opposition to the guidelines and principles of good planning practice as well as ecotourism and community economic development that are mentioned earlier in this paper.

Members of the affected communities could have provided input on the appropriate development of trails in the area. Such a body would be able to give advice regarding the types of trails developed, their placement and execution, and could have provided a constituency to combat opposition to development of the Trail Network. These individuals were consulted initially in the targeted interviews but were not drawn into a position to advise, direct or participate in the development of trails. Bike shop owners, equestrian trail users, and outdoor enthusiasts could have played an active role in directing the process and could have assisted in accessing community funding and support. This volunteer committee would have been particularly useful as a public lobby group. As well, such a committee could become the future stewardship body for the trails when they are completed. The establishment of a committee to oversee trail development would not preclude the role of the Forest Sector Advisory Committee. However, it should be noted that the development of a trails advisory committee would require additional administrative resources and in the end may have included members of the Forest Strategy Steering Committee and still would have only been another stakeholder driven consultation. True community involvement would have to accommodate disinterested individuals to develop

skills and knowledge through the development process to apply in the development of a Strategic Plan.

### **Decision Making Process**

The three trails developed in the first year were:

- The McKinney Nordic Ski Trails (#3)
- The Golden Mile Trail (#4)
- The Easygoing Creek Trail (#1)

The location of these trails appears in *Figure 4-10*.

The TDT gathered information to assist the Forestry Sector Advisory Committee to direct which trails would be developed in the first two years of the trail development process. Initially, decisions regarding which trail would be built first were based on the need to expedite the trail development process. Subsequently, the TDT developed a scoring matrix used to assess the potential of a suggested trail. However, the method of scoring was not transparent and was not documented in the Strategic Plan document. *Figure 4-11* illustrates the steps in the process from the inventory step, through to the decision step. *Figure 4-12* indicates who executed each task in the decision-making structure.



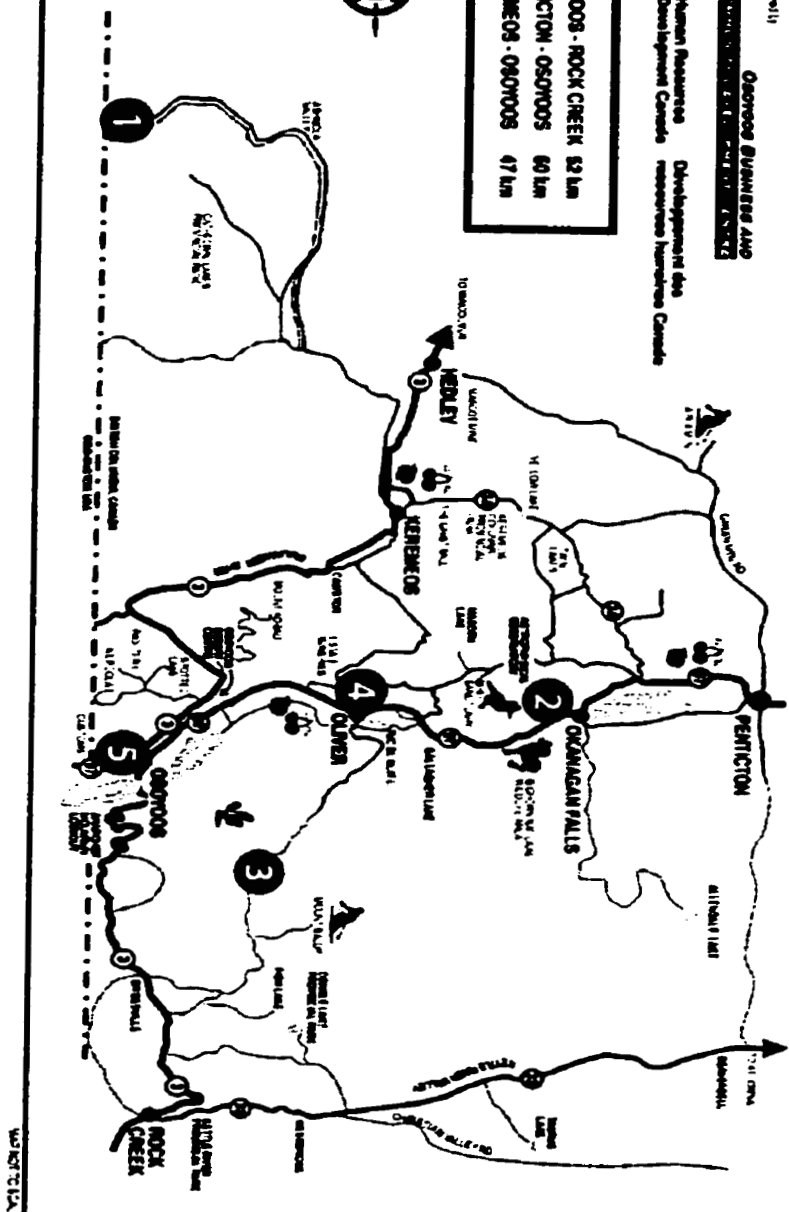


# SOUTH OKANAGAN & SIMILKAMEEN

Distance (km):

**OSOTODS - ROCK CREEK 52 km**  
**PENTICTON - OSOTODS 60 km**  
**KEREMEOS - OSOTODS 47 km**

**Human Resource Development Canada**  
**ressources humaines Canada**



4-10. Location of Trails Developed to Date  
 (MacPye, 1999)

Figure 4-11. Trail Design Steps for South Okanagan and Similkameen Interpretive Trails Network (Boswell, 1999)

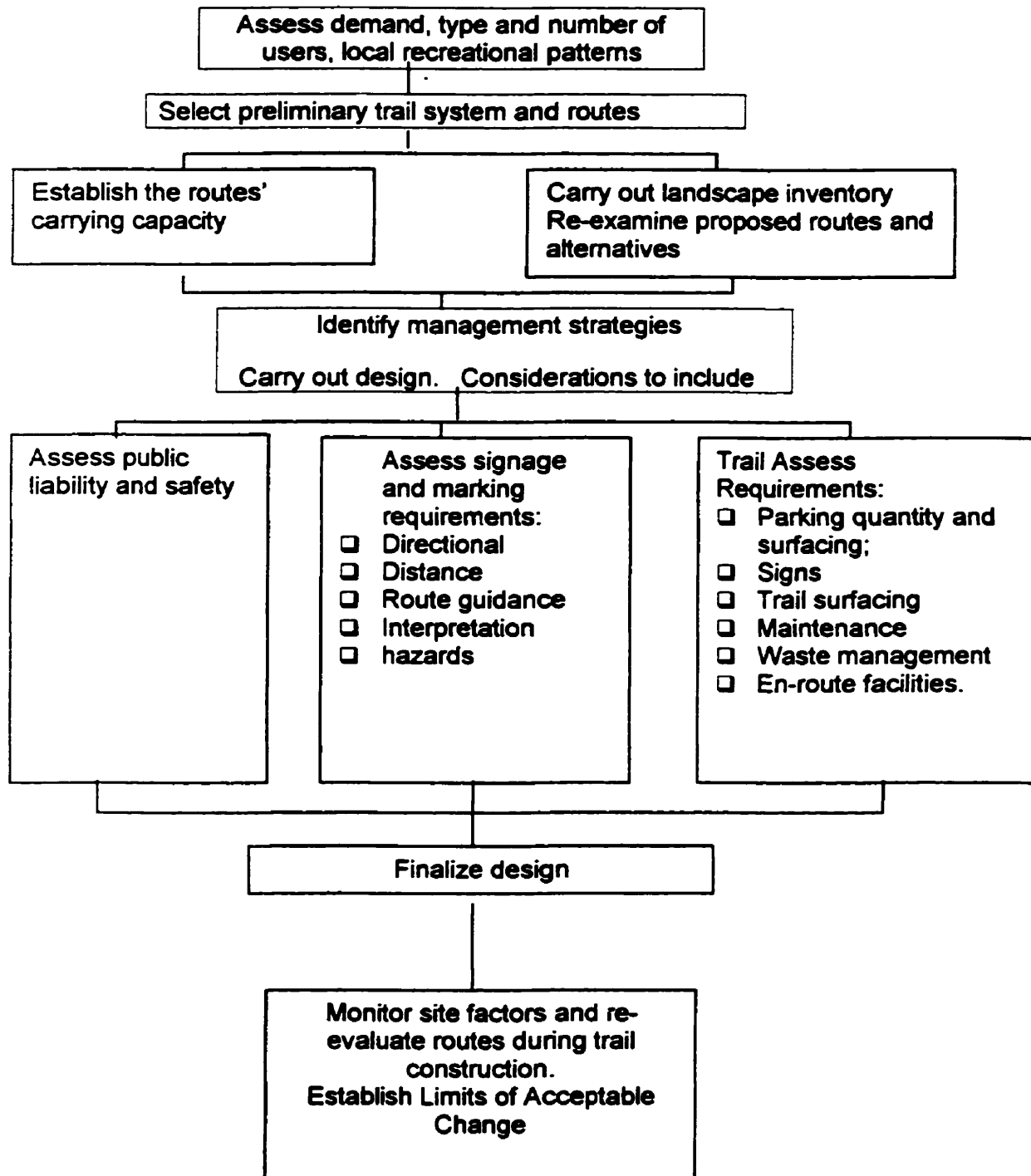
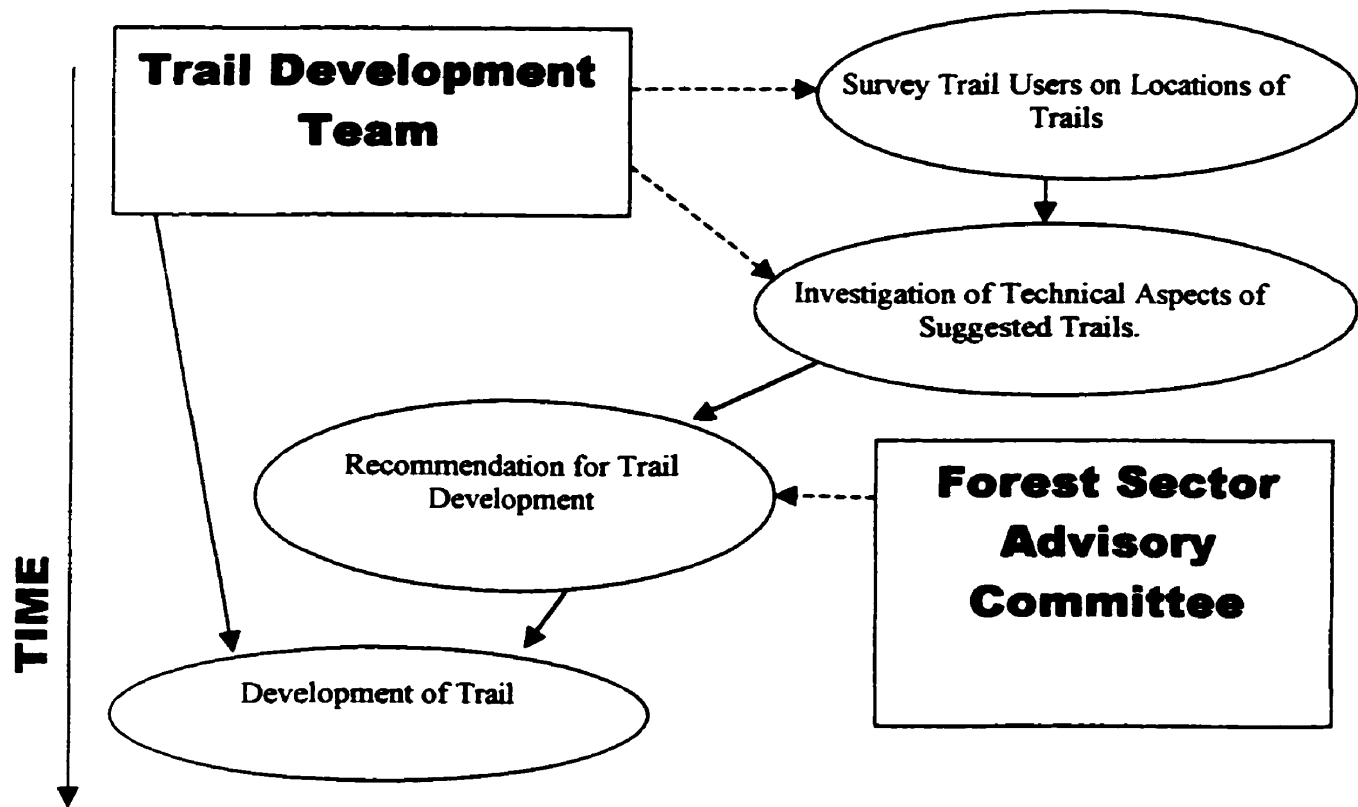


Figure 4-12. Trail Development Process of the South Okanagan and Similkameen Interpretive Trails Network



During the first year of development, the TDT identified several potential trail locations through a series of trail location surveys administered to backcountry hikers, mountain bike enthusiasts, and sports specialty retail outlets. Approximately thirty trail development possibilities were explored and ranked by the TDT.

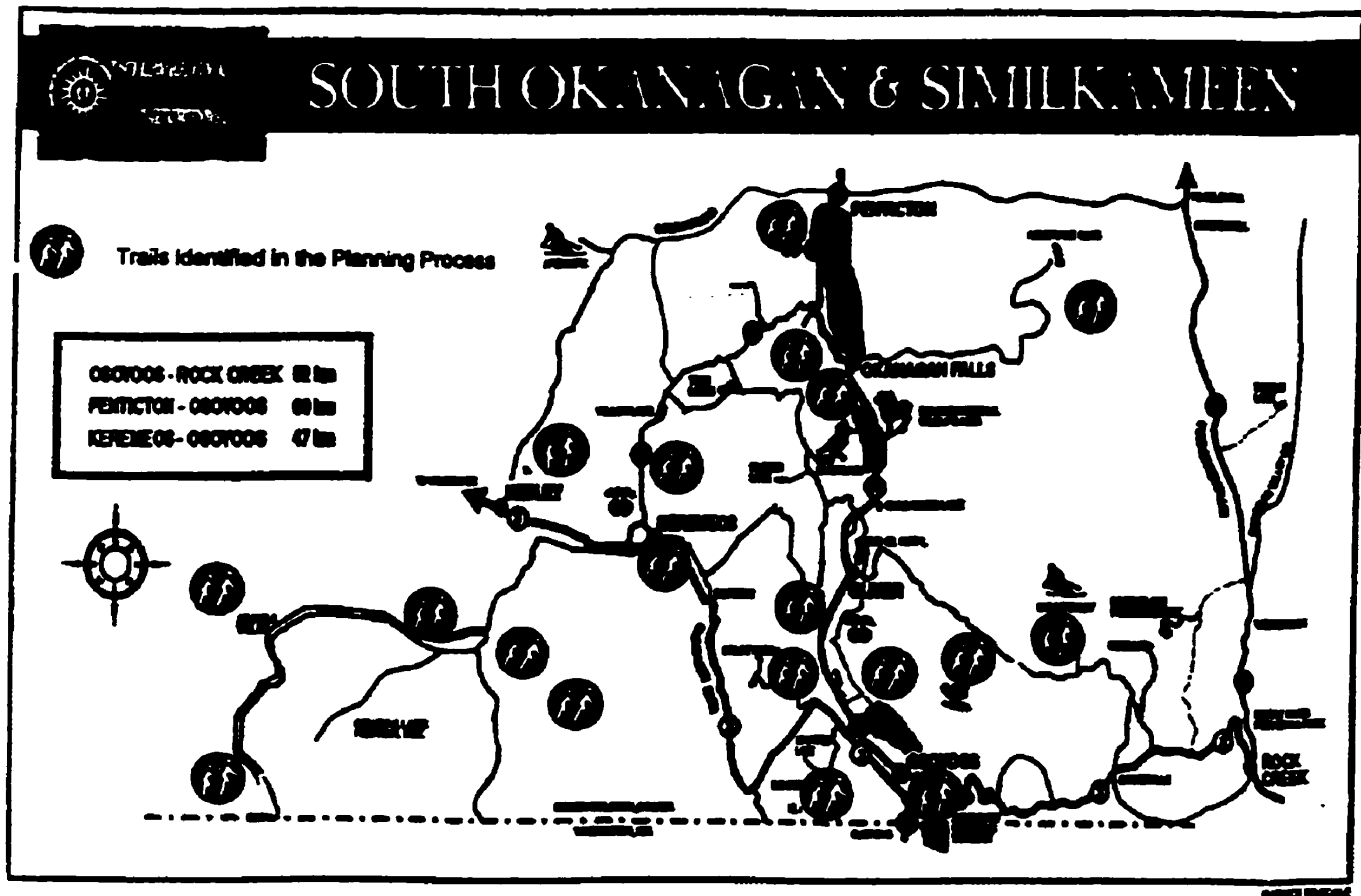


Figure 4-13. Potential Trail Development Sites Indicated in Initial Surveys (Boswell, 1999)

Trail evaluations were based on several criteria. These criteria are included in Figures 4-14 and 4-15. The Advisory Committee used ranking criteria to prioritize the trails that would be developed in 1998 and 1999. They included community support, accessibility, heritage and cultural value, recreational value, potential to contribute to economic development and the existing use of the trail. These projects were not necessarily the trails with the most ecotourism potential, but instead were trails that combined the best opportunities with the least arduous trail planning and implementation process. Environmental

concerns were considered, but rather than facing these concerns directly, the TDT opted to avoid development in areas that were environmentally contentious.

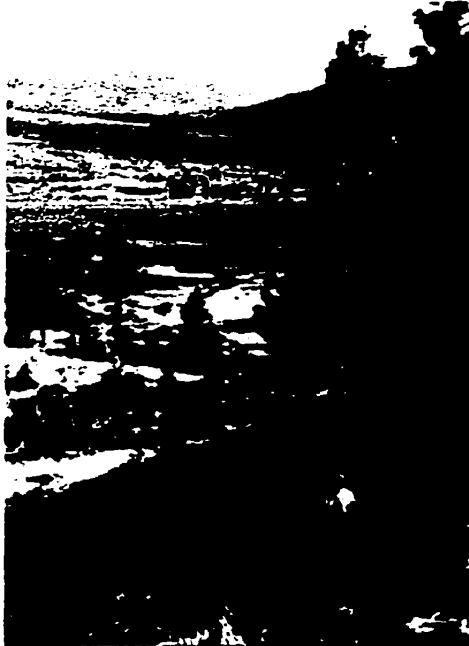
*Figure 4-14. South Okanagan and Similkameen Interpretive Trails Network Potential Trail Project Rankings - 1999 (Boswell, 1999, 6.1)*

	<b>Vaseux Lake</b>	<b>Similkameen River Walkway</b>	<b>Canal Walkway Phase II</b>	<b>Nordic Ski Trails Phase II</b>
Community Support	9	9	9	9
Accessibility	10	10	10	7
Heritage and Culture	7	7	10	3
Recreation	10	7	6	10
Economic Development	6	10	6	6
Existing Use	10	8	8	7
Total Score	52/60	51/60	51/60	42/60

*Figure 4-15. South Okanagan and Similkameen Interpretive Trails Network Potential Trail Project Rankings - 1998 (Boswell et al, 1999, 6.1)*

	<b>The Golden Mile Trail</b>	<b>Canal Walkway Phase I</b>	<b>Easygoing Creek</b>	<b>Nordic Ski Trails Phase I</b>
Community Support	10	9	8	9
Accessibility	10	10	5	7
Heritage and Culture	8	10	6	3
Recreation	6	6	10	10
Economic Development	10	8	6	6
Existing Use	9	8	9	7
Total Score	53/60	51/60	44/60	42/60

In the development of the Trail Network, the TDT also considered costs and opted for trails that rely on little intervention on the land and little construction. Each of the trail developments completed to this date, cost very little. Aside from labour, the largest capital cost for these projects is the interpretive signage.



*Figures 4-16 View South From the Golden Mile Trail  
Vineyards and Osoyoos Lake are in the distance (photo by Scott Boswell).*



*Figure 4-17. View From the Golden Mile Trail to the Northeast  
The photos show the difference between the irrigated valley and the desert like hills above (photo by Scott Boswell).*

The Mc Kinney Nordic Ski Trails were developed for public use near Mount Baldy 27 km east of Oliver.

This trail was developed in partnership with the McKinney Nordic Ski Club and managed to combine the efforts of the Nordic Ski Club with crews

provided through Human Resources Development Canada funding. The Trail Network was able to begin work immediately on approval of funding for a trail development crew. The Golden Mile Trail is a scenic trail along the benches above the vineyards of Oliver's Golden Mile which was developed in partnership with Tinhorn Creek Winery. This trail has been utilized for fundraising walks and other event hikes. The winery agreed to provide a trail head location for the trail and this trailhead includes parking and washroom facilities. Tinhorn Creek vineyards provided their facility as a trailhead in order to increase their exposure and their sales. Recently, the TDT began to use sweat equity and community work teams to complete some projects. As was mentioned

previously, the Network utilized volunteers to apply gravel to the Canal Walkway in Osoyoos.

The Easygoing Creek Trail is an alpine and sub-alpine trail in remote area to the west of Cathedral Provincial Park. This trail reclaims a section of the Centennial Trail which had become overgrown. The trail developed to date in the second year of the strategy is the Canal Walkway which is a short walk above the west side of the orchards above Osoyoos.

The four projects developed in the first year consider different potential audiences for the amenity. The McKinney Nordic Ski Trails are mainly meant for winter sporting and are developed with local winterized sport in mind. The Easygoing Creek Trail is a road-accessible sub-alpine trail that winds its way through the distant backcountry and has connections to Cathedral

Provincial Park and Manning Provincial Park. The Golden Mile Trail is a rural trail that goes through an orchard, and winds its way across the semi-arid benches above the Golden Mile vineyards. The Canal Walkway is a trail through the urban rural interface in the Town of Osoyoos. Each trail appeals to a very different audience and should attract a diverse tourism clientele.



*Figure 4-18. Summer on the McKinney Nordic Ski Trail  
Mount Baldy is seen to the left in the distance.  
(photo by author)*

## **Structure, Partnership and Resources**

The South Okanagan and Similkameen Interpretive Trails Network utilized existing structures to make decisions. The Forest Strategy Advisory Committee directed the planning and implementation stages of the Network. The Forest Sector Advisory

Committee included representatives of the Osoyoos Business and Community Development Centre, forest industry leaders, politicians, members of local environmental organizations, the ski industry, local First Nations, Forest Renewal BC, the Community Futures Development Corporation of Okanagan-Similkameen and the Forest Service.

In this initial stage, the TDT identified several potential partners. These partners tended to be those who could bring funding to the table, or whose trails presented an expedient development process. These partners included the government employment programs, First Nations, timber companies, and local community proponents. These specific groups involved in this project were mentioned earlier in the Economic Development section of this chapter.

The Steering Committee and the trail location key informants identified various opportunities for partnerships that were pursued by the TDT. Pursuing partnerships became the groundwork for stewardship agreements and for the long-term upkeep of these trails. A first and major partnership was developed between the Forest License holders and the Network. Through the Forest Practices Code, forestry companies were required to provide a prescribed number of value-added forestry positions. The forestry companies were beholden to follow these requirements as the government regulates cutting quotas. That is, the Provincial government can tie Forest Licences to requirements to create ancillary employment positions. The two major licensees, Weyerhaeuser Canada Ltd. and Gorman Brothers Logging Company, agreed to provide base funding for the trail initiative in exchange for the provision of a set number of value-added forestry positions.

In an examination of what would be called the Strategic Planning stage of the South Okanagan and Similkameen Interpretive Trails Network, the TDT strove to develop many partnerships that proved to be fruitful for the development of the Trail Network. In 1999, the TDT has built partnerships with the Town of Osoyoos, and with South Okanagan conservation organizations. These relationships have resulted in the recent opening of the Canal Walkway in Osoyoos and the Vaseux Lake Boardwalk that will preserve a wetland area trail and its environs.



The Trail Network utilized the Job Creation Partnership Program offered through Human Resources Development Canada to provide paid labour to work on Trail Network. This program provided a team of four volunteers and a crew supervisor to work on the trails. The TDT also utilized the services of a planning intern paid through the Province of British Columbia's Environmental Youth Team Program.

Much of the work regarding costs and benefits was gathered, and most of these related to the general development of the area as an ecotourism destination, rather than to the specific benefits of trail development versus some other form of ecotourism development. As this project was seeking funds from outside the local community, there was not a built-in need to sell the merits of this project to the local citizenry. However, the virtues of this project as an ecotourism amenity were explained through various media. Funding bodies were included in some of the initial discussions of the direction of the Trail Network, particularly through their participation in the Forestry Strategy Committee.

## **Issues**

### **Lobbies Against Trail Development**

The South Okanagan and Similkameen Interpretive Trails Network faced significant opposition from the ranching and hunting lobbies. Hunters use many of the trails in the area and as such were not interested in having recreational users enter these areas. Some areas were sensitive habitat for the animals they hunted, and participants did not wish to see this habitat impacted by increased and largely non-regulated recreational use. These users were also concerned about safety issues related to the interface of hunters and other users. Some of these individuals interested in hunting issues related to trail development, were also involved in the ranching industry, and as such, had a whole different set of concerns. These concerns related to their operation on range lands leased from the Provincial Crown. These ranchers felt that recreational trail users made their businesses more difficult to operate.

It became clear at this initial stage that there would be opposition to the trail development plan. This opposition coalesced around the Sportsman's lobby groups and around

rancher's lobby groups. In both of the initial meetings that attempted to introduce this concept, local interest groups were opposed to the development of this network.

### **Expedited Process**

In the first year of development, the TDT chose to forgo a rigorous public process in favour of an expedited process. It was felt that it was necessary to show significant progress in the initial years in order to confirm funding in subsequent years. In reviewing the trail development method used in this project one must question how the method used relates to the philosophical underpinnings of the best practices of ecotourism development. As a project that is framed as an ecotourism amenity, the best practices of ecotourism should be followed and in this case they were not. The TDT did not work to develop grassroots support for this project, and instead relied on positions supplied by job creation programs to execute the tasks required to complete the trail. In doing so they were able to stay in control of the process and direct its outcomes, but in the long-term the TDT may have missed the opportunity to develop a constituency to perpetuate this program in the years to come.

*Figure 4-19. Hikers on the Boardwalk at Vasuex Lake (photo by author)*



The Strategic Plan did not fall together as a single strategic operation. Originally, the strategy followed by the TDT aimed to get a trail development crew on the ground as soon as possible. By finding a project to put the trail crew onto, the TDT gained extra weeks to develop subsequent trail plans. As such, there was no Strategic Plan to begin with, but rather a strategy that was developed while the development of projects was in process. The Strategy developed in 1999 outlines a process for trail development, but this process fails to consider the fact that this is an ecotourism project, and as such avoids

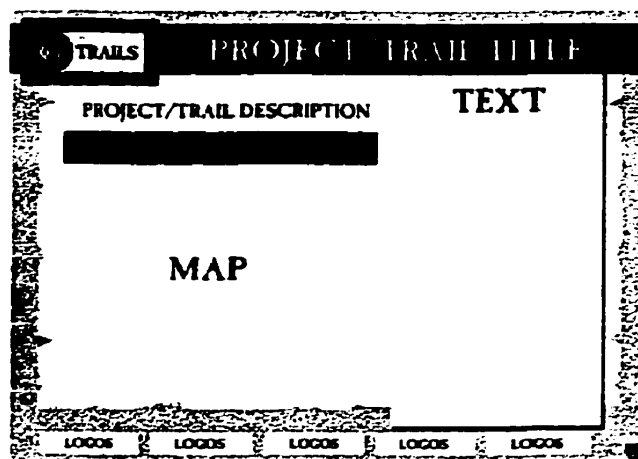
some of the central considerations of ecotourism outlined in Chapter One. A central point of ecotourism that this project fails to address is its failure to provide for grassroots involvement in the project. This failure to facilitate adequate public and stakeholder involvement in the decision-making structure places this project in the realm of local economic development, rather than community economic development as it is discussed in this paper.

### Management Issues

In each case, the TDT has developed an amenity with a partner who has agreed to take on long-term management of the trail. The McKinney Trails will be cared for by the Ski Club, Easygoing Creek by the Forest Service, and the Golden Mile Trail, by Tinhorn Creek Winery. Considering environmental impacts, one must be concerned with how these trail stewards will deal with long term management issues such as environmental stewardship, jurisdiction and future development.

Unintended environmental effects must also be considered as a possible negative impact of the development of the Trail Network. The Trail Network is premised on the idea that an educational sign, linked to a trail experience will increase the constituency of potential stewards in the South Okanagan and Similkameen. This may be true, but at the same time, there is a danger in opening further access to areas without a corresponding management structure to control this access. These new impacts could outweigh the benefits of increased exposure.

The design standards used by the trail are adaptable to the circumstance and use of each trail. The trails built so far have not been in urban areas and have not required a great deal of design. In



*Figure 4-20. Template For Interpretive Signage for the South Okanagan and Similkameen Interpretive Trails Network (MagPye, 1998)*

the development of these trails, the South Okanagan and Similkameen Interpretive Trails Network has not considered the issue of risk. Because each of these trails crosses public land, the issue of risk is covered under public general liability coverage. Tinhorn Creek Winery has coverage for the trail related activities taking place on their land (conversation with Ken Oldfield, 08/31/99).

### **Interpretation**

The educational/ interpretive component of this project is the most important as it relates to concerns noted in this paper's examination of economic development issues. The educational/ interpretive elements of the Trails Network provide an opportunity to educate individuals with regard to environmental issues. Although the development of recreational amenities will likely result in increased tourism, a key thrust of this project is to heighten regional awareness of the unique environment, and environmental sensitivity of the South Okanagan and Similkameen area. The provision of an educational/interpretive component related to environmental issues helps to mitigate some of the impacts that may be experienced from increased tourism. The education and awareness that is fostered through such a development program will influence the stewardship of these areas in the years to come. Although environmental awareness will be raised through this project, the Interpretive Trails Network's interpretive component will present the complexity of issues relating to the environment and to human activity in the South Okanagan and Lower Similkameen Valleys. For example, the interpretive program for the Golden Mile Trail will include information about the unique and threatened areas of the desert and grassland areas while at the same time presenting information about the industries that are the largest threat to these ecosystems. The interpretive program will not provide answers, but will instead provide information from both sides of the debate so that those persons viewing the program can make their own decisions about where value is placed.

Despite the flow of communication that occurred in advance of and through this project, one must distinguish between the goals of the Forest Strategy and the goals of the Interpretive Trail Network Plan. The Forest Strategy was developed through a process including stakeholder input and broad public input and including input from the greater



## Summary

The South Okanagan and Similkameen Interpretive Trails Network is a project that has fashioned a process for trail development that was suited to the expedited development demanded by this project. However, an analysis of the planning method used in the development of this project, reveals that the practices of the TDT did not allow grassroots control of the trail development process. Control rested with the Forestry Sector Advisory Committee and with the staff of the OBCDC. As a result, the public was denied the opportunity to participate in the development of the project. Despite this, projects resulting from the Trail Network have received favourable comments. The result of the lack of public and stakeholder involvement is hard to ascertain. This project seems to have broad public support regardless of the lack of public involvement. The community's involvement in the project could have freed resources that were being spent in the trail development process and could have provided a lobby group for the Trail Network.

As an economic development initiative, the Network provides some jobs, and provides new and improved amenities. In some senses, the Network is more progressive than standard local economic development projects, in the fact that it considers conservation issues within the development of the project. With regard to the central functions of local economic development, that is, gathering resources to be applied to the local economy, the TDT has done an exceptional job. However, despite the project's successful local economic development practice it does not fall into the realm of ecotourism's best practices, nor into the practice of economic development described as community economic development. For example, as has been mentioned, this project fails to provide a vehicle for grassroots involvement in the development process. Control rests with the bureaucrats executing this project and with the committee of community stakeholders assembled for the Forestry Strategy. These elected officials, economic development and forestry sector representatives cannot be framed as legitimate grassroots involvement in the project. There has been no place provided trail proponents, or those concerned about trail development to participate. Nor has the Forestry Advisory Committee or the TDT provided an opportunity for the public to comment or judge the selection criteria or selections.

The jurisdictions affecting trail development in the South Okanagan and Similkameen have played a significant role in directing where trails have been developed. These jurisdictional issues have even scuttled some potential developments, while directing developers to other possibilities. A technical committee such as that suggested in the Greenways process could have provided the TDT with both input and volunteer resources decreasing the overall workload of paid staff. However, given the complex jurisdictional issues involved in many potential trail sites, a technical committee, comprised of technical and regulatory experts from affected jurisdictions, also has the potential to create an environment where any site with jurisdictional impediments is dismissed leaving those which are easiest to agree on rather than those which provide the most desirable trail experience.

The South Okanagan and Similkameen Interpretive Trails Network has been pursued as a vehicle for the development of ecotourism amenities. The problems faced by the Interpretive Trails Network fall from a complex relationship between funding, expediency and process. The Trail Development Team utilized targeted stakeholder input to identify trail locations, but then used the Forestry Strategy Advisory Committee as a sounding board for the prioritization of projects. Within the first year of development, the TDT felt that pressure to begin development outweighed the pressure to stick closely to the best practices for ecotourism development and general trail development planning practice.

The South Okanagan and Similkameen Interpretive Trails Network would benefit from a broader development process including stakeholders, regulators and the public. Ultimately this project may succeed without following the recommendations set forth in the next section, however, an opportunity to develop a constituency of educated advocates for trail development would be lost. In losing that potential constituency, the TDT lessens the impact that this project may have on conservation and recreation development issues in the South Okanagan and Similkameen.





# Conclusion and Recommendations

## Economic Development

This paper explored economic development initiatives, detailing the various interventions that constitute economic development practice. These initiatives include incentives, promotion, policy improvements and amenity developments among others. The development of amenities is germane to this discussion. The paper then looks at sectoral initiatives and the ways that economic developers attempt to improve specific sectors of the local economy. Tourism is explored specifically and it is compared and contrasted to other industries. Positive benefits of tourism like increased spending and low development costs are contrasted with negative impacts like seasonal employment and low paying jobs. The paper talks about amenity development and specifically ecotourism development. The philosophy of ecotourism is presented along with the specific approaches to planning that are recommended with ecotourism. Finally, the philosophy of ecotourism is compared to community economic development, a more holistic and community centred form of economic development. This section gave a framework for discussion of the South Okanagan and Similkameen Interpretive Trails Network as an economic development initiative. Through the analysis of the Trail Network planning process, it was indicated that this project is built on sound research and has been able to gather a great number of resources, particularly from the provincial and federal levels of government. The project has been less successful at galvanizing community support, although the TDT has managed to identify a number of community partners for project developments.

As an ecotourism initiative, this project does the key things that an ecotourism project is supposed to do, that is, the project provides:

An enlightening nature travel experience that contributes to the conservation of the ecosystem while respecting the integrity of host communities (Scace *et al.* in Wight, Winter 1993, 3).

However, the methods of achieving this development do not coincide with the best practices of ecotourism development which include:

- involvement of all key stakeholders;
- establishment of ecotourism guidelines for protected areas and neighbouring communities;
- consideration of carrying capacity and zoning in visitor management (Mandziuk, 1994).

The planning process embarked on in the development of the South Okanagan and Similkameen Interpretive Trails Network does not include all of the best practices. In some cases, this is because the TDT has no power to affect management in the way that is suggested by the best practices guidelines. In other cases, expediting the development process has meant that the involvement of stakeholders was minimized.

The paper then discusses the economic development of trail value and concludes by connecting the practice of community economic development to the practice of ecotourism. The planning processes of both ecotourism and community economic development place great value on citizens' role in a development process. Through doing so, these processes ensure that developments meet the needs of the current community. However, the process suggested takes time, and the developers of this project felt that there would not be enough time to engage in a process such as the one proposed below.

## **Jurisdictional Issues**

This paper then turns to a discussion of the jurisdictional issues that frame trail development planning. The unique geographic circumstances that intensify development conflict are presented. The existence of the Crown, and its multiple, non-coordinated planning functions are discussed. The myriad of Acts of legislation that may effect trail development are mentioned. Each area of land management is discussed along with its particular area of management focus. Along with this discussion is a review of progressive planning tools that have enabled trail developments to cross private land. With regard to private land, the introduction of the recent changes to the Occupier Liability Act are mentioned. No solutions are offered in this section. The myriad of management functions is simply presented as a road map for those considering trail development. It should also be noted, that within the multiplicity of management functions there are departments that have included the development of trails and related services within their planning initiatives.

## **Trail Development Planning**

Discussion in this paper then turns to the subject of trail planning and concentrates on what seems to have emerged as the bible of trail and greenway corridor development in British Columbia. *Community Greenways: Linking Communities to Country and People to Nature* was produced in 1995 and offers a guide to a community-based planning methodology for the development of greenway corridors. As was mentioned, trails may be included within the discussion of greenway corridors, because trail development shares many of the linear corridor development issues that greenways does. The use of a greenways methodology helps to neutralize the conflict between recreationalists and agriculturalists. This document outlines a Vision stage, which begins with a small group of partners and grows through the Strategic Planning and Detailed Design stages. This

document offers a method that clearly outlines the steps for a community driven process.

Chapter four analyzes the development strategy of the South Okanagan and Similkameen Interpretive Trails Network. While commending this project for its ability to gather a great number of resources to the cause of trail development, the planning methods for the Trail Network failed to involve the community in the decision making process. Rather than developing a participation program that included wide public participation, the TDT focussed on liaison with a number of stakeholders. This lack of involvement is predicated on the fact that the South Okanagan and Similkameen Interpretive Trails Network TDT felt it essential that this project expedite the development process to get projects on the ground. By doing so, the TDT would ensure that the project funding would continue for subsequent years.

## **Recommendations**

### **Trail Development Planning**

The following recommendations relate to trail development and trail planning issues as they relate to the development of the South Okanagan and Similkameen Interpretive Trails Network. The recommendations are:

1. that the TDT utilize the Greenways process as a guideline for a trail development planning process.
2. that the TDT include community involvement in strategy formation and continuing operation of the trail development planning process; and.
3. that the TDT consider management issues in the development of trails, including management of potential user conflicts and conflicts between existing uses and recreational uses.

## **Jurisdictional Issues**

The following recommendations relate to the jurisdictional issues that frame trail development planning. The recommendations are:

1. that the TDT consider the complexity of the jurisdictional issues relating to a particular development and that the TDT develop timelines for the development and approval process;
2. that the TDT involve those organizations that regulate land, within the trail development process. These individuals could be advisers or a technical review committee; and
3. that the Provincial Government consider the development of mapping that includes the overlay of jurisdictions.



# Appendix One - Changes to the Occupier's Liability Act

**1998 Legislative Session: 3<sup>rd</sup> Session, 36<sup>th</sup> Parliament**  
**THIRD READING**

Certified correct as passed Third Reading on the 12<sup>th</sup> day of May, 1998  
Ian D. Izard, Law Clerk

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HONOURABLE CATHY MCGREGOR

**MINISTER OF ENVIRONMENT,  
LANDS AND PARKS**

BILL 16 - 1998

## **OCCUPIERS LIABILITY AMENDMENT ACT, 1998**

HER MAJESTY, by and with the advice and consent of the Legislative Assembly of the Province of British Columbia, enacts as follows:

1. Section 3 (3) of the Occupiers Liability Act, R.S.B.C. 1996, c.337, is repealed and the following substituted:
  - (3) Despite subsection (1), an occupier has no duty of care to a person in respect of risks willingly assumed by that person other than a duty not to
    - (a) create a danger with intent to do harm to the person or damage to the person's property, or

- (b) act with reckless disregard to the safety of the person or the integrity of the person's property.
- (3.1) A person who is trespassing on premises while committing, or with the intention of committing, a criminal act is deemed to have willingly assumed all risks and the occupier of those premises is subject only to the duty of care set out in subsection (3).
- (3.2) A person who enters any of the categories of premises described in subsection (3.3) is deemed to have willingly assumed all risks and the occupier of those premises is subject only to the duty of care set out in subsection (3) if
  - (a) the person who enters is trespassing, or
  - (b) the entry is for the purpose of a recreational activity and
    - (i) the occupier receives no payment or other consideration for the entry or activity of the person, other than a payment or other consideration from a government or government agency or a non-profit recreational club or association, and
    - (ii) the occupier is not providing the person with living accommodation on those premises.
- (3.3) The categories of premises referred to in subsection (3.2) are as follows:
  - (a) premises that the occupier uses primarily for agricultural purposes;
  - (b) rural premises that are
    - (i) used for forestry or range purposes,
    - (ii) vacant or undeveloped premises,
    - (iii) forested or wilderness premises, or
    - (iv) private roads reasonably marked as private roads;
  - (c) recreational trails reasonably marked as recreational trails;
  - (d) utility rights of way and corridors excluding structures located on them.



2. Section 8 (2) is amended

(a) by repealing paragraph (a) and substituting the following:

(a) *a public highway, other than a recreational trail referred to in section 3(3.3) (c), , and*

(b) by repealing paragraph (d) and substituting the following:

(e) a private road as defined in section 2 (1) of the Motor Vehicle Act, other than a private road referred to in section 3 (3.3) (b) (iv) of this Act



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[www.cathedral-lakes-lodge.com](http://www.cathedral-lakes-lodge.com) picture of Quiniscoe Lake.