

Photo Source: alain cloutier, alltrails.com

Draft - For Engagement Purposes

CONKLE MOUNTAIN TRAIL PLAN

APRIL 2025

Draft - For Engagement Purposes



Draft - For Engagement Purposes



ACKNOWLEDGEMENTS

The direction set out in this plan has been shaped by the invaluable input and ideas of the hundreds of trail users, residents, land managers, adjacent landowners and interested community groups that took part in the planning process. To all those who took the time, we thank you for helping to shape the Conkle Mountain trail system for years to come.

Thank you!



Draft - For Engagement Purposes

EXECUTIVE SUMMARY

The Conkle Mountain trail system is one of the most desired year-round trail systems in the District of Summerland (District). It supports many different trail-based activities such as walking, hiking, trail running, mountain biking, fat biking, horseback riding, dog walking and offers stunning vistas of Giants Head Mountain, Okanagan Lake, and the rolling hills and open forests and grasslands of the Okanagan Valley.

Hosting thousands of visits each year, the trail system has been developed organically and informally over the past few decades through the incredible efforts of a small number of skilled and dedicated volunteers. Visitors to the trail system are quite satisfied with the quality of the recreation experience it provides. Though satisfied, opportunities to undertake basic improvements to trail system and its governance and management have emerged.

Recognizing the growing popularity of the trail system, the new uses (e-bikes) occurring on the trail system, and the emerging management challenges (e.g. ecological values, user conflicts), action 1.4 of the District's 2019 Trails Master Plan directed the District to prepare a trail plan for Conkle Mountain.

PURPOSE

The purpose of this trail plan is to outline the recommended steps that can be taken, if and when resourcing is available, to establish a more coordinated and formalized approach to the development and management of the Conkle Mountain trail system.

The plan:

- Provides a detailed inventory and classification of the existing trail system and visitor amenities.
- Provides an overview of existing land use and environmental values.
- Identifies the priority management issues and concerns associated with the trail system and recreational use as identified by the community and research.
- Defines the desired conditions envisioned for the area and sets out the activities and amenities that are appropriate for the trail system.
- Proposes the trails that should be considered for formal designation and those that should be considered for decommissioning.
- Identifies capital development actions including a conceptual signage plan.

TRAIL SYSTEM AT A GLANCE

35 km long

Non-Motorized
(community perception)

38% Green Circle

62% Blue Square

10.5% sanctioned

89.5% unsanctioned

MOST POPULAR STAGING AREA

- **65%** Rodeo Grounds
- **58%** Fenwick

GOVERNANCE & OPERATIONAL MODEL

- Informal volunteer
- KVR Trail / TCT – Operated by Regional District

- Outlines actions that could be taken to advance the authorization, governance, operation and management of the trail system.

Content in this plan will also help to inform District updates to the Official Community Plan and zoning bylaw.

ENGAGEMENT

The plan was informed through a meaningful public engagement process. Engagement tactics included:

- Online public surveys
- Sounding boards
- Stakeholder Interviews (virtual & in-person)
- Written submissions
- Online interactive crowdsource web map
- Input from District of Summerland Council and Parks & Recreation Advisory Committee

ENGAGEMENT BY THE NUMBERS



264
Online Public Surveys (160 completes and 104 partials)



39
sounding board comments



14
Interviews (17 individuals for both Conkle and Cartwright Mountains)



1
written submission



297
webmap contributions (points, line, comments, likes / dislikes from 34 unique users)

Snapshot of Stage 1 Engagement Findings

The following represents a brief snapshot of what was heard:

- The trail system is highly valued and supports a variety of activities year round.
- Participants were very satisfied with their recreational experience on the trail system, but opportunities to improve emerged.

Top Recommended Amenity Improvements:

- Signage (wayfinding, educational, regulatory, interpretive)
- On-trail amenities (benches, repair stations)
- Parking and trailhead enhancements (parking capacity, wildlife-proof garbage cans, picnic tables, vault toilet, bike parking)
- Participants want to ensure amenities are basic and complement the natural setting

Top Recommended Trail Improvements:

- Reroute trails off private property
- Manage the trail system for non-motorized activities
- Add a downhill, black diamond rated mountain bike optimized tech/flow trail
- Consider developing a mountain bike skills area
- Consider adding additional technical trail features
- Elevate trail maintenance

Opportunities to Improve Governance, Trail and Visitor Management:

- Collaborate with the Province to explore options to formalize trails on Crown land
- Ensure ecological and archaeological assessments are completed prior to new trail / infrastructure development.
- Volunteer stewardship group for trail maintenance
- Elevate environmental awareness and responsible recreation
- Address trail conflicts with motorized users, dog walkers, and equestrian/mountain bikers

Snapshot of Stage 2 Engagement Findings

The District reached out to the Penticton Indian Band and Okanagan Nation Alliance at the start of the project to provide awareness of the project and provide opportunity for input. To date, they have not provided a response which may indicate that they do not have any directions or recommendations for the Plan.

DESIRED CONDITIONS

To articulate what the trail system will look like in the future, five broad desired condition statements have been developed, along with clear descriptions of what each means. The strategies and actions included in the plan are deliberately focused on achieving and maintaining these desired conditions.

- Quality & Memorable Visitor Experiences
- A Sustainable Trail System
- A Community Supported Trail System
- A Collaboratively Stewarded & Effectively Resourced Trail System



THE PLAN AT A GLANCE

To achieve the desired conditions sixteen strategies have been identified as follows:

Trail Development Plan

1. New Trails
2. Trail Reroutes & Improvements
3. Mountain Bike Skills Area
4. Trail Decommissioning
5. Parking & Staging Areas
6. Amenity Nodes
7. Signage
8. Winter Grooming
9. Trail Authorizations

Authorization, Governance, Operations & Management

10. Governance Model & Trail Stewardship Group
11. Visitor Use Management
12. Inspections & Routine Maintenance
13. Risk Management & Volunteer Management
14. Activation & Programming
15. Trails Tourism
16. Land Use Planning, Official Community Plan & Zoning

Each strategy contains one or more actions that are proposed to be implemented over the plan's fifteen-year horizon.

KEY ELEMENTS OF THE TRAIL DEVELOPMENT PLAN

Key elements include:

- The trail system should remain a non-motorized multi-use trail network that deliberately caters to beginner and intermediate trail users and provides some opportunities for progression.
- Continuing to support the current mix of non-motorized trail activities and much of the existing trail network. Eventual and formal prohibition of all motorized recreational use.
- Introduction of a new downhill black diamond tech / flow mountain bike optimized trail, mountain bike skills area and grade and tread improvements along the western segment of the KVR Trail / TCT to improve universal accessibility.
- Designation and management of Frontside Trail and the new black diamond tech/flow trail as mountain bike optimized "downhill only" trails to improve visitor safety and manage potential conflicts.
- A bike skills area near the eastern boundary of the Rodeo Grounds Park / western boundary of Mount Conkle Park.
- Continued provision of a single winter groomed trail to the summit of Mount Conkle.
- Minor trail reroutes and decommissioning to improve efficiency, visitor safety, limit erosion, reduce habitat fragmentation and further minimize the potential to introduction and spread invasive species while ensuring limited operational capacity is focused on the most important trails.
- Providing expanded parking, visitor amenity and gateway experience improvements at the Summerland Rodeo Grounds Staging Area as identified in the Summerland Rodeo Grounds Master Plan.
- Subject to further feasibility study, providing a new parking lot and staging area with basic visitor amenities at the eastern boundary of Mount Conkle Park including an extension of Fenwick Road along the KVR Trail / TCT.
- Continued provision and eventual enhancement of existing visitor amenity nodes with basic amenities (e.g. bench, picnic table, pit toilet, signage) along the KVR Trail / TCT and introduction of a new amenity node at the prayer flags near the summit of Mount Conkle.
- A new signage typology and a signage plan.

Implementation

The following tables, which are presented by implementation timeframe, provide an abbreviated summary of actions identified in the plan. All proposed actions are subject to landowner / manager approvals, required assessments, and future capital budget allocations and resource availability.

Initial Actions | 1 – 2 Years

Strategy	Section No. (Action No.)	Action
Trail Development Plan		
Parking & Staging Areas	7.6(2)	Consider undertaking a feasibility and concept design plan to develop a new parking lot and staging area at the southeastern boundary of Mount Conkle Park and a 100-125 m extension of Fenwick Road along the current KVR Trail / TCT.
Signage	7.8(1)	To ensure signage continuity and consistency with other segments of the KVR Trail / TCT and continue to implement existing Regional District and Trans Canada Trail signage guidelines on the KVR Trail / TCT.
Authorization, Governance, Operations & Management		
Trail Authorizations	8.1(1)	Based on recommendations from the Environmental Scan, consider undertaking a biophysical inventory and environmental impact assessment to determine if existing trails should be rerouted to avoid wildlife habitat features and the suitability of the location for the proposed Bike Skills Area.
	8.1(1)	Work with the Penticton Indian Band's preferred Archaeologist to complete Archaeological Overview Assessment of all proposed trails, trail re-routes, parking / staging area developments / improvements and infrastructure development. Undertake Pre-Field Reconnaissance Reports and/or Archaeological Impact Assessments as required.
	8.1(2)	Investigate and consider pursuing authorization of the trail system on Crown lands through either a Forest Range Practices Act section 56/57 approval or a License of Occupation under the Land Act and sanctioning the full trail network.
Governance Model & Trail Stewardship Group	8.2(1)	Investigate and consider establishing a multi-interest trail stewardship group to provide both governance and operations and maintenance of trail systems in the District (including Conkle Mountain, Cartwright Mountain, Giants Head and potentially others).
	8.2(4)	Research and explore funding opportunities to implement the Plan's strategies and actions (grant applications, donations, sponsorships, etc.)



Short Term | 3 – 6 Years

Strategy		Section & Action No.	Action
Trail Development Plan			
Trail Reroutes & Improvements		7.3(1)	<p>R1 - Reroute Full Frontal to provide a perpendicular crossing of Frontside and eliminate the sharing of the trail tread. This re-route will separate pedestrian and equestrian users who are climbing Full Frontal from high-speed mountain bikes that are descending Frontside.</p> <p>R2 - Re-route the current fall line climb trail connecting Upper TCT to Full Frontal to provide more sustainable blue rated multi-use climb trail.</p> <p>R3 - Re-route Midline to remove the shared tread with Front Side and provide a perpendicular crossing of Front Side with enhanced sightlines.</p> <p>R4 - Reroute Full Frontal along the eastern private property line to ensure the trail remains on Crown land.</p> <p>R5 - Undertake grade reductions and trail tread hardening on the western segment of the KVR Trail / TCT to enhance the universal accessibility of the trail and achieve a "white circle (easiest)" difficulty rating.</p>
		7.3(2)	Consider managing Frontside trail and the proposed N1 (Mountain bike optimized flow/tech downhill) trail as mountain bike optimized downhill only trails. All other trails in the system should continue to be managed as multi-use bi-directional trails.
		7.3(3)	Undertake routine trail maintenance activities to address identified trail sustainability problems (tread cupping, erosion, standing water, bench cuts, turn design).
Mountain Bike Skills Area		7.4(1)	Collaborate with the Kinsmen Club and local mountain bikers to explore a development plan and concept designs for a mountain bike skills area near the eastern boundary of the Rodeo Grounds Park / western boundary of Mount Conkle Park.
Parking & Staging Areas		7.6(1)	Consider undertaking the detailed design and construction of the Rodeo Grounds staging area enhancements as identified in the Summerland Rodeo Grounds Master Plan.
		7.6(3)	If feasibility is confirmed and funding has been secured, construct the Fenwick Road extension and the new staging area at the southeastern boundary of Mount Conkle Park.
Signage		7.8(2)	Consider adopting the sign typology and engaging a sign design professional to prepare the detailed design and content production of the signs proposed in the conceptual signage plan. Ensure the visual design of the signs is inspired by and complements the natural setting.
		7.8(3)	Upon completion of the sign design package, consider implementing the signage plan as presented.
Winter Grooming		7.9(1)	Subject to confirmation of winter and natal habitat for mountain goats, continue to provide an "out and back" winter groomed trail to the summit of Mount Conkle.
Authorization, Governance, Operations & Management			
Governance Model & Trail Stewardship Group		8.2(2)	Once the trail stewardship group is established and the trail systems on District and Crown lands are authorized, consider establishing a contract / agreement with the trail stewardship group to operate and maintain the trail system.
		8.2(3)	Consider providing recurring annual operating funding and capacity (e.g. equipment, materials) to support implementation of the trail stewardship group's annual operations and maintenance plans and, on a cost shared basis, capital funding to support capital priorities.
Visitor Use Management	Bylaws & Regulation	8.3.2(1)	Consider reviewing and updating the Parks Regulation Bylaw No. 2022-012 to ensure that it addresses contemporary trail management issues.
	Temporary Trail System Closures	8.3.3(1)	Consider implementing temporary trail system closures as needed (e.g. conditions result in damage to trail tread, wildlife pose risk to public, minimize wildlife displacement / disturbance during sensitive times).
	Weeds & Invasive Plants	8.3.4(1)	Consider undertaking an inventory of weeds and invasive plant species along the trails and visitor infrastructure in the planning area and identify treatment prescriptions.
8.3.4(3)		Consider requiring a Construction Environmental Management Plan be prepared for any trail or amenity developments / upgrades that require the use of machinery.	
Inspections & Routine Maintenance		8.4(1)	Consider formalizing "Inspection and Maintenance Protocols" to guide inspection frequency, prioritization of maintenance deficiencies, documentation / record keeping, reporting, and accident tracking.
Land Use Planning, Official Community Plan & Zoning		8.8(1)	If / when future provincial land and resource management planning or forest landscape planning initiatives occur, advocate for the Crown land parcels to be recognized for their recreation values and establish recreation as a priority land use.

Medium Term | 7 - 10 Years

Strategy	Action No.	Action
Trail Development Plan		
New Trails	7.2(1)	Develop a downhill black diamond mountain bike optimized flow/tech trail and technical features (see N1).
	7.4(2)	Once funding has been secured, complete detail designs and construction of the Mountain Bike Skills Area.
Trail Decommissioning	7.5(1)	Consider implementing trail decommissioning including 4.6 km of active decommissioning, 2.4 km of passive decommissioning and 1.0 km of trail abandonment.
Amenity Nodes	7.7(1)	Consider enhancing amenity nodes: AN1 Kettle Valley Rail Trail / TCT – West <ul style="list-style-type: none"> • 2 universally accessible picnic tables • Interpretive signage • Wayfinding signage • Upgrade / ensure access routes to and ground surfacing around amenities is universally accessible. AN2 Kettle Valley Rail Trail / TCT – East <ul style="list-style-type: none"> • Universally accessible vault toilet (remove if Fenwick Road staging area developed with toilet) • 2 universally accessible picnic tables • Universally accessible gazebo / shade structure • Interpretive signage • Wayfinding signage • Upgrade access routes to and ground surfacing around amenities to be universally accessible. AN3 Prayer Flags / Mount Conkle Summit <ul style="list-style-type: none"> • 2-3 Benches • Bike repair station & pump • Kiosk • Interpretive signage
	7.7(2)	To improve universal accessibility, consider increasing the frequency of universally accessible benches along the KVR Trail / Trans Canada Trail between the Rodeo Grounds and new Fenwick Road staging area (every 200-250 m).

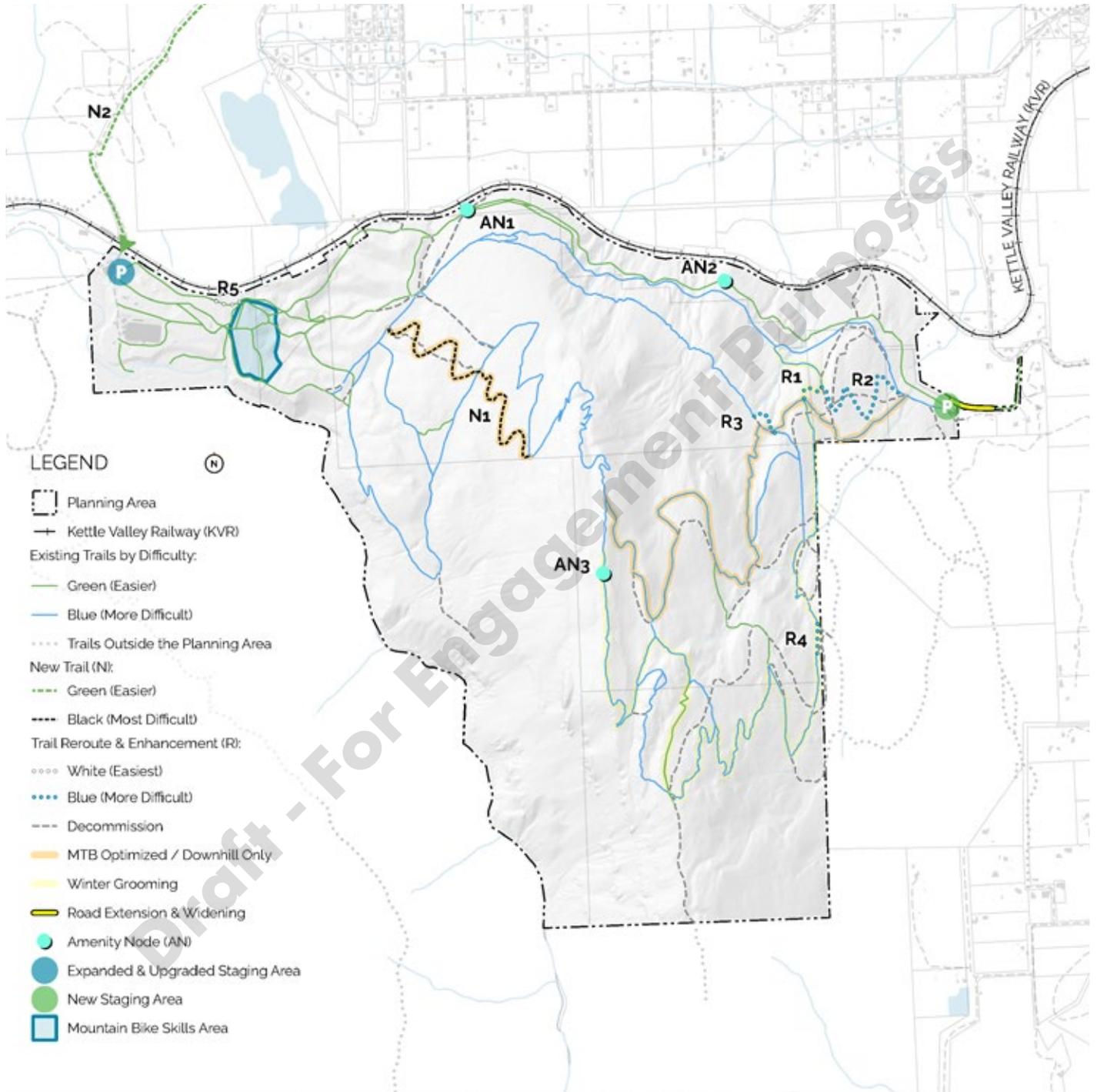
Draft - For Engagement Purposes

Strategy		Action No.	Action
Authorization, Governance, Operations & Management			
Visitor Use Management	Visitor Information & Education	8.3.1(1)	Consider improving proactive visitor education and information regarding a) adventure smart & ride smart, b) Leave No Trace & Trail Etiquette, c) Rules of Use.
	Weeds & Invasive Plants	8.3.4(2)	Consider collaborating with the Okanagan and Similkameen Invasive Species Society and volunteers to appropriately treat and manage weeds and invasive plant infestations.
	Special Events & Commercial Use	8.3.5(1)	Consider developing / refining the District's internal procedures or developing a Special Events and Commercial Use policy to guide issuance of Park Use Permits for commercial, competitive and special event use of the trails on District lands.
Inspections & Routine Maintenance		8.4(2)	Consider developing an annual maintenance / operating plan to identify the routine and non-routine maintenance activities that are prioritized to be resolved and operational funding requirements / requests.
Risk Management & Volunteer Management		8.5(1)	Implement good risk management practices regarding the trail system and trail operations (e.g. design, hazard identification & control, inspections & maintenance, visitor information, volunteer health & safety program, accident reporting & analysis).
		8.5(2)	Consider adopting / developing a volunteer agreement, volunteer job description(s), and volunteer health and safety program.
Activation & Programming		8.6(1)	Consider encouraging community partners to provide programming on the trail system such as "learn to" programs, equity & inclusion programs, adaptive recreation programs, Indigenous youth programs.
		8.6(2)	Consider working with the Penticton Indian Band to determine if, and if so, how and where First Nation's culture, stories and places of significance can be integrated into the visitor experience and how the trail system can support Canada's Truth and Reconciliation.
Land Use Planning, Official Community Plan & Zoning		8.8(2)	Upon authorization of the trail system on Crown lands, consider updating the zoning bylaw to zone the Crown land parcels in the area to permit trails, recreation, tourism and associated amenities.

Long Term | 11 - 15 Years

Strategy		Action No.	Action
Trail Development Plan			
New Trails		7.2(2)	Consider undertaking feasibility study to develop an off-road non-motorized trail connection between the Rodeo Grounds staging area and the Cartwright Mountain trail system (N2).
Authorization, Governance, Operations & Management			
Activation & Programming		8.6(3)	Consider working with the with Summerland Museum, Okanagan Historical Society, Penticton Indian Band and others to prepare an interpretive plan for the trail system.
Trails Tourism		8.7(1)	Consider elevating the general awareness of the trail system and approved parking locations and integrate the trail system into summer and winter visitor itineraries.
		8.7(2)	Consider developing a compelling trail tourism destination marketing and communications strategy to encourage both locals and tourists to choose Summerland and Summerland's local businesses for one of their trails tourism adventures.
		8.7(3)	The District and the Province should be receptive to issuing approvals to local businesses that wish to offer guided, instructional or other trails focused tourism experiences on the trail system so long as the desired resource conditions identified in this plan are being achieved.

Trail Development Plan



CAPITAL COSTS ESTIMATES

Full details of cost estimates are outlined in section 10.2

Description	Subtotal
INITIAL ACTIONS SUBTOTAL	\$0
Soft Costs - Design, Surveys, Investigations, Permitting, Studies	\$125,000
INITIAL ACTIONS TOTAL COSTS	\$125,000
SHORT-TERM SUBTOTAL	\$703,200
Soft Costs - Design, Surveys, Investigations, Permitting, Studies	\$115,000
Contingency (30%)	\$210,960
SHORT-TERM TOTAL COSTS	\$1,029,160
MEDIUM-TERM SUBTOTAL	\$477,000
Soft Costs - Design, Surveys, Investigations, Permitting, Studies	\$110,000
Contingency (30%)	\$143,100
MEDIUM-TERM TOTAL COSTS	\$730,100
Subtotal (excluding Summerland Rodeo Grounds Items)	\$1,071,950
Subtotal (Summerland Rodeo Grounds Items)	\$108,250
SUBTOTAL (ALL ITEMS & PHASES)	\$1,180,200
Soft Costs - Design, Surveys, Investigations, Permitting, Studies	\$350,000
Contingency (30%)	\$354,060
TOTAL COSTS	\$1,884,260

**Costing associated with trail construction and re-routing assumes the work will be completed by contractors in accordance with IMBA and provincial standards / best practices. If volunteers are used to undertake the works, the costs may be reduced.*

** Costing includes capital costs already included in the Summerland Rodeo Grounds Master Plan for upgrades to the Rodeo Grounds staging area.*

MONITORING

To monitor progress and the status of each desired condition, a suite of indicators and associated triggers and thresholds have been developed and included in the plan.



Photo Source: peter woodward, alltrails.com

TABLE OF CONTENTS

1. INTRODUCTION	1
1.1 PURPOSE	2
1.2 PLANNING AREA	2
2. CONKLE MOUNTAIN TRAIL SYSTEM & VISITATION TODAY	5
2.1 TRAIL ACTIVITIES	6
2.3 VISITATION CHARACTERISTICS & DISTRIBUTION	12
2.4 TRAIL TREAD CONDITIONS	17
2.5 EXISTING TRAIL GRADES	19
2.6 STAGING AREAS & ACCESS TO THE TRAILS	21
2.7 SIGNAGE	24
2.8 VISITOR AMENITIES	26
2.9 VISITOR INFORMATION & TRIP PLANNING	27
2.10 TRAIL SYSTEM GOVERNANCE, OPERATIONS & MAINTENANCE	28
3. SITE CONTEXT	29
3.1 LAND OWNERSHIP & LAND MANAGEMENT	30
3.2 WILDLIFE & ECOLOGICAL VALUES	35
3.3 TERRAIN	35
4. ENGAGEMENT	37
5. STRENGTHS, ISSUES & OPPORTUNITIES	41
6. DESIRED RESOURCE CONDITIONS AND APPROPRIATE ACTIVITIES AND AMENITIES	44
6.1 DESIRED CONDITIONS	45
6.2 APPROPRIATE TRAIL ACTIVITIES & VISITOR AMENITIES	47

Draft - For Engagement Purposes

7. TRAIL DEVELOPMENT PLAN	49
7.1 OVERVIEW	50
7.2 NEW TRAILS	52
7.3 TRAIL RE-ROUTES & ENHANCEMENTS	53
7.4 MOUNTAIN BIKE SKILLS AREA	54
7.5 TRAIL DECOMMISSIONING	56
7.6 PARKING & STAGING AREAS	57
7.7 AMENITY NODES	59
7.8 SIGNAGE	60
7.9 WINTER GROOMING	60
8. AUTHORIZATION, GOVERNANCE, OPERATIONS & MANAGEMENT	62
8.1 TRAIL AUTHORIZATIONS	63
8.2 GOVERNANCE MODEL & TRAIL STEWARDSHIP GROUP	63
8.3 VISITOR USE MANAGEMENT	64
8.4 INSPECTIONS & ROUTINE MAINTENANCE	68
8.5 RISK MANAGEMENT & VOLUNTEER MANAGEMENT	69
8.6 ACTIVATION & PROGRAMMING	70
8.7 TRAILS TOURISM	71
8.8 LAND USE PLANNING, OFFICIAL COMMUNITY PLAN & ZONING	73
9. MONITORING	74
10. IMPLEMENTATION PLAN & CAPITAL COSTS ESTIMATES	76
10.1 IMPLEMENTATION PLAN	77
10.2 CAPITAL COST ESTIMATES	81
APPENDICES	85
APPENDIX A: TRAIL PLANNING & DESIGN GUIDANCE TOOLS	86
APPENDIX B: SIGN TYPOLOGY, TYPICAL LOCATIONS & CONTENT	94
APPENDIX C: CROWN LAND TRAIL AUTHORIZATION OPTIONS	99
APPENDIX D: TRAIL STEWARDSHIP GROUP GOVERNANCE MODEL, REPRESENTATION & ROLES & RESPONSIBILITIES	101
APPENDIX E: MONITORING INDICATORS, TRIGGERS & THRESHOLDS	104
REFERENCES	107

FIGURES

Figure 1	Planning Area	3
Figure 2	Visitor Use Management Framework Trail Activities	4
Figure 3	Reported Activity Participation in the Warm Months (April - September)	6
Figure 4	Reported Activity Participation in the Cold Months (October - March)	6
Figure 5	Trail System by Sanction & Model of Travel	8
Figure 6	Trail Difficulty Demands Compared with Current Trail Supply	9
Figure 7	Trails by Difficulty Rating	10
Figure 8	Winter Grooming on Conkle Mountain	11
Figure 9	Frequency of Visits - Warmer & Colder Months	12
Figure 10	Length of Outing – Warmer & Colder Months	12
Figure 11	Group Composition	13
Figure 12	Mode of Transportation to Trailhead	13
Figure 13	Average Traf-X Counts by Day of Week – Full Frontal Trail	14
Figure 14	Average Traf-X Counts by Month (2023 - 2024) - Full Frontal Trail	14
Figure 15	Existing Visitation According to Strava	16
Figure 20	Evolution of a Trail Tread Leading to Cupping, Erosion & Puddling	17
Figure 16	Existing Trail Grades	20
Figure 17	Mode of Transportation to the Trail System	22
Figure 18	Typical Parking Locations	22
Figure 19	Satisfaction with Parking Locations, Size & Gateway Experience	23
Figure 21	Land Ownership	31
Figure 22	Summerland Rodeo Grounds Master Plan - Development Zones	32
Figure 23	Terrain Suitability for Trails	36
Figure 24	Trail Development Plan	51
Figure 25	Decommissioning Plan	56
Figure 26	Summerland Rodeo Grounds Staging Area Concept Plan (Summerland Rodeo Grounds Master Plan)	57
Figure 27	Fenwick Road Extension & Mount Conkle Park Staging Area	58
Figure 28	Signage Plan	61
Figure 32	Multi-Use Trail Courtesy Yield	65
Figure 30	Wayfinders Landmark Sculpture Identifying Points of Importance to the Secwépemc Peoples	70
Figure 31	Trailheads Post: Secwépemc Landmarks Project	70
Figure 33	Relationship Between Trail Tourism Readiness & Benefits (Justin Ellis)	72
Figure 34	Trails Ecosystem	72
Figure 35	Relationship Between Indicators, Triggers & Standard / Threshold	75
Figure 36	Trail Classification System - Trans Canada Trail	86
Figure 37	Characteristics & Considerations of Multi-Use, Activity Optimized & Single Use Trails	87
Figure 38	Multi-Use & Mountain Bike Optimized Trail Intersection Design Guidance	90

TABLES

Table 1: Distribution of Trails by Landowner & Mode of Travel	30
Table 2: Compatible, Permitted & Non-Compatible Recreation Activities & Amenities	47
Table 3: Index of Proposed New Trails	52
Table 4: Index of Trail Re-routes & Improvements	53
Table 5: Index of Amenity Nodes	59

ACRONYMS

a-MTB	Adaptive Mountain Bike
FRPA	Forest and Range Practices Act
KVR	TrailKettle Valley Rail Trail
LOO	Licence of Occupation
LRMP	Land & Resource Management Plan
MTB	Mountain Bike
OCP	Official Community Plan
ORV	Off Road Vehicle
PIB	Penticton Indian Band
RDOS	Regional District Okanagan Similkameen
RMZ	Resource Management Zone
SARA	Species at Risk Act
TCT	Trans Canada Trail
TTF	Technical Trail Feature
TMO	Trail Management Objective
VUMF	Visitor Use Management Framework

Draft - For Engagement Purposes

1. INTRODUCTION

Photo Source: GabbyKolean Ilagen, alltrails.com

The Conkle Mountain trail system is one of the most desired year-round trail systems in the District of Summerland (District). It supports many different trail-based activities such as walking, hiking, trail running, mountain biking, fat biking horseback riding, dog walking and snowshoeing and offers stunning vistas of Giants Head Mountain, Okanagan Lake, and the rolling hills and open forests and grasslands of the Okanagan Valley. The trail system is becoming an increasingly known tourism attraction that brings visitors to the community and serves as a stage for numerous trail-based special events and races.

Hosting thousands of visits each year, the trail system has been developed organically and informally over the past few decades through the incredible efforts of a small number of skilled and dedicated volunteers. Visitors to the trail system are quite satisfied with the quality of the recreation experience it provides. Though satisfied, opportunities to undertake basic improvements to trail system and its governance and management have emerged.

The District's [2019 Trails Master Plan](#) suggested that conflicts between users (e.g. bikes, equestrian, motorized vehicles, dogs), lacking visitor infrastructure, signage and wayfinding, and unauthorized trail building and trespass on private are growing management issues. Further, the Conkle Mountain area is ecologically important. The mountain provides habitat for many different species, including species at risk, and trails and trail use have the potential to negatively impact these wildlife and ecological values if not well planned and actively managed. Recognizing the growing popularity of the trail system, the evolving interests and new uses (e-bikes) that are occurring on the trail system, and the emerging management issues and concerns (e.g. ecological values, conflicts), action 1.4 of the District's 2019 Trails Master Plan directed the District to work collaboratively with trail users, First Nations, residents, landowners and interested organizations to prepare a trail plan for Conkle Mountain.

1.1 PURPOSE

The purpose of this trail plan is to outline the recommended steps that can be taken, if and when resourcing is available, to establish a more coordinated and formalized approach to the development and management of the Conkle Mountain trail system.

Focused on the next fifteen years, the plan:

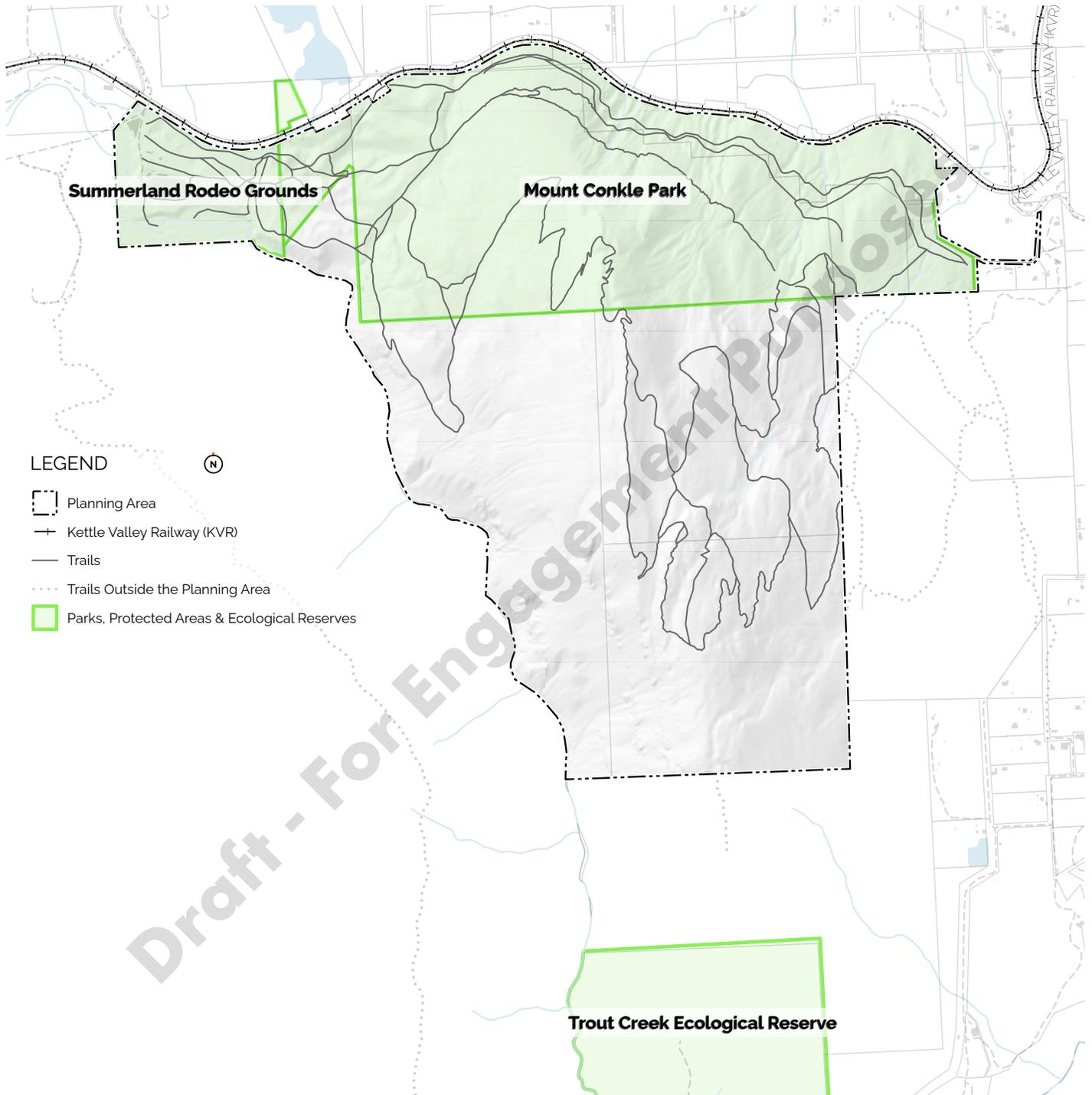
- Provides a detailed inventory and classification of the existing trail system and visitor amenities.
- Provides an overview of existing land ownership, land use and environmental values.
- Identifies the priority management issues and concerns associated with the trail system and recreational use as identified by the community and research.
- Defines the desired conditions envisioned for the area and sets out the activities and amenities that are appropriate for the trail system.
- Proposes the trails that should be considered for formal designation and those that should be considered for decommissioning.
- Identifies capital development actions including a conceptual signage plan.
- Outlines actions that could be taken to advance the authorization, governance, operation and management of the trail system.

Content in this plan will also help to inform District updates to the Official Community Plan and zoning bylaw.

1.2 PLANNING AREA

The 394 ha Conkle Mountain planning area is bound by the Kettle Valley Railway in the north, private land to the east, Trout Creek to the south and the Rodeo Grounds and Penticton Indian Band (SnPink'tn) lands to the west (Figure 1). While the planning area was inclusive of the Summerland Rodeo Grounds, future development within the Rodeo Grounds is guided by the recently completed Rodeo Grounds Master Plan (2024).

Figure 1 Planning Area



1.3 PLANNING PROCESS

Preparation of the plan was undertaken in accordance with the [Visitor Use Management Framework](#) (VUMF) planning process (Figure 2). Tasks in each of the four planning phases included:

PHASE 1: Building the Foundation

- Reviewing relevant information and data and articulating the planning area’s purpose and relevant management direction.
- Review of background plans, reports, policies, and research.
- Assembly and mapping of available spatial data (e.g. environmental values, cultural values, geo-admin boundaries, land ownership, trail inventory, TrailForks, Alltrails, Gaia, Strava).
- Completion of a multi-day field program (June 17-20, 2024) to validate the desk-top trail inventory and rapidly assess the supply and condition of trails, infrastructure and amenities.

PHASE 2: Defining Visitor Use Management Direction

- Engagement planning and launch of stage 1 engagement.
- Engagement analysis & What We Heard report preparation.
- Identification of key management issues and opportunities and preparation of desired condition statements. Identification of indicators, triggers and thresholds that will be used to monitor desired conditions over time.

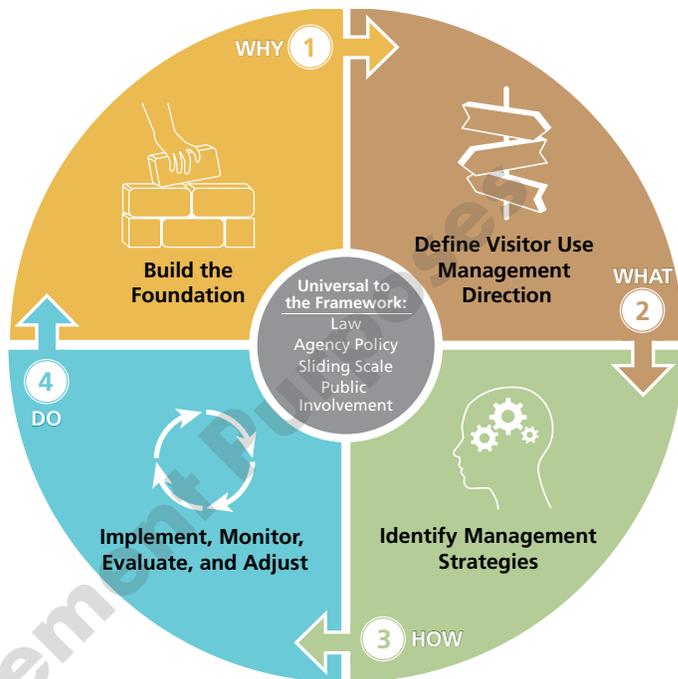
PHASE 3: Identifying Management Strategies, Draft Plan & Final Plan

- Development of management strategies, actions and trail / infrastructure priorities.
- Preparation of the draft trail plan.
- Presentation of the draft trail plan to Council.
- Engagement planning & launch of stage 2 engagement to receive feedback on the draft plan. Engagement analysis and What We Heard reporting.

PHASE 4: Finalize & Implement

- Editing of the draft plan & preparation of the final plan.
- Presentation to District Council.

Figure 2 Visitor Use Management Framework Trail Activities





Draft - For Engagement Purposes

2.

CONKLE MOUNTAIN TRAIL SYSTEM & VISITATION TODAY

Photo Source: Cory Bain-Buote, alltrails.com

Thousands of residents and tourists come to the trail system each year to be physically active / exercise, enjoy nature, improve their mental health and wellness, to have fun and relax and for adventure and personal challenge. Engagement results indicate that the trail system hosts a diverse mix of trail-based activities in all seasons (Figure 3 and Figure 4). The most popular reported activities include:

2.1 TRAIL ACTIVITIES

Thousands of residents and tourists come to the trail system each year to be physically active / exercise, enjoy nature, improve their mental health and wellness, to have fun and relax and for adventure and personal challenge. Engagement results indicate that the trail system hosts a diverse mix of trail-based activities in all seasons (Figure 3 and Figure 4). The most popular reported activities include:

Figure 3 Reported Activity Participation in the Warm Months (April - September)

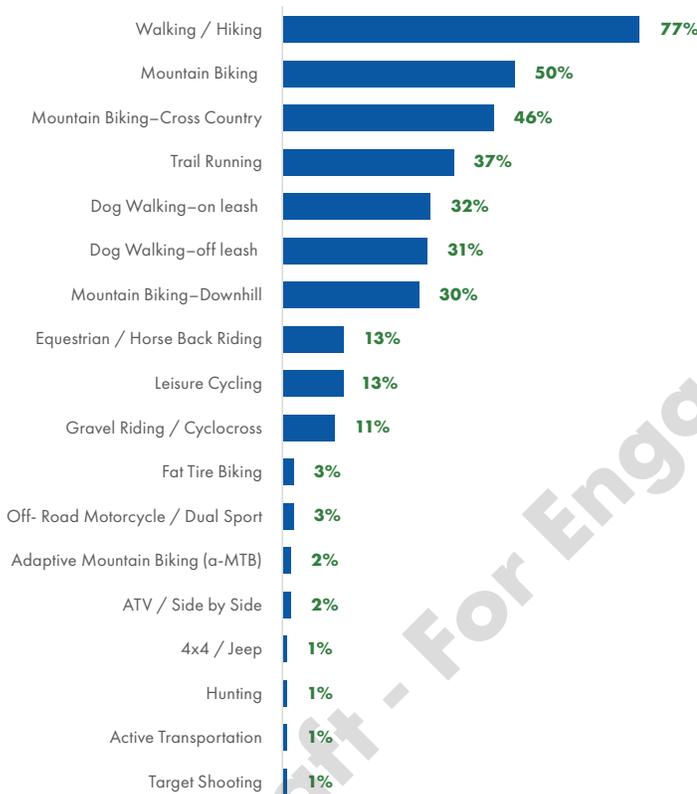
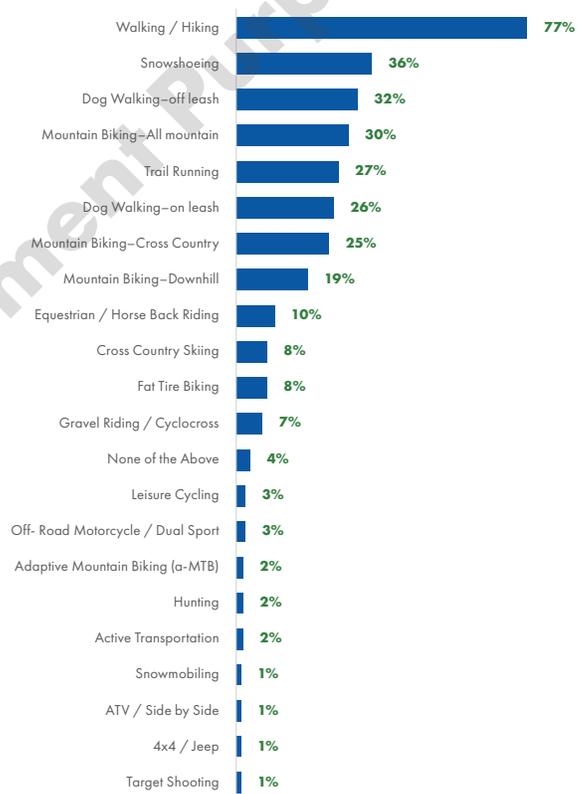


Figure 4 Reported Activity Participation in the Cold Months (October - March)



ALL-MOUNTAIN MOUNTAIN BIKING

Gravity focused flow and tech trails with technical features, less focused on physical challenge more focused on adventure, lower preference for climbing, heavier bikes with more travel.

CROSS COUNTRY MOUNTAIN BIKING

Traditional trails, undulating with lots of climbing, not gravity focused, seeking endurance / fitness, seeking variable terrain with many climbs, lighter bikes with less travel.

2.2 TRAIL SUPPLY

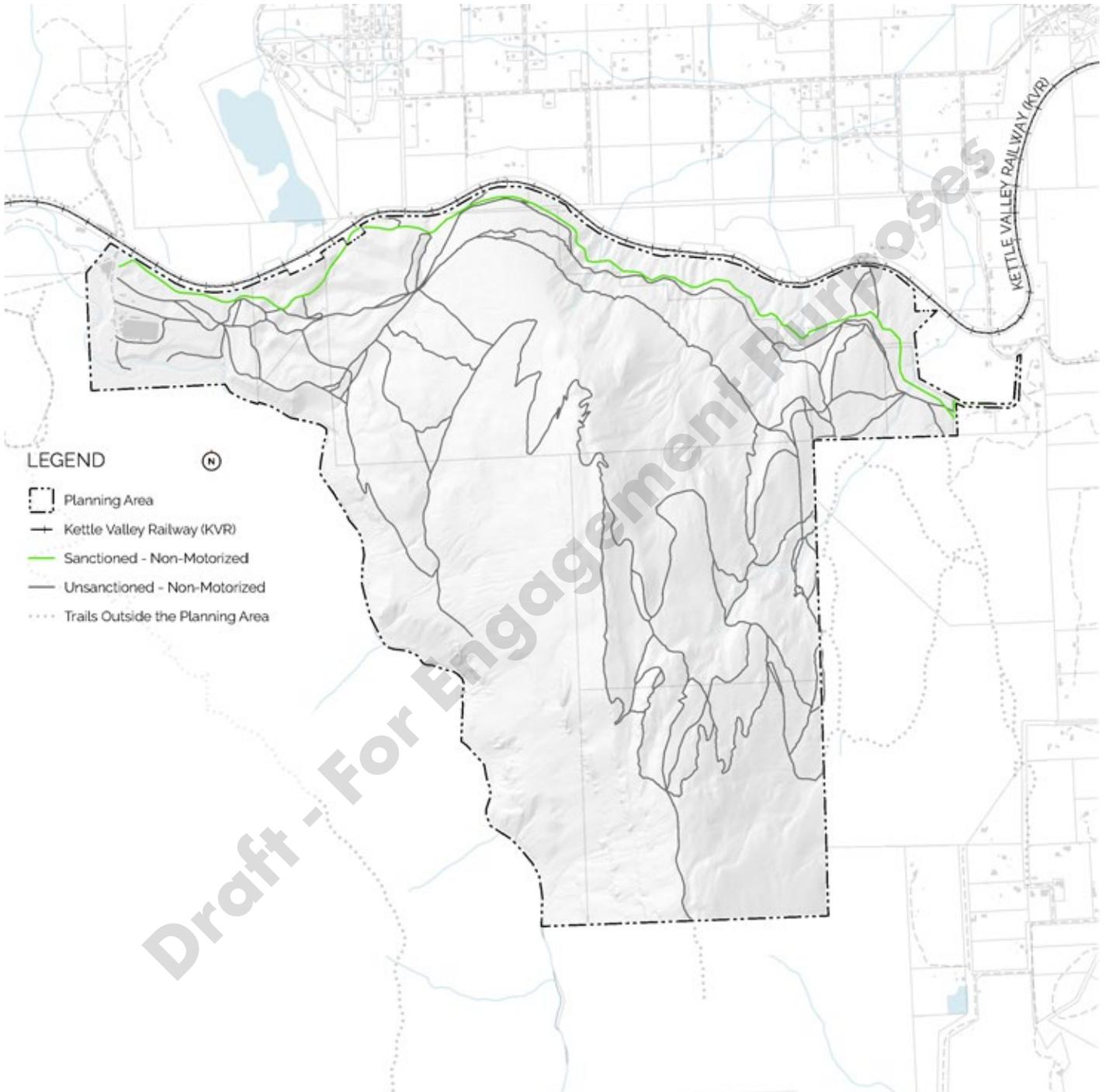
2.2.1 Trails by Status & Mode of Travel

The Conkle Mountain trail system includes approximately 35 km of trails (Figure 5). Approximately 10.5% (3.7 km) of the trail system is sanctioned (status) by the landowner / manager while 89.5% (31.4 km) is unsanctioned (non-status). As Mount Conkle Park and the Rodeo Grounds Park are non-motorized areas, the trails (even though they are unsanctioned) in these areas are regulated as non-motorized trails. The trails on Crown lands are unsanctioned and, while off-road vehicle (ORV) use is technically permitted on the Crown lands, ORV use on the Conkle Mountain trails is minimal. Input from the engagement process indicates that the community widely views these trails as non-motorized, though no regulatory mechanism is currently in place to backstop this community preference.



Photo Source: Summerlandjade, trailsfork.com

Figure 5 Trail System by Sanction & Model of Travel



2.2.2 Trails by Difficulty

The difficulty level of inventoried trails was determined through general application of Recreation Sites and Trails BC’s draft Mountain Bike Trail Difficulty Rating Matrix¹.

Of the 35 km of trails:

- 0% are rated white circle (easiest)
- 38% are rated green circle (easier)
- 62% are rated blue square (more difficult)
- 0% are rated black diamond (most difficult)
- 0% are rated double black diamond (expert unlimited)

According to input from the engagement process, visitors are seeking trail opportunities at all levels of difficulty (Figure 6). Regardless, of activity, demands are greatest for blue (more difficult) rated trails followed by advanced (black diamond), and then easier (green circle) rated trails.

Figure 6 illustrates that the current supply of trails by difficulty does not fully align with reported demands. For example, 60% of respondents are seeking black diamond rated trails which are not currently available in the network. Aligning the level of difficulty of trails with visitor demands helps to ensure:

- The trail system appeals to the broadest range of visitors.
- That visitors have opportunity to progress their individual skills and abilities.
- The incentive to build unauthorized trails is limited.

While supply and demand match may not be perfect, it is important to recognize that the Conkle Mountain trail system is one of numerous trails systems in the Okanagan Valley. Some other nearby trail systems (e.g. Three Blind Mice) offer a more significant supply of advanced black diamond rated trails. Learnings from the engagement indicate that the community intends for the Conkle Mountain trail system to deliberately target visitors who are at a beginner or intermediate level of experience in their activity while providing some opportunity for progression to more technically challenging trails.

Figure 6 Trail Difficulty Demands Compared with Current Trail Supply

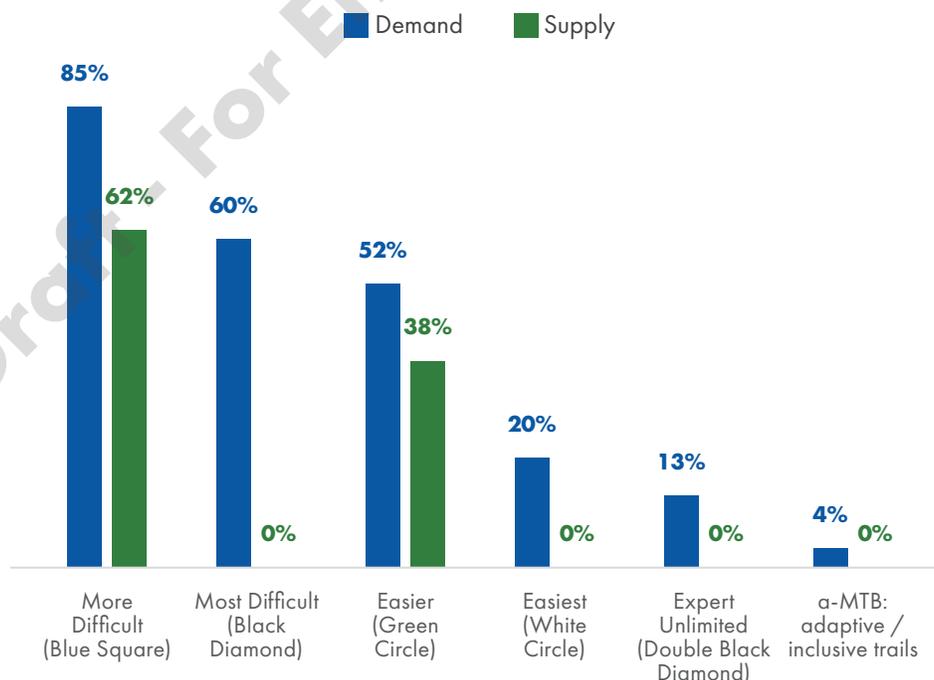


Figure 7 Trails by Difficulty Rating

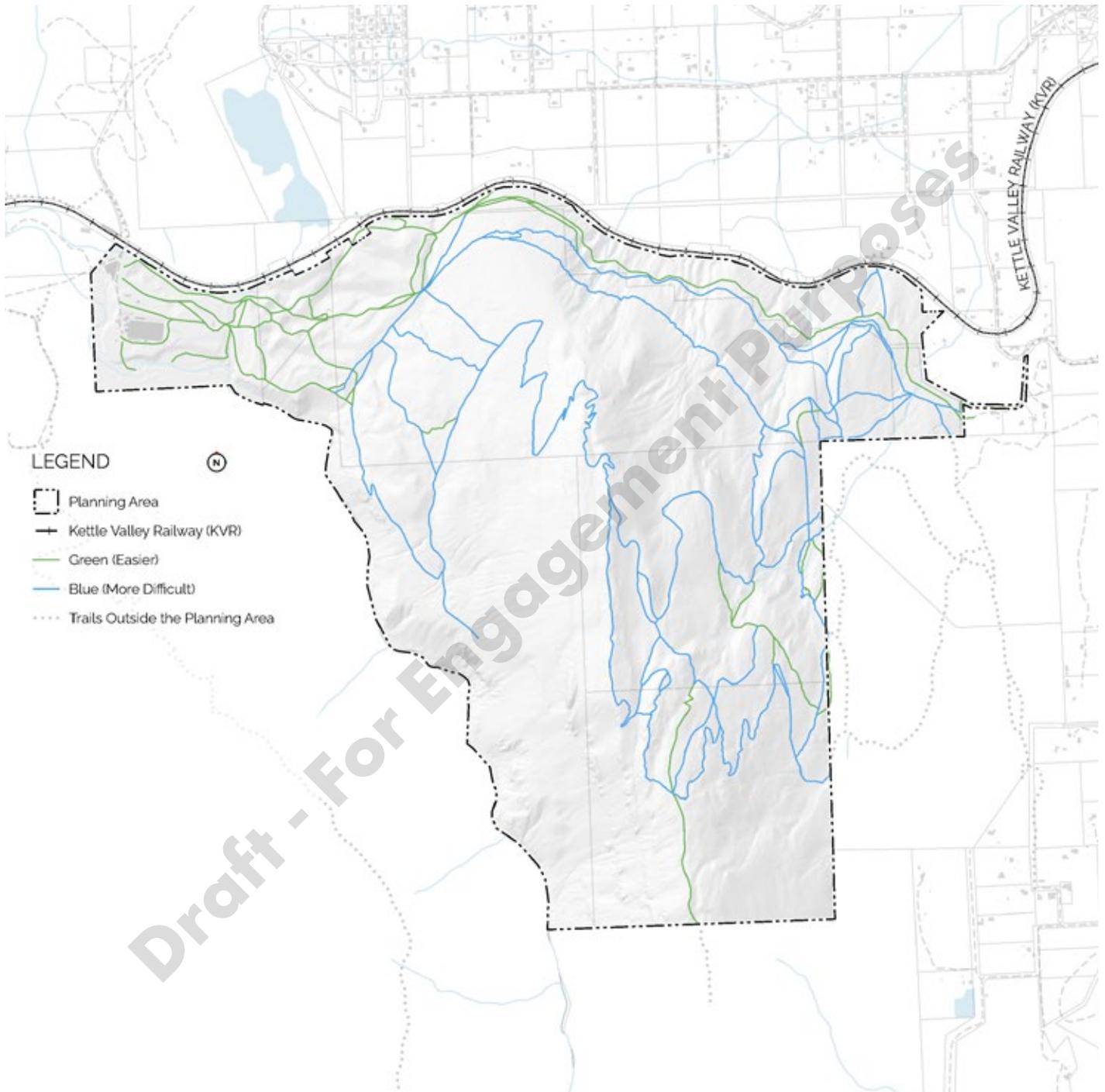




Photo Source: jtrewhit trailforks.com

2.2.3 Winter Groomed Trails

To improve winter conditions for fat biking, snowshoeing and hiking, snow grooming is informally undertaken on approximately 10 km of trail. Providing an “out and back” opportunity, grooming begins at the junction of Upper TCT and Full Frontal and continues along Full Frontal to Winter Connector to Ivan Out and up to the summit. Though the KVR trail is not groomed, it receives regular use that quickly packs the trail after snowfall. A snowblower is used to groom these trails and grooming is performed informally by a small number of volunteers.

Figure 8 Winter Grooming on Conkle Mountain



2.3 VISITATION CHARACTERISTICS & DISTRIBUTION

While a quantitative visitation study is not available for the trail system, data from engagement survey, a Traf-X counter on the Full Frontal trail, and Strava’s heat maps were analysed and provide some helpful insights into existing demands and the distribution of visitation.

2.3.1 Online Survey Insights

Figure 9 Frequency of Visits - Warmer & Colder Months

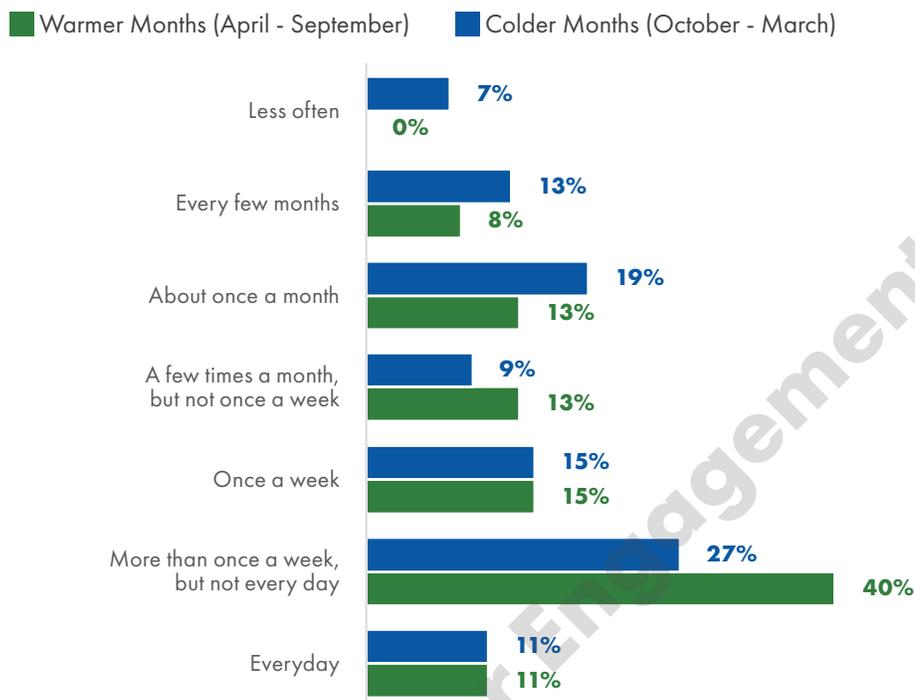
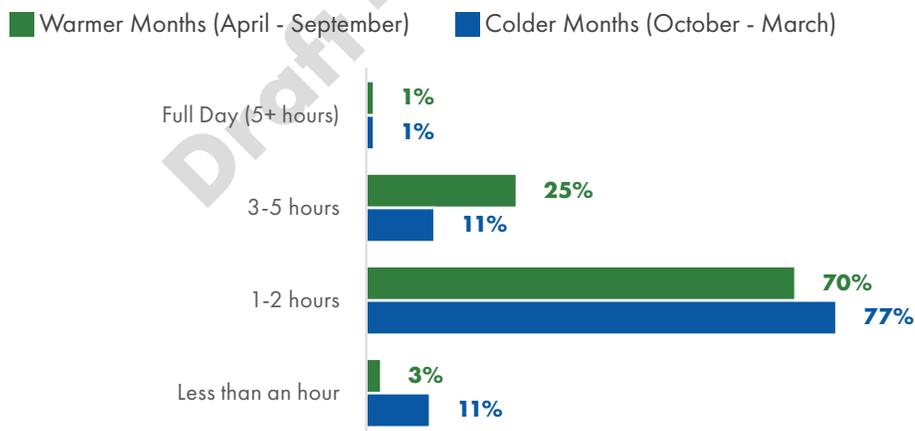


Figure 10 Length of Outing – Warmer & Colder Months



AVERAGE GROUP SIZE

2.9 people / group
Warmer Months

2.5 people / group
Colder Months

Figure 11 Group Composition

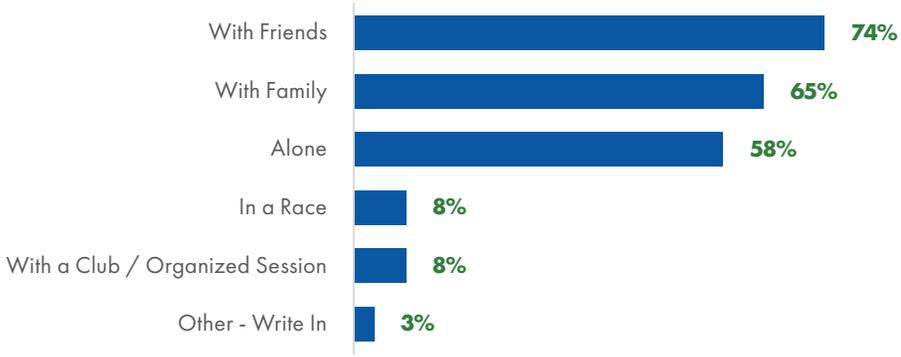
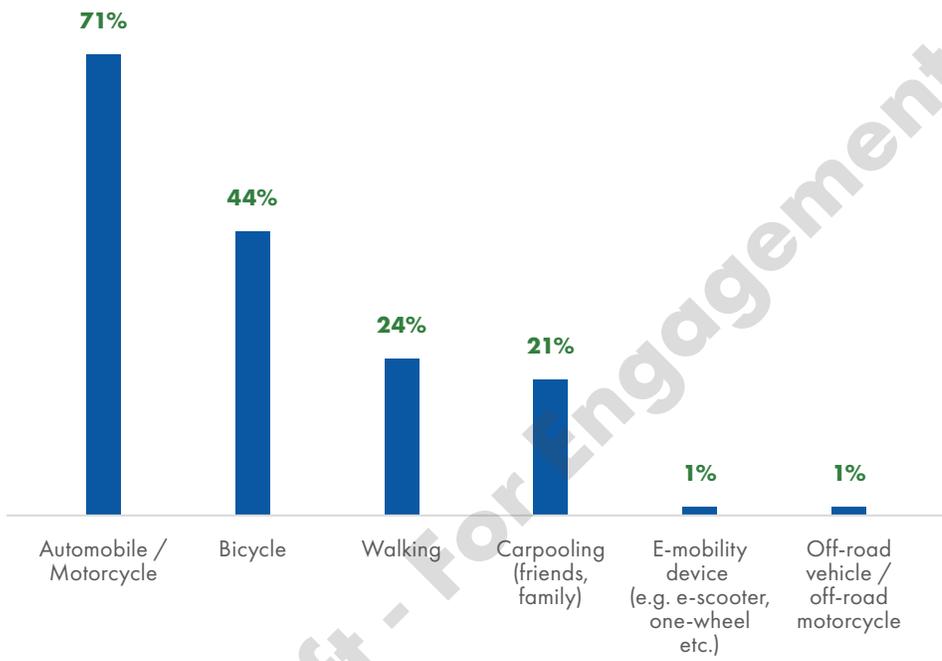


Figure 12 Mode of Transportation to Trailhead



2.3.2 Full Frontal Traf-X Counter Insights

Analysis of the Full Frontal Traf-x counter data (June 2023 – September 2024) found that:

- 4,311 visits were recorded on the counter in the 12-month period of June 2023 – May 2024.
- Visitation occurs on all days of week and all months of the year.
- Visitation on the busiest warm season days is 91% higher than the busiest cold season days.
- 13-15 visits (average) per day in the warmer months. 5-6 visits (average) per day in the colder months.
- Visitation is approximately 64% higher on the weekends during warmer months than weekdays. Saturdays in the warmer months, which are the busiest days, experienced an average of 23 visits per day (maximum of 48) while Sundays experienced an average of 20 visits per day (maximum of 37) as illustrated in Figure 13.
- Visitation is approximately 100% higher on the weekends during the colder months than weekdays. Saturdays during the colder months, which are the busiest days, experienced an average of 12 visits per day and a maximum of 56 while Sundays experienced an average of 10 visits per day and a maximum of 29 (Figure 13).



Figure 13 Average Traf-X Counts by Day of Week – Full Frontal Trail

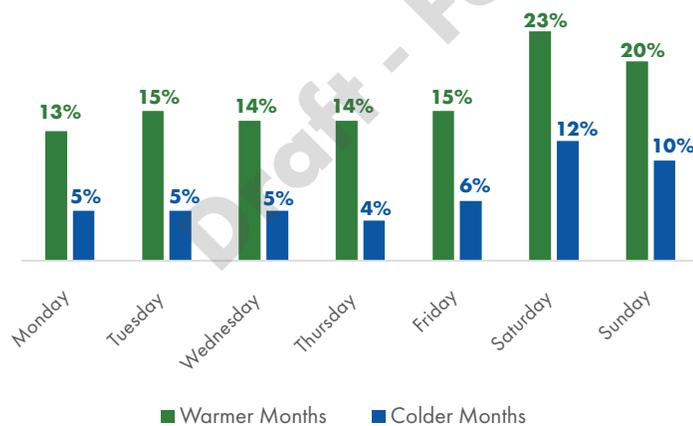


Figure 14 Average Traf-X Counts by Month (2023 - 2024) - Full Frontal Trail





2.3.3 Strava Heat Map Insights

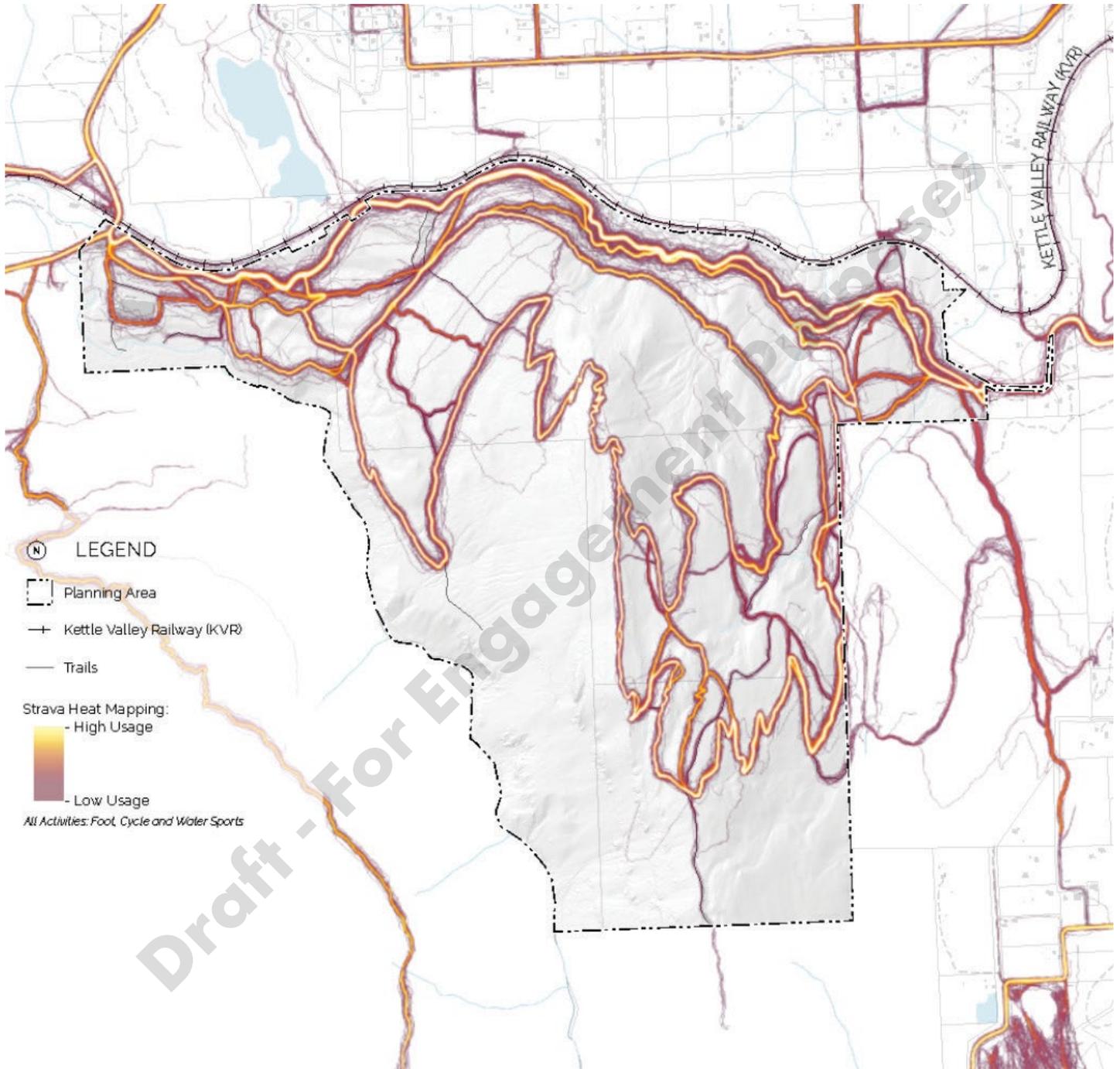
Strava's heat map provides insights into the relative volume of visitation on each trail. While Strava data is known to be biased towards more competitive users associated with trail running and mountain biking, analysis of the Strava heat map (Figure 15) suggests some trails may receive significantly more visitation than others. The most visited trails in the system appear to be:

- Kettle Valley Rail Trail – Trans Canada Trail
- Upper Trans Canada Trail
- Conkle Bonk
- Full Frontal
- Midline
- Frontside

2.3.4 Competitions & Special Events

While most use of the trail system is spontaneous, the trail system hosts several races and events annually. These include the McLennan's Grit 12-Hour Ultra Run and Summerland Sweets-Interior Cross Country Race Series annually. The BC Bike Race (mountain bike race) was also hosted on the trails in 2021. No other events or competitions are known to occur in the warmer months and no events or competitions were identified as occurring in the colder months.

Figure 15 Existing Visitation According to Strava

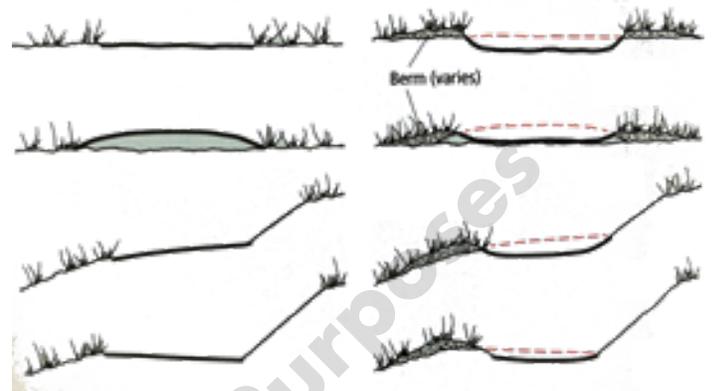


2.4 TRAIL TREAD CONDITIONS

A rapid assessment of the trail system was undertaken on June 17-20, 2024. Field assessment findings and engagement input confirmed that the trails in the system are generally in good condition. While some routine maintenance issues were observed, no major trail sustainability problems that place a trail or a trail segment at risk of failure were observed. Routine trail sustainability issues that were observed include:

- Tread Cupping, Berming & Erosion
- Standing Water / Puddling
- Degraded Bench Cut
- Trail Braiding
- Switch Back Turn Designs & Radius

Figure 20 Evolution of a Trail Tread Leading to Cupping, Erosion & Puddling



Tread Cupping, Berms & Erosion



Examples of Standing Water



Failing Bench Cut



Trail braiding



Switchback Turn Designs & Radius





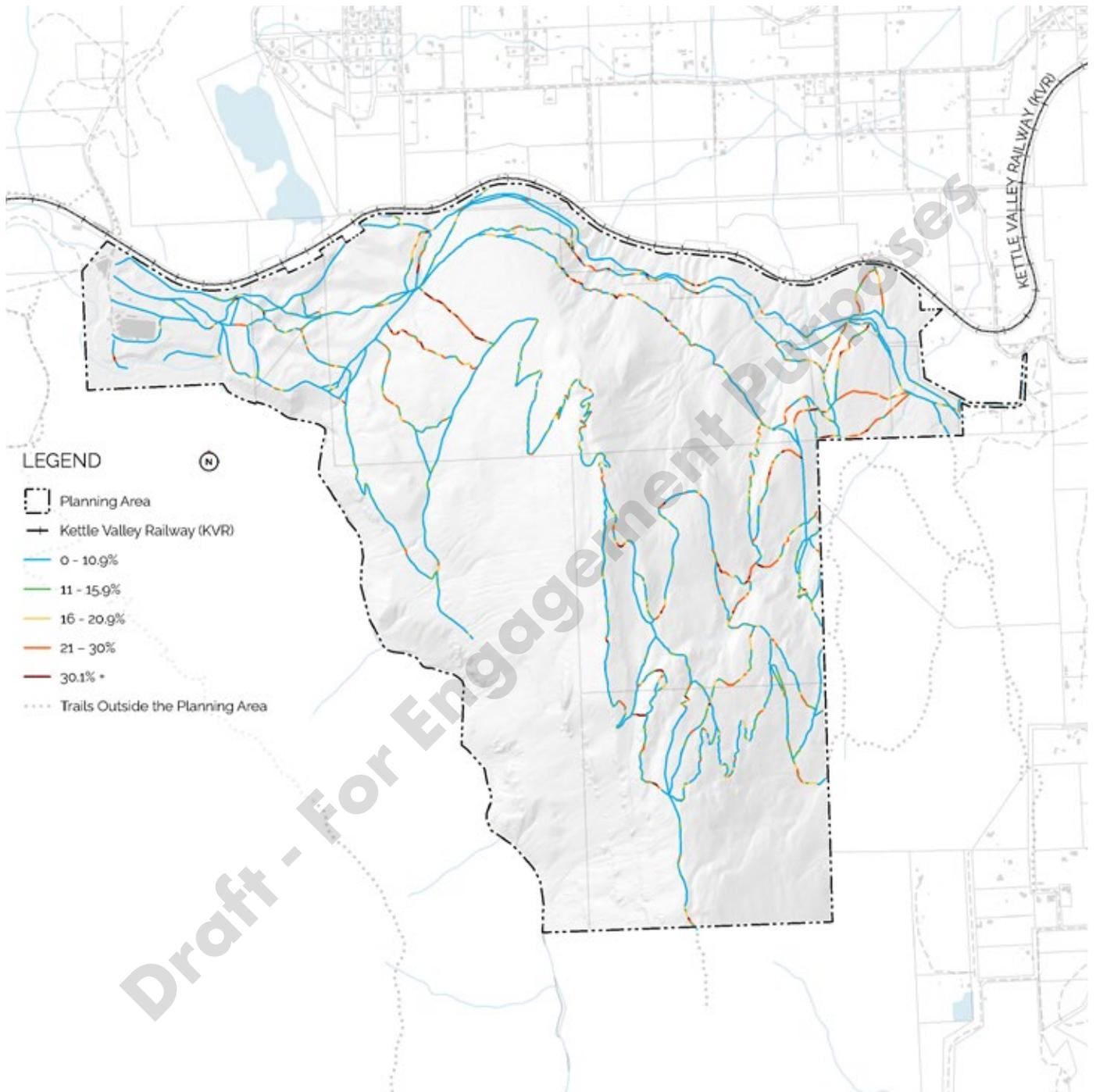
Photo Source: coneofsilence, trailsfork.com

2.5 EXISTING TRAIL GRADES

As a general practice, the most sustainable trails are those with an average grade of 10% or less. However, the grade on some segments of trail may deliberately exceed 10% (e.g. 15-30%) where needed to a) meet user objectives, b) provide the intended trail difficulty or c) to navigate site constraints. These sections should be short, be properly designed and contain water management features. As shown in Figure 16,

- 62% of the existing trail length has a grade between 0 - 10.9%
- 19% of the existing trail length has a grade between 11 - 15.9%
- 9% of the existing trail length has a grade between 16 - 20.9%
- 9% of the existing trail length has a grade between 21 – 30%
- 1% of the existing trail length has a grade of 30.1% +

Figure 16 Existing Trail Grades



2.6 STAGING AREAS & ACCESS TO THE TRAILS

The trail system is currently accessed through two main staging areas 1) Summerland Rodeo Grounds and 2) Fenwick Road staging area.

	Summerland Rodeo Grounds Staging Area	Fenwick Road Staging Area
Status	<ul style="list-style-type: none"> Formal 	<ul style="list-style-type: none"> Informal
Parking Capacity	<ul style="list-style-type: none"> 13-15 vehicles 	<ul style="list-style-type: none"> 3-5 vehicles
Amenities	<ul style="list-style-type: none"> KVR Trail Kiosk Regulatory Signage 2 Picnic Tables Waste Receptacles 	<ul style="list-style-type: none"> KVR Trail Kiosk Regulatory Signage
Considerations	<ul style="list-style-type: none"> Summerland Rodeo Grounds Master Plan has identified future parking capacity and amenity enhancements for the staging area. 	<ul style="list-style-type: none"> Parking is only available on one side of Fenwick road and can reach or exceed capacity on busy days.

Summerland Rodeo Grounds Staging Area

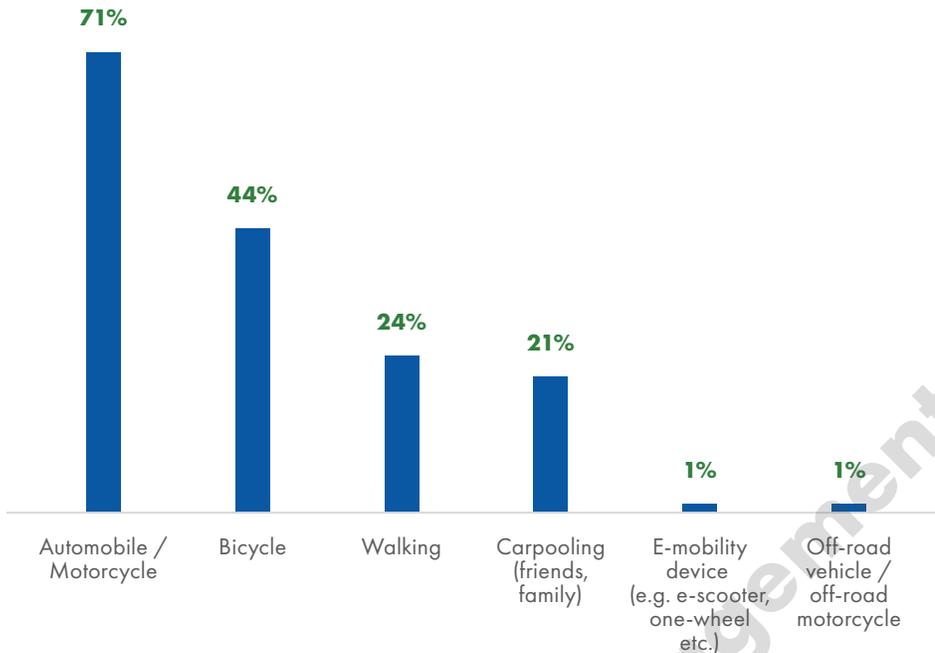


Fenwick Road Staging Area



Over seventy percent of survey respondents indicated that they arrive at the trail system by automobile or motorcycle while 21% said they carpool (Figure 17). Forty-four percent indicated that they cycle to the trailhead and 24% walk. As such, parking capacity is a key consideration at trailheads.

Figure 17 Mode of Transportation to the Trail System



Based on the online survey results the Rodeo Grounds (65%) and Fenwick Road (58%) staging areas could be used almost equally by visitors to access the trail system (Figure 18). Parking demands at the informal Fenwick Road staging area exceeds the parking capacity available which has led to concerns about traffic, parking congestion, trespass and disruption to the neighbourhood.

Figure 18 Typical Parking Locations

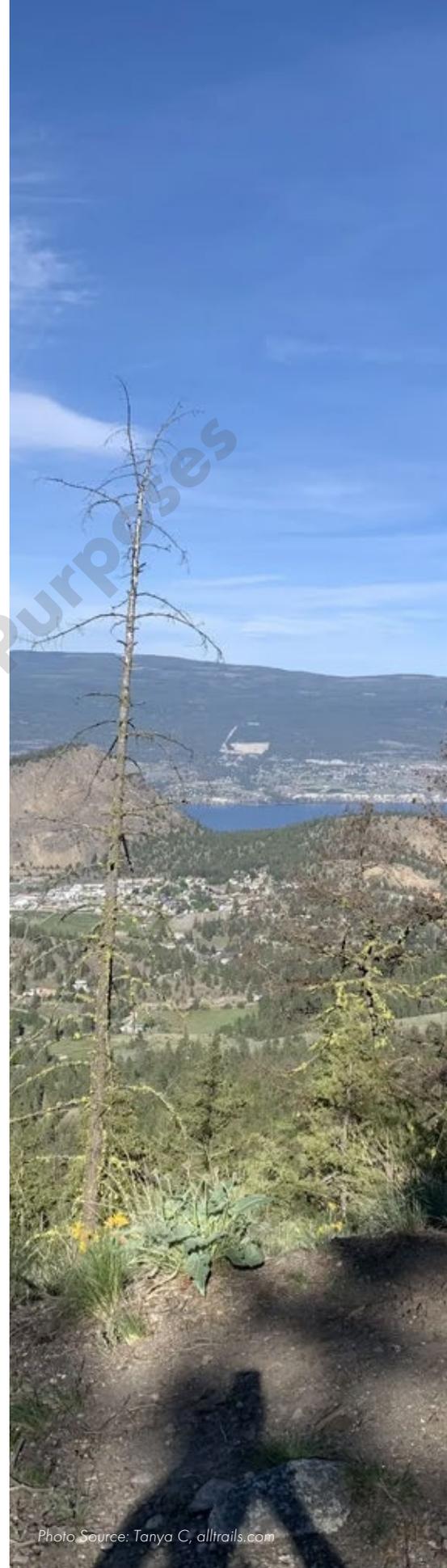
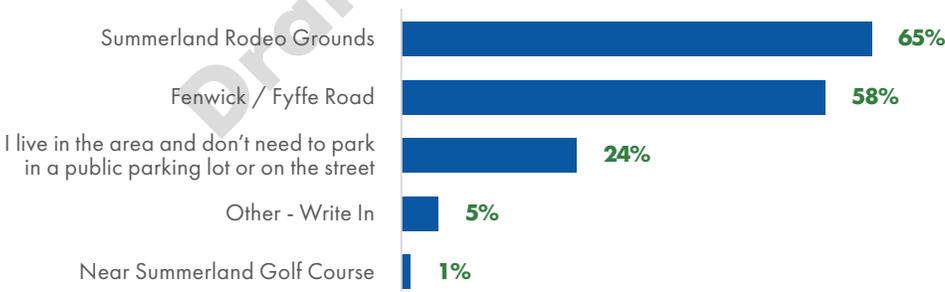
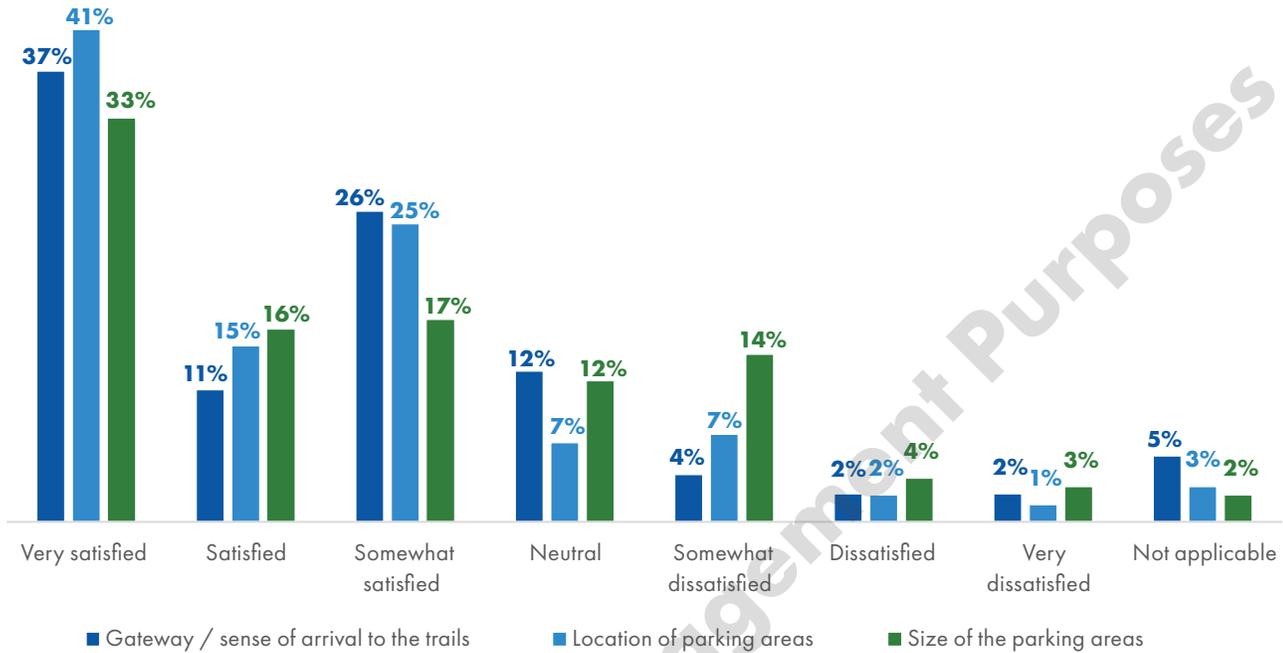


Photo Source: Tanya C. alltrails.com

Engagement participants indicated (Figure 19) that there is opportunity to improve:

- Parking capacity at staging areas.
- Gateway experience and sense of arrival provided at the staging areas.

Figure 19 Satisfaction with Parking Locations, Size & Gateway Experience



2.7 SIGNAGE

Much of the on-trail wayfinding signage has been informally developed and installed by trail volunteers and adds a unique organic character to the trail system. Formal signage installed by land managers is concentrated along the KVR Trail / TCT and the Rodeo Grounds staging area and includes basic wayfinding, regulatory and some visitor education signage. Analysis of the existing signage system found that:

- **Design & Condition** – Having been developed by volunteers, many signs are unique and add an interesting and appealing character to the trail system. Many installed signs do not apply District, Provincial, or other signage content or design practices. Many signs are reaching the end of their lifecycle and will require replacement in the near term.
- **Missing Signs** – Wayfinding, advisory, education, and regulatory signage could be introduced / expanded and provided more consistently to better inform visitors.
- **Permitted & Prohibited Activities** – Though provided on the KVR Trail / TCT, trailhead signs could be installed and use standardized symbology to communicate the activities that are permitted or prohibited on each trail.
- **Level of Difficulty Rating** – Trailhead signs could include standardized symbology and language (e.g. green circle, blue square, black diamond) to communicate the level of difficulty trails to visitors.
- **Missing Information**– While kiosks are provided (Rodeo Grounds and Fenwick Rd), their content focuses on the KVR Trail / TCT only. Information specific to the Conkle Mountain trail system could be provided and visitor education messaging could be greatly expanded to address topics such as:
 - » First Nation’s land acknowledgement
 - » Map of trail system communicating trail class, difficulty, style and visitor amenities
 - » Permitted and prohibited activities
 - » Regulations
 - » Responsible recreation / Leave No Trace messages
 - » Multi use trail etiquette
 - » Safety / Adventure Smart messages (e.g. Pre-Ride, Re-Ride, Free Ride, MTB Code of Conduct)
 - » Reporting instructions for maintenance issues & emergencies
 - » QR code to Trailforks
 - » Exclusion of liability & assumption of risks notice
- **Advisory Signage** – Caution and warning signage could be added in areas such as downhill only trails and steep cliffs along with general notices about wildlife (e.g. bears, snakes).
- **Interpretive Signage** – While provided along the KVR Trail / TCT, additional signage could be provided in other appropriate locations on the trail system to present other interpretive themes.

Draft - For Engagement Purposes

Kiosk - Rodeo Grounds



Regulatory Signs & Signage Clutter



Typical Wayfinding Sign



Summerland Rodeo Grounds Staging Area



TCT Identifier



Interpretive Sign



2.8 VISITOR AMENITIES

Visitor amenities enhance the comfort and convenience of visitors to the trail system. They can also mitigate some undesirable visitor impacts (e.g. wildlife habituation, improper human waste disposal, littering). Visitor amenities are limited to the Summerland Rodeo Grounds staging area and the KVR Trail / TCT while one bench is provided on the Conkle Bonk trail near the summit of Mount Conkle. None of the current visitor amenities are universally accessible and many appear to be approaching the end of their lifecycle.

Picnic Tables



Benches



Toilet



Waste Receptacle



2.9 VISITOR INFORMATION & TRIP PLANNING

Timely, accurate and effective trip planning and visitor information help visitors arrive at the trailhead prepared, informed about the trails and their conditions, and aware of the rules and responsible recreation practices. Accurate information also helps visitors select trails that are suitable for their abilities or desired experiences.

The availability of trip planning and information resources for the trail system was evaluated through a web search. The most common website returns were TrailForks, AllTrails and the District's parks and trails website. Analysis of the information provided through these and other websites found that:

- Trailforks and AllTrails trail inventory data varies, and, in some cases, they use different names for the same segments of trail.
- Parking at the informal parking area on Fenwick Road is being promoted on some sites though there is limited parking capacity at that location.
- Websites identify and promote unauthorized / non-status trails and identify trails on adjacent private lands which are not approved for public use by the landowner.
- Websites do not consistently describe the rules of use for visitors and do not communicate a clear / consistent classification of the trails.
- Most websites provide little to no information on other values on the mountain (e.g. ecological, First Nations) or identify adjacent private lands. Visitor education about responsible recreation is largely absent.
- No websites provide visitor itineraries for the trail system with cross-promotion of other visitor services (e.g. accommodation, food and beverage) or attractions in the region.
- The trail system is not identified in any trail-focused tourism marketing by local or regional Destination Management Organizations.

ONLINE SEARCH TERMS USED

Conkle Mountain +

- Trails
- Horseback Trails
- Hiking Trails
- Mountain Biking Trails
- Running Trails

2.10 TRAIL SYSTEM GOVERNANCE, OPERATIONS & MAINTENANCE

Responsibility for the maintenance and operations of the trails varies throughout the planning area. The Kettle Valley Rail Trail is a sanctioned regional trail that is maintained and operated through a partnership between the Regional District Okanagan-Similkameen and the District of Summerland as defined by a 2023 Memorandum of Understanding. Though unsanctioned, the remaining trails within the District's Mount Conkle Park and Rodeo Grounds are ultimately the responsibility of the District. As these trails are unsanctioned, the District does not directly or actively inspect or maintain these trails. Maintenance is undertaken periodically by a small number of passionate and skilled local volunteers and often without District knowledge or authorization. Maintenance of the trails that are on Crown Lands is also undertaken periodically by the same local volunteers and without oversight or direction from the Province as these trails are unauthorized (non-status).

TRAIL MAINTENANCE ON CROWN LAND

Non-commercial recreational use and incidental clearing of brush or downed trees on Crown lands typically does not require approval from the Province before completing. Trail development or maintenance that includes ground disturbance, cutting / clearing of live vegetation and construction of structures (e.g. water bars, stairs, bridges, signs, etc.) requires a section 57 approval before it can be undertaken.



Photo Source: Rebecca Michelle, alltrails.com

Draft - For Engagement Purposes

3.

SITE CONTEXT



Photo Source: Jané Steele, alltrails.com

3.1 LAND OWNERSHIP & LAND MANAGEMENT

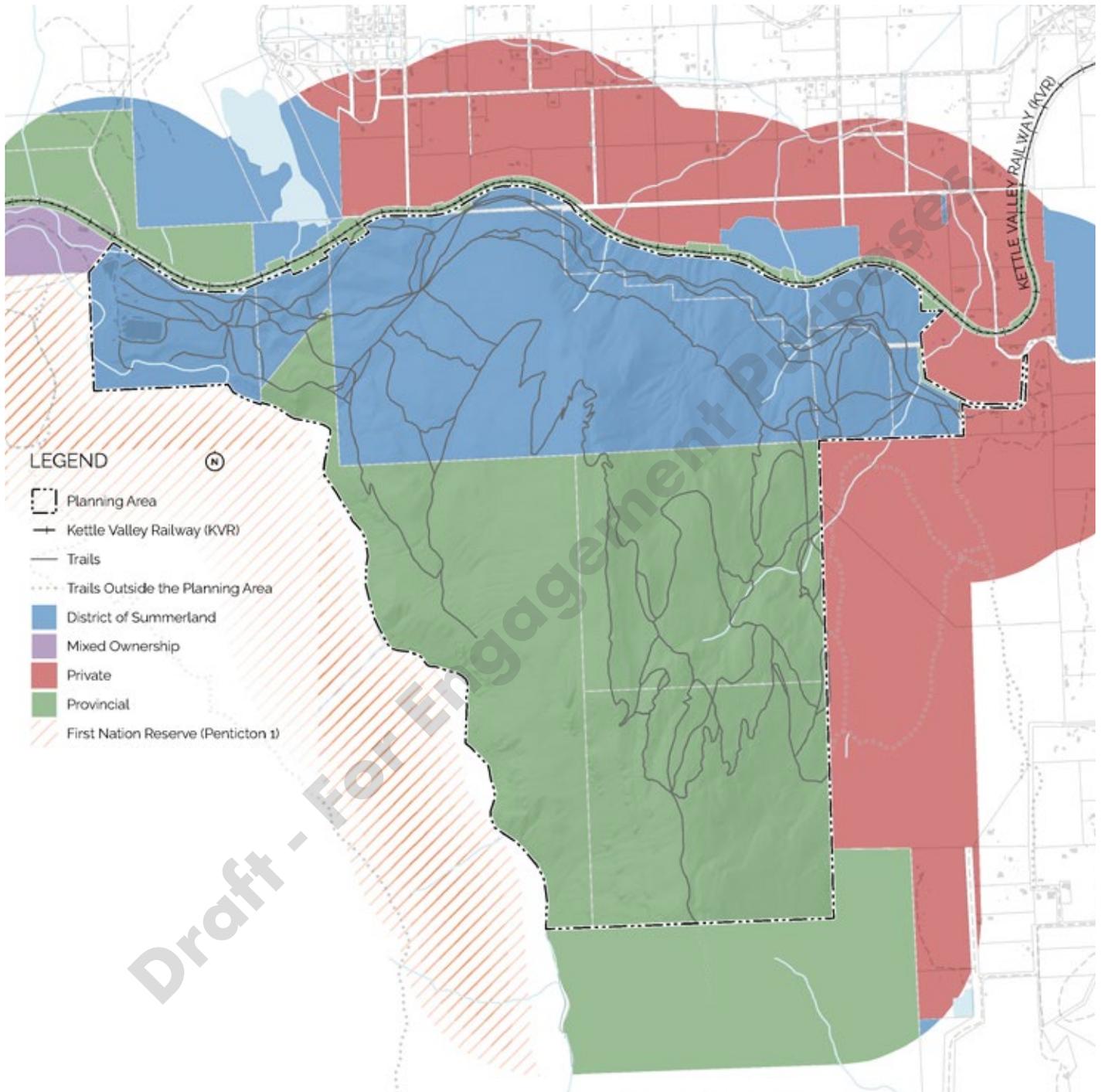
As shown in Figure 21, 44.2% of the planning area is owned by the District of Summerland. Most (87.3%) of that land is dedicated as Mount Conkle Park while the remaining 12.7% is the Summerland Rodeo Grounds Park. The remaining 55.8% of the planning area is provincial Crown land. The planning area is bordered on the north and east by private land, on the south by Crown land and Trout Creek Ecological reserve, and Penticton Indian Band No. 1 reserve lands to the west.

As illustrated in Table 1, 58% of the trail system is located on District land while the remaining 42% is located on Crown land.

Table 1: Distribution of Trails by Landowner & Mode of Travel

Trail Mode of Travel	Private Land	Crown Land	District Land
Non-Motorized	0	14.8 (42%)	20.2 (58%)
Mixed-Use Trail	0	0	0
Total Trail Length (Mixed-Use & Non-Motorized)	0	14.8 (42%)	20.2 (58%)

Figure 21 Land Ownership



3.1.1 District of Summerland Land Management

Mount Conkle Park – District of Summerland

Mount Conkle Park was dedicated by the District of Summerland Council on October 1, 2006, in celebration of the District’s centennial. The park parcel was formally rezoned as “Park” in 2016. The park was dedicated to protect the forested hillside for future generations. While a management plan has not been developed for the park, balancing recreation use with conservation values are considered with the opportunity for non-motorized nature-based outdoor recreation.

Summerland Rodeo Grounds Park

The Summerland Rodeo Grounds Park is a special-purpose park facility originally developed for equine training and competition. Today, the site is enjoyed by equestrian enthusiasts and a wide diversity of trail users and serves as the primary staging area to the broader Conkle Mountain trail system. Future development and management of the site is governed by the Summerland Rodeo Grounds Master Plan which was approved in 2024.

Key direction in the Master Plan includes (Figure 22):

- Gateway entry sign development / enhancement.
- Increase trailhead parking to +/- 26 stalls including organized parking and vehicular circulation.
- Development of new trailhead visitor amenities including wayfinding and interpretive signage, seating and shade, bike repair station, pit toilet and potable water.
- Development of a mountain bike skills training area (Note, this trail plan proposes a different mix of amenities for the mountain bike technical skills area than is referenced in the Rodeo Grounds Master Plan. It was also discovered through the trail planning process that the general area around the identified skills park contains a secured known occurrence for a federal Species at Risk Act listed species which was not identified in the Rodeo Grounds Master Plan).
- Future multi-purpose area with new uses to be considered on a case-by-case basis.
- Retention and enhancement of existing trails and development of new trails (equestrian mountain trail, equestrian cross-country loop) including identification of preferred equestrian routes.

Figure 22 Summerland Rodeo Ground Master Plan - Development Zones



3.1.2 Crown Land Management

Crown lands in the planning area are managed by the Province. Management direction for these lands is largely directed by the Okanagan Shuswap Land and Resource Management Plan (2001) (LRMP). The LRMP utilizes Resource Management Zones (RMZs) to provide specific management objectives and strategies to define how Crown resources are to be managed. The RMZs in the planning area and the key implications for trails are as follows:

Community Crown Interface RMZ - This RMZ directs greater operation planning and coordination between the Province and local governments to minimize potential negative resource development impacts on adjacent communities and key features (e.g. recreational, visual, sensitive or biological) “where those features have been identified for protection by local government bylaws” (e.g. OCP). Note, Crown land within the planning area is currently zoned as Forestry Grazing in the District’s zoning bylaw which does not identify trails or recreation as a principal or accessory land use. The RMZ directs the Crown land managers to provide opportunities to site municipal / regional infrastructure (e.g. parks and recreation facilities) on Crown land where needed to serve community and economic development needs and where such infrastructure can appropriately exist with other resource and environmental values.

Type 4 Natural Disturbance (NT4) RMZ - This RMZ is to be managed to limit further impacts to and maintain natural grasslands and ecosystem processes, minimize loss of naturally occurring grasslands, and provide for connectivity between grassland ecosystems. Managing disturbances and specifically reducing disturbance and degradation from access (e.g. trails) is an objective for the RMZ. The zone directs that mechanized (e.g. bicycles) and motorized use on grasslands should be discouraged, off-trail use in grasslands should be avoided, winter motorized recreation should only occur in deep enough snow, and non-status roads and trails should be deactivated and rehabilitated. The above does not apply to grassland ecosystems that are within lands identified as “summer motorized intensive use areas” as long as the activities in those areas are consistent with the “Summer Motorized Recreational Use – Land Stewardship Principles” outlined in the plan.

Mountain Goat Habitat RMZ - The RMZ is to be managed to maintain areas of suitable mountain goat habitat and minimize the impacts of access on important mountain goat habitats. The plan indicates that recreational activities are to be discouraged in winter/natal habitats during season of use (during kidding – avoid May/June, during early rearing – avoid June / July, during winter – avoid December to April).

Mule Deer Winter Range RMZ - The goal of this zone is to enhance habitat suitability to allow for current populations of mule deer to increase. More specifically, impacts of access on mule deer in the winter are to be minimized and recreational activities are not to be promoted in mule deer winter ranges. These areas should not be selected for organized events, and unorganized users should be sensitive to the needs of the species and the sensitivity of the site to disturbance. This does not apply to winter range identified as a Recreation RMZ.

Regionally Significant Trail Corridors RMZ - This RMZ identifies the Kettle Valley Rail Trail and Hudson’s Bay Company Brigade Trail corridors (where identifiable) as regionally significant trail corridors. Management of these trail corridors is to ensure their connectivity / continuity, retain recreation features and scenic values, enable compatible recreation uses and ensure maintenance of the trail route and associated infrastructure.

Visual RMZ - This RMZ is to maintain naturally appearing landscapes, and to encourage new practices and techniques that maintain visual quality. The Conkle Mountain trail planning area contains a Visual Management Zone 1 area which is to be managed to achieve visual quality objectives including retention, partial retention and modification.

The above content is an abbreviated summary of the LRMP, readers should consult the LRMP for further details and direction.

KEY TAKE AWAYS FOR THE PLAN:

- Recreation and trails are a permitted and desired use of Crown lands in the planning area.
- The planning area has not been identified as a Recreation Resource Management Zone or an Intensive Recreation Area for motorized use. Non-motorized use appears more aligned with the LRMP objectives.
- Avoiding or minimizing disturbance to grasslands from unsanctioned trail development is required.
- Off trail travel in grasslands should be discouraged.
- Decommissioning of unsanctioned (non-status) trails should be pursued.
- Trails should be sited to avoid impacts to visual quality and visual impact assessments should be considered during trail planning.
- Recreational use of mountain goat winter and natal habitats should be limited / avoided.
- Winter based special events should not be permitted as Mount Conkle is outside of a Recreation Resource Management Zone, other recreation use in winter range should be actively managed.

3.1.3 Crown Land Tenures

According to publicly available data on iMapBC, tenures in the planning area are limited to one mineral claim (114429 issued July 16, 2024, expires Jul 15, 2025). No other active licenses, permits, mining or petroleum tenures were discovered.



3.2 WILDLIFE & ECOLOGICAL VALUES

The Conkle Mountain planning area is located within the *Okanagan Very Dry Ponderosa Pine* (PPxh1) biogeoclimatic ecosystem classification (BEC) subzone. The planning area consists of a variety of predominantly intact ecosystems including grasslands, old forest, mature forest, and sparsely vegetated habitats including rock outcrops, talus slopes, and cliff faces. Aquatic habitat within or immediately adjacent to the planning area includes Trout Creek along the western boundary. Prairie Creek flows east and is located immediately north of the planning area boundary; three mapped tributaries of Prairie Creek are shown within the planning area in Provincial watercourse mapping. No wetlands or ponds have been previously mapped within the planning area, however there is one assumed marsh wetland within the planning area identified as part of the environmental scan, and there are ponds and wetlands adjacent to the planning area which may be used by wildlife within the planning area including species at risk.

Conkle Mountain includes several rare ecosystems and species. Critical habitat for Federally listed species under the Species at Risk Act (SARA) is present within the planning area for Western Rattlesnake, Great Basin Gophersnake, Western Tiger Salamander, and Lewis’s Woodpecker. Proposed critical habitat within the planning area includes ‘core’ and ‘safe movement’ habitat for American Badger. Other confirmed species records within/proximal to the planning area for SARA and Red listed species include Flammulated Owl (Blue listed), White-headed Woodpecker (Red listed), Western Screech-Owl, *macfarlanei* subspecies (Red listed), and Great Basin Spadefoot (Blue listed). The planning area also contains approved ungulate winter range mapping for Mule Deer, which overlaps the entirety of the planning area. Furthermore, a Mountain Goat Resource Management Zone (RMZ) overlaps much of the planning areas.

Bluelines Environmental produced a stand-alone ‘Environmental Scan’ document to support trail planning on Conkle Mountain. For greater detail with respect to environmental values within the planning area, please refer to the Environmental Scan report on the District’s website.

3.3 TERRAIN

Figure 23 presents the slopes in the planning area according to the following four categories of general suitability for constructing trails:

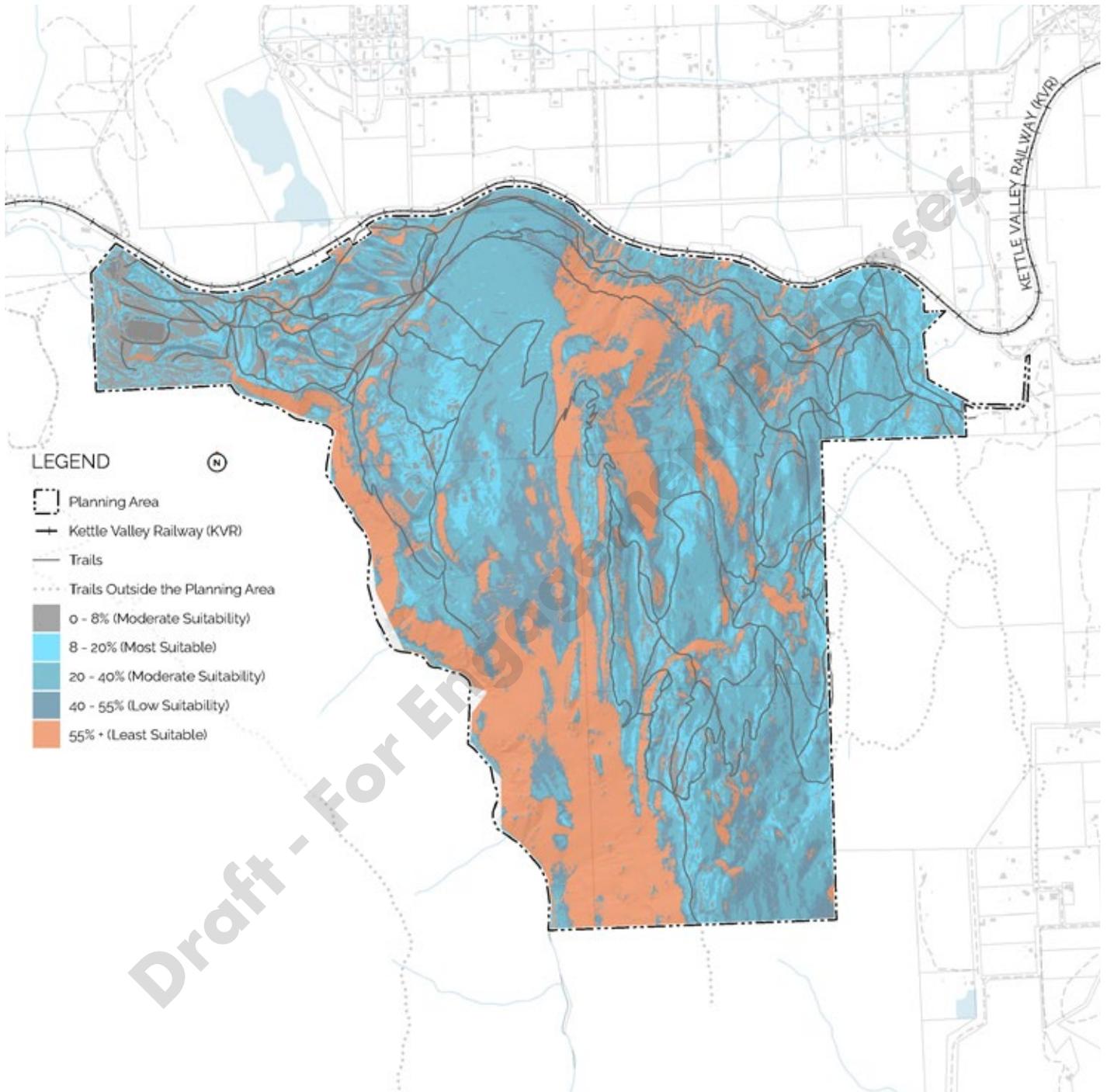
- 8-20% most suitable
- 0-8% & 20-40% moderate suitability
- 40-55% low suitability
- 55% + least suitable

As illustrated in Figure 23 most of the current trail system has been constructed in areas of general suitability though some short segments of Midline and Conkle Bonk trails pass through areas of low suitability.

Photo Source: Tuba Yalcin, alltrails.com



Figure 23 Terrain Suitability for Trails





Draft - For Engagement Purposes

4. ENGAGEMENT

A two staged public engagement process was held to inform the plan. The process targeted recreational users, trail volunteers, general public, adjacent landowners, District staff, Regional District staff and Government of BC staff.

Stage 1 Engagement

The stage 1 engagement process was implemented in September 2024. Engagement tactics included:

-  Online public survey
-  Sounding boards
-  Stakeholder Interviews (virtual & in-person)
-  Written submissions
-  Online interactive crowdsourcing web map

STAGE 1 ENGAGEMENT BY THE NUMBERS



264
Online Public Surveys (114 completes and 83 partials)



34
sounding board comments



14
Interviews (17 individuals for both Conkle and Cartwright Mountains)

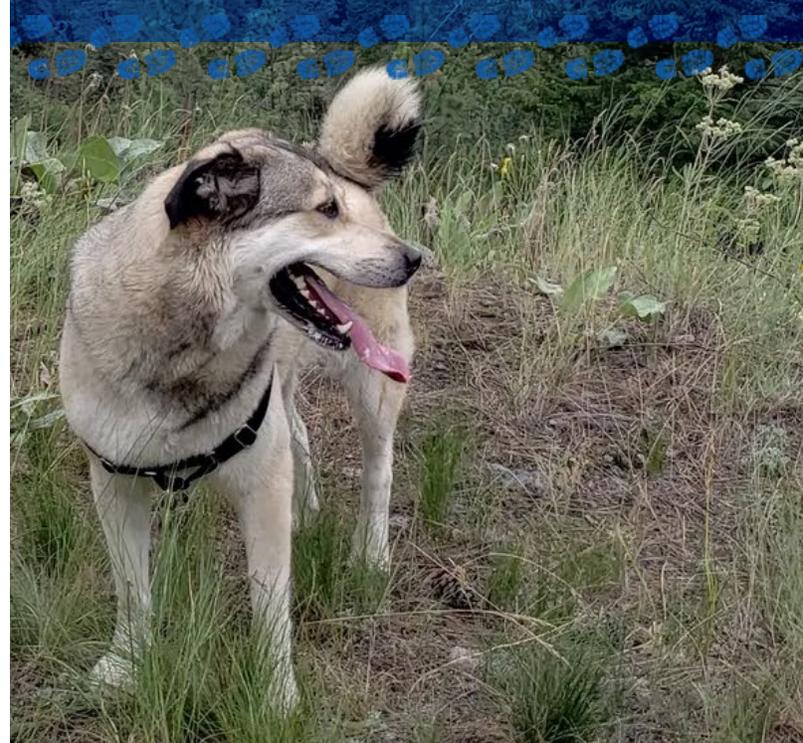


1
written submissions



297
webmap contributions (points, line, comments, likes / dislikes) from **34** unique users

Photo Source: Mary Gibson, alltrails.com



Draft - For Engage

Snapshot of Key Learnings

The following represents a brief snapshot of what was heard:

- The trail system is highly valued and supports a variety of activities year round
- Participants were very satisfied with their recreational experience on the trail system

Top Recommended Amenity Improvements:

- o Signage (wayfinding, educational, regulatory, interpretive)
- o On-trail amenities (benches, repair stations)
- o Parking and trailhead enhancements (parking capacity, wildlife-proof garbage cans, picnic tables, vault toilet, bike parking)
- o Participants want to ensure amenities are basic and complement the natural setting

Top Recommended Trail Improvements

- o Reroute trails off private property
- o Manage the trail system for non-motorized activities
- o Add a downhill, black diamond rated mountain bike optimized tech/flow trail
- o Consider developing a mountain bike skills area
- o Consider adding additional technical trail features
- o Elevate trail maintenance

Opportunities to Improve Governance, Trail & Visitor Management

- o Collaborate with the Province to explore options to formalize trails on Crown land
- o Ensure ecological and archaeological assessments are completed prior to new trail / infrastructure development.
- o Volunteer stewardship group for trail maintenance
- o Elevate environmental awareness and responsible recreation
- o Address trail conflicts with motorized users, dog walkers, and equestrian/mountain bikers



Stage 2 Engagement

The second stage of engagement was implemented in [DATE] and was designed to receive feedback on the draft plan. Engagement tactics included:



Presentation to District Council



Input from Parks & Recreation Advisory Committee



Public Online Survey

[Populated once stage 2 engagement input is compiled].

The District reached out to the Penticton Indian Band and Okanagan Nation Alliance at the start of the project to provide awareness of the project and provide opportunity for input. To date, they have not provided a response which may indicate that they do not have any directions or recommendations for the Plan.

For further details on stage 1 engagement, please see the [Conkle Mountain Trail Plan What We Heard Report](#) compendium available on the District's website. For further details on the stage 2 engagement, see [Appendix XX](#).

STAGE 2 ENGAGEMENT BY THE NUMBERS



###

Online Public Surveys (### completes and ## partials)

Photo Source: Madeleine Shaw, alltrails.com

Draft - For Engagement Purposes

5.

STRENGTHS, ISSUES & OPPORTUNITIES

Photo Source: Heather Ellis, alltrails.com

STRENGTHS

- Abundance of multi-use trails with minimal need for new trail building.
- Trail system is well known. The user base cares deeply about the trails and area.
- Trails are, for most part, sustainably built and in good condition.
- Trails connect to and provide multiple scenic viewpoints.
- Trails are available and enjoyed year-round and periodically groomed for winter use.
- Trails system is located close to the community and easy to get to.
- The mountain provides relatively intact and high value ecosystems and habitat.
- While few in number, volunteers are passionate and skilled.



ISSUES & OPPORTUNITIES

Trails & Visitor Amenities

- The diversity of trail styles and the distribution of trail difficulty does not align with demands and could be expanded slightly to support progression (e.g. black diamond rated tech trail, technical skills training area).
- Parking capacity is insufficient to meet current and anticipated future demands and has led to congestion and parking conflicts for Fenwick Road residents.
- The sense of arrival and gateway experience at staging areas could be elevated.
- Signage and visitor information could be improved with attention paid to ensuring the visual design of signage compliments the natural landscape. There are further opportunities to educate visitors and deepen their understanding and appreciation through interpretive signage.
- Basic visitor comfort and convenience amenities (e.g. vault toilet, benches, waste receptacles, bike repair, bike wash station) could be expanded in staging areas and in some limited on-trail locations.

Management & Operations

- Most of the trail system was informally built and is unsanctioned (non-status) by landowners / managers. Opportunity to sanction trail system to protect long-term access to the trails, allow uses to be managed (e.g. motorized), expand funding opportunities for improvements (e.g. provincial grants), and enable agreements to be established for maintenance and operations.
- Trails are currently unclassified. Trail classification could be used to formally communicate permitted and prohibited uses of the trails as well as trail difficulty and to formally regulate undesirable uses (e.g. motorized, Class 2 & 3 e-bikes).
- Visitor management is limited and could be improved to address emerging user conflicts, dog use, damage to the trails from horses, use of the trails when they are susceptible to damage, and trespass on private land.
- Visitor information and trip planning resources could be improved to help better inform and prepare visitors.
- Trail inspections are limited. Regular trail inspections, documentation and prioritization of deficiencies could be undertaken and applied to inform / direct routine trail maintenance and capital replacement..

Environmental & Archaeological Values

- Detailed field-based inventories of wildlife and ecological values have not been completed. There is insufficient environmental and archaeological information to inform trail planning, infrastructure development and management.
- Past trail development proceeded without appropriate environmental assessment (e.g. District's [Terms of Reference for Professional Reports and Technical Studies](#)) or provincial regulatory approvals..
- Trail development and trail use could be causing habitat disturbance (e.g. winter, natal), wildlife displacement and harassment (e.g. mountain goats, ungulates) and human wildlife conflicts (e.g. bears, snakes).
- Potential for increased persecution of snakes as the potential for encounters increase with increasing use.
- Potential for increased mortality of tiger salamanders and collapse of their burrows from trail development and off trail recreational use (e.g. shortcutting).
- Birds and raptors, including their nests, protected cavity nests, eggs, and chicks, may be being impacted through vegetation removal, hazard tree removal, soil disturbance, or noise.
- Sensitive grasslands have been fragmented and could be further impacted by trail braiding / short-cutting and off-trail use.
- Impacts to aquatic habitat and species at risk (e.g. amphibians) from dogs bathing in ponds/wetlands.
- Introduction and spread of invasive vegetation (e.g. 'hitchhiking' on clothing, dogs, horses, horse feed, mountain bike tires and trail building equipment).
- Archaeological Overview Assessments, Pre-Field Reconnaissance reports and Archaeological Impact Assessments have not been completed prior to trail construction and there is potential for impacts to protected known and unknown archaeological values.

Governance & Capacity

- A multi-interest governance structure and organization could be established to ensure a collaborative approach to the development, maintenance and management of the trail system.
- The capacity of District and volunteers to manage the trail system and the financial resources dedicated to maintenance and operations of the trail system could be increased and formalized.
- The recreation importance and value of Conkle Mountain could be more fully acknowledged in the District's Official Community Plan and/or zoning bylaw.



Photo Source: monicash, trailforks.com

Draft - For Engagement purposes

6.

DESIRED RESOURCE CONDITIONS AND APPROPRIATE ACTIVITIES AND AMENITIES

6.1 DESIRED CONDITIONS

Desired conditions are future focused statements of aspiration that describe the trail related conditions that will be achieved and maintained on the trail system.

Quality & Memorable Visitor Experiences

What Does This Mean?

- The Conkle Mountain trail system continues to attract visitors from the District, the region and beyond to enjoy the trails, connect with nature and live healthy, active lives.
- The Conkle Mountain trail system provides a high quality non-motorized multi-use trail network that supports opportunities for walking, hiking, trail running, mountain biking, fat biking and horseback riding. Some trails in the network are optimized for mountain biking and, where necessary for public safety and to minimize conflict, are one direction. A single winter groomed trail provides opportunity for fat bikers and snowshoers to reach the summit of Mount Conkle in the winter while other trails in the network remain ungroomed.
- Regardless of activity, the trail system is deliberately designed to target beginner and intermediate trail users while providing some opportunity for skill development and progression to a more advanced difficulty. In keeping, most of the trails in the system are rated at a green (easier) and blue (more difficult) level of difficulty. A mountain bike technical skills area and a single black diamond rated flow / tech mountain bike optimized trail provide for further rider progression on site.
- The Kettle Valley Rail Trail / Trans Canada Trail provides a universally accessible 'out and back' trail experience allowing everyone, regardless of ability, to experience the Conkle Mountain area.
- Basic visitor amenities are available at the staging areas and at select visitor amenity nodes on the trail system and are designed to compliment the natural character of the mountain. Visitors experience a formalized and welcoming sense of arrival at the staging areas and the quality of visitor amenities continually meets or exceeds visitor expectations.
- Visitors arrive at the trailheads informed and prepared (equipment and skills) to travel the trail system safely and responsibly. Visitors enjoy the trails safely and the number of emergency responses does not increase.
- Visitors have engaging opportunities to learn about and appreciate local Indigenous peoples, truth and reconciliation, the early settlers of Summerland (e.g. Conkle, Latimer, Millionaires Row), red and blue listed wildlife and habitats, culturally important plants (e.g. bitterroot) and the geology / geomorphology (e.g. volcanos) of Mount Conkle.

A Sustainable Trail System

What Does This Mean?

- The trail system is sanctioned by the respective landowners / managers when management and maintenance resources have been established. Further unsanctioned trail development does not occur. All new trail development and / or enhancement of trails occurs through a formalized planning and approval process in keeping with this plan.
- Trail development adheres to environmental legislation (e.g. BC Riparian Areas Protection Regulation (RAPR), BC Water Sustainability Act/Regulation, Wildlife Act, federal Fisheries Act and federal Migratory Birds Convention Act/Regulation (MBCR)), policy and best practices.
- Mountain goats are not disturbed by trail users during the winter and natal periods.
- Disturbance or displacement of ungulates from their winter range is minimized and winter recreational use is predictable for wildlife.
- On-trail snake mortality and persecution are avoided while travel corridors between den sites and foraging areas remain intact.
- Wildlife habitat features (hibernacula's, dens, wildlife trees, etc.) are avoided and, if found, are buffered and protected through trail re-routing.
- Further fragmentation of grasslands does not occur. Decommissioning of unused trails improves habitat.
- Introduction of new invasive species from recreation is avoided and existing infestations of invasive species are controlled and do not spread along the trails.
- Recreation related human-wildlife conflicts with bears, cougars, ungulates and snakes are minimized and the frequency of occurrences do not increase over time despite increasing visitation.
- Trails are routed, re-routed, upgraded and maintained to avoid impacts to known or unknown archaeological sites or other Pentiction Indian Band values.
- Trails are actively maintained, and routine trail tread sustainability issues are quickly and appropriately treated to ensure the trail tread remains aligned with the Trail Management Objective.
- Visitors are compliant with the rules of use, remain on trail, and apply responsible recreation practices while interactions between trail users are positive, respectful and user conflicts are minimal.

A Community Supported Trail System

What Does This Mean?

- District residents and adjacent landowners are supportive of the trails and investments in maintaining the trail system.
- Visitation to and use of the trails does not create unacceptable impacts on adjacent private property owners and visitors do not trespass on private lands adjacent to the trail system.
- Local elected officials understand, are supportive of, and are committed to realizing the social, economic, and environmental benefits that the trail system generates.

A Collaboratively Stewarded & Effectively Resourced Trail System

What Does This Mean?

- A Summerland Trails Stewardship Group, representing all interests in the trail system, is formalized and is championing the planning, development, maintenance and operations of the sanctioned (status) trail system (Note, this group could / would also steward trails on Cartwright Mountain, Giants Head Mountain and potentially others).
- Increasing numbers of District residents and trail users actively participate in the development, maintenance and management of the trail system as engaged and passionate volunteers.
- Businesses within and beyond the District that benefit from the trails system regularly provide financial and capacity support for the development, maintenance, and management of the trail system.
- The Summerland Trail Stewardship Group is sustainably resourced and has the capacity and capability (e.g. training, equipment) to develop, maintain and manage the trail system.



Photo Source: Rebecca Michelle, alltrails.com

6.2 APPROPRIATE TRAIL ACTIVITIES & VISITOR AMENITIES

Subject to regulations and trail / area closures, Table 2 identifies the recreational activities and visitor amenities that are compatible with the desired conditions set in this plan and thus appropriate to occur on the trail system under either typical or specialized management practices. The table also identifies the activities and amenities that are considered to incompatible with the desired conditions for the trail system.

Table 2: Compatible, Permitted & Non-Compatible Recreation Activities & Amenities

Activity	Compatibility
Non-Motorized Activities	
Walking, Hiking, Trail Running	C
Mountain Biking – Analogue Bike	C
Mountain Biking – Class 1 Electric Assist	C
Adaptive Mountain Biking (analogue & electric assist)	P (on a-MTB classified or double track trails only)
Shuttle Based Mountain Biking	N
Fat Biking	C
Gravel Biking / Bikepacking	C
Road Biking	N
Equestrian (horse or other pack animal) Trail Riding	C (except downhill only trails)
Equestrian Drawn Vehicle / Wagon	N
Dog Walking Off-Leash	P (on two way or climb trails only, subject to timing restrictions)
Dog Walking On-Leash	P (on two way or climb trails only)
Snowshoeing	C
Cross Country Skiing	C
Skijoring	C
Dog sledding	N
Motorized Activities	
ORV / Side by Sides / 4x4	N (except for maintenance / operations / emergency response)
Class 2 & 3 Electric Assist Bicycles	N (except for maintenance / operations / emergency response)
Off-Road / Dual Sport Motorcycle	N (except for maintenance / operations / emergency response)
One Wheels / Electric Scooters etc.	P (on mixed use designated trails)
Snowmobile	N (except for maintenance / operations / emergency response)
Other Activities	
Dispersed camping	N

Activity	Compatibility
Designated / Front Country / Serviced Camping	N
Target Shooting	N
Recreational Drone Flying	P (with permit from District / Crown)
Special Events, Instruction & Commercial Operators	P (with permit from District / Crown)
Amenities & Services	Compatibility
Paved Pump Track	N
Natural / Constructed Technical Trail Features	P (mountain bike optimized trails only)
Mountain Bike Technical Skills Area	P (within / adjacent to Eco Village)
Signage (wayfinding, regulatory, interpretive)	C
Pit / Vault Toilets (inc. universally accessible)	P (within staging area)
Flush Toilets	N
Shower Building	N
Potable Water Fountain / Water Bottle Refill	P (within staging area)
Picnic Tables / Benches	P (within staging area or amenity node)
Shade Structure / Pavilion	P (within staging area or amenity node)
Wildlife Proof Waste Receptacles	P (within staging area)
Fire Pits	N
Bicycle Parking	P (within staging area or amenity node)
Bike Wash Station	P (within staging area)
Equestrian Infrastructure (hitching rails, corrals, etc.)	P (within Rodeo Grounds per Rodeo Grounds Master Plan)

Compatible Use (C)	Activities and amenities that is compatible with the management intent of the recreation area under typical designs and management practices.
Permitted Use (P)	Activities and amenities that may be compatible with the management intent of the recreation area or portions of the recreation area with specialized planning, designs and / or management practices.
Non-Compatible Use (N)	Activities and amenities that is not compatible with the management intent of the recreation area.

Draft -- For Engagement Purposes

7.

TRAIL DEVELOPMENT PLAN

7.1 OVERVIEW

The proposed trail development plan (Figure 24) and capital actions recognize and directly reflect that the community is generally satisfied with the current trail system and are seeking minimal trail additions and basic amenity improvements. Key elements of the trail development plan include:

- In accordance with the [National Guidelines for Classifying Multi Use Trails in Canada](#) (Appendix A), the trail system will maintain a network of designated mixed-use and non-motorized trails that targets beginner and intermediate trail users while providing some opportunity for progression.
- Continuing to support the current mix of non-motorized trail activities and much of the existing trail network. Eventual and formal prohibition of all motorized recreational use (e.g. off-road vehicles, off-road motorcycle, class 2 and 3 e-bikes) except where necessary for maintenance, operations or emergency response purposes.
- Development of a new downhill black diamond tech / flow mountain bike optimized trail, mountain bike skills area and grade and tread improvements along the western segment of the KVR Trail / TCT to improve universal accessibility. Reflecting their current designs and usage patterns, designation and management of Frontside Trail and the new black diamond tech/flow trail as mountain bike optimized “downhill only” trails to improve visitor safety and manage potential conflicts.
- A mountain bike skills area near the eastern boundary of the Rodeo Grounds Park / western boundary of Mount Conkle Park.
- Completion of trail reroutes and decommissioning to improve visitor experience, visitor safety, limit erosion, reduce habitat fragmentation and the potential introduction and spread of invasive species while ensuring limited operational capacity is focused on the most important trails.
- Providing expanded parking, visitor amenity and gateway experience improvements at the Summerland Rodeo Grounds Staging Area as identified in the Summerland Rodeo Grounds Master Plan.
- Subject to further feasibility study, providing a new parking lot and staging area with basic visitor amenities at the eastern boundary of Mount Conkle Park including an extension of Fenwick Road along the KVR Trail / TCT.

ELECTRIC BICYCLES

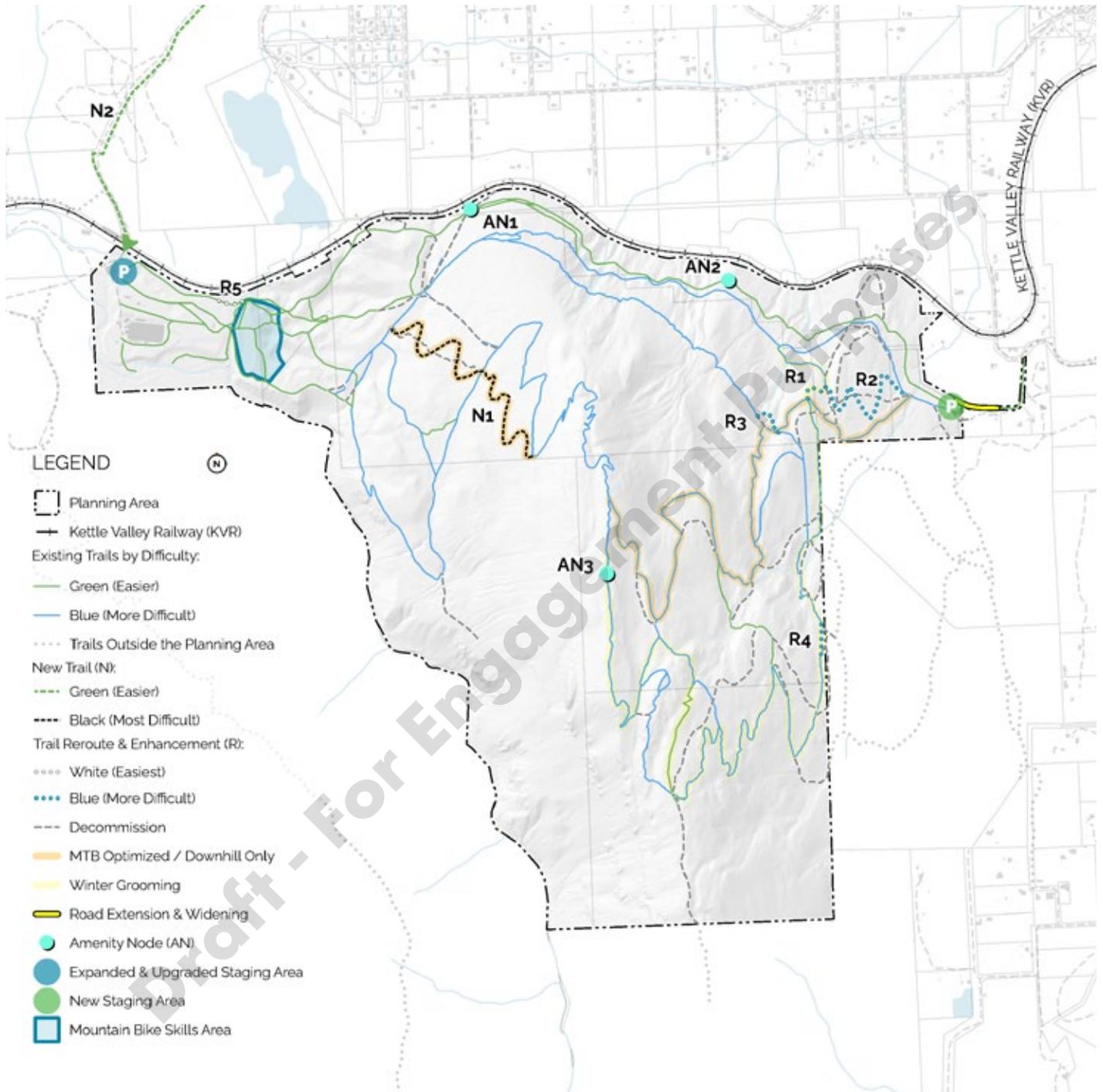
Recreation Sites and Trails [BC’s Electric Bicycles Policy](#) and classification of electric bicycles should be adopted and applied on the trail system. In keeping, Class 1 E-bikes should be considered a non-motorized activity. Class 2 and 3 e-bikes should be considered motor vehicles and be prohibited on the trail system.

ACTIVITY OPTIMIZED TRAILS

A trail that permits multiple activities but is designed, managed and intended to optimize the experience for one specific activity. These trails contain purposeful features, routings, or conditions that intentionally enhance the trail experience for one activity which may or may not be desirable for other activity types. and will be prohibited on the trail system.

New trail or trail reroute alignments shown in this report are a ‘concept-level’ desk-top representation of intended routes and are not field verified. ‘Detail-design’ will need to occur to confirm siting of each new trail or trail reroute.

Figure 24 Trail Development Plan



The following sections provide further details about each capital action that is proposed in the trail development plan. **All capital actions are subject to landowner / manager approvals, required assessments and future capital budget allocations and resource availability.**

7.2 NEW TRAILS

1. Subject to completion of an environmental impact assessment, archaeological overview assessment and construction approval from the District, the District or future Trail Stewardship Group should engage appropriately experienced local volunteers to design and build a new downhill black diamond mountain bike optimized trail and technical trail features as conceptually illustrated in Figure 24 and described in Table 2.
2. While out of the scope of this project, the District may want to consider undertaking a feasibility study to develop an off-road non-motorized trail connection between the Rodeo Grounds staging area and the Cartwright Mountain trail system as illustrated in Figure 24 and described in Table 2. Consideration could be given to locating the connection along the historic Brigade Trail route and the potential future road corridor connecting Doherty Ave / Denike Street to the proposed Deer Ridge development.

Table 3: Index of Proposed New Trails

New Trail / Connection	Description	Difficulty	Tread Width (m)	Length (m)
N1	<p>Mountain bike optimized flow/tech downhill trail connecting the large switch back on Conkle Bonk trail (below the summit of Mount Conkle within Mount Conkle Park) to and including a re-routed and redesigned Conkle Downhill trail ending at Midline trail. The trail should integrate natural rock outcrops where feasible and, to satisfy user objectives, the following technical trail features:</p> <ul style="list-style-type: none"> • Natural Rolls • Natural Drops • Wooden Drops & Features • Wooden Rolls • Rock Gardens • Small side hit jumps / pops <p>The trail should permit mountain biking and pedestrian use only.</p>	Black (most difficult)	0.3 - 0.5 m (single track)	1000–1500 m
N2	Road separated, non-motorized, multi-use trail providing functional connectivity between the Conkle and Cartwright trail systems.	Green (easier)	1.0 - 1.5 m (double track)	2000 m

7.3 TRAIL RE-ROUTES & ENHANCEMENTS

- As shown in Figure 24 and described in Table 3, and subject to the completion of an environmental impact assessment, archaeological overview assessment and construction approval from the District and the Province (where relevant), the District or Trail Stewardship Group should consider implementing the identified trail reroutes and improvement to enhance the flow of the network, improve visitor safety and reduce trail conflicts, address erosion / sustainability, and/or to avoid trespass on private land.

Table 4: Index of Trail Re-routes & Improvements

Reroute Identifier	Description	Approximates Length (m)
R1	Reroute Full Frontal to provide a perpendicular crossing of Frontside and eliminate the sharing of the trail tread. This re-route will separate pedestrian and equestrian users who are climbing Full Frontal from high-speed mountain bikes that are descending Frontside.	100 m
R2	Re-route the current fall line climb trail connecting Upper TCT to Full Frontal to provide more sustainable blue rated multi-use climb trail.	570 m
R3	Re-route Midline to remove the shared tread with Front Side and provide a perpendicular crossing of Front Side with enhanced sightlines.	110 m
R4	Reroute Full Frontal along the eastern private property line to ensure the trail remains on Crown land.	100 m
R5	Undertake grade reductions and trail tread hardening on the western segment of the KVR Trail / TCT to enhance the universal accessibility of the trail and achieve a “white circle (easiest)” difficulty rating.	80 - 100 m

- To manage visitor safety and potential user conflicts, consideration should be given to managing the Frontside Trail and the new black diamond mountain bike trail (N1) as mountain bike optimized downhill only trails (Figure 24). All other trails in the system should continue to be managed as multi-use bi-directional trails.
- The District or trail stewardship group should undertake routine trail maintenance activities to address the trail sustainability problems identified in section 2.4 including:
 - o Tread Cupping, Berms & Erosion
 - o Standing Water
 - o Degraded Bench Cuts
 - o Turn Designs & Radius

Appendix A provides general guidance on how to address these routine trail sustainability issues.



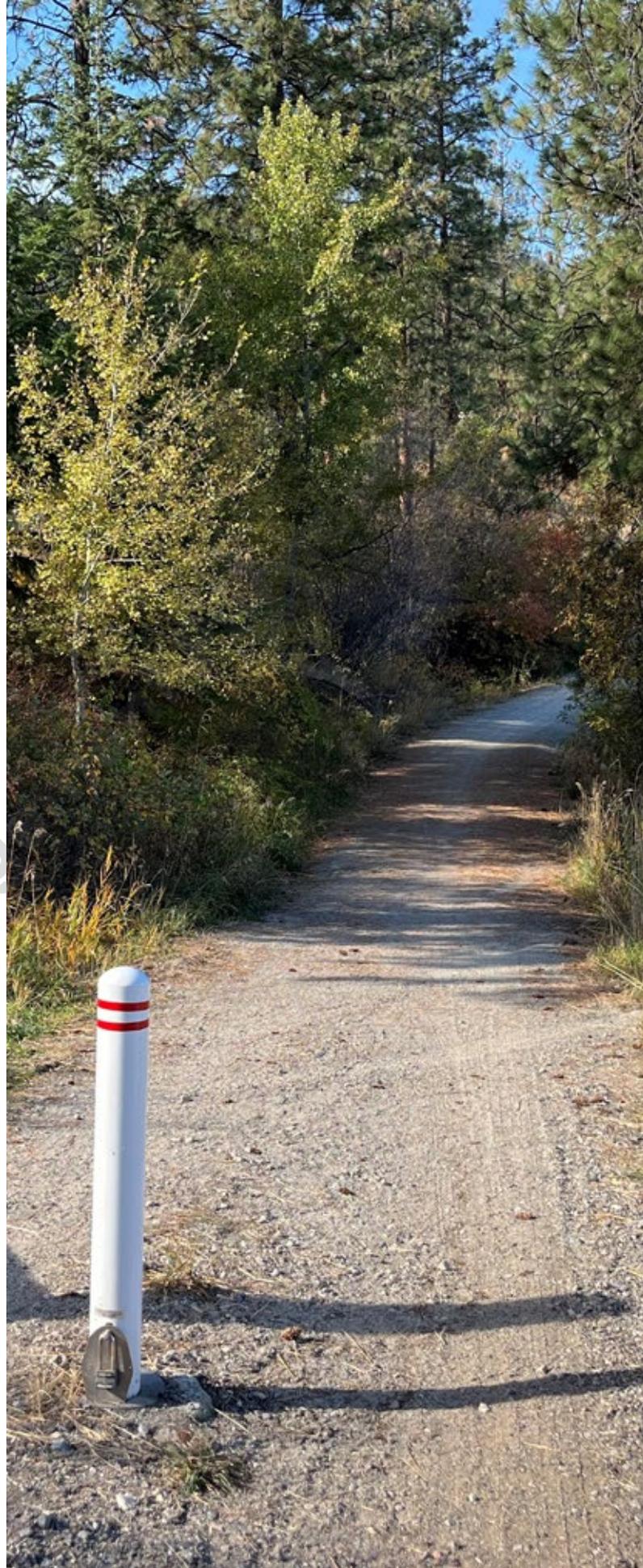
ONE WAY TRAILS

Certain types of trails are best suited to one way travel for both enjoyment and safety. Gravity dependant mountain bike optimized trails, especially ones with jumps and berms where riders can not slow down, stop or change direction easily, are most suited to being one-way.

Mountain Bike Trail Development:
Guidelines for Successfully Managing
the Process

7.4 MOUNTAIN BIKE SKILLS AREA

1. As envisioned in the Summerland Rodeo Grounds Master Plan and subject to the completion of an environmental impact assessment and archaeological overview assessment, collaborate with the Kinsmen Club and local mountain bikers to explore a development plan and concept designs for a mountain bike skills area near the eastern boundary of the Rodeo Grounds Park / western boundary of Mount Conkle Park (Figure 24). Skills features could include:
 - Progressive wooden or natural drops (green, blue and black diamond rated)
 - Rock gardens (rock may need to be imported)
 - Several skinnies and roller coaster feature
 - Tabletop and potentially gap jumps (prefabricated ramps)
 - Pump track, run bike pump track
 - Green a-MTB suitable loop trail
2. Once funding has been secured, complete detail designs and construction of the Mountain Bike Skills Area.



Draft - For Engage

Progressive Drops with Difficulty Rating Signage



Rock Roll with Constructed Approach



Progressive Skinnies



Pump Track Integrated Through the Trees – Fort Tuthill Bike Park



Progressive Jump Lines – Intermediate (Blue) Tabletop & Advanced (Black Diamond) Gap Jump Lines (Jordie Lunn Bike Park & Gravity Zone)



Prefabricated Gap Jumps (Jordie Lunn Bike Park & Gravity Zone)



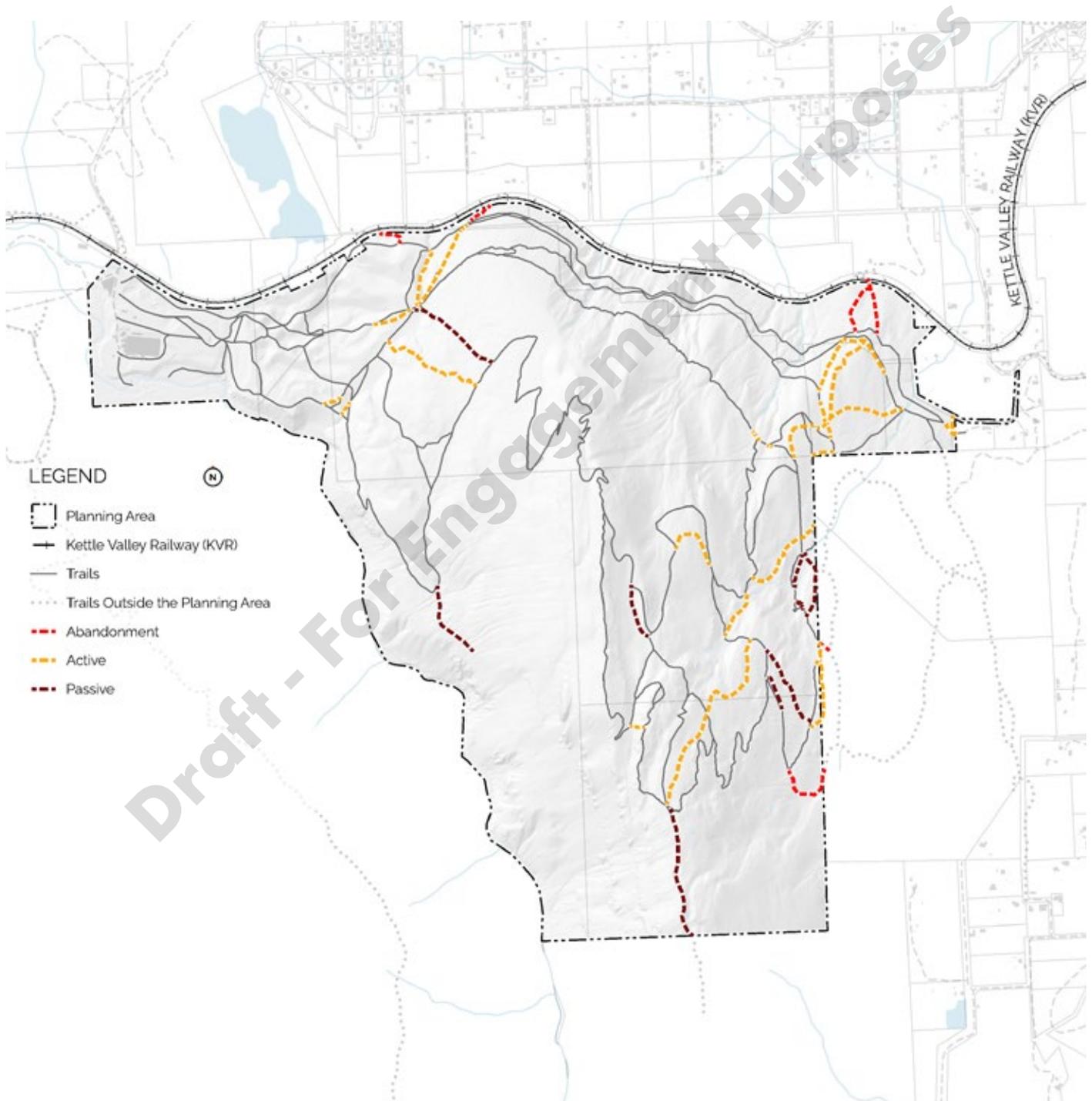
Prefabricated Tabletop Jumps (Jordie Lunn Bike Park & Gravity Zone)



7.5 TRAIL DECOMMISSIONING

1. The trails and linear disturbances shown in Figure 25 are recommended for decommissioning and should not be included in the future sanctioned trail system. The District or Trail Stewardship Group should consider engaging qualified environmental professionals, volunteers and community partners as necessary to implement the decommissioning plan shown in Figure 25. Implementation of the decommissioning plan would include 4.6 km of active decommissioning, 2.4 km of passive decommissioning and 1.0 km of trail abandonment (see Appendix A for further decommissioning guidance).

Figure 25 Decommissioning Plan

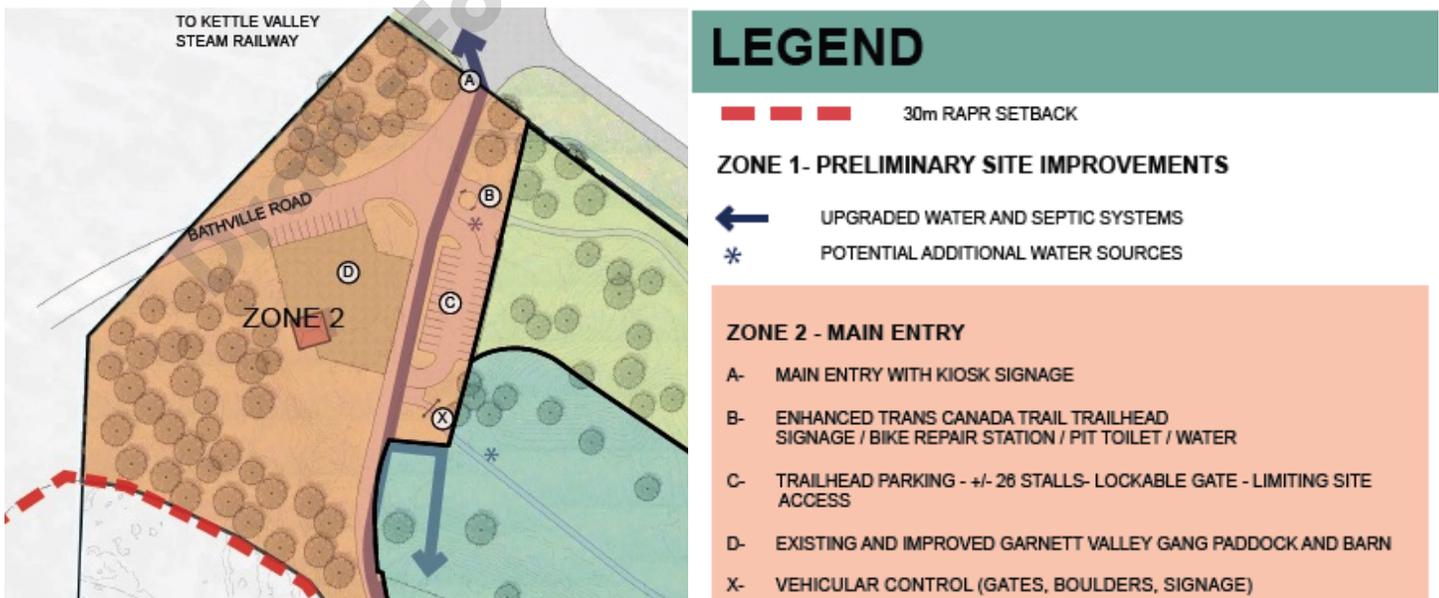


7.6 PARKING & STAGING AREAS

Rodeo Grounds

1. The District should consider undertaking the detailed design and construction of the Rodeo Grounds staging area enhancements as identified in the Summerland Rodeo Grounds Master Plan (Figure 26). The staging area should be redeveloped to include the following amenities:
 - o Memorable gateway sign and experience
 - o Expanded and delineated parking for approximately 30 vehicles including designated accessible parking stalls (assumes trucks with horse trailers will park elsewhere on the Rodeo Grounds)
 - o Gates to control vehicle access into wide trails / access roads
 - o Limiters to prevent vehicle access to narrower trails (e.g. ensure wide enough to accommodate accessibility needs such a wheel chairs / adaptive mountain bikes)
 - o Universally accessible gender-neutral vault toilet
 - o Approximately 5 universally accessible picnic tables / benches
 - o Shade structure (serves as a hosting space during trail instruction / lessons / events)
 - o Wildlife proof waste receptacles
 - o Potable water refill station
 - o Universally accessible access routes to and ground conditions around all amenities (picnic tables, water refill, shade structure, waste receptacle etc.).
 - o Bicycle parking
 - o Bike wash station
 - o Bike tool repair station & air pump
 - o Invasive species boot brush (at trailhead)
 - o Trailhead kiosk
 - o Interpretive, wayfinding & regulatory signage
 - o Electrical power (for event hosting)
 - o Security lighting

Figure 26 Summerland Rodeo Grounds Staging Area Concept Plan (Summerland Rodeo Grounds Master Plan)



Fenwick Road / Mount Conkle Park

2. The District should consider undertaking a feasibility and design plan to develop a new parking lot and staging area at the southeastern boundary of Mount Conkle Park and a 100-125 m extension of Fenwick Road along the current KVR Trail / TCT and (Figure 27). The extension of Fenwick Road is likely to require widening of the roadbed in locations to enable two-way vehicle traffic and potential grading to ensure appropriate grades and access into the staging area. An environmental impact assessment and archaeological overview assessment should be included in the feasibility study. The staging area should be designed to provide:

- o Memorable gateway sign and experience
- o Delineated parking for approximately 15 vehicles (trucks with trailers to be prohibited)
- o Gate to enable closure of access to Fenwick Road extension and staging area.
- o Removable limiters / bollards to prevent motor vehicles from leaving the parking lot into the trails while allowing emergency access into the trail system for a brush truck or side by side.
- o Universally accessible gender-neutral vault toilet

- o 2-3 picnic tables
- o Wildlife proof waste receptacle
- o Bicycle parking
- o Trailhead kiosk
- o Interpretive, wayfinding & regulatory signage

If constructed, the existing trailhead kiosk sign on Fenwick Road should be removed and additional parking controls implemented along Fenwick Road to discourage parking along Fenwick Road.

3. If feasibility is confirmed and funding has been secured, construct the Fenwick Road extension and the new staging area at the southeastern boundary of Mount Conkle Park

Figure 27 Fenwick Road Extension & Mount Conkle Park Staging Area



7.7 AMENITY NODES

- As shown in Figure 24 and described in Table 4, existing amenity nodes on the KVR Trail / TCT should be retained and enhanced. To improve the universal accessibility of the KVR Trail / TCT, amenities in existing nodes should be replaced with universally accessible amenities as they reach the end of their lifecycle. Development of a new amenity node should be considered at / near the prayer flags near the summit of Conkle Mountain. Many visitors appreciate the organic non-uniform approach to amenity designs which should be retained to the extent feasible while ensuring amenities conform to accepted design and safety standards.

Table 5: Index of Amenity Nodes

Amenity Node Identifier	Amenity Node Location	Amenities to be Provided
AN1	Kettle Valley Rail Trail / TCT – West	<ul style="list-style-type: none"> • 2 universally accessible picnic tables • Interpretive signage • Wayfinding signage • Upgrade / ensure access routes to and ground surfacing around amenities is universally accessible.
AN2	Kettle Valley Rail Trail / TCT – East	<ul style="list-style-type: none"> • Universally accessible vault toilet (remove if Fenwick Road staging area developed with toilet) • 2 universally accessible picnic tables • Universally accessible gazebo / shade structure • Interpretive signage • Wayfinding signage • Upgrade access routes to and ground surfacing around amenities to be universally accessible
AN3	Prayer Flags / Mount Conkle Summit	<ul style="list-style-type: none"> • 2-3 Benches • Bike repair station & pump • Kiosk • Interpretive signage

- The District and / or the Regional District Okanagan Similkameen should consider increasing the frequency of universally accessible benches along the KVR Trail / Trans Canada Trail between the Rodeo Grounds and new Fenwick Road staging area. To improve universal accessibility of the trail, benches should be provided approximately every 200-250 m along the trail.

7.8 SIGNAGE

1. To ensure signage continuity and consistency with other segments of the KVR Trail / TCT outside of Mount Conkle, the District or trail stewardship group should continue to work with the RDOS and Trans Canada Trail to implement existing Regional District and Trans Canada Trail signage guidelines on the KVR Trail / TCT.
2. For all other trails in the Mount Conkle network, the District or trail stewardship group should consider adopting the sign typology presented in Appendix B and consider engaging a sign design professional to prepare the detailed design and content production of the signs proposed in the conceptual signage plan (Figure 28). In keeping with community expectations, the visual design of the signs (e.g. materials, colour palettes, motifs) should be inspired by and compliment the natural setting and characteristics of the mountain.
3. Upon completion of the sign design package, the District or trail stewardship group should consider implementing the signage plan as presented in Figure 28. If resources and capacity are not available to implement the full signage plan at one time, implementation could proceed in the following order of priority:

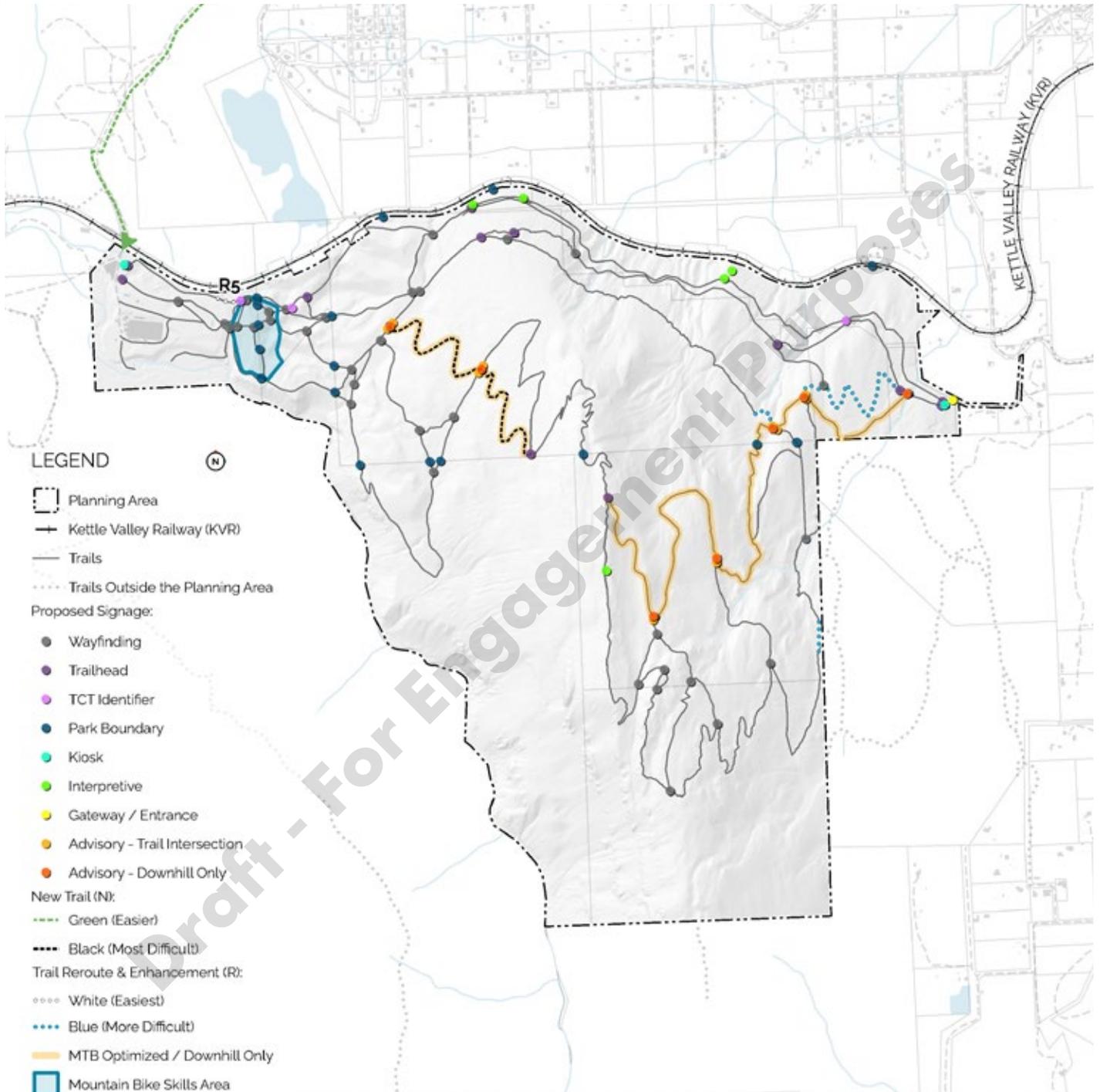
Phase 1	Phase 2	Phase 3
<ul style="list-style-type: none"> • Kiosk • Trailhead • Wayfinding • Park Boundary 	<ul style="list-style-type: none"> • Advisory – Trail Intersection / Merge • Advisory – Downhill Only Trail • Advisory – Technical Trail Feature • Advisory – Private Property • Caution / Warning (e.g. wildlife, cliffs) 	<ul style="list-style-type: none"> • Interpretive • Gateway / Entrance Feature • Mountain Bike Skills Area Signage (Entry, Feature, Jump Line)

Community members have created and installed several unique trail name signs which add character and value to the trail system. To the extent possible, these signs should be maintained as long as they do not provide incorrect or confusing information

7.9 WINTER GROOMING

1. Subject to confirmation of winter and natal habitat for mountain goats, an “out and back” winter groomed trail to the summit of Mount Conkle should continue to be provided along the following trails (Figure 24):
 - o Upper TCT to Full Frontal
 - o Full Frontal to Winter Connector.
 - o Winter Connector to Ivan Out and Mount Conkle summit.

Figure 28 Signage Plan



Draft - For Engagement Purposes

8.

AUTHORIZATION, GOVERNANCE, OPERATIONS & MANAGEMENT

Photo Source: Heather Ellis, alltrails.com

This section outlines the authorization, governance, operations, and management actions that should be implemented. **All identified actions are subject to landowner / manager approval and allocation of appropriate resources.**

8.1 TRAIL AUTHORIZATIONS

Long-term sustainable trail systems are predicated on securing authorizations from the appropriate landowner / manager and First Nations to build, maintain and operate the trails and their associated features and amenities. Before implementation of the trail development plan presented in section 7.0 proceeds, approvals should be obtained from the District for work within Mount Conkle Park or the Rodeo Grounds Park and from the Province for work on Crown land.

Actions

1. Prior to pursuing trail authorization from the District or the Province, the District should consider:
 - o Based on recommendations from the Environmental Scan, consider undertaking a biophysical inventory and environmental impact assessment to determine if existing trails should be rerouted to avoid wildlife habitat features and the suitability of the proposed location for the Mountain Bike Skills Area. The assessment should be implemented in accordance with the District's Terms of Reference- Professional Reports & Technical Studies.
 - o Work with the Penticton Indian Band's preferred Archaeologist to complete Archaeological Overview Assessments of all proposed trails, trail re-routes, parking / staging area developments / improvements and infrastructure development. Undertake Pre-Field Reconnaissance Reports and/or Archaeological Impact Assessments as required.
2. The District should further investigate and consider pursuing authorization of the trail system on Crown lands through either a Forest Range Practices Act section 56/57 approval or a License of Occupation under the Land Act. The District should determine which mechanism is most feasible and desirable to pursue Provincial approval of this plan and authorization of the development, maintenance, and management of the trail system on Crown lands (see Appendix C for further information). If the trail system is authorized on Crown lands, the District should consider formally authorizing the trail system on District owned lands.

8.2 GOVERNANCE MODEL & TRAIL STEWARDSHIP GROUP

While the trail system, and the Conkle Mountain area in general, is important to and treasured by many diverse interests (First Nation, wildlife, recreation), decisions about new trail development, trail redevelopment, maintenance and operations have been made by a relatively small number of incredibly dedicated and skilled trail users. Nearly 50% of engagement participants identified the lack of a clear governance model and management responsibility for the trails as a problem that needs to be addressed (an additional 20% were neutral / did not know). The impassioned efforts of volunteers have produced a remarkable asset for the community. While a great deal of gratitude is owed to these volunteers, a formalized governance model should be developed to ensure that a) the interests of landowners / managers (District, Province), First Nations, wildlife and environmental organizations, and the diversity of trail users are being fully considered and reflected in decision making and b) that applicable legislation (provincial and federal) and District bylaws are being followed is recommended to support the long-term sustainability of the trails network.



Examples of Multi-Interest Trail Stewardship Groups with Advisory & Operational Roles

[Tabor Mountain Outdoor Recreation Society](#)

[Mackenzie Outdoor Route & Trail Association](#)

[Golden & Area A Trail Alliance](#)

[Kootenay Trails Society](#)

[Shuswap Trails Alliance](#)

Actions

1. Investigate and consider establishing a multi-interest trail stewardship group to provide both governance and operations and maintenance of trail systems in the District (including Conkle Mountain, Cartwright Mountain, Giants Head and others). See Appendix D for further details regarding the proposed mandate, organization representation and roles and responsibilities of the potential trail stewardship group.
2. Once the trail stewardship group is established and the trail systems on District and Crown lands are authorized, the District should consider establishing a contract / agreement with the trail stewardship group to operate and maintain the trail system.
3. If funding is available, the District should consider providing recurring annual operating funding and capacity (e.g. equipment, materials) to support implementation of the trail stewardship group's annual operations and maintenance plans. The District should also consider providing, on a cost shared basis, regular capital funding to support implementation of the trail stewardship group's capital priorities for projects that have been approved by the landowner / manager. Operational and capital funding options could be sourced through grants, donations, and sponsorship.
4. Research and explore funding opportunities to implement the Plan's strategies and actions (grant applications, donations, sponsorships, etc.)

8.3 VISITOR USE MANAGEMENT

8.3.1 Visitor Education & Information

While not yet considered significant management problems, several management concerns consistently emerged through the engagement process including off-road vehicle use, off-trail travel, trail tread damage / widening, off-trail travel, off-leash dogs, dog waste, horse manure, litter, wildlife displacement / harassment, introduction / transport of invasive species, and visitor conflicts associated with dogs, mountain bikes and horses. These management concerns and conflicts are often the result of undesirable visitor behaviours which often occur because visitors are uninformed and / or unskilled about responsible behaviours, have bad habits or, in some cases, are careless. These types of management concerns are well suited to be addressed through proactive visitor education which is currently limited.

Actions

1. The District or trail stewardship group should consider improving proactive visitor education and information regarding the following three topics:

Adventure Smart & Ride Smart

- o Helping visitors understand the different trail types in the system – multi-use vs mountain bike optimized, directional trails
- o Helping visitors understand the technical difficulty ratings
- o Being prepared for outdoor travel and hazards (e.g. taking the essentials, training, trip plan)
- o Ride Smart ("Pre-ride, re-ride, then freeride")
- o Visitor responsibility and code of conduct
- o Exclusion of liability and assumption of risk



Figure 32 Multi-Use Trail Courtesy Yield

Leave No Trace Skills & Ethics & Trail Etiquette

- o Helping visitors understand and apply the 7 principles of Leave No Trace to minimize recreation impacts
- o Multi-use trail yield & etiquette guidelines (Figure 32)
- o Invasive species – introduction & transport
- o Private land boundaries and trespass
- o Wildfire safety & FireSmart

Rules of Use

- o Permitted and prohibited activities.
- o Ensuring visitors are aware of rules of use.

Education and visitor information should be designed to target visitors:

- o During trip planning before they arrive at the trails.
- o At the trailheads.
- o At key decision-making points on the trails.

Multiple channels should be utilized to deliver education and visitor information messages including, but not necessarily limited to:

- o Social media
- o District and trail stewardship group website
- o Influencers
- o Trailhead / on-trail interactions and events
- o Trailhead and on-trail signage

8.3.2 Bylaws & Regulation

Bylaws are a necessary management tool that backstops visitor education efforts and helps to ensure the sound management of the trail system and provision of a quality and safe visitor experience. It is essential that bylaws / regulations clearly establish the rules of use for the trail system and enable timely and efficient compliance actions. Trails on Crown land, if sanctioned through a section 56 approval, are regulated by the [Forest and Range Practices Act](#) and the [Forest Recreation Regulation](#). The trails on District owned land, or leased/licensed land, are regulated by the District of Summerland's [Parks Regulations Bylaw No. 2022-012](#).

Actions

1. The District should consider reviewing and updating the Parks Regulation Bylaw No. 2022-012 to ensure that it addresses and enables convenient compliance responses to contemporary trail management issues. The bylaw could be updated to ensure that it:
 - o Allows the District to designate trails in parks and require public to remain on designated trails where identified in signage.
 - o Allows the District to prescribe specific uses for a trail as well as directions of travel (e.g. down only) and requires the public to adhere to those specifications.
 - o Allows the District to temporarily close a trail, feature, zone, or the entire trail system to all activities or specific activities for reasons identified in this plan and make it an offence not to follow the closures.
 - o Require users to follow the signs and notices posted by the District within the park and make it an offence not to follow the signs and notices.
 - o Clearly requires District authorization for the construction of a trail, feature or amenity and makes it an offence to construct a trail, feature or amenity without authorization.
 - o Establishes the [provincial e-bike classification system](#) and permits the use of Class 1 e-bikes where bicycles are permitted and class 2-3 e-bikes on trails in parks where off-road vehicle use is permitted.
 - o Permit off-road vehicle use (including Class 2 and 3 e-bikes) on trails and in areas (e.g. staging areas) designated for such purpose and make it an offense to operate them on trails or in areas that are not designated for such use.
 - o Update definitions of terms.

8.3.3 Temporary Trail System Closures

Situations may arise where it is necessary to temporarily close an individual trail, multiple trails or the entire trail system to protect the investment in and sustainability of the trails, wildlife, First Nation's use, land use tenures or other values.

Actions

1. If and when resources are available, consideration should be given to temporarily closing a trail(s) when:
 - o Visitor access may result in unreasonable damage to the trail tread and increased maintenance demands (e.g. spring freeze thaw cycles, overly wet periods where trail treads remain saturated).
 - o The presence and / or behaviours of bears, cougars, snakes and other wildlife pose an unacceptable and abnormal risk to public safety or to the animal's welfare. The length of closures should give priority to wildlife needs.
 - o Needed to minimize wildlife disturbance or displacement during sensitive times (e.g. winter, natal) or areas.
 - o Access poses and unacceptable risk to public safety during trail / feature / amenity maintenance and redevelopment.

8.3.4 Weeds & Invasive Plants

Recreation activities and trails can be a vector for introducing and spreading weeds and invasive plants. Weeds and invasive plants can negatively impact local ecosystems and wildlife. Though an inventory of weeds and invasive plants have not been undertaken along the trails, they are anticipated to be present in the study area due to past land uses and recreational use. Active management should be undertaken to ensure existing infestations are identified and appropriately treated, controlled, or removed and further introduction and spread is avoided.

Actions

1. The District or trail stewardship group should consider engaging a Qualified Environmental Professional or partner (e.g. Okanagan and Similkameen Invasive Species Society) to undertake an inventory of weeds and invasive plant species along the trails and visitor infrastructure in the planning area and identify treatment prescriptions.
2. The District or trail stewardship group should consider collaborating with the Okanagan and Similkameen Invasive Species Society and volunteers to appropriately treat and manage weeds and invasive plant infestations along the trail system.
3. The District or trail stewardship group should consider requiring a Construction Environmental Management Plan be prepared for any trail or amenity developments / upgrades that require the use of machinery. The plan should identify practices that will be implemented to mitigate introduction and spread of invasive species (e.g. hygiene to ensure machinery and equipment is free of soil and weeds when brought on site).

8.3.5 Special Events & Commercial Use

Special events and commercial use of the trail system can help to activate the network, provide desirable visitor services and grow the benefits the community receives from the trail system. The District and trail stewardship group should continue to support the approval of special events and commercial use of the trail system where and when they will positively contribute to the desired conditions set in this plan, enhance the visitor experience, and when it can be demonstrated that they will not result in unacceptable impacts to public safety, public access, trail sustainability, liability and ecological or cultural values.

The District's Parks Regulation Bylaw No. 2022-012 requires all special events and commercial use occurring on the trail system within Mount Conkle Park to obtain a park use permit which are issued in accordance with District procedures. For Crown land, the provincial [Permission Policy](#) allows non-commercial special / organized events (up to 200 participants) to be undertaken by non-commercial groups on Crown land subject to the conditions outlined in Appendix 3 of the policy. Should the trails on Crown lands be formalized under section 56 of FRPA, the Forest Recreation Regulation requires that all "competitive sporting events" and businesses occurring on recreation trails be authorized by a "recreation officer". Non-commercial organized events that exceed the maximum event capacity set in the Permission Policy or commercial events held on Crown lands require a temporary permit issued by the Province in keeping with the [Adventure Tourism](#) (Commercial Recreation) policy. Pending the trail authorization approach that is chosen, the District and Province should consider coordinating decisions about the approval of special events and commercial use proposals where those proposals cross jurisdictional boundaries.

Actions

1. The District should consider developing / refining it's internal procedures or developing a Special Events and Commercial Use policy to guide issuance of Park Use Permits for commercial, competitive and special event use of the trails on District lands.

8.4 INSPECTIONS & ROUTINE MAINTENANCE

Regular inspections and proactive maintenance planning and maintenance improves visitor safety, protects investments in the trail system, reduces capital costs over time and manages risk and liability.

Actions

1. If and when resources are available, the District or trail stewardship group should consider formalizing “Inspection and Maintenance Protocols” to guide inspection frequency, prioritization of maintenance deficiencies, documentation / record keeping, reporting, and accident tracking.
2. If and when resources are available, the District or trail stewardship group should consider developing an annual maintenance / operating plan to identify the routine and non-routine maintenance activities that are prioritized to be resolved and operational funding requirements / requests.

INSPECTION

The process of systematically reviewing current conditions to identify and document deficiencies and / or deviations from the prescribed conditions.

MAINTENANCE

The process of returning the observed condition to or near the prescribed conditions.

MAINTENANCE PLANNING

The process of reviewing inspection results, prioritizing the order in which identified deficiencies and routine maintenance activities will be addressed, assigning the resourcing to implement the required maintenance and documenting the work that was undertaken.

Draft - For Engagement Purposes

8.5 RISK MANAGEMENT & VOLUNTEER MANAGEMENT

In the context of trails, risk management is a systematic approach and process to identify and assess safety risks to visitors, volunteers and staff operating the trail system and determine the steps that will be taken to mitigate or control those safety risks and the adverse effects of safety incidents. Regardless of the activity, trail use and trail maintenance in natural environments comes with inherent safety risk and unpredictable climate / weather / fire risks. Accidents and injuries on the trail system are anticipated simply due to the inherent risks involved with hiking, trail running, mountain biking and equestrian use in a natural environment.

Occupiers Liability Act

The [Occupiers Liability Act](#) provides protections for occupiers who allow recreational use of their property on recreational trails. The Act indicates that a person will have “willingly assumed all risks” when:

- Entry to the premises is for the purpose of a recreational activity,
- The premises are reasonably marked as a recreational trail,
- The premises are used for forestry or range purposes, vacant or undeveloped, forested or wilderness,
- The occupier receives no payment.

Section 3(3) of the Act further states that the occupier has “no duty of care in respect of risks willingly assumed by that person other than a duty not to:

- Create a danger with the intent to do harm to the person or damage the person’s property, or
- Act with reckless disregard for the safety of the person or the integrity of the person’s property”.

While the Act provides sound protections for landowners, a thorough Risk Management System will further help to reduce the likelihood of accidents and injuries and ensure the landowner, District, and / or trail stewardship group, is meeting its duty of care owed to visitors as set out in the Occupiers Liability Act as well as worker safety obligations owed to volunteers working on the trail system. While risk management can not prevent all accidents from occurring, good risk management can help to limit the number and severity of accidents and control exposures to loss for landowners, the District and / or trail stewardship group.



Challenge, adventure, and risk are motivators for many trail users and critical to the visitor experience. Removing risk and challenge is not necessary and would be inappropriate. However, appropriately planning for and effectively managing safety risk is essential.

Actions

1. If and when resources are available, the District and trail stewardship group should implement good risk management practices regarding the trail system and trail operations including, but not limited to:
 - o Ensuring trails, features and amenities are designed and constructed to accepted standards or industry accepted practices.
 - o Hazard identification and risk assessment and controls.
 - o Ensuring trail inspections, prioritization, maintenance and documentation (see section 8.4).
 - o Providing visitor information & education (e.g. signage, code of conduct, difficulty ratings, etc.) (section 8.3.1).
 - o Implementation of a volunteer health and safety program.
 - o Accident reporting and analysis system.
2. If and when resources are available, the District or trail stewardship group should consider adopting / developing a volunteer agreement, volunteer job description(s), and volunteer health and safety program to ensure that volunteers who are maintaining and operating the trail system are managed the same as if they were “staff” when it comes to safety and training. This includes ensuring application of typical health and safety requirements such as work hazard assessments, development of and training on safe work practices, provision of personal protective equipment, technical trainings / certifications (e.g. power tools, chain saws, tree falling), field supervision, monitoring / reporting, incident investigation and records keeping.

8.6 ACTIVATION & PROGRAMMING

Activation and programming of the trail system has been limited and organic. Once the trail system is authorized, a deliberate effort could be focused on the activation and programming of the trail system, particularly activation and programming that targets beginner trail users, youth, racialized and equity deserving populations, newcomers, and residents with disabilities.

Actions

1. The District or trail stewardship group should consider encouraging community partners to provide:
 - o multi-activity “learn to” programs on the trail system.
 - o equity and inclusion-based trail programs (e.g. LGBTQ+, Women).
 - o adaptive recreation programs.
 - o Indigenous youth trail programs (e.g. Indigenous youth mountain biking).
2. The District or trail stewardship group should consider working with the Penticton Indian Band to determine if, and if so, how and where First Nation’s culture, stories and places of significance can be integrated into the visitor experience and how the trail system can support Canada’s Truth and Reconciliation calls to action (e.g. signage, Indigenous landmark identification, etc.).
3. The District or the trail stewardship group should consider working with the Summerland Museum, Okanagan Historical Society, Penticton Indian Band and others to prepare an interpretive plan for the trail system including interpretive signage as well as mobile device application-based interpretation. Key interpretive themes for the trail system could continue or be expanded to include:
 - o Penticton Indian Band peoples, traditional use and traditional place names
 - o Culturally important plants (e.g. bitterroot)
 - o Wildlife & ecosystems (e.g. Red / Blue / SARA listed species, Snakes, Badger, Mountain Goats, Winter Range, Grasslands)
 - o Early settlers of Summerland (e.g. Conkle, Millionaires Row)
 - o Geology and geomorphology – Volcanoes of the Okanagan

CASE EXAMPLE

Supporting Truth & Reconciliation and Trail Activation Through the Secwépemc Landmarks Project

This initiative is creating awareness of the Secwépemc traditional territory through the installation of 100 trailhead posts, 8 landmark sculptures and 8 interpretive panels featuring oral histories, place names, culture and stories.

<https://shuswaptrails.com/points>

Figure 30 Wayfinders Landmark Sculpture Identifying Points of Importance to the Secwépemc Peoples



8.7 TRAILS TOURISM

When planned and managed effectively, the Cartwright Mountain trails system can generate substantive economic benefits to community and regional businesses, support tourism and strengthen Summerland's reputation as a great place for families and workers to choose to live. Seventy-three percent (73%) of engagement participants recognized that the trail system can help to attract new and retain existing residents, 28% said it can help to attract new and retain existing businesses, 51% said the trails could help to grow the local and regional economy. Sixty percent of engagement participants strongly agreed (34%), agreed (11%) or somewhat agreed (15%) that the Cartwright Mountain trail system could and should become a more significant trails tourism destination while 27% disagreed. While there is moderate support for pursuing trails tourism, there is also concern about potential undesirable impacts (e.g. crowding, trail damage) that can result if tourism is not carefully managed.

Trail tourism readiness is a rating of how "ready" a trail destination is to welcome tourists, to be promoted as a travel-motivating destination, and how reliably and confidently the destination's trails ecosystem (Figure 33) can deliver quality trail experiences. Trans Canada Trail's [National Guidelines for Evaluating Trails Tourism Readiness](#) was used to assess the tourism readiness of the Cartwright Mountain trail system and the broader trails ecosystem in Summerland. Evaluation of the guidelines indicate that the Cartwright Mountain trail system and the region's trails tourism ecosystem is "Not Visitor Ready" (Figure 34). At "Not Visitor Ready", the trail system is not ready to be promoted to visitors nor is it ready for supporting tourism services to be developed around the trail system. Once implemented, the actions identified in this plan will advance the tourism readiness of the Cartwright Mountain trail system to "Market Ready", at which point the following actions could be implemented.

Actions

1. Destination Summerland and the Thompson Okanagan Tourism Association should consider elevating general awareness of the trail system and approved parking locations and integrate the trail system into summer and winter visitor itineraries. The itineraries should integrate visitor services such as accommodations, food and beverage, transportation as well as other businesses, visitor attractions and experiences available in and around Summerland to help ensure out of town trail users support local businesses.
2. Destination Summerland should consider developing a compelling trail tourism destination marketing and communications strategy to encourage both locals and tourists to choose Summerland and Summerland's local businesses for one of their trails tourism adventures.
3. The District and the Province should remain receptive to issuing approvals to local businesses that wish to offer guided, instructional or other trails focused tourism experiences on the trail system so long as the desired resource conditions identified in this plan are being achieved.

Figure 33 Relationship Between Trail Tourism Readiness & Benefits (Justin Ellis)

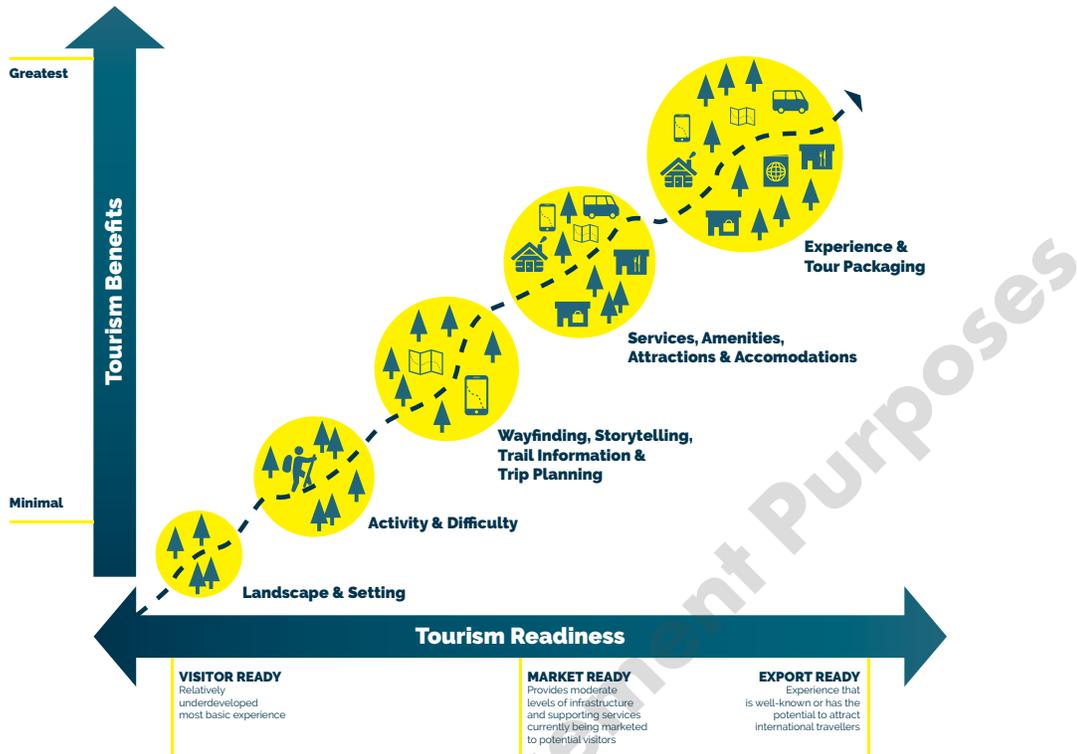
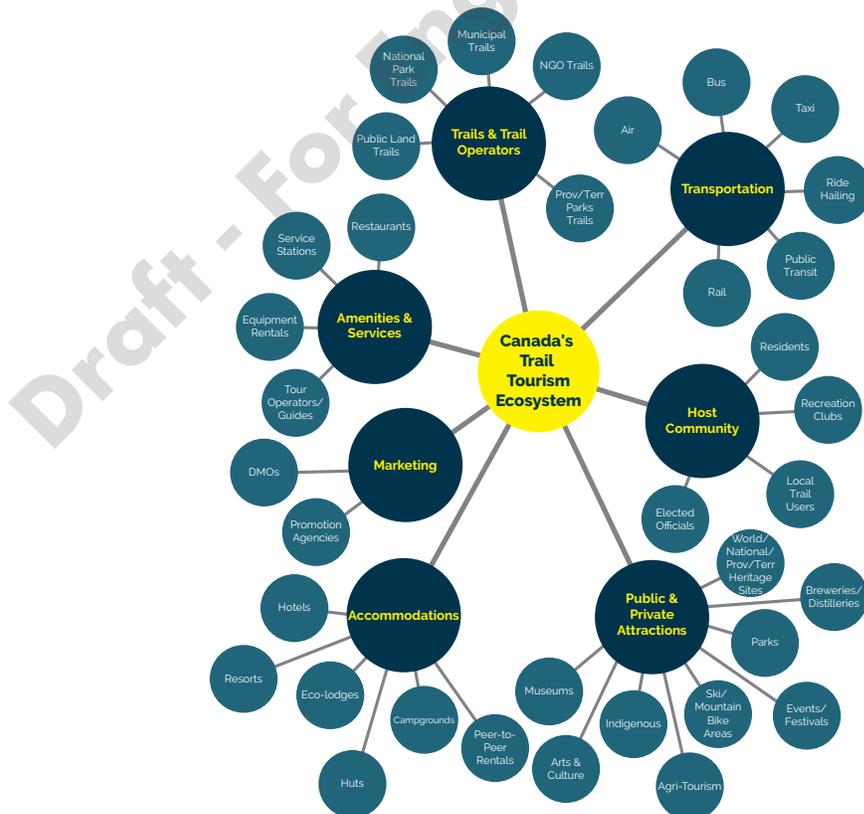


Figure 34 Trails Ecosystem



8.8 LAND USE PLANNING, OFFICIAL COMMUNITY PLAN & ZONING

The Conkle Mountain area has long been used and recognized as an important recreation resource for the community and the region. The Official Community Plan's Future Land Use identifies the area as a combination of "Open Land" and "Park". However, the zoning bylaw zones the Crown land parcels on Mount Conkle as "Forest Grazing". Recreation and trails are not identified as a principal or accessory use of the land. Further, the Province's LRMP does not establish a resource management zone for recreation over the area.

Actions

1. If / when future provincial land and resource management planning or forest landscape planning initiatives occur, the District and trail stewardship group should advocate for the Crown land parcels to be recognized for their recreation values and establish recreation as a priority land use to ensure that other land uses will be managed in a way that maintains the area's recreation features, settings and visual values.
2. Upon authorization of the trail system on Crown lands (e.g. license of occupation), the District should consider updating the zoning bylaw to zone the Crown land parcels in the area to permit trails, recreation, tourism and associated amenities.



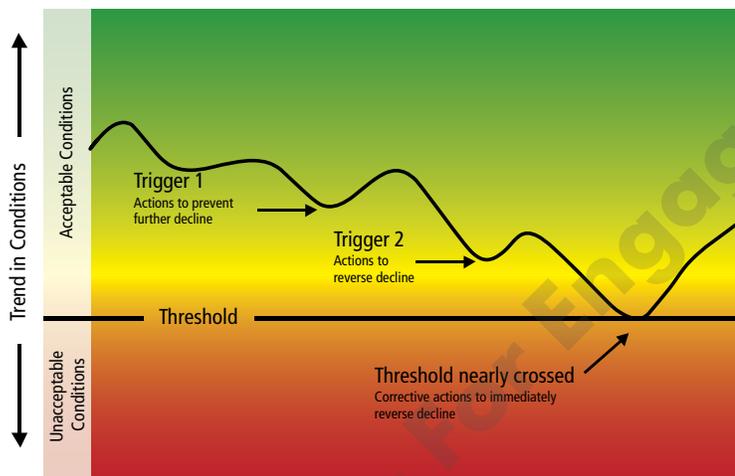
Draft - For Engagement Purposes

9.

MONITORING

Monitoring and evaluating whether the desired conditions set for the trail system are being achieved is a foundation of good trail management. Indicators that reflect the status of desired resource conditions have been identified and are presented in Appendix E. These indicators should be monitored and reported on over time. For each indicator, a trigger has been established (where possible) and should be used to signal when desired conditions are changing in a desirable or undesirable way and whether implementation of additional management actions are needed to bring current conditions back in line with the desired conditions. In addition to triggers, thresholds have been established (where possible) to clearly communicate the minimum acceptable condition.

Figure 35 Relationship Between Indicators, Triggers & Standard / Threshold



INDICATOR

Specific, measurable variables that indicate the status of a specific desired condition.

STANDARD

The minimum acceptable condition for change in indicators.

TRIGGER

A condition of concern for an indicator that is enough to prompt a management response to ensure a standard is not crossed.

MANAGEMENT ACTION

Implemented to preserve or restore desired conditions, generally in phases, after monitoring documents that a threshold is being approached or exceeded.

Draft - For Engagement Purposes

10.

IMPLEMENTATION PLAN & CAPITAL COSTS ESTIMATES

10.1 IMPLEMENTATION PLAN

The proposed trail development plan and the trail authorization, governance, operations and management actions are envisioned to be implemented over the next 10-15 years. While this plan provides a shared vision and path forward, it represents a snapshot in time and will undoubtedly evolve over the years. Rather than a rigid action list, this plan is a framework for District staff, leadership and trail stewardship group decision making and will be used to identify the priorities that are to be funded and advanced.

The actions identified throughout the plan have been prioritized into the follow three implementation phases.

Initial Actions | 1 – 2 Years

Strategy	Section No. (Action No.)	Action
Trail Development Plan		
Parking & Staging Areas	7.6(2)	Consider undertaking a feasibility and concept design plan to develop a new parking lot and staging area at the southeastern boundary of Mount Conkle Park and a 100-125 m extension of Fenwick Road along the current KVR Trail / TCT.
Signage	7.8(1)	To ensure signage continuity and consistency with other segments of the KVR Trail / TCT and continue to implement existing Regional District and Trans Canada Trail signage guidelines on the KVR Trail / TCT.
Authorization, Governance, Operations & Management		
Trail Authorizations	8.1(1)	Based on recommendations from the Environmental Scan, consider undertaking a biophysical inventory and environmental impact assessment to determine if existing trails should be rerouted to avoid wildlife habitat features and the suitability of the location for the proposed Bike Skills Area.
	8.1(1)	Work with the Penticton Indian Band's preferred Archaeologist to complete Archaeological Overview Assessment of all proposed trails, trail re-routes, parking / staging area developments / improvements and infrastructure development. Undertake Pre-Field Reconnaissance Reports and/or Archaeological Impact Assessments as required.
	8.1(2)	Investigate and consider pursuing authorization of the trail system on Crown lands through either a Forest Range Practices Act section 56/57 approval or a License of Occupation under the Land Act and sanctioning the full trail network.
Governance Model & Trail Stewardship Group	8.2(1)	Investigate and consider establishing a multi-interest trail stewardship group to provide both governance and operations and maintenance of trail systems in the District (including Conkle Mountain, Cartwright Mountain, Giants Head and potentially others).
	8.2(4)	Research and explore funding opportunities to implement the Plan's strategies and actions (grant applications, donations, sponsorships, etc.)

Short Term | 3 – 6 Years

Strategy		Section & Action No.	Action
Trail Development Plan			
Trail Reroutes & Improvements	7.3(1)	R1 - Reroute Full Frontal to provide a perpendicular crossing of Frontside and eliminate the sharing of the trail tread. This re-route will separate pedestrian and equestrian users who are climbing Full Frontal from high-speed mountain bikes that are descending Frontside. R2 - Re-route the current fall line climb trail connecting Upper TCT to Full Frontal to provide more sustainable blue rated multi-use climb trail. R3 - Re-route Midline to remove the shared tread with Front Side and provide a perpendicular crossing of Front Side with enhanced sightlines. R4 - Reroute Full Frontal along the eastern private property line to ensure the trail remains on Crown land. R5 - Undertake grade reductions and trail tread hardening on the western segment of the KVR Trail / TCT to enhance the universal accessibility of the trail and achieve a "white circle (easiest)" difficulty rating.	
	7.3(2)	Consider managing Frontside trail and the proposed N1 (Mountain bike optimized flow/tech downhill) trail as mountain bike optimized downhill only trails. All other trails in the system should continue to be managed as multi-use bi-directional trails.	
	7.3(3)	Undertake routine trail maintenance activities to address identified trail sustainability problems (tread cupping, erosion, standing water, bench cuts, turn design).	
Mountain Bike Skills Area	7.4(1)	Collaborate with the Kinsmen Club and local mountain bikers to explore a development plan and concept designs for a mountain bike skills area near the eastern boundary of the Rodeo Grounds Park / western boundary of Mount Conkle Park.	
Parking & Staging Areas	7.6(1)	Consider undertaking the detailed design and construction of the Rodeo Grounds staging area enhancements as identified in the Summerland Rodeo Grounds Master Plan.	
	7.6(3)	If feasibility is confirmed and funding has been secured, construct the Fenwick Road extension and the new staging area at the southeastern boundary of Mount Conkle Park.	
Signage	7.8(2)	Consider adopting the sign typology and engaging a sign design professional to prepare the detailed design and content production of the signs proposed in the conceptual signage plan. Ensure the visual design of the signs is inspired by and complements the natural setting.	
	7.8(3)	Upon completion of the sign design package, consider implementing the signage plan as presented.	
Winter Grooming	7.9(1)	Subject to confirmation of winter and natal habitat for mountain goats, continue to provide an "out and back" winter groomed trail to the summit of Mount Conkle.	
Authorization, Governance, Operations & Management			
Governance Model & Trail Stewardship Group	8.2(2)	Once the trail stewardship group is established and the trail systems on District and Crown lands are authorized, consider establishing a contract / agreement with the trail stewardship group to operate and maintain the trail system.	
	8.2(3)	Consider providing recurring annual operating funding and capacity (e.g. equipment, materials) to support implementation of the trail stewardship group's annual operations and maintenance plans and, on a cost shared basis, capital funding to support capital priorities.	
Visitor Use Management	Bylaws & Regulation	8.3.2(1)	Consider reviewing and updating the Parks Regulation Bylaw No. 2022-012 to ensure that it addresses contemporary trail management issues.
	Temporary Trail System Closures	8.3.3(1)	Consider implementing temporary trail system closures as needed (e.g. conditions result in damage to trail tread, wildlife pose risk to public, minimize wildlife displacement / disturbance during sensitive times).
	Weeds & Invasive Plants	8.3.4(1)	Consider undertaking an inventory of weeds and invasive plant species along the trails and visitor infrastructure in the planning area and identify treatment prescriptions.
8.3.4(3)		Consider requiring a Construction Environmental Management Plan be prepared for any trail or amenity developments / upgrades that require the use of machinery.	
Inspections & Routine Maintenance	8.4(1)	Consider formalizing "Inspection and Maintenance Protocols" to guide inspection frequency, prioritization of maintenance deficiencies, documentation / record keeping, reporting, and accident tracking.	
Land Use Planning, Official Community Plan & Zoning	8.8(1)	If / when future provincial land and resource management planning or forest landscape planning initiatives occur, advocate for the Crown land parcels to be recognized for their recreation values and establish recreation as a priority land use.	

Medium Term | 7 - 10 Years

Strategy	Action No.	Action
Trail Development Plan		
New Trails	7.2(1)	Develop a downhill black diamond mountain bike optimized flow/tech trail and technical features (see N1).
	7.4(2)	Once funding has been secured, complete detail designs and construction of the Mountain Bike Skills Area.
Trail Decommissioning	7.5(1)	Consider implementing trail decommissioning including 4.6 km of active decommissioning, 2.4 km of passive decommissioning and 1.0 km of trail abandonment.
Amenity Nodes	7.7(1)	<p>Consider enhancing amenity nodes:</p> <p>AN1 Kettle Valley Rail Trail / TCT – West</p> <ul style="list-style-type: none"> • 2 universally accessible picnic tables • Interpretive signage • Wayfinding signage • Upgrade / ensure access routes to and ground surfacing around amenities is universally accessible. <p>AN2 Kettle Valley Rail Trail / TCT – East</p> <ul style="list-style-type: none"> • Universally accessible vault toilet (remove if Fenwick Road staging area developed with toilet) • 2 universally accessible picnic tables • Universally accessible gazebo / shade structure • Interpretive signage • Wayfinding signage • Upgrade access routes to and ground surfacing around amenities to be universally accessible. <p>AN3 Prayer Flags / Mount Conkle Summit</p> <ul style="list-style-type: none"> • 2-3 Benches • Bike repair station & pump • Kiosk • Interpretive signage
	7.7(2)	To improve universal accessibility, consider increasing the frequency of universally accessible benches along the KVR Trail / Trans Canada Trail between the Rodeo Grounds and new Fenwick Road staging area (every 200-250 m).

Strategy		Action No.	Action
Authorization, Governance, Operations & Management			
Visitor Use Management	Visitor Information & Education	8.3.1(1)	Consider improving proactive visitor education and information regarding a) adventure smart & ride smart, b) Leave No Trace & Trail Etiquette, c) Rules of Use.
	Weeds & Invasive Plants	8.3.4(2)	Consider collaborating with the Okanagan and Similkameen Invasive Species Society and volunteers to appropriately treat and manage weeds and invasive plant infestations.
	Special Events & Commercial Use	8.3.5(1)	Consider developing / refining the District's internal procedures or developing a Special Events and Commercial Use policy to guide issuance of Park Use Permits for commercial, competitive and special event use of the trails on District lands.
Inspections & Routine Maintenance		8.4(2)	Consider developing an annual maintenance / operating plan to identify the routine and non-routine maintenance activities that are prioritized to be resolved and operational funding requirements / requests.
Risk Management & Volunteer Management		8.5(1)	Implement good risk management practices regarding the trail system and trail operations (e.g. design, hazard identification & control, inspections & maintenance, visitor information, volunteer health & safety program, accident reporting & analysis).
		8.5(2)	Consider adopting / developing a volunteer agreement, volunteer job description(s), and volunteer health and safety program.
Activation & Programming		8.6(1)	Consider encouraging community partners to provide programming on the trail system such as "learn to" programs, equity & inclusion programs, adaptive recreation programs, Indigenous youth programs.
		8.6(2)	Consider working with the Penticton Indian Band to determine if, and if so, how and where First Nation's culture, stories and places of significance can be integrated into the visitor experience and how the trail system can support Canada's Truth and Reconciliation.
Land Use Planning, Official Community Plan & Zoning		8.8(2)	Upon authorization of the trail system on Crown lands, consider updating the zoning bylaw to zone the Crown land parcels in the area to permit trails, recreation, tourism and associated amenities.

Long Term | 11 - 15 Years

Strategy		Action No.	Action
Trail Development Plan			
New Trails		7.2(2)	Consider undertaking feasibility study to develop an off-road non-motorized trail connection between the Rodeo Grounds staging area and the Cartwright Mountain trail system (N2).
Authorization, Governance, Operations & Management			
Activation & Programming		8.6(3)	Consider working with the with Summerland Museum, Okanagan Historical Society, Penticton Indian Band and others to prepare an interpretive plan for the trail system.
Trails Tourism		8.7(1)	Consider elevating the general awareness of the trail system and approved parking locations and integrate the trail system into summer and winter visitor itineraries.
		8.7(2)	Consider developing a compelling trail tourism destination marketing and communications strategy to encourage both locals and tourists to choose Summerland and Summerland's local businesses for one of their trails tourism adventures.
		8.7(3)	The District and the Province should be receptive to issuing approvals to local businesses that wish to offer guided, instructional or other trails focused tourism experiences on the trail system so long as the desired resource conditions identified in this plan are being achieved.

10.2 CAPITAL COST ESTIMATES

Legend	
	Initial Actions (1-2 years)
	Short Term (3-6 years)
	Medium Term (7-10 years)
*	= cost also included in Summerland Rodeo Grounds Master Plan

Zone	Description	Qty	Unit	Cost	Item Total	Subtotal
N	New Trails					
N1	Mountain bike optimized flow / tech downhill trail with features (black)	1200	l.m.	\$75	\$90,000	
						\$90,000
	Soft Costs - Design, Surveys, Investigations, Permitting, Studies					\$10,000
R	Trail Re-routing					
R1	Re-route Full Frontal to separate pedestrian and equestrian users from high-speed mountain bikes	110	l.m.	\$75	\$8,250	
R2	Re-route current fall line climb trail connecting Upper TCT to Full Frontal (more sustainable, blue rated trail)	570	l.m.	\$75	\$42,750	
R3	Re-route Midline to remove the shared tread with Front Side (enhanced sightlines)	110	l.m.	\$75	\$8,250	
R4	Re-route Full Frontal to ensure trail remains on Crown land	100	l.m.	\$75	\$7,500	
R5	Undertake grade reductions and trail tread hardening on segment of KVR Trail / TCT to enhance universal accessibility (make white circle rating)	80	l.m.	\$125	\$10,000	
						\$76,750
	Soft Costs - Design, Surveys, Investigations, Permitting, Studies (10%)	1	l.s.	\$7,500	\$7,500	\$10,000
D	Trail Decommissioning					
D1	Active	4600	l.m.	\$20	\$92,000	
D2	Passive	2400	l.m.	\$5	\$12,000	
						\$104,000
	Soft Costs - Design, Surveys, Investigations, Permitting, Studies	1	l.s.	\$10,000	\$10,000	\$5,000

Zone	Description	Qty	Unit	Cost	Item Total	Subtotal
P	Rodeo Grounds Staging Area & Parking Upgrade	0.21	Ha			
P1	Gateway Feature	1	l.s.	\$20,000	\$20,000	
P2	Enhanced TCT Trailhead					
P2.1	Benches	3	ea	\$3,000	\$9,000	
P2.2	Bike Repair Station	1	ea	\$3,000	\$3,000	
P2.3	Pit Toilet	1	ea	\$10,000	\$10,000	
P2.4	Animal Resistant Garbage Bins	1	ea	\$4,500	\$4,500	
P2.5	Bicycle Parking	1	ea	\$4,500	\$4,500	
P2.6	Bike Wash Station	1	ea	\$15,000	\$15,000	
P2.7	Potable Water Refill Station	1	ea	\$15,000	\$15,000	
P2.8	Shade Structure	1	l.s.	\$15,000	\$15,000	
P2.9	Universally Accessible Picnic Tables	2	ea	\$5,000	\$10,000	
P2.10	Vehicle Access Limiters	1	l.s.	\$1,500	\$1,500	
P2.11	Vehicle Access Control Gates	1	l.s.	\$2,500	\$2,500	
P2.12	Invasive Species Boot Brush	1	ea	\$1,000	\$1,000	
P3	Main Entry Trail Head Parking (+/- 30 stalls)	1	l.s.	\$50,000	\$50,000	
P4	Universally Accessible Access Route to Amenities	1	l.s.	\$10,000	\$10,000	
P5	Electrical Power	1	l.s.	\$5,000	\$5,000	
P6	Security Lighting	1	l.s.	\$15,000	\$15,000	
						\$191,000
	Soft Costs - Design, Surveys, Investigations, Permitting, Studies	1	l.s.	\$75,000	\$75,000	\$75,000
P	Fenwick Road / Mount Conkle Park New Staging Area & Parking	1.3	Ha			
P7	Gateway Feature	1	l.s.	\$20,000	\$20,000	
P8	Enhanced Mount Conkle Trailhead					
P8.1	Gender Neutral, Universal Vault Toilet	1	ea	\$50,000	\$50,000	
P8.2	Animal Resistant Garbage Bins	1	ea	\$4,500	\$4,500	
P8.3	Bicycle Parking	1	ea	\$4,500	\$4,500	
P8.4	Universally Accessible Picnic Tables	3	ea	\$5,000	\$15,000	
P8.5	Vehicle Access Limiters	1	l.s.	\$1,500	\$1,500	
P8.6	Vehicle Access Control Gates	1	l.s.	\$2,500	\$2,500	
P9	Mount Conkle Park Trail Head Parking (+/- 15 stalls)	1	l.s.	\$150,000	\$150,000	
P10	Fenwick Road Extension (5.5m width)	150	l.m.	\$1,000	\$150,000	
						\$398,000
	Soft Costs - Design, Surveys, Investigations, Permitting, Studies	1	l.s.	\$125,000	\$125,000	\$125,000

Zone	Description	Qty	Unit	Cost	Item Total	Subtotal
AN	Amenity Notes					
AN1	Kettle Valley Rail Trail / TCT - West					
	AN1.1 Universally Accessible Picnic Tables	2	ea	\$5,000	\$10,000	
	AN1.2 Universally Accessible Access Route to Amenities	1	l.s.	\$2,000	\$2,000	
						\$12,000
AN2	Kettle Valley Rail Trail / TCT - East					
	AN2.1 Universally Accessible Picnic Tables	2	ea	\$5,000	\$10,000	
	AN2.2 Universally Accessible Gazebo / Shade Structure	1	l.s.	\$15,000	\$15,000	
	AN2.3 Universally Accessible Access Route to Amenities	1	l.s.	\$2,000	\$2,000	
						\$27,000
AN3	Prayer Flags / Mount Conkle Summit					
	AN3.1 Benches	3	ea	\$3,000	\$9,000	
	AN3.2 Bike Repair Station	1	ea	\$3,000	\$3,000	
						\$12,000
AN4	Increased Frequency of Benches along KVR / TCT					
	AN4.1 Benches	10	ea	\$3,000	\$30,000	
						\$30,000
	Soft Costs - Design, Surveys, Investigations, Permitting, Studies (for all amenity nodes)	1	l.s.	\$10,000	\$10,000	\$20,000
S	Signage					
S1	Kiosk	2	ea	\$9,500	\$19,000	
S2	Wayfinding	42	ea	\$200	\$8,400	
S3	Park Boundary	17	ea	\$50	\$850	
S4	Advisory - trail intersection / merge	15	ea	\$100	\$1,500	
S5	Advisory - downhill only trail	7	ea	\$100	\$700	
S6	Interpretive	5	ea	\$1,000	\$5,000	
S7	Mountain bike skills area signage (entry, feature, jump line)	1	l.s.	\$2,000	\$2,000	
						\$37,450
	Soft Costs - Design, Surveys, Investigations, Permitting, Studies	1	l.s.	\$30,000	\$30,000	\$30,000
6	Mountain Bike Skills Area (3.8 Ha)					
6A	Proposed Green MTB Loop Trail	300	l.m.	\$75	\$22,500	
6B	Proposed Blue MTB Trails	300	l.m.	\$100	\$30,000	
6C	Proposed Black MTB Trails	300	l.m.	\$150	\$45,000	
6D	Pump Track	1	l.s.	\$50,000	\$50,000	
6E	Progressive Wooden or Natural Drops	350	l.m.	\$35	\$12,250	
6F	Rock Garden	1	l.s.	\$10,000	\$10,000	
6G	Skinnies & Roller Coaster Feature	1	l.s.	\$10,000	\$10,000	
6H	Tabletop & Gap Jumps	1	l.s.	\$10,000	\$10,000	
6I	Split Rail Fence	350	l.m.	\$35	\$12,250	
						\$202,000
	Soft Costs - Design, Surveys, Investigations, Permitting, Studies	1	l.s.	\$75,000	\$75,000	\$75,000

Zone	Description	Qty	Unit	Cost	Item Total	Subtotal
	INITIAL ACTIONS SUBTOTAL					\$0
	Soft Costs - Design, Surveys, Investigations, Permitting, Studies					\$125,000
	INITIAL ACTIONS TOTAL COSTS					\$125,000
	SHORT-TERM SUBTOTAL					\$703,200
	Soft Costs - Design, Surveys, Investigations, Permitting, Studies					\$115,000
	Contingency (30%)					\$210,960
	SHORT-TERM TOTAL COSTS					\$1,029,160
	MEDIUM-TERM SUBTOTAL					\$477,000
	Soft Costs - Design, Surveys, Investigations, Permitting, Studies					\$110,000
	Contingency (30%)					\$143,100
	MEDIUM-TERM TOTAL COSTS					\$730,100
	Subtotal (excluding Summerland Rodeo Grounds Items)					\$1,071,950
	Subtotal (Summerland Rodeo Grounds Items)					\$108,250
	SUBTOTAL (ALL ITEMS & PHASES)					\$1,180,200
	Soft Costs - Design, Surveys, Investigations, Permitting, Studies					\$350,000
	Contingency (30%)					\$354,060
	TOTAL COSTS					\$1,884,260

**Costing associated with trail construction and re-routing assumes the work will be completed by contractors in accordance with IMBA and provincial standards / best practices. If volunteers are used to undertake the works, the costs may be reduced.*

**Costing includes capital costs already included in the Summerland Rodeo Grounds Master Plan for upgrades to the Rodeo Grounds staging area.*

Draft - For Engagement Purposes

APPENDICES

Photo Source: Em Gee, alltrails.com

APPENDIX A: TRAIL PLANNING & DESIGN GUIDANCE TOOLS

This appendix provides trail classification, design, decommissioning and risk-based maintenance prioritization guidance. This guidance has been developed to directly respond to trail management and design issues observed on the trail system. Information in this appendix is intended for trail manager(s), designers, builders and those responsible for maintaining the system.

TRAIL CLASSIFICATION

- Trails should continue to be classified in accordance with the classification system outlined in [National Guidelines for Classifying Multi-Use Trails in Canada](#).
- The difficulty ratings assigned to trails that permit mountain biking should be rated in accordance with Recreation Sites and Trails BC's Mountain Bike Difficulty Rating Matrix if / when approved by the Province.
- In keeping with the National Guidelines for Classifying Multi-Use Trails in Canada, the characteristics and benefits should be weighed, and deliberate decisions should be made about whether future trails will be designated as multi-use, activity optimized or single use and, in keeping with the trail classification system, these decisions should be documented in a Trail Management Objective form and filed.

Figure 36 Trail Classification System - Trans Canada Trail

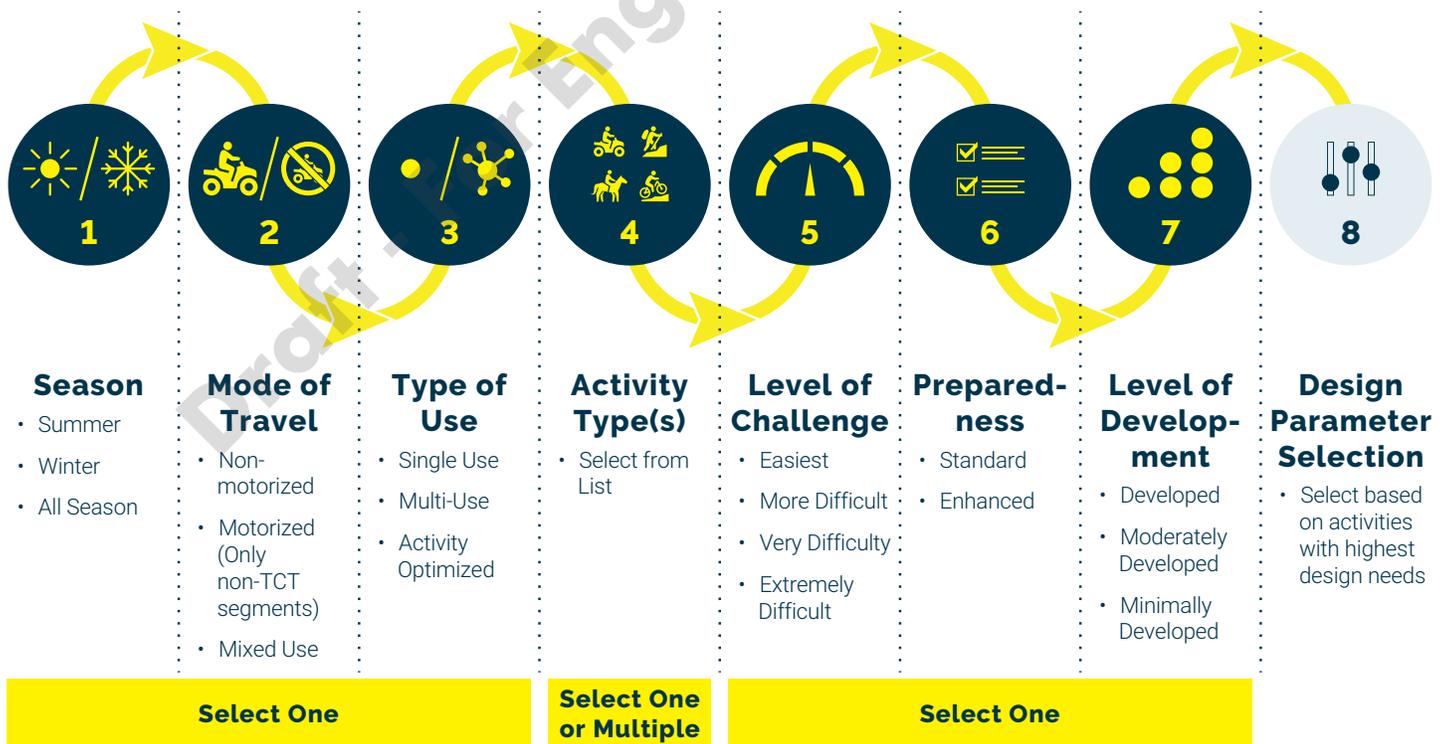


Figure 37 Characteristics & Considerations of Multi-Use, Activity Optimized & Single Use Trails

Multi-Use Trails	Activity Optimized Trails	Single Use Trails
<ul style="list-style-type: none"> Permits multiple activities. Accommodate broadest range of activities. Maximizes trail length available to all activity types. Design is generic & does not optimize the experience for any particular activity. Generic design can result in unsatisfied user objectives & unauthorized trail building. Can increase activity conflict especially as visitation increases & activities diversify. 	<ul style="list-style-type: none"> Permits multiple activities but is designed and managed to optimize the experience for one specific activity. Contains purposeful features, routings or elements that enhance the trail experience for one of the approved activity types. Provides higher quality experiences, ensure user objectives satisfied. Reduce unsanctioned trail building. Can alleviate intra activity conflict. Can create demand for greater trail length. 	<ul style="list-style-type: none"> Permits one activity. Provides higher quality experiences, ensure user objectives satisfied. Can alleviate crowding & congestion. Requires much greater trail length and disturbance to satisfy various activity demands. Increased trail length increase construction & maintenance demands & costs.

TRAIL ALIGNMENT, CONSTRUCTION & DRAINAGE GUIDANCE

Trails should be planned, designed and constructed or re-developed to integrate the following guidance. Adhering to this guidance will help to address sustainability problems identified in the current trail system.

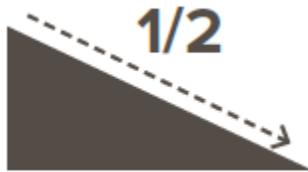
Identify Control Points Before Building



Before building a new trail or re-routing / re-developing an existing trail, positive and negative control points should be identified. Positive control points are places that the visitors want to go to (e.g. viewpoint, unique feature). Negative control points are places that the trail system should avoid. Routing the trail to the positive control points and avoid the negative control points will elevate the visitor experience, reduce social trails and unauthorized trail building and limit impacts and visitor exposure to unsafe or undesirable places.

Create Loops Not Out & Backs

Looped trails provide more interesting and appealing trail experiences. Dead end or out and back trails can promote unauthorized trail building, social trails and a redundant trail experience.



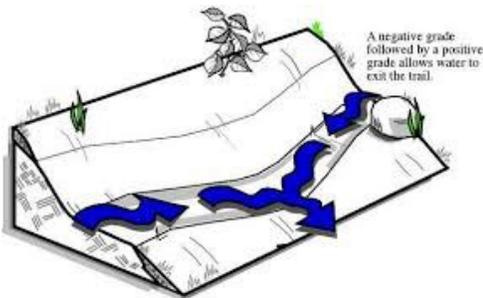
Apply the Half Rule

Trails should be designed to ensure their running grades do not exceed half of the grade of the side slope it is crossing. If it does, the trail is likely to capture surface water draining from the side slope, rather than allowing it to sheet over the trail, and increase erosion on the trail.



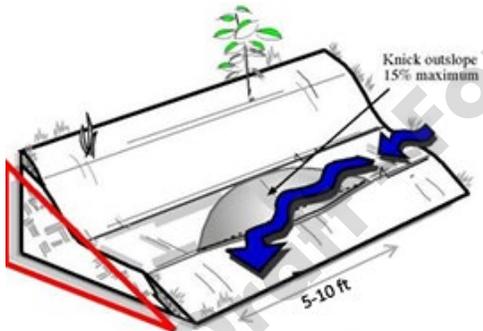
Control Average & Maximum Trail Grades

As a general rule, average grade of a trail should be 10% or less. To meet user objectives or accommodate terrain, short segments of trail may reach maximum grades of 20-30%. However, where steeper grades are integrated, they must be designed with appropriate water control features (e.g. grade reversals, knicks, etc).

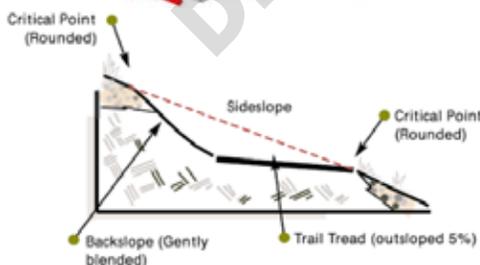


Utilize Rolling Contours, Grade Reversals & Knicks

Rolling contour trails that integrate regular grade reversals should be used where sustained grade change is required. Integration of grade reversals with out-sloped low points creates smaller "trail watersheds" which allows water to drain off of the tread more frequently. This reduces both the volume and velocity of water on the trail and limits erosion potential. Grade reversals should be regularly spaced along steeper segments of trail where water is travelling down the trail rather than across it.

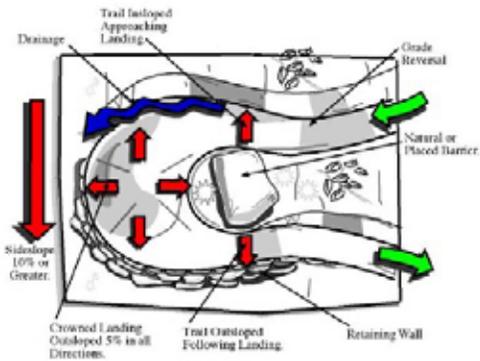


Knicks should be utilized on segments of trail with shallower grades where standing water occurs. To ensure drainage, knicks should be located where the adjacent ground is lower than the trail tread. Knicks are constructed as 3m diameter semi-circular depressions with a 10% out-slope that direct water to the outside of the trail.



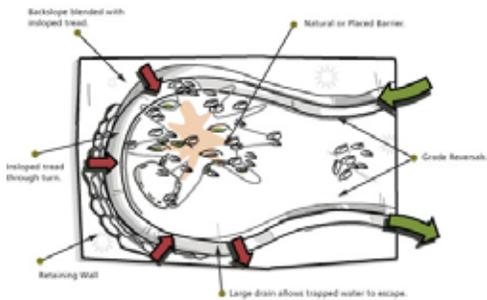
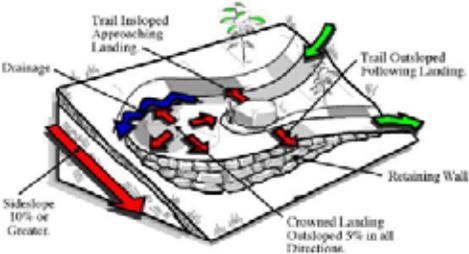
Properly Design & Maintain Full & Partial Bench Cut Trails

Bench cut trails are segments of trail that cut into and across the side of a hill. They can be full or partial bench cuts. Full bench cut trails are more sustainable and preferred. To be effective, care must be paid to properly design the trail tread cross slope and the backslope above and below the tread. Tread should be outsloped to 5%, back slopes should be shaped 1:1, critical points should be rounded, and the backslopes should be compacted.



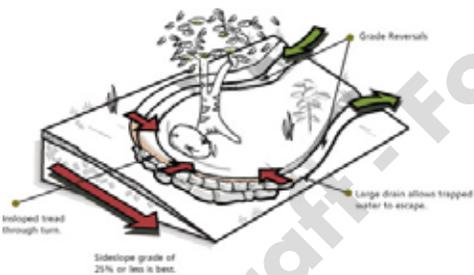
Trail Turns – Switchbacks

Switchbacks are best sited on the gentlest grades on near level natural or built platforms which should be out sloped 5% in all directions. They should use a minimum turning radius of 1.8 m. Grade reversals should be integrated in above and below the turn. Approaches should be designed to scrub visitor speeds entering the turning platform to reduce brake bumps and maintenance in the corners. Switchbacks should be staggered and integrate natural features to limit shortcutting.



Trail Turns – In-Sloped Turns / Berms

In-sloped turns or berms are best sited on more gentle side slopes of up to 25%. Grade reversal should be included in advance of the turn. Approach above the turn should be relatively gentle grade (5-8%) to manage speed prior to the turn. Turn radius should be between 3-4.5m. Drain should be sited at bottom of turn to shed water. In-sloped turns should be positioned around natural features (e.g. tree, boulders) to minimize shortcutting. Sightlines should be kept clear above and below the turn as user will travel the turn at speed.



Filters

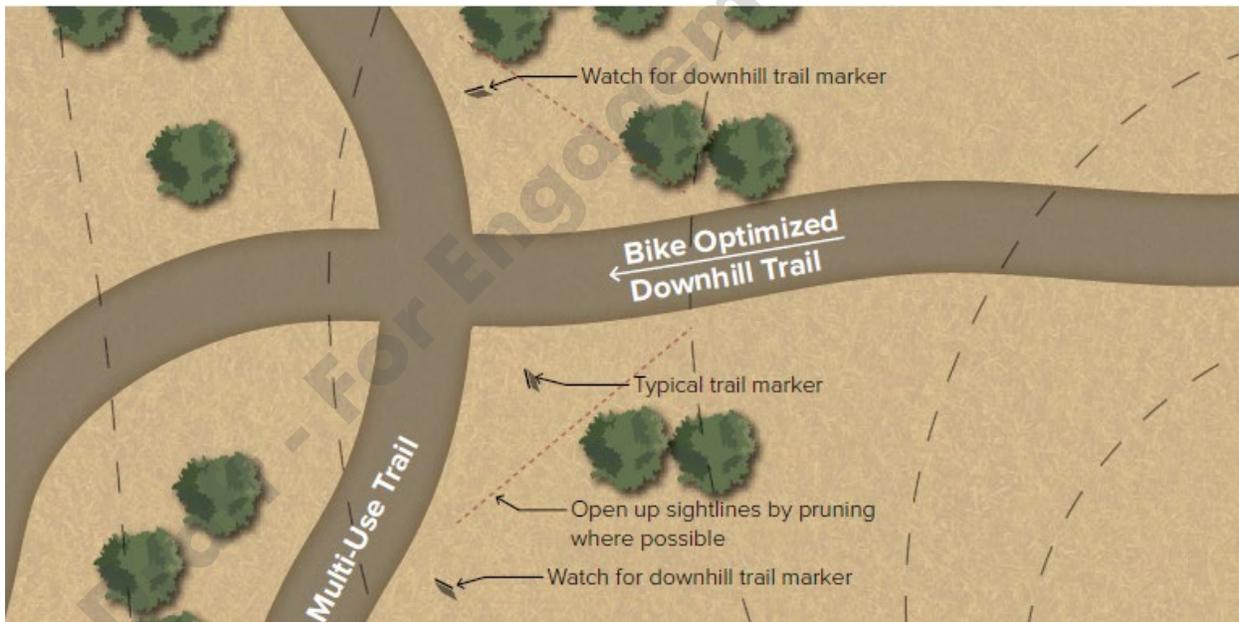
Filters are high-skill, low consequence obstacles that demonstrates the difficulty of the upcoming trail. Known as a qualifier obstacle, filters should be integrated at the start of all mountain bike optimized trails to provide visitors with the opportunity to self-choose the appropriateness of the trail for their ability.

TRAIL INTERSECTIONS

To improve visitor safety and reduce conflicts, intersections of multi-use trails and mountain bike optimized trails that do not contain an “over-under” feature should apply the following design strategies (Figure 38):

- Locate the intersection in an area with clear sightlines of both trails approaching the intersection. Manage vegetation to maintain the sightlines.
- The multi-use trail should be routed to provide a slight grade increase leading to the intersection. This will promote slower speeds on the multi-use trail and help to orient the trail users so they are more likely to be looking up as they approach the intersection.
- Integrate turns, choke points and / or technical trail feature on the mountain bike optimized trail in advance of the intersection. This will help to reduce speeds of the bikers.
- Install warning signage on the multi-use trail to warn users of the approaching intersection and to watch for fast moving bicycles.
- Install warning signage on the mountain bike optimized trail to warn users of the approaching intersection.

Figure 38 Multi-Use & Mountain Bike Optimized Trail Intersection Design Guidance



TRAIL DECOMMISSIONING

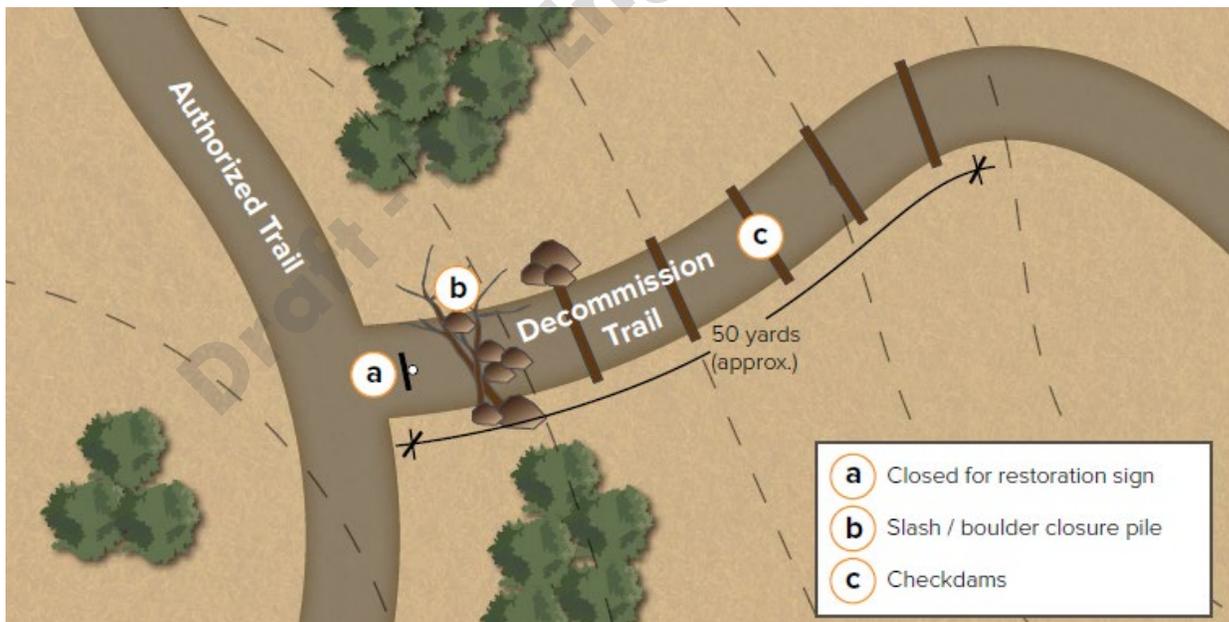
Active Decommissioning

Active trail decommissioning applies treatments that block and deter use, stop or prevent erosion, recontour and replant native vegetation, and enable the trail to return to a more natural state. As this type of decommissioning is considerably more expensive and resource intensive, active decommissioning is most appropriate for undesignated trails that are actively eroding, fostering the spread of invasives, and / or are near sensitive environmental and/or archaeological features.

- Install “Closed for Restoration” and regulatory signage at all entrances to the trail.
- Slash and / or boulders should be placed across the entire trail tread and corridor behind the signage to re-enforce the closure.
- Stabilize existing erosion issues and implement erosion control measures (e.g. boulder, check dams, erosion control blankets) where warranted along the trail but especially in the first 50 m of access points to the undesignated trail.

- Fill erosion gullies with soil or slash and/or re-contour deep erosion gullies and bench cuts to blend into the surrounding landform.
- Scarify soil and revegetate with an appropriate locally approved and certified seed mix.
- Actively treat invasive plant species.
- Actively monitor and assure compliance.

Figure 39 Active Trail Decommissioning



Passive Decommissioning

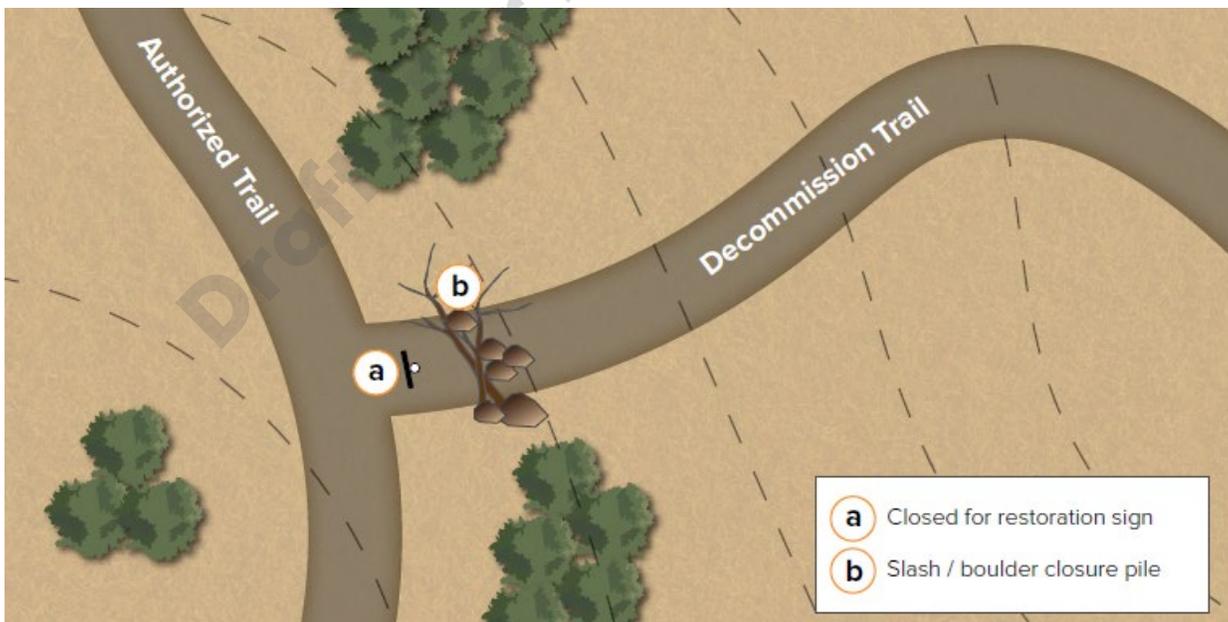
Passive trail decommissioning applies treatments focused on deterring use and allows the undesignated trail to re-naturalize over time. This decommissioning approach is most appropriate when the undesignated trail is generally stable, does not contain and is not susceptible to significant erosion, is not located in close proximity to sensitive environmental or archaeological features and where trail use / demand for access is expected to be minimal.

- Install “Closed for Restoration” and regulatory signage at all entrances to the trail.
- Slash and / or boulders should be placed across the entire trail tread and corridor behind the signage to re-enforce the closure.
- Identify any major erosion issues and treat those locations to avoid further erosion.
- Actively treat invasive plant species.
- Actively monitor and assure compliance.

Trail Abandonment

Other undesignated trails may not contribute to environmental, archaeological or other management problems but their current design and appeal or location makes them unnecessary or not viable for designation. These trails may continue to receive limited visitation but lack the appeal to receive significant use. While these trails would not be actively or passively decommissioned, they would be removed from all promotional materials (e.g. online apps, trailhead maps, etc.), would not be included in special events courses and would not be signed, inspected or maintained. These trails would be monitored over time to determine whether passive or actively decommissioning should be considered.

Figure 40 Passive Trail Decommissioning



RISK-BASED APPROACH TO PRIORITIZING TRAIL MAINTENANCE DEFICIENCIES

Maintenance deficiencies identified on the trails should be evaluated and prioritized through a risk-based approach (see figure below). The following criteria, which are presented in priority order, should also be used to inform prioritization of identified deficiencies:

- Minimize visitor and employee safety hazards.
- Minimize threats to investment in the trails / features / infrastructure.
- Maintain public access & visitor experience.
- Protect natural and cultural resources.
- Improve cosmetics & aesthetics.
- Elevate the convenience of access for the public and /or operations.

The protocol should also contain digital inspection and maintenance log / database to track when a) inspections occurred, the results, and identified deficiencies, b) user condition / injury reports, c), prioritization of deficiencies and routine maintenance tasks, and d) when and what action was taken to address the deficiency and / or routine maintenance tasks.

Figure 41 Risk Based Ranking System for Prioritizing Maintenance Deficiencies (McElhanney - Saasak' Hill Trails)

Frequency - Likelihood of a deficiency resulting in loss or occurrence					
Category	Term	Definition			
4	Very Frequent	Possibility of repeated occurrence (many times during use)			
3	Frequent	Possibility of isolated occurrence (several times during use)			
2	Occasional	Likelihood of occurring sometime (likely in overall use)			
1	Infrequent	Possible it will occur but not likely to.			
Severity - When a deficiency creates a hazard, these are the consequences if a loss were to occur					
Category	Term	People	Property	Environment	Public Image, Reputation & Disruption
4	Major	Fatality	Impact >\$100,000	Reportable Occurrence	Government intervention
3	Critical	Permanent, long-term injury or illness	Impact < \$100,000 but > \$50,000	Standards Not Met	Owner Intervention
2	Serious	Recordable Injury	Impact < \$50,000 but > \$ 5, 000	Site Conditions Unacceptable	Community Attention
1	Minor	On-site/ No Treatment	Impact < \$1,000	No Impact	Individual or none

		Frequency			
		4	3	2	1
Severity	4	16	12	8	4
	3	12	9	6	3
	2	8	6	4	2
	1	4	3	2	1

How-to prioritize maintenance:

Using the Frequency x Severity matrix to the right follow the steps:

1. Determine the **Frequency** Category
2. Determine the **Severity** Category
3. Multiply the two numbers
4. Determine the **Priority** Category by using the chart below.

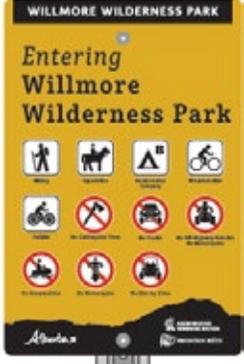
Priority Category	Definition
"A" Immediate (8-16)	Deficiency requires urgent attention and must be resolved immediately. Trail may be closed until issue is addressed. Please notify the land manager immediately. This issue should be addressed within 24-48 hours.
"B" Future (4-6)	Requires future attention in order to meet Trail Management Objectives. To be resolved in 30 days.
"C" OK (1-3)	There is limited consequences or likelihood of this deficiency creating a hazard that will result in an increase of severity.

APPENDIX B: SIGN TYPOLOGY, TYPICAL LOCATIONS & CONTENT

Sign Type	Sign Precedent	Typical Location	Typical Content
Staging Areas, Trailheads & On-Trail			
Gateway / Entrance Feature		Entrance to the trail system leaving the staging area	Trail System Name
Kiosk		Staging Areas	<ul style="list-style-type: none"> • Trail System Name • Indigenous Place Name & Territorial Acknowledgement • Exclusion of Liability & Assumption of Risk • Map of trails symbolized by mode, difficult & style • Trail style definitions (technical, flow) • Difficulty rating symbols & descriptions • Technical trail feature symbols & description • Amenity symbols & locations on map • Permitted / Prohibited activities • Park rules • Adventure Smart • Leave No Trace • Trail Forks QR code • Emergency number & GPS coordinate • Wildfire reporting • Reporting maintenance / condition concerns & reporting accidents • Partner logos (designed to be interchangeable)

Sign Type	Sign Precedent	Typical Location	Typical Content
Trailhead & Wayfinding		Individual trailheads & intersections.	<ul style="list-style-type: none"> Trail name Map & You Are Here pin (optional) Trail difficulty rating Permitted / Prohibited activities Trail type (technical, freeride, adaptive) Designated direction of travel (where its not two way) Cautions (e.g. two traffic pass with caution, yield hierarchy instructions) GPS location (optional)
Advisory - Technical Trail Feature	 <p>TTFs - Technical Trail Features</p> 	Approximately 10m before TTFs that are rated more difficult than the rating of the trail or that have higher risk or consequence for injury.	<ul style="list-style-type: none"> Caution statement TTF symbol & description Technical difficulty Ride around direction if ride around provided

Sign Type	Sign Precedent	Typical Location	Typical Content
Advisory - Trail Intersection / Merge		Approximately 10m before intersection of two trails. Installed in all directions for merging trails	<ul style="list-style-type: none"> • Caution statement • Trail merge icon and / or description
Advisory - Downhill Only Trail		Intersection of the terminus of downhill only trails.	<ul style="list-style-type: none"> • No entry symbol • Downhill trail only description
Advisory - Private Property Boundary No Trespassing		Private property boundary where public access not permitted	<ul style="list-style-type: none"> • Private Property – No Trespassing
Advisory - Private Property Stay on Trail		Private property boundary where public access is permitted	

Sign Type	Sign Precedent	Typical Location	Typical Content
Park Boundary	 <p>A yellow sign for Willmore Wilderness Park. It features the park name at the top, followed by 'Entering Willmore Wilderness Park'. Below this are icons for various users: hiker, horse, mountain biker, and cyclist. There are also several 'no' symbols indicating prohibited activities like motor vehicles, ATVs, snowmobiles, and off-trail travel.</p>	Intersection of trails with park boundary	Park name Permitted / prohibited activities
Caution / Warning	 <p>Two caution signs. The first is white with black text: 'CAUTION! TRAIL WORK AHEAD. Please slow down and be prepared to dismount. Thank you. COMBA'. The second is yellow with black text: 'CAUTION! NEW TRAIL ALIGNMENT AHEAD. Slow Down and Use Caution'.</p>	Approximately 10m in advance of any hazards or temporary changes in trail conditions.	Caution statement Hazard symbol or description
TCT Identifier	 <p>The logo for the Trans Canada Trail, featuring a stylized maple leaf. Below it is the text 'TRANS CANADA TRAIL' and 'KANATA ABOONIK'IK AMTITZ'. At the bottom, it says 'M'IKMAW TRAIL SIGNAGE'.</p>	Trailheads, intersections & amenity nodes along the TCT	Trans Canada Trail TCT translation to First Nation language (optional)
Interpretive	Various types.	Staging areas, amenity nodes	See interpretive themes
Mountain Bike Skills Area			
Skills Area Entry	 <p>A sign for a 'SKILLS ZONE'. It has a red octagonal 'STOP' sign icon and the text 'YOU MUST READ THESE RULES. There is risk of serious injury'. Below are several bullet points of rules. At the bottom, there is a section for 'SKILLS ZONE TRAIL RATINGS' with three levels: Intermediate (represented by a square), Advanced (represented by a diamond), and Expert (represented by a circle).</p>	Entrance to skills area.	Risk warning Safety practices Rules of use Progression recommendation Equipment requirements Technical difficulty ratings with descriptions Emergency number

Sign Type	Sign Precedent	Typical Location	Typical Content
Skills Area Feature		Entry / start of TTF in Technical Skills Area.	Risk warning Feature type Technical difficulty ratings Progression & technique recommendations Emergency number
Jump Line		Start of jump lines in Technical Skills Area	Jump line name Technical difficulty rating Directional arrow

Draft - For Engineering Purposes

APPENDIX C: CROWN LAND TRAIL AUTHORIZATION OPTIONS

This appendix presents and provides basic details regarding the different options for authorizing trails on Crown lands. While continuing with the status quo where trails remain unauthorized is an option and may seem like an easier option, it is not recommended. It is understood that current District and Provincial resources are limited thus formally authorizing the trails network will need to take some time to implement. There are two options for authorizing trails on Crown Lands 1) Section 56 / 57 approvals under the Forest and Range Practices Act including entering into a Partnership Agreement with the Province and 2) pursuing a License of Occupation under the Land Act. The table below provides a high-level overview of the options while further details regarding each option are described below.

	Authorization Options		
	Status Quo – Unauthorized Trails	FRPA Section 56/57	License of Occupation
Trails are authorized and have land status.	No	Yes (if section 56 approval)	Yes
Trails and recreation values will be considered in resource & land management planning decisions by the Province, tenure holders or resource development.	No	Yes (if section 56 approval)	Yes
Rental fee for access to Crown land.	No	No	Yes
Eligible for annual provincial capacity funding.	No	Yes	No
Eligible to pursue provincial grants to improve / operate trail system (e.g. capital, operations).	No (most grants no require trails to be authorized)	Yes	Yes
Trail uses can be regulated (e.g. prohibiting off-road vehicle).	No	Yes	Yes
Trail stewardship group can be formalized and recognized as responsible for operations and maintenance of the trail system.	No	Yes	Yes
Entering into a Partnership Agreement with the Province and compliance with the associated conditions and Provincial standards is required.	No	Yes	No (LOO holder able to choose standards to adhere to)
Eligibility for provincial Stewardship Partners Insurance Program (general liability & accidental death and dismemberment) coverage.	No	Yes	No
Visitor amenities and infrastructure (e.g. technical trail features) can be constructed.	No	Yes	Yes
Minor vegetation clearing (e.g. fallen tree) can occur along the trails.	Yes	Yes	Yes
Hand or machine earthworks to repair trails / re-route trails can occur.	No	Yes	Yes
Trail system can be formally programmed, activated and promoted.	No	Yes	Yes
Races and special events can be authorized.	Yes (through FRPA or Adventure Tourism Policy pending nature of the event)	Yes	Yes
Trail passes could be implemented if desired.	No	Yes	Yes

Option 1: Forest and Range Practices Act (FRPA) Sections 56, 57 & 58 Approval

Section 56 of FRPA enables the minister (or delegate - District Recreation Officer) to “establish” interpretive forest sites, recreation sites and recreation trails. Recreation trails established under this section must receive consideration in resource planning and thus have some level of protection from future resource extraction activities. Trails are usually only designated under section 56 when a partnership agreement is in place with the organization that is maintaining the trail. Section 57 allows the minister (or delegate - District Recreation Officer) to authorize the construction, rehabilitation and maintenance of trails and other recreational facilities. This section is used to grant 3rd parties permission to build and maintain trails. Approval under section 57 does not grant any level of protection for the trails from future resource development. Section 58 allows the Minister of designate to restrict or prohibit recreational or non-recreational use of an area or trail for the protection and management of public recreation resources on Crown land. This section can be used to restrict or close areas to specific activities (e.g. Off-Road Vehicles).

Widely recognized as the most common option for sanctioning trails on Crown land, the District, or a future trail stewardship group, would apply to the Province for a section 57 authorization using the “Proposal for Construction or Maintenance of Trails or Recreation Facilities on Crown Land” application. The application should be for a “trail area” rather than the individual trails. The local Recreation Officer has indicated that, due to current capacity limitations, the District, or future trail stewardship group, would be expected to lead all initial referrals and engagements with First Nations, Crown land tenure holders, adjacent private landowners and recreational interests and work to obtain letters of support which would need to accompany the application. Upon approval, the District should enter into a [Partnership Agreement](#) with RSTBC. The Partnership Agreement outlines the conditions of the authorization and commits the holder to maintaining and managing the trails to RSTBC specified standards. Agreement holders may also receive some level of capacity and / or financial support from RSTBC for management of the trail system. Upon execution of the Partnership Agreement, RSTBC would make a determination of whether the trail system / trail area will be “established” (status) under section 56 of FRPA which would then provide the trails a level of protection. As part of the application, the District should request that a section 58 closure be applied to the trail area to prohibit off-road vehicle use as well as class 2 and 3 e-bike use.

Option 2: A Licence of Occupation

The District could apply to the Province for a License of Occupation for the trail system under the Land Act. A Licence of Occupation, which is normally issued for a term of 10 years or less, may be issued where minimal improvements are proposed, where there are potentially multiple users of a site, where survey is not required or when the land is located in remote areas and legal survey costs required for lease or right of way are prohibitive, and where Government wishes to retain future options and management control over the use of the lands. A Licence of Occupation conveys fewer rights than a lease. It conveys non-exclusive use for the purpose described, is not a registerable interest, and does not require a survey. A Licence of Occupation does not confer a right to the exclusive use and occupancy of the land. A Licence of Occupation does not allow the tenure holder to curtail public access over the licence area except where it would impact the licensees’ right to use the land and the Province can authorize overlapping and layering of tenures. This District would have full management of the trail system, without needing to enter into a Partnership Agreement, and the License of Occupation may enable the District to establish the proposed trail system as a District park and be managed subject to the District’s Parks Regulation Bylaw.

In evaluating the options, the District should note that RSTBC’s District Recreation Officer indicated that RSTBC is views providing section 57/56 trail approvals for unsanctioned trail systems less favourably where those trail system are a) on Crown lands immediately adjacent to urban centers, b) the trail system experiences intense visitation, and c) where the service demands and expectations from the public exceed backcountry the level of service standard of RSTBC. It was also noted that, though not provincial policy, RSTBC will not in practice sanction a trail on Crown lands that leads into private lands unless a statutory right of way, registered easement or other similar approval that “runs with the land” is provided for the private land trail segment. Given the above, the Recreation Officer suggested that a License of Occupation held by the District (or Regional District) would be a more appropriate mechanism to enable the sanctioning of the proposed trail system on Crown land.

APPENDIX D: TRAIL STEWARDSHIP GROUP GOVERNANCE MODEL, REPRESENTATION & ROLES & RESPONSIBILITIES

Different trail system governance models exist and often include:

- Direct ownership and operation by government organizations.
- Government ownership and private sector contracted operations.
- Government ownership with operations delivered through a partnership / contract with a single activity (e.g. mountain biking) focused trail stewardship group.
- Government ownership with operations delivered through a partnership / contract with a multi-interest (e.g. multiple activities, environment, First Nations, landowners) stewardship group.
- Disposition of land for a trails purpose to a single activity or multi-interest stewardship group.

Given the District's limited capacity to directly operate and manage the trails, the broad diversity of interests in trail system, and the long history of trail related volunteerism, a "Government ownership with operations delivered through a partnership / contract with a multi-interest stewardship group" governance model is recommended. Such a model can help to ensure the full range of interests are considered in decision making, increase capacity, and create efficiencies for sharing of resources, strategic / master planning, trail development applications, trail building, maintenance, management, activation and marketing. Once formed, the trail stewardship group should be registered as a non-profit organization under the Society Act of British Columbia.

Proposed Organization Representation

Operating independently from District Council, but ideally with committed and recurring annual capacity support from the District, the board of the stewardship group should seek representation from:

- All recreational interests (Hiking / Walking, Trail Running, Mountain Biking, Fat Biking, Horseback Riding / Rodeo Grounds Equine Development Committee, Snowshoeing)
- Wildlife / Environmental Organization / Qualified Professional
- Adjacent Private Landowners
- Destination Summerland
- Accessibility / Adaptive Recreation
- Equity, Diversity, Inclusion
- Land Managers

As landowners / managers, the District of Summerland, Recreation Sites & Trails BC, and Penticton Indian Band should have standing advisory positions on the trail stewardship group.

Proposed Mandate

The mandate of the trail stewardship group should be to:

- Represent and work collaboratively with all non-motorized and motorized recreation activities, First Nations, landowners / managers, environmental stewardship groups and equity / diversity / inclusion groups to sanction, develop, improve, manage, maintain and activate the trail systems on Cartwright and Conkle Mountains and ensure the trail systems provide exceptional, diverse and in-demand visitor experiences, is environmentally responsible, physically connected, inclusive and meets the most current trail standards.

The trail stewardship group should:

- Provide a mechanism for the diverse interests in the trail system to work effectively and efficiently together, integrate interests, and foster collaboration and coordination.
- Champion the implementation of this plan and its strategies and actions.
- Establish annual priorities and undertake annual operational plans and 5-year capital plans.
- Develop, maintain and operate the trail system, features and amenities – including planning, design, construction, inspection and maintenance.
- Promote and enhance responsible recreational use of the trails and encourage the safe and compliant use of the trail system.
- Encourage / undertake stewardship activities to improve the quality and sustainability of the trail system and area.
- Encourage and support partners with the activation and programming of the trail system.
- Collect data and monitor conditions of the trails, visitation, and benefits the trails bring to the community and region.
- Provide advice to landowners / managers on trail development, management and maintenance.
- Advocate for investment in trails and land use decisions that maintain the connectivity of the trail system. Champion and communicating the benefits of the trail system and trails tourism within the District, region and to elected officials.

Proposed Roles & Responsibilities

Operation and management of the trail system requires the implementation of many different tasks. Responsibility for implementing these tasks varies between the trail stewardship group, government regulators and other partners. The table below provides an overview of the major operational tasks and the role and responsibilities for leading or supporting their implementation. Note, the role of the Province will vary depending on which trail authorization approach is pursued. The Province would be more involved in operations should a section 57 approval and 56 establishment be pursued and much less involved if a License of Occupation is pursued.

Operational Task		Role / Responsibility	
		Lead	Support
Authorization & Approvals	Preparation of development applications (trails, features, amenities) including engagement	Stewardship Group	District
	Application referrals	District, Province	
	Approvals	District, Province	
Funding Procurement	Grant application & procurement of grants	Stewardship Group	District
	Recurring annual operating funding & capital funding	District	Province
Trail System Planning	Master Planning & Trail Management Objective setting	Stewardship Group	District, Province
	Determining development / redevelopment needs for trail, features & amenities	Stewardship Group	District, Province
Trail, Feature, Amenity Design & Construction	Trail, feature & decommissioning concept & detailed design	Stewardship Group, Contractor	District, Province
	Trail, feature, decommission construction	Stewardship Group, Contractor	District, Province
	Construction Procurement & construction management	Stewardship Group	District
	Visitor amenity and infrastructure design	District, Contractor	Stewardship Group
	Visitor amenity and infrastructure construction procurement, construction management & construction	District, Contractor	Stewardship Group
	Visitor amenity & infrastructure construction procurement & construction management	District, Contractor	
Inspection & Maintenance	Routine & non-routine trail & feature inspection	Stewardship Group	District, Province
	Routine & non-routine amenity & infrastructure inspection	District, Contractor	
	Maintenance prioritization, planning & scheduling	Stewardship Group, District	
	Routine maintenance of trails, features and on-trail amenities	Stewardship Group, District / Regional District (for KVR Trail / TCT)	
	Capital replacement / asset management planning	Stewardship Group, District	
Volunteer Management	Volunteer recruitment, training & management	Stewardship Group	District
	Volunteer trail maintenance days	Stewardship Group	District
Park / Visitor Programming	Program planning	Partners	District, Stewardship Group
	Program delivery	Partners	District, Stewardship Group
Visitor Information, Education, Marketing & Promotion	Trail system website	Stewardship Group, District	Destination Summerland
	Web / mobile application data validation & updates (TrailForks, All Trails)	Stewardship Group	
	On-site visitor education / stewardship events / days	Stewardship Group, District	Province
	Trail system and program promotion & marketing	Stewardship Group, District	Destination Summerland
Visitor Management	Policy, standards, guideline & bylaw / regulation development	District, Province (pending trail authorization mechanism)	
	Permit issuance (e.g. special events, commercial use)	District, Province	Stewardship Group (referral review)
	Visitor / public complaints	Stewardship Group, District	
	Compliance patrols & enforcement	District, Province	
Environmental Initiatives	Habitat improvement, restoration & invasive species control	Environmental Organization, District, Province	Stewardship Group
Data Collection & Monitoring	Visitation & Visitors	Stewardship Group	District
	Capital & Operational Investments	Stewardship Group	District
	Volunteer Investment	Stewardship Group	District
	Environmental Features	Environmental Organization, Qualified Progressional	District

APPENDIX E: MONITORING INDICATORS, TRIGGERS & THRESHOLDS

Desired Resource Condition (abbreviated)	Indicator	Data Source	Trigger	Threshold
Quality & Memorable Visitor Experiences				
The Cartwright Mountain trail system continues to attract visitors from the District, the region and beyond to enjoy the trails.	Total number of visitors (local & tourists) to the planning area	Mobile Data (e.g. Propulso)	Multi-year decline in visitation.	Declining trend in visitation.
	Proportion of visitors by origin.	Mobile Data (e.g. Propulso)	Multi-year decline in ratio of local vs tourist visits.	Declining trend in the ratio of locals to tourists.
A high quality mixed use and non-motorized stacked looped multi-use trail networks.	Proportion of visitors reporting they are satisfied or very satisfied with their mixed use and non-motorized trail experience.	Visitor survey	90% satisfied or very satisfied.	95% of visitors are satisfied or very satisfied with their trail experience.
The trail system is deliberately designed to target beginner and intermediate trail users while providing some opportunity for skill development and progression to a more advanced difficulty.	Proportion of total trail length by difficulty rating (e.g. white, green, blue, black)	Trail Inventory	Any change in trail system distribution from the following: Blue – most Green – second most Black – third most White – least	Any change in distribution of trail system difficulty from trigger.
Quality visitor comfort and convenience amenities at staging areas & on trail.	Proportion of visitors reporting they are satisfied or very satisfied with the supply and quality of comfort and convenience amenities at staging areas and on trail.	Visitor survey	<95% satisfied or very satisfied.	90% are satisfied or very satisfied.
A formalized and welcoming sense of arrival to the trail system and the information that require to have a safe, responsible and enjoyable trail experience.	Proportion of visitors reporting they felt welcomed at the staging areas. Proportion of visitors reporting that staging areas provided effective and sufficient information to enable them to have a responsible and enjoyable trail experience.	Visitor survey	<95% report a welcoming sense of arrival. <95% report effective & sufficient information.	90% of visitors report a welcoming sense of arrival at staging areas. 90% of visitors indicate that the information provided at staging areas is effective and sufficient.
Visitors arrive at the trailheads informed and prepared (equipment and skills) to travel the trail system safely and responsibly. Intensity of emergency responses does not increase.	No. of emergency responses for trail users per visitor.	Local emergency service records, big data visitation estimates	Any increase from baseline.	Any increase from baseline.
Trail system provides engaging opportunities for visitors to learn.	Proportion of visitors reporting that they left the trail system with a greater awareness, understanding and appreciation of interpretive themes than when they arrived.	Visitor survey	80% or below report a greater awareness, understanding and appreciation.	75% of visitors report leaving the trail system with a greater awareness, understanding and appreciation than when they arrived.
The trail system and associated amenities (e.g. staging area) supports and sustainably accommodates high quality special events and races in the warm season.	No. of sanctioned events hosted on the trail system annually.	Access permit records	Any decrease from baseline.	A minimum of 2 sanctioned events are held in over the summer and fall seasons

Desired Resource Condition (abbreviated)	Indicator	Data Source	Trigger	Threshold
A Sustainable Trail System				
The trail system is sanctioned by the respective landowners / managers. Unsanctioned trail development and use does not occur.	Length of unsanctioned (non-status) trail in the system.	Trail inventory	Any amount of unsanctioned trail.	Less than 100% of trail is sanctioned. 1 m of unsanctioned trail construction.
	Number of non-compliance incidents of OHVs and ORMs travelling off designated trails.	Public complaints to and enforcement actions taken by trail managers / compliance officers.	Any increase from baseline.	Incidents are decreasing from the baseline.
Disturbance of ungulates during the winter is minimized in the Mule Deer Winter Range RMZ.	Ungulate use of winter range.	Provincial biologists	Any decrease from baseline.	Any decrease from baseline.
On-trail snake mortality is avoided.	No. of reported snake mortality incidents.	Reports to trail stewardship group	Any increase from baseline.	Any increase from baseline.
Wildlife habitat features (hibernacula's, dens, wildlife trees, etc.) are avoided during trail planning and development and, if found, are buffered and protected through trail re-routing.	No. of wildlife habitat features that are inadequately buffered / avoided by trail system.	Trail Inventory, Ecological Inventory	Any wildlife habitat features are not avoided / buffered.	Any wildlife habitat features are not avoided / buffered.
Human wildlife conflicts with bears, cougars and ungulates are minimized.	No. of human wildlife conflicts reported annually per visitor.	Visitor reports to the Stewardship Group	Any increase from baseline.	The ratio of reported human wildlife conflicts per visitor does not increase and is ideally reduced from baseline.
Trail conditions are aligned with Trail Management Objective.	No. / Length of trail sustainability problems per km of trail.	Trail inventory & condition assessment.	Any increase from baseline.	There will be no increase in the No. / Length of trail sustainability problems per km of trail.
	Proportion of trail that meets TMO design parameters.	Trail inventory & condition assessment.	Any decrease below 100%	95% of sanctioned trail length will meet the TMO design parameters.
Visitors are compliant with the rules of use and apply responsible recreation practices. Interactions between trail users are positive, respectful and user conflicts are minimal.	No. of compliance actions / enforcement actions taken per patrol day.	Bylaw Officer Records	Any increase from baseline.	No reported increase in non-compliance by enforcement officers.
	Annual No. of visitor use conflict complaints per visitor.	Complaints to Stewardship Group, Big Data Visitation Estimates	Any increase from baseline.	No more than 10% of complaints are about visitor use conflicts.
	Proportion of surveyed visitors (Locals & tourists) that report visitor conflicts negatively impacted their experience.	Visitor survey	Any increase from baseline.	No more than 10% of surveyed visitors indicate that visitor conflicts negatively impacted their experience

Desired Resource Condition (abbreviated)	Indicator	Data Source	Trigger	Threshold
First Nation's Values are Protected				
Trails are routed, re-routed, upgraded and maintained to avoid impacts to known or unknown archaeological sites or other Penticton Indian Band values	The amount of trail overlapping areas of archaeological potential.	Trail Inventory, Arch Overview Assessment	Any – should trigger Preliminary Field Reconnaissance	Trails avoid areas of archaeological potential or are cleared through a PFR or AIA (if needed).
Penticton Indian Band members continue to practice their traditional, cultural and spiritual activities on the Mountain	No. of complaints from Penticton Indian Band leadership that trails and trail use are negatively impacts traditional, cultural and spiritual activities.	Stewardship Group / District / RSTBC reports	1 or more complaints.	No reported complaints are received.
Visitors to the trail system are informed of the Penticton Indian Band's traditional territory and educated about their peoples, languages, culture and Truth and Reconciliation.	Proportion of visitors reporting that they left the trail system with a greater awareness of Penticton Indian Band's traditional territory, languages, culture and Truth and Reconciliation.	Visitor survey	<80% or below report a greater awareness, understanding and appreciation.	75% of visitors report leaving the trail system with a greater awareness, understanding and appreciation than when they arrived.
A Community Supported Trail System				
District residents and adjacent landowners are supportive of the trails and investments in maintaining the trail system.	Proportion of residents that are support or strongly supportive of trails and investments in them.	Resident survey	Any decrease from baseline.	95% of residents are supportive or strongly supportive of trails.
Visitation to and use of the trails does not create unacceptable impacts on adjacent private property owners. Visitors do not trespass on private lands adjacent to the trail system.	No. of complaints per year from adjacent property owners about impacts and trespass.	Written complaints to District / Stewardship Group	Any increase from baseline.	0 complaints per year.
Local elected officials understand benefits of and support investment in trails.	Proportion of municipal elected officials that are supportive or strongly supportive of the trail system and investment in it.	Council & MLA survey	Any decrease from baseline.	95% of municipal elected officials are supportive or strongly supportive.
A Collaboratively Stewarded & Effectively Resourced Trail System				
A Trails Stewardship Group, representing all interests in the trail system, is formalized and is championing the planning, development, maintenance and operations of the sanctioned (status) trail system.	Establishment of a Trail Stewardship Group.	N/A	No trail manager is established.	Multi-stakeholder Stewardship Group is established, has adopted bylaws, and is meeting regularly to advance implementation of this plan. Stewardship Group (or District) enters into partnership agreements and accepts accountability for maintaining the trail system.
Engaged and passionate trail volunteers.	No. of volunteers taking part in trail stewardship events.	Event tracking.	Any decrease from baseline.	Volunteerism focused on the trails system increases continually.
Businesses that benefit from the trails provide financial and capacity support for the trail system.	Amount of money contributed by local businesses for trail maintenance / management / stewardship.	Business survey, Stewardship Group tracking	Any decrease from baseline.	Amount of money contributed by local business increases continually.
The Trail Stewardship Group and trails ecosystem is sustainably resourced.	Annual capital and operational budgets allocated for trails development, maintenance, and management.	District Reporting, Stewardship Group Reporting	N/A	Annual capital and operations budgets expended on trails increases continually.

REFERENCES

- 1 Recreation Sites and Trails BC (2024). Mountain Bike Pilot Dashboard: MTB Trail Difficulty Rating Matrix. Retrieved online from <https://rstbclanding.wpengine.com/>

Draft - For Engagement Purposes



IN LOVING MEMORY OF
DENIS BROWN
1951 - 2019
AS HE TOOK IN THIS VIEW OF WALKER
HE WAS REMINDING US LOVE, RESPECT,
DUTY AND SPIRIT OF ADVENTURE.
YOUR MEMORIES LIVE ON IN ALL OF US
YOUR FAMILY & FRIENDS

Draft - For Engagement Purposes

