

The background of the entire page is a photograph of a mountain trail. In the foreground, three cyclists are riding on a dirt path that curves through a rocky, forested area. The cyclists are wearing helmets and backpacks. In the background, a steep, rocky mountain slope rises, covered in dense evergreen trees. The sky is a pale blue. The overall tone of the image is natural and adventurous.

# KETTLE VALLEY RAIL TRAIL MASTER PLAN

ACTIVATING THE TOURISM POTENTIAL  
FROM MILE ZERO TO GLENFIR

**TOTA**

THOMPSON OKANAGAN  
TOURISM ASSOCIATION

April 2019









# TABLE OF CONTENTS

---

ACKNOWLEDGMENTS	
EXECUTIVE SUMMARY	
INTRODUCTION	01
BENEFITS OF TRAILS & TOURISM	10
CONTEXT	11
EXISTING TRAIL CONDITIONS	17
WHAT WE HEARD	50
MARKET READINESS, OPPORTUNITIES & CHALLENGES	56
THE BLUEPRINT	59
ROLES & RESPONSIBILITIES	106
APPENDICES	
APPENDIX A - TRAIL CONDITION SUMMARY TABLE	
APPENDIX B - IMPLEMENTATION PLAN	



# ACKNOWLEDGMENTS

---

The *Kettle Valley Trail Master Plan: Midway to Glenfir* was championed by the Thompson Okanagan Tourism Association and assembled by the consulting team from McElhanney Consulting Services Ltd. and RC Strategies + PERC. The plan has been prepared for the consideration of the Minister of Forests, Lands, Natural Resource Operations & Rural Development.

The project team would especially like to thank staff from the Ministry of Forests, Lands and Natural Resource Operations, British Columbia Parks, Regional District of Kootenay Boundary, Regional District of Central Okanagan, Regional District of Okanagan Similkameen, the member governments of the Okanagan Nation Alliance, all recreation and trail clubs and organizations and the thousands of tenure holders, private landowners, trails users and residents that took the time to share their stories, concerns and ideas about and help shape the future of the Kettle Valley Rail Trail.



**McElhanney**

RC  
strategies

+

P

E

R

C





## EXECUTIVE SUMMARY

---

### INTRODUCTION

The Thompson Okanagan Tourism Association (TOTA), together with many other trail advocates and stakeholders in the region, have long recognized the tourism potential of the KVR Trail and, specifically, the Midway to Glenfir segment. This 192.5 km long segment of the trail is seamlessly connected, easily accessible, contains easy grades, boasts some of the most stunning scenery available anywhere along the KVR corridor and provides immediate access to unique and inspiring visitor attractions. Within a short three-hour drive, the Midway to Glenfir segment of KVR Trail is easily accessible to nearly 602,000 people or 13% of the provincial population and an international airport. The trail's location and inherent features make it very appealing to for both local recreation enthusiasts as well as a diverse array of trails tourism markets. And, the segments strategic location allows numerous rural and Indigenous communities can easily realize the direct and indirect benefits from trails-based tourism.

Though the Thompson Okanagan region is already an international destination that generates significant

benefits to host communities, the rural communities in the Boundary and Similkameen located along the KVR Trail have yet to fully benefit from the region's visitor economy. This is due, in part, to limited tourism infrastructure and susceptibility to strong swings in visitor seasonality. Since the trains stopped running, much of the Midway to Glenfir portion of the KVR corridor has served as a relatively ad-hoc local recreational resource and an informal regional transportation corridor. Despite its well-known potential to be a world-class experience and incredible local recreation opportunity, limited attention has been focused on realizing the trail's place as a strategic provincial asset for rural economic development and diversification.

Glimpses of the full tourism potential of the trail can be experienced by those who visit the Myra Canyon in Myra Bellevue Provincial Park or enlist the services of one of the few tour operators serving the trail. However, in general, this segment of the KVR Trail is not market or export ready and is falling well short of its potential to be a world-class trail experience that generates meaningful benefits to communities along the corridor. Visitor amenities and services



are minimal, market awareness is poor, branding and positioning is limited, the brand promise is potentially misleading, tread conditions are not ideal, conflicts are too frequent and, perhaps most importantly, there are few opportunities for communities to take advantage of the benefits trails tourism can bring. As a result, communities along the corridor are largely missing out on the benefits that such a strategic asset could generate. Though it has yet to reach its tourism potential, the visitor experiences that the trail could provide are in demand.

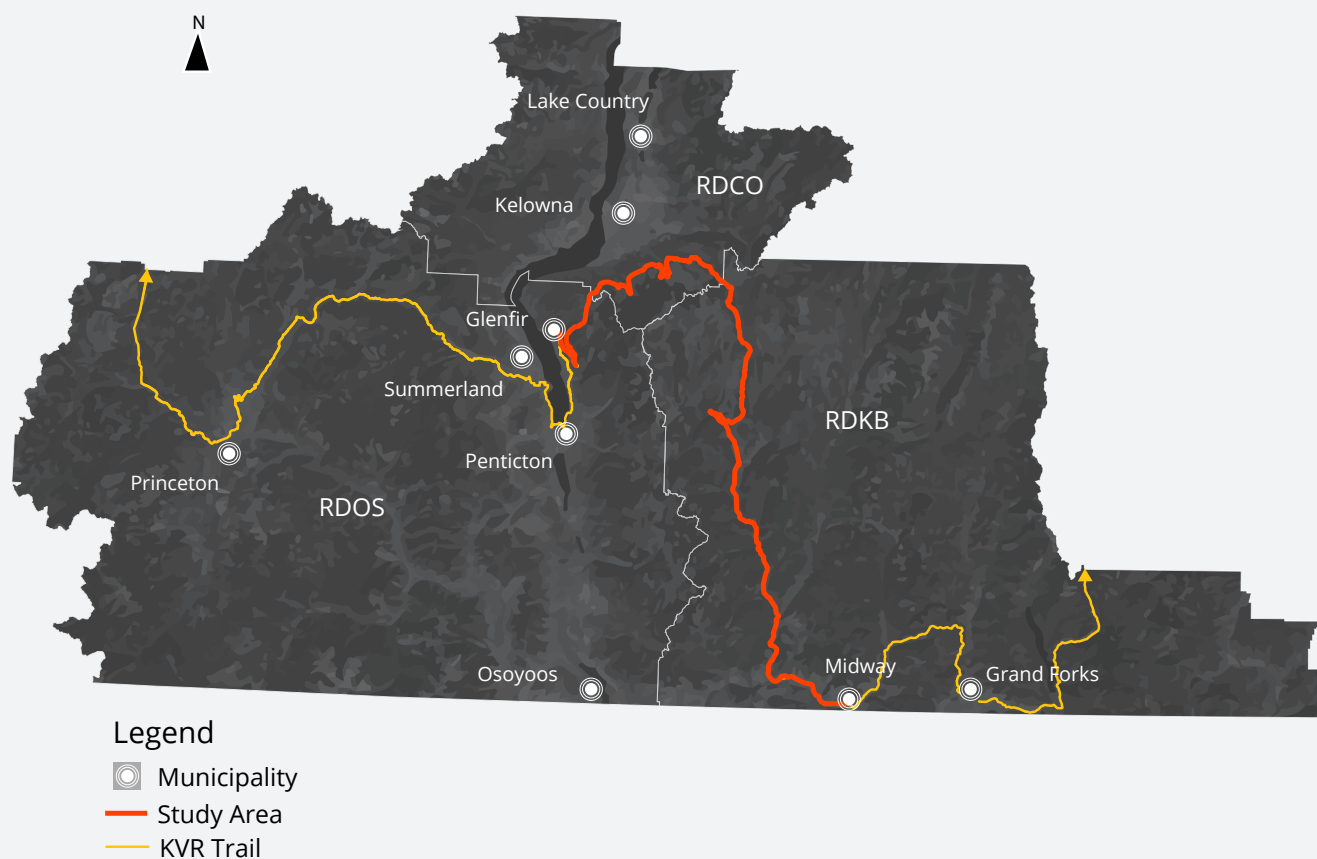
## PURPOSE

Guided by the vision set in the TOTA's *Activating our Potential: Thompson Okanagan Regional Rail Trail Tourism Strategy 2016-2022*, this master plan details the priorities and actions that should be implemented to:

- Achieve a world-class export-ready trail experience and exceptional local recreation resource,
- Resolve the recreation use conflicts along the trail,
- Improve the management and integration of non-recreational use of the trail,
- Improve the trail tread, maintenance and management of the trail, and
- Mitigate the trail's potential impacts on the environment, adjacent private landowners and tenure holders.

Commissioned by TOTA, this master plan establishes a renewed direction for the future of this segment of KVR Trail. As the owner and manager of the trail, the master plan has been recommended to the Minister of Forests, Lands, Natural Resource Operations and Rural Development (FLNRORD) for adoption and implementation.

▼ **Figure 1: Study Area, Regional District Boundaries and Communities**







## ENGAGEMENT BY THE NUMBERS

- 2,025** online survey submission
- 1,671** ideas and opinions expressed on Vertisee
- 185** Roving kiosk participants
- 53** tourism operator survey submissions
- 40+** workshop participants
- 32** landowner survey submissions
- 14** tenure holder questionnaire submissions
- 6** stakeholder meetings
- 4** meetings with Indigenous leaders

## ENGAGEMENT

Though the corridor is first and foremost a recreational trail, investments in and potential changes to the management of the corridor can impact other users who, by default rather than design, use or rely on the corridor for non-recreation and tourism purposes. To ensure that the true tourism potential and recreation quality of the KVR Trail can be realized in a way that minimizes unintentional impacts to other users, a robust engagement process was held to ensure the range of uses, and interests in the trail were understood and considered. Thousands of trail users, residents, stakeholders, Indigenous communities, private land owners and staff from local, regional and the provincial government took part in the process.

## THE BLUEPRINT

This master plan articulates a renewed vision for the Midway to Glenfir segment of the KVR Trail. At the foundation of the plan are 17 priorities with associated actions that need to be implemented if the vision and the trail's recreation and tourism potential is to be realized. If the plan is successfully implemented over the next ten years, the KVR Trail will be:

- A world-class export-ready visitor experience
- Actively managed for recreation and tourism
- Maximizing the benefits to local communities
- Resolved conflicts
- Minimizing undesirable environmental and cultural impacts
- Growing stewardship and local support for the trail



## DESIRED OUTCOMES

---



**World-Class Export-Ready  
Visitor Experience**

---



**Maximizing the Benefits  
to Local Communities**

---



**Resolved Conflicts**

---



**Minimizing Undesirable  
Environmental and  
Cultural Impacts**

---



**Growing Stewardship  
and Local Support**

## VISION

---

*The KVR trail is a world-class non-motorized long-distance trail experience. Recognized and cited by visitors as a must-experience destination, the trail inspires higher yield short and long-haul markets to choose the Thompson Okanagan Region in the peak and shoulder seasons. Visitors enjoy a range of experiences from multi-day long distance tours for the seasoned adventurer to shorter excursions suitable to the first timer. Delivering an exceptional experience to every visitor, the trail connects a fascinating mix of communities, beautiful landscapes, unique attractions, railway and settlement history, and Indigenous culture. Seamlessly integrated with other nearby visitor activities and attractions, visitors routinely extend their stay to take part in an endless mixture of outdoor recreation, nature observation, cultural, culinary, winery and event options. Embracing our region's Sustainable Tourism Destination accreditation, the trail is effectively and sustainably managed, well resourced and strongly supported by the local and regional communities through which it passes.*

## PRIORITIES

---

- Regulate the Use of the Trail
- Enhance Nearby Off-Road Vehicle Trail Networks
- Improve the Trail's Tread and Maintenance of the Trail
- Enhance the Major Gateways and Trailheads
- Make the Connections to Adjacent Communities & Off-Trail Experiences
- Enhance the Condition of the Primary Access Routes to the Trail
- Improve Signage & Wayfinding
- Diversify and Enhance the Supply of On-trail Accommodations
- Animate the Trail Experience
- Improve and Consistently Provide Comfort and Convenience Amenities
- Actively Manage Visitor Use, Impacts and Safety
- Improve the Universal Accessibility of the Trail
- Motivate Visitors to Experience the Trail and the Region to Support the Trail
- Minimize the Impacts of Trail Development and Use on Wildlife and the Environment
- Minimize Impacts of Trail Use on Adjacent Landowners & Tenure Holders
- Confirm the Governance Model & Enhance Local Partnerships & Stewardship
- Enhance Resourcing and Capacity





## A NOTE FROM TOTA TO READERS

It is important to understand that much this segment of KVR Trail and corridor has been largely unmanaged for decades. In many cases, uses of the trail and corridor have evolved overtime by default, rather than conscious decisions or design. Some of those uses are well aligned with the original intent of establishing a long-distance recreation trail while others are not. In the absence of strong proactive management, a number of complex management issues have evolved and currently stand in the way of achieving the trail's full potential and ability to maximize benefits to local communities. The issues need to be resolved if the trail's tourism and recreation potential is to be maximized but the solutions are complex. Many of the identified priorities and actions in this plan are interrelated and interdependent. TOTA encourages all readers to review the plan in its entirety to ensure the full suite of priorities and actions are understood. There are certainly trade-offs that are made through this plan, but those trade-offs are recognized, and actions are identified to minimize the effects of the proposed changes on all interests.





## 01 INTRODUCTION

### 1.1 THOMPSON OKANAGAN TOURISM ASSOCIATION

The Thompson Okanagan is one of the leading tourism destinations in the world. Certified as a Biosphere Sustainable Destination, the region is focused, first and foremost, on the sustainable growth and management of the tourism industry. In 2010, tourism generated nearly \$2 billion to the regional economy. Attracting over 3.8 million visitors per year, the tourism economy employs approximately 15,000 people in the region. The Thompson Okanagan Tourism Association (TOTA) is an industry-led regional destination management organization (RDMO) that represents and supports all business and community tourism interests throughout the Thompson Okanagan and assists with the implementation of Provincial tourism policies. Focused on destination development and marketing, TOTA works to stimulate ongoing sustainable growth by embracing the value of tourism through community engagement, innovative leadership in promoting authentic experiences, and inspiring creative collaboration.





## 1.2 BACKGROUND

Spanning Castlegar to Hope, the Kettle Valley Rail (KVR) Trail together with the Columbia and Western Rail Trail make up British Columbia's longest contiguous trail. They are also a critical component of The Great Trail - Canada's 24,000km long coast to coast to coast trail. The KVR was part of a "Coast to Kootenay" railway line connecting the town of Midway to the Canadian Pacific Railway main line at Hope. The railway carried freight and passengers. Abandonment of the railway began, in 1961 with passenger service ending in 1964 and the last scheduled train travelling the rail in 1973. The KVR's rail beds were purchased by the Province in 1990 from the Canadian Pacific Railway and now provide 650 km of mostly connected trail. Though this corridor is one of the most dynamic routes in Canada, with some truly impressive scenery and spectacular views, its tourism potential and recreational quality varies from segment to segment.

## DID YOU KNOW ?

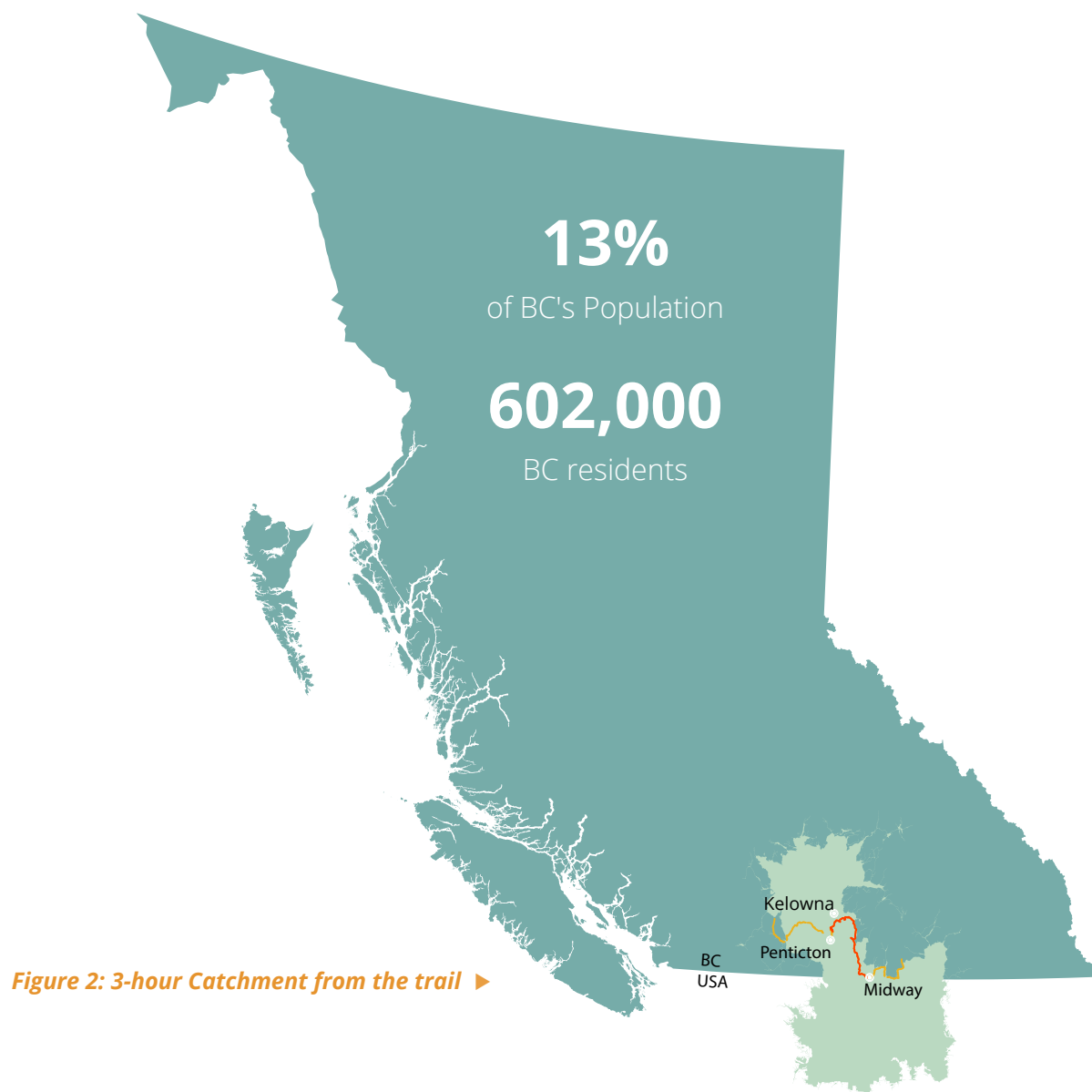
**In 1910, Andrew McCulloch began building another railway that would connect the Kootenays with the coast – the Kettle Valley Railway. The railway was completed in 1916, and until 1949, when Highway 3 opened, the railway saw daily passenger and freight service from Vancouver to Nelson. The Kettle Valley Railway was eventually closed in 1964.**



Though the Thompson Okanagan region is already an international destination that generates significant benefits to host communities, the rural communities in the Boundary and Similkameen located along the KVR Trail have yet to fully benefit from the region's visitor economy due, in part, to limited tourism infrastructure and susceptibility to strong swings in visitor seasonality. The Thompson Okanagan Tourism Association (TOTA), together with many other trail advocates and stakeholders, have long recognized the tourism potential of the KVR Trail and, specifically, the Mile 0 to Glenfir segment. This segment of the trail is seamlessly connected, easily accessible from many adjacent communities, contains easy grades, boasts some of the

most stunning scenery available anywhere along the KVR corridor and provides immediate access to unique and inspiring visitor attractions. It is easily accessible, within a short three hour drive, to nearly 602,000 people or 13% of the provincial population. These features make the trail highly appealing for both local recreation and a diverse array of trails tourism markets. And, the segment is strategically located where numerous rural communities can easily realize the direct and indirect benefits from trails-based tourism.

Since the trains stopped running, much of the Midway to Glenfir portion of the KVR corridor has served as a relatively ad-hoc local recreational resource and an informal, but frequently used, regional transportation





corridor. Despite its well-known potential to be a world-class experience and incredible local recreational opportunity, limited attention has been focused on realizing the trail's place as a strategic provincial asset for rural economic development and diversification. Small provincial investments combined with considerable local trail stewardship efforts have made invaluable contributions to keeping the trail functional and relatively safe for local recreation. Efforts have also been made on promoting the potential of the trail locally and abroad and attempting to manage the growing visitation levels and increasing conflicts. However, clear provincial leadership and management direction, backstopped by provincial regulation and resourcing, has largely been absent. As a result, the good intentions of local trail organizations and investments made by the province have lacked regional cohesion and, at times, have resulted in counter-productive decision-making and the continuance of growing conflicts and further engraining of non-intended uses.

Glimpses of the full tourism potential of the trail can be experienced by those who visit the Myra Canyon in Myra Bellevue Provincial Park or enlist the services of one of the few tour operators serving the trail. However, in general, this segment of the KVR Trail is not market or export ready and is falling well short of its capability to become a world-class trail experience and to generate meaningful benefits to communities along the corridor. Visitor amenities and services are minimal, market awareness is poor, regional branding and positioning is limited, the brand promise is potentially misleading, user conflicts too frequent and, perhaps most importantly, there are few opportunities for communities and the region to realize the benefits trails tourism can bring. It is clear, the Mile Zero to Glenfir segment of the KVR Trail has yet to optimize its local recreational potential nor its world-class tourism potential and, in turn, communities along the corridor are largely missing out on the benefits that such a strategic asset could generate. Though it has yet to reach its potential, the trail is well used and the experience that could be provided is in demand.





### 1.3 PURPOSE

To establish the KVR Trail as a world-class export ready experience and realize its tourism potential, most agree that the trail requires considerable investment to elevate the visitor experience, resolve long-standing conflicts between users and enhance active management and maintenance across the entire trail. Guided by the vision set in the TOTA's Activating our Potential: Thompson Okanagan Regional Rail Trail Tourism Strategy 2016-2022, this master plan details the priorities and actions that should be implemented to:

- Achieve a world-class export-ready trail experience and exceptional local recreation resource,
- Resolve the recreation use conflicts along the trail,
- Improve the management and integration of non-recreational use of the trail,
- Improve the trail tread, maintenance and management of the trail, and
- Mitigate the trail's potential impacts on the environment, adjacent private landowners and tenure holders.

Commissioned by TOTA, this master plan establishes a renewed direction for the future of this segment of KVR Trail. As the owner and manager of the trail, the

## GOAL

**The KVRT will become a world-class export-ready tourism destination and exceptional regional recreation resource.**

master plan has been recommended to the Minister of Forests, Lands, Natural Resource Operations and Rural Development (FLNRORD) for adoption and implementation.

### 1.4 AREA OF FOCUS

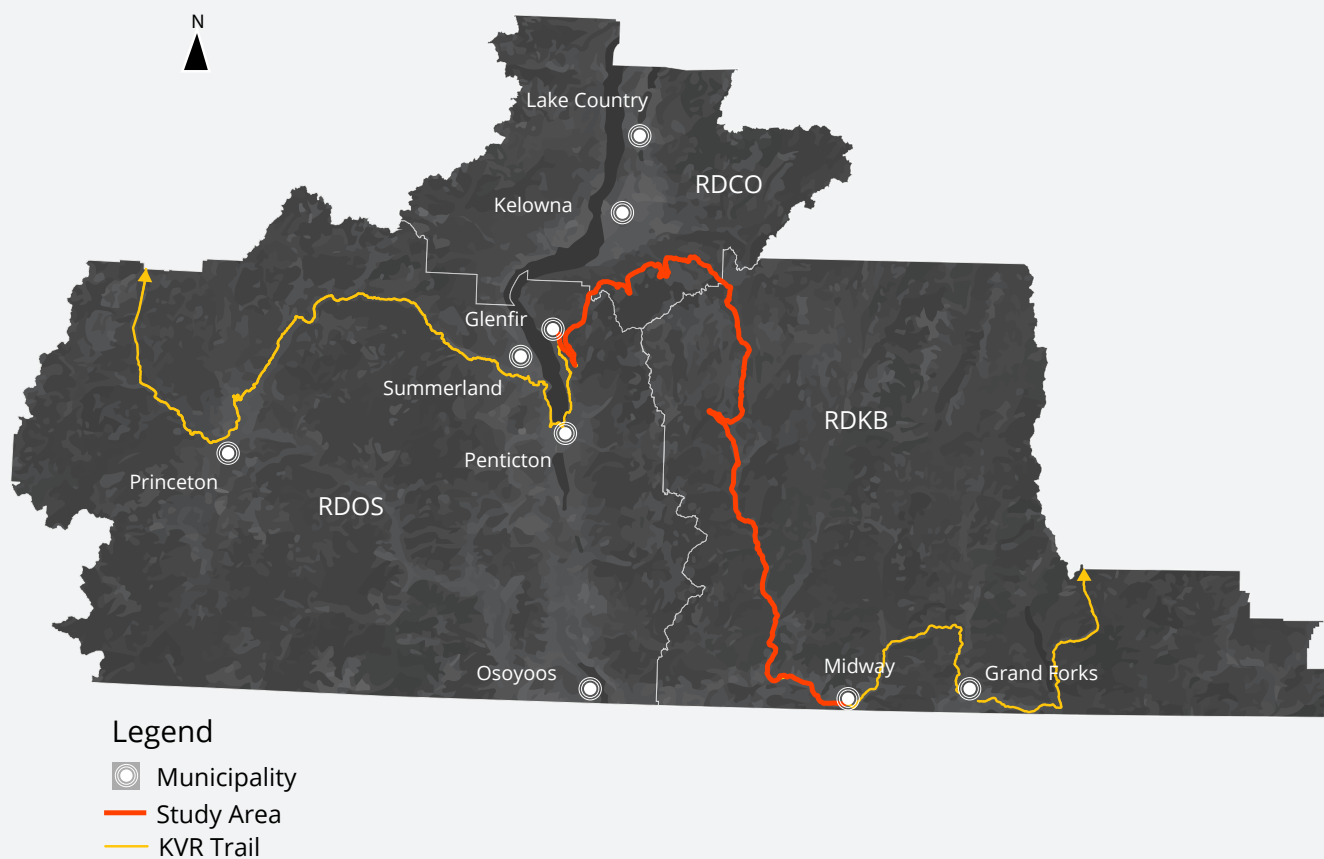
Though the full KVR Trail is nearly 600 km long, the focus of this master plan is on the Mile 0 (Midway) to Glenfir segment. At 192.5 km in length, the trail weaves its way through three different Regional Districts (Regional District of Kootenay Boundary, Regional District of Central Okanagan, Regional District of Okanagan Similkameen) and passes near or directly through six communities; including, Midway, Rock Creek, Westbridge, Beaverdell, Carmi, Naramata and Kelowna. For planning purposes, the trail has been separated into 6 reaches as follows:

▼ **Table 1: Study Area Reaches**

REACH		APPROXIMATE LENGTH
1	Midway to Rock Creek	19.0 km
2	Rock Creek to Beaverdell	50.1 km
3	Beaverdell to Myra Bellevue Provincial Park	67.4 km
4	Myra Bellevue Provincial Park	20.5 km
5	Myra Bellevue Provincial Park to Chute Lake	15.9 km
6	Chute Lake to Glenfir	19.6 km
TOTAL		192.5 KM



▼ **Figure 3: Study Area, regional district boundaries and communities**



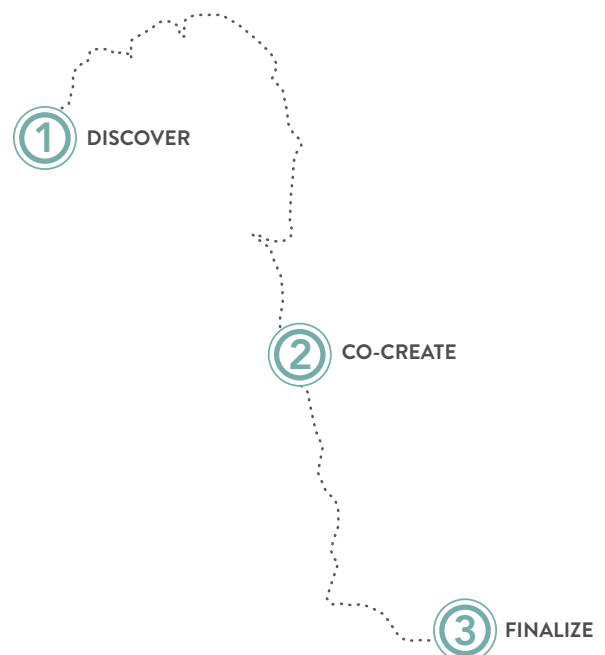
## 1.5 PLANNING PROCESS

Initiated in August 2018, the master planning process transitioned through three distinct phases (see Figure 4).

During the **DISCOVER** phase the planning team worked to fully understand the trail, its history and current visitation. Relevant planning and policy documents were reviewed, and a field assessment was undertaken to identify current technical issues and opportunities.

The **CO-CREATE** phase was focused on engaging residents, stakeholders, Indigenous communities and the provincial, regional and local Government to generate ideas about how the trail's tourism potential could be optimized and to identify and understand the most pressing issues needing resolution. A draft master plan was prepared based on the findings from the engagement and the discover phase.

▼ **Figure 4: Planning process**





In the **FINALIZE** phase, the Master Plan was finalized along with an implementation plan and presented to the most affected stakeholders for information. The plan was submitted to the Minister of FLNRORD for consideration, adoption and implementation .

## 1.6 ENGAGEMENT PROCESS

The KVR Trail has a long and storied history within the region. Use of the corridor has evolved dramatically in the 45 years since the trains stopped operations. Whether it be tourism, recreation, traditional use, trapping, guide outfitting, firewood cutting, transportation, accessing tenures, adjacent landowners or commercial resource development, the corridor is used

by a diverse, complex and, at times, conflicting suite of interests. Though the corridor is first and foremost a recreational trail, it is understood that investments in and potential changes to the management of the corridor can impact other users who, by default rather than design, use or rely on the corridor for non-recreation and tourism purposes. To ensure that the true tourism potential and recreation quality of the KVR Trail can be realized in a way that minimizes unintentional impacts to other users, it was imperative that the diverse uses of the trail be identified and their reliance on the trail be understood. To do so, a robust and comprehensive engagement process was designed and implemented.





### The purposes of the engagement process were to:

- Enable any person or entity with an interest in the trail to meaningfully inform the master plan,
- Understand how the trail is currently used and by who,
- Determine how the trail could be improved to optimize its tourism and recreational potential, and
- Identify the management issues and priorities for the trail.

### The engagement process was purposefully designed to reach:

- Recreation trail users of all types
- General Public who may or may not use the trail
- Non-motorized and motorized recreational trail organizations
- Tourism operators & businesses connected to tourism operators
- Indigenous communities
- Environmental organizations

- Adjacent private landowners
- Recreational residential tenure holders
- Resource tenure holders, trappers and guide outfitters
- Provincial, regional & local governments

### To enable convenient and meaningful involvement in the process, a variety of engagement tactics were applied, including:

- In-person Meetings
- Stakeholder Interviews
- Workshops
- Public Online Survey
- Tourism Operator Online Survey
- Private Landowner Survey
- Tenure Holder Questionnaire
- Trailhead Roving Kiosks
- Online Interactive Crowdsourcing Mapping (Vertisee)

Timely and effective communication was critical to the success of the engagement efforts. To ensure the public and stakeholders were informed of the planning process, multiple notices were distributed through social media, website, email, direct mail, local newspapers and posters were posted at key trailheads.

#### ENGAGEMENT BY THE NUMBERS



2,025 online survey submissions



1,671 ideas and opinions expressed on Vertisee



185 Roving kiosk participants



53 tourism operator survey submissions



40+ workshop participants



32 landowner survey submissions



14 tenure holder questionnaire submissions



6 stakeholder meetings



4 meetings with Indigenous leaders



## HOW DID WE COMMUNICATE?



### Social Media

- Two TOTA Facebook Posts (August 16th & September 4)
  - 2,757 people reached
  - 261 engagements
  - 58 reactions



### New Releases

- TOTA stakeholder release in Penticton, Kelowna, Naramata, Beaverdell, Rock Creek & Midway on August 15
- Media outlets in Penticton, Kelowna, Naramata, Beaverdell, Rock Creek & Midway on August 15



### Television

- Global Okanagan Television Interview



### Email & Direct Mail to

- 130 private landowners
- 77 tenure holders
- 125 tourism operators



### Newspaper

- 2 ads run in the Boundary Creek Times in September



### Posters

- Project notification posters issued throughout the Boundary



## 02 BENEFITS OF TRAILS & TRAILS TOURISM

If developed and managed properly, a trail such as the KVR can bring many positive economic, social, cultural and environmental benefits to host communities. As the trail experience is enhanced and marketed, visitation from target markets will increase. As services and amenities are further developed and the trail experience is animated, trail visitors will have reason to visit, be encouraged to stay longer in the region and have more opportunities to spend money along the trail. As this “destination development cycle” continues through its destination lifecycle towards maturity, the region and communities along the trail will begin to realize and optimize the diverse benefits of trail tourism. Currently, the majority of the trail is in the "Exploration Stage" of the destination lifecycle (Figure 5)".



### ECONOMIC

#### *Trails Tourism can...*

- Diversify the economic base as visitor spending leads to the creation of new and expanded enterprises.
- Create employment opportunities for both skilled and less-skilled employees who are young and old.
- Encourage new businesses as tourism operations depend on the services of other sectors such as construction, transportation, and agriculture.
- Stimulate increased commercial and residential development as enhanced tax revenues flow to local governments.



### COMMUNITY, SOCIAL, CULTURAL

#### *Trails Tourism can...*

- Enhance the quality of life in communities by stimulating investment in transportation, recreational facilities, entertainment and other services that benefit both local and visitors.
- Help to preserve a region's cultural heritage — including its traditional ways, places, spaces and stories — as they become the assets on which experiences are based.
- Elevate local community awareness and pride by sharing the community with visitors and taking ownership for their experiences.
- Contribute to population retention or even re-populate of rural areas as tourism provides employment opportunities or amenity development attracts “would be residents” from the urban centers.



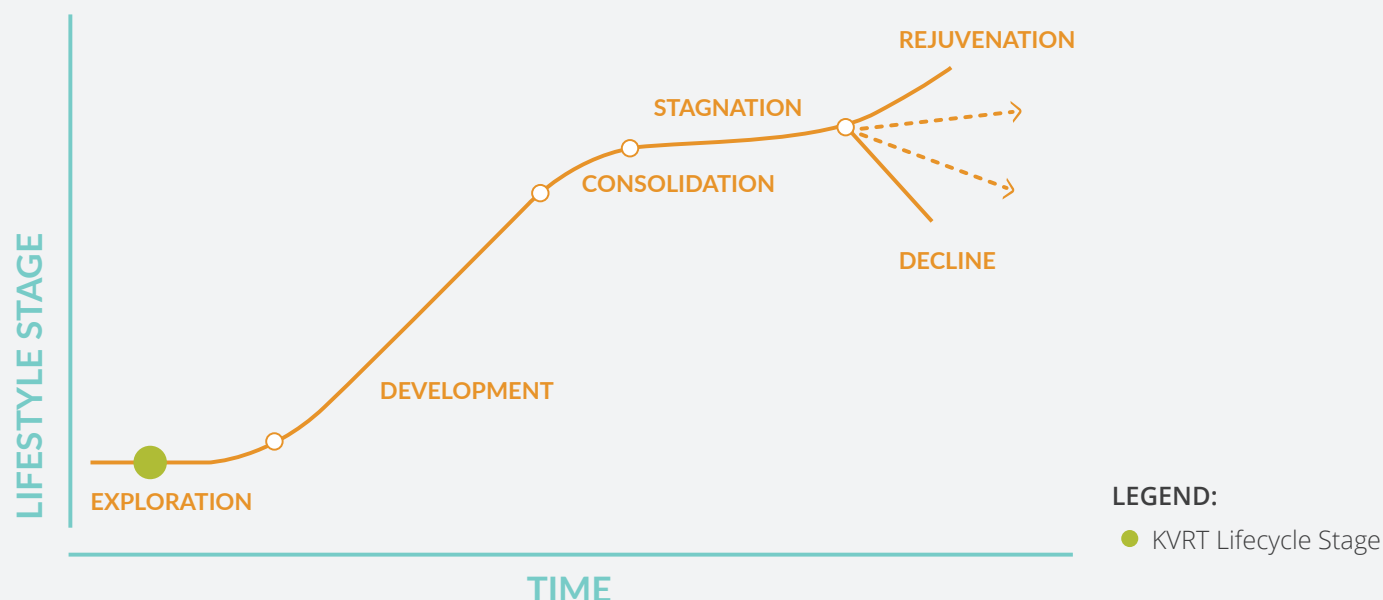
### ENVIRONMENTAL

#### *Trails Tourism can...*

- Raise the profile of natural assets and issues surrounding them as effective visitor information services, interpretative signing, guided tours, etc. allow visitors and locals to learn.
- Enhance the rationale for conservation, preservation and restoration of natural and built resources on the basis of their revenue generation and importance to local economies.
- Inspire a culture of conservation as local residents and visitors learn more about a region's wildlife, ecosystems and ecosystem processes.



▼ **Figure 5: Butler's Destination Lifecycle Model**



## 03 CONTEXT

### 3.1 POLICY CONTEXT

The KVR Trail is managed in accordance with a suite of Provincial, regional and local policies and can contribute to various regional tourism sector priorities. The direction set in this master plan aligns, to the extent possible, with the direction set in the following policy guidance.

#### REGIONAL TOURISM SECTOR PRIORITIES

##### Thompson Okanagan Region Tourism Strategy

*Embracing our Potential* (2012) is the Thompson Okanagan's ten-year regional tourism strategy (TOTA 2012). The strategy, which was endorsed by 90 communities and 28 First Nations in the region, provides the framework for the development of sub-regional and community tourism plans within the region. Of the nine key issues identified in the strategy, Access was highlighted because of its central role in moving visitors into and throughout the region.

#### TOURISM VISION FOR THE REGION

The Thompson Okanagan will be a highly successful all-year-round destination, with a strong and attractive image that is clearly differentiated from its competitors. The region will be well known for the authenticity of its tourism offers and the cultural and environmental richness and diversity of the areas within it. The industry will be recognized for its commitment to work together to strengthen tourism for the benefit of all.

#### TARGET

Achieve 3% growth in revenue per year throughout the Region and in each sub-region/Regional District.





One of the five focus areas was Trails and the strategy called for action on iconic trail development, best practices in trail management, integration with the provincial trails strategy and support for activity operators that collectively lead to new and unique experiences. The strategy acknowledges that the role of trails is significant to the spectrum of opportunities available within the Thompson Okanagan and the region offers considerable potential for iconic trail development, including enhanced use of the Spirit of 2010 Trail / Kettle Valley Railway Trail through effective and enforced designation of usage.”

### Regional Rails Trails Tourism Strategy

Guided by the direction in Embracing our Potential, TOTA, in association with its partners, commissioned the development of the Activating our Potential: A *Regional Rail Trails Tourism Strategy 2016 – 2022*. The strategy acknowledges the opportunity for the KVR Trail to expand tourism and its benefits in more rural areas and strengthen non-peak season visitation in the region. For this to happen, the strategy signals the need to elevate the visitor experience across the region through the strategic alignment of market, product and destination development efforts, ideally with the participation of all affected communities and all levels of government. To realize the opportunity, the strategy articulates four key areas of focus that need to be addressed in order to create an export-ready rail trail tourism experience

- 1) Organization
- 2) Destination
- 3) Marketing
- 4) Experiences

### PROVINCIAL TRAILS VISION

A world-renowned, sustainable network of trails, with opportunities for all, which provides benefits for trails users, communities and the province.

### PROVINCIAL, REGIONAL & LOCAL POLICY

This master plan has worked to support local and regional official community plans and trails master plans. Provincial plans and policies were also closely reviewed to identify opportunities for alignment and leverage. The provincial, regional and local policies to which this plan aligns are identified in Figure 6 and include:

- Provincial Trails Strategy
- A Revised Strategic Approach to Managing Rail Trails in BC
- Land and Resource Management Plans
- Official Community Plan
- Regional Trails Master Plans



▼ **Figure 6: Integrating with other strategies and plans**



## 3.2 PLANNING CONTEXT

### TRAIL OWNERSHIP & CURRENT MANAGEMENT APPROACH

Like the remainder of the KVR, the Mile 0 to Glenfir segment is owned and administered by the Recreation Sites and Trails (RSTBC) division of FLNRORD. 90.5% of the trail exists on the original Kettle Valley Rail bed. 9.5% of the route now utilizes adjacent roads to bypass inclusions of private land or locations where adjacent private landowners have encroached on the corridor. The trail has been legally established by Ministerial Order under section 56 of the Forest and Range Practices Act (FRPA). The designation allows RSTBC to enter into partnership agreements under section 118 of FRPA with local stewards who support management of the trail. The agreement allows partnership agreement holders to operate the trail on a cost recovery

non-profit basis. Almost the entire length of the Midway to Glenfir segment of the KVRT is managed through a partnership agreement. The RDOS holds a partnership agreement for the Penticton to Chute Lake segment and the Trails to the Boundary Society holds the agreement for the McCullough to Midway segment. RSTBC administers the agreements and monitors agreement holders to ensure they carry out the responsibilities defined in the agreement and often remains the owner of the infrastructure and is responsible for capital investment, capital replacement, more expensive operational investments, regulation and enforcement.

Since purchasing the KVR corridor, RSTBC has invested in the development and replacement of major infrastructure needed to create a physically connected trail (e.g. rebuilding bridges, trestles). However, for over a decade, limited progress has been made on establishing a comprehensive and agreed upon



active management approach for the Mile 0 to Glenfir segment of the KVR Trail. As a result, RSTBC has classified this segment of trail as “unresolved” until an agreed upon management approach can be established. Under RSTBC’s *A Revised Strategic Approach for Managing Rail Trails in BC*, resources are prioritized to trail segments based on a public safety / risk management approach first followed by targeted spending based on community support, type of use, level of use and tourism development potential. This approach ensures that maximum benefits can be gained through the investment of limited resources. The trail’s current classification of “unresolved”, despite its tourism potential, ensures that provincial resourcing will be directed away from this trail to other higher priority trails with established management approaches. Trails that will receive the greatest provincial resourcing are trails that have local government support, active trail stewards and high tourism potential.

In the absence of an agreed upon active management approach and management investments, the trail tread has degraded considerably in some locations as a result of flooding, lack of regular maintenance and motorized use while the number and intensity of conflicts between non-motorized, on-highway and off-road vehicle (ORV) users, tenure holders, private landowners and other interests along the trail have grown. Little investments have been made in essential comfort and convenience amenities. RSTBC’s *A Strategic Approach for Managing Rails Trails in BC* acknowledges that the network of rail trails, including Mile 0 to Glenfir, are not meeting their original intent which was to be tourism attractions and that the trails are mostly used, as a default, by local motorized enthusiasts. The policy is concerned that tourism visitation may drop, the viability of trail focused businesses may be jeopardized, and the brand promise may be further damaged through ongoing negative social media sentiments regarding the quality of the trail and trail experience.

Under the current ad-hoc management approach, the trail is being maintained through the collective and dedicated efforts of individuals, stewards, community groups and limited investment from all levels

## DID YOU KNOW ?

**In 2013, RSTBC and stakeholders were able to reach an agreed upon approach to the management of the trail from Chute Lake Road / Glenfir Station to Penticton which will continue as established.**

**This agreement included approval of on-highway vehicle use of the trail from Glenfir to Little Tunnel for the purpose of accessing the Little Tunnel feature, investment in trail surfacing to optimize non-motorized use from Little Tunnel to Penticton and development of ORV opportunities off of the KVR including construction of Smethurst trailhead and ORV network.**

of government. To date, management has largely been focused on ensuring the trail corridor remains unobstructed and usable while addressing life safety and risk management concerns.

### UNRESOLVED...

the current status assigned to the Midway to Glenfir segment of the KVR Trail.

## LAND OWNERSHIP & TENURES

The entire 192.5 km of the KVR Trail is bordered by lands with diverse land uses and land management objectives and is within the traditional territory of the Okanagan Nation Alliance and Syilx Nation. The trail doesn’t and cannot exist and operate in isolation of these land uses and adjacent land management intent. Recreation and tourism use of the trail can have positive and negative effects on adjacent landowners, tenure holders and the land management objectives established through provincial, regional and local government land use planning. Similarly, use of adjacent lands can have implications on the tourism and recreation potential of the trail and quality of the visitor experience. As plans are made to optimize



the tourism and recreational potential of the trail, it is essential that it is done in a way that is mindful of adjacent lands and works to minimize impacts and conflicts with those lands. As good neighbours, it is also essential that adjacent land owners, tenure holders and land managers are mindful of how their lands and land use practices and decisions impact quality of the trail experience.

## Adjacent Land Ownership

The trail is bordered by lands owned by private interests, municipal government, provincial government and lands designated as Provincial Parks and protected areas. Approximately 36.4% of the trail is bordered by private land that is owned by approximately 130 different private landowners. Private land ownership is not equally distributed across the 192.5km of the trail. Though there are small private land inclusions scattered along the entirety of the trail, the majority of the private lands are concentrated in the RDKB from Carmi to Midway. Within the RDKB, 53.9% of the trail is bordered by private lands. In contrast, the segments of the trail within the RDCO and RDOS have relatively low adjacent private land ownership (4.8 % and 9.8% respectively) pointing to the importance proactively working with private landowners in the RDKB.

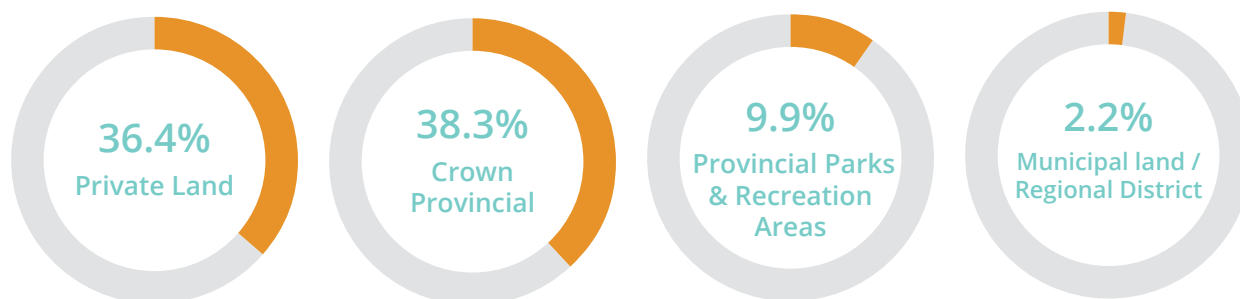
The majority of the remainder of the trail, approximately 38.3%, is bordered by crown provincial lands which are managed in accordance with existing land and resource management plans and other provincial policies. Most of the trail from Beaverdell to Glenfir is bordered by crown lands. Some of those crown lands have been designated as Provincial Parks and Protected Areas which are managed in accordance with

the Park Act and associated regulations. Comprising approximately 9.9% of the trail length, the trail passes through 2 different Provincial Parks and Recreation Areas – Kettle River Provincial Park and Myra Bellevue Provincial Park.

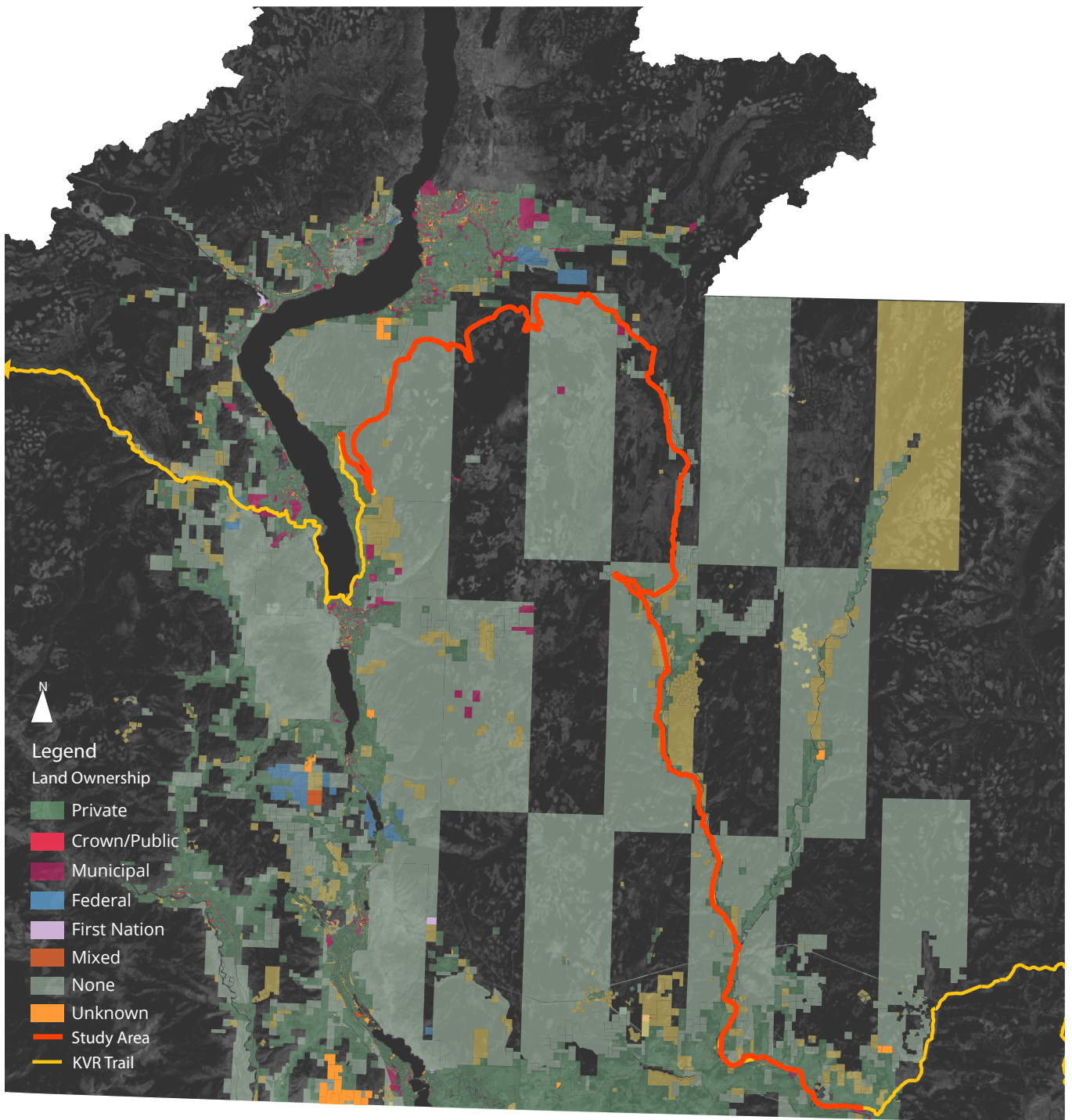
The remaining 2.2% of land adjacent to the trail are municipally owned lands held by the RDCO and RDOS. These lands are predominantly contained within Rock Owens Regional Park, around Hydraulic Lake and within the Village of Midway.

## Tenures

In addition to land ownership, planning the future of the trail needs to consider the legal tenures that the provincial government has issued on crown lands adjacent to the trail. There are approximately 77 different tenure holders who hold hundreds of individual tenures adjacent to the trail. The tenure types include Crown Land leases, licenses and right of ways recreational residential leases, road permits, tree farm licenses, forest licenses, woodlot licenses, water licenses, guide outfitter areas, grazing tenures and traplines. Tenures provide tenure holders legal authority to exercise their interests within the specified boundaries of their tenure and often come with varying rights as well as obligations which need to be considered as the future of the trail is planned. Though not established as a right in their tenures, many of these tenure holders have relied on the trail as a primary route to access their tenures and, in other cases such as tourism operators, the trail is the basis of their business. In some cases, growing use of the trail has resulted in growing challenges for existing tenures holders as vandalism, damage, conflict and theft has increased.



▼ **Figure 7: Landownership**





## 04 EXISTING CONDITIONS

### 4.1 ACTIVITIES & EXPERIENCES

The KVR Trail is an all-season recreation and tourism resource. Motorized and non-motorized trail activities occur across the entire 192.5kms. Though the trail isn't managed in a consistent or coordinated manner, it is being widely marketed by TOTA and other trail enthusiast groups. The trail attracts both residents from nearby communities and travellers from the broader region, across the Province, the rest of Canada and internationally. The trail offers visitors opportunities for short day outings, to full-day excursions to multi-day adventures.

In the summer, cycling, fat biking, hiking / walking, sightseeing / photography, ATV'ing, off-road motorcycling, driving for recreation and camping are the most common on-trail activities. Directly adjacent to the trail, bouldering mountain biking are highly popular and easily accessible off-trail activities. Though winter

visitation is significantly less than the summer months, the most popular on-trail winter activities include snowshoeing, cross-country skiing, sightseeing / photography, snowmobiling and ATV'ing. The trail also provides immediate access and connection to adjacent cross-country ski trail networks.

Though many visitors come self-equipped, service providers have responded to market demands and enable visitors to rent essential equipment (e.g. bicycles, helmets) on-trail at the east and west entrances to Myra Bellevue Provincial Park. Experiences on the trail can be self-guided or part of an organized tour. There are approximately 5-7 tour companies offering guided experiences along the trail. While some of the guided tours are entirely based on the KVR Trail, many of the tours package the trail with other accommodations, activities and attractions nearby to provide a robust and appealing visitor experience.

Some of the more common guided experiences along




DID YOU KNOW ?

Myra Canyon is Trip Advisor's # 1 attraction near Kelowna





## Spring/Summer/Fall Activities

-  Cycling
-  Fat Biking
-  Hiking / Walking
-  Sightseeing / Photography
-  Off-road vehicles ( , Side by Sides)
-  Off-road / dual sport motorcycles
-  Driving for recreation

## Winter Activities

-  Snowshoeing
-  Cross-country skiing
-  Sightseeing / Photography
-  Snowmobiling



Photography by: Robb Thompson



the trail include trestles and tunnels tours, velo vino cycling tours, trestles and tasting tours, sunset tours, Myra Canyon cycle tours, Myra to downhill to Kelowna tours, Rock Ovens to valley views tours, trestles and tunnels snowshoe tours, and more adventurous multi-day cycle tours that integrate wineries, historic sites and accommodations. Most of the shorter tours are focused in the Myra Canyon to Penticton segment of the trail while the multi-day extended tours are typically focused in the Beaverdell to Penticton segments and are designed to showcase the “best of” the KVR Trail. Few of the tours currently occur in the Midway to Beaverdell segment of the trail. No ORV based tour operators are known to use the trail. In addition to tours, many of the tour operators also offer fee for service transportation and shuttling services for self-guided visitors.

The trail is also the venue on which well-known special events are hosted. Low and higher adventure events such as the Okanagan Trestles Tour, Kettle Mettle Gravel Fondo, BC Epic 1000 and the Peach Classic Penticton Triathlon attract thousands of visitors to the trail each year.



## 4.2 VISITATION

Planning the future of the KVR Trail needs to be predicated on a reasonable understanding of the current visitor and visitation patterns on the trail. However, to date, visitation on the entirety of Midway to Glenfir segment of the trail has not been thoroughly or systematically researched. The best sources of visitation information include the Myra Canyon Trestles Restoration Society's visitor counters in Myra Bellevue Provincial Park, and a recent Telus Analytics initiative that was undertaken by TOTA in 2016 for the Myra Canyon to Chute Lake segment and expert knowledge. The Telus Analytics study, which evaluated data between May 2 – October 31 2016, was designed to determine characteristics about the non-motorized use of the trail and visitor demographics and relied on the analysis of cell phone location and account data. Meanwhile, the visitor counters within Myra Bellevue Provincial Park only track non-motorized visitation within the park as motorized recreation is not permitted.

### TELUS ANALYTICS

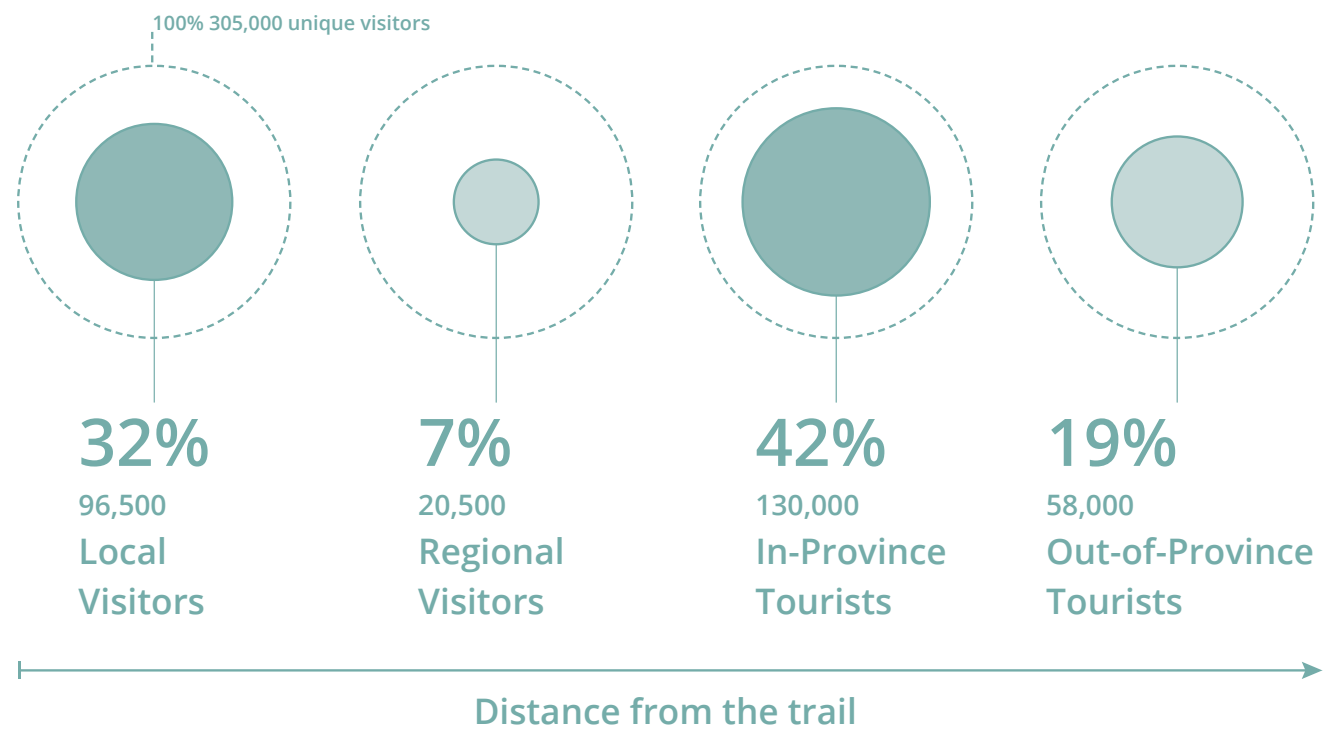
Telus Analytics provides a better understanding of week over week non-motorized visitation trends as well as non-motorized visitor demographics (Telus, 2017).

### NON-MOTORIZED VISITATION

Telus' analysis of cell phone data suggests that non-motorized visitation to the trail is strong throughout the year. Visitation trends gradually increase from May to the typical peak season month of July and August. However, come October, non-motorized visitation dramatically increases and peaks for both cycling and walking.

Telus data suggests that the majority (81%) of non-motorized visitors to the trail originate from within British Columbia while 19% of visitors are out of province visitors. Of the 19% of out of province visitors, 87%

▼ **Figure 8: Visitor origins**





of them, or 16.5% of total visits to the trail, are by Canadians. Local visitors (Kelowna area) account for 32% of total non-motorized visitation, regional visitors (Penticton and Vernon) account for 7% of visitation and in-province (the rest of BC) account for 42% of non-motorized visits. Though 39% of visitors are from the immediate vicinity of the trail, the visitation pattern suggests that 69% of visitors are from a place of origin that is likely to require the visitor to seek some form of accommodations in the region.

Non-motorized visitors to the trail represent all age ranges from 20 to over 85 (cell phone owners under the age of 20 were omitted from the analysis in accordance with privacy best practices). However, visitors between the age of 40-65 are more prevalent than the younger or older cohorts. This trend is true for the local, regional and in-province origins. However, the proportion of 20-34 year-old visitors is notably higher in the out of province visitor segment. In terms of ethnic origins, North Americans and Europeans make up nearly 85% of non-motorized trail visitors. Asian ethnic origins are a more prevalent user group in both the in-province and out of province market segments. Though visitors from all income brackets utilize the trail, data suggests that people with higher incomes within the upper two income brackets of \$125,000 - \$149,999 and \$150,000 + are more likely to use the trail than those with lower incomes. When visitor origins are considered, local visitors represent all income brackets with the higher income brackets representing more use than lower income brackets.

The direction of travel varies between those visitors who walk / hike and those who cycle. The number of eastbound and westbound trips are relatively equal for walkers / hikers. However, cyclists were notably (6.4%) more likely to be travelling the trail from east to west. This is an expected trend as the trail grade from Myra Canyon to Chute lake is downhill when travelled from the east to west.

The data suggests that temperatures play a considerable role in visitation patterns. Though volume of visitation is high throughout the year, there is a considerable spike in visitation beginning in September as the temperatures cool. The data suggests that non-motorized visitation is the highest when temperatures are between 10-25 degrees. This visitation pattern aligns well with the region's desire to utilize the trail as a strategy to help address seasonality in the region. Though visitors typically arrive at the trailheads via a vehicle, walking is the most common mode of non-motorized travel on the trail when temperatures are warmer. In fact, the trail was used 12% more by people walking / hiking than those cycling. However, the difference between walking and cycling reduces to 1.3% in October as the temperatures cool.



▼ **Figure 9: Telus analytics demographic findings**

Demographic: age	Demographic: ethnic origin	Demographic: household dwelling type	Demographic: household income
Trail total <b>58.2%</b> 35-64 years Kelowna CMA 41.9%	Trail total <b>84.9%</b> European and North American	Trail total <b>69.8%</b> Single detached home Kelowna CMA 56.5%	Trail total <b>29.7%</b> \$100,000+ Kelowna CMA 23.6%
Local visitors <b>17.1%</b> 55-64 years Kelowna CMA 14.1%	Local visitors <b>70.0%</b> European Kelowna CMA 68.1%	Local visitors <b>77.74%</b> Single detached home Kelowna CMA 56.54%	Local visitors <b>10.7%</b> \$150,000+ Kelowna CMA 8.4%
Regional visitors <b>36.4%</b> 50-74 years Kelowna CMA 32%	Regional visitors <b>26.8%</b> North American Kelowna CMA 20.8%	Regional visitors <b>23.6%</b> Apartment that has less than 5 stories Kelowna CMA 19.9%	Regional visitors <b>19.9%</b> \$60,000-\$79,999 Kelowna CMA 14.9%
In-province tourists <b>32.9%</b> 50-69 years Kelowna CMA 27.4%	In-province tourists <b>7.7%</b> Asian Kelowna CMA 4.5%	In-province tourists <b>4.3%</b> Apartment that has more than 5 stories Kelowna CMA 1.6%	In-province tourists <b>30.1%</b> \$100,000+ Kelowna CMA 23.6%
Out-of-province tourists <b>22.6%</b> 25-39 years Kelowna CMA 17.4%	Out-of-province tourists <b>8.2%</b> Asian Kelowna CMA 4.5%	Out-of-province tourists <b>6%</b> Apartment that has more than 5 stories Kelowna CMA 1.6%	Out-of-province tourists <b>16.9%</b> \$150,000+ Kelowna CMA 8.4%
		Demographic: household characteristic	
		trail total <b>77.6%</b> own	

## MOTORIZED VISITATION

Across the province, motorized recreation (ATV's, Side by Sides, Snowmobiles and on-highway vehicles) are a popular form of recreation and important tourism generators. However, to date, the motorized use of the KVR Trail has not been thoroughly studied. Anecdotal information and local knowledge from key informants suggest that, with the exception of Myra Bellevue Provincial Park, motorized use of the trail occurs from Midway to Glenfir. The majority of the motorized use occurs in the summer but some lower levels of snowmobiling and ATV use on the trail also occurs during the winter. Motorized use is reported to be most intense in the Westbridge to eastern boundary of the Myra Bellevue Provincial Park segment and the western boundary of Myra Bellevue Provincial Park to the Glenfir. Motorized use is particularly intense during hunting season in late September and October. Informants suggest that, though some moderate and long-haul motorized use occurs, the vast majority of motorized visitors originate locally or from the region.

### TOTAL ECONOMIC IMPACTS OF ATV AND SIDE BY SIDES IN BC IN 2015:

- \$498 - \$612 million in domestic expenditures
- \$342 - \$418 million in GDP
- \$213 - \$260 million in labour force income
- \$126 - \$149 million in Tax revenues
- 4,138 - 5,093 FTEs.

COHV 2016






### 4.3 ACCESS TO THE TRAIL

A variety of entry points provide visitors with access to the KVR Trail. The most known access points include a network of formalized staging areas in Midway, Kettle River Recreation Area, Myra Bellevue Provincial Park, Chute Lake and Glenfir (see Figure 15). These formalized staging areas provide visitors with designated parking and, in some cases, visitor amenities such as toilets, wayfinding signage and visitor services such as equipment rentals. The road conditions that provide access to these formalized staging areas varies greatly. The Midway staging area, located at the Kettle River Museum, is easily accessible directly from highway 3. However, road access to the staging areas in Myra Bellevue Provincial Park and Glenfir occur on gravel roads and Forest Service Roads which can become very rough, dusty and challenging for some visitors and their vehicles. Visitors were clear that the access road conditions are a concern that need to be resolved.

In addition to the formalized staging areas, a network of trailheads also provide access to the trail (see Figure 15). Typically, designated parking and visitor amenities are limited or absent at these trailheads. Like the formalized staging areas, road access to the network trailheads varies considerably with most being access from gravel forest service roads which can be rough, dusty or muddy and make access challenging for some visitors.

Unlike the road access in the Midway to McCullough segment of the trail, many of the roads that provide access to the KVR Trail in the McCullough to Glenfir segment require a long and steep ascent of up to 500 vertical meters and 12% grade in some locations. This is a gnarly ascent that can prove very challenging for many non-motorized visitors who are in the valley bottoms and looking to access the trail. This provides a physical barrier that most visitors will not be able to overcome without a shuttle or other transportation service. In turn, this will limit direct tourism benefits that communities in this area can realize. To maximize benefits to these communities, better road access and transportation options will be necessary.

Along the trail, land owners, tenure holders and trail managers have installed at least 22 different gates and access controls. Some gates simply serve as cattle barriers while other gates and access controls are intended to control the type of access and use of the trail. The gates and access controls along the trail are in varying states of repair and effectiveness (see Figures 10-14). In other cases, some access controls pose a safety hazard to visitors due to poor siting and limited visibility. Based on physical evidence on site, the effectiveness of some gates and access controls varies considerably as many contain obvious bypasses. And, in some cases, gates that have been installed, though sometimes “dummy-locked” actually prevent permitted trail users from travelling the trail.



justtravel  
Vancouver

254 127

Reviewed October 2, 2018

### Great cycling route

We rode out to naramata on the main road but decided to trust our gps to take us off the beaten track. We climbed up some major hills but ended up on the kvr. It was a downhill coast all the way back to penticton. It was a lot of fun.

Warning we went up some 12% slopes to get to it. We had road bikes and you should have at least gravel bikes.

We really enjoyed it.

[Show less](#)

[See all 4 reviews by justtravel for Penticton](#)

[Ask justtravel about Kettle Valley Rail Trail](#)





◀ **Figure 10: Ineffective gate**

▼ **Figure 14: Poor visibility of access control poses a safety risk**



▲ **Figure 12: Access controls through the Vaagen Mill site**



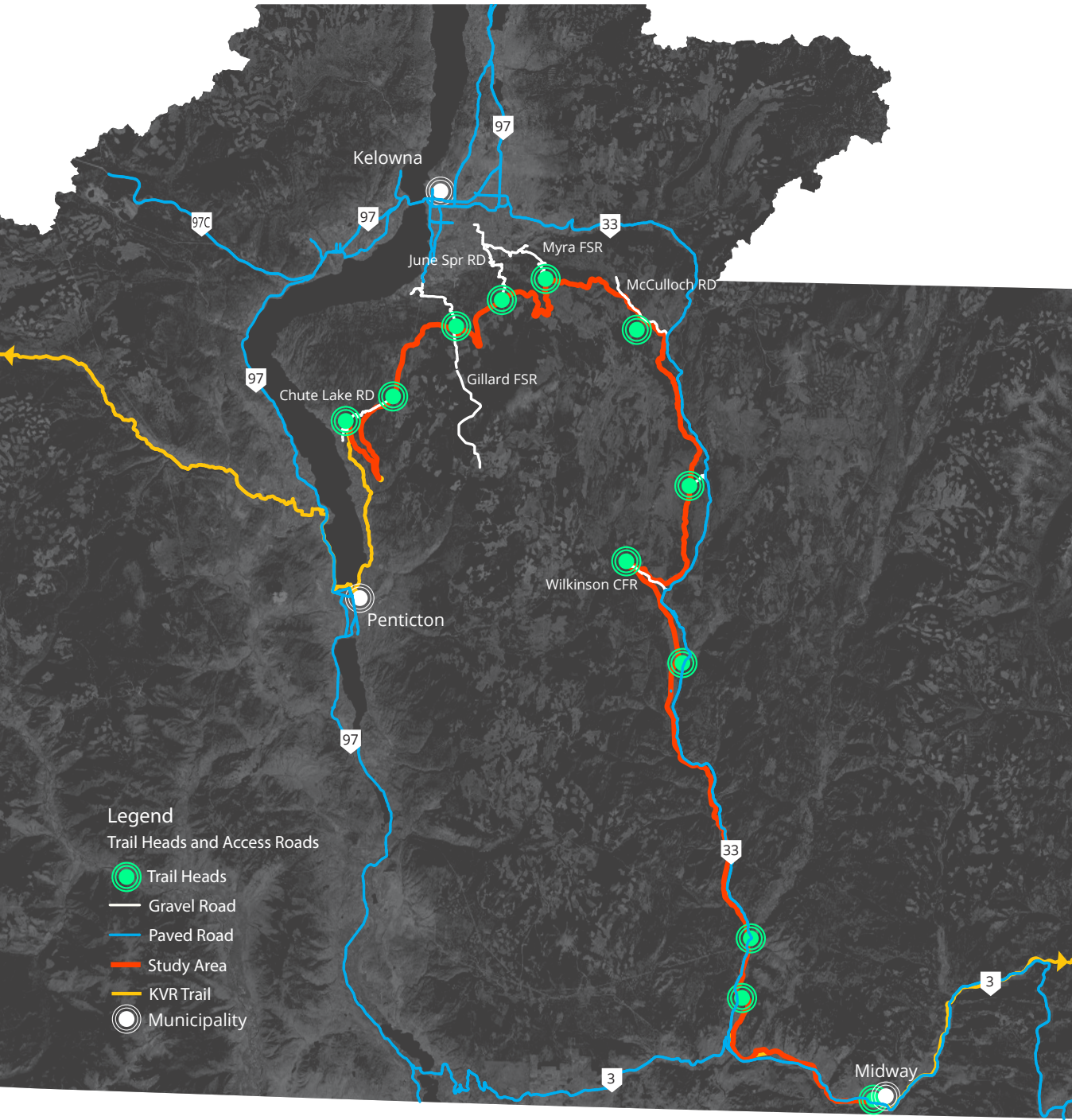
▲ **Figure 11: Varying materials used for access control**



▲ **Figure 13: Ineffective gate**



▼ Figure 15: Formalized staging areas, trailheads and access routes to the staging areas and trailheads





## 4.4 ACCOMMODATIONS

Visitors have access to a variety of on-trail public and private sector fixed roof, designated camping and random camping accommodation options. As shown in Figure 17, the supply of on-trail accommodations includes:

- 2 fixed roof accommodations (McCullough Lake Resort & Chute Lake Lodge)
- 6 designated public campgrounds (Kettle River Recreation Area, Arlington Lakes Recreation Site, Hydraulic Lake Recreation Site, Boulderfields Recreation Site, Chute Lake Recreation Site, Woodwacker Campsite in Rock Ovens Regional Park)
- Many locations where random camping occurs on public lands

In addition to the above, the Kettle River Museum is nearing completion of a hostel on site which will be available to cyclists and other non-motorized visitors to the trail. The hostel will provide visitors with shared sleeping area, cooking facilities, washroom and

showers, bicycle and equipment storage and WiFi. Also, visitors have access to 7 private sector campground and fixed roof accommodations that exist just off of the trail, including:

- Midway Campground
- Kettle River RV Park
- Byman's Bend Campground
- Little Dipper Hiway Campground
- Idabel Lake Resort

In most cases, the accommodations provided are modest and in varying states of repair. The campgrounds along the trail provide rustic and basic camping services that are likely below the expectations of higher yield visitors. As shown in Table 2 and Figure 17, the supply of on-trail accommodations are distributed along the trail. For the most part, visitors have access to some form of formalized on-trail accommodation option within a reasonable day's travel along the trail. The one exception is the Kettle River Recreation Area to Arlington Lake Recreation Site segment. The 74km between the campgrounds likely exceeds the daily ability of beginner and some intermediate travellers.

Recognizing that some visitors may expect a fixed roof accommodation experience, it was important to evaluate the distribution of on-trail fixed roof



▼ **Figure 16: Woodwacker campsites**







accommodations. The results suggest that on-trail fixed roof accommodations are not necessarily well distributed. Visitors who are starting their trip at Mile Zero and seeking a fixed roof accommodation would have to travel nearly 124km in a single day to reach the next fixed roof accommodation at McCullough Lake Resort. From there, visitors would travel another 49.5 km to reach the next fixed roof accommodation at Chute Lake Resort. The single day distance between Mile Zero and McCullough Lake Resort exceeds the capabilities of beginner cyclists (approximately 30km / day) and most intermediate cycling markets (approximately 80 km / day). As such, connecting visitors with off-trail

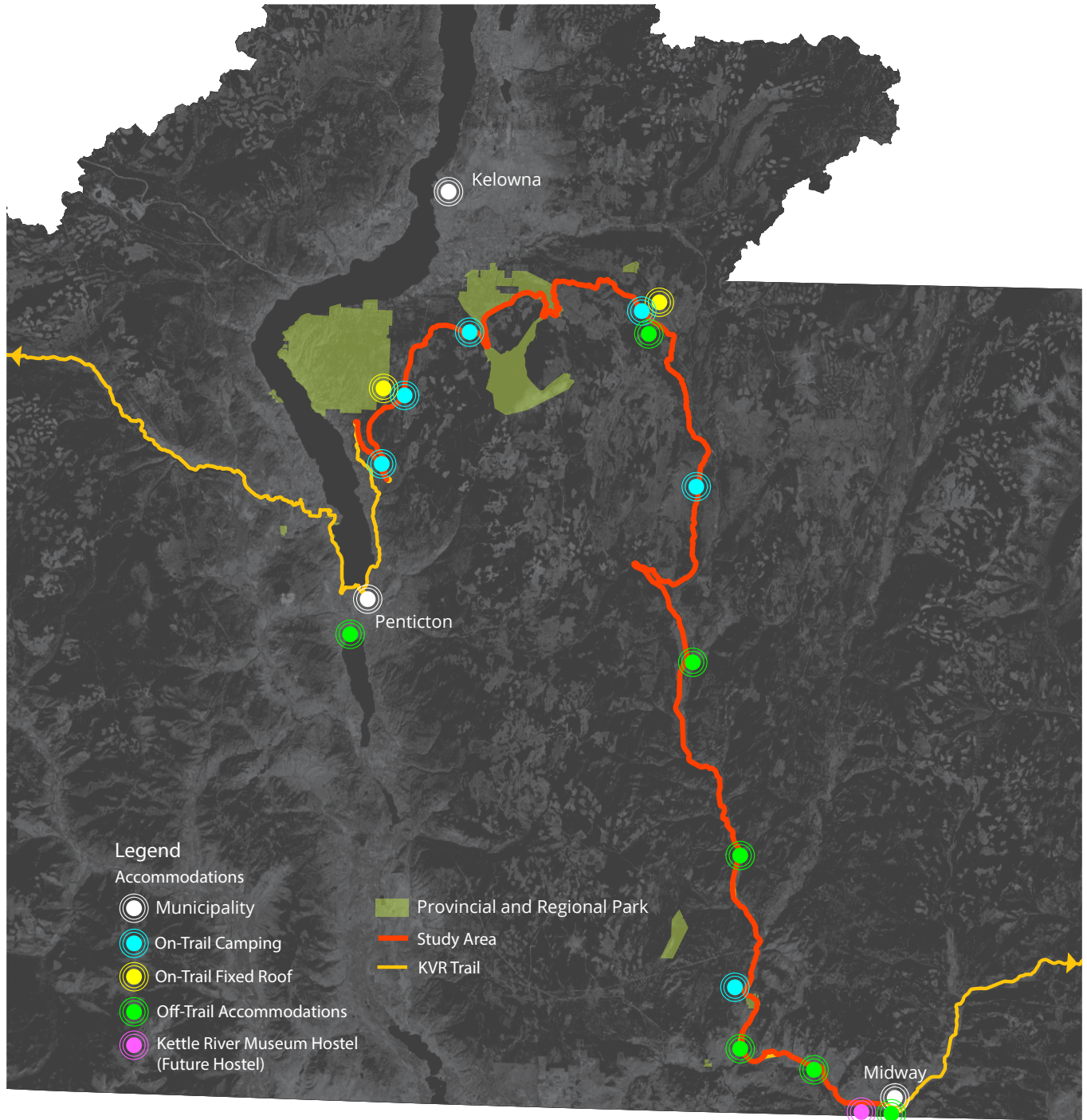
accommodations between Mile Zero and McCullough Lake Resort is important.

Visitors can also access a wide array of off-trail accommodations such as bed and breakfasts, hotels, resorts and campgrounds in Midway, Rock Creek, Beaverdell, Idabell Lake, Kelowna, Naramata and Penticton. In many cases, these accommodations are located a considerable distance from a trailhead and may require considerable descents down to the accommodation and an ensuing ascent to get back to the trail should a transportation service not be available.

▼ **Table 2: Distribution of on-trail accommodations**

DISTRIBUTION OF ON-TRAIL ACCOMMODATIONS		APPROX. LENGTH
Formal On-Trail Campgrounds	Mile Zero Hostel to Kettle River Recreation Area	25.8 km
	Kettle River Recreation Area to Arlington Lakes Recreation Site	74.3 km
	Arlington Lakes Recreation Site to Hydraulic Lake Recreation Site	23 km
	Hydraulic Lake Recreation Site to Boulderfields Recreation Site	35.8 km
	Boulderfields Recreation Site to Chute Lake Recreation Site	14.2 km
	Chute Lake Recreation Site to Rock Ovens Regional Park Campsites	13.5 km
	Rock Ovens Regional Park to Glenfir	5.9 km
On-Trail Fixed Roof Accommodations	Midway to McCulloch Lake Resort	123.5 km
	McCulloch Lake Resort to Chute Lake Resort	49.5 km
	Chute Lake Resort to Glenfir	19.6 km

▼ Figure 17: On and off-trail accommodations







## 4.5 ATTRACTIONS

Attractions are places of interest that visitors visit along the trail for its inherent or exhibited cultural value, historical significance, natural or built beauty or amusement opportunities. Over 46km (12 %) of the trail passes through or is bordered by provincial and regional parks and there are numerous historical, cultural and natural on-trail attractions along the KVR Trail. Many of these attractions have been improved to enhance the visitor experience. There are also numerous off-trail attractions available, and regularly enjoyed, by visitors to the trail. The most well-known attractions along the trail include:

### **3,332 km**

The approximate total length of trails and FSR's near the KVR Trail.

### **850 km**

The approximate total length of identified ATV trails near the KVR Trail.

### **70.3 km**

Approximate length of Dual Sport & Off Road Motorcycle Trails near the KVR Trail.

### **424 km**

The approximate length of Snowmobile Trail near, but not including, the KVR Trail.

### **2,537 km**

Approximate length of Forest Service Road & Permit Roads available for ORV recreation near the KVR Trail.

*Note, trail stats above include FSR's where the FSR's were included in the user data.*



## ON-TRAIL ATTRACTIONS

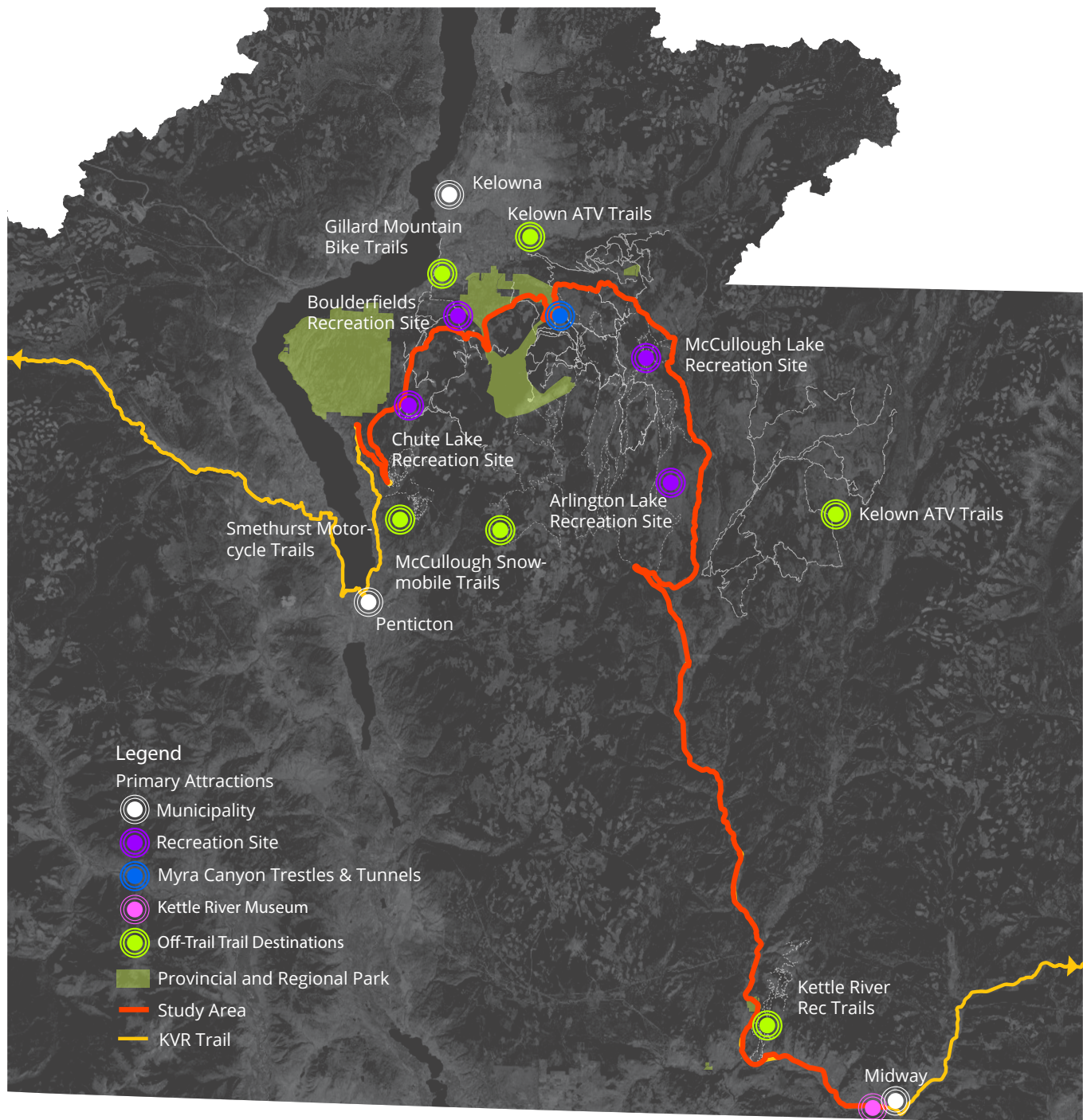
- Kettle River Museum
- Kettle River Recreation Area & swimming
- Arlington Lakes, Hydraulic Lake, Chute Lake Recreation Sites
- Chute Lake for swimming and fishing
- Chute Lake Lodge
- Boulderfields Climbing Area & Recreation Site
- Myra Canyon National Historic Site & Myra Bellevue Provincial Park
- 18 Trestle Bridges
- Historic tunnels 2 in Myra Canyon, Adra Tunnel, Little Tunnel
- Viewpoints
- Rock Ovens & Rock Ovens Regional Park
- Incredible handmade rock retaining walls
- Various historic train station sites with original buildings and infrastructure
- Water Tower Foundation Sites
- Dry-stack Retaining Walls
- Old Growth Ponderosa Pines
- Interesting rock slides
- Various wildlife
- Kelowna and Rock Creek Wildfire Sites

## OFF-TRAIL ATTRACTIONS

- Vineyards & Wineries
- Kettle River Recreation Trail Network
- Midway Hiking Trail Network
- Kelowna Nordic Cross-Country Ski and Snowshoe Trails
- Trapping Creek Equestrian Trail Network
- Gillard Mountain Biking Area
- 424.8 km of snowmobile Trail (386.4km McCullough Snowmobile Trails & 38.4 Graystokes Snowmobile Trails)
- 850 km of ATV Trails from the Kelowna ATV Club
- 70.3 km of Off-Road / Dual Sport Motorcycle Trails (Smethurst)
- 2,537 km of Forest Service Roads and permit roads



▼ Figure 18: Attractions



## 4.6 AMENITIES & INFRASTRUCTURE

Amenities are the basic facilities and infrastructure that are made available to visitors to enhance the comfort and convenience of the trail experience. The type, quality, condition and distribution of comfort and convenience amenities varies greatly from Midway to Glenfir. In other cases, the amenities are too few in number to meet the visitor needs (e.g. supply of toilets at Myra Canyon staging area). Given the emphasis that has been placed on the Myra Bellevue Provincial Park segment of the trail, it is no surprise that the highest concentration of amenities are in this segment and most of those amenities are in good condition. Greater numbers of amenities are also found in the recreation sites along the trail and the Kettle River Recreation Area though the condition of the amenities in these sites varies greatly. Elsewhere, comfort and convenience amenities, though essential to the quality of the trail experience, are scarce and in varying states of repair.

As there is no consistent theme or brand for the trail, the amenities that have been provided do not necessarily envelop the essence of the trail and a consistent brand that could be established. And, in some cases, the absence of basic amenities may promote greater ecological impacts (e.g. littering, wildlife habituation, human waste) and can result in risks to visitor safety (e.g. lack of water sources).

Universal accessibility is also an important consideration when evaluating the supply of amenities along the trail given its easy grade and potential appeal to older markets and markets that may face accessibility constraints. From the field inventory, it is clear that the vast majority of comfort and convenience amenities have not been designed or installed with universal accessibility in mind. In fact, many amenities may serve as barriers to visitors with mobility and other accessibility constraints.

▼ **Figure 19: Existing bicycle parking**



▼ **Figure 20: Existing day use area & furnishings**



### **The most common comfort and convenience amenities found along the trail include:**

- Simple benches and chairs
- Pit toilets
- Pull-outs for passing (only provided in the Glenfir to Little Tunnel segment)
- Emergency shelters
- Bicycle parking
- Bicycle Repair Station (at Myra Canyon)
- Picnic Tables
- Covered Picnic Areas
- Waste & recycling receptacles
- Fire pits (rock rings & culvert)



In addition to the amenities available to visitors on trail, visitors can find equipment, grocery stores, supplies, restaurants and other amenities in most of the communities along the trail. However, in the McCullough to Glenfir segment, reaching nearby communities requires a very significant descent / ascent which is a major barrier for visitors who need to re-supply.

▼ **Figure 21: Examples of comfort and convenience amenities**



## 4.7 SIGNAGE & WAYFINDING

Nearly 130 signs were inventoried during the trail assessment between Midway and Glenfir. As the field assessment wasn't able to inventory all 192.5km, there are certainly more signs along the trail, than the 130 that were counted. In addition to the on-trail signs, in some locations, signs have also been installed along major access roads to help visitors navigate to the trail. The sign types include gateway, wayfinding, way-markers, caution / warning (water boiling, intersections, tread condition, industrial operations), regulatory, interpretive, promotional (e.g. services) and trail head / kiosk. Over the years, signs have been designed and installed by the provincial government, regional governments, local governments, trail organizations, private entities, private land / tenure holders and likely many others. As can be seen by the images below, in the absence of a consistent brand and sign standard, the visual identity, type, quality, location and messaging of the signs varies greatly across the trail. The opportunity to ensure a consistent and seamless visitor experience has yet to be realized with the current approach to signage. In most segments, limited trail management and financial capacity has allowed many signs to age and degrade leaving them in need of replacement. In some cases, important wayfinding or warning signs may be absent, only shown in one direction of travel, have degraded or have been vandalized (e.g. shot) and have become illegible. Meanwhile, in some instances, the mile marker signs change part way along the trail as do the miles indicated creating confusion and uncertainty for visitors. In other cases, unsanctioned signage has been erected suggesting that certain uses of the trail are not permitted. These unsanctioned signs lead to confusion and frustration for visitors and build misconceptions about the rules governing the trail. Though there is some signage on major access roads such as the Myra Forest Service Road, these signs refer to the Myra Bellevue Provincial Park which visitors may or may not recognize when looking for the trail. In other cases, major intersections from the primary highways (e.g. McCulloch Road and Highway 33) lack directional signage instructing visitors how to reach the trail.





▲ **Figure 22: Example of warning signage installed too close to the trail intersection**

◀ **Figure 24: Example of poor signage condition**

Signage has also been installed at a limited number of road and driveway crossings. This signage is inconsistent and often sited much too close to the crossing to provide enough warning for visitors or drivers and does little to resolve safety risks. The inconsistent application of the intersection crossings may lead unfamiliar visitors to not expect the intersections or vehicles at those intersections, further compounding safety concerns. In terms of interpretive signage, which helps to animate the visitor experience, the Myra Canyon and Rock Ovens Regional Park provide a strong self-guided interpretive experience. However, interpretive signage throughout the remaining segments is very limited and, in most cases, non-existent.

▼ **Figure 23: Gateway signs**





▼ Figure 25: Trailhead / kiosks



▼ Figure 26: Wayfinding & way markers





▼ Figure 27: Caution / warning



▼ Figure 28: Warning & regulatory

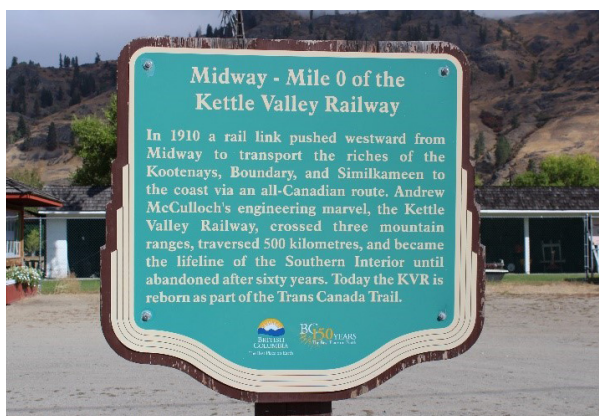




▼ **Figure 29: Promotional**



▼ **Figure 30: Interpretive**





The condition, design and accuracy of signage can negatively or positively influence the visitor experience and create unnecessary safety or conflict concerns.

## 4.8 TRAIL CORRIDOR & TREAD

Trail tread and corridor conditions are one of the most fundamental influencers of a visitor's experience. Simply put, every visitor expects that the tread and the corridor will be appropriately designed for the intended experience. The trail must be purposefully designed and maintained to the desired trail type, user groups, use level, level of development, and degree of challenge if the trail is to consistently provide a market or export-ready trail experience. Situations where these trail user objectives are not met typically result in negative trail user experiences and management issues which in turn result in decreased tourism potential and threats to the trail brand.

A rapid trail inventory and condition assessment was completed in August 2018 to document the existing conditions of the KVR Trail from Mile Zero to Little Tunnel. The trail condition assessment documented the existing physical characteristics of the trail (typical

tread width, tread type, corridor clearance) as well as problem areas such as drainage issues and damaged areas. Appendix A separates the trail into segments with similar characteristics and conditions and presents an overview of the typical characteristics and significant condition issues in each segment. Figure 41 provides a general overview of the trail tread conditions in areas that were assessed during the field review.

As is evidenced by current visitation, the trail is used by wide variety of motorized and non-motorized users in its current condition. The trail tread is generally comprised of compact sand and gravel with a thin surfacing of loose or dusty material. The tread width range from 2.2 to 5.0 m wide on average. In some problem areas, the tread width is as narrow as 1.5 m. The trail corridor is generally the same width as the trail tread or greater with only occasional sections having vertical or horizontal clearance limitations due to overgrown vegetation.

From a trail sustainability perspective, several common issues were observed along the trail. Each are identified and described below.



◀ **Figure 31: Typical trail tread conditions encountered within the study area**





## LOOSE SAND TRAIL TREAD

Loose sand on the trail tread is one of the primary complaints from non-motorized users of the KVR Trail. The current tread material has degraded to a depth that makes travel by bicycle difficult and, in some cases, unsafe. This condition is particularly problematic for cyclists who arrive at the trail with skinny tires and are unprepared for the depth of the sand. These sandy conditions regularly inspire visitors to share their dissatisfaction via social media and directly to TOTA and FLNRORD. The sandy trail tread issue is a direct result of the existing tread material. The tread material is comprised of the native rock and soils used during the construction of the original rail bed. This material was never intended to serve as a trail tread and continues to degrade into fine sand particles. Prolonged use of the trail by motorized vehicles and ORVs and has expedited the tread degradation; though, due to the tread material type, degradation is likely to occur over time even with non-motorized use.

The prime example of this condition is an approximately 3.6 km long segment south of Chute Lake where the trail tread comprises loose sand that is up to 75mm deep. The tread conditions in this particular area pose challenges for most "non-motorized" trail users, particularly all bicycle types, who most likely would be required to dismount and walk through this segment.

Other portions of the trail are also subject to loose and dusty tread conditions, though none as severe as the Chute Lake area described above. Between Chute Lake and the west boundary of Myra Canyon Provincial Park, occasional minor loose sand areas exist that are generally isolated to only a portion of the tread width or a short length.

▼ **Figure 32: Deep loose sand conditions approximately 2.2 km to 5.8 km south of Chute Lake**



▼ **Figure 33: Example of minor loose tread area north of Chute Lake**





▼ **Figure 34: Examples of poorly drained cut areas between Chute Lake and Myra Canyon Provincial Park**



▼ **Figure 35: Example of cupped trail where built up materials on the downslope side of the trail is preventing cross-flow drainage**



▼ **Figure 36: Example of minor cupping/rutting of the trail tread within the track with of most OHVs**



## POORLY-DRAINED CUT AREAS

Occasional segments of the trail travel through areas where rock or soil was cut on both sides of the trail to create the original railbed. In these areas, positive drainage of water away from the trail tread is not provided and is resulting in puddling, poor drainage, and tread damage (eg. potholes). Water generally flows on or along the trail without ditching or remains trapped in the low points causing puddles. These trail design problems are further exacerbated as motorized recreation occurs. Nine problem areas, ranging from 100 m long to a few hundred meters long, were identified between Chute Lake and Myra Canyon Provincial Park and five other areas were identified between Hydraulic Lake and Carmi. These problem areas must be resolved to ensure the trail meets the desired user objective and remains sustainable.

## CUPPING/RUTTING

The majority of the trail within the study area is subject to minor cupping and rutting. Cupping and rutting prevent cross-flow drainage of water off the trail which can result in puddling, erosion, and/or tread degradation. In many areas the minor rutting appears to be caused by ORV use and in other areas the cupping appears to be caused by buildup of organics or loose soil along the edges of the trail. In most cases, the minor cupping/rutting observed did not appear to have significant impact to the trail tread. However, there is an increased risk of degradation of the tread over time wherever a cupped or rutted condition exists. These problem areas should be resolved through regular maintenance of the trail prism.



▼ **Figure 37: Examples of rock fall onto trail tread near Arlington Lakes area**



▲ **Figure 38: Slope failure area caused by erosion and washout near Wilkinson Creek crossing**

## ROCK FALL/SLOPE INSTABILITY

Twelve instances of rockfall areas, slope instability, and/or washout onto the trail tread were observed along the trail. This problem is particularly present in the Carmi to 10 km north of Arlington Lakes area. In these areas, loose rock from steep rock cut slopes and/or scree slopes adjacent to the trail have fallen onto the trail tread. These regular falls pose a public safety risk and, in many cases, reduce the tread width to 1.5 m or less. There are two major slope instability areas located 2 km south of the Wilkinson Creek crossing near Carmi and 1.4 km south of Westbridge.

*See Appendix A for a more detailed summary of trail conditions.*



## LIMITED CORRIDOR CLEARANCE

Approximately 90 km of the trail was found to have a limited corridor clearance due to overgrown vegetation. The current corridor clearance conditions in these areas do not meet the needs of some of the current users. Areas are subject to both limited height and width vegetation clearance limitations. The corridor clearance in these areas are particularly problematic for On-highway vehicles and some larger off-road vehicles. Recognizing that the clearance requirements vary from user group to user group, in some cases such as with pedestrians and cyclists, the current conditions are mostly functional. The need to resolve the current corridor clearance restrictions will depend on determinations about which user groups are permitted on the trail. Regardless, regular maintenance of the trail corridor is required to ensure the desired corridor clearances are maintained.

▼ **Figure 39: Examples of limited corridor clearance**

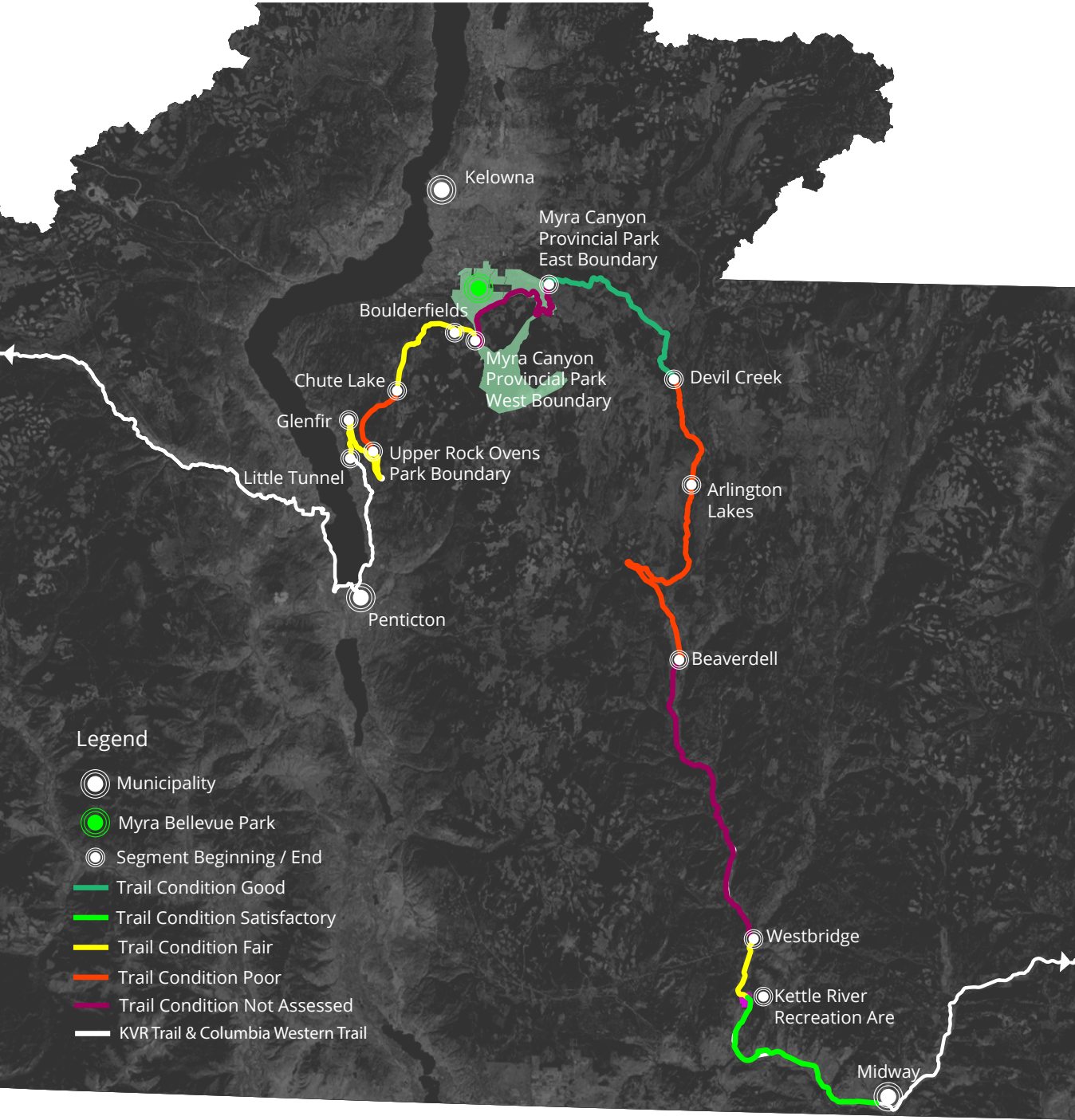


▼ **Figure 40: Example of trail section near Rock Creek with vertical and horizontal clearance not suitable for large motorized vehicles and equestrian users, but suitable for most other non-motorized user groups**





▼ Figure 41: Trail corridor & tread problem areas





## 4.9 VISUAL QUALITY

The KVR Trail is one of the most scenic and visually stunning trails in the province. Providing expansive views of the Kettle River Valley and Okanagan lake, the views along the trail are, without doubt, one of the most memorable aspects of the KVR Trail experience. And, provincial visual preference research confirms the importance of visual quality to both local recreational users and tourists. This research clearly indicates that when the existing visual quality exceeds Partial Retention, the public's preference for the view considerably decreases. Of course, given the tourism desires associated with the KVR Trail, maintaining the visual quality along the trail and, at minimum from all major viewpoints, is an important priority.

Recognizing the importance of this visual resource, legislated visual quality objectives (VQO's) have been

established along the trail. VQO's require forestry tenure holders to ensure that the visual disturbance from harvesting operations do not exceed the quantitative objective set for each area.

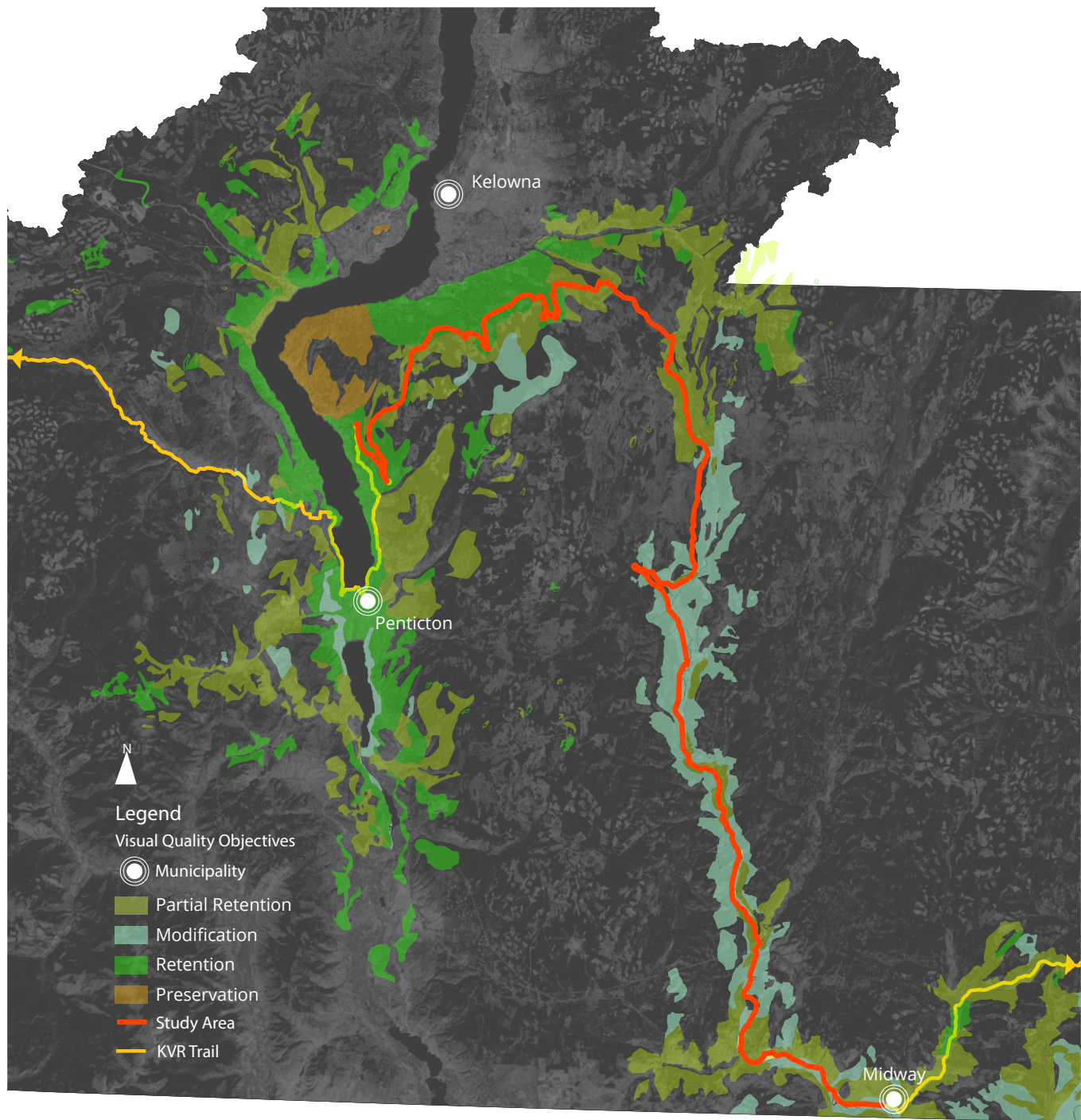
However, VQO's are not legally binding on other resource development and land development projects. VQO's along and within the viewshed of the trail range include modification (7.1 – 18% visual alteration), partial retention (1.6 - 7% visual alteration) and retention (0-1.5% visual alteration). 84 % of the trail (see Figure 42) is subject to a visual quality objective while the remaining 16% is not. 23% of the trail is under a retention objective, 26% is under a partial retention objective and 35% is under a modification objective. Ensuring that the existing VQO's are respected and, where necessary, establishing VQO's where they don't exist is critical to maintaining one of the defining features of the visitor experience and the tourism potential of the trail.

▼ **Table 3: Distribution of visual quality objectives along the trail**

VQO CLASS	TRAIL LENGTH BY VQO	% OF TOTAL TRAIL
Retention (R)	43.9	23%
Partial Retention (PR)	50.2	26%
Modification (M)	67.5	35%
No VQO Set	30.9	16%
Total	192.5	100%



▼ Figure 42: VQO's by class along the trail



## 4.10 NON-RECREATIONAL USE OF THE TRAIL

Participants in the engagement process were abundantly clear, the KVR corridor has, overtime, evolved into a multi-purpose access and transportation corridor. Though the KVR corridor was and is intended to be, first and foremost, a recreational trail, the historic management approach has allowed the corridor to evolve, by default, into a multi-purpose corridor that is extensively used by a diversity of non-recreational uses. As a result, the corridor can, at times, resemble a secondary municipal road or Forest Service Road rather than a recreational trail. At times, the corridor can experience more non-recreational use on the trail than it does recreational use which is a considerable threat to the trail's tourism potential and its brand promise. The trail corridor is currently used as a:

- Short-cut route to drive between Kelowna and Chute Lake
- Road to access the Boulderfields
- Emergency route between Penticton and Kelowna
- Secondary access during road closures in the Naramata area
- ORV based transportation route between communities
- Haul road for forestry companies
- Access corridor to access hunting and trapping areas
- Access corridor for tenure holders (e.g. cabins near Chute Lake, Fortis access powerlines) and private land owners
- Access for firewood cutting
- Means to access memorial locations where family members have had their ashes spread

These non-recreational uses have occurred without management intervention for many years. In turn, residents and stakeholders, including motorized and non-motorized recreational users, have developed deeply engrained assumptions about the management intent and intended uses of the corridor. A vocal

### DID YOU KNOW ?

**Non-recreational use of the trail has occurred without management intervention for many years. In turn, residents and stakeholders, including motorized and non-motorized recreational users, have developed deeply engrained assumptions about the management intent and intended uses of the corridor near Kelowna.**

portion of engagement participants emphasized the importance of the corridor to many non-recreational uses and expectation that the future of the corridor will continue to embrace these non-recreational uses where reasonable alternatives could not be provided. Given the strong emotional connection local residents have to these non-recreational uses and understanding that, in some cases, there can be considerable financial implications for some commercial tenure holders should the default management approach to the trail be changed, it was essential that the non-recreational use of the trail be thoroughly understood and delicately considered as the plan was developed.



## 4.11 ENVIRONMENTAL CONDITIONS

According to *Keeping Nature in our Future: A Biodiversity Strategy for the Okanagan Region*, the region is home to some of the greatest concentrations of species diversity and species at risk in Canada and is recognized as one of this country's most endangered natural systems. Many of the species and ecosystems in the region are found nowhere elsewhere in the country and in some cases the world.

Many species and ecosystems in the region are declining. Population growth, land conversion, recreational use, introduction of invasive species and resource development continue to impact species and ecosystems in the region. "The region has 400 species identified as priority 1 and 2 in the BC Conservation Framework, 73 species listed under the federal Species at Risk Act, as well as 170 red-listed and 174 blue-listed species as assessed by B.C.'s Conservation Data Centre. The Okanagan supports some of the greatest diversity and largest number of breeding bird species in British Columbia. It is home to 74% of all bird species known to occur in the province and 70% of all species known to breed in the province. Three of the four biogeoclimatic zones of conservation concern in BC are located in the Okanagan region. These natural areas, which are dominated by bunchgrass, ponderosa pine, and

### GOAL 3

*"... support development of a diverse system of greenways, parks, and protected areas in the Okanagan region that increases human connection to nature ..."*

Keep Nature in our Future (2014)

Douglas-fir plant communities, are imperilled provincially, or at high risk of extinction." (Keeping Nature in our Future, 2014).

As shown in the figures adjacent, areas along the trail (note, available data does not cover the RDKB) have high and moderate relative biodiversity (defined as areas of greatest ecological importance); high, moderate and low habitat connectivity; and are subsequently ranked as very high, high, moderate and low conservation ranking. Understanding the ecological significance of lands adjacent to the trail confirms the importance of sound trail development and management. In keeping with the region's recent Sustainable Tourism Destination accreditations and goals set in Keeping Nature in our Future, the ecological importance of the region also provides an opportunity for the trail to help create a culture of conservation and deeper connections to nature through enriched visitor learning experiences.

**FIGURE 4**  
Biogeoclimatic Zones

**Legend**

- City/Town
- Major roads
- Rivers/streams
- Lakes
- Okanagan Region
- Regional District Boundary

**Biogeoclimatic Zone**

- Interior Douglas-fir
- Interior Cedar-Hemlock
- Montane Spruce-Fir
- Subalpine Fir
- Interior Mountain-heather Alpine

**Area of Detail**

British Columbia

0 80 20  
Kilometers

**Data source:**  
1989

**Projection:**  
BC Albers NAD83

**Produced for:**

**Produced by:** 502-09

**CASLS CONSULTING**

July 11, 2011

**Relative Biodiversity**

The relative biodiversity for the two study areas (North and Central Okanagan, and South Okanagan-Similkameen) were combined to create an integrated perspective of the entire Okanagan Region. Natural variances in the distribution and amount of certain ecosystems produce some differences in the appearance between the two study areas. For example, grasslands (which have a very high conservation ranking) are more abundant in the South Okanagan-Similkameen than the North and Central study area.

Analyses for the two study areas were conducted as separate projects, using SEI datasets that incorporated different information. The North and Central Okanagan SEI data included information regarding wildlife habitat and condition values that were not available for the South Okanagan-Similkameen. This additional information moderated the conservation rankings (which influenced the relative biodiversity values) in the North and Central study area. As a result, there are differences in values, and consequently, variations in appearance between the two areas.

**Legend**

- City/Town
- Major roads
- Rivers/streams
- Lakes
- Okanagan Region
- Regional District Boundary

**Relative Biodiversity**

- Very high
- High
- Moderate
- Low
- Very low

**Area of Detail**

British Columbia

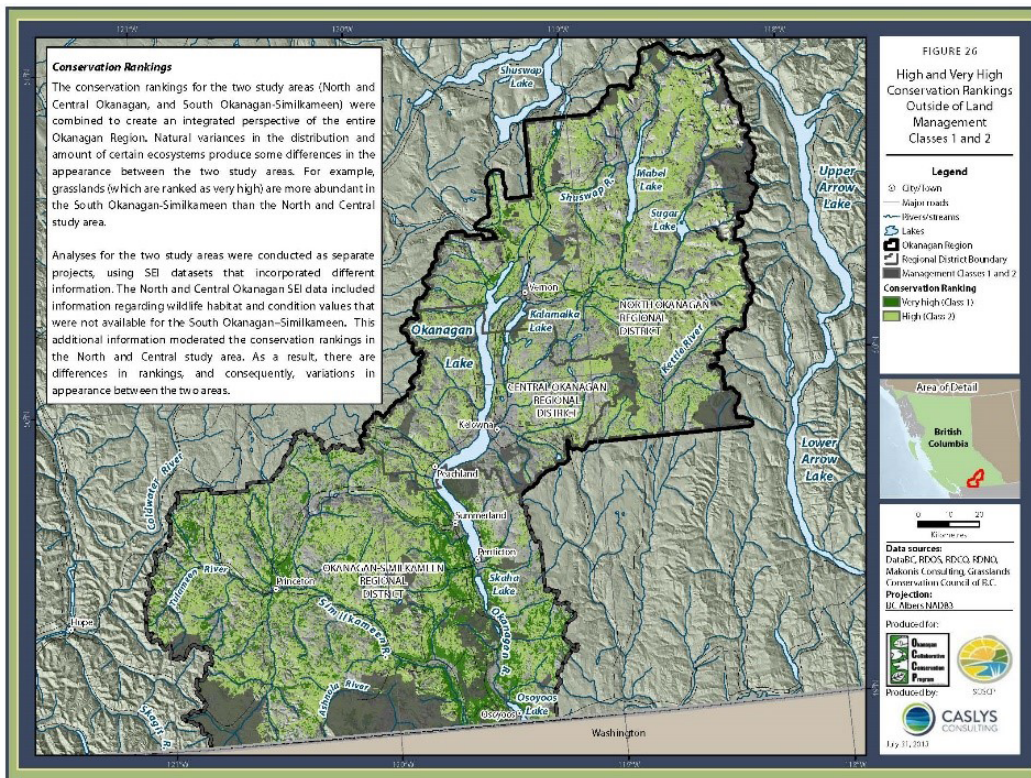
**Data sources:**  
 DataBC, IDOS, HDQ3, H2N3,  
 Makors Consulting, Grasslands  
 Conservation Council of B.C.  
**Projection:**  
 BC Albers NAD83

**Produced for:**  
 Okanagan  
 Conservation  
 Council  
 Produced by: CASLYS CONSULTING

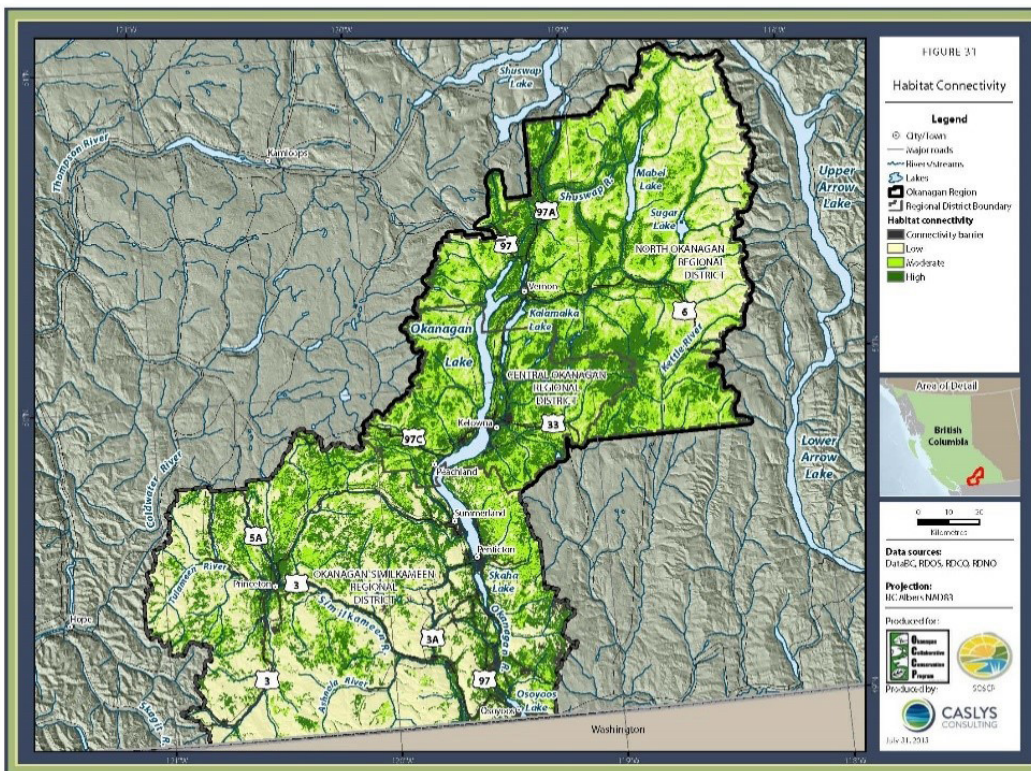
May 28, 2012



▼ Figure 45: High & very high conservation rankings outside of land management classes



▼ Figure 46: Habitat connectivity



Extensive input was received from the thousands of participants in the engagement process. The input was analyzed and common themes were identified. Collectively, the key learnings were as follows.

## PARTICIPATION

The majority of respondents reported that they recreate on the trail.

The most popular activities engaged in were:



Cycling (non-assist) (52.65%)



Walking / Running / Hiking (43%)

Some respondents indicated that they participated in motorized recreation on the KVR Trail - All-terrain vehicles (18.98%), side by side (12.54%), 4x4 / SUV (12.54%) – much less than non-motorized recreation. Of those respondents who selected “other”, most indicated that they participated in both motorized and non-motorized activities on the trail while other indicated that they use the trail to access the Boulderfields.

Respondents indicated that their typical outings on the KVR Trail ranged from 2-4 hours to multi-night trips. The majority of respondents' outings are day trips lasting between 2-4hrs (37%) and 4-8 hrs (29%). 13.58% of respondents reported that their typical outing is a multi-night trip.

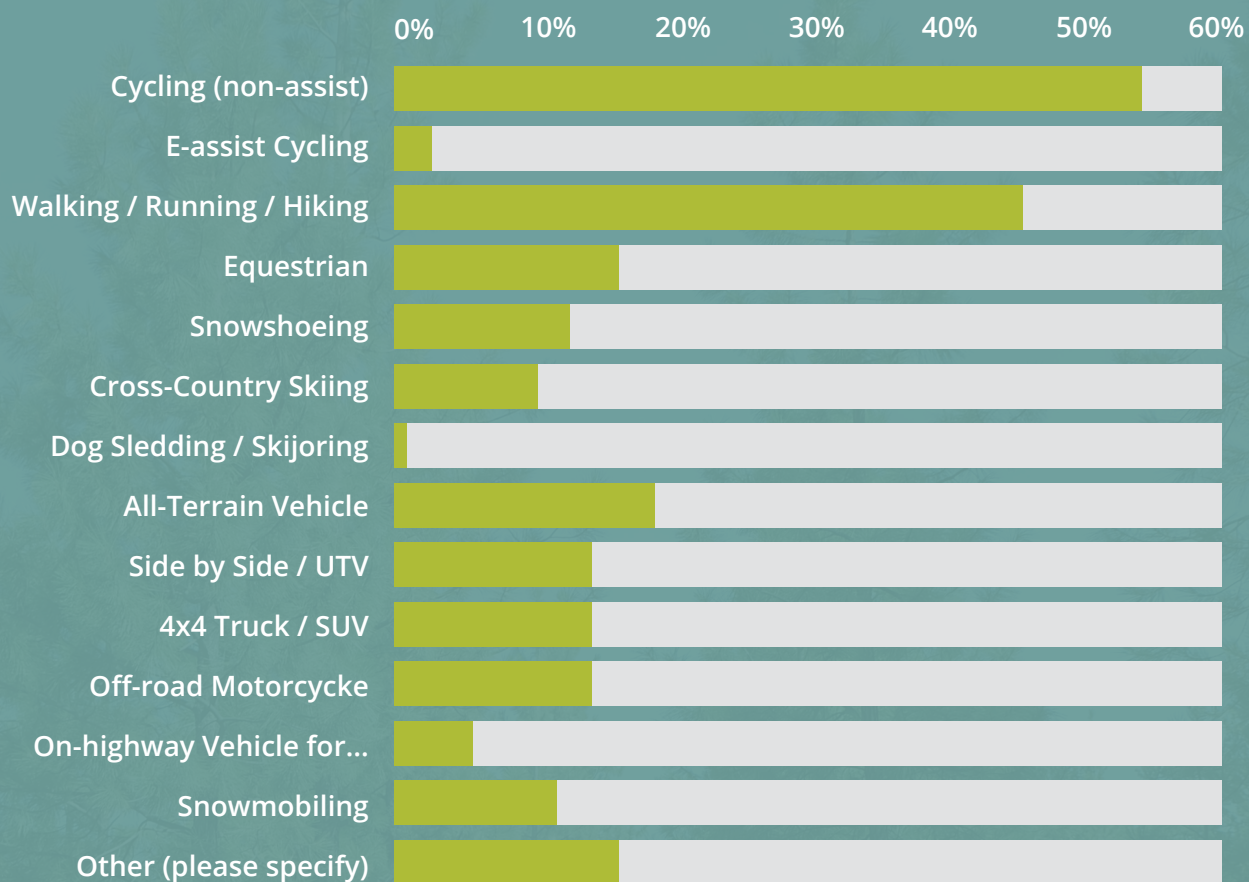
## CHARACTERISTICS OF A WORLD CLASS TRAIL

When asked what characteristics are most important to making a trail world-class, the following were the most frequently identified:

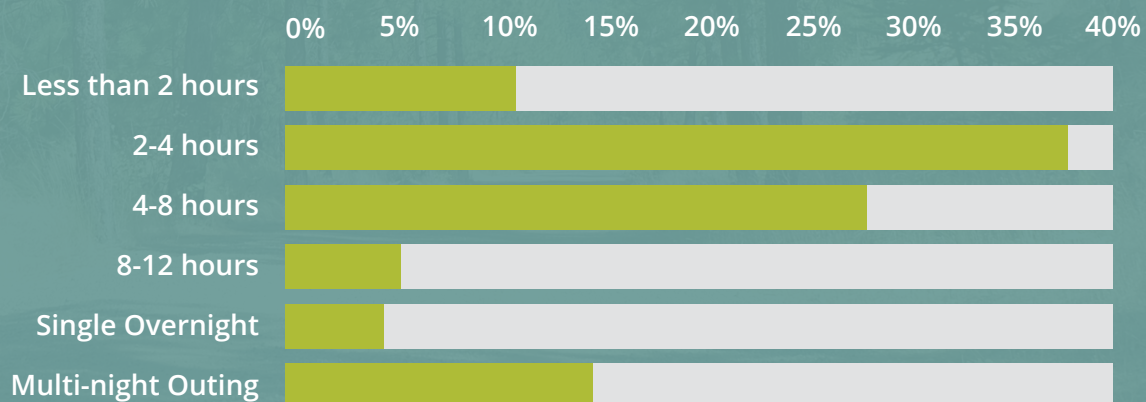
- Rich history and unique story to share
- Clearly designated trail activities (e.g. non-motorized, motorized, mixed use needs to be determined and managed accordingly)
- Easy to access (e.g. transportation, access road condition)
- Consistent signs and wayfinding
- Consistent and quality comfort and convenience amenities (e.g. staging areas, potable water, benches, washrooms)
- Exciting on-trail attractions & connection to off-trail attractions
- Scenery & viewpoints
- Quality and diverse on-trail accommodations (tenting, comfort camping, fixed roof)
- Appropriate tread surface
- Well managed and regulated with enforcement
- Regular maintenance & cleanliness
- Visitor services on-trail (e.g. food, rentals, equipment, repairs)
- Guide services
- Accurate and easy to access trip planning information (e.g. online, on-trail smartphone app)
- Safety
- Respectful use by all visitors
- Universal accessibility for people with mobility constraints



## ACTIVITY PARTICIPATION



## LENGTH OF OUTING



## TRAIL ACTIVITIES

Though most participants in the engagement process would agree that a world-class trail needs to clearly determine, communicate and manage the activities that are to be permitted on the trail, there was a wide range of opinions about what activities should be permitted on the KVR Trail and which have the greatest tourism potential. Analysis of all input gathered through the public online survey, tourism operator survey, roving kiosks, the workshops and stakeholder meetings indicated that more participants felt that the trail should be managed as a non-motorized trail than those who felt the trail should be managed as a mixed-use trail (non-motorized and motorized activities). Non-motorized users of the trail more frequently suggested that the trail should be managed as a non-motorized trail while motorized users of the trail were more likely to suggest the trail should remain and be managed as a mixed-use trail.

Through the surveys and workshops, frequent

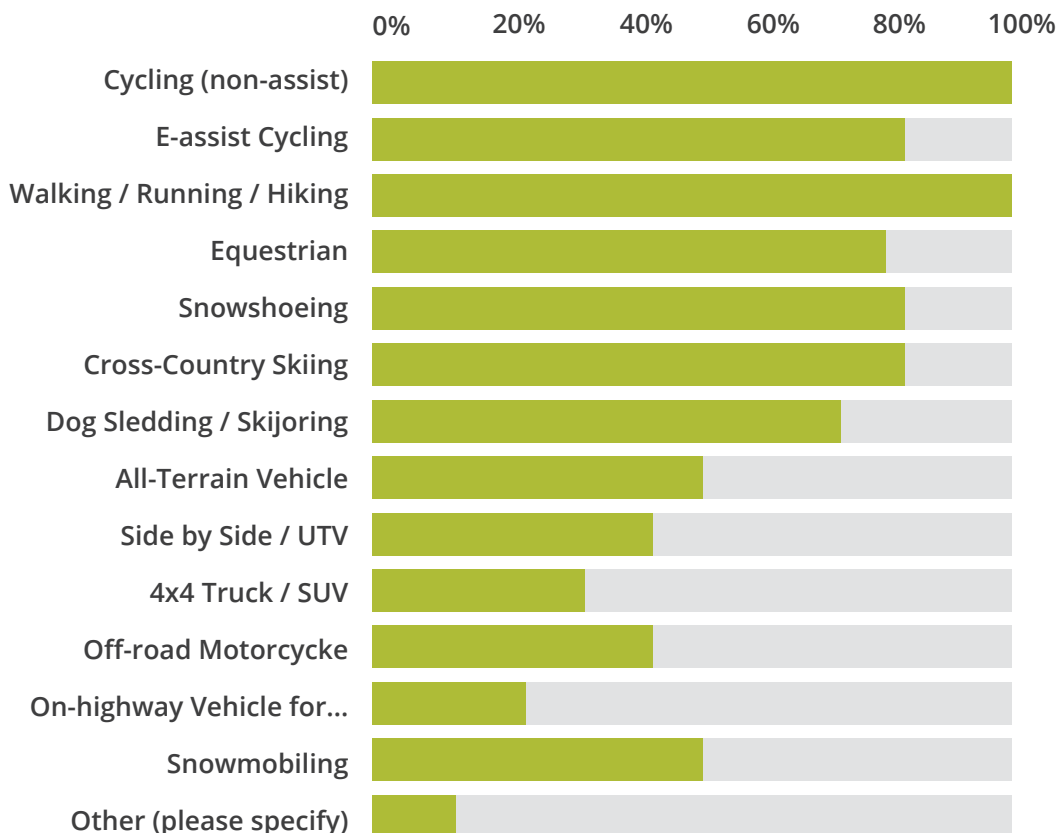
reference was made to the need to enable motorized access to the trail when and where there is no alternative option(s) to connect motorized trail networks together or where the KVR Trail provides the only access to a major attraction such as the Boulderfields.

In addition to the mix of activities shown in the survey results and activity compass, respondents who selected “other” most frequently referenced the desire to see the trail permit:

- Dual purpose motorcycles
- Climbing or on-highway vehicle access between Gillard FSR to the Boulderfields for the purpose of enabling access to the Boulderfields
- Electric mobility-assist aids

Across all engagement tactics, there was strong support and agreement that non-recreational use of the trail by on-highway vehicles such as cars, trucks and sport utility vehicles and industrial traffic should not be permitted.

▼ **Figure 47: Activities that should be permitted on the trail (public survey results)**





## THE HIGHEST-RANKING ACTIONS TO IMPROVE THE TRAIL INCLUDED:

- Addressing conflicts between non-motorized and motorized users
- Condition of the trail surface
- Connectivity of the trail with nearby attractions and other trails
- Condition & cleanliness of washrooms
- Condition & location of signage
- Improve condition and diversity of accommodations
- Improve maintenance
- Provide better up to date information on trail conditions
- Trail intersections with roads
- Visitor education & etiquette
- Improve trip planning information



84%

of respondents to the online survey support further investment in making the KVR Trail world-class.

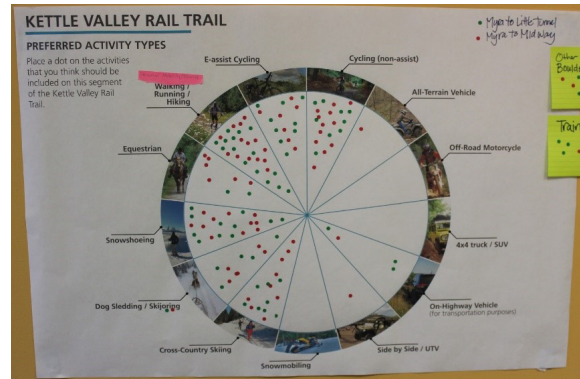
The most common rationales provided by respondents who were looking to change the activities that currently use the trail were:

- Motorized use (off-road vehicles and on-highway vehicles) are damaging the trail tread and making nearly impassable for non-motorized users especially cyclists
- Motorized users have many other trails and roads in the area that they can use. There are few non-motorized trails with this level of tourism potential and recreation quality
- The current mix of uses are unsafe
- Motorized uses impact the quality of the non-motorized recreation experience (e.g. noise, exhaust, speed etc.)
- Motorized use is creating damage to the local environment and wildlife (e.g. erosion, pollution, invasive species)

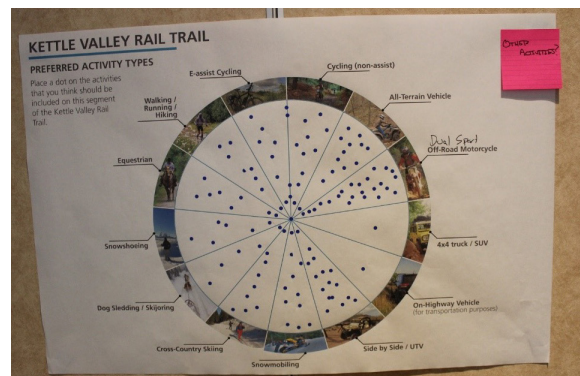
## SATISFACTION

In general, respondents were somewhat satisfied with the trail. Thirty-one percent of respondents reported that they are satisfied while 56% of respondents indicated that they were somewhat satisfied with their experience. Only 13% of respondents indicated that they were somewhat dissatisfied or dissatisfied with the quality of their experience. Respondents who were

▼ **Figure 48: Non-motorized workshop activity compass results**



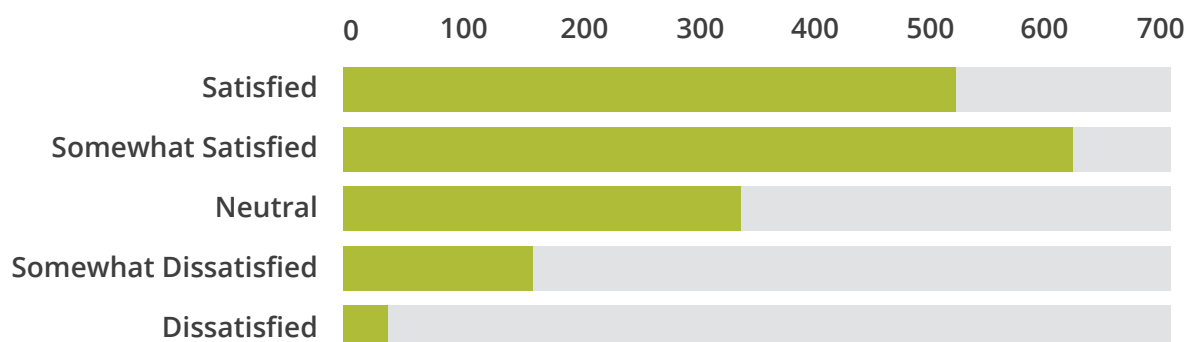
▼ **Figure 49: Motorized workshop activity compass results**



non-motorized users of the trail reported lower satisfaction levels than those who were motorized users of the trail.

Responses from tourism operators were slightly different than the opinions of those who participated in the public survey. 11% of tourism operator respondents were satisfied with the quality of the trail while 58% were somewhat satisfied. However, 31% of

▼ **Figure 50: Satisfaction with the trail by number of respondents (public survey results)**





respondents were somewhat dissatisfied or dissatisfied with the quality of the trail experience.

### SUPPORT FOR FURTHER INVESTMENT

Eighty four percent (n = 1,260) of survey respondents believed that further investments and efforts should be put into making the KVR Trail world class. Meanwhile, 16% of respondents somewhat disagree or disagree that further investments should be made.

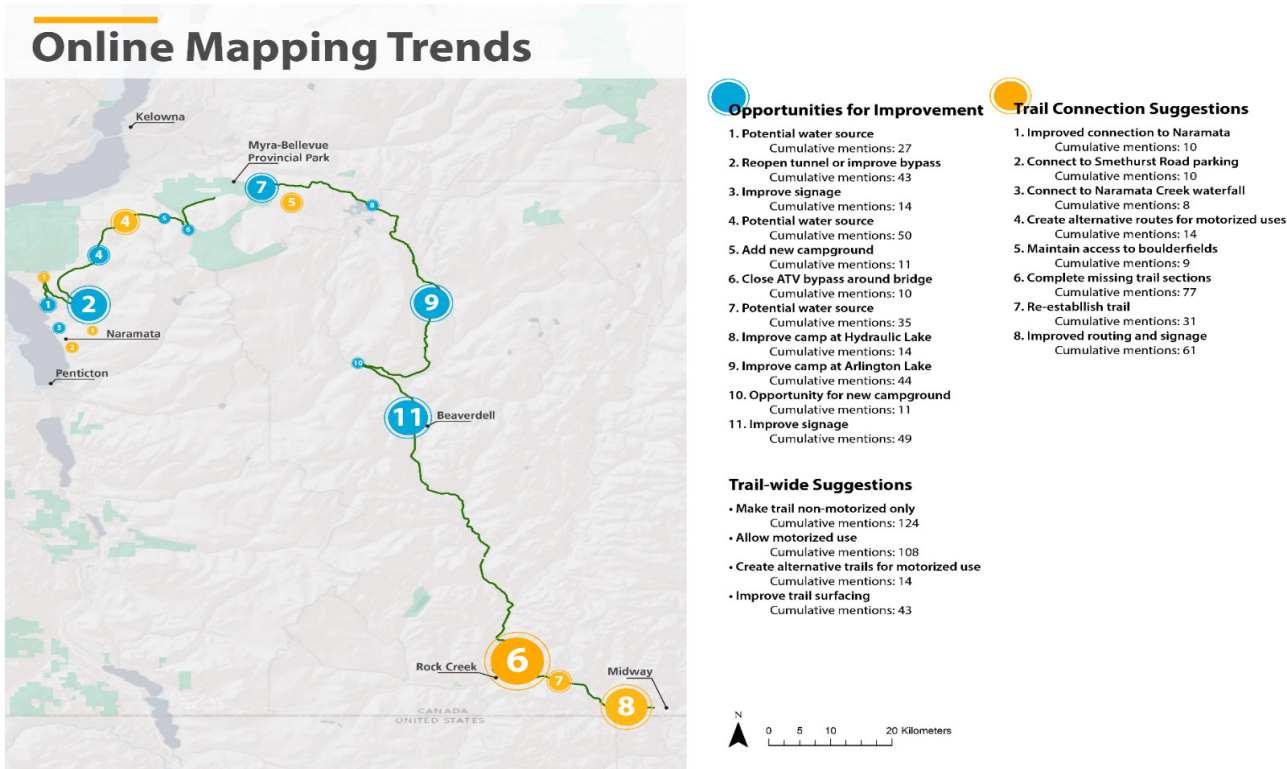
### IMPROVEMENTS

Though satisfaction is relatively high, participants in the engagement process indicated that a number of improvements are essential if the trail is to reach its world-class potential. The majority of participants in the engagement process agreed or somewhat agreed that the trail could be enhanced and that all potential actions identified in the survey are important to address.

### UNIVERSAL ACCESSIBILITY

Providing a reasonable universally accessible trail experience was identified as an important consideration by many participants. In fact, 59% of respondents to the public online survey agreed (18%) or strongly agreed (41%) that the trail should be designed and maintained to minimize barriers to trail use for people with physical and visual limitations. Meanwhile 42% of respondents strongly disagreed (24%) or somewhat disagreed (19%). Interviews with Spinal Cord Injury BC suggested that the trail tread and all facilities in and near major attractions and all amenities along the trail should be universally accessible. Though it would be ideal, it is not essential that the entire length of trail tread be universally accessible as long as the comfort and convenience amenities and accommodations along the trail are.

▼ Figure 51: Summary of online interactive mapping input



## 6.1 TOURISM SUITABILITY & MARKET READINESS

To create a successful iconic trails tourism destination, destination managers need to understand the critical success factors and evaluate the trail based on its market readiness. Destination BC has developed criteria to determine the 'market readiness' of tourism products. The three categories of market readiness include:

- Visitor Ready
- Market Ready
- Export Ready

However, these categories and their associated criteria have some limitations when applied to trails tourism. The market readiness criteria described by Destination BC are focused primarily on assisting tourism businesses to improve their capacity to attract and to meet the needs of visitors and some criteria are not directly transferable to evaluating the market readiness of trails. Using the research, professional judgment and Destination BC's market readiness criteria as a guide, the market readiness categories and criteria have been modified to better suite the evaluation of trails.

The following criteria were applied to evaluate the market readiness of the KVR Trail:

- Land Manager Approval & Authorization
- Liability Insurance
- Visitor Trip Planning Information
- Clear Gateways & Trailheads
- Quality First Impressions at Gateways
- Developed / Enhanced On-trail Attractions
- Connections and Easy Access to Off-trail Attractions
- On / Near Trail Accommodations

- Convenience & Comfort Amenities
- Visitor Services (e.g. rentals, equipment, supplies)
- Consistent Branded Wayfinding Signage
- Self-Guided Interpretation Opportunities
- Regular Trail Inspections
- Trail Tread and Corridor are in Good Condition and Appropriate for Target Visitors
- Regular Maintenance
- Regular Management Presence & Enforcement
- Adopted Management Plan

Though the KVR Trail meets, to varying degrees, some of these criteria, the majority of the trail outside of the Myra Canyon segment is considered to be visitor ready. Then entire Midway to Glenfir segment of the KVR Trail has the potential to become an Export Ready trail but investments are required to address its current shortcomings. The Myra Canyon segment is, in general, export ready. Despite being export ready, there are still important investments needed in this segment to truly provide a world class trails tourism experience.





Currently, the trail is being promoted as an export ready experience. In some cases, the experience visitors are having on the trail are not consistent with the marketed experience and brand promises. This can pose considerable risk to the KVR Trail's brand.



## MARKET READINESS

---

### Visitor Ready

Refers to a trail experience which may or may not offer the most basic or rudimentary infrastructure and amenities for visitors and limited to no trip planning, wayfinding and visitor information. Approvals, authorizations and insurance may or may not be in place and trail inspections may or may not be occurring. These trail are relatively undeveloped, have limited to no active management and maintenance and are likely known primarily by locals and short-haul domestic travelers.

### Market Ready

Refers to a trail experience that meets the visitor ready criteria and is currently being marketed to potential visitors in domestic markets. This trail experience provides moderate levels of infrastructure, amenities and supporting services. Local guides and tourism operators may be

offering services along the trail. Regular inspections, maintenance and active management are occurring. Approvals, authorizations and insurance are in place and some trip planning information may be available on the internet, through local clubs and visitor information centres. Some marketing of the trail is occurring.

### Export Read

Refers to a distinctive or 'iconic' trail experience that meets the criteria of both visitor and market ready but has the potential to attract long-haul international travelers. Trip planning information, infrastructure, amenities and supporting services are in place and are exceptional. Local tourism operators offer diverse services along the trail and the trail is consistently and regularly marketed to target markets. The trail is actively and successfully managed to deliver and maintain the desired trail experience.

## 6.2 OPPORTUNITIES & CHALLENGES

Despite being a provincially unique asset, this segment of the KVR Trail has tremendous unrealized recreation and tourism potential. There are many opportunities to enhance the visitor appeal and market readiness of the trail. While, at the same time, there are numerous challenges that will need to be overcome if the KVR Trail is to reach its place on the stage with other world-class trails. The most notable opportunities and challenges include:

OPPORTUNITIES	CHALLENGES
<ul style="list-style-type: none"> <li>• Create a world-class signature rail trail that exceeds the expectations of visitors</li> <li>• Resolve historical trail use conflicts and establish a clear management structure for the trail</li> <li>• Increase visitation, visitor spending and the benefits the trail brings to adjacent communities</li> <li>• Connect visitors to and compel visitors to explore adjacent communities</li> <li>• Strengthen the consistency and quality of on-trail accommodations, attractions, amenities and services from Midway to Glenfir</li> <li>• Share the history of the KVR Corridor outside of the Myra Canyon</li> <li>• Elevate the visitor experience by: <ul style="list-style-type: none"> <li>• Enhancing the focus on the natural assets, ecosystems and wildlife along the trail</li> <li>• Sharing the culture and traditions of local Indigenous peoples through authentic Indigenous experiences</li> <li>• Connecting visitors to off-trail attractions</li> </ul> </li> <li>• Create more memorable first impression gateways and make it easier to get onto the trail</li> <li>• Improve the universal accessibility of the trail and attract this niche market</li> <li>• Continue to integrate and package trail tour operators with other accommodations, visitor attractions and amenities in the region</li> <li>• Enhance the accessibility of and create a single authoritative source for trip planning and visitor information</li> <li>• Establish clear leadership, coordination and sufficient resourcing and capacity for trail development and management</li> </ul>	<ul style="list-style-type: none"> <li>• Condition of the trail tread in some segments</li> <li>• Extreme heat and associated challenges during peak season</li> <li>• Environmental sensitivity and importance of the corridor and adjacent lands</li> <li>• Historic and cultural resources along the trail</li> <li>• Lack of leadership and coordination of trail development and management</li> <li>• Unresolved user conflicts and incompatible recreation goals</li> <li>• Conflicts with adjacent private landowners</li> <li>• Tenure holder use of the trail as a road</li> <li>• Connectivity and accessibility of the trail from Kelowna and condition of access roads</li> <li>• Trail's use as a secondary road / emergency route between Penticton and Kelowna and its use for industrial access</li> <li>• Engrained public uses that do not align with tourism needs</li> <li>• Political support to ensure needed resourcing and capacity is available to upgrade and manage the trail</li> <li>• Lack of regulation and political support for regulation of trail use and visitor management</li> <li>• Quality and market readiness of the trail, amenities and accommodations</li> <li>• Lack of attractions and amenities</li> </ul>



## 07 THE BLUEPRINT

### 7.1 EXCEPTIONAL VISITOR EXPERIENCES

“A tourism product is what you buy; a tourism experience is what you remember” (Destination Canada, 2015). Realizing the tourism potential of the KVR Trail requires a diligent focus on delivering exceptional visitor experiences. As an industry, tourism has turned its attention away from selling commodities, products and services and has become precisely focused on the design and delivery of engaging, authentic and memorable experiences. As visitor experiences enabled on the trail move up the experience spectrum (see Figure 52), the competitive position of the trail will increase and so too will the ability to seek increased prices for the experiences which will, in turn, generate greater economic returns and benefits to communities along the trail. With some exceptions around Myra Canyon and Little Tunnel, the trail currently offers a marginal visitor experience. However, going forward, focused attention will be on how the trail

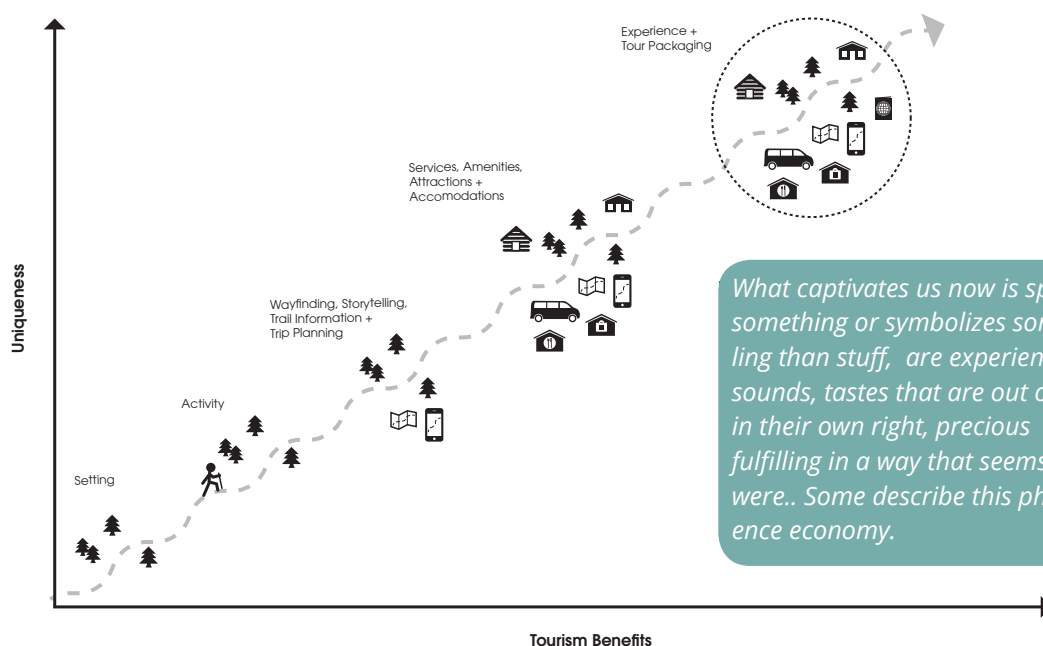
“

*A tourism product is what you buy, a tourism experience is what you remember.*

”

can be managed and experiences developed to facilitate exceptional Kettle Valley Rail Trail visitor experiences through experiential travel. “Experiential travel engages visitors in memorable travel activities that are inherently personal. It involves all senses, and makes connections on a physical, emotional, spiritual, social or intellectual level. It is travel designed to engage visitors with the locals, set the stage for conversations, tap the senses and celebrate what is unique” (Destination Canada, 2015). Experiential travel is an opportunity to inspire visitation to the trail by creating experiences that connect travellers to the trail, its environment, its history, local Indigenous communities and the people that live in nearby communities.

▼ **Figure 52: Trails tourism experience spectrum adopted from Tourism Vancouver Island**



## 7.2 A FUTURE VISION

A vision is a clear articulation of a desired future state. The vision serves as a touch stone on which this master plan was developed and future decisions about the trail will be made.

### Non-motorized use includes....

- Walking / Hiking
- Cycling / Fat biking / Mountain biking / Electric-assist
- Equestrian (wagons excluded)
- Small-wheeled (e.g. longboards, skate boards)

## IMAGINE THIS...

“

*The KVR Trail from Midway to Penticton is a world-class non-motorized long-distance trail experience. Recognized and cited by visitors as a must-experience destination, the trail inspires higher yield short and long-haul markets to choose the Thompson Okanagan Region in the peak and shoulder seasons. Visitors enjoy a range of experiences from multi-day long distance tours for the seasoned adventurer to shorter excursions suitable to the first timer. Delivering an exceptional experience to every visitor, the trail connects a fascinating mix of communities, beautiful landscapes, unique attractions, railway and settlement history, and Indigenous culture. Seamlessly integrated with other nearby visitor activities and attractions, visitors routinely extend their stay to take part in an endless mixture of outdoor recreation, nature observation, cultural, culinary, winery and event options. Embracing our region's Sustainable Tourism Destination accreditation, the trail is effectively and sustainably managed, well resourced and strongly supported by the local and regional communities through which it passes.*

”





## 7.3 DESIRED OUTCOMES

Within the next 10 years, the KVR Trail will be...

### Actively Managed for Recreation & Tourism

... Recognized and managed, first and foremost, as a recreation trail and tourism destination. The KVR is not a road or secondary means of transportation. Non-recreation and tourism use of the trail may continue to occur on specific segments but will be actively managed in a way that puts the quality of the recreation and tourism experience first in all decisions that affect the trail and trail use.

### World-Class Export-Ready Visitor Experience

... One of the top 10 rail trail experiences in North America and the flagship rail trail experience in the Province. As an export-ready visitor experience, the trail will be recognized as a “must-do” rail trail experience for visitors from near and far. And, this segment of the KVR Trail will further enhance the regional appeal and brand recognition of the larger provincial rail trail networks including the Columbia-Western, Okanagan Rail trail and recently purchased rail corridor between Armstrong and Sicamous. Collectively, this network will be a major economic driver and world class experience.

### Maximizing the Benefits to Local Communities

... Delivering greater benefits and return on investments to local communities and the region. Visitation, visitor spending, length of stay will have increased. And, with emphasis on shoulder season travel, the trail will increase travel in shoulder seasons; thereby, helping off-set the major seasonal travel patterns in the region.

### OUTCOME...

The changes or benefits that result from implementation of the plan.

### Resolved Conflicts

... Renowned as a promising practice for how motorized and non-motorized recreation enthusiasts can work together to resolve inter-activity conflicts and find opportunities to optimize both motorized and non-motorized recreation and tourism potential. The number of reported conflicts on the trail between trail users and with adjacent landowners and tenure holders will have greatly decreased and the instances of active collaboration and cooperation will have increased. The number of reported vandalism and theft issues will have also decreased.

### Minimizing Undesirable Environmental and Cultural Impacts

... Successfully managing the negative impacts of trail development and visitation on environmentally sensitive areas and historic resources. Visitation and enjoyment of the trail will help to strengthen the conservation ethics of visitors and contributions will be made by tourism operators and others to support habitat restoration and other conservation improvements where appropriate along the trail.

### Growing Stewardship and Local Support

... Valued and supported by the local communities, the region and adjacent landowners and tenure holders as an asset that brings valuable social, economic, cultural and environmental benefits to the region and each community along the trail. This support will have translated into a strong and active stewardship community who are directly engaged in the stewardship of the trail and nearby motorized recreation areas.

### DESIRED OUTCOMES

---



**World-Class Export-Ready  
Visitor Experience**

---



**Maximizing the Benefits  
to Local Communities**

---



**Resolved Conflicts**

---



**Minimizing Undesirable  
Environmental and  
Cultural Impacts**

---



**Growing Stewardship  
and Local Support**

### VISION

---

*The KVR trail is a world-class non-motorized long-distance trail experience. Recognized and cited by visitors as a must-experience destination, the trail inspires higher yield short and long-haul markets to choose the Thompson Okanagan Region in the peak and shoulder seasons. Visitors enjoy a range of experiences from multi-day long distance tours for the seasoned adventurer to shorter excursions suitable to the first timer. Delivering an exceptional experience to every visitor, the trail connects a fascinating mix of communities, beautiful landscapes, unique attractions, railway and settlement history, and Indigenous culture. Seamlessly integrated with other nearby visitor activities and attractions, visitors routinely extend their stay to take part in an endless mixture of outdoor recreation, nature observation, cultural, culinary, winery and event options. Embracing our region's Sustainable Tourism Destination accreditation, the trail is effectively and sustainably managed, well resourced and strongly supported by the local and regional communities through which it passes.*

### PRIORITIES

---

- Regulate the Use of the Trail
- Enhance Nearby Off-Road Vehicle Trail Networks
- Improve the Trail's Tread and Maintenance of the Trail
- Enhance the Major Gateways and Trailheads
- Make the Connections to Adjacent Communities & Off-Trail Experiences
- Enhance the Condition of the Primary Access Routes to the Trail
- Improve Signage & Wayfinding
- Diversify and Enhance the Supply of On-trail Accommodations
- Animate the Trail Experience
- Improve and Consistently Provide Comfort and Convenience Amenities
- Actively Manage Visitor Use, Impacts and Safety
- Improve the Universal Accessibility of the Trail
- Motivate Visitors to Experience the Trail and the Region to Support the Trail
- Minimize the Impacts of Trail Development and Use on Wildlife and the Environment
- Minimize Impacts of Trail Use on Adjacent Landowners & Tenure Holders
- Confirm the Governance Model & Enhance Local Partnerships & Stewardship
- Enhance Resourcing and Capacity



## 7.4 PRIORITIES

Realizing the trail's true tourism potential and achieving the outcomes that have been set requires a comprehensive plan with clear priorities and actions. The input received through the engagement process together with the factors that are critical to ensuring a world-class trails tourism experience and an exceptional local recreational trail were used to inform the following priorities and actions. Efforts have been made to address the competing interests in the trail in a fair and reasonable way. Each identified priority contains multiple actions that have been prioritized and should be implemented over the next ten years.

The priorities and actions are described in the following sections.



### REGULATE THE USE OF THE TRAIL

The importance of non-motorized and ORV recreation opportunities to residents of region, and the role the KVR Trail currently plays in providing these opportunities, is understood and was clearly communicated by participants in the engagement process. Similarly, the potential for both non-motorized and ORV trail-based tourism to create positive benefits for host communities is understood and recognized. Both non-motorized and ORV trails tourism can be viable industries in the region and can be delivered in ways that contribute to the region's tourism priorities and align with the region's sustainability commitments. However, the engagement process and examples reviewed throughout North America and abroad raised clear concerns about the viability of building a world class non-motorized / cycling visitor experience on a trail that embraces significant ORV use. Similarly, concerns emerged about the viability of developing a world-class ORV trail experience on the KVR Trail given that the KVR Trail does not exhibit the design conditions typically associated with appealing ORV trail destinations. Instead, the KVR Trail is flat, straight, overly easy and considered boring for many ORV users.

### A NOTE TO READERS

As a comprehensive plan, numerous priorities have been identified but the timing of implementation will vary. Some priorities (e.g. regulating trail use) are deemed to be critical to the ability of the trail to become a world class destination while others actions may be considered by some to be of secondary importance. Regardless of the opinions and the identified implementation scheduling, all priorities and actions are critical success factors and need to be implemented if the true tourism potential of the KVR Trail is to be realized.

This plan is premised on the fact that, though both ORV and non-motorized trails can generate viable and positive tourism industries in the region, the true tourism potential of both industries cannot be optimized on the same trail. It is understood that ORV enthusiasts in the region are willing to share the trail with non-motorized users through a mixed-use trail management approach. However, many non-motorized users clearly articulated that the presence of ORV use negatively impacts the quality of the non-motorized experience in a major way and the trail tread is becoming very challenging due, in part, to the prevalence of ORV use. In many cases, these impacts displace local non-motorized users to other trails that better meet their goals and prevent the ability for a non-motorized tourism industry to develop. ORV users typically tolerate non-motorized users because they have limited direct impact on the ORV user experience. However, for the non-motorized user, the presence of ORVs, especially higher levels of ORV use, increase concerns about noise, dust, safety, wildlife disturbance and tread conditions and can make the trail experience feel more like an undesirable road experience. The reality is that the trails tourism industry is highly competitive. Given the supply of incredible trail experiences available around the world, more discerning and higher-yield trails tourists who seek a non-motorized experience will almost certainly choose trails that are not mixed-use. This means that, under a mixed-use



Photography by: Mccullough

## IMPORTANT DEFINITIONS

### On-Highway Vehicles Are:

Motor vehicles, including dual sport motorcycles, that are licensed and permitted to travel on highways and roadways.

### Off-Road Vehicles Are:

- Snowmobiles
- All-terrain Vehicles ("quads")
- Off-road Motorcycles
- Side-by-Sides (argos, razors, rhinos etc)

management approach, the true non-motorized tourism potential of the KVR Trail cannot be realized.

With an adjustment to the uses of the trail, development of a world-class non-motorized experience is much more feasible than creating the conditions necessary for a world class ORV trail. In response to this reality, this plan establishes a management framework that will enhance the quality of local non-motorized and ORV recreation and provide opportunity for both industries to optimize their tourism potential, but on separate trails. Therefore, the long-term intent is for the Midway to Glenfir segment of KVR Trail to be regulated and managed predominantly as a non-motorized recreation trail and world-class tourism attraction. The corridor is not, and will not, be managed primarily as a

roadway or ORV trail though, where no other options exist, limited ORV and on-highway vehicle access will be enabled and actively managed.

At the same time, it is absolutely recognized that this long-term vision should not be realized at the expense of ORV recreation opportunities and the ORV tourism industry or by eliminating on-highway vehicle access to pre-existing tenures or attractions along the trail that would otherwise be inaccessible (e.g. Boulderfields). The plan lays out clear actions that will need to be taken to enhance ORV recreation opportunities, provide enhanced road accesses, ensure existing tenure holders can continue to access their existing tenures and people can continue to access major attractions via the trail that would otherwise be inaccessible (e.g. the Boulderfields). The plan also recognizes that in order to minimize the impacts to ORV users, the evolution of the trail to a non-motorized trail will need to be phased in and key changes to the management approach should not be taken until certain critical actions are implemented. Though challenging for all interests, this approach is fair, reasonable and will allow both the non-motorized and ORV trail tourism industries the opportunity to succeed and collaborate.

The use of the trail should be regulated through implementation of the following phased actions.

### ELECTRIC-ASSIST...

Electric powered modes of travel are considered mechanized if they are electric assist. Modes of travel that remove, or are capable of removing, the need for the enthusiast to use at least some muscle power to propel themselves are considered motorized.

Electric powered mobility aids, used by people with legitimate mobility impairments, are also considered mechanized for the purposes of this plan.



## Phase 1 (years 1 – 2) - On-highway Vehicles (See Figure 53)

### ACTIONS

- 1 With the exception of Dual-sport motorcycles, on-highway vehicle use should be prohibited between Midway north to the Boulderfields. This closure supports local efforts to control on-highway vehicle access to the trail in the Boundary and improves public safety given the narrow trail tread and corridor, frequent rock falls and tree falls and the inability for on-highway vehicle users to safely turn around on many segments of the trail. Portions of the trail that occur on-road will remain accessible to on-highway vehicles.
- 2 Continue to permit On-highway vehicle use from the Gillard FSR to the Boulderfields. Sign, manage and maintain this segment as a “shared-use road” in accordance with relevant roadway standards and guidelines in order to mitigate potential for conflicts and safety risks between recreational users and on-highway vehicles. A transportation safety assessment should be completed on this segment to identify opportunities to improve the safety and manage risk associated with mixed-use. This management approach should continue, over the long-term, until such a time as a new reasonable road connection could be made to the Boulderfields from the Gillard FSR. Currently, there are a number of rough forestry permit roads that could potentially be connected, upgraded and designated as a FSR to provide access to the Boulderfields. While this option would limit on-highway vehicle travel on this short section of the KVR Trail, the feasibility of this option is questionable as it would require the construction of approximately 1km of new road to connect existing permit roads and the upgrading of approximately 4-5 km of existing road. It would also require climbers and others looking to access the Boulderfields to drive an additional 12-14km further per trip. The considerable investment in creating this connection may be better invested in the KVR Trail to manage the mixed-use segment and make other more substantive improvements that will truly enhance the tourism potential of the trail.
- 3 Excluding the Gillard FSR to Boulderfields, Glenfir to Little Tunnel and other on-road segments, a seasonal temporal restriction of all motorized vehicles (on-highway and off-road vehicles) should be implemented across the trail to provide non-motorized tourism operators the opportunity to demonstrate the non-motorized tourism potential of the trail and to provide non-motorized users the opportunity to enjoy the trail without disturbance from motorized users. The temporal restriction should be implemented over a one month period between August and September. Exact timing should be determined through further discussions with tourism operators and Off-Road Vehicle clubs in the area. Tourism operators, motorized clubs, non-motorized clubs, FLNRORD and TOTA should collaborate on implementing the restriction.

#### ACTIONS SHOULD NOT BE TAKEN UNTIL THE FOLLOWING CONDITIONS OF IMPLEMENTATION ARE MET

- Province executes a recreation order prohibiting on-highway vehicles in proposed closure areas and during the temporal restriction.
- An agreed upon ownership structure has been established for the Ratnip Creek bridge re-development.
- Launch public education and compliance campaign to educate the public and trail users about the Phase 1 changes to trail regulation and the long-term plan for regulating trail use.

- 4 A new on-highway vehicle road connection to Chute Lake along the Gillard FSR and Gorman Brothers permit roads should be developed and strongly promoted as the alternative to the KVR Trail. The government should acquire the permit roads from the Gorman Brothers and designate, manage and maintain the permit roads as a Forest Service Road. Consultations with Gorman's Brothers confirmed the company has limited planned harvesting operations in this area and may be interested in divesting of these permit roads which are planned for decommissioning. Upgrades must be made to the road surfacing to ensure the road is passable in the non-winter months by all on-highway vehicle types that currently travel the KVR Trail. The road, when improved, will serve as a secondary emergency access between Penticton and Kelowna, maintain access to recreational properties, provide easy access to a major tourism development, enhance recreational access to nearby trails and areas and provide an alternative for on-highway vehicles that currently drive the KVR Trail for transportation.
- 5 Continue to permit on-highway vehicle access from Glenfir to the Little Tunnel Parking Lot as was determined in RSTBC's 2013 Kettle Valley Rail Trail Development Concept Plan. Sign, manage and maintain this segment of the KVR corridor as a shared-use road in accordance with relevant roadway standards and guidelines in order to mitigate potential for conflicts between recreational users and on-highway vehicles.
- 6 Determine a viable ownership structure with the RDOS and FLNRORD and re-develop a bridge over Ratnip Creek to re-establish a road connection from Chute Lake Road to the Chute Lake Recreation Site, the Elinor Forest Service Road and Gorman Brothers Permit Roads / future Gillard FSR.
- 7 On-highway vehicle access to pre-existing tenures should continue to be permitted but under strict conditions that protect the integrity of the trail and minimize impacts to the visitor experience and visitor safety. On-highway vehicle access to existing tenures should be permitted for the term of the existing tenure. Tenure renewals should be evaluated to determine if access to the tenure is available elsewhere and, if so, the tenure holder should be required to use that access rather than the KVR Trail. If alternative access is not readily available or can not be reasonably created, on-highway vehicle access to renewed tenures should be permitted along the KVR Trail but in accordance with the conditions of access. As new tenures are allocated, on-highway vehicle access to the tenures via the KVR Trail should not be permitted.
- 8 Develop and implement a standard schedule of conditions to which existing tenure holders must comply if using the KVR Trail to access their tenures. Key issues to be addressed in the schedule of conditions include:
  - Existing tenure holders, and new tenure applicants, should provide evidence as to why the KVR Trail is the only reasonable access route to access the tenures. All efforts should be made to promote alternative access options off of the KVR Trail.
  - If damaged, tenure holders should return the trail tread to the pre-disturbance conditions that are suitable for recreational use of the trail and this should be required to be addressed immediately to avoid disruptions to the trail experience.
  - Prioritizing access to the tenures during non-peak seasons to the extent possible.
- 9 Undertake a review of all gates and access controls on the trail. Identify whether the gates and controls are a) legal, b) necessary based on this plan and c) if necessary, how they can be improved to ensure they are effective in their purpose. Implement a standard set of gates and access controls that accommodate the permitted trail users and can be easily operated by trail users.



## Phase 1 (years 1 – 2) - Off-Road Vehicles (see Figure 53)

### ACTIONS

- 1 Excluding the Glenfir to Little Tunnel segment, a temporal restriction of all off-road motorized vehicles should be implemented across the trail to provide non-motorized tourism operators the opportunity to demonstrate the non-motorized tourism potential of the trail and to provide non-motorized users the opportunity to enjoy the trail without disturbance from motorized users. The temporal restriction should be implemented over a one month period between August and September. Exact timing should be determined through further discussions with tourism operators and Off-Road Vehicle clubs in the area. Tourism operators, motorized clubs, non-motorized clubs, FLNRORD and TOTA should collaborate on implementing the restriction.
- 2 In the interim, and with the exception of the temporal restriction, ORVs under 72" in width and off-road / dual sport motorcycle use should continue to be permitted on the trail until phase 3.
- 3 Over the long-term, continue to permit snowmobiling use of the KVR Trail, as snow conditions permit, between Glenfir and the Wilkinson Ck Forest Service Road.
- 4 Recognizing that a master plan was prepared for the Smethhurst ORM network, prepare Trail Master Plans for each of the remaining ORV networks adjacent to the KVR Trail (see Figure 53 for priority areas). The master plans should:
  - Identify critical connections (e.g. gaps in trails, connections to major attractions)
  - Identify staging areas and other infrastructure needs
  - Identify signage needs
  - Ensure that where adjacent ORV (ATV, Side by Side ORM) and snowmobile trail systems rely on the KVR Trail to complete ORV trail loops and circuits, new connections off the KVR Trail are identified and the number of ORV trail crossings of the KVR Trail are limited to the minimum necessary to enable ORV users to reasonably connect the ORV trail networks.

#### ACTIONS SHOULD NOT BE TAKEN UNTIL THE FOLLOWING CONDITIONS OF IMPLEMENTATION ARE MET

- Province executes a recreation order prohibiting ORV use on the trail during the temporal closure period.
- Launch public education and compliance campaign to educate the public and trail users about the Phase 1 changes to trail regulation and the long-term plan for regulating trail use.

## Phase 2 (Years 3-5) - On-Highway Vehicles (See Figure 54)

### ACTIONS

- 1 Following the extension and upgrade of the Gillard FSR / Gorman Brothers Permit Road, on-highway vehicle access from the intersection of the Gillard FSR to Glenfir should be prohibited. However, recreation residential tenure holders should be permitted to access their cabins along the KVR Trail from the Chute Lake Road to Elinor FSR connection until the bridge and road over Ratnip Creek to the Elinor FSR is developed.
- 2 Develop a network of rest stops / viewpoints and motorized trail staging areas as appropriate along the Gillard FSR / Gorman Brothers permit roads to enhance the recreational value of the road and provide access to planned motorized trail networks.

#### ACTIONS SHOULD NOT BE TAKEN UNTIL THE FOLLOWING CONDITIONS OF IMPLEMENTATION ARE MET

- Province executes a recreation order prohibiting on-highway vehicles in proposed closure areas and during the temporal restriction.
- Gorman Brothers transfer, and the Province accepts, the permit road tenures and designates the current permit roads as a Forest Service Road.
- The Province upgrades the road surfacing to an all-weather road that is drivable by all on-highway vehicle types that currently travel the KVR Trail providing a functional connection between Chute Lake and Kelowna.
- Launch public education and compliance campaign to educate the public and trail users about the Phase 2 changes to trail regulation and the long-term plan for regulating trail use.

## Phase 2 (Years 3-5) - Off-Road Vehicles (See Figure 54)

### ACTIONS

- 1 Continue to implement the temporal restriction of off-road vehicles across the trail to provide non-motorized tourism operators the opportunity to demonstrate the non-motorized tourism potential of the trail and to provide non-motorized users the opportunity to enjoy the trail without disturbance from motorized users. The temporal restriction should be implemented over a one month period between August and September. Exact timing should be determined through further discussions with tourism operators and Off-Road Vehicle clubs in the area. Tourism operators, motorized clubs, non-motorized clubs, FLNRORD and TOTA should collaborate on implementing the restriction.
- 2 In accordance with the Trail Master Plans, begin implementation of the plans to enhance the ORV (ATV, Off-road / dual sport motorcycle and snowmobile) trail networks that are immediately adjacent to the KVR Trail (e.g. Kelowna ATV Club network, Smethurst Motorcycle Trail network, McCullough Snowmobile Trail network) to make these networks more appealing to ORV enthusiasts and to help stimulate the ORV tourism industry (see Figure 48).

#### ACTIONS SHOULD NOT BE TAKEN UNTIL THE FOLLOWING CONDITIONS OF IMPLEMENTATION ARE MET

- Trail Master Plans are developed for the ORV networks.



### Phase 3 (Years 5+) - On-Highway Vehicles (see Figure 55)

#### ACTIONS

- 1 Following development of the bridge over Ratnip Creek and the road connection between Chute Lake Road and Elinor FSR / Gillard FSR, prohibit on-highway vehicle access on the KVR Trail between Chute Lake Lodge and the recreational residential cabin tenures at the west end of Chute Lake.

#### ACTIONS SHOULD NOT BE TAKEN UNTIL THE FOLLOWING CONDITIONS OF IMPLEMENTATION ARE MET

- The bridge and road connection from Chute Lake Road to the Elinor FSR / Chute Lake Recreation Site is established providing a function connection to the recreational cabins, Chute Lake Recreation Site, Gillard FSR and the Elinor FSR.
- Regulatory signage and access controls are installed.

### Phase 3 (Years 5+) - Off-road Vehicles (see Figure 55)

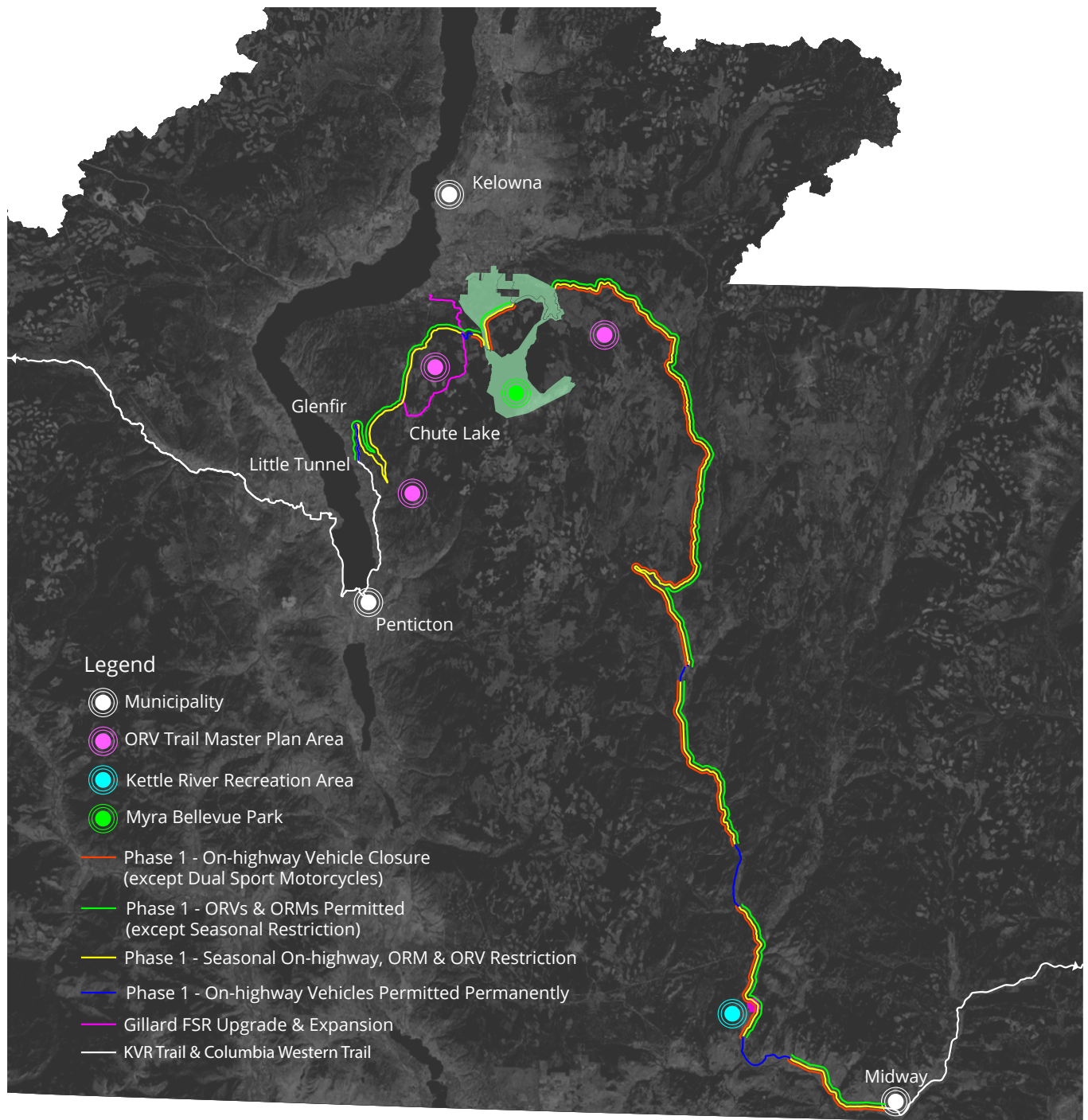
#### ACTIONS

- 1 Following completion of the ORV trail master plans and early implementation of priorities, ORV access on the KVR Trail should be prohibited. However, where creation of physical connections between networks on each side of the KVR Trail is not possible, limited use of the KVR Trail by ORVs may be considered as a last resort and solely for the purpose of making the connection.

#### ACTIONS SHOULD NOT BE TAKEN UNTIL THE FOLLOWING CONDITIONS OF IMPLEMENTATION ARE MET

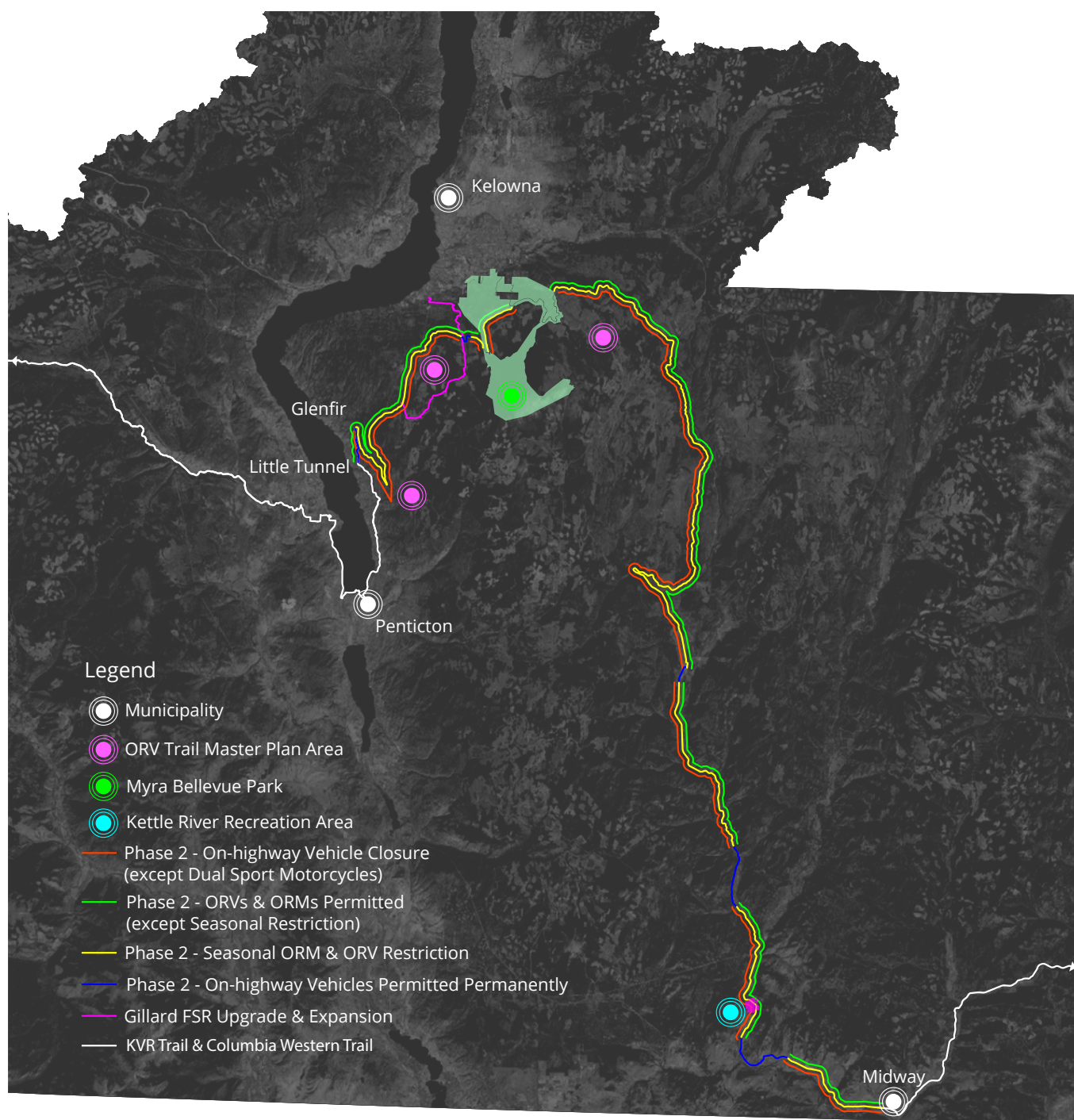
- Province executes a recreation order prohibiting on-highway vehicles in proposed closure areas and during the temporal restriction.
- ATV and ORM trail areas have been reasonably enhanced. Looped connections have been developed and connections to major attractions along the KVR Trail have been established.
- Regulatory signage and access controls are installed.
- Launch a public education and compliance campaign to educate the public and trail users about the Phase 2 changes to trail regulation and the long-term plan for regulating trail use.

▼ Figure 53: Phase 1 concept maps showing the phasing of the rules

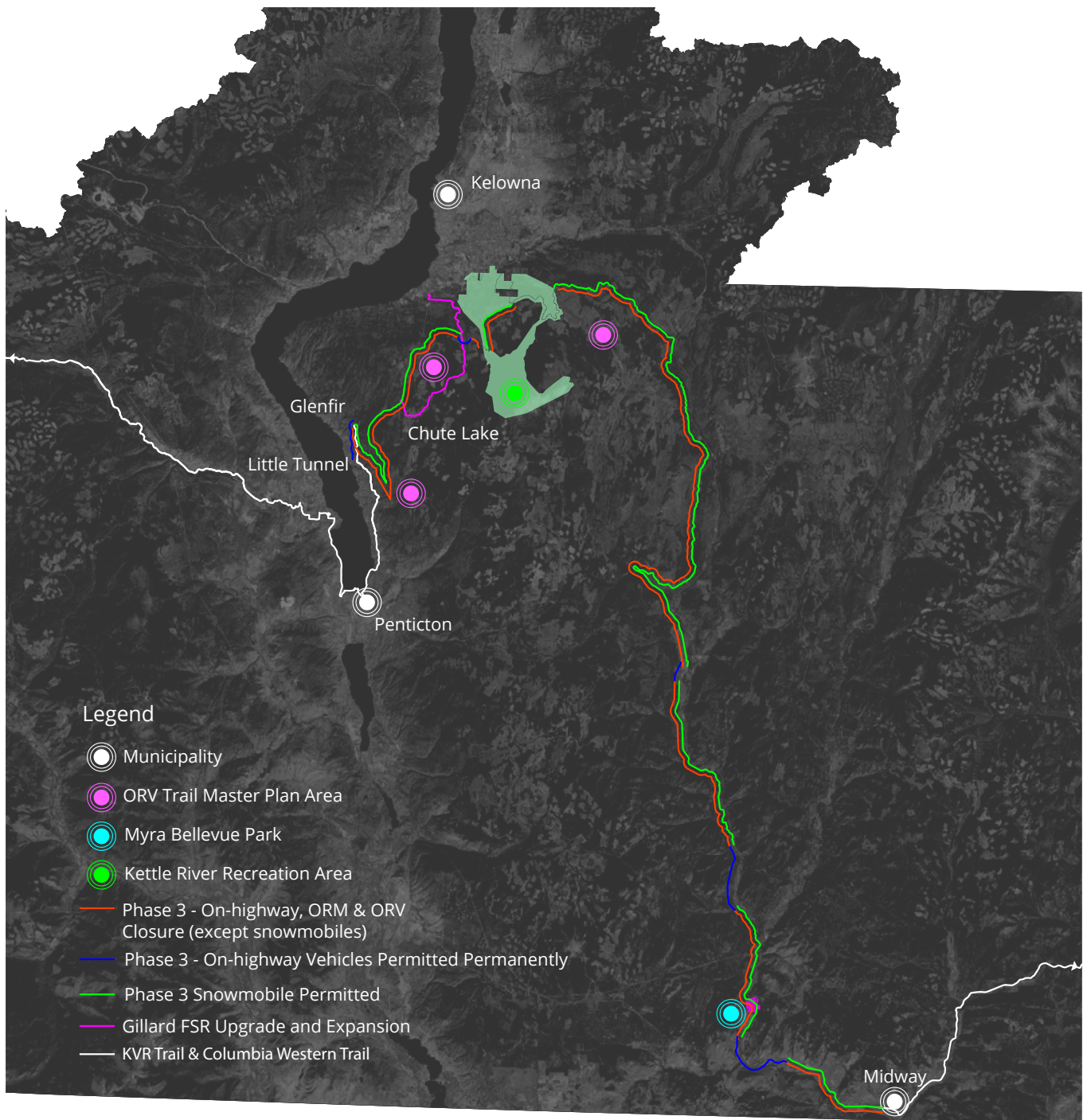




▼ Figure 54: Phase 2 concept maps showing the phasing of the rules



▼ Figure 55: Phase 3 concept maps showing the phasing of the rules







## ENHANCE NEARBY OFF-ROAD VEHICLE TRAIL NETWORKS

The KVR Trail and the areas adjacent to it have long been enjoyed by local ORV enthusiasts. Input from the engagement process indicated that, for the most part, the KVR Trail serves primarily as a connection to and between many of the ORV and snowmobile riding areas rather than serving as the highlight of the ORV trail experience in the area. Though the non-motorized tourism potential of the KVR Trail cannot be realized when ORV's are a dominant user of the trail, ORV recreation is a legitimate recreational activity that should be planned for and could be enhanced adjacent to the KVR corridor. Through this planning process, it became clear that some stakeholders are interested in enhancing ORV tourism and recreation in the region. It is fully understood that the success of the KVR Trail as a world class non-motorized tourism destination will rely, in part, on collaboration with the ORV community and helping the ORV community enhance the recreation quality and tourism appeal of the nearby ORV trail networks. As such, it is necessary to continue to focus efforts and investments on planning and enhancing adjacent ORV trail networks including the Smethurst ORM network, Kelowna ATV club's Chute Lake and Gillard FSR networks and the McCullough Snowmobile Trails. In cases such as Smethurst ORM network, FLNRORD and the South Okanagan Dirt Bike Association have completed a master plan and are already working together to enhance riding opportunities. In all cases, development and enhancement of the ORV networks will need to be a team effort. Though FLNRORD will need to play an important leadership role, the ORV enthusiasts and clubs will also need to continue work as local stewards of the ORV networks and actively support the management and maintenance of the trail networks through partnership agreements.

### ORV Market

**125,000** ORV riders in BC

**495,000** ORV riders within a single day drive of BC

### ORV Trail Tourism Success Stories: Hatfield-McCoy ORV Trail in West Virginia

- **\$22 million / yr (USD)** in total estimated economic impact in 2014
- **74% increase** in total economic impact since 2006
- **\$455,000** in state & local tax revenue
- **45% increase** in accommodation providers
- **44% increase** in food & beverage payroll
- **22** direct FTEs employed on the trail & 237 FTEs across the state are supported
- **9%** of riders are local
- **91%** of riders from Canada & rest of US
- **97%** of riders would recommend the trail to others

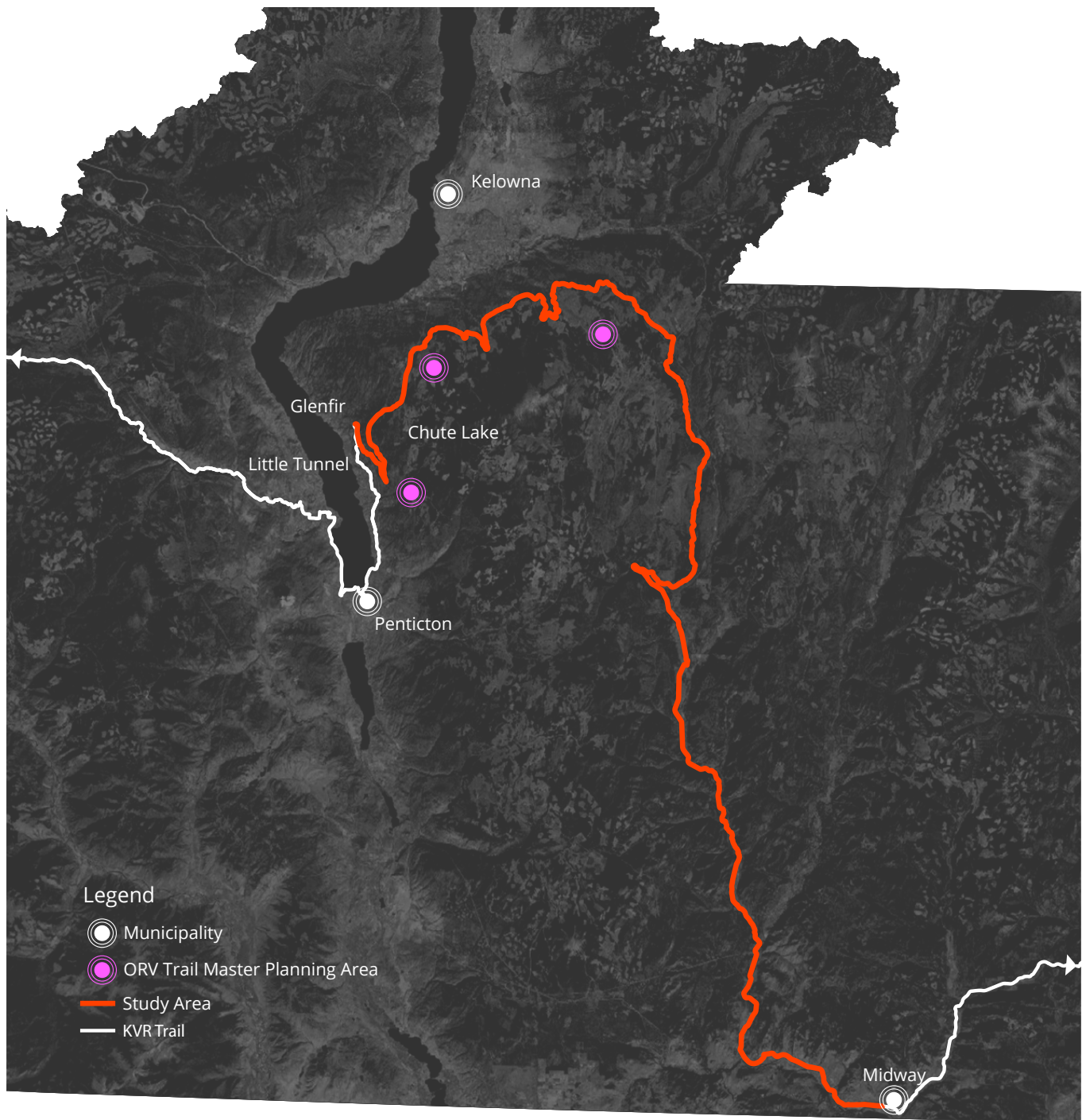
### Bear Creek OHV Recreation Site Success Story

The Bear Creek OHV Recreation Site, managed by the Okanagan Trail Riders Association, is an 85,000 acre designate OHV area with over 350 km of planned trails for ATV's and off-road motorcycles. A world-class motorized destination, the area offers riding for all ages and abilities and attracts thousands of visitors from across the province and beyond each year.

<https://trailsheaven.com/about-the-trails/economic-impact-report/>



▲ *Figure 56: ORV Trail Master Planning Areas*





To enhance the nearby ORV trail networks and minimize overlaps with the KVR Trail, the following actions should be implemented:

**Actions:**

1. Support should be provided to the local ORV and snowmobile clubs to officially designate, where they haven't been already, ORV trails and establish partnership agreements.
2. Support should be provided to the local ORV clubs to enable the preparation and implementation of trail master plans for the networks. The master plans should identify:
  - Ecological, historic resource and land-use constraints to enhancing the networks
  - New alignments to address gaps in the networks and to connect to key attractions (e.g. Myra Canyon via Myra FSR parking lot, Chute Lake, Rock Ovens Regional Park, Little Tunnel)
  - Enhancements to wayfinding signage and trip planning information
  - Improvements to comfort and convenience amenities

- Locations for new staging areas that are convenient, safe and appropriately sited for the intended users
  - Locations of technical trail features and other approaches to increase seat time and enhance the experience
  - Potential locations develop on-trail / network accommodations, comfort and convenience amenities
  - Enhance marketing and promotion of the ORV opportunities to communicate these networks as ORV friendly destinations
3. Where adjacent ORV (ATV, Side by Side, Off-road / dual sport motorcycle) and snowmobile trail systems rely on the KVR Trail to complete trail loops and circuits, new connections off of the KVR Trail should be developed in accordance with the ORV Trail Master Plans. The number of ORV trail crossings of the KVR Trail should be limited and focused to the minimum necessary to enable ORV users to reasonably connect the ORV trail networks. Crossing should be designed and signed in accordance with the guidance provided in Figure 56.





## IMPROVE THE TRAIL'S TREAD AND MAINTENANCE OF THE TRAIL

### Improve the Trail Tread & Corridor

The condition of the trail tread is one of the most fundamental determinants of the quality of the visitor experience. Though not all visitor segments are affected equally by the trail tread, it is essential that the trail tread meet the needs and capabilities of the target markets and intended uses. Where the tread fails to align with the visitors needs, it will discourage visitation and negatively influence the quality of the visitor experience and, in turn, the success of the trail as tourism destination and local recreational resource. And, in some cases, the tread can provide a physical barrier for certain targeted visitor segments (e.g. visitors facing mobility challenges).

Unequivocally, the most common concern expressed by non-motorized visitors was the poor condition of the current trail tread. Though concerns were expressed throughout the trail, the greatest concerns were with the conditions from the western boundary of the Myra Bellevue Provincial Park to the Little Tunnel parking lot. Deep sand and the existence of deep puddles and wet areas within the poorly drained rock cut throughs were the most common complaints. In addition to the trail tread conditions, frequent rock falls and tree falls

“

*Quality trail experiences are realized when a trail design merges with the desired outcomes and difficulty that a user seeks in the setting in which the outcomes are realized. These variables ultimately equate to the overall level of sustainability that protects resources while simultaneously providing a user with the outcomes they seek.*

”

can render the trail nearly impassable at times. All too frequently, visitors are taking to social media and other forums to express their displeasure with conditions along the trail which is a legitimate threat to the trail's brand promise.

While not all issues need to be addressed for the trail to be functional, some improvements are required to maintain the sustainability of the trail tread and other improvements may be desired to meet the intended visitor experience objectives over time. The following table outlines solutions for the widespread trail condition issues identified and differentiates between required short-term fixes to address trail sustainability issues and/or meet target user needs and long-term options to meet the needs of those who are deterred by the current trail conditions.



Iv2trvl1124  
Penticton, Canada

39 16



Reviewed September 16, 2018

#### An Excellent Trail in poor condition.

I ride this trail daily for much of the year, but it is in poor condition in a number of places. The views are spectacular, but maintenance and repair are sadly lacking. Unfortunately, there are also safety problems because of the irresponsible behaviour of some users. Too many people do not control their dogs or clean up after them. Horses are allowed and they degrade the trail and leave big piles of dung. Some people block the whole trail when they walk or cycle side by side. Others will stop in the middle of the trail to rest or visit or take pictures and obstruct other users. It's unfortunate that the trail has these issues because it has such potential.





## Short term (years 1 - 2)

PROBLEM	ACTION	DETAILS
Loose/deep sand trail tread (3.6 km long segment south of Chute Lake)	Repair the worst loose sand area to make most of the trail suitable for wider off-road cycling tires.	Reinstate cross-trail drainage pattern and/or raised tread (see Figures 57 and 58). Reinforce the in-situ sub-grade sand soil using “geo-cell” type geotextile and cap with minimum 150 mm of imported trail surfacing aggregate.
Limited corridor clearance	Where trail is narrow or overgrown, increase vertical and horizontal trail corridor clearance to levels appropriate for the cyclists and equestrian users with the critical design parameters.	Based on the current and recommended use pattern over the first five years of this plan, provide clearance of at least 4 m width and 3.5 m height (appropriate for 1.83 m or less wide OHVs and equestrian users and easy to moderate level of challenge). The clearing limits should be as narrow as possible to allow for the design users while discouraging larger on-highway vehicles from accessing the trail.
Poorly-drained rock cut areas	Improve the trail tread and drainage wherever standing water is trapped on the trail to prevent further degradation and braiding of the trail tread and improve the user experience during spring and fall use.	Establish a raised tread trail prism in these areas and provide positive water drainage along one or both sides of the trail out of the cut areas (see Figure 57).
Rock-fall/slope stability/washout areas	Where natural hazards have impacted the tread quality and or width of the trail tread or corridor to less than 3.5 m (or the original width of the rail bed), reinstate to original rail bed width or design trail width.	For rockfall areas, clear fallen rocks and debris from the trail tread. Ongoing maintenance may be required in these areas as rockfall is likely to continue in most areas. For slope instability and washout areas, conduct detailed assessments/designs at each location to determine suitable mitigation options as each area may be subject to ongoing natural hazard.

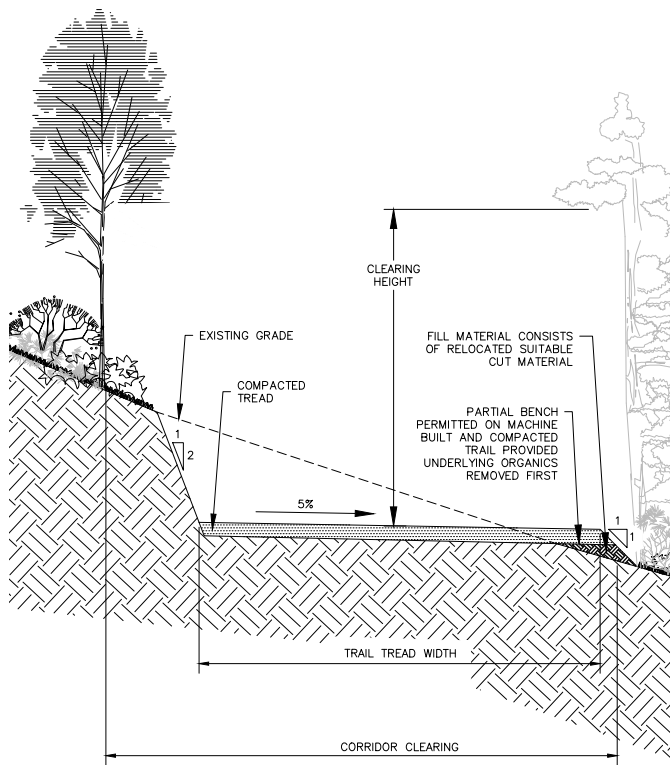


## Mid-Long-term (2+ years)

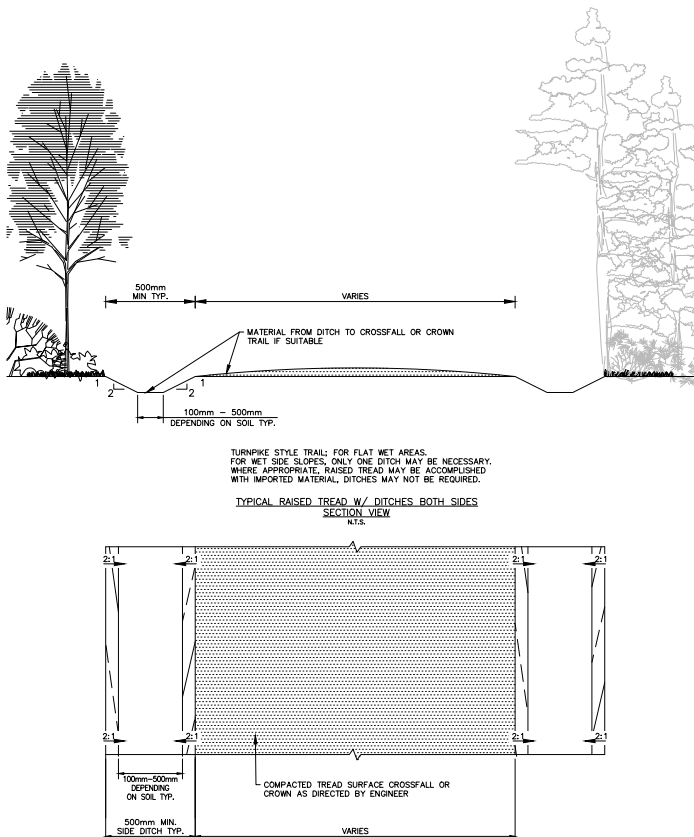
PROBLEM	ACTION	DETAILS
Loose/dusty and minor cupped/eroded trail tread	Conduct test areas (approximately 500-1000 m in length) of various trail tread improvement methods to determine the most technical feasible and cost-effective method to improve the tread conditions between Gillard FSR and Glenfir.	To meet the objectives of the trail, the entire length of the trail tread may be improved through several options. Options include 1) Grading, 2) re-surfacing, or 3) hardening with soil stabilization product such as Eco-Haul. Pilot test studies should be performed to determine the optimal option before application to the trail between Gillard FSR and Glenfir.
Rockfall areas	Conduct rockfall hazard assessments at critical hazard locations to determine appropriate mitigation measures to manage rockfall hazard in accordance with the Trail Management Objectives.	If trail usage and management objectives dictate that mitigation of rockfall hazard for public safety is required, a rockfall hazard specialist should be consulted to determine appropriate mitigative techniques. Mitigative measures may include regularly schedule rock scaling, bolting/anchoring, drilling/blasting of existing slopes to suitable angles, and/or installation of barriers, ditching, and/or fencing.
Trail tread and corridor clearance widths	As management measures are implemented to change the use of the trail over the implementation of this plan, trail tread and corridor clearance widths should be adapted to match the new trail management objective.	As motorized use is phased off the trail, the tread and corridor widths may be reduced while still meeting the requirements of the design non-motorized users. In excessively wide areas, corrals or other trail narrowing measures may be implemented. This strategy has the benefit of reducing maintenance costs over time and will help discourage unauthorized use.



▼ **Figure 57: Partial bench-cut trail cross-section**



▼ **Figure 58: Raised tread trail cross-section**



## Maintain the Trail

While some sections of the trail receive regular maintenance attention (e.g. Myra Canyon, segments through Rock Oven's Regional Park), maintenance along most of the trail has lacked consistency and coordination. The inconsistent maintenance has resulted in a highly variable visitor experience which, in many cases, does not align with the experience that is being marketed to visitors.

To date, there is no long-term specifically dedicated asset management and capital replacement fund available to address major infrastructure replacements along the trail. The absence of a proactive asset management system and capital replacement fund can result in slow responses to capital replacement needs if they occur outside of regular government budget cycles. Delayed responses to major infrastructure repairs and replacement can negatively affect the tourism industry along the trail if closures and other management responses are needed as the trail condition deteriorates. Trail managers should proactively plan for major capital replacements and need to be positioned to respond quickly if and when repair and replacements become necessary but aren't planned for.

If the tourism potential of the KVR Trail is to be optimized, the trail tread and maintenance of the trail need to be greatly improved. In addition, trail managers must be positioned to respond to infrastructure repairs and replacements in a timely fashion to avoid extended closures of impacts to the visitor experience. To do so, the following actions should be implemented.

### Actions:

1. A maintenance level of service standard(s) should be developed and implemented. The standard(s) will address items such as tread maintenance, bridge and trestle treatments, brushing frequency, tree clearing, rock scaling, servicing of comfort and convenience amenities. This standard(s) will ensure that maintenance occurs consistently across the trail which will result in a more consistent visitor experience from Midway to Chute Lake Road.

“

*In 2008 our ride ended at a parking lot next to a dumpster... it was anticlimactic. It would be nice to see something that represented the KVR, like a sign or display.*

”

**Survey Respondent**

2. Trail managers should develop and regularly contribute to a capital replacement fund (Trail Management Fund) to ensure funds are available to enable timely capital replacements.
3. A seasonal trail care crew of 3-4 trained staff with the necessary equipment should be contracted each year to maintain the trail, outside of BC Parks, during the prime season. If winter visitation grows, winter maintenance capacity may also be required.
4. A single online portal should be developed to enable trail users to report maintenance problems associated with the trail and trail infrastructure. This portal will be promoted at all Gateways and trailheads as well as online.



## **ENHANCE THE MAJOR GATEWAYS AND TRAILHEADS**

First impressions matter. The places visitors start and end their KVR Trail experience need to provide an inspiring first impression and ensure visitors feel welcomed, appreciated and encouraged to explore the trail. Visitors expect to encounter a welcoming, appealing and safe environment that embraces trail use while providing visitors with the essential trail related services they require when starting or ending their trip. To do so, well designed and programmed “gateways” should be developed and provide a consistent level of service throughout the trail. A gateway is a memorable visitor focused location from which the majority of visitors will begin and / or end their KVRT experience. Gateways provide for a memorable first impression and welcoming to the trail as well as the services, amenities

## **DID YOU KNOW ?**

In 2017, TOTA was granted \$500,000 from the BC Rural Dividend Fund to enhance the Gateway infrastructure along the trail. This grant is being used, in addition to other in-kind and matching contributions, to help implement the Gateway and Trailhead priorities and actions below.

and visitor information required as visitors prepare for their journey. Gateways also serve as important service centres along the trail for resupply and transportation and, in doing so, provide an opportunity to increase the economic impact of trail-based tourism. In addition, gateways can serve as hosting locations for special events and are an ideal location for cross-promotion of other nearby off-trail experiences and services that may be of interest to visitors.

It is important to recognize that not all visitors will enter the trail through the primary gateways. This is particularly true for local recreational users. As such, it is essential to ensure there is a network of secondary access points, called trailheads, that are developed and maintained to provide reasonable amenities, services and information to support visitors’ access and egress from the trail.

Currently, the quality and level of service of gateways and trailheads varies greatly across the 192.5 km of trail. Visitor opinion and the results of the independent trail assessment were clear; there is an opportunity and a need to enhance the gateway experience for visitors and improve the secondary trailheads along the trail.

Three gateways are envisioned along the Midway to Glenfir segment of the trail:

- Mile Zero at the Kettle River Museum
- Myra Bellevue Provincial Park at the Myra Forest Service Road entrance
- Chute Lake Lodge





Though outside of the study area of this plan, Penticton will also serve as a major Gateway to the KVR Trail.

In addition, designated trailheads are also envisioned at:

- Glenfir
- Gillard Road (new)
- June Springs Road (existing)
- Hydraulic Lake (existing)
- Arlington Lake (existing)
- Carmi (existing)
- Beaverdell (existing)
- Kettle River Recreation Area (existing)

To enhance the quality and consistency of the visitor experience and services at the gateways and trailheads, the following actions should be taken:

#### **Actions:**

1. In accordance with the Gateways design guidance provided in Table 4 below, work with BC Parks and other partners to undertake detailed design studies and redevelopments for each of the three gateways.

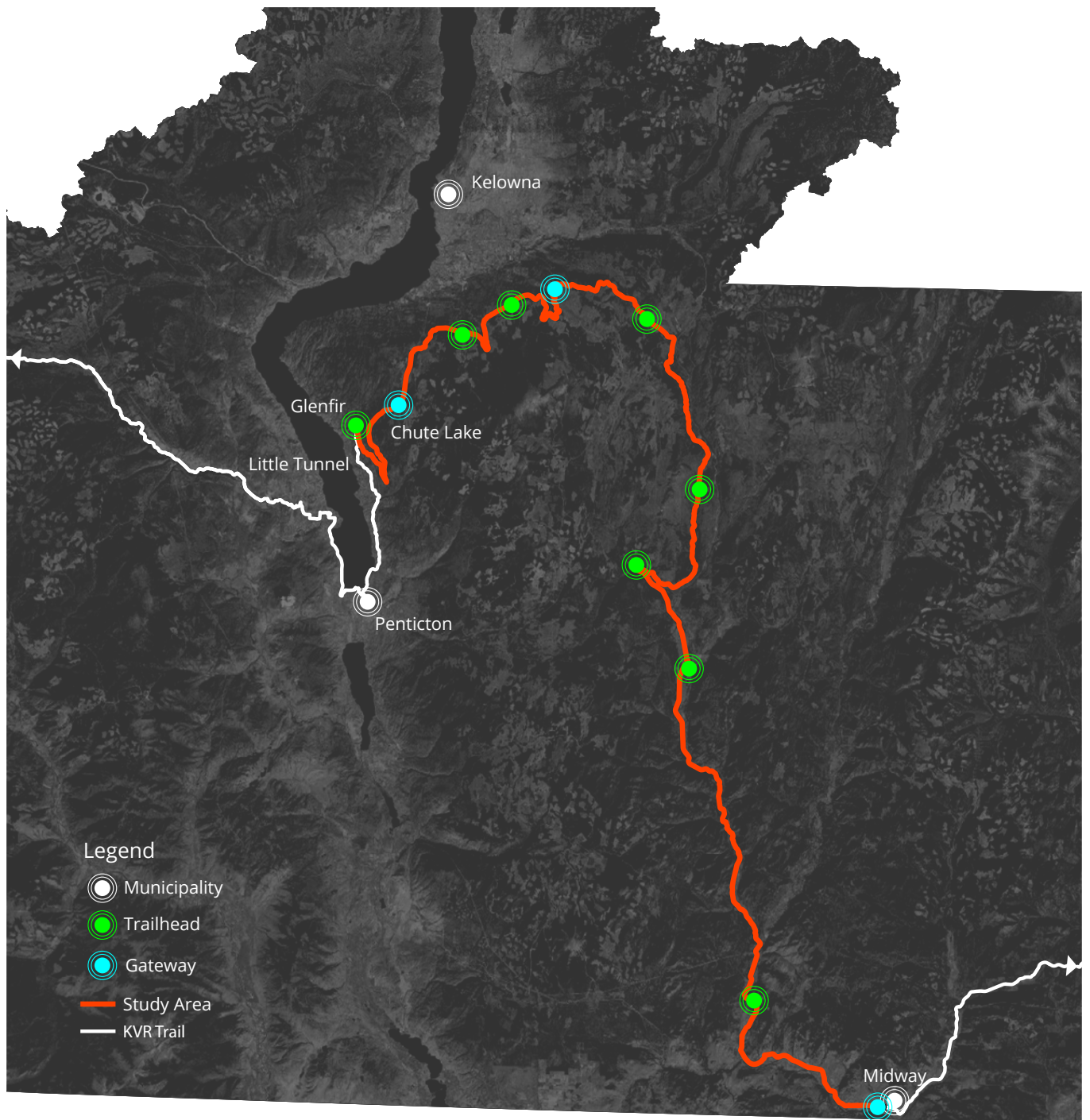
2. Work with the local mountain bike community, off-road enthusiasts and others to develop a new mixed-use trailhead (ORV, ORM, mountain biking, KVR Trail users) at the intersection of the Gillard Forest Service Road and the KVRT to service the needs of the KVRT, mountain bike and off-road vehicle enthusiasts in the area.

Upgrade the remaining trailheads to be in conformance with the trailhead design guidance provided in table 4 below.

3. Continue to monitor other access and egress points to the trail and, as determined through local trail planning initiatives, upgrade those access and egress points to meet the established trailhead design guidance as the need arises.



▼ Figure 59: Gateway & trailheads





▼ **Table 4: Gateway & trailhead design guidance**

## Amenities

GATEWAYS	TRAILHEADS
<ul style="list-style-type: none"> <li>• Overnight accommodations (site dependent)</li> <li>• Themed Entry-way / Welcome Feature</li> <li>• Delineated parking for passenger vehicles, recreational vehicles and commercial vehicles (e.g. tour buses)</li> <li>• Toilets (pump out) – sufficient number for the anticipated visitation volume</li> <li>• Potable Water Re-fill Station</li> <li>• Bicycle Parking</li> <li>• Bicycle Lockers</li> <li>• Bicycle Repair Station</li> <li>• Picnic &amp; Day Use Area</li> <li>• Benches</li> <li>• Shade Structures</li> <li>• Electric vehicle charging stations</li> <li>• Electric mobility aid charging stations</li> <li>• Emergency Storm Shelter</li> </ul>	<ul style="list-style-type: none"> <li>• Delineated parking for passenger vehicles, recreational vehicles and commercial vehicles (e.g. tour buses)</li> <li>• Toilets (pump out) – sufficient number for the anticipated visitation volume</li> <li>• Bicycle Parking</li> </ul>

## Visitor Experiences

GATEWAYS	TRAILHEADS
<ul style="list-style-type: none"> <li>• Overnight accommodations (site dependent)</li> <li>• Self-guided interpretation (e.g. Augmented Reality, Interpretive Signage with QR codes etc.)</li> <li>• Seasonal interpretive programming (e.g. history of KVR, Indigenous, Ecology)</li> <li>• Public Art</li> <li>• Special event hosting capability</li> </ul>	<ul style="list-style-type: none"> <li>• N/A</li> </ul>

## Signage

GATEWAYS	TRAILHEADS
<ul style="list-style-type: none"> <li>• Themed and memorable welcome sign</li> <li>• Kiosk</li> <li>• Wayfinding</li> <li>• Informational (e.g. trail condition)</li> <li>• Cross-promotion of services and experiences</li> <li>• Responsible Use / Ethics</li> <li>• Regulatory</li> <li>• Warning (e.g. safety, risks, fire danger)</li> </ul>	<ul style="list-style-type: none"> <li>• Kiosk</li> <li>• Wayfinding</li> <li>• Informational (e.g. trail condition)</li> <li>• Cross-Promotion of services and experiences</li> <li>• Responsible Use / Ethics</li> <li>• Regulatory</li> <li>• Warning (e.g. safety, risks, fire danger)</li> </ul>

## Services

GATEWAYS	TRAILHEADS
<ul style="list-style-type: none"> <li>• WiFi hotspot</li> <li>• Video monitoring for theft</li> <li>• Lighting</li> </ul>	<ul style="list-style-type: none"> <li>• N/A</li> </ul>

## Design Principles

GATEWAYS	TRAILHEADS
<ul style="list-style-type: none"> <li>• Site will embrace and incorporate KVRT theme into the designs</li> <li>• Site will be universally accessible</li> <li>• Incorporate crime prevention through environmental design principles</li> <li>• Incorporate low-impact development principles for storm-water management</li> <li>• Incorporate native drought tolerant plantings</li> </ul>	<ul style="list-style-type: none"> <li>• Site may or may not embrace and incorporate KVRT theme into the designs</li> <li>• Site may or may not be universally accessible</li> <li>• Site may or may not incorporate crime prevention through environmental design principles</li> <li>• Incorporate low-impact development principles for storm-water management</li> <li>• Incorporate native drought tolerant plantings</li> </ul>



### MAKE THE CONNECTIONS TO ADJACENT COMMUNITIES & OFF-TRAIL EXPERIENCES

World-class trails tourism destinations seamlessly connect visitors with the communities along the trail and to visitor experiences off the trail. Doing so strengthens and diversifies the visitor experience, increases their length of stay and spending and ensures visitors can obtain the equipment and supplies they require. Making these connections allows the region to maximize the tourism benefits from the trail and helps to ensure communities along the trail realize the tourism benefits. For the most part, the KVR Trail is physically connected to nearby communities of Midway, Rock Creek, Beaverdell, Kelowna and Naramata and to major off-trail attractions such as vineyards / wineries, accommodations, Boulderfields, Mountain Biking etc.). However, visitors struggle to find their way into these communities and to the attractions in part because of the lack of promotion of the services and experiences available to them and, in other cases, because of the significant elevation loss / gain and distance visitors are required to travel. As can be seen in Figure 62, visitors face a significant elevation loss/gain if they are wanting

▼ **Figure 60: Example trailhead amenities: Galloping Goose Regional Trail**



to travel into Kelowna from the trail. Whatever the reason, connecting visitors to the adjacent communities and off-trail attractions is essential to maximizing the tourism benefits the KVR Trail can bring.

To make these connections, the following actions should be implemented.

1. Turn Gateways and trailheads near Midway, Rock Creek, Beaverdell, Kelowna and Naramata into an invitation to explore adjacent communities and off-trail experiences. Develop and install branded signage to make the visitor aware of the services and experiences available to them off-trail and



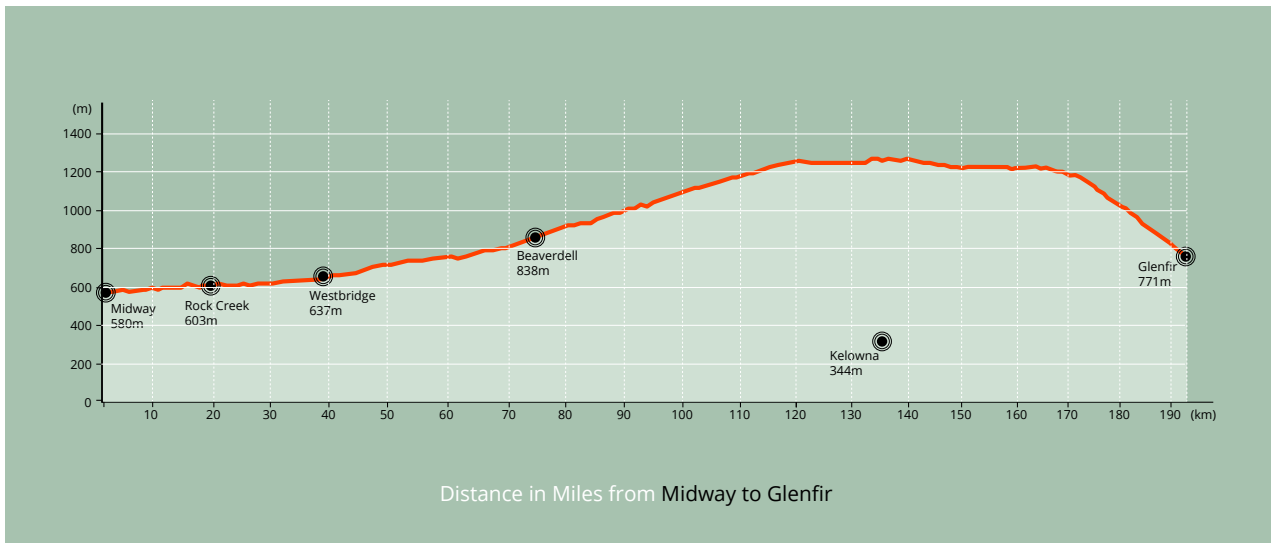
compel them to take the time to enter the community or visit the off-trail attraction.

2. Develop and install branded wayfinding signage to help visitors navigate into the communities more easily and confidently.
3. At the Gateways, trailheads and in the smart phone trail-guide app and online trip planning tools, promote available shuttle services to move visitors into Kelowna and Naramata for re-supply and to take visitors to off-trail experiences and attractions. This will help visitors overcome concerns with the distance and the significant elevation change that trails users would be required to travel.
4. Develop and promote self-guided itineraries of things to do in each community and off-trail experiences and make these available via the smart phone trail-guide app, online trip planning tools and promote at the Gateways and trailheads.
5. Work with the local climbing community to develop and market the Boulderfields into a world-class climbing destination and promote climbing excursions to trail users.



▲ **Figure 61: Sign promoting "interesting side trips" from the Galloping Goose Regional Trail**

▲ **Figure 62: Elevation of the communities in relation to the elevation of the trail**







## ENHANCE THE CONDITION OF THE PRIMARY ACCESS ROUTES TO THE TRAIL

Visitors arrive to the trail via a diversity of modes. Some cycle to the trail while the majority drive cars, trucks, RV's and truck with travel trailers. Some of the vehicles are capable of navigating the rough Forest Service Roads though many are not. The primary access roads (Chute Lake, Gillard, June Springs, Myra FSR, McCullough) are often in rough condition with considerable wash-boarding and pot holes and become muddy and rutted during rains. The conditions can provide a negative first impression for visitors whose vehicles are not designed for the rough conditions while, in other cases, the road conditions can serve as a physical barrier that prevent visitors from reaching the trail. Visitors on the trail and participants in the engagement process were clear, the condition of the primary access roads need to be improved, be regularly maintained and should accommodate all modes of travel. To improve and maintain the primary access roads, the following actions should be implemented.

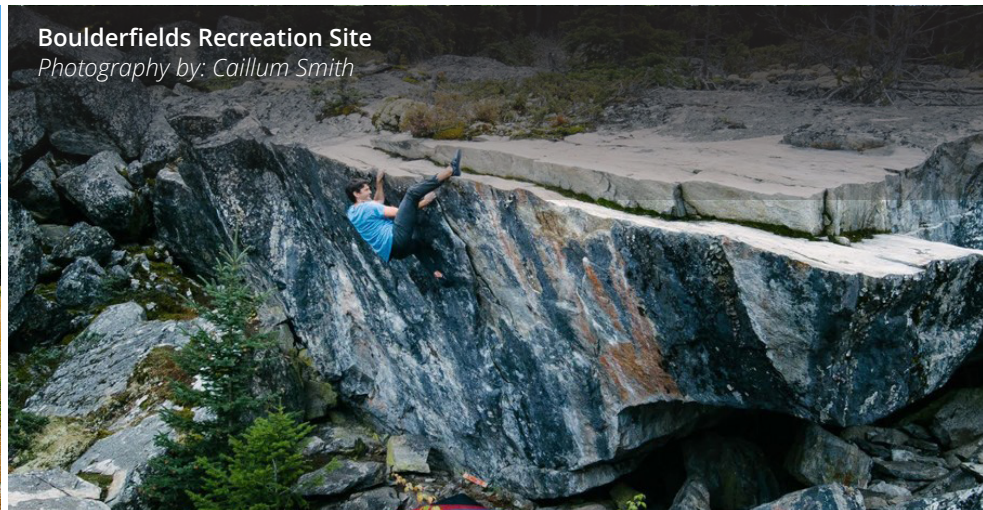
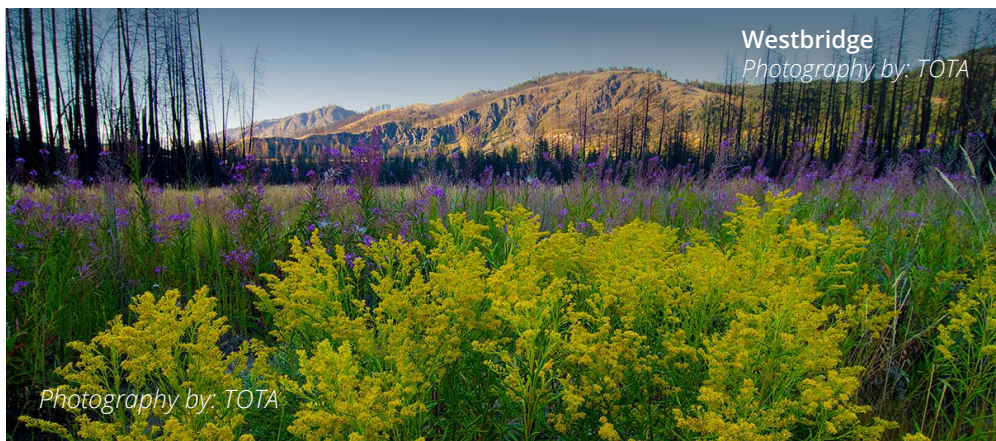
### Actions:

1. Enhance the frequency of grading of the primary access routes (Myra FSR, June Springs Road, Chute Lake Road) up to the Gateways and trailheads during prime seasons.
2. Explore the feasibility of paving the primary access routes to the Gateways.
3. Provide up to date information to visitors via the online trip planning tools and trail guide app on the conditions of the access roads.





## Nearby Communities & Attractions







## IMPROVE SIGNAGE & WAYFINDING

Improving signage and wayfinding was one of the top identified priorities for enhancing the tourism potential of the trail. Signage and wayfinding help residents and visitors find the trail, enjoy it responsibly and safely and enrich the visitor's trail experience. Though considerable efforts have been made by local volunteers and local governments; overall, signage and wayfinding along the trail lacks consistency, quality and, in many cases, critical signs are missing. In addition, signage along the trail misses the opportunity to establish a seamless contiguous trail experience from Midway to Glenfir. Improving the consistency, quality and location of signage and wayfinding along the trail and along the primary access routes to the trail and adjacent communities is critical if the tourism potential is to be realized, visitor experience is to be maximized and risk is to be managed. Partners along the trail also advised that signage should provide

a means to identify and recognize those who contribute to the trail's development and upkeep. To improve signage and wayfinding, the following actions should be implemented.

### Actions:

1. Develop a signage manual with clear sign typology, design and location standards and visual identity that embraces the KVR Trail and the Great Trail brands. Ensure the designs and visual identity enables partner logos to be incorporated in order to recognize partners who are contributing to signage.
2. To ensure all signage is consistent with the brand for the trail and avoid cluttering the trail with too much signage, develop, implement and promote a sign approval process to enable promotional and other signage to be installed on the trail by partners and local businesses.





3. Once the signage manual is developed, which should build upon any existing sign plans, prepare a comprehensive signage plan for the entire trail that ensures signs are appropriately and consistently sited. The plan should detail the location, sign type and sign content for.
4. As part of the signage planning process, prepare a self-guided interpretation strategy and identify the location and type of interpretive signage and smart phone geo-referenced visitor guide.



### **DIVERSIFY AND ENHANCE THE SUPPLY OF ON-TRAIL ACCOMMODATIONS**

As a long-distance multi-day trail experience, the availability of on-trail accommodations is essential. Equally as important is the quality of those accommodations. Though accommodations are not the travel motivator in this case, they can greatly enhance or detract from the visitor experience. Market research suggests that a variety of accommodations are expected, though a moderate level of service will meet the expectations of most target markets interested in the KVR Trail experience. Though relatively well distributed along the trail, the current supply of public and private sector on-trail accommodations does not meet the expectations associated with a world-class trail nor are they universally accessible. To meet target market expectations, a diverse supply of universally accessible on-trail accommodation options ranging from a hostel to quality tenting campgrounds with comfort camping units to full-service fixed roof lodges are envisioned. The following actions should be implemented to better ensure visitors have access to the accommodations they desire and will expect on a world-class trail.

#### **Actions:**

1. Support the re-development of the Kettle River Valley Museum Hostel in Midway.
2. Pursue the upgrade and enhancement of the campgrounds at Hydraulic Lake and Chute Lake Recreation Sites. Upgrade the access into Chute Lake Recreation Site.

3. Undertake a study to assess the feasibility of providing another on-trail campground with comfort camping units between Kettle Valley Recreation Area and Arlington Lakes Recreation Site. The random camping site at the intersection of the Wilkinson Creek FSR and the KVR Trail may be a potential area for consideration.
4. Undertake a study to assess the feasibility of developing comfort camping units (e.g. Yurts, Canvass Tents) at the Kettle River Recreation Area, Arlington Lakes Recreation Site, Myra Bellevue Provincial Park, Boulderfields Recreation Site. If feasible, complete the concept and detailed designs and pursue development of the comfort camping units.
5. Support and encourage the owners of the Chute Lake and McCullough Lake resorts to enhance their camping and comfort camping offering in line with target market expectations.
6. Continue to promote partnerships, packages and itineraries with off-trail accommodation providers to visitors.



### **ANIMATE THE TRAIL EXPERIENCE**

Though the improvement of physical infrastructure (e.g. gateways, signage, amenities) along the trail is essential, these developments alone are not enough to ensure the tourism potential of KVR Trail will be optimized. Like anything, the idea that “if we build it, they will come” is a risky strategy. A more successful strategy is to create compelling reasons and convenient ways for visitors to experience the trail. Animating the trail by developing events, itineraries and other elements that draw visitors to the trail will help to maximize visitation while providing an enriched and memorable experience. In doing so, the benefits of the trail to the region and local communities is more likely to be realized and, potentially, maximized. Though animation strategies such as events are often short lived, they expose participants to the trail and give them the knowledge of the trail that allow participants to return or share their experience with others which can inspire visitation. To animate the trail experience, the following actions should be implemented.



▲ **Figure 63: Example bicycle parking on the Galloping Goose Trail**

◀ **Figure 64: Example water dispenser on the Galloping Goose Trail**

## Actions

1. Develop and promote a diversity of single and multi-day, single activity and multi-activity, visitor itineraries that appeal to visitors seeking easy comfort strolls to more adventurous excursions and everything in between.
2. Work with local and regional governments and community groups to develop a coordinated year-round schedule of community-based events on, or featuring, the trail and trail experiences.
3. Continue to work with partners and event hosts to enhance the diversity of competitive events that are focused on or incorporate the trail and improve coordination and scheduling of the events.
4. Develop a series of all-season themed (e.g. historical, cultural, ecological) self-guided interpretive experiences on the trail.
5. Develop a Gateways Public Art program to commission local and indigenous artists to develop and install inspiring public art at each of the Gateways.

6. Continue to evaluate the feasibility of enhancing and re-opening the Adra Tunnel.



## IMPROVE AND CONSISTENTLY PROVIDE COMFORT AND CONVENIENCE AMENITIES

Visitors expect and, in some cases, require a variety of comfort and convenience amenities to support their trail experiences. A world-class trail ensures visitors have access to the necessary comfort and convenience amenities. Local recreational users as well as tourists were clear, the quality, type and distribution of comfort and convenience amenities on the trail needs to be improved if the tourism potential of the trail is to be realized. The trail inventory and assessment clearly showed that most of existing amenities are focused in the Myra Canyon to Glenfir segment of the trail with few comfort and convenience amenities available in the Myra Canyon to Midway segment. Throughout the trail, the amenities vary in type and in condition. The trail fails to provide a consistent distribution and level





◀ **Figure 65: Covered & themed bench on the Galloping Goose Trail**

▼ **Figure 66: Wildlife-proof waste receptacle**



▲ **Figure 67: Covered picnic area**



of service of amenities. To improve the type, quality and distribution of comfort and convenience amenities, the following actions should be taken:

#### **Actions:**

1. Develop a comfort and convenience amenities design standard manual to ensure the supply, distribution and quality of amenities are consistent from Midway to Glenfir.
2. Upgrade gateways and trailheads to ensure necessary comfort and convenience amenities are available where visitors begin their trips (see Table 4, for design guidance).
3. Using the historic train station sites along the trail between the Gateways and trailheads, develop a network of consistently distributed and themed rest and picnic areas with interpretive information to animate the experience. These rest areas should provide comfort and convenience amenities including a pit toilet, story seat benches, picnic

tables and covered picnic area for shade, bicycle parking, bicycle repair station and potential waste receptacles.

4. Make visitors more aware of the supply and location of water sources along the trail. Each natural water source, which require water treatment, should be clearly signed on the trail and the distance to the next available water source should be specified on the sign. The smart-phone trail app and all trip planning information should identify the location of water sources by type of source (e.g. potable, natural water source) and permanency.
5. New viewpoints should be developed along the Midway to McCullough segment of the trail to create interest in this segment. Where feasible, these viewpoints could coincide with the network of rest areas.
6. Install a network of reasonably spaced bicycle repair stations at the Gateways, rest areas and on-trail accommodations.

7. Work with on-trail tourism operators (e.g. McCullough Lake Resort, Chute Lake Resort, Gateway service providers) to ensure visitors will have on-trail access to purchase common equipment as well as food and beverages.
8. Provide WiFi hot spot connections at the Gateways along the trail.
9. Provide a network of recharging stations for electric vehicles, e-bikes, and mobility aids at the Gateways along the trail.
10. Develop a network of regularly spaced emergency shelters to provide visitors with refuge from storms and inclement weather. The shelters can coincide with the network of rest areas.



### **ACTIVELY MANAGE VISITOR USE, IMPACTS AND SAFETY**

The KVR Trail attracts thousands of visitors every year with visitation continuing to climb. With such visitation, undesirable ecological and historic resource impacts, user conflicts, vandalism and social impacts have grown and will continue to grow without purposeful visitor management. Though optimizing the tourism potential of the trail is a driving motivation, it is understood that this must be done in a way that minimizes the impacts to ecological values, historic resources, adjacent landowners / tenure holders and the visitor experience. Furthermore, the tourism success of the trail depends on ensuring visitor impacts to the trail corridor are minimized, user conflicts are avoided, and the trail remains a clean and inviting experience. As such, much greater focus must be placed on actively managing visitor use of the trail. To do so, a comprehensive visitor management program should be developed and applied. As illustrated in Figure 68, the comprehensive visitor management program should include:

- Proactive visitor education,
- Clear regulations and timely and targeted enforcement,
- Well placed educational and responsible use signage,

Hope for the visitors best behavior but plan and prepare for their worst behavior.

- Active approach to visitor safety and risk management, and
- Well thought out visitor experience and impact monitoring.

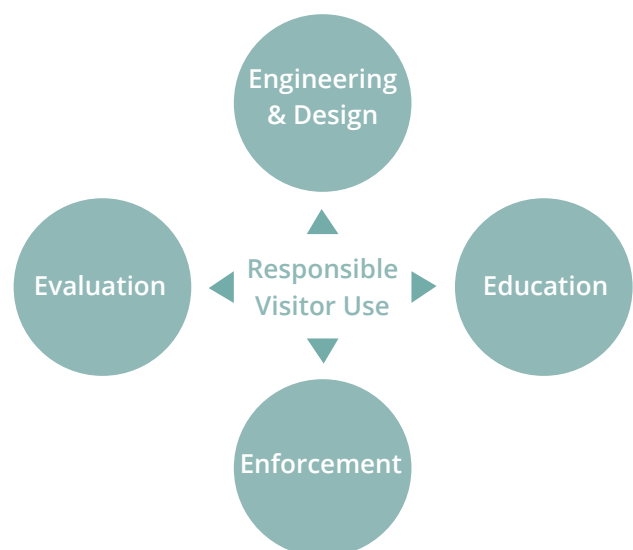
### **Regulations**

World-class trails are also well managed trails. The ability to control use of the trail is a critical management requirement. To date, use of the Midway to Glenfir segment of the KVR Trail is not regulated. Moving forward, it is critical that use of the trail can be actively managed and compliance assured. To enable compliance and enforcement, use of the trail must be regulated. This regulation will establish clear rules and support implementation of this plan and, ultimately, the achievement of the tourism potential of the trail. The following actions should be taken to regulate use of the trail.

### **Actions**

1. Maintain the trail designation under section 56 of the Forests and Range Practices Act so that the rules within the Forest Recreation Regulation remain applicable on the trail.

▼ **Figure 68: Responsible visitor use**





2. Prepare phased in recreation orders, under section 58 of the Forests and Range Practices Act, detailing the conditions of use as prescribed in the “Regulate Use of the Trail” strategy provided earlier.
3. Consider the installation of trail-cameras in problem areas to support enforcement efforts when officers cannot be present.
4. Ensure all tourism operators on the trail maintain the necessary government approvals for their operations and operate in compliance with any applicable conditions.

## Visitor Education

Visitor education is an essential visitor management tool. Some visitors to the trail are simply unaware of appropriate actions and rules, others lack the skills and knowledge of how to mitigate their impacts while some know but choose to ignore the responsible behaviours and the rules. Visitation to the trail, by any user, is a privilege not a right. If the use of the trail adversely impacts its ecological or historic values or other users, management intervention must occur. Educating users on visitor etiquette and the rules for the use of the trail, respect for private landowners and tenure holders needs to be an essential management focus moving forward. The following actions should be undertaken to educate visitors and minimize ecological, historic, visitor conflict, conflicts with landowners and tenure holder and user experience impacts.

### Actions:

1. The Leave No Trace outdoor recreation skills and ethics program ([Leavenotrace.ca](http://Leavenotrace.ca)) should be adopted and promoted as the primary visitor education program. Leave No Trace principles and messaging should be integrated into marketing materials, promotional materials, website, online applications, kiosks, signage, and other opportunities along the trail and in trip planning information.
2. Trail management staff, partners, volunteers as well as private sector operators operating on the trail should be formally trained as Leave No Trace trainers so that Leave No Trace principles can be

effectively integrated into operations and promoted to visitors.

3. A Visitor Code of Conduct and trail use yield hierarchy should be developed and promoted to help visitors understand and avoid impacts and user conflicts.
4. Targeted education campaigns should be implemented during prime seasons and special events to educate visitors on their potential impacts to the trail, the environment, human-wildlife conflicts, historic resources, adjacent landowners and tenure holders, and other users’ experiences and to promote trail safety and compliance with the rules.
5. Develop trip planning and geo-referenced on trail tools (e.g. smart phone applications, website, live webcams, trailhead signage, brochures, in-person) to enable visitors to be aware of current trail conditions, trail difficulty, skills and appropriate equipment needed, services and amenities on the trail and the risks they may encounter.

## Enforcement

For those visitors who deliberately ignore the rules, enforcement is a necessary and effective management tool. However, before enforcement is possible, a recreation order will need to be developed and approved by the Minister of FLNRORD to enable enforcement officers to address the most concerning visitor behaviours and ensure compliance with the intentions of this plan. Participants in the engagement process were clear that enforcement was a critical management tactic that needs to be applied; however, government staff participants identified that enforcement capacity is constrained and additional capacity is required. Enforcement officer presence will be particularly important in the early implementation of the plan. The following actions should be applied to enable and assure compliance with the rules for the trail.

### Actions:

1. Enhance the presence of enforcement personnel along the trail as a proactive compliance assurance measure. This may require the hiring of additional

seasonal Natural Resource Officers or Conservation Officers.

2. Undertake targeted enforcement campaigns during peak seasons and in high problem areas to address recurring compliance issues. Develop an interagency enforcement partnership (Conservation Officers, Natural Resource Officers, RCMP, bylaw officers) to enhance enforcement capacity and ensure some officer presence along the trail.
3. Consider the installation of trail-cameras in problem areas to support enforcement efforts when officers cannot be present.
4. Ensure all tourism operators on the trail maintain the necessary government approvals for their operations and operate in compliance with any applicable conditions.

### Visitor Use, Experience & Impact Monitoring

Through the Telus Insights pilot project and the ongoing monitoring by the Myra Canyon Trestle Restoration Society, efforts are being made to generate important visitor data. However, good trail management decisions need to be based on good data and information. It is critical to understand how many people come to the trail and when, who the visitors are, where they come from, why they come, what they do when they are on the trail, how long they stay, how satisfied they are, how much they spend and where they go after they leave the trail. In addition to understanding visitor patterns, it is also essential to understand how environmental, conflict and tread conditions are changing along the trail. Though there have been some efforts to try to understand visitation, these efforts have been constrained to smaller segments of the trail and full understanding of visitation and baseline conditions are not available. The following actions should be implemented to ensure decision-makers have good information on which to make decisions and to enable progress toward the outcomes to be measured.

#### Actions:

1. Design and regularly implement a reliable statistically valid visitor study to understand visitor:

### UNDERSTANDING VISITOR CONFLICT

Visitor conflicts occur in one of three ways:

- User Compatibility: Where one group perceives the other group to be incompatible with their activity.
- Goal Interference: Where one activity is perceived to be disruptive to another.
- Perceived Norms or Values: Where one user group perceives that their activity is legitimate while another is inappropriate.

- Origins
- Demographics
- Party size and composition
- Length of trip and trail time
- Motivations
- Activities
- Spending
- Satisfaction
- Mode of access to the trail
- Start and end locations
- Opportunities to improve
- Other destinations in the region.

2. Design and regularly implement a trail use counting program (e.g. Telus Insights) to understand:
  - Number of visitors
  - Time of day
  - Seasonality
  - Mode of travel
3. Design and regularly implement an impact monitoring program to monitor impacts such as:
  - Trail compaction and erosion
  - Trail widening
  - Wildlife displacement and mortality
  - Social trail proliferation
  - Invasive species presence and spread



- Prevalence of vandalism and crime
- Conflicts (e.g. between visitors, between visitors and private land / tenure holders)
- Safety / emergency incidents

4. Identify key performance indicators of desired trail conditions and visitor satisfaction. Establish base-line conditions for each indicator and set limits of acceptable change and triggers for each indicator. Monitor conditions for each indicator and implement management strategies, as necessary, to respond to undesirable conditions occurring along the trail.
5. Ensure that existing Visual Quality Objectives along the trail are not exceeded and work with timber tenure holders and FLNRORD to evaluate the feasibility of establishing Partial Retention VQO's for all landscapes within the viewshed from significant viewpoints along the trail. Ensure a vegetation buffer is retained between the trail and adjacent harvesting activities.

## Visitor Safety & Risk Management

Safety concerns and emergency incidents are a threat to the KVR Trail's brand and destination competitiveness. They are also a liability risk to trail managers. Engagement participants, trail managers and tourism

operators reported frequent encounters with mis-informed and ill-prepared visitors who arrive at the trail without the proper equipment or knowledge to travel the trail comfortably and safely. Though there have been few formal rescues and minimal emergencies on the trail, there are many reports of visitors being rescued by other visitors due to broken equipment, lack of water and mis-calculations in the time it takes to travel the trail.

Inherent conditions along the trail (e.g. rock falls, tree falls) as well as infrastructure design (bridges, lookouts, aging retaining walls, industrial vehicles, road and trail intersections) pose risks to visitors. Though visitor risk in the Myra Canyon segment of the trail is actively assessed and managed by BC Parks, no formal risk management program exists on the remainder of the trail and limited information on visitor safety and risks are made available directly on the trail. Some online sources work to educate visitors about the risks and dangers associated with the trail as well as the essential equipment required to travel the trail carefully.

A more consistent, coordinated and thorough approach to enhancing visitor safety and risk management is needed across the entire trail especially as the tourism profile of the trail increases. Trail managers and the tourism industry have a legal obligation to take steps

▼ **Figure 69: Risk management process**



to avoid and minimize risk to visitors; and, the tourism industry's success associated with the trail will depend on it. To improve visitor safety and risk management, the following actions should be implemented.

### **Actions:**

1. Undertake a risk assessment of the trail and take an active approach to managing risks by applying the following process (see Figure 69):

- Identify potential risks;
- Evaluate probability and severity of the risk;
- Identify and examine the risk management options;
- Determine the favoured risk management option;
- Implement the chosen risk management option; and
- Monitor results.

2. Develop and implement a proactive visitor safety and risk management program including:

- Developing infrastructure and programs to avoid areas that inherently pose an unreasonable risk to visitors
- Carrying out and documenting regular inspections of the trail to identify hazardous conditions and maintenance requirements;
- Providing a means for visitors to report conditions, injuries and maintenance issues;
- Investigate any reported instances of injuries on the trail and, as necessary, undertake corrective actions and document the actions taken
- Closing or re-routing infrastructure where hazardous conditions cannot be mitigated;
- Providing adequate trip planning information and on-trail signage, warnings and notices to help visitors understand equipment needs, difficulty, skills required, risks and potential injuries, navigating the trail and communicate site conditions to visitors; and

### **RISK MANAGEMENT APPROACHES**

**Avoidance:** Refrain from developing infrastructure or programming in areas of significant risk; temporary closing or re-routing trails or programs in situations such as poor weather.

**Transfer:** Transferring risk to another party through the use of waivers, good information and by obtaining proper insurance.

**Reduction:** Employing measures so that the likelihood and/or severity of the risk is reduced. Example measures include installing signage conveying risks and skills needed, limiting visitor numbers, regular monitoring and maintenance, and ensuring infrastructure is designed to appropriate standards or in accordance with best practices.

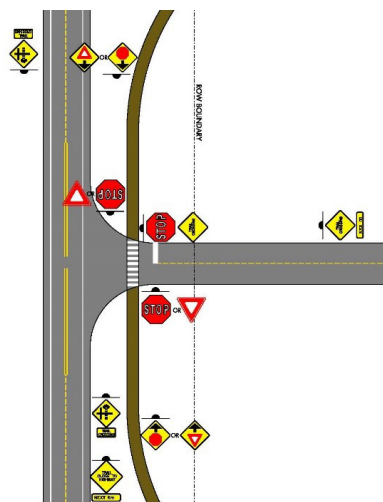
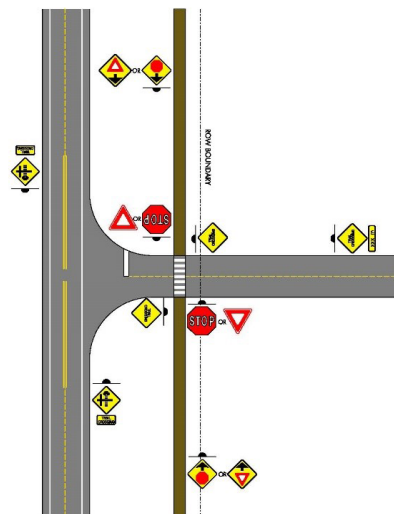
- Develop and maintain up to date emergency response procedures and practice implementation as needed.

3. Undertake a rock scaling program for all areas along the trail that are susceptible to rock fall hazards. Ensure rock falls are removed in a timely manner
4. Utilize the intersection signage and sight line design guidance in Figure 70 to improve the safety of all intersections at private driveways, road crossings and motorized trail crossing.
5. Improve sight lines, install warning signage (both directions of travel) and implement speed limits on all trail segments that permit on-highway vehicles including the Gillard FSR to Boulderfields, Glenfir to Little Tunnel segments.
6. Undertake a safety assessment and review of the Highway 3 crossing near Midway and, if needed, implement options to improve the safety of the highway crossing.

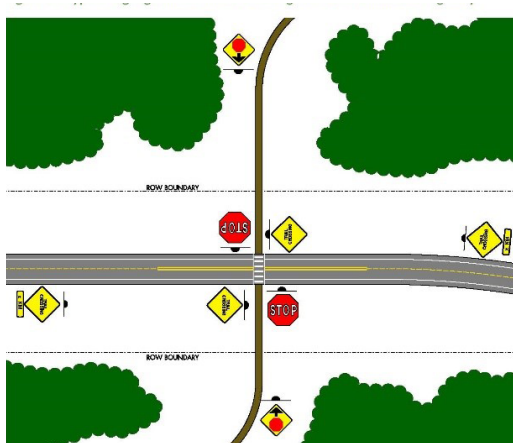
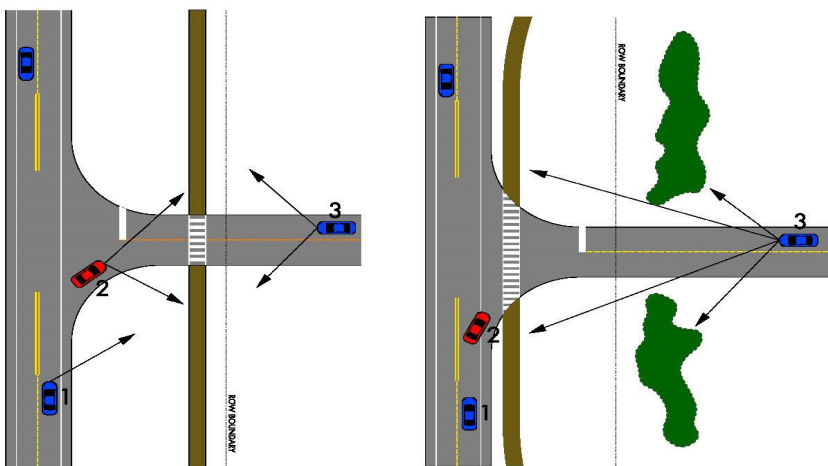


▼ Figure 70: Alberta Transportation, trails in highway rights-of-way policies, guidelines & standards

## SIGNAGE CONCEPTS



## SIGHTLINES





## IMPROVE THE UNIVERSAL ACCESSIBILITY OF THE TRAIL

The 2% grade and minimal cross slope of the trail tread together with the ease of access to formalized trailheads make the KVR Trail appealing for visitors who face mobility constraints. Through interviews and workshop participation with Spinal Cord Injury BC, it was clear that the trail has the potential to provide much needed universally accessible recreation opportunities while also appealing to the expectations of this niche tourism market. However, the field assessment confirmed that the vast majority of infrastructure (e.g. parking areas, toilets, campsites, viewing areas, picnic areas, signage) do not comply with universal accessibility guidelines. As such, these areas serve as barriers to individuals who have mobility, visual and other accessibility considerations. Recognizing the unique opportunity that the trail provides to meet the recreational needs of locals with mobility and other impairments and the potential to establish the trail as a niche destination for accessible travel, the universal accessibility of Gateways, trailheads, accommodations and major attractions need to be enhanced. Spinal Cord Injury BC was clear that the entire 192.5 km of trail tread does not need to be universally accessible, especially given the remote nature of many segments of the trail. However, it was strongly encouraged that all gateways, trailheads, toilets, viewpoints and attractions should be universally accessible. To improve the universal accessibility of the trail, and to further TOTA's current work from the Regional Accessibility Specialist, the following actions should be implemented.



1. Undertake a universal accessibility audit of all Gateways, trailheads, accommodations, viewpoints, toilets and attractions to identify opportunities to enhance universally accessibility.
2. Re-design and develop the following areas to enhance compliance with universal accessibility design guidelines:
  - Gateways
  - Trailheads
  - Campgrounds (Kettle River Recreation Area, Arlington Lake Recreation Site, Hydraulic Lake Recreation Site, Boulderfields Recreation Site, Chute Lake Recreation Site)
  - All comfort and convenience amenities along the trail (washrooms, viewpoints, attractions)
  - Signage within the gateways, trailheads, campgrounds and amenity sites
3. Work with tourism operators to ensure visitors have the ability to rent appropriate mobility aids to enable all visitors to experience the trail.
4. Promote the universally accessible segments of the trail to markets seeking universally accessible tourism and recreation options and ensure these visitors have access to the information they require to enable an enjoyable and safe experience.



### **MOTIVATE VISITORS TO EXPERIENCE THE TRAIL AND THE REGION TO SUPPORT THE TRAIL**

The tourism success of the trail will depend on the ability of destination managers to compel target markets to make the KVR Trail part of their travel plans. Attention will be paid to reaching both “trail tourists” who are motivated to travel because of the KVR Trail as well as other visitors who were motivated to visit the region for other reasons but may include the KVR Trail as one their chosen activities. Stakeholders and tourism leaders clearly articulated the need to develop a compelling brand for the KVR Trail and a strategic approach to marketing the trail to target markets. TOTA's Regional Rail Trail Tourism Strategy illustrated the wide range of

print and online visitor information sources available to visitors. However, it is clear that this volume of sources can create confusion and lack of consistent branding for the visitor and risks for inaccurate or out of date information. The marketing strategy will need to ensure that marketing efforts target visitors at every step along the visitor's Pathway to Purchase (Figure 71) with consistent and accurate information. Once the brand has been developed and launched, it is also essential that the brand is vigorously managed and that experiences delivered along the trail meet the brand promise and exceed visitor expectations.

In addition to building market interest in the KVR Trail it is equally important that internal and local support for implementing this plan is built. Adjacent communities, partners and residents along the trail need to be well-informed and supportive of the intentions of this plan and become ambassadors for the trail.

To enhance the market appeal of the KVR Trail and to build local support, the following actions should be implemented.

“

*When we last biked the KVR, we met dedicated rail to trail cyclists who biked all over the world. This was their full-time hobby; traveling to great locations and biking multi-day trails. They felt so betrayed by the hype of the trail when they saw how badly the trails were chewed up.*

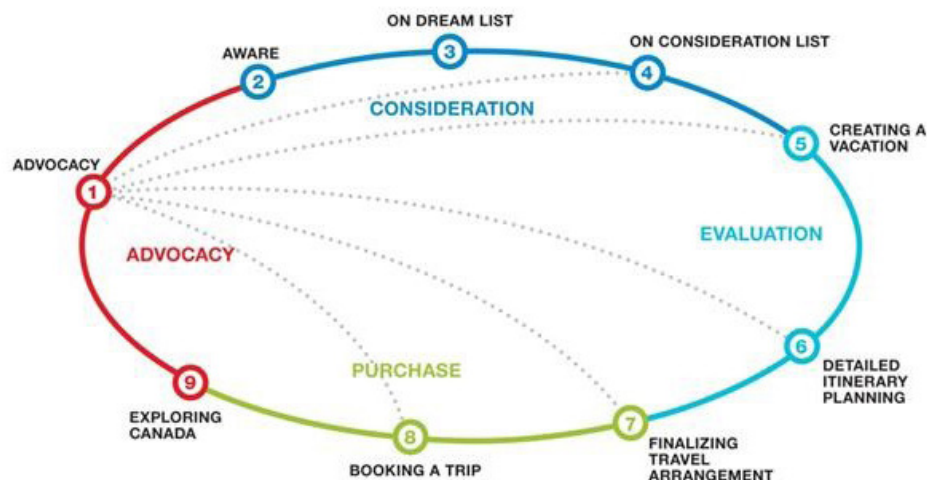
”

**Survey Respondent**

**RAIL+TRAIL**  
BRITISH COLUMBIA

b c r a i l t r a i l s . c o m

▼ **Figure 71: Destination Canada path-to-purchase**



### Actions:

1. Reconsider the current marketing of the trail, outside of the Myra Canyon segment, as a world-class trail until the world-class brand promise can be confidently and consistently delivered.
2. Develop a compelling brand and identifiers for this segment of the KVR which considers and reflects branding efforts of the larger KVR and the Great Trail.
3. Develop and implement a comprehensive external marketing plan for the trail. Use the Pathway to Purchase to ensure that target markets are reached in every stage along their pathway to engaging in a KVR Trail experience. Ensure the inclusion of innovative web based and social media marketing strategies and seek opportunities for co-opetition, packaging and cross-selling.
4. Develop and implement a comprehensive internal marketing strategy to promote the vision and potential benefits of the trail and build commitment to the implementation of this plan across the region. This marketing strategy should also look at how the successes associated with the trail can be shared and distributed within the region and abroad to further the support and commitment for the trail.
5. Enhance existing or develop a new comprehensive online trip planning tool that provides all necessary information to plan a safe and enjoyable KVR Trail adventure and connects visitors with on-trail and

off-trail experiences. Market this tool as the single authoritative source of trip information. Work with others who provide information about the trail to convince them to aggregate their efforts into the single tool.

6. Develop a new smartphone trail guide visitor App that will enhance the experience of self-guided visitors and provide information on accommodations, on / off-trail attractions, amenities, navigation and wayfinding, bypasses around private lands, amenity locations, emergency shelter locations, service providers etc.



### MINIMIZE THE IMPACTS OF TRAIL DEVELOPMENT AND USE ON WILDLIFE AND THE ENVIRONMENT

The KVR corridor includes ecologically important and sensitive areas such as critical habitats, species and ecosystems at risk, ungulate winter range, wildlife habitat areas, conservation lands and important ecosystems (wetlands, grasslands, riparian, coniferous woodland), streams and aquatic habitats and old growth management areas. Since ceasing operations of the trains, ecological impacts associated with the KVR corridor have surely decreased. However, the potential for existing and further recreation and tourism to negatively impact wildlife, wildlife habitat and ecologically sensitive areas is well recognized and is an important management consideration. The most notable concerns





and ecological impacts from the trail include:

- Disturbance and displacement of wildlife and fish (e.g. harassment from people and dogs, noise)
- Damage to vegetation and wildlife habitat (e.g. off-trail travel, increased personal vegetation harvesting)
- Erosion and sedimentation of water courses
- Increased wildlife mortality (e.g. easy access for hunting, human / wildlife conflicts)
- Wildlife habituation (e.g. poor garbage management, human/wildlife encounters)
- Wildlife habitat fragmentation
- Increased wildfires

Given the region's commitments to sustainable tourism and recognizing the market's shifting expectations that tourism experiences minimize negative impacts on the environment while maximizing the positive contributions to enhancing environmental conditions, there is both an opportunity and imperative for trail managers, the tourism industry and the environmental community to work together to minimize the impacts of trail development and use on the ecological values along the corridor. Therefore, there is a mutual beneficial opportunity to enhance wildlife habitat along the corridor and

grow the potential for visitors to view wildlife. To do so, the following actions should be implemented.

#### **Actions**

1. Work with a qualified environmental professional to undertake a detailed biophysical inventory of the trail and trail corridor to identify priority ecologically sensitive areas and features that should be considered during trail development and management. Also identify priority areas for enhancement or restoration and opportunities to include ecological features in the visitor experience (e.g. interpretation) and visitor education programs.
2. A visitor education program should be developed to educate visitors about how they can minimize the impacts of trail use on wildlife and ecologically sensitive areas along the trail.
3. Work with the Okanagan Conservation Collaborative program to develop new interpretive opportunities along the trail to allow visitors to learn about and appreciate the wildlife, unique habitats and ecosystems along the trail.
4. Work with FLNRORD biologists and ENGO's to identify where barriers should be installed along the trail to limit visitor access to ecologically sensitive areas along the trail and to identify and develop plans to



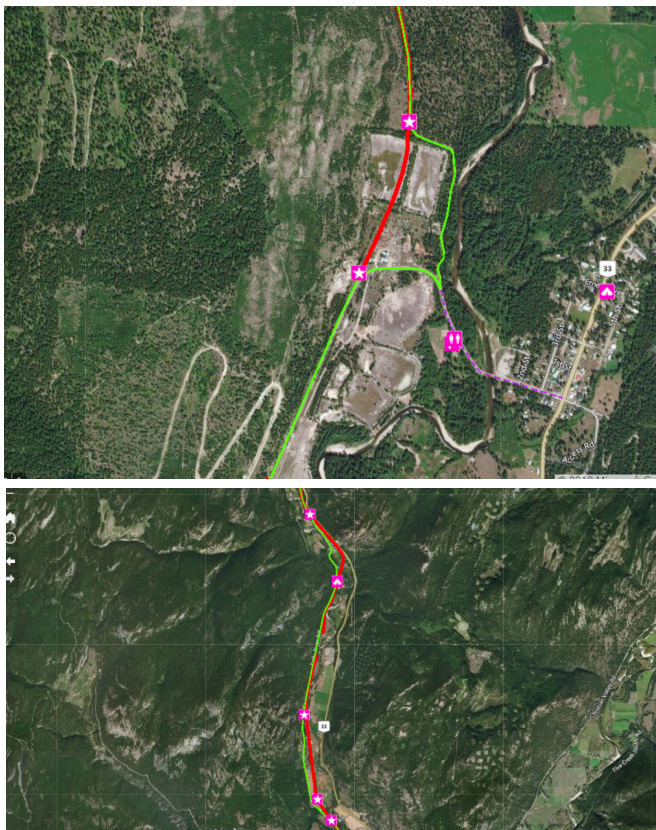
restore ecologically important areas.

5. During master planning of the adjacent off-trail ORV networks, identify opportunities to close and restore unneeded linear disturbance that are not identified to be segments of the designated ORV networks or connections across the KVR Trail.
6. Ensure all trail related upgrades and developments prepare and comply with construction management plans that identify how ecological impacts of trail development will be mitigated.
7. Ensure that the visitor management framework (see Figure 68) incorporates appropriate ecological indicators and establishes appropriate limits of acceptable change.
8. Work with the “Friends of the KVR” organization and FLNRORD to prioritize a portion of available funding for the enhancement or restoration of priority ecologically sensitive areas along the trail.



## MINIMIZE IMPACTS OF TRAIL USE ON ADJACENT LANDOWNERS & TENURE HOLDERS

Over 36 % of the KVR Trail is bordered by private lands and much of the remainder is adjacent to varying tenures. Adjacent private landowners and tenure holders experience trespassing, vandalism, theft, gates left open, cattle harassment and other undesirable behaviors. Both trail visitors and adjacent landowners and tenure holders need to be good neighbours. Trail users should respect the privacy and business operations on adjacent lands and the adjacent landowners and tenure holders should respect trail visitors and their rights to an enjoyable experience. Proactive efforts should be taken to minimize the impacts of trail development and visitation on adjacent landowners and tenure holders. To do so, the following actions should be applied.



◀ **Figure 72: Discrepancies in the KVR Trail data could encourage travel on private property**





## Actions

1. Revise all promotional materials and the online digital visitor guide to ensure detours around legitimate private property are clearly shown. Some maps and data show the trail crossing private lands inappropriately as the alignment no longer exists or is not owned by the province (e.g. Beaverdell bypass)
2. Educate visitors, in trip planning and on-trail information sources, about staying off-private property and respecting gates and cattle and tenure operations.
3. Develop and install a formal KVR Trail branded private property and private tenure signs at all legitimate private property and tenure boundaries so visitors know the sign is legitimate.
4. Continue working with the Vaagen Brothers to maintain a seamless and safe trail connection through the Midway Mill site.
5. In areas where trespassing is a frequent reported problem, work with private landowners and tenure holders to install gates or other access controls to deter access to private lands and tenures.
6. In areas where trespassing, theft and vandalism is a problem, promote focused enforcement and officer presence.
7. Identify private property and tenures in the smart-phone trail guide to help visitors stay off of private property and tenured areas.

## **CONFIRM THE GOVERNANCE MODEL & ENHANCE LOCAL PARTNERSHIPS & STEWARDSHIP**

Though the Province owns the trail, management and operations of the trail occur in various forms. Many portions of the trail outside of partnership agreements see limited consistent management and the province has not invested consistently in ongoing operations due to the trail's unresolved status. In many locations, volunteer organizations have made immeasurable contributions to the trail and trail maintenance. However, stakeholders were clear, better leadership and governance

▼ **Figure 73: Private property signs along the trail**



is needed if the trail's is to be better managed and its tourism potential is to be realized.

Going forward, strong leadership and a clear governance model that ensures the trail is effectively, efficiently and consistently managed, maintained and sustainably resourced is essential. It is also essential that the governance model capitalizes on and enhances the considerable stewardship and partnership interest and passion that exists in the trail and reflects the unique geographic differences along the trail.

To enable consistency and efficient management, this plan envisions that ownership and the primary responsibility for administration (e.g. asset management, tenure administration, regulation, enforcement) of the trail will remain with the Province through FLNRORD's Recreation Sites and Trails (RSTBC) program. Provincial ownership will ensure the trail and its infrastructure can be developed, managed and regulated consistently despite the multiple regional government

jurisdictions through which the trail passes. In addition to taking the lead on administration and regulation of the trail, RSTBC will apply a “community development” approach to build local capacity, partnerships and support for implementing this plan and operating the trail. RSTBC will stimulate the creation of a “Friends of Organization” (name to be determined) to advise on the implementation of the plan, coordinate and support trail operations and enable to acquisition of funding through sources the province is ineligible to apply for (e.g. provincial grants, regional and local government funding, industry grants, Great Trail grants etc.). The organization should be governed by a board representing both the geography and user interests on the trail as well as members with the right technical competency to operate such an organization. The Friends of Organization should be issued a partnership agreement from FLNRORD to allow the organization to apply and collect a trail fee to help off-set operational costs of the trail.

### **Actions:**

1. The Province of BC, through the Ministry of Forests, Lands, Natural Resource Operations and Rural Development, should publicly confirm and re-emphasize their ownership and leadership role in championing the implementation of this plan with TOTA and partners.
2. TOTA should work to obtain formal endorsement of this plan and commitment to its implementation from the Regional Districts and communities through which the trail passes including Regional Districts of Okanagan Similkameen, Central Okanagan, Kootenay Boundary; Village of Midway, Kelowna, Naramata and Penticton and with key recreational organizations in the region.
3. Establish a “Friends of Organization” to:
  - Advise RSTBC on implementation of this plan
  - Help coordinate and organize contributions of local clubs and organizations
  - Pursue grants and other funding contributions that the RSTBC is ineligible for



- Establish a Trail Management Fund
  - Support trail operations and management (e.g. maintenance, visitor education) including trail stewardship days
  - Implement, collect and administer a trail pass fee if implemented
  - Implement a corporate Trail Partner Program to connect corporate donors and contributors with trail priorities
4. Develop clear policy framework and work plan for the “Friends of Organization”.
  5. Develop a partnership agreement between FLNRORD and the newly formed Friends of Organization. Review whether the partnership agreement with the RDOS should continue in its current form or be incorporated into the “Friends of Organization’s” partnership agreement.
  6. Develop and implement a comprehensive volunteer steward program (e.g. appropriate training, equipment, insurance, work planning, recognition etc.) to enable and support coordinated and appropriate volunteer contributions across the entire trail.
  7. Develop a Corporate Trail Partner Program to enable and increase corporate in-kind contributions to trail development, maintenance and management.





## ENHANCE RESOURCING AND CAPACITY

To date, consistent capacity and resourcing for development and management of the trail has been largely limited to the Myra Canyon and Glenfir to Penticton segments of the trail. Achieving a world class export ready status will require considerable dedicated resourcing and capacity from the champions of this plan – TOTA and FLNRORD. This dedicated capacity and resourcing will enable the necessary leadership and investments to stimulate meaningful action. Stakeholders were clear, if dedicated resourcing and capacity are not provided, the development of a world class export ready experience will remain a simple vision with limited reality. The user conflicts, negative impacts on recreational quality and lost opportunity to capitalize on the tourism benefits will continue. With this plan in place, the time is now to make a meaningful investment in the KVR Trail. These stimulus investments will set in motion the opportunity for communities and the region as a whole to reap the tourism and recreation benefits of the KVR Trail for decades to come.

To enhance the resourcing and capacity, the following actions should be applied.

### Actions

1. Once the partnership agreement is established with the 'Friends of Organization', consider the application of a trail pass fee to help offset operational costs for development and management of the trail.
2. Establish a KVR Trail Management Fund to collect the user fees, grants, government and other financial contributions.
3. Establish a dedicated annual operational funding amount from RSTBC for trail operations.
4. Increase capital funding from RSTBC for development / enhancement of essential visitor infrastructure (e.g. comfort and convenience amenities, signage) and infrastructure upgrades (e.g. recreation site campgrounds).
5. Pursue provincial, local and regional government and other grants to support development of visitor infrastructure and operation of the trail.
6. To enable the appropriate leadership and implementation of this plan, ensure accountability for implementation of the plan is incorporated into the performance plans of RSTBC's local recreation officers and trail specialist.
7. Hire and maintain an annual trail care crew.
8. Ensure dedicated resourcing is available from TOTA to support the implementation of this plan and stimulate implementation of the actions.
9. Recognizing the direct relationship between the quality of the trail and the success of tourism operators who sell experiences on the trail, the feasibility of establishing a fair revenue sharing model to support development and management of the trail between tourism operators and the Friends of Organization should be explored. This revenue sharing would be in addition to any rental charges applicable under the British Columbia Adventure Tourism Policy and would be contributed to the Friends of Organization's Trail Management Fund.

### 8.1 ROLE OF PARTNERS

Enhancing the recreational quality and tourism potential of the KVR Trail will be a team effort. All levels of government, the tourism industry, recreation trail organizations, adjacent landowners, tenure holders and others will have to work cooperatively if the KVR

Trail is to reach its potential. Each partner will play an important role as generally outlined in the following matrix.

PARTNER	POTENTIAL ROLE(S)
Thompson Okanagan Tourism Association	<ul style="list-style-type: none"> <li>• Champion the implementation of this plan and advocacy for the trail.</li> <li>• Support the creation and operations of a Friends of Organization.</li> <li>• Champion marketing and promotion of the trail.</li> <li>• Stimulate the animation of the trail, visitor experiences and itineraries.</li> <li>• Pursue grants and other funding sources to enable implementation of this plan including ORV Trail Master Plans.</li> <li>• Develop and maintain official visitor information and trip planning portal.</li> <li>• Actively support the development and operations of the Friends of Organization.</li> </ul>
Ministry of Forests, Lands, Natural Resource Operations & Rural Development	<ul style="list-style-type: none"> <li>• Champion the implementation of this plan and ensure a coordinated whole of government approach to implementation of the plan.</li> <li>• Stimulate the creation of and support the operations of a Friends of Organization.</li> <li>• Dedicate capital and operational funding for implementation of the plan including ORV Trail Master Plans.</li> <li>• Provide technical trail development and management support to Friends of Organization.</li> <li>• Regulate and enforce visitor and tenure holder use of the trail.</li> </ul>
Local & Regional Governments	<ul style="list-style-type: none"> <li>• Promote the trail through local economic development activities.</li> <li>• Provide grants and funding support for implementation of this plan.</li> <li>• Align local and regional trail master plans to support implementation of this plan and build connections into adjacent communities.</li> <li>• Actively support the Friends of Organization.</li> </ul>



PARTNER	POTENTIAL ROLE(S)
Friends of Organization (to be established)	<ul style="list-style-type: none"> <li>• Advise RSTBC on implementation of this plan and priority setting.</li> <li>• Help coordinate, organize and prioritize contributions of local clubs and organizations across the entire trail and ensure volunteers have appropriate training and equipment.</li> <li>• Pursue grants and other funding sources to enable implementation of this plan.</li> <li>• Establish a Trail Management Fund.</li> <li>• Support trail operations and management (e.g. maintenance, visitor education) through trail stewardship days.</li> <li>• Implement, collect and administer a trail pass fee if implemented.</li> <li>• Implement a corporate Trail Partner Program to connect corporate donors and contributors with trail priorities.</li> </ul>
Indigenous Communities	<ul style="list-style-type: none"> <li>• Where appropriate, work with Tourism Operators and TOTA to develop authentic Indigenous tourism experiences on-trail.</li> <li>• Actively support the Friends of Organization.</li> </ul>
Recreation Trail Groups	<ul style="list-style-type: none"> <li>• Be a trail steward and active advocate for the trail.</li> <li>• Champion development and implementation of ORV Trail Master Plans.</li> <li>• Coordinate participation in trail stewardship days.</li> <li>• Promote compliance with trail regulations.</li> <li>• Actively support and participate in the Friends of Organization.</li> <li>• Promote the trail.</li> </ul>
Tourism Operators	<ul style="list-style-type: none"> <li>• Develop and deliver remarkable visitor experiences to animate the trail.</li> <li>• Promote the trail.</li> <li>• Provide a fair revenue source to support trail operations in return for use of the trail.</li> <li>• Be a trail steward and active advocate for the trail.</li> <li>• Actively support the Friends of Organization.</li> </ul>
Adjacent Landowners	<ul style="list-style-type: none"> <li>• Work in partnership with trail managers to identify and develop solutions to trespass and other undesirable interactions between visitors and adjacent landowners</li> </ul>
Tenure Holders	<ul style="list-style-type: none"> <li>• Work in partnership with trail managers to avoid and / or mitigate impacts of tenure operations on the trail and visitor experience.</li> <li>• Support Corporate Trail Partner program where possible.</li> </ul>
Environmental Organizations	<ul style="list-style-type: none"> <li>• Support biophysical inventory, development of visitor education and interpretation content and prioritization of ecological restoration and enhancement initiatives</li> </ul>