

## **TRAIL DEVELOPMENT POLICY**

<b>Policy Number:</b>	<b>2018-02</b>
<b>Approved by:</b>	<b>Council</b>
<b>Effective date:</b>	<b>June 2018</b>
<b>Department:</b>	<b>Parks</b>

### **1. PURPOSE**

This document establishes the City of Whitehorse's policy and procedure to authorize Trail Construction, Trail Enhancements, and Trail Remediation and Maintenance on municipal and/or Crown lands within the City of Whitehorse boundary.

### **2. AUTHORITY**

Council Resolution #2018-14-15 dated June 25, 2018.

### **3. POLICY STATEMENT**

The City of Whitehorse is committed to the development and support of Trail Construction, Trail Enhancements, and Trail Remediation and Maintenance that contribute to a diverse, accessible, sustainable and inclusive trail network. However, the City does not have the capacity to maintain and manage all trails that have been built or will be built within municipal boundaries.

Accordingly, the City of Whitehorse practice for accommodating trail building activity on municipal and/or Crown lands within its boundary is to enter into Trail Use Agreements with local organizations and individuals (or groups of individuals). Local groups and organizations can be allowed to develop and maintain new and existing trails, whereas individuals (or groups of individuals) can be permitted to do 'one-off' enhancement projects on existing City Trails. Trail Use Agreements will contain terms that enable the City to achieve its objectives regarding public safety, user conflict avoidance, and environmental stewardship. Unless these objectives can be achieved, the City will not authorize Trail Construction, Trail Enhancement or Trail Remediation and Maintenance activities on municipal and/or Crown lands within the City of Whitehorse boundary and trails known to have been constructed without authorization can be closed.

### **4. SCOPE**

This policy applies to City Council, City Administration, First Nations' governments, Yukon Government, Trail Stewards, trail users and the general public.

### **TRAIL NETWORK**

There are over 850 kilometres of mapped trails within the municipal boundaries of the City of Whitehorse. The City is responsible for the maintenance of specific trails that meet established criteria. The level of service for identified trails is determined using a system of prioritization. This maintenance responsibility includes, but is not limited to, scheduled inspections, clearing, Remediation, re-routing, Decommissioning and issue tracking. The City will provide this service on a priority basis in a cost-effective manner, with consideration given to safety, budgets, personnel, and environmental concerns.

## **5. EXCLUSIONS**

- (1) The Trail Development Policy specifically excludes the following:
  - (a) Trail Remediation and Maintenance activities on City Trails by City staff. This is clearly outlined in the Trail Maintenance Policy 2021-02.
  - (b) Conditions for trail closures. This is clearly outlined in the Trails Maintenance Policy 2021-02.
  - (c) Development of Priority A and Type I trails as described in the Trail Maintenance Policy 2021-02.
- (2) Trail Construction, Trail Enhancements, Trail Remediation and Maintenance does not include:
  - (a) Basic travel through/across municipal and/or crown lands within the City of Whitehorse boundary, whether on a one-time basis or repetitive use of the same route;
  - (b) Route-finding or marking for that purpose, using ribbons, cairns or other directional indicators;
  - (c) Minor or incidental clearing of brush or downed trees on or off City Trails;
  - (d) Emergency repairs to a trail to prevent imminent damage to the environment or the trail; and
  - (e) Emergency construction or maintenance of a trail when that is the only reasonable way of minimizing risk to personal safety.

## **6. DEFINITIONS**

“ATV” means a motorized wheeled vehicle designed and manufactured for off-road travel including, but not limited to, three wheelers, four wheelers, six wheelers, amphibious machines, off road or hybrid two wheeled vehicles but excludes, at all times, Automobiles.

“Automobiles” means a motorized four wheeled vehicle designed and manufactured for transporting passengers primarily on roads including, but not limited to, cars, trucks and vans.

“City Trail” means trails designated by Council and subsequently incorporated into the priority trail inventory in the Trail Maintenance Policy 2021-02-.

“City Trail Network” means all trails designated by Council and subsequently incorporated into the priority trail inventory in the Trail Maintenance Policy 2021-02.

“Council” means the duly elected Council of the City of Whitehorse.

“IMBA Guidelines” means the International Mountain Biking Association Guidelines for trail building, as documented in the IMBA publication, “Trail Solutions: IMBA’s Guide to Building Sweet Single Track” or successor publications.

See: <http://www.imba.com/catalog/book-trail-solutions>.

“Manager” means the Manager of Parks for the City of Whitehorse or their approved designate.

“Shared Use (multi-use) Trail” means a trail that accommodates more than one user group such as hikers and mountain bikers at one time.

“Snowmobile” means a motor vehicle, designed primarily for travel on snow or ice, having one or more steering skis, and self-propelled by means of an endless belt or belts driven in contact with the ground and includes a snowmobile Conversion Vehicle;

“Technical Trail Features (TTFs)” means an obstacle on a trail designed to add a degree of difficulty to a trail in order to challenge the skill of trail users. Technical trail features can be either natural or man-made.

Man-made TTFs are considered to be:

- jumps either wood or dirt over 0.5 meters in height and over 1 meter in length;
- any wooden ramps or log rides for the purpose of adding a degree of technical skill to a trail; or
- any other feature as determined by the Manager.

Natural TTFs are considered to be:

- drop-offs over 0.5 meters;
- rock slabs over 5 meters in length at a grade exceeding 30%; or
- any other feature as determined by the Manager.

For the purposes of this policy, works constructed solely for the purpose of enhancing trail safety or access (e.g., a bridge across a stream or gully), or to protect the environment (e.g., an elevated pathway over a wetland) will not be considered technical trail features.

“Trail Construction Agreement” means the form of authorization given to eligible groups or stewards by the City of Whitehorse to enable construction of new trails on municipal and/or Crown lands within the City of Whitehorse boundary.

“Trail Enhancement Agreement” means the form of authorization given to eligible groups or stewards by the City of Whitehorse to enable enhancement of existing trails in the City Trail Network.

“Trail Use Agreement” means the form of authorization given to eligible groups or stewards by the City of Whitehorse to enable Trail Construction, Trail Enhancements, and Trail Remediation and Maintenance on municipal and/or Crown lands within the City of Whitehorse boundary. Trail Use Agreements may contain terms and conditions that are appropriate to individual situations for enabling the City to achieve public safety, user and impact management objectives. Trail Use Agreements are generally in the form of a memorandum of understanding.

“Trail Construction” means the process of establishing a new trail, involving landscaping activities and the building of trail features.

“Trail Enhancement” trail works that change the characteristics of a particular trail to improve user experience such as minor reroutes (under 100 meters), large contiguous resurfacing projects (over 10 meters) and construction of structures, such as boardwalks, bridges, TTFs or other structures, of a long-term or permanent nature.

“Trail Monitoring” means trail inspection and reporting activities on City Trails identified in the Trails Maintenance Policy 2021-02.

“Trail Remediation and Maintenance” means trail upkeep activities to enable/facilitate safe, enjoyable and impact-free trail use, such as grading and filling holes/ruts, armouring against erosion, improving drainage, removing hazardous roots or stones, trimming encroaching vegetation, and replacing deteriorated structures such as handrails, steps or bridging performed.

“Trail Steward” means an organization or individual (Appendix 4) that formally takes on responsibility for the care and maintenance of a particular City Trail. A trail steward is generally a volunteer organization whose stewardship is authorized through a memorandum of understanding. The Manager or designate has the authority to amend Appendix 4 as necessary to reflect changes or additions to the list of Trail Stewards.

“Unauthorized Trail” means any new trail constructed within City limits that is identified by the City as having been constructed without proper authority or approval.

“Whistler Trail Standards” means the standards for mountain bike trail signage, fall zones, inspection and maintenance, and TTF design and construction that are specified in the most recent version of the publication developed by the Resort Municipality of Whistler titled, “Whistler Trail Standards: Environment and Technical Trail Features” or successor publications. See: [http://www.mbta.ca/assets/pdfs/trail\\_standards\\_first\\_edition.pdf](http://www.mbta.ca/assets/pdfs/trail_standards_first_edition.pdf)

## **7. OBJECTIVES**

- (1) Recognize Trail Construction and Trail Enhancements as legitimate activities within municipal boundaries, provided they are authorized and sustainable in the sense that they occur in suitable locations and do not result in unacceptable safety hazards, user conflicts, or negative environmental impacts.
- (2) Prevent a proliferation of uncoordinated and unplanned trail development.
- (3) Provide appropriate recreational trail use opportunities within municipal boundaries as a means of promoting healthy lifestyles and supporting local economic development.
- (4) Provide recreational opportunities on municipal and/or Crown lands within the City of Whitehorse boundary that accommodates demand for various types of trails, facilities and experiences, recognizing user demand for new and varied types of trail experiences will continue to evolve over time.
- (5) Promote, where appropriate, efficient land use within municipal boundaries for trail development by encouraging new trail authorizations to locate on/around the existing City Trail Network and infrastructure.
- (6) Manage safety hazards and risks associated with trail use and associated legal liability for the City and other stakeholders.
- (7) Minimize potential conflicts on municipal, crown lands and/or First Nations lands within the City of Whitehorse boundary between trail users, other approved resource users, and private property owners.

- (8) Minimize potential impacts of trail use activities on environmental and other sensitive values.
- (9) Foster cooperative partnerships with local interest groups as a means of meeting public demand for trail infrastructure and to address the issue of limited City resources to develop, maintain and manage trails in all locations where user demand exists.
- (10) Recognize a role for other partners/participants in responding to demand for trail experiences, including groups and/or organizations, other governments and the private sector.
- (11) Ensure trail development is consistent with City plans, policies and bylaws.

## **8. RESPONSIBILITIES**

- (1) City Council shall:
  - (a) authorize new Trail Construction for trails over 500 m in length;
  - (b) designate new trails; and
  - (c) adopt new trails into the Trail Maintenance Policy 2021-02.
- (2) City Administration (Parks Department)  
The Manager or designate shall:
  - (a) authorize Trail Enhancement projects;
  - (b) select an assessment team composed of Parks Department staff members for review of trail development applications;
  - (c) assess trail development applications based on the terms found in Part 13 of this policy;
  - (d) consult with stakeholders, public and community groups as required in Part 13 of this policy;
  - (e) present recommended trail development authorizations to Council;
  - (f) renew Trail Use Agreements;
  - (g) educate applicants on best construction and operation practices; and
  - (h) address public concerns and safety issues.
- (3) Applicants shall:
  - (a) Provide all required information when proposing trail development listed in Part 12 of this policy.
- (4) Organizations and/or groups  
Where not-for-profit organizations and/or groups assume the primary Trail Monitoring and Trail Remediation and Maintenance role on identified trails, the organization shall:
  - (a) Fulfill terms in the Trail Use Agreement; and
  - (b) Perform duties consistent with the established 'level of service' assigned to each trail using criteria in the Trail Maintenance Policy 2016-04.

## **9. TRAIL CONSTRUCTION AND TRAIL ENHANCEMENT**

- (1) Construction of trails over 500 m in length on municipal and/or Crown lands within the City of Whitehorse boundary is not permitted unless authorized by Council.
- (2) Enhancement of trails on municipal and/or Crown lands within the City of Whitehorse boundary is not permitted unless authorized by the Manager.
- (3) No Trail Enhancements are permitted on City Trails located on Kwanlin Dūn First Nation Settlement Land unless authorized by Kwanlin Dūn First Nation (see/ Appendix 2 for a lists of Government Partners and Appendix 4 for trails located on Kwanlin Dūn First Nation Settlement Land).
- (4) No Trail Enhancements are permitted on City Trails located on Ta'an Kwäch'än Council Settlement Land unless authorized by Ta'an Kwäch'än Council (see Appendix 4 for trails located on Ta'an Kwäch'än Council Settlement Land).
- (5) Applications for Trail Construction or Trail Enhancements on municipal and/or Crown lands within the City of Whitehorse boundary must be submitted to the Parks office. Parks staff will guide proponents through the authorization process. Applications should contain the information described in Part 12 of this policy.
- (6) The Manager will make authorization recommendations on the basis of various information sources, including some or all of the following:
  - information submitted by the proponent in the application package;
  - land status reports;
  - relevant sections of land/resource management plans, including recreation management plans or strategies, if available;
  - environmental review;
  - a Decision Document pursuant to the Yukon Environmental and Socio-economic Assessment Act (YESAA), where applicable;
  - referral comments;
  - site investigations;
  - consultation with stakeholders and the public;
  - First Nations government consultation; and
  - available budget and Parks staff resources for Trail Maintenance.

## **10. APPLICANT ELIGIBILITY**

- (1) Legally established groups and organizations are eligible to submit proposals for Trail Construction or Trail Enhancements, including:
  - Non-profit organizations established under the Society Act;
  - Local economic development organizations;
  - Other governments; and
  - Appropriate organizations, as determined by the Manager.

- (2) Individuals (or groups of individuals) are eligible to submit proposals only for short-term, 'one-off' Trail Enhancement projects.

## **11. TYPE AND TERM OF APPROVAL**

- (1) Where approved by Council, Trail Construction is authorized in two ways:
  - (a) **Trail Construction Agreement:** By entering into a Trail Agreement that explicitly authorizes construction of a proposed trail that has been adopted into the official City Trail Network and managed by the City as per the Trail Maintenance Policy 2016-04.
  - (b) **Trail Use Agreement:** By entering into a Trail Agreement that explicitly authorizes construction of a proposed trail that has been adopted into the official City Trail Network and managed by the City as per the Trail Maintenance Policy 2016-04.
- (2) Where approved by the Manager, Trail Enhancements are authorized by a:
  - (a) **Trail Enhancement Agreement:** By entering into a Trail Agreement that explicitly authorizes Trail Enhancement on a City Trail.
- (3) A Trail Use Agreement entered into with a specified party will include terms of Trail Construction, Trail Use Agreements can contain terms and conditions that are appropriate to individual situations for enabling the City to achieve public safety, user and impact management objectives. Trail Use Agreements are generally in the form of a memorandum of understanding.
- (4) A Trail Enhancement Agreement will include commensurately simple conditions (e.g., sketch map and/or a few sentences describing the approved works).
- (5) Trail Construction Agreements and Trail Use Agreements may last for terms of up to 3 years, at the discretion of the Manager. The duration of Trail Construction Agreements will be commensurate with the nature and scope of trail activities being contemplated. Trail Enhancement Agreements that authorize short-term, small-scale trail works will normally be issued for one year or less.
- (6) Trail Construction Agreements and Trail Use Agreements can be renewed where agreed upon by the Manager and agreement holder.
- (7) Trail Construction Agreement, Trail Use Agreement and Trail Enhancement Agreement documents will be individually customized to contain terms and conditions that are appropriate to the nature and scale of the Trail Construction, Trail Enhancement and/or Trail Remediation and Maintenance activities being approved – see Part 14, Special Requirements.

## **12. Content of Applications**

- (1) Application for authorization to Trail Construction or Trail Enhancements should be submitted to Parks staff using the City's application form available at: <http://www.whitehorse.ca/departments/parks-and-community-development/trails>
- (2) Applications for spring commencement of Trail Construction activities shall be submitted to Parks by September 15<sup>th</sup> of the year prior to expected construction. Applicants may submit applications for Trail Construction projects after the September 15<sup>th</sup> deadline, these applications will then be considered at a later date.
- (3) Applications for straightforward, short-term or one-off Trail Enhancement works require inclusion of the following basic information:
  - Name, address and contact information of the applicant organization (or individuals);
  - Location of the proposed works, including a map showing the area of the proposed works, and names of existing trails, as appropriate;
  - General description of the proposed Trail Construction, Remediation or Maintenance activities that will be undertaken; and
  - Timeframes when the work would occur.
- (4) Applications for Trail Use Agreements, where an ongoing Trail Maintenance role by the applicant is envisioned, should include the above information as well as:
  - explanation of the applicant's experience, capability and capacity to undertake Trail Construction and/or Trail Enhancement activities;
  - a certificate of general liability insurance at a minimum amount of \$3,000,000 with the City named as an additional insured;
  - identification of other recreational users and resource users of the trail area under application, and measures proposed for preventing or minimizing user and resource conflicts;
  - measures proposed for ensuring trails will be safe and durable; and
  - measures that will be employed to ensure trail work is environmentally sound.

## **13. APPROVAL PROCESS**

Wherever possible, the City will encourage trail use on the City Trail Network to prevent a proliferation of uncoordinated and unplanned trail development on municipal and/or Crown lands within the City of Whitehorse boundary.

- (1) The Manager can approve proposals for Trail Enhancements on City Trails and new City Trails under 500 meters in length provided that public safety, user conflicts, and environmental issues can be successfully managed.



- (2) Council can approve proposals to expand/diversify the City Trail Network for construction of new City Trails over 500 meters in length that inter-connect with the existing City Trails, provided that:
  - (a) public safety, user conflicts, City resources and environmental issues can be successfully managed.
- (3) Proposals to develop new trails on municipal and/or Crown lands within the City of Whitehorse boundary that are not part of or integrated with the existing City Trail Network will be accepted for review only if:
  - (a) an approved, City plan, exists which recommends the area for trail development/use;
  - (b) the area is permitted for trail development in the City's Zoning Bylaw; and/or
  - (c) the proponent is representative of a community based trail organization.

This applies to trails that have been built on municipal and/or Crown lands within the City of Whitehorse boundary without prior authorization.

- (4) Where applications are accepted for review, the Manager will assess the suitability of the proposal on its merits. This will involve reference to information from:
  - a land status check;
  - environmental review including identification of permit requirements and proximities to sensitive areas (environmentally sensitive and water features);
  - a Decision Document pursuant to the Yukon Environmental and Socio-economic Assessment Act (YESAA), where applicable;
  - referral to other interest groups;
  - review of existing land-use plans, as appropriate;
  - compliance with First Nations consultation requirements; and
  - reference to the considerations and impact mitigation strategies identified in Appendix 1.
- (5) Where applications are accepted for review, the Manager may approve an application for trail construction if the following conditions are met:
  - (a) a proposed trail is less than 500 meters in length;
  - (b) a proposed trail will be 1.5 meters or less in width; and
  - (c) public safety, user conflicts and environmental issues can be safely managed.
- (6) Where applications are accepted for review, the Manager will post the application publicly for a period of three weeks after notification when:
  - (a) a proposed trail exceeds 500 meters in length;

- (b) a proposed trail exceeds 1.5 meters in width; and/or
  - (c) a self-propelled power driven machine for moving earth or clearing land of vegetation is proposed for construction (this excludes the use of ATVs, Automobiles and Snowmobiles for transportation of tools and materials).
- (7) The Manager will present complete applications to Council for approval. Council approval consists of authorizing Trail Construction for trails over 500 m in length, designating proposed trails and adopting proposed trails into the Trail Maintenance Policy 2021-02.
- (8) If approved by Council, the Manager will:
- enter into a Trail Construction Agreement with the proponent containing terms of Trail Construction and any special requirements identified in Part 14 of this policy. Once a Trail Construction Agreement is in place and all permit requirements are met, Trail Construction can proceed; or
  - negotiate the terms of a Trail Construction Agreement with the proponent. The Trail Use Agreement will include:
    - terms of Trail Construction;
    - other terms and conditions such as ongoing Trail Maintenance requirements;
    - circumstances where the City is best suited to maintain the proposed trail;
    - appropriate provisions for addressing safety, conflict and impact issues (e.g., see Appendix 1); and
    - any special requirements identified in Part 14 of this policy.
- Once a Trail Construction Agreement is in place and all permit requirements are met, Trail Construction can proceed.
- (9) If not approved, the application will be disallowed, and the proponent will be notified of the decision. If an application that is disallowed involves trails that had been built without prior authorization, the Manager may order removal of the illegal trail facilities.

#### **14. Special Requirements**

- (1) Issuance of a Trail Use Agreement does not extend a right of exclusive control, use or possession of any trails. All trails established under this policy will continue to be Shared Use (multi-use) Trails that are open to all types of recreation, unless otherwise restricted or prohibited.
- (2) Where TTFs ARE NOT proposed:
- these authorizations are subject to the requirement for the agreement holders to follow IMBA's trail building guidelines and any other requirements included in the Trail Construction Agreement, Trail Enhancement or Trail Use Agreement; or

- these authorizations are subject to the requirement for the agreement holders to follow engineering standards and guidelines, and any other requirements included in the Trail Construction Agreement, Trail Enhancement Agreement or Trail Use Agreement when proposed trails are over 1.5 meters wide and intended for ATV use; and
  - follow the City's procedures for Trail Monitoring and maintaining trails as specified in a Trail Use Agreement consistent with the established 'level of service' assigned to each trail using criteria in the Trail Maintenance Policy 2021-02.
- (3) Where TTFs ARE proposed, agreement holders will be required to meet the following provisions aimed at minimizing public safety and liability risks:
- Follow the IMBA Guidelines, the Whistler Trail Standards and any other requirements included in the Trail Construction Agreement, Trail Enhancement Agreement or Trail Use Agreement when planning, constructing, rehabilitating and maintaining trails. Note: consistent with Whistler Trail Standards, Expert Unlimited trails will not be authorized, however there may be some of these elements on a trail based on conditions specified by the City;
  - Follow the City's procedures for Trail Monitoring and maintaining trails as specified in a Trail Use Agreement consistent with the established 'level of service' assigned to each trail using criteria in the Trail Maintenance Policy 2021-02; and
  - Repair or eliminate known safety hazards.
- (4) Trail Agreements will contain an operating plan schedule, in appropriate detail, the Trail Construction, Trail Enhancement, and Trail Remediation and Maintenance work that the agreement holder is authorized to conduct. Operating plans will be valid for the term of the agreement.
- In the case of simple, one-off, short-term Trail Enhancement works proposals, the operating plan should be commensurately simple (e.g., sketch map and/or a few sentences describing the approved works.)
  - In the case of Trail Use Agreements, the agreement holder will be required to submit a proposed operating plan for approval by the Manager before the trail work can commence. Operating plans should contain a description of the location (map required at appropriate scale – e.g., 1:20 000), and the nature and timing of the proposed trail works. Operating plans should also identify measures that will be implemented for ensuring trail safety, preventing/minimizing conflicts with other trail and resource users, and preventing/minimizing environmental impacts.

### **15. Authorization Decision Review**

- (1) If an applicant is dissatisfied with a City decision on an authorization to construct, rehabilitate or maintain a trail or a Trail Partnership Agreement application, a review of the application may be requested by appealing in writing to the City Manager within 14 days of the City giving notice of decision to the applicant. The City Manager, or their delegate, may opt to refer the appeal to Council. The City Manager, their delegate or Council shall issue a written decision on any appeal within 30 days of receiving the written appeal from an applicant. The decision of the City Manager, their delegate, or Council is final and binding on the applicant.

### **16. Monitoring and Enforcing Trail Agreements**

- (1) The Manager will allocate available resources to monitor and inspect authorized trails and assess compliance with the Trail Use Agreement terms and conditions, including the requirement to comply with the IMBA Guidelines and the Whistler Trail Standards. The Manager may retain independent technical expertise TTF development to assess / audit compliance with the guidelines and standards.
- (2) If public safety, user or resource conflicts, environmental impact issues, or agreement compliance deficiencies are identified, the Manager will provide the agreement holder with verbal and written notice of the problem and a reasonable amount of time for the problem to be corrected. The Manager may independently take temporary action to correct an urgent public safety problem (e.g., close a trail section; repair or remove a structure).
- (3) Where disputes arise between City and an agreement holder over compliance questions, the City has the authority to vary or cancel Trail Use Agreements to address public safety, trail or resource user conflicts, or environmental impact issues. The agreement holder can appeal the decision to the City Manager by means of a formal letter.

### **17. Where Trail Agreements Are Not Possible**

- (1) Where the City becomes aware of the existence of Unauthorized Trails and there is not a local organization with the interest or capacity to assume an ongoing Trail Monitoring, and Trail Remediation and Maintenance role, the Manager will assess the trails from a public interest perspective. Consideration will be given to:
  - appropriate location;
  - popularity with trail users;
  - public safety, user/resource conflicts, or environmental impact concerns; and
  - existing City operations and maintenance budget and staff levels.

Council may adopt the trails into the official City Trail Network and the trails will be managed by the City pursuant to the Trail Maintenance Policy 2021-02.

- (2) If the criteria in Part 17(1) above cannot be met, the City will take appropriate action, subject to the availability of resources, to address concerns. This action may include dismantling TTFs, environmental remediation efforts, or posting an order prohibiting trail use.

### **18. Trail Planning**

- (1) Where trail user or resource conflict issues emerge on City Trails, the Manager may initiate a trail planning process/strategy to work with local interests and identify solutions to issues (e.g., voluntary agreements among users on ways to meet users' interests and minimize trail use conflicts).
- (2) The Manager will participate, to the extent possible, in inter-agency integrated land/resource planning initiatives to ensure that trail opportunities are considered in the planning process, and identify areas with trail potential/suitability.
- (3) Where applicable, the Manager will aid and collaborate with Trail Use Agreement holders to identify and access potential funding sources for approved trail development projects.

### **19. Safety**

- (1) All work shall be carried out in accordance with the General Safety Regulations of the *Yukon Occupational Health and Safety Act*.

## **APPENDICES**

Appendix 1 – Trail Hazard, Conflict, and Impact Reduction Strategies

Appendix 2 – Government Partners

Appendix 3 – Trail Stewards

Appendix 4 – Trails Crossing First Nation Settlement Lands

## **SUPPORTING REFERENCES**

The *Municipal Act*, related council bylaws and policies, and other applicable Acts and Regulations, as amended from time to time.

*Please note that some documents may not be publicly available. Contact the Parks department for additional applicable procedures, bylaws, Acts and supporting references.*

## **HISTORY OF AMENDMENTS**

<b><u>Date of Council Decision</u></b>	<b><u>Resolution Number</u></b>	<b><u>Description</u></b>
June 25, 2018	2018-14-15	Initial policy adopted
May 26, 2025	2025-10-07	Policy updated in conjunction with Trail Maintenance Policy

## **APPENDIX 1. TRAIL HAZARD, CONFLICT AND IMPACT REDUCTION STRATEGIES**

This appendix describes strategies for mitigating safety / user conflicts, and impact issues that are potentially associated with trail development and use. Depending on the specifics of individual trail situations, these may be adopted as provisions in Trail Use Agreements, proposed as voluntary measures, or put into action by the City as part of general implementation of the City Trails program.

### **A. REDUCING SAFETY HAZARDS**

When processing applications and implementing agreements for Trail Construction, Remediation and Maintenance, the Manager will consider the following factors that can influence public safety risks:

- Whether the trail system involves TTFs, either man-made or natural;
- Whether the trails, facilities and features are developed and managed according to guidelines/standards;
- Steepness of trails;
- Speed at which trails are/will be used;
- Adequacy of visibility/sight lines along trails;
- Volume of use that the trails receive;
- Degree to which trails are accessible/proximate to settled areas, and therefore receive a high volume of use by a wide cross-section of users;
- User types and profiles (e.g., are users experienced/skilled, novice, knowledgeable about the area, a combination thereof);
- Potential for encounters for different types of trail users (e.g., mountain bikers, hikers, equestrians, dirt bikers, etc.);
- Potential for trail instability/deterioration and environmental damage (e.g., as a result of erosion);
- Whether or not the local organization has demonstrated capacity/interest in developing and managing safe trail systems; and
- Other factors that may influence hazard/safety levels, as identified by the Manager.

Strategies for managing public safety include:

**Authorization of Appropriate Trails** – Authorize trail works only if public safety (and other) issues can be sufficiently addressed.

**Management Agreements** – Enter into long-term Trail Use Agreements with qualified organizations to ensure appropriate trail development and upkeep.

**Enforce Guidelines and Standards** – Require conformance with the IMBA Guidelines and Whistler Trail Standards.

Remove Hazards – Close/dismantle all or a portion of a trail or TTF. Mitigate a Hazard – Modify a trail or TTF to remedy a hazard situation.

User Education – Promote user education/awareness of risk levels and safe riding techniques (e.g., through communication materials, safety workshops, etc.).

User Skills – Enhance user skill levels/abilities (e.g., through skills camps).

Trail Builder Education – Educate trail building volunteers on skills and techniques for building safe and sustainable trails.

Zoning – Close certain areas or trails to types of recreation uses and encourage that use on other areas. This method depends on having other areas available and usable.

## **B. REDUCING RECREATIONAL AND RESOURCE USE CONFLICTS**

Options for addressing conflict between recreational users, and conflict with other resource users, are listed below in the general order of preference for implementation. (Note: For more information, see the IMBA document The Minimum Tool Rule: A Hierarchy of Options for Managing Trail User Conflicts, available at [www.imba.com/resources/bike\\_management/hierarchy.html](http://www.imba.com/resources/bike_management/hierarchy.html)).

Post Signs – For example, advising caution; reminders of trail ethics/conduct; urging cyclists to stay on routes, slow down, limit party size, consider other users; identifying any local trail ‘rules’ that may be in effect; etc. Self-Monitoring – Encourage cyclists to patrol their own ranks in a positive way.

Education – Work with local clubs, special interest groups and others to educate users about low impact and responsible trail use, riding etiquette (codes of conduct/ethics), and consideration for other users.

Develop posters, brochures, and logos or trademarks as a reminder/symbol of considerate trail use.

Educate local groups and/or organizations about proper procedures/standards for designing and building sustainable trails.

Relationship Building – Encourage positive interaction among different trail users (e.g., joint trail maintenance projects, forming trail advisory committees).

Training – Develop and implement training programs on low impact trail use to be presented by clubs, organizations, bike shops, etc.

Trail Design – On new trails or trails that can be modified, include design features that restrict speed and enhance sight distance, and build wide or pull-out sections to facilitate safe passing (see Whistler and IMBA design standards/guidelines).

Barriers to Speed Control – Subject to safety considerations, leave or install barriers in the trail to control speed (e.g., rocks, roots, bumps, tight curves, down trees, speed barriers, water bars).

Requested Walking Zone – Signs that request or require cyclists to walk their bikes in certain areas where speed, recklessness or congestion are potential problems.

One-way Only – Designate direction of travel on trails with heavy use, to avoid the potential for collisions.

Post Speed Limits – Set maximum allowable or recommended speeds for users.

Encourage voluntary compliance in positive enforcement. Encourage speeds that that allow a user to stop in less than half the distance they can see.

Patrols – Use trained volunteer groups to patrol trails and talk with cyclists to dispense advice and monitor compliance with trail rules and codes of conduct.

Separate Sections – Construct separate routes for different uses where there is the greatest congestion (e.g., at trailheads).

The City may also facilitate local management planning processes that bring together the affected interests to cooperatively identify solutions for addressing user conflicts (and possibly other) issues. The planning processes may identify any of the above, or other, solutions for addressing conflict and impact issues.

### **C. REDUCING IMPACTS ON ENVIRONMENTAL AND RESOURCE VALUES**

To address potential issues of trail development and use impacts on environmental and other resource values, the City will apply the following strategies, as appropriate, to individual situations and as resources permit:

Proactive Planning – Ensure that areas appropriate and suitable for trail development/use are identified through management planning processes that consider sensitive environmental and other resource values (e.g., wetlands, unstable soils, valuable habitats, cultural/heritage values).

Environmental Design – As part of the trail authorization process, encourage applicants and Trail Use Agreement holders to work with land managers in a process to identify/map sensitive values, and design and construct trails accordingly. Apply the IMBA guidelines and Whistler standards for environmental design (e.g., stream crossings, drainage, habitat considerations, appropriate trail widths, environmentally sensitive construction materials and best practices).

Monitoring and Impact Mitigation – Monitor environmental impacts from trail development and use (e.g., erosion, water quality, vegetation disturbance, wildlife disturbance), and mitigate problems as they arise. Mitigation may involve the need to permanently or temporarily close or relocate a trail or trail segment (e.g., during wet periods, during wildlife breeding periods), rehabilitate an area, re-design a trail segment or feature, educate users, etc.

User Education – Work with local clubs and other interests to educate users on ways to minimize environmental impacts (e.g., stay on the trail, 'riding' vs. 'sliding'), and prevent the spread of noxious weeds. Use signage as appropriate.



## **APPENDIX 2. GOVERNMENT PARTNERS**

Kwanlin Dūn First Nation

Yukon Government

### **APPENDIX 3. TRAIL STEWARDS**

Contagious Mountain Bike Club (CMBC)

Klondike Snowmobile Association (KSA)

Whitehorse Nordic Ski Society (WNSS)

## **APPENDIX 4.**

### **TRAILS CROSSING KWANLIN DÚN FIRST NATION SETTLEMENT LAND**

El Camino

My Trail

Hula Girl

Copper Ridge Trail

Copper-McIntyre Ridge Trail

Quickie

McIntyre Crossing

Long Flat/Cantlie Lake Connector

Bypass

Fat Tire Fever

Yukon River Trail

R&D North

R&D South

Waterfront Trail

Hamilton Boulevard Trail

### **TRAILS CROSSING TA'AN KWÄCH'ÄN COUNCIL SETTLEMENT LAND**

Hospital Ridge Trail