

Terms of Reference: Canmore Area Trails Master Plan | Alberta Forestry and Parks © 2025 Government of Alberta | November 20, 2025 |

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## 1. Purpose of this Document

The Canmore Area Trails Master Plan (trails plan, previously called a strategy) is a trail planning initiative that will take place over many months and will be informed by the input of residents, visitors and dozens of agencies, organizations and interests. It will consider a large area of land in and around Canmore, looking at the social, environmental, cultural and economic factors related to trails and their use. This document, together with the project's Background Review, is intended to guide and inform the trails plan, its deliverables and how the project will proceed.

## 2. Background and Context

### **Background Summary**

The Bow Valley is a complex mosaic of jurisdictions, values and land uses. There is a rich history of land managers working and planning together to identify, address and set direction on issues as they arise in the Bow Valley including maintaining healthy natural ecosystems, managing impacts of human activity and taking steps to improve human-wildlife coexistence. Trails and trail-based activities are well documented in the outdoor recreation research to have impacts on wildlife and ecosystems. To address recreational trail-related impacts, improve trail experiences and act on a number of recommendations from prior reports and studies pertaining to the area, the Ministry of Forestry and Parks is working with a variety of partners to develop a Canmore Area Trails Master Plan.

The trails plan initiative builds on decades of previous collaborative planning processes and guidelines for Canmore and the Bow Valley, including:

- The standing roundtable on Human-Wildlife Coexistence formed in 2018 between Bow Valley municipalities (Town of Banff and Canmore, and now, in 2022, the MD of Bighorn), Parks Canada, and the Alberta government. Its published report made several recommendations directly pertaining to trail planning and management including the reduction of human footprint in wildlife corridors, temporal and spatial closure of areas and research on social aspects of recreation use. Many of the recommendations from the document have not been fully implemented.
- The Bow Corridor Ecosystem Advisory Group (BCEAG), which was established in 1996, includes municipal, provincial and federal land managers in the Bow Valley who are working together to address key wildlife corridor and habitat concerns, and issues related to human use. Recommendations from BCEAG's Recreation Opportunities Working Group, which date as far back as 2002, have included the development of a general master trail plan in the Bow Valley.

The growth of trail-dependent outdoor recreation activities in the Bow Valley has contributed to increasing amounts of ecological impacts, human-wildlife conflict, inter-user conflict, unauthorized trails and features, sub-optimal visitor experiences and numerous other issues. The goal of trails plan is to establish the basis for an integrated, authorized and sustainable trail network for lands across the Bow Valley that supports functioning wildlife corridors and habitat patches, enables treaty rights, enables economic benefits to flow to the community and maintains quality outdoor recreation opportunities and experiences for residents and visitors throughout the year.

#### Examples of Trail-Dependent Activities

- Climbing
- Cycling and ebiking
- Dog walking
- Geocaching
- Guided trail activities
- Hiking
- Horseback riding
- Mountain biking
- Nature watching
- Nordic Skiing
- Off-highway vehicle use
- Orienteering
- Snowshoeing
- Trail events
- Trail running

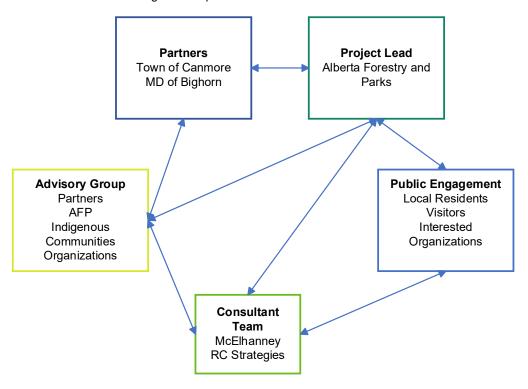
One of the greatest challenges of the trails plan process will be to protect wildlife and ecosystem function while addressing increasing demand for outdoor recreation by both residents and visitors. The Bow Valley is one of the busiest, fastest growing and most desirable outdoor recreation destinations in Canada. Its trails, wildlife, vistas, amenities and outdoor recreation

services are renowned around the world, and they are foundational to communities' culture, quality of life and the local recreation and tourism economies that rely on them. The quality, quantity, diversity, distribution and availability of trails over the timeframe of this project will have material impacts on the daily activities and opportunities available to residents and visitors. At the same time, the Bow Valley in and around Canmore has long been recognized as one of the most important wildlife corridors in the Rocky Mountain ecosystem. Commitment to environmental stewardship is a proud hallmark of Canmore and surrounding communities, and an area-wide trails plan represents an opportunity to apply leading stewardship principles deliberately and consistently to the local trail networks and their management.

Please see the <u>Background Review</u> document for current state detail about the area, its trails, trail use, the environment, land uses and other context.

### **Project Governance**

As the most significant land manager in the planning area, this initiative is being led and coordinated by Alberta's Ministry of Forestry and Parks under the authority of the provincial *Public Lands Act*, *Provincial Parks Act* and *Trails Act*. The Town of Canmore and the MD of Bighorn are partners in the initiative.



Planning will be coordinated by a core team of Alberta Forestry and Parks staff with the support of other local and provincial department staff and contracted trail specialists. The planning process and structure will invite significant input and involvement of public, Indigenous, municipal and other Government of Alberta interests.

# 3. Project Study Area

The Canmore Area Trails Master Plan (trails plan) will seek to understand all terrestrial trail-based recreation on all land in the Bow Valley, including Crown land designations and land bases, the Town of Canmore, the MD of Bighorn, and adjacent communities including Exshaw, Deadman's Flats, Lac des Arcs and Harvie Heights as shown in *Figure 1*.

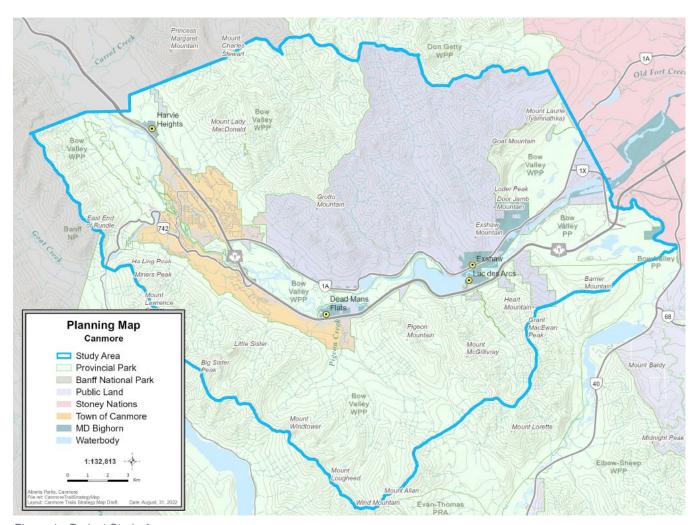


Figure 1 - Project Study Area

## 4. Purpose and Objectives

### **Purpose**

The Canmore Area Trails Master Plan will provide the foundation for developing, managing and maintaining an integrated, authorized and sustainable trail network in the Bow Valley that balances ecological values with quality outdoor recreation opportunities.

### **Project Objectives**

The Canmore Area Trails Master Plan has the following objectives:

- 1. Apply best practice approaches to recreation and visitor-use management.
- 2. Identify opportunities and trail-related management actions taken to improve the effectiveness of wildlife corridors, habitat patches and other wildlife values in the Bow Valley and reduce recreation-caused human-wildlife conflict and impacts.
- 3. Identify opportunities and trail-related management actions to support a sustainable recreation economy while minimizing and mitigating undesirable visitor impacts.
- 4. Identify a network of trails for designation in the Bow Valley that:
  - a. Addresses connectivity gaps.
  - b. Addresses user experience gaps (e.g., opportunities for different skill levels and abilities).
  - c. Meets user needs and expectations.
  - d. Provides trails for a wide range of technical and physical abilities.
- 5. Complete a specific trails plan for the Canmore Nordic Centre Provincial Park (CNCPP) to guide management of these trails considering the unique sport-competition needs of that facility.
- 6. Identify opportunities and management actions to reduce conflict between and among trail users and communities.
- 7. Identify opportunities and management actions to improve and enhance trail user experiences with appropriate infrastructure (e.g., staging, parking, amenities).
- 8. Identify opportunities and management actions to address unauthorized trail development.
- 9. Identify opportunities to foster trail stewardship and community involvement in trail development and management.
- 10. Clarify trail governance, management and operational approaches, including evaluative processes.

## 5. Scope

The Canmore Area Trails Master Plan will focus on trails, trail activities, trail-related impacts and trail use. While its scope, purpose and objectives will partially overlap with other types of planning initiatives, the trails plan should not be interpreted as a land-use plan, park management plan, wildlife management plan, recreation master plan or similar. This is a plan about the area's trails, trail management and how active management will be used to achieve the range of desired future conditions.

As a starting foundation, the trails plan process will develop the area's first cross-jurisdictional understanding of trail-related recreation across all lands within the Bow Valley. The trails plan analysis, and ultimately the trails plan's recommendations, will be built from an understanding of trail inventory data and will consider matters such as trail connectivity, access, levels of use, activities, impacts and management options. While the trails plan will primarily focus on planning, development and management of existing and potential trails on provincial Crown land (public land and parks), some recommendations may pertain and apply to partnering with municipal jurisdictions. These partnerships will work toward supporting common objectives to ensure functional wildlife corridors and habitat patches, connectivity of regional/long-distance trails, quality visitor experiences, facilitating accessibility, equity, and inclusion in trail experiences and supporting tourism and the outdoor recreation economy.

	In Scope (including but not limited to)	Out-of-Scope
Trail Location	Provincial Crown land  Trails within the study area (including those connecting beyond the study area)  Assessment of trail-related interaction/impacts with wildlife habitat and corridors  Existing and conceptual trail alignments  Continuity and connection of priority trails between jurisdictions  Trails for water access	Trails on municipal-owned and private land  Trails outside of study area  Delineation or defining of wildlife corridors
Trail Activities	Warm and cold season activities permitted under applicable legislation, regulation and/or policy  Non-motorized activities  Motorized activities (public land only)  Electrified mechanized activities (e.g., e-bikes)  Commercial and non-commercial activities	Activities not permitted under current legislation, legislation, regulation and/or policy
Trail Types and Condition	Paved, aggregate and natural surface terrestrial trails (single and multi-track)  Designated trails  Informal, undesignated and user-created trails  Inventory and assessment of the above	Paved trails within the Town of Canmore Sidewalks Water trails/routes Climbing areas (including via ferrata)
Trail Infrastructure	Infrastructure guidelines directly related to trail function, access, staging, parking, wayfinding, user comfort and safety  Clarification of signage needs, guidance and requirements across the network  Signage templates for variety of types of signs across the trail network, including trailhead, enroute, wayfinding, regulatory, and etiquette	Detailed infrastructure and amenity design and planning  Detailed signage planning, design and implementation of the signage plan  Indirectly related infrastructure including accommodations and access roads  Infrastructure within lands administered by project partners

Trail Management and Operations  Trail Experiences	Recommendations, strategies, actions and standards related to trail locations, types and management objectives  Other recommendations will be made on permitted activities, authorization, design, development, maintenance, winter grooming, restrictions and closures (temporal, temporary, permanent), decommissioning, future trail establishment or network alterations, trailhead access, emergency management, and monitoring and evaluation  Recommendations related to roles, responsibilities, collaboration, capacities, processes, standards, partnerships and trail staff/volunteer qualifications  Analysis that provides insights into gaps in user experiences and/or progression  Recommendations that support improvements to access, equity and inclusion  Recommendations that support improvements to the attractiveness and quality of specific trail experiences  Recommendations pertaining to partner services that would improve visitor/trail experiences	Specific detailed trail design and alignment  Organizational structure(s)  NOTE: While the trails plan is being developed, interim management and operations of trails will continue under existing authorities, plans, agreements and direction. Some trail management decisions will continue to be made outside of the trails plan process to respond to emerging issues, particularly ones that address environmental or safety issues  Design of specific experiences
Trail User Conduct and Visitor-Use Management	Recommendations on direct and indirect approaches to fostering and influencing responsible user behaviour, trail use and regulatory compliance (e.g., information, user education, enforcement)  Monitoring approaches and procedures	Matters and responsibilities of partnering jurisdictions
Trails Tourism and the Outdoor Recreation Economy	Recommendations pertaining to how partners can support trails tourism, the outdoor recreation economy and the accrual of related benefits to the community  Recommendations on how to eliminate or mitigate undesirable impacts associated with trails tourism and the outdoor recreation economy.	Development of specific tourism goals or targets
Legislation, Regulation, Bylaws  Policy and other planning processes	Non-binding recommendations that could contribute to improved trails or trail experiences  Non-binding recommendations that could contribute to improved trails or trail experiences	

## 6. Principles

The trails plan process, decisions, recommendations and management actions will be guided by the following principles.

- 1. Offer a Diversity of Desirable Trail Experiences A wide variety of quality trail experiences can be welcomed and accommodated. Trail opportunities should be tailored meet or exceed user expectations, be attentive to nuanced needs of various communities of interest, be responsive to evolving trends and market interests, encourage multimodal transportation and support the role and aspirations of Canmore area as a sustainable and ecologically responsible trail destination.
- Be Inclusive and Accessible The trail network is to provide outdoor recreation opportunities for all, regardless of skill, age or ability. Recognizing that a single trail cannot be all things to all people, the trail network will include trails as well as associated amenities, trip planning and navigation aids and programs that provide both universally accessible as well as adaptive trail experiences.
- 3. **Strive Towards Desired Ecological Outcomes** Trails can have an impact on local ecology, some of which can be mitigated through thoughtful design, location, and management. The network and management approaches should result in measurable improvements in specific ecological indicators of desired conditions.
- 4. Be Sustainable The trail network will be planned, designed and managed in accordance with industry best practices to ensure the network is environmentally, socially, and operationally sustainable. Plan recommendations will be implementable, durable, and appropriate for the area, and investments into the development, operation and management of the network will be sufficient to achieve desired conditions.
- 5. Be Consistently Well-managed and Coordinated The Alberta Government, local municipalities, communities, non-profit organizations, and private landowners should have clearly defined responsibilities, effective collaborative processes and use best practices in trail development and management. These practices include having clear accountabilities, working closely with trail users, providing trail stewardship opportunities, using respected and effective standards and approaches and delivering consistently high levels of service.
- Involve and be Informed by Public Participation and Indigenous Engagement The local community and
  Indigenous communities are involved in the development of the trails plan, actively engaged in decisions about the
  trail network's development and management.

As shown in the background review, the current network of trails is broad and extensive. Where possible, the trails plan should have minimal the addition of new trails. New trails shall be considered when they:

- 1. replace one or more decommissioned trails that are failing, redundant or in ecologically sensitive areas
- 2. create a formal trail required for connectivity
- 3. have a comprehensive justification for consideration that is aligned with the intent of the land classification
- 4. are required to maintain standards of national or international-level competition and where ecological concerns can be addressed.

## 7. Planning Process

### **Planning Framework**

Development of the trails plan will broadly align with the Visitor Use Management Framework (VUMF) process.<sup>1</sup>

The VUMF (*Figure 2 and 3*) is an internationally accepted recreation management planning and decision making process that has been successfully applied in some of the most intensely visited and ecologically important destinations in North America.



Figure 2 VUMF Process

The VUMF includes four main phases:

- 1. Build the Foundation Understand why the project is needed and develop the trail planning approach.
- Define Visitor Use Management Direction Describe the conditions to be achieved, maintained and monitored over time.
- 3. **Identify Management Strategies** Identify strategies to manage visitor use and to achieve and maintain desired conditions and visitor experiences.
- 4. **Implement, Monitors, Evaluate, and Adjust** Implement the identified management strategies and action and adjust based on monitoring and evaluation results.



#### STEPS:

- Clarify project purpose and
  need
- Review the area's purpose, and applicable legislation, agency policies, and other management direction.
- 3. Assess and summarize existing information and current conditions.
- 4. Develop a project action plan.

Outcome: Understand why the project is needed, and develop the project approach.

#### STEPS:

- 5. Define desired conditions for the project area.
- 6. Define appropriate visitor activities, facilities, and services.
- 7. Select indicators and establish thresholds.

Outcome: Describe the conditions to be achieved or maintained and how conditions will be tracked over time.

#### STEPS:

- Compare and document the differences between existing and desired conditions, and, for visitor use-related impacts, clarify the specific links to visitor use characteristics.
- Identify visitor use management strategies and actions to achieve desired conditions.
- 10. Where necessary, identify visitor capacities and additional strategies to manage use levels within capacities.
- 11. Develop a monitoring strategy.

Outcome: Identify strategies to manage visitor use to achieve or maintain desired conditions.

#### STEPS:

- 12. Implement management actions.
- 13. Conduct and document ongoing monitoring, and evaluate the effectiveness of management actions in achieving desired conditions.
- 14. Adjust management actions if needed to achieve desired conditions, and document rationale.

Outcome: Implement management strategies and actions, and adjust based on monitoring and evaluation.

#### Figure 3 VUMF Process Detail

The VUMF planning approach allows for trail planning across jurisdictions and is an approach that aligns with trail management planning requirements associated with authorizing trails in provincial parks and for designating trails under Alberta's *Trails Act* on public lands.

<sup>&</sup>lt;sup>1</sup> Interagency Visitor Use Management Council, https://visitorusemanagement.nps.gov/VUM/Framework

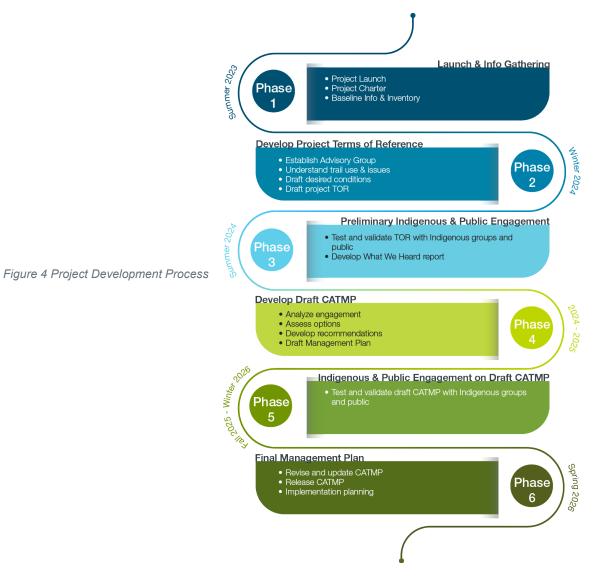
### **Project Development Process**

Under the leadership of Alberta Forestry and Parks, the project is structured with the six phases, timelines and key deliverables outlined in *Figure 4*. Highlights of this process include:

**Inventory and Background Review** — To support the best understanding possible of the current state of area trails, the comprehensive background review includes a summary of land management, legislative and policy frameworks, environmental conditions and current trail and visitor use conditions. The background review also includes a current inventory of all trails (designated and undesignated) within the project area.

**Engagement** — Indigenous and public engagement will be undertaken throughout the process of developing the trails plan. Specific opportunities will include surveys, field pop-ups, interviews and an advisory group. Practices associated with this engagement will align with the principles and approaches of the International Association for Public Participation.

The advisory group represents trail users, Indigenous, environmental, tourism, inclusion, sport, landowner and resource development interests. The group, which also includes representatives from municipal governments, was established to provide advice on and inform the development of a project terms of reference, background report and trails plan.



# 8. Planning Issues and Opportunities

The following issues and opportunities have been identified through the scoping of the trails plan. The issues and opportunities are related to the following affected interest categories:



The issues and opportunities provide rationale for the development of the trails plan and will be considered throughout plan development.

Issue/Opportunity	Affects	Why is this important?
Trail development, trail users and trail use negatively impact the environment, wildlife and their habitats.  Examples: wildlife disturbance and displacement, invasive species transfer, wildfire, stream sedimentation.		Contributes to:  Reduced quality and quantity of wildlife habitat and effectiveness of wildlife corridors.  Changes in wildlife behaviors (e.g., abandonment, reduced feeding times, habituation to human presence).  Increased wildlife mortality risk and human-wildlife conflict.  Reduced numbers of wildlife and population viability.  Introduction of invasive (non-native) plant species.  Increased sediment erosion in streams impacting fish habitats.
Trails and trail use have impacts on historic resources, Indigenous values and traditional use.  Example: Indigenous perspectives not yet incorporated into trail planning.		Unrealized trail-related opportunities and education related to historic resources and Indigenous values, communities, and interests.
3. Inconsistent trail management approaches and trail infrastructure design exist across the area.  Examples: trail condition varies by area or trail design isn't optimized for user activities.		Contributes to:  Inability for the trail system to provide the desired experiences and meet user objectives  Unclear information and unmet expectations for all trail users.  A lack of trail system cohesion resulting in an inconsistent user experience.  Increased liability exposure for private landowners and trail managers.

Issue/Opportunity	Affects	Why is this important?
4. Some trail infrastructure is in poor or deteriorating condition.  Examples: deteriorating bridges, eroding trail treads.		Contributes to:  Increased environmental impact (e.g., sedimentation, erosion, stream obstruction).  Increased public safety risk (e.g., injury, death).  Lower quality visitor experience.  Risk to community reputation and tourism revenue.
5. Inadequate trail supply, diversity distribution, access and accessibility concerns exist.  Examples: limited trails for all difficulty levels and activity types, parking challenges.		Contributes to:  Crowding at trailheads and on trails. Unlawful conduct (e.g., ditch parking) Vegetation trampling. Public safety and emergency response concerns. Limited numbers of accessible trails for users with mobility challenges. Residents' concerns about trail condition and trail use. Trail user conflict. Unauthorized construction of new trails. Trepass on land use tenures Unsatisfactory visitor experiences. Missed tourism economic opportunities.
6. Insufficient trail user trip preparedness and undesirable conduct are occurring.  Examples: unlawful conduct (littering, off-leash dogs, ignoring signs and closures); lack of trail etiquette (failure to yield right-of-way, riding in wet conditions creating off-trail impacts); introducing invasive species; unprepared visitation; unauthorized trail building.		Contributes to:  Insufficiently informed or prepared trail users.  Wildlife disturbance, displacement and conflict.  Accelerated environmental impacts (e.g., erosion, trail braiding, sedimentation).  Impacts Indigenous traditional land uses and sites.  Spread of invasive plant species.  Increased public safety response costs.  Conflict between trail users, residents, private landowners and trail managers.  Risk to community reputation.  Increased liability exposure for private landowners and trail managers.
7. Gaps and inefficiencies in trail-related management exist, including:  • Staffing levels  • Staff or volunteer capacity  • Training  • Direction given to volunteer organizations  Examples: Insufficient staff/volunteer capacities and resourcing. Inconsistent processes and trail planning efforts.		Contributes to:  Limited operational effectiveness. Inability to achieve management outcomes (e.g., environmental, cultural, visitor experience, safety goals). Decreased quality and effectiveness of partnerships. Inconsistent trail stewardship knowledge and skills.

Issue/Opportunity	Affects	Why is this important?
8. Trail tourism impacts and opportunities are not fully understood or proactively addressed in trail planning, operations and management.  Examples: misaligned strategic plans, increased tourism not benefiting trail stewardship, parking and trail congestion impacting trail sustainability and user experience.		Contributes to:  Lower quality visitor experiences.  Uncoordinated tourism goals.  Unrealized economic development opportunities.  Unintentional and unmanaged impacts.  Inequitable distribution of tourism impacts, costs, and benefits.  Impact on residents' quality of life.

### 9. Desired Conditions

Desired conditions express what we want to work towards. The following desired conditions describe the ideal future state of trails and trail use that will arise if the trails plan meets its stated purpose and objectives. They attempt to paint a picture of what the trail experiences will be for visitors and guide how trails and trail use will be managed to minimize undesirable impacts.

Desired conditions are an important part of the VUMF process because they help describe desired outcomes and direct and focus plan recommendations. When done well, they also allow for the development of specific targets and standards that can be used to guide clear management responses.

#### **Ecological Conditions**

- Trails are responsibly situated, sustainably designed and visitation is actively managed to:
  - Minimize disturbance and displacement of wildlife in critical habitat and during sensitive seasons.
  - o Minimize human-wildlife conflicts.
  - o Preserve the continuity of wildlife corridors and habitat patches.
  - o Maintain wildlife habitat and native plant communities.
  - Avoid impacts to fish habitat, water quality, watercourses, riparian areas and wetlands.

#### **Cultural and Historic Resources**

- Trails are responsibly situated, sustainably designed and visitation is actively managed to avoid unacceptable impacts on Indigenous values, traditional use and historic resources.
- Trail planning, development and management actively invites and considers Indigenous presence, messaging and involvement.

#### **Trail Network Conditions**

- Trail management objectives are established to guide the development, management, operation and maintenance of the area's designated trails.
- All trail infrastructure is designed and maintained to align with desired conditions and consistent, best practice standards, which are reviewed and updated regularly.
- Unsustainable, poorly designed and/or redundant trail infrastructure is improved, replaced or decommissioned.
- The trail network and its use does not impose unexpected costs or liabilities on landowners and disposition holders.

#### **Visitor Experience Conditions**

- The diversity of trail-based experiences (activities, settings, scenery, amenities, services, access, accessibility etc.)
   anticipates and delivers on residents' and visitors' expectations and skill levels.
- A diversity of trail experiences exists including places to be social, get exercise, have fun, experience thrills and challenges as well as places for quiet contemplation in nature.
- Safe and efficient connected access to trail networks via both trails and roads existing for various ability and interests.
- Visitors enjoy the trails safely, with no relative increase in safety incidents despite increasing visitation.
- Trail users are informed about the area's sensitive ecological features and habitat, recreation impacts to wildlife and
  respect for other trail users. They are motivated to minimize environmental impacts and actively engage in trail
  stewardship.

#### Trail Governance, Management and Stewardship

- Trail development, management, operations, and maintenance responsibilities are clear and understood.
- Land and trail managers, landowners, partners and the trail community work together towards common goals.
- · Network changes (e.g., additions, alterations, deletions) are transparent, justified and authorized.
- Unauthorized use and trail development are managed consistently and promptly.
- Trail user communities have opportunities and responsibilities in managing the trail system, in alignment with their interests and capacities and supported by land managers.
- Responsible parties (trail managers, operators, partners, staff, volunteers) have the necessary knowledge, skills, resources and processes to fulfill their roles effectively.

#### **Community and Economic Conditions**

- Canmore and the surrounding area are recognized and respected as a welcoming, high-quality and sustainable trail
  destination.
- Local businesses, municipalities and community initiatives benefit from trail tourism and actively contribute support for trail system development, maintenance and management.
- The trail system is regularly activated in all seasons through a mix of programming, races, special events and other special events.
- Trail tourism and visitation supports community prosperity while preserving the enjoyment of trails, amenities and overall quality of life for residents.

## 10. Implementation

Implementation of the trails plan will formally begin following the final plan's approval under the leadership of the Ministry of Forestry and Parks with authorities established under the *Provincial Parks Act*, the *Public Lands Act* and the *Trails Act*.

It is expected that the trails plan will contain management actions that require operational, resourcing and/or capacity adjustments related to service delivery and, in some cases, more detailed study and/or design. While the exact nature and timing of these recommendations cannot be assumed or presumed at this time, the Alberta government recognizes that wildlife, sustainable trails and high-quality outdoor experiences in the area are front-of-mind for residents and Albertans.

While the trails plan is being developed, interim management and operations of trails will continue under existing authorities, plans, agreements and direction.