

EXECUTIVE SUMMARY

Multi-use Trail Corridor Study

.....a strategy for development

Prepared for:

The City of Edmonton

Transportation and Streets Department

Ву:

EDA Collaborative Inc.

In association with

Earth Tech Canada Inc.

October 2001

TABLE of CONTENTS

1.0	INTRODUCTION 1			
	1.1 1.2 1.3 1.4	Background Study Purpose and Scope Study Process and Stakeholder Input Definition of Terms		
		 Drawing 1 - Potential Corridor Inventory 		
2.0	GUI	DING PRINCIPLES4		
	2.1 2.2	Vision Statement Planning Principles		
		Drawing 2 - City Sectors and DestinationsDrawing 3 - Regional Context		
3.0	NETWORK DEVELOPMENT			
	3.1 3.2 3.3 3.4			
		 Drawing 4 - Multi-use Trail Corridor Network 		
4.0	SUP	PORTING PROGRAMS and FACILITIES 10		
	4.1 4.2 4.3 4.4 4.5	Administrative Framework Education and Communication Enforcement Signage Operations and Maintenance		
5.0	IMP	LEMENTATION STRATEGY 13		
	5.1 5.2 5.3	Phasing Budgets and Funding Future Multi-use Trail Corridor Planning		
		 Drawing 5 - Phasing Plan 		

ACKNOWLEDGEMENTS

CLIENT GROUP

Edmonton Transportation and Streets Rhonda Toohey

Claire Stock Ray Davis

Edmonton Community Services Robert Marchak

❖ Edmonton Planning and Development *George Matteotti*

Erik Backstrom

WORKING GROUP

❖ Alberta TrailNet Linda Strong-Watson

Community Greenways Tim Nolt

Cyclists Advisory Committee
Anthony Dubuc

❖ Running Room Paul Schiller

Urban Development Institute
Cathryn Chopko-Beck

❖ Wildrose Ramblers
Pat Wishart

PROJECT TEAM

❖ EDA Collaborative Inc.
Ted Muller

*Penny Dunford Kelly Sinclair*Jack Vanstone

❖ Earth-Tech Canada Inc. Peter Heppleston

Connie Gourley

Brad Ledig

James Low & Associates
Jim Low

1.0 INTRODUCTION



This study will complement several current plans and studies:

- Transportation
 Master Plan
- Bicycle
 Transportation
 Plan
- Integrated Services Strategy
- Ribbon of Green Master Plan
- Community
 Greenways Plan

The Transportation Master Plan includes a ten year priority to "develop a non-motorized facility within abandoned rail or other rights of way"

The Integrated
Services Strategy
indicates an Urban
Wellness Target to
"Create safe and
walkable
neighbourhoods"

1.1 Background

This study was initiated by the Edmonton Transportation and Streets Department to address City multi-use trail planning in a comprehensive manner and to provide a strategic plan to guide major, off-road, trail corridor development over the next ten years. In recognition of the variety of users and the interrelationship between the transportation and recreation oriented trails, the Community Services and Planning and Development Departments were invited to participate as joint client group members.

Many current plans and studies promote additional trail development in Edmonton. Some address the need for environmentally friendly means of transportation such as the Transportation Master Plan, or more opportunities for social interaction and healthy lifestyle, such as the "Walkable Edmonton Strategy" proposed in the Integrated Services Strategy. Regional connections are promoted through the proposed Trans Canada Trail route, which would ultimately link Edmonton with Devon, Fort Saskatchewan, and Sherwood Park through the river valley. Leduc and St. Albert have also explored opportunities to provide trail connections to Edmonton.

Currently there are approximately 190 km of multi-use trails in Edmonton. The Transportation and Streets Department manages 75 km of separate bike paths and Community Services manages approximately 115 km of multi-use trails in the river valley and ravine system. In addition to these trails, there are another 120 km of on-road bike routes or bike lanes, and many kilometres of granular trails with restricted use. The multi-use trail corridors proposed in this study will form a key component of the City's overall trail system.

1.2 Study Purpose and Scope

Some of the key issues identified for the study included:

- Need for a broad vision for the Trail Corridor Plan
- Recognition of other complementary studies and relevant City policies in the Plan Design
- Recognition of the different stakeholder groups with competing interests and desires for trail connections and use
- Evaluation of existing utility corridors and abandoned railways as potential multi-use trail corridors.

To this end, the study goal was formalized as follows:

"To provide an innovative 10 year multi-use trail network plan and implementation strategy that offers convenient access and linkage opportunities to all sectors of Edmonton in a secure, economically feasible and aesthetic manner."

Specifically, the study will:

- Determine critical connections and preferred alignments for the corridor network
- Establish an implementation strategy for the trail corridor network

A number of existing utility rights of way and abandoned railways were identified as potential trail corridors. These potential corridors are illustrated on Drawing 1

- Establish trail planning and design guidelines
- Establish guidelines for the implementation of future corridor development in new and existing City sectors
- Evaluate the suitability of the identified potential trail corridors for use in the final corridor network

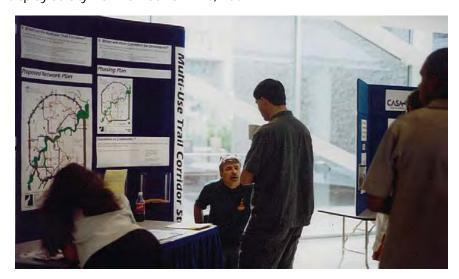
1.3 Study Process and Stakeholder Input

In order to ensure that trail users' needs and concerns were addressed, a nine member working group was formed to help guide the project team in the preparation of the plan. Representation was sought from a cross-section of stakeholders with diverse interests regarding trail development and use.

The study commenced in the fall of 2000 with an onsite review of the potential corridor locations. The majority of the locations reviewed were utility rights of way, including underground pipeline or overhead power lines, and abandoned railways. The corridors reviewed in the inventory stage are shown on drawing 1. Additional information about the corridor inventory is included in a Technical Report.

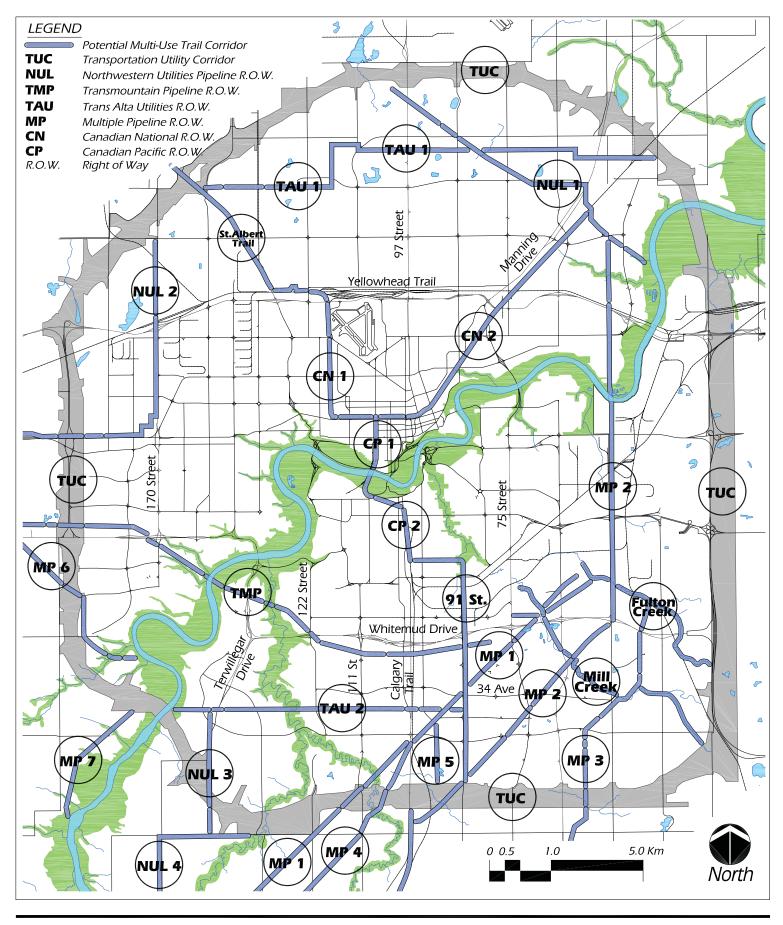
Concurrently with the on-site inventory, the project team, the client group, and the working group worked on development of a series of guiding principles for the study. Once the principles were established, a draft Network Plan was prepared. This plan was presented in the spring of 2001 and revised and refined over several months.

At two key stages during the study process, a broader cross-section of stakeholders was invited to participate in the study through a facilitated workshop, held January 24, 2001, and through a public information display at City Hall from June 4 - 10, 2001.



Public Information Display at City Hall – June 2001

Refer to Drawing 1 - Potential Corridor Inventory





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Edmonton

AUGUST 2001

Potential Corridor Inventory

Dwg.

1.4 Definition of Terms

Trail A constructed path for non-motorized

travel.

Multi-Use Trail A trail which can accommodate a variety

of non-motorized users and wheelchairs/

scooters for assisted travel.

Multi-Use Trail Corridor An open space right-of-way with a

desirable minimum width of 10m through which a multi-use trail could be

constructed.

Trail Corridor Network The system of multi-use trail corridors that

will be recommended through this study.

Trail System All trails within the City of Edmonton.

Sidewalk A pedestrian facility, usually concrete, that

is located within the road right-of-way.

Walkway A hard surfaced, off street trail that makes

use of park areas and utility rights-of-way

within residential neighbourhoods.

Bikeway Any road or path which is specifically

designated as being open to bicycle travel, regardless of whether or not such facilities are designated for the exclusive use of bicycles, or to be shared with other

transportation modes. (after T.A.C)

TAC Bikeway Guidelines Guidelines prepared by the Transportation

Association of Canada for bikeway

development

Utility or Transportation

Right of Way

Land designated through ownership or easement for surface or underground

utilities or pipelines; or for roadways

Natural Corridors A natural feature such as a creek

TUC Transportation Utility Corridor

City Sectors Specific geographic areas within the City,

as defined by Transportation and Streets

Environmentally Area designated as environmentally

Sensitive Area sensitive in the "Inventory of

Environmentally Sensitive and Significant

Page 3

Natural Areas Study" - 1993

Many terms are used by different

groups to describe

non-motorized travel routes.

This section clarifies the intended meaning of these terms within the context of this study.

Electric wheelchairs and scooters for assisted travel are not considered "motorized" in this context. They are included in the "non-motorized user" designation throughout this report.

ROW = Right of Way

2.0 GUIDING PRINCIPLES



The vision statement and planning principles for this study were developed jointly by the client group, the project team and the working group

2.1 Vision Statement

"The people of Edmonton envision a network of multi-use trail corridors where they can walk, run or cycle on a separate facility from the roadways. This network forms a system of interconnected routes that link major City destinations for all users regardless of age or ability. It provides a viable means of non-motorized transportation during all seasons and encourages a healthy and active lifestyle."

2.2 Planning Principles

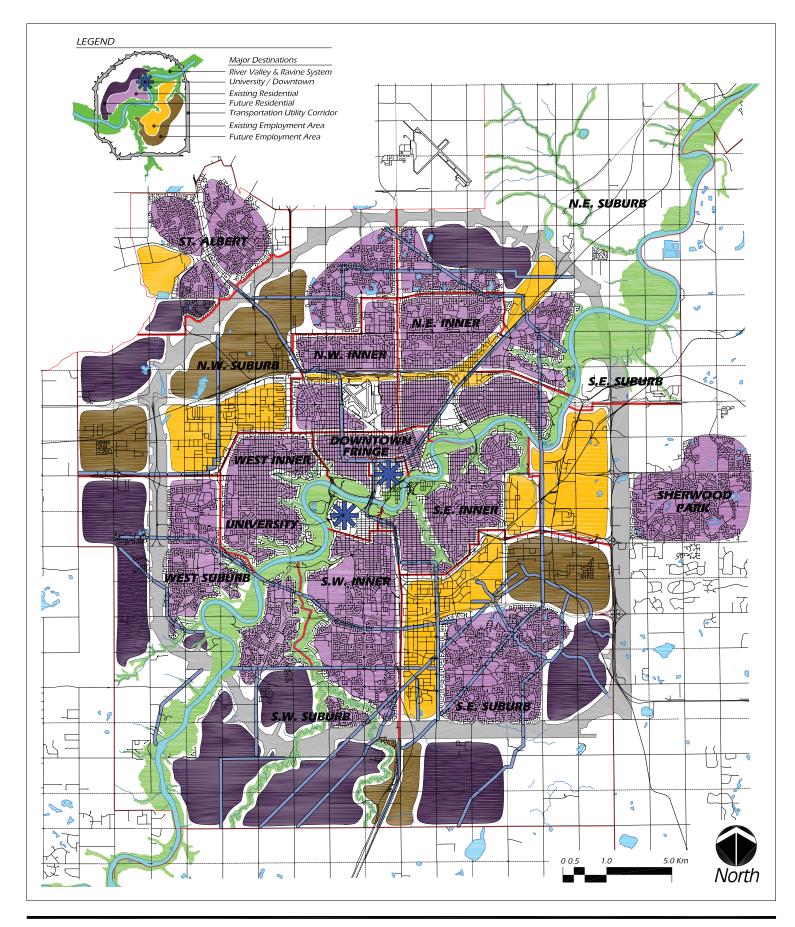
As a guide to this effort the following key principles seek to tie the vision and goal to the physical development of the trail corridor network.

- Develop a continuous corridor network, separate from roadways
- Link City sectors through the use of utility and transportation right of ways and natural corridors
- Integrate with the North Saskatchewan River Valley trail system
- Integrate with the City bikeway system
- Provide connections from residential areas to the river valley and the City's core
- Provide linkage opportunities to adjacent Municipalities
- Develop trails and associated amenities that meet both recreational and commuter needs
- Develop a corridor network that is designed to provide a feeling of security and to minimize potential trail conflicts and hazards

Drawing 2 - City Sectors / Destinations illustrates the general land use pattern in Edmonton with residential areas shown in purple and industrial or commercial areas in yellow. The river valley, the University, and the Downtown Core were identified as major destinations, and connections from residential areas to these destinations were given high priority.

Drawing 3 - Regional Context shows Edmonton in context with surrounding communities and indicates potential connection routes which have been proposed.

Refer to Drawings 2 and 3





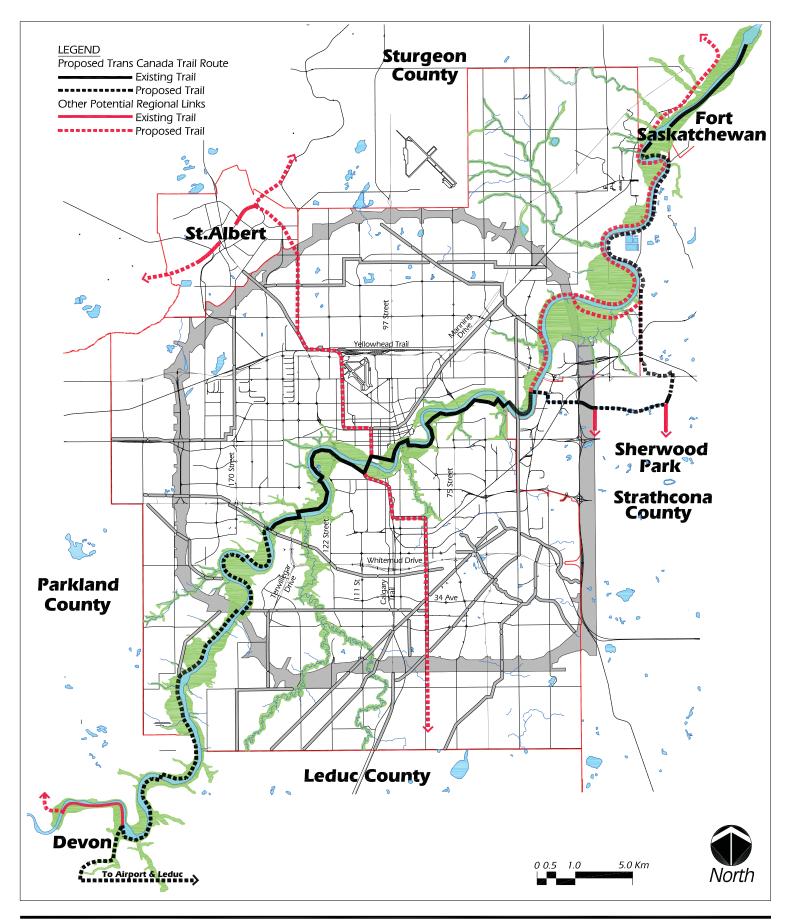


AUGUST 2001



EXAMPLE CITY OF

City Sectors/ Destinations Dwg.







AUGUST 2001



EMONTON

Regional Context



3.0 NETWORK DEVELOPMENT



The multi-use trail corridors form an arterial network.

Other trails will connect to this network to form a comprehensive trail system.

3.1 Network Hierarchy

Multi-use Trail Corridor

The multi-use trail corridor designation will apply to selected, major trails, which provide important connections from residential areas to the river valley and central core. The level of use on these trails is expected to be high, and the proposed standard of development is also high to accommodate the expected use.

Multi-use Trail Connectors

A multi-use trail connector is a multi-use trail that provides a connection to the multi-use corridor network or to the river valley trail system. These trails will generally have lower use levels than the multi-use corridors. New trails with this designation will be constructed to similar standards as the corridors, but existing trail connections that are of a lower standard may also be designated as multi-use trail connectors.

A more detailed description of standards for both types of trails is included in section 3.3.

3.2 Corridor Evaluation Criteria

The following criteria were developed to guide in the selection of the multi-use corridors for this study and for future multi-use trail corridor designation.

General Functional Criteria

- The multi-use trail corridor network will accommodate the following non-motorized users:
 - Commuter Cyclists
 - Recreational Cyclists
 - In-line Skaters / Scooters / Skateboards
 - Runners / Joggers
 - Hikers / Walkers
 - Dogs on Leash
 - All age groups
 - Persons with a physical disability
- Other uses such as cross country skiing may be accommodated within the corridor where demand warrants. A separate granular walking trail may also be considered where space and demand warrant.
- The multi-use trail corridor network will provide links from residential areas to the North Saskatchewan River Valley and Ravine trail system and to the City's central core (downtown and the University of Alberta)

- Development priority of the multi-use trail corridors will be based on:
 - the potential for use
 - the utilization of existing utility R.O.W.s
 - physical and financial feasibility

Specific Location and Physical Criteria

- Barrier free access
- Unless an appropriate agreement can be reached, the corridor must be public property
- The minimum corridor width is 10m
- The trail standard is 3.0m 4.0m wide with asphalt surfacing.
- Trail design will follow Transportation Association of Canada (TAC) quidelines
- Corridor should provide a feeling of personal security through design tools such as: informal surveillance by adjacent land users, use of open space to avoid sense of entrapment, and lighting.
- Trail Routing and Alignment should:
 - link to streets at regular intervals with street crossings designed in a safe manner
 - avoid location in boulevard of a major road with frequent intersections and driveways
 - avoid location in alleys, driveways, parking lots
 - avoid mid-block crossings or the need for pedestrian / cycle overpass or underpass
 - avoid steep terrain and unstable slopes and areas with poor drainage
 - minimize loss of significant vegetation (e.g. mature trees) Trails may be located adjacent to, but should avoid environmentally sensitive areas and important habitat
- Where necessary, short on-road or sidewalk connections may be used to complete difficult links.

3.3 Hierarchy of Trail Facilities and Minimum Guidelines

The following list of trail types provides an overview of a broad range of development standards and reflects the diversified system of trails currently within the City. This study will primarily address the multi-use trail corridors, with a conceptual review of the multi-use trail connectors.

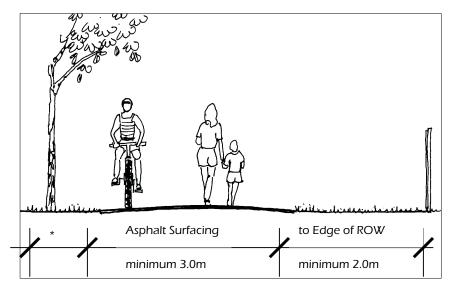
Multi Purpose Use

As the "arterial" trails of the system, the corridors will be developed to the highest standard.

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A Multi-Use Trail Corridor

- minimum 10m corridor width
- 3-4m trail width (3.0m minimum width; 3.6 or 4.0m where level of use warrants)
- hard-surfaced (asphalt) surface
- center line marking
- TAC geometric design guidelines
- route signage
- snow clearing
- upgrades on a site specific basis including;
 - lighting
 - landscaping
 - amenities (benches, waste receptacles)
- all designated multi-use trail corridors MUST meet these minimum standards



^{*} Distance to vegetation or other obstructions will be dependant on sight lines and determined by TAC Guidelines.

Existing connector routes may be a lower standard than the corridors

These standards relate to existing trails within the City

B Multi-Use Trail Connector

- minimum corridor R.O.W. varies
- minimum 3m width (hard-surfaced)
- TAC standards where possible
- upgrades on a site specific basis including:
 - paving
 - signage
 - lighting
 - amenities
 - snow clearing
- all new trails being designated as multi-use trail connectors must meet these minimum standards
- existing trails which do not meet these minimum standards may be designated as multi-use trail connectors, and upgraded to these standards when appropriate

Primarily Pedestrian Use

c Walkway

- corridor R.O.W. varies
- minimum 1.5m width hard surfaced
- barrier-free access
- upgrades on a site specific basis including:
 - increased trail width
 - signage
 - lighting
 - amenities

D Sidewalk

- minimum 1.5m concrete
- within road R.O.W., usually parallel to roadway

E Hiking Trail (Community Services Class 3 Trail)

- corridor R.O.W. varies
- minimum 1.0 1.8m width granular

Cycling Use

F Bike Lane

 Lane on roadway designated with a painted line for bicycle traffic only

G Bike Route

 Existing roadway signed as "Bike Route" where lane is shared with other vehicles

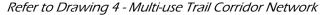
3.4 Multi-use Trail Corridor Network Plan

The proposed Multi-use Trail Corridor Network is illustrated on drawing 4. Through this network all quadrants of the City are served with a major corridor connection to the City's core or river valley. The corridor network as shown represents 62 kilometres of trail, the majority (approximately 60 km) being proposed trails.

Adding to this network, Connector Routes provide links to the corridors or river valley trail system, forming a system of interconnected routes that improve trail accessibility to all areas of the City. A large number of these connector routes currently exist, although many are developed to a lower standard. Their designation as a Connector Route will help ensure that they are considered for timely upgrading to appropriate standards.

Together with Edmonton's existing trails, this new network will dramatically improve opportunities for non-motorized transportation and recreation during all seasons, encouraging a healthy and active lifestyle for all ages and abilities. It will help bring Edmonton to the forefront of trail planning and development for North American cities.

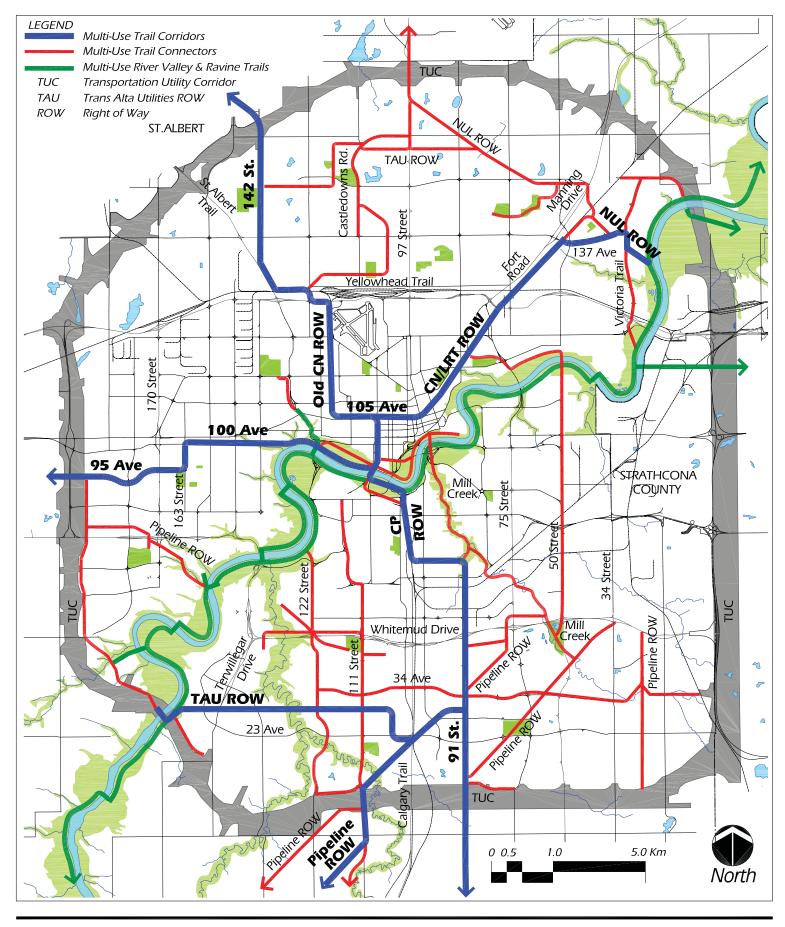
This plan has received a broad level of support from the Stakeholder Working Group, from the broader range of stakeholders invited to the Workshop, and from comments received from the general public after the City Hall display.





Typical River Valley Trail

Realization of this plan is an exciting prospect for Edmonton. The ultimate goal of the project is a healthier, more active population with a decreased reliance on cars as their main mode of transportation. Corridors, connectors and other trail facilities are key to the success of this plan. The responsibility for creating this system is a shared responsibility between City Departments, and private developers.







Edmonton

Multi-Use Trail Corridor Network



4.0 SUPPORTING PROGRAMS and FACILITIES



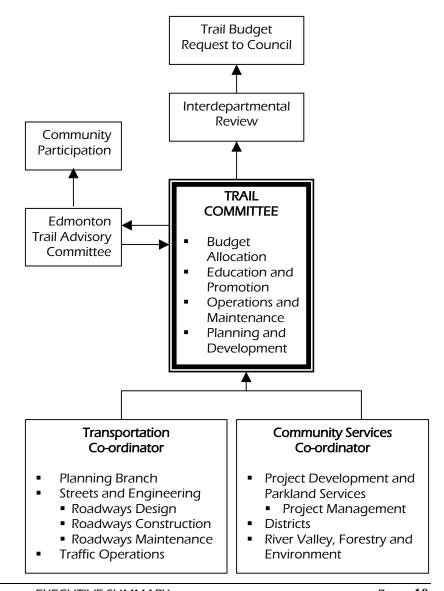
Improved coordination
between
Transportation and
Streets and
Community
Services
Departments will
help ensure
connectivity and
appropriate trail
standards

An expanded trail advisory committee would address all trail user needs and would have a stronger voice in trail planning and design issues

4.1 Administrative Framework

Public trails within the City of Edmonton currently fall under the jurisdiction of two City Departments: Transportation and Streets, and Community Services. Generally, trails which are located within parkland, the river valley or a ravine are operated and maintained by Community Services, and those which link to City streets are operated and maintained by Transportation and Streets. Current standards for trail development vary somewhat between the two Departments.

It is recommended that a central trail committee be developed to coordinate all trail development within the City. Although the two departments would continue with their respective responsibilities, the joint trail committee would ensure a consistent approach to all trail development. In addition to the City Trail Committee, a new public trail advisory committee would be established. This committee would have representation from a broad range of trail users as an addition to the current Cyclists Advisory Committee.



Education of users to achieve a degree of self-regulation is always the preferred method of dealing with user conflicts

4.2 Education and Communication

The expansion of the multi-use trail network will also mean an increase in the potential for user-group conflicts. Whether the conflict is between pedestrians, cyclists or inline skaters, the need for education of trail users on proper trail use etiquette should be recognized. Typically light-handed measures to influence use including; brochures on awareness and use, and improved communication between the managing agency and user groups, have proven to be the most effective.

An expanded education program should include the following components;

- Development of an awareness program that promotes safe and responsible behavior, and encourages an active lifestyle by all usergroups.
- Development of a communications program that goes beyond the traditional bicycle and trail guide brochures and promotes a code of ethics, or rules of the trail through a variety of media and special events
- Expansion of existing volunteer trail patrol program to help raise awareness on the appropriate use of multi-use trails

The responsibility for coordinating, encouraging and communicating a public education program should rest with the proposed joint departmental Trail Committee

4.3 Enforcement

In addition to an expanded education program, the effective use of enforcement to regulate trail use is seen as an important component to reduce user conflicts. Current City of Edmonton Bylaws regulate use with specific reference to bicycling on roadways and some trails but do not recognize multi-use trails and the range of use allowed on them. There is also the question of differences between allowed uses currently covered within the Traffic Bylaw versus the Parks Bylaw. It is important that uses are regulated in a comprehensive and complimentary way, and in this regard, there is a need to review and update the bylaws to be consistent.

Currently the City provides multiple coverage for enforcement ranging from the Edmonton Police Services bicycle patrol units to River Valley Park Officers and volunteer park patrollers. The expanded trail network will need to recognize an equally expanded enforcement program for all City trails.

Enforcement of trail rules should be treated as an expansion of the education program

4.4 Signage

comprehensive trail sign system should be developed for all trails within the City

Safety of trail highest priority maintenance and

A comprehensive system for trail evaluation is required to ensure that trails are upgraded on an ongoing basis

users is the

for trail

repair.

Trail signage is an important element that enhances the trail experience and provides quidance to the user. Presently there are a large variety of sign types, forms, materials of construction and placement locations. Although this study does not focus on the specifics of a signage program for multi-use trails, it does recommend a unified and comprehensive sign system for all trails in the City, regardless of their location. This initiative should be promoted and coordinated by the proposed City Trail Committee, as an important first phase implementation component.

4.5 Operations and Maintenance

A well-designed and constructed trail system is the foundation for many enjoyable years of use. To keep the trails safe, functional and attractive, a managed systems approach to routine maintenance is necessary. A Life Cycle management strategy should be implemented that assigns funding on an annual basis. The prioritization of maintenance repairs should be made on the basis of use and severity of the problem. Certainly the safety of the public and risk of further trail deterioration are influencing factors when inspections take place. A comprehensive inspection program of the entire trail system should be completed on a one to three year basis, and recorded in a database that can present a long-term profile of individual segments of the system.

Another maintenance consideration is that the multi-use trail corridors are intended for all season use. This will require snow clearing as an ongoing maintenance item.

Co-ordination of the maintenance and operations program would be the responsibility of the appropriate City Departments, with the trail inventory added to the operations and maintenance schedule. Discussions on upgrading and replacement plans would be made in the context of the entire City system, and in collaboration with the City Trail Committee.

4.6 Monitoring

A well defined monitoring system will help identify problems regularly and ensure that the trail system functions continuously at a high level. Trail user groups could provide valuable assistance in notifying the City of problems.

Trail user surveys should be undertaken regularly to assess level of use and future demand.

Prior to construction of each segment of trail, the following steps are required:

- Concept planning with appropriate stakeholder and public consultation
- Identification of funding source(s)
- Environmental risk and site inventory and analysis including site specific geotechnical considerations for areas including rail corridors, and pipeline ROW's.
- Preliminary design and cost estimates
- Approval of budget by City Council
- Detailed design drawings and cost estimates

Budget Estimates for the multi-use trail corridors are shown in the following three charts for the Short-term period, the Mid-term period and the Long-term period. These Estimates represent the funding required for corridors only. They are strategic estimates only and must be refined during the detailed design phase. The construction and rehabilitation of connector routes represents an additional, and considerable expenditure, beyond that outlined as by this Plan.

BUDGET SUMMARY

Short Term Development	\$5,310,000
Mid Term Development	\$6,509,000
Long Term Development	\$9,355,000

TOTAL BUDGET \$21,174,000

5.0 IMPLEMENTATION STRATEGY



5.1 Phasing

A ten year phasing plan is proposed for full development of the Multi-use Trail Corridor Network as shown on Drawing 5 - Phasing Plan.

Some key factors which influenced the proposed scheduling include:

- Ability to develop trails together with planned Roadway Upgrading Programs or new road construction
- Ability to develop trails together with planned Neighbourhood Improvement Programs
- Ability to develop trails together with new suburban development
- Desire to develop high demand trails first
- Desire to serve all quadrants of the City equitably
- Desire to keep trails as continuous as possible

Generally the trails closest to the City centre or river valley will be developed first with each corridor continuing outward from there. Some exceptions apply due to Roadway Upgrading Program scheduling.

This phasing plan should remain flexible and not exclude future lands that become available in the development process.

Refer to Drawing 5 - Phasing Plan

5.2 Budgets and Funding

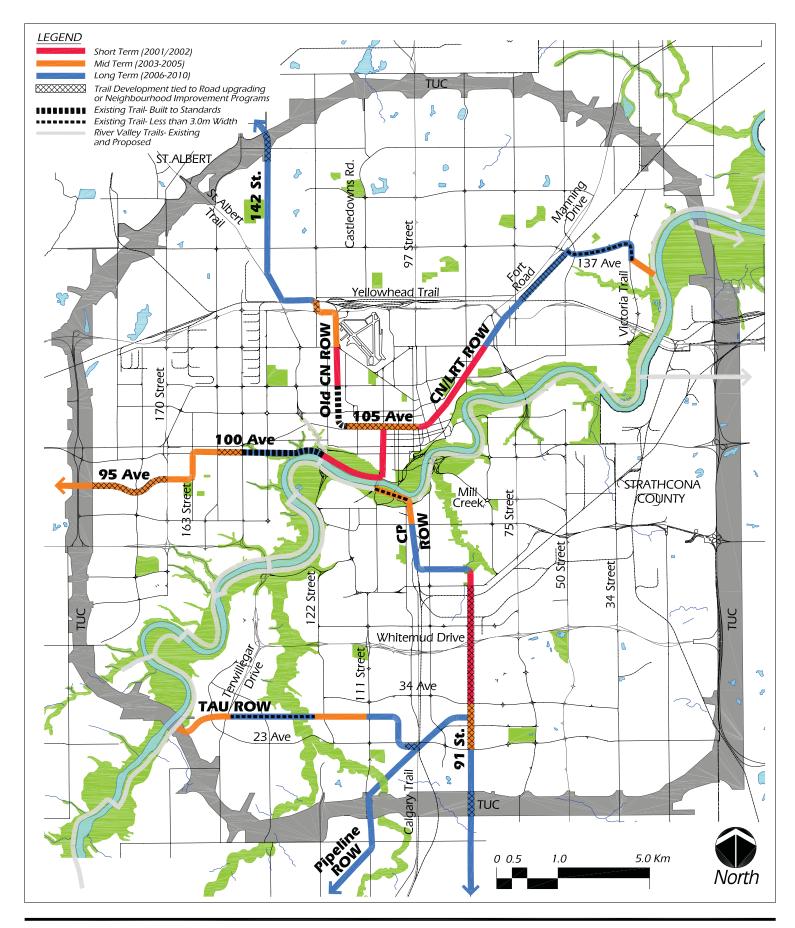
Budget estimates have been prepared for each segment of the Multi-use Trail Corridor Network. Typical costs per kilometer of new trail construction, trail reconstruction, or trail upgrading were developed and applied to each section based on preliminary trail alignments. Typical costs were also developed for a number of intersection types and applied to all road crossings.

The budget costs included trail construction, road crossings, signage, a limited number of rest stops, and soft costs (planning and design). Lighting, extensive landscaping, and fencing were not included in the estimates. These estimates also do not include operations and maintenance costs. With the development of this trail network, ongoing trail repairs and replacement will represent additional expenditures. Supporting programs for the operations and maintenance of the trail network will require additional funding to maintain the expanded trail network.

The Multi-use Trail Corridor Network will be funded from a number of sources, including:

- Transportation and Streets Annual Budget
- Infrastructure Grants
- Special project grants from other levels of government
- Private corporations
- Private developers

The total cost of the proposed ten year Multi-use Corridor Implementation Plan is only a portion of the cost of one grade separated interchange







AUGUST 2001



Emonton

Phasing Plan



BUDGET PHASING

Short Term Development

PHASE 1	CORRIDOR	LOCATION	BUDGET
Stage 1	Old CN Corridor	107 Ave to 118 Ave	\$540,000
	95-100 Ave Corridor	River Road Trail Widen to 4m	\$430,000
Stage 2	91 St Corridor	34 Ave to Mill Creek	\$1,000,000
	CN – LRT Corridor	97 St to 118 Ave	\$640,000
	Ribbon of Steel	High Level Bridge to Jasper Avenue	\$2,700,000

TOTAL SHORT TERM BUDGET

\$5,310,000

Mid Term Development

PHASE 2	CORRIDOR	LOCATION	BUDGET
Stage 1	CN / LRT Corridor	Victoria Trail to	\$170,000
		Hermitage Park	
	Old CP Corridor	Whyte Avenue to	\$420,000
		High Level Bridge	
	TAU Corridor	Whitemud Creek to	\$430,000
		111 St	
Stage 2	SUB TOTAL BUDGET		\$1,020,000
	105 Ave Corridor	119 St to 97 St	\$730,000
	TAU Corridor	River to Terwillegar	\$1,300,000
		Drive	
	95/100 Ave Corridor	182 St to 170 St	\$315,000
	Pipeline Corridor	111 St to TUC	\$175,000
	SUB TOTAL BUDGET		\$2,520,000
Stage 3	91 St Corridor	34 Ave to 23 Ave	\$460,000
	Old CN ROW Corridor	118 Ave to 127 Ave	\$409,000
	95/100 Ave Corridor	189 St to 182 St and	\$2,100,000
		170 St to McKinnon	
		Ravine	
	SUB TOTAL BUDGET		\$2,969,000

TOTAL MID TERM BUDGET

\$6,509,000

Long Term Development

STAGE 1	CORRIDOR	LOCATION	BUDGET
	142 St. Corridor	127 Ave to TAU R.O.W.	930,000
	Pipeline Corridor	111 St to 109 St	2,150,000
	SUB TOTAL BUDGET		3,080,000
STAGE 2	95–100 Ave Corridor	McKinnon Ravine Trail Upgrading	600,000
	TAU Corridor	111 St to 91 St	850,000
	SUB TOTAL BUDGET		1,450,000
STAGE 3	CN – LRT Corridor	118 Ave to 137 Ave	1,500,000
	SUB TOTAL BUDGET		1,500,000
STAGE 4	91 St. Corridor	23 Ave to TUC	240,000
	Old CP ROW	Mill Creek to 99 St	260,000
	142 St. Corridor	TAU to St. Albert	360,000
	TAU Corridor	Terwillegar Drive to Whitemud Creek	270,000
	SUB TOTAL BUDGET		1,130,000
STAGE 5	CN-LRT Corridor	Upgrading Existing 137 Ave / Victoria Tr	620,000
	Old CN ROW Corridor	Yellowhead Overpass	770,000
	105 Ave Corridor	Upgrade Existing 109- 105 St & 103-101 St	170,000
	Pipeline Corridor	105 St to 23 Ave	315,000
	Old CP ROW	99 St. to Whyte Ave	320,000
	SUB TOTAL BUDGET		2,195,000

TOTAL LONG TERM BUDGET

\$9,355,000

5.3 Future Multi-use Trail Corridor Planning

Consideration for trail development must be considered an integral component of the City's planning and development

As the City continues to expand outward, continuation of the multi-use trail corridors must be given high priority. The new multi-departmental Trail Committee will play an important role in ensuring that the proposed Corridors and Connector Routes are incorporated into all planning documents and development proposals. Thus, the Trail Committee should be included in the City's normal plan circulation process.

This process should continue beyond the implementation of the corridors as proposed in this study. Areas that are a logical extension of these corridors should be reviewed by the Trail Committee to ensure that they provide an appropriate connection to the network.



Trail in Rossdale