

Kincardine MCP Introduction.

Since December 2019; the Municipality of Kincardine has been working to develop a Master Cycling Plan (MCP) in partnership with the Trails Committee and other stakeholders and community partners. This document is the culmination of significant work completed throughout the project process which builds upon existing and planned programs, projects and priorities. The MCP is intended to provide staff with a long-range planning, design and implementation tool to support and achieve a more cycling supportive and friendly community and culture of active transportation and travel. This report is meant to be reviewed and used together with two detailed technical reports including:

- + Part #1 Report details the process and outcomes of the first phase of the project which focused on documenting and assessing existing policy, infrastructure and program conditions and identifying a proposed cycling network, design solutions and policy recommendations for the Municipality; and
- + **Part #2 Report** details the process and outcomes of the second phase of the project which focused on formulating an implementation and education strategy for the Municipality, strategically identifying improvements in a timeline, at a cost and with programming and outreach that is tailored to the unique needs of the community.

The MCP is not intended to be prescriptive, rather, it is meant to help guide the implementation of a safe and connected network of on-road cycling facilities and enhance the municipality already robust and well-known off-road trails network, in accordance with its future focused vision. It was informed by considerable input from staff and stakeholders as well as best practices and lessons learned from comparable municipalities in Ontario.

Work on the Kincardine MCP started prior to global COVID-19 pandemic. COVID-19 has dramatically changed the way people get around their community, commuting needs and patters and human activity / interactivity. The need for cycling and trails infrastructure has become vital to community well-being and to promote physical distancing. The project process as well as the recommendations found within the MCP look to leverage these global experiences at the community level with support from provincial and national funding supports. The following is a summary of the key highlights and outcomes of Kincardine's Master Cycling Plan.



Responding to Input.

As noted above, where possible, it was the interests and opinions of staff, committees, stakeholders and members of the public that helped to shape the outcomes of the master cycling plan. A range of

For more details...

Report Part 1; Section 1.2 Report Part 2; Section 1.2

options to provide meaningful input were provided with the intent of generating interest and buy-in as the MCP evolved. Two "rounds" of engagement were undertaken to inform Part 1 and Part 2 / 3 of the project. Prior to the onset of COVID-19, in-person engagement opportunities were provided; however, as the project progressed, a series of virtual engagement tools were used to fulfill and achieve the engagement commitments for the project. The following is an overview of the engagement activities as well as key themes that emerged and were used to inform the development of MCP recommendations.

Round objective What did we hear? **How** did we engage? Speeding vehicles creating safety concerns; Linkages to communities and major destinations (e.g., **Round 1 Engagement** 1. Community Public Open Bruce Power) within the Municipality; The first round of Houses (In-Person & Establish a continuous cycling route along Huron Terrace; Virtual) engagement commenced Increase end-of-trip facilities at popular destinations in March 2020 to confirm 2. Municipal Staff Working the vision & objectives, downtown or festivals/events; **Group Meetings** introduce the network + Increase safety for cyclists along the County Roads; 3. Stakeholder Workshop development process and Opportunities to leverage rural connections and 4. Online Interactive assumptions, and the improvements i.e. paved shoulders; Engagement preliminary proposed + Connect major recreational spaces such as Inverhuron 5. Stakeholder Interviews cycling network. Provincial Park and the Lake; and, 6. Trails Committee Meetings Connect to adjacent communities such as Point Clark and Lucknow. + Improvements to the network to provide opportunities for recreational and commuting trips; 1. Trails and Accessibility + A greater preference for separated infrastructure and Committee Presentation protected facilities for a more comfortable cycling 2. Webpage updates **Round 2 Engagement** experience; 3. Online Public Survey The second round of + Emphasis on urban improvements such as the Queen 4. Virtual Public Open House engagement was street buffered bike lane, the Huron Terrace bike lane and completed to review and 5. Communication with Key the Queen Street Cycle Track; confirm network design stakeholders + Minimal interest in winter maintenance of cycling and phasing priorities. 6. Input and comments from infrastructure relative to other priorities; and Staff + A focus on more tangible education / encouragement 7. Council presentation activities such as the development of a wayfinding and

signage program.

Master Cycling Plan Vision & Objectives.

For more details...
Report Part 1; Chapter 1.0

Building upon the input gathered through the engagement process and in response to the aspirations and requirements identified by the Municipality, a vision and series of supporting objectives were crafted for the MCP. The intent of the vision and objectives is to provide the community with a statement and set of principles to articulate the Municipality's commitment to and support to cycling. A vision statement is designed to capture the desired outcomes of a project or a process. In Kincardine's case, the vision reflects a community specific desire to create a stronger cycling culture; one that leverages the significant culture, historic and geographic features of the Municipality and surrounding area.

"Kincardine is a place where **people are active year-round** – whether they live, work, or play. **Residents or visitors** can get to where they need to be for **fun, fitness, or function** on a bike in a **safe and comfortable** way. Cycling is an option for people of all ages and abilities, helping to support and enhance a **vibrant, safe and connected community**."

To realize this vision, a set of seven core objectives were established which are meant to further articulate the desired outcomes. Objectives are meant to be action-oriented and are there to help shape, guide and assess the impact of the master plan recommendations. Kincardine's cycling objectives include:

- 1. Providing equitable transportation options Municipality-wide.
- **2.** Designing an integrated on and off-road network that seamlessly accommodates users.
- **3.** Developing a sustainable blueprint for planning and construction.
- **4.** Prioritizing the comfort and safety of users.
- 5. Integrating cycling into day-to-day decision making.
- **6.** Supporting long-term strategic objectives of the Municipality.
- 7. Leveraging cycling opportunities to enhance the tourism environment.

Throughout this Executive Summary, the various components of the Master Cycling Plan are tied back to these **objectives** and **highlighted** to show how the objectives have been achieved through the MCP.

Urban & Rural Planning Assumptions.

For more details...
Report Part 1; Section 2.1 and 2.2

The Municipality of Kincardine is unique in that it provides residents and visitors with a range of different experiences based on different types of urban forms and functions. Most of the municipality is rural in nature which provides considerable opportunity for long-distance recreational / tourism-based cycling. However, there are unique urban and suburban areas that draw both year-round and seasonal residents and visitors providing a small-town environment with urban municipal opportunities such as schools, community centres, services, shopping and employment in relatively proximity. These unique contexts mean that the approach used to develop the master cycling network needed to reflect and respect both the urban and rural context. The assumptions behind these approaches is outlined below.

Urban Area Assumptions

- + Where possible, sidewalks should be considered an opportunity for strategic implementation of in-boulevard multi-use pathways.
- + Based on a typical cycling distance of 3 to 5 kilometres, the entire built-up area of Kincardine is considered bikeable for all residents and visitors.
- + Strategic wayfinding and signage will be a tool to allow for greater connectivity beyond infrastructure.
- + Focus on a minimum grid network of separated facilities along arterial and collector roadways.
- + Facilities will be identified where appropriate considering constraints, costs, and context.
- Proposed routes on local roads that have low traffic volumes and operating speeds will be limited except for those that connect to existing off-road multi-use trails.

Objective 1

Provide equitable transportation options Municipality-wide.

Rural Area Assumptions

- + Strategic improvements on gravel roads will only be identified to complete missing links and connect to existing facilities.
- + Improvements will be identified primarily on local paved roads.
- + Connections to surrounding municipalities will be prioritized for regional connectivity.
- + Provincial and County roads are considered both barriers and opportunities any facilities built on both those corridors would be determined by the Ministry of Transportation Ontario or Bruce County.
- + Improvements will only be identified on roadways where the current cross-section allows with a focus on connectivity through signage.
- + High-demand routes will be a preference but not a requirement for improvement.

Objective 7

Leverage cycling opportunities to enhance the tourism environment.

Proposed Cycling Network & Timeline.

The Municipality of Kincardine has a significant opportunity to leverage its existing geography and population to create a more cycling friendly community. This does not mean that the Municipality must accommodate cyclists everywhere with expensive infrastructure improvements. It means that the Master Cycling Plan should provide effective guidance and tools to support the planning, design and implementation of cycling infrastructure that balances comfort and safety with feasibility and function. The Master Cycling Plan network

For more details...

Report Part 1; Section 2.3 - 2.5 Report Part 2; Section 3.1

Objective 2

Design an integrated on- and off-road network that seamlessly accommodates users.

focused on providing planning and design direction for both on and off-road cycling routes and facilities within two planning horizons – the short-term which is meant to be implemented within the first 10 years following adoption and the long-term – beyond those 10 years.

Proposed On-road Improvements

On-road improvements refers to the cycling facilities recommended along roadways within Kincardine between the curbs and within the boulevard. The improvements have been identified utilizing an iterative network development process which leverages existing routes (see Map 1), highlights local opportunities and reflects provincially accepted guidelines and standards i.e. Ontario Traffic Manual Book 18.

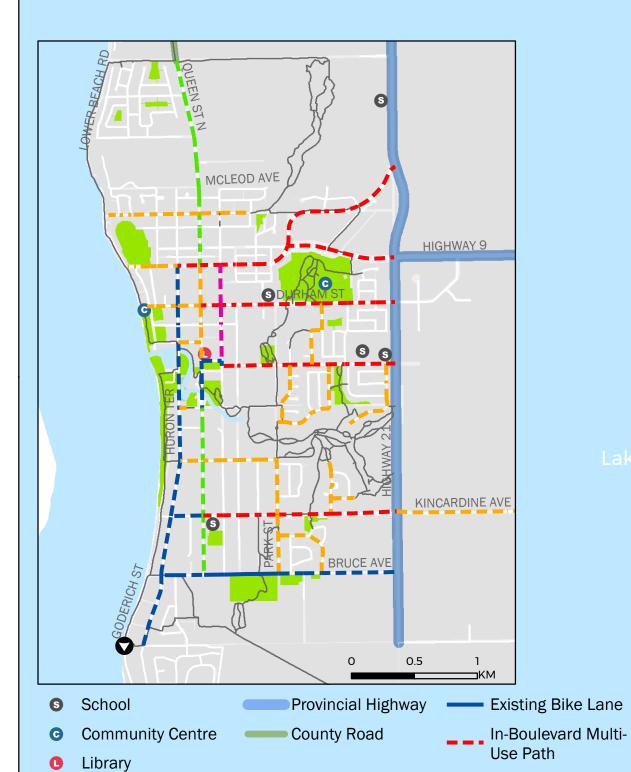
Proposed Off-road Improvements

The Master Cycling Plan does not identify changes to the existing trails in Kincardine, but rather recommendations for specific trails improvements based on Municipal staff and trail committee input. The approach used to identify off-road trail improvements focuses on establishing a consistent approach to design and greater connectivity.

A summary of the proposed on- and off-road cycling improvements is presented in the table below and illustrated on Map 2.

Facility Type	Short-Term (0-10 years)	Long-Term (10+ years)	Total (KM)
In-Boulevard Multi-Use Path	3.85	4.29	8.1
Buffered Bike Lane	1.33	1.64	3.0
Bike Lane	4.32	0.83	5.1
Advisory Bike Lane	0.76	0.00	0.8
Signed Bike Route (Urban)	9.26	0.00	9.3
Signed Bike Route (Rural)	143.13	0.00	143.1
Off-road trail (new)	0.23	0.00	0.23
Off-road trail (upgraded)	0.66	0.00	0.66
Total (KM)	162.65	6.76	169.4

Map 1 Proposed Facility Types



Municipal Trail

Trail 2.5

Proposed Municipal

Saugeen Shores BRUCE ROAD 20 BRUCE ROAD 15 MATNIST **Conservation Area** HIGHWAY 9 Huron-Kinloss

Municipal Park

Provincial Park

Connections to

Municipalities

Surrounding

Buffered Bike Lane

- - Advisory Bike Lane

-- Signed Bike Route

-- Bike Lane

Map 2 Proposed Network Phasing



Short-Term (0-10

Long-Term (10+

years)

years)

Library

Trail 2.5

Municipal Trail

Proposed Municipal

Saugeen Shores BRUCE ROAD 20 BRUCE ROAD 15 MATNIST **Conservation Area** HIGHWAY 9 Huron-Kinloss

Municipal Park

Provincial Park

Connections to

Municipalities

Surrounding

Buffered Bike Lane

Bike Lane

- Advisory Bike Lane

-- Signed Bike Route

Implementation Priorities & Approach.

For more details...

Report Part 2; Section 3.1, Chapter 4.0 and Section 4.1

With the adoption of the Master Cycling Plan, the Municipality of

Kincardine must now focus on the implementation of the recommended network. As noted above, the intended implementation horizon is meant to span 10+ years with a focus on the first 10 years i.e. the short-term horizon. However, within the short-term horizon there are a still several projects which have been identified. As such, the short-term projects were reviewed and organized into two implementation categories: "quick-win" successes i.e. routes to be implemented within the first two years and strategic priorities i.e. routes that require additional investigation but establish critical connections. A summary of the quick wins and strategic priority projects are listed below.

	Total km	Highlights
Signed bicycle routes	147	 Critical signed route connections in the built-up area of the Municipality Extensive rural cycling coverage, connecting with inter-municipal routes and linkages
Capital projects	2.5	+ Segments of Queen Street and Huron Terrace are both slated for reconstruction in the short-term, providing an opportunity to introduce two critical north-south connections in Kincardine
Planned off-road trails	0.9	 Introduction of new east-west linkage through Wildfang Park, connecting Queen Street with Huron Terrace Upgrade of existing off-road trail west of Stewart Drain
Project #1	1.64	 + Queen Street – KIPP Trail to Broadway Street + Buffered Bike Lane or Cycle Track, with Barrier Curb or Concrete Roll Curb
Project #2	1.79	 + Kincardine Avenue – Penetangore Row to Highway 21 + In-Boulevard Multi-Use Path and On-Road Designated Bike Lane with Barrier Curb or Flexible Bollards
Project #3	0.68	+ Goderich Street – Bruce Avenue to Municipal Limit+ Multi-Use Path

Implementation Approach...

It is important that there is a consistent and common understanding of the process that will be used to facilitate implementation of the proposed cycling network. OTM Book 18 identifies a five-step implementation process by which recommended cycling routes can move from planned projects through to confirmation, design and construction. The implementation process is illustrated and described in the Part #2 Report within the context of the Kincardine MCP and is recommended for use by the Municipality.

Objective 3

Develop a sustainable blueprint for planning and construction.

Objective 5

Integrate cycling into day-to-day decision making.

Creating a Cycling Culture.

A long-term strategic objective for the Municipality is to utilize the content of the Master Cycling Plan to support the development and encouragement of a more cycling friendly Kincardine. Creating a municipality that is considered "cycling friendly" requires a shift in the overall opinions and perceptions associated with cycling – also known as a "culture shift".

For more details... Report Part 2; Chapter 2.0

Objective 6

Support long-term strategic objectives of the Municipality.

The education and encouragement strategy prepared for the

Kincardine Master Cycling Plan is based on an understanding that inherently behaviours need to shift if there is interest in making the municipality a year-round destination for cycling tourism and recreation as well as a desirable community for people who wish to use active transportation modes like cycling for their day to day trips. Communities that invest in efforts to shift culture see stronger returns on their infrastructure investment and the amount of resources that are required for the 'soft' programming efforts are often orders of magnitude less than 'hard' physical infrastructure.

The education and encouragement action plan developed for Kincardine and presented below provides a phase-based approach to implementation that aims to leverage existing volunteer efforts within the community and with external partners. It is based on the principles and practices of community based social marketing – a widely accepted behaviour change approach.

Phase	Objectives	Actions
Phase 1. Foundations	To invest in programs and initiatives that are most likely to generate a significant amount of momentum towards a culture of cycling in Kincardine and build upon existing capacity to promote cycling.	 + Organize and host Kincardine Bike Month + Cycling Education Task Force and Comprehensive Cycling Awareness and Education + Develop Cycling and Walking Signage & Wayfinding + Add a "Just Add Bikes" Events Team + Bike Valet Program + Routine Community Rides & Walks
Phase 2. "Basic" Programming	To identify programs that are more targeted and provide an additional level of support and encouragement for specific populations.	 + Family Bike Days + Community Cycling Promotions + Active School Travel + School Cycling Challenge + Annual Bike Rodeos + Bike Parking Inventory and Partnership + Preliminary Data Collection
Phase 3. "Advanced" Programming	To build on the successes of Phase 1 & 2 and establish further partnerships to build a strong culture of cycling in Kincardine.	 + Advanced Data Collection and Communication + Downtown Bike Corrals + Bike Share and Micro mobility Feasibility Study

Costing & Funding the Plan.

The recommended cycling network and education and encouragement action plan will require additional capacity and funding to support and facilitate implementation. Once implemented, there are also costs associated with maintaining the infrastructure to the appropriate standard or enhancing and building upon the programming to leverage community interest and involvement. The MCP is not meant to provide a comprehensive overview of specific

For more details...
Report Part 2; Section 3.3 and 3.4

Objective 5

Integrate cycling into day-today decision making.

construction and coordination costs. It is however, meant to provide a high-level overview of potential cost impacts which will need to be reviewed and confirmed as the Municipality proceeds with implementation. High-level costing has been prepared for the proposed cycling network, programming and assumed maintenance. The costing has been developed based on best practices from comparable and a set of unit costs were applied which reflect typical cycling design treatments throughout Ontario. The following table provides an overview of the costing prepared for the proposed cycling network.

Facility / Trail type	Distance	Short term.	Long term.
In-Boulevard Multi-Use Path	7.46	\$ 1,029,237	\$ 1,395,543
Buffered Bike Lane	2.97	\$ 505,831	\$ 624,812
Bike Lane	5.15	\$ 125,341	\$ 23,987
Advisory Bike Lane	0.76	\$ 22,116	\$ -
Signed Bike Route (Urban Routes)	9.26	\$ 11,112	\$ -
Signed Bike Route (Rural Routes)	143.13	\$ 171,756	\$ -
Off-Road Trail (New)	0.23	\$ 36,284	\$ -
Off-Road Trail (Upgraded)	0.66	\$ 66,486	\$ -
total.	168.73	\$ 1,968,162	\$ 2,044,343

Also included within the Master Cycling Plan is an overview of potential costs for the education and encouragement strategy including the **recommendation of up to 0.75 FTE position** to support the coordination of initiatives.

Funding of the Master Cycling Plan is not the sole responsibility of the Municipality. There are both internal and external funding opportunities which the Municipality should continue to explore and leverage as they proceed with the implementation of the MCP. Beyond the traditional capital and operating budgets, the Provincial and Federal governments continue to dedicate considerable funding to active transportation related projects – such a cycling infrastructure and programming. The Municipality should explore these opportunities on an annual basis to support future implementation.

Management and Monitoring.

The Master Cycling Plan has been developed with the purpose of providing the Municipality of Kincardine with a blueprint for cycling success. To ensure that the desired outcomes are achieved, there are a number of tools that are identified and recommended within the Master Cycling Plan to support the upkeep and maintenance of high-quality infrastructure; the monitoring of effectiveness and improvement; and the adoption of cycling supportive policies to influence long-term planning practice.

For more details... Report Part 2; Section 3.2 and Chapter 4.0

Objective 4

Prioritize the comfort and safety of users.

All of these tools have been identified and adapted from comparable best practices with the goal of ensuring that the Municipality is able to provide safe and comfortable cycling routes, facilities and experiences for all. The following is an overview of some of these considerations relative to the Kincardine MCP.

Maintenance...

Maintenance includes practices and protocols which ensure that what is implemented remains in high-quality, working condition where users feel safe and comfortable no matter the time of year, the age of the facility, or location of the route. Kincardine is encouraged to monitor and maintain their cycling network strategically year-round including the use of suggested:

- Minimum Maintenance Standards:
- + Varied maintenance practices impacted by Cycling;
- + Level of Maintenance Service as per Ontario Traffic Manual Book 18;
- Physical separation replacement guidance for separated facilities; and
- + Winter maintenance practices for select high-demand on and off-road routes.

Monitoring...

A monitoring plan can be used to support the evaluation of master plan success. Establishing measures to assess progress can help Municipal staff prioritize future projects, rationalize investments, and appropriately allocate resources.

Measures could include indicators which align with the planning priorities and principles outlined within the Master Cycling Plan as recommended in the MCP. It should also respect and reflect available data that is either already collected by the Municipality or could be easily collected by community members and / or partners.

Municipal staff are encouraged to track the measures on an annual basis, and regularly report on the indicators as they relate to the plan objectives.

Policies...

Policies are the tools used by Municipal staff and Council to influence where and how Kincardine grows and infrastructure is planned. Policies serve as the foundation upon which all communities are developed and designed.

Each municipality is required to adopt and adhere to a hierarchy of planning policies, including high-level visioning policies, topic specific strategies, prescriptive guidelines, and by-laws.

For the purposes of the following policy tools should be explored:

- Integration into existing policies such as the Official Plan;
- + The adoption of a sidewalk replacement policy to support multi-use pathways; and
- Updates to existing bylaws to support cycling funding.

Master Cycling Plan Recommendations

The information contained within the MCP has been structured as a resource and reference to:

- + Support the efforts of the cycling;
- + Inform annual capital and operating budget discussions; and,
- + Effectively communicate the objectives and desired outcomes of the Municipality related to cycling.

Above all, the recommendations presented within the MCP are meant to be a long-term blue-print and guide for those involve in day-to-day decision making and implementation. Based on the detailed information contained within the Part 1 and Part 2 reports, the following recommendations have been identified for adoption by the Municipality of Kincardine.

Education & Encouragement Recommendations

Recommandation 2a.

The Municipality of Kincardine should proceed with the implementation of the Phase 1: foundations programming associated with the education and encouragement action plan in 2021 in partnership with the trails advisory committee and other community stakeholders.

Recommendation 2b.

The Municipality of Kincardine should initiate implementation of the action plan by sharing the phase 1: foundations programming with partners such as the Trails Committee, Kincardine OPP, Grey Bruce Health Unit, Regional Tourism Office 7 and the Town of Saugeen Shores.

Recommendation 2c.

The Municipality of Kincardine should add between 0.25 and 0.75 Full Time Equivalent (FTE) staff positions to deliver the proposed education and encouragement action plan as well as the proposed infrastructure improvements and Active School Travel work.

Timeline & Cost Recommendations

Recommendation 3a.

The proposed cycling network should be used as a reference when determining annual public works projects and priorities consistent with the plan's proposed phasing strategy with a focus on quick-win projects.

Recommendation 3b.

The costing assumptions outlined within the Master Cycling Plan should be reviewed, refined / confirmed and incorporated into the Municipality's annual review for both capital and operating budgets.

Recommendation 3c.

Cost estimates for the Master Cycling Plan should be reviewed and confirm at the time that the project proceeds through to implementation to ensure that costs beyond construction are confirmed and considered.

Recommendation 3d.

Review and, where needed, revise maintenance guidelines and standards adopted by the Municipality to align with the Minimum Maintenance Standards (see the details in Chapter 4.0).

Recommendation 3e.

Explore and adopt the necessary by-law and policy revisions to allow for those routes to receive higher priority of maintenance.

Recommendation 3f.

Review current guidelines and standards compared to the fleet of maintenance vehicles and operational tools and determine whether investments need to be made to enhance both the practices and the tools.

Recommendation 3g.

If a staggered approach to maintenance is needed, priority should be given to routes and roads where there is a high volume of existing vehicular traffic as well as active transportation traffic or where the infrastructure that is being implemented may increase the demand or level of participation.

Recommendation 3h.

As the Municipality proceeds with implementation and monitors use, consideration should be given to identifying routes where winter maintenance by support extended use beyond the summer months.

Recommendation 3i.

External funding options at the provincial and federal level should be monitored by Municipal staff along with funding partnerships with upper-tier governments and regional agencies

Management & Monitoring Recommendations

Recommendation 4a.

The Municipality of Kincardine should adopt the implementation process for cycling facilities as per the direction provided in Ontario Traffic Manual Book 18.

Recommendation 4b.

The Municipality's Official Plan should be reviewed based on the policy considerations outlined within the Master Cycling Plan and should be amended as necessary to ensure consistency and alignment.

Recommendation 4c.

Clear communication of the roles and responsibilities should be provided to all potential partners and should be reviewed and confirmed through the implementation of the Master Cycling Plan

Recommendation 4d.

Secure either a part-time or a full-time staff person to serve as the cycling and trails coordinator for the Municipality. If a part time staff is selected, identify opportunities to reassess roles and responsibilities after 1^{st} or 2^{nd} year to determine if additional staffing is required.

Recommendation 4e.

The Municipality should establish an approach and a set of performance measures to support the implementation of a monitoring and evaluation program specific to cycling within the Municipality of Kincardine.

Recommendation 4f.

The Municipality should work with trails advisory committee members and stakeholders to support the acquisition of relevant data and information to support the monitoring and evaluation program.