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The County of  
Lennox and Addington's  
**COUNTY TRAILS**  
NETWORK




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# County Trails

Presentation Topics

- i. Overview of County Trails System Today
- ii. Background to Development
  - objectives
  - steering committee tasks
  - implementation
- iii. What Did We Learn?
  - challenges, obstacles and lessons learned
  - successes and accomplishments
- iv. Q & A



(NOTE: All notes inserted by Summit Organizers)




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## County Trails - Overview

What is it?

- County wide multi-use network using paved shoulders
- Intended to provide stable, safe roadside facility for pedestrians, joggers, cyclists, other non-motorized means of active transportation
- Not promoted specifically as cycling routes
- Initiative to promote tourism, economic development, recreation and healthy lifestyle activities
- 12 distinct routes, 576 km in total length
- Each route includes attractions and points of interest; unique geography; and connections to regional trails



County Trails Systems Today → long, skinny, county in eastern Ontario → “from shield to shore”  
What is it County Trails Network?



- 4 years to develop
- multi-use network using paved shoulders
- themed, for a variety of users → cyclists, in-line skaters, walkers, and have come across many, many benefits
- initiative to create as an economic development tool → 12 looping routes
- cover various points of interest
- include access points to various interest s → community and retail services, tourism features
- size of shoulder depends on type of road and traffic
- now build on all roads
- each route has a trailhead map; users are guided by route signs along the way
- 40% of routes now have shoulders
- always considered a part of our road/bridge rehabilitation
- costs \$22,000 per km/per side --> includes preparatory work, etc
- reduced maintenance costs so saved a lot of money
  - better snow clearing
  - removes need to use a grader
  - removes need to control vegetation growth and other expenses

**Administration:** Economic Development people manage the routes; Tourism markets the routes (marketed through industry events, regional trail maps, cycling shows --> lots of cross promotion with other initiatives --> motorcycle tours, etc.)

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## County Trails - Overview

- Routes include access to points of interest and community/retail services
- Paved shoulders built to either 1.2 m, 1.5 m or 2.0 m widths depending on traffic volumes, % of trucks and road platform width available
- Paved shoulders whether in network or not, now included in all County road and bridge reconstruction/ rehabilitation projects (unless physically not possible to construct)



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## County Trails - Overview

- Each route includes a trailhead site located at public facility with parking available
- Located at public parks, recreation facilities (arenas, community halls), points of interest



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## County Trails – Overview


- Trail users guided onto routes from trailheads by roadside signs
- Route marker logo signs use colour-coded/labeled arrows to direct users along route
- Signs placed at route change in direction, intersections and interim locations on long continuous lengths



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## County Trails - Overview

- To date 40% of routes have paved shoulders on County roads
- Paved shoulders now always considered as part of road/bridge rehabilitation and resurfacing projects for surface continuity
- 2010 costs: weighted average based on 1.2 m/1.5 m/2.0 m widths was \$22,000/km/side
- Scope of work includes: granular base preparation; 40-50 mm of asphalt; outer shoulder rounding/embankment materials and grading; and white edge of travelled lane line painting
- Recognized benefits include reduction in edge of pavement breakup, less shoulder grading/gravelling, less shoulder stone in ditch requiring clean out, improved snow removal not on frozen gravel shoulder
- Safe and secure roadside for traffic and shoulder users
- Removes needs for awkward grading and vegetation growth control adjacent to guide rails



Very strong leveraging tool: lots of money available for infrastructure if you have this thought out, including: Ontario Small Town and Rural Economic Development Fund and active transportation initiatives  
This can be a key component of a sustainability plan required by Federal Gas Tax program indicating environmental sustainability due to reduced GHG emissions.

1996 **hot mix paving** → in place paving → grind up what is there, add some ingredients but ultimately have some left over → Lennox and Addington decided to use it on site as a shoulder → this was an experiment → was bumpy but still had a hard surface → early on, they learned a number of lessons.

2001 Master Plan recommended paved shoulder system for alternative transportation.

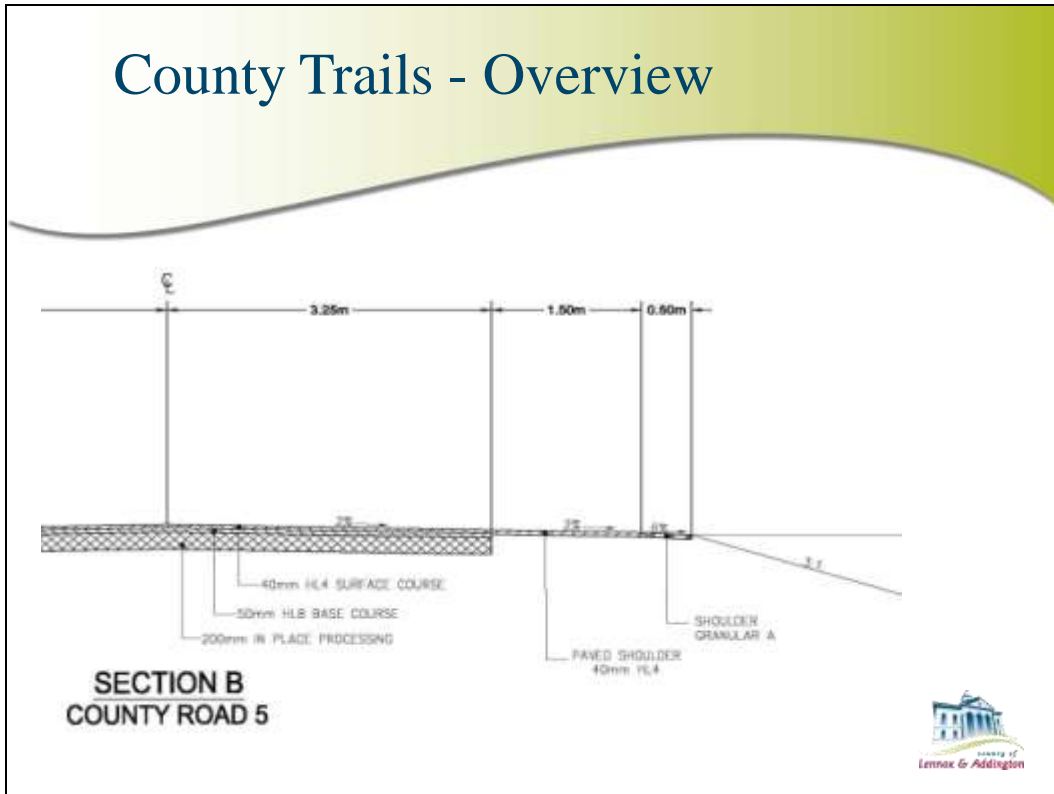
Master Plan also proposed vehicle emissions reduction.

Also good for: farm animals, sick vehicle pull over.

Lennox and Addington also saw it as a means to develop into a tourism opportunity → bring people in to spend money locally.

Had to determine appropriate design then determined routes of interest and thought about public safety (important), public education on how to safely use and also its availability.

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## County Trails - Overview

Ongoing Administration

- Primarily managed through County's Economic Development department and the Land O'Lakes Tourist Association
- Ongoing marketing through websites, in tourism/ recreation promotional literature at tourist information sites and industry events
- Included in provincial (Ontario Trails Council) and regional (Kingston, Frontenac & Lennox and Addington Health Unit) recreational trails maps
- Staff attend local and major recreation and cycling shows (Toronto International Bicycle Show; Toronto Sportsmen's Show)
- Cross promotions with other Economic Development tourism/recreation initiatives ("Best Day Ever in L&A", "L&A Rides")



In 2002, Addington and Lennox created a Technical Steering Committee called the "paved shoulder network" → included: recreation, tourism, trails, municipal reps, destination point representatives.

Early on, they established objectives and benefits, including: wasn't called a cycling lane specifically → trail for many, however, recognized early on that cyclists were important users

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## County Trails - Overview

### Hint


- this concept is strong and effective leveraging tool when submitting infrastructure funding applications
- qualified for previous OSTARED (Ontario Small Town and Rural Economic Development)
- ideal for active transportation funding initiatives
- key component of sustainability plan required by Federal Gas Tax program indicating environmental sustainability due to reduced GHG emissions



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## County Trails – Background to Development

- Paved shoulder construction began mid-1990's as means of using surplus asphalt on asphalt resurfacing/rehabilitation projects
- Edge of road was practical location for milled surplus material to stabilize shoulder
- Provided maintenance and operations benefits immediately (less edge breakup and shoulder maintenance)
- Initially placed at 0.5 m to 0.7 m wide based on available materials
- County's 2001 TMP (Transportation Master Plan) recommended development of County road paved shoulder network to provide roadside facility for alternate modes of transportation



A shoulder is much better maintenance-wise because: once the edge of pavement is repaired it is the beginning of the end of the pavement and is a slippery slope → it will need to be redone earlier → a shoulder changes this, adding longevity and paying back the cost it took to build and beyond.

Good construction, design and guidelines available.

Traffic considerations went into determining size of shoulder → higher speed, larger shoulder  
Regional network development → intersect with other regions to bring in → reciprocal approach → to do this we had to wander off of county roads → local municipality roads and highways (different jurisdiction).

Lots of variables in shoulder development → Steve can give you more information on this → at the cost to construct, it is about a 10-12 year payback period → shoulder has 20 years life  
For Addington Lennox it didn't feel efficient to pave everything they could at once (costly too) → built into road rehabilitation program so it would unfold in a piecemeal fashion to make more economically appropriate → would take a long time to do but would eventually cover everything → felt this was the best way to approach such a big undertaking.

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## County Trails – Background to Development

TMP proposed paved shoulders for non-vehicle use to:

- reduce vehicle emissions and energy consumption
- provide facility for pedestrians, cyclists, joggers
- provide facility to better accommodate wider agricultural equipment
- recovery area for errant vehicles to regain control
- enhance tourism/recreation opportunities and encourage economic growth
- TMP considered different types of facility users; economic, social environmental and health benefits; and design criteria
- network connectivity with established networks in region emphasized (i.e. Waterfront Regeneration Trust's Waterfront Trail)



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## County Trails – Background to Development

TMP provided implementation guidelines covering:

- determination of areas and points of interest within County to select network routes
- engineering and traffic safety
- public education on safe usage
- public encouragement through promotions and marketing
- active participation of key stakeholders through steering committee



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## County Trails – Background to Development

- In 2002, County staff reviewed creation of Technical Steering Committee (TSC) to develop “County Road Multi-Use On-Road Facility” (paved shoulder) network and policy
- Important to include members from each local municipality as key stakeholders contributing to and benefitting from network

Initial 8 member committee comprised of:

- County’s Technical Co-ordinator, Roads and Bridges and Economic Development Manager
- local municipality staff representing planning and recreation
- representatives of existing recreational trail associations (Waterfront Trail Working Group, Eastern Ontario Trails Alliance)
- representatives of area points of interest and cultural/ social destinations



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## County Trails – Background to Development

### TSC Tasks to Develop Network and Policy:

#### Establish Clear Objectives and Benefits

- provide safety through stable roadside surface
- provide safe and distinct facility to accommodate pedestrian/ recreational activities
- provide facility for transportation alternatives that reduce environmental impacts, improves and encourages healthy lifestyles
- improve road structure longevity by reducing pavement edge and shoulder deterioration
- enhance recreation/tourism operations stimulating economic development
- promote community pride and raise profile participating in national/provincial/regional trail events



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## County Trails – Background to Development

TSC tasks continued:

Network Determination Criteria

- construct to appropriate design standards and accepted guidelines (Transportation Association of Canada, Ministry of Transportation, Waterfront Regeneration Trust)
- traffic considerations for network qualification were traffic volumes, truck %, operating and posted speeds
- $\leq/\geq$  1000 AADT,  $\leq/\geq$  10% truck,  $\leq/\geq$  50 kph posted speed



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## County Trails – Background to Development

TSC tasks continued:

Regional Network Development

- select County roads with opportunities to connect network to established ones
- Lake Ontario Waterfront Trail, Trans Canada Trail, Cataraqui Trail (managed by local conservation authority), regional cycling association routes
- non-County roads required for connectivity



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## County Trails – Background to Development

### TSC Tasks continued:

#### Financial Impact Evaluation

- many intangible benefits ranging from reduced liability to improved socio-economic benefits
- 2 major factors to consider: cost to construct wider paved road platform and resulting savings from reduced maintenance
- shoulder maintenance demands vary greatly, costs difficult to quantify
- annual minimum ongoing gravel shoulder maintenance/edge of pavement repair costs assessed



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## County Trails – Background to Development

### TSC Tasks continued:

#### Financial Impact Evaluation

- inefficient to add paved shoulders independent of road's overall rehabilitation
- recommended to incorporate construction of paved shoulder at time of road's resurfacing/rehabilitation, widen bridge deck to accommodate when rehabilitated
- only considered if financially feasible
- important to recognize network gaps, delays of installation



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•Financial benefits → municipalities gain from it because of the payback

## County Trails – Background to Development

TSC Tasks continued:

Financial Responsibility Determination

- policy recommended County accept capital cost to construct paved shoulder (asphalt or surface treatment) on County road or bridge
- reduced maintenance costs directly benefit local municipalities as County service provider
- policy recommended local municipalities accept cost of signage supply, installation, ongoing maintenance



Financial benefits → municipalities gain from it because of the payback.

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## County Trails – Background to Development

TSC Tasks continued:

Network Feasibility

- consider limitations of road platform and bridge deck cross sections
- steep embankments (rural), curb and gutter (urban) restrictions
- only considered if physically feasible



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## County Trails – Background to Development

### TSC Tasks continued:

#### Risk Management

- concern that network develops in isolated segments due to varying road/bridge rehabilitation schedules
- concern for existing paved shoulders narrower than 1.2/1.5 m design widths
- strong desire to raise awareness through signage created but concern about liability if signed network is incomplete, inconsistent design
- required review by County's insurers



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## County Trails – Background to Development

### TSC Tasks continued:

#### Risk Management Officer's Considerations

- no previous court rulings established
- County roads meet standards but road owner has duty of care for design and maintenance of new feature
- County is prudent using specific criteria, developing policy, continuing to address network deficiencies through scheduled infilling
- due diligence exercised through policy development documentation (TSC minutes)
- insurer noted Highway Traffic Act provides others with right to use a road and proposed network provides facility to address that right
- insurer concluded concept/procedures appropriate and defensible



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## County Trails – Background to Development

### TSC Tasks continued:

#### Implementation Strategy

- policy required to confirm that widened road platform/bridge deck co-ordinated with scheduled rehabilitation
- also to confirm right to defer widening for financial reasons until next scheduled rehabilitation
- policy to recognize network identification signage is vital to success
- determine primary network directional signs, secondary interim signs and trailhead signs at route points of entry/ interest
- follow guideline of Waterfront Regeneration Trust for sign standards and location determination
- determine financial responsibilities and administration



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## County Trails – Background to Development

### TSC Tasks continued:

#### Implementation Strategy

- create sign steering committee to develop sign designs and marketing strategy
- peer review by County's Technical Advisory Committee on feasibility of maintenance and responsibility impacts
  
- after 6 TSC meetings, draft policy and network route presented to County Council to adopt
- County Council supported, policy adopted as by-law
- direction given to create Sign Steering Committee



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## County Trails – Background to Development

### Sign Steering Committee (SSC)

- SSC included TSC carry-over members and new members from funding and marketing partners

### Larger 13 Member SSC Comprised of:

- County's Manager, Roads and Bridges, Economic Development Manager and Economic Development Officer
- local municipality recreation and administrative department staff
- Community Futures Development Corporation and Industry Canada representatives
- design/marketing consultant
- tourism association representatives



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## County Trails – Background to Development

### Sign Steering Committee (SSC)

SSC Tasks to Develop Identification and Marketing Strategies

Engage Consultant to Develop Sign Graphic Designs and Marketing Plan

- RFP issued, engaged Floating Point Communications Agency
- SSC brainstorming meetings with consultant to determine branding, design network logo and presentation criteria
- consultant developed promotions and communications plan (give-away items, media releases, literature, launch events)
- frequent update reports submitted to County Council



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## County Trails – Background to Development

### SSC Tasks:

#### Determine Sign Locations and Installation Strategy

- establish total number of trailhead and directional route signs/ arrows
- based on route sign location criteria of installations at change in direction, interval signs every 5 km for sections with no direction change
- trailhead locations based on public assembly areas with parking, retail, washroom, points of interest available
- review and determine material specs
- issue RFQ to sign manufacturers



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## County Trails – Background to Development

### SSC Tasks continued:

#### Determine Sign Locations and Installation Strategy

- awarded quotation to supply (2006 prices):
  - 12 - 1200mm x 1800mm aluminum trailhead signs at \$729.00 each
  - 380 - 450mm x 450mm aluminum route marker signs at \$13.26 each
  - 800 - 200mm x 150mm aluminum arrow tabs at \$8.71 each
- present to neighbouring municipalities to obtain permission and agreement to install route signs on non-County roads
- order required signs for delivery to each local municipality for them to install
- prepare sign layout maps for each municipality
- submitted to MTO to obtain permission to install on Hwy. 33 and Hwy. 41 (limited permission recently indicated)



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## County Trails – Background to Development

### SSC Tasks continued:

#### Financial Administration

- sign material and installation costs presented to local municipalities for commitment to fund
- County administered purchase of all signs and consultant costs, then recovered from each local municipality
- County's sign cost recovery based on quantity of signs on routes within each local municipality
- sign costs on neighbouring municipal roads covered by County
- local municipality's 40% OSTARED subsidy claims submitted through Land O'Lakes Tourist Association
- County's consultant cost recovery based on percentage of total network within each local municipality



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## County Trails – Background to Development

### SSC Tasks continued:

#### Develop Communications Strategy

- determine marketing plan, materials, events, schedules
- targeted cycling/recreation industry publications
- ongoing “teaser” media releases
- updates to County and local municipality councils
- “test drive” network by inviting area cycling clubs to use and give feedback
- develop promo materials (brochures, posters at schools/ recreation centre, water bottles, route card lanyards)
- parallel development of specific website with links to all partner’s websites
- confirm north and south launch event logistics, schedule, outside agency participants (i.e. O.P.P. Bike Rodeo for Kids)



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## County Trails – Background to Development

English brochure map:



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## County Trails – Background to Development

English brochure text:



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## County Trails – Background to Development

English promotional poster:




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## County Trails – Background to Development

SSC Tasks continued:

- 3½ years later after 20 TSC and SSC meetings, ribbon cutting event held in May, 2006 with SSC members, MPP, County and local Council members attending
- website launch coordinated with ribbon cutting
- press release
- north and south public launch events held in June, 2006 featuring selected route for cycling (“Tour de Hay Bay”)



After many number of years of putting in place → Addington Lennox had a big launch.

Had had some soft launches prior to this.

Needed to produce French brochures (requirement of funding).

Promoted multi-use aspect.

At launch took people out on routes.

Steering Committee → keep good records, lots of enthusiasm.

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## County Trails – What Did We Learn?

What Did We Learn?

- Challenges and obstacles encountered but also accomplished objectives and achieved successes

### Challenges

- maintaining steering committee commitment and enthusiasm
- ensure right people are committee members
- funding partner commitment (financial and long term ownership)
- committee administration (meetings, minutes, follow-up tasks)
- consultant, supplier administration (quotations, procurement)



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## County Trails – What Did We Learn?

Obstacles

- steering committee differences about project direction, presentation specifics (signs, communication literature, etc.)
- routes on provincial highways

Lessons Learned

- importance of signage for consistent identification and branding
- ensure funding partners are kept informed and contribute/ participate if interested (i.e. CFDC/Industry Canada)
- ensure councils are kept informed of project status
- ensure all contributing partners are recognized equally
- use of French literature, accuracy of English/French translation
- ATV use of network not intended
- clarify expectations of consultant at outset
- less effective on surface treated roads



Obstacles → steering committee (look at slides)

Signage is key.

Funding partners informed.

Councils well informed.

Recognize everyone.

ATV use challenging → HTA permits → had to tell these groups it isn't for them.

Didn't work on tar and chip roads.

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## County Trails – What Did We Learn?

### Successes and Accomplishments

- County Trails website interest continues to grow
- overwhelmingly positive feedback from County Trail users and County visitors, positive follow-ups from industry shows/conferences
- won the Ontario Trails Council 2007 “Trail Builder Award”
- ongoing recognition in Waterfront Regeneration Trust communications, network routes included in annual Great Waterfront Trail Adventure
- network identified in provincial, regional recreation and trail association maps
- ongoing promotion in Land O’Lakes Tourist Association publications



Lots of interest, lots of great feedback, awards, constant recognition.

Identified on provincial trail association maps.

Contact our economic development staff for guidance.

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## County Trails

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