



Committee of the Whole Report

Report Number: PLAN2024-037
Meeting Date: June 4, 2024
Title: Kawartha Moves: Active Transportation Master Plan
Description: To bring forward the Active Transportation Master Plan
Author and Title: Jonathan Derworiz, Senior Planner, RPP, MCIP (WSP)

Recommendation(s):

That Report PLAN2024-037, **Kawartha Moves: Active Transportation Master Plan**, be received; and

That the **Kawartha Moves: Active Transportation Master Plan**, substantially in the form attached as **Appendix A** to Report PLAN2024-037 be endorsed.

Department Head: _____

Legal/Other: _____

Chief Administrative Officer: _____

Background:

Beginning in 2021, the City of Kawartha Lakes retained CIMA+ to lead the development of its first Active Transportation Master Plan (ATMP). The purpose and intent of the ATMP is to provide the City with a comprehensive master plan that promotes and guides the development of active transportation throughout the City. Kawartha Lakes is home to a passionate, engaged, and growing community of people who frequently bike, run, walk, and participate in active transportation for a variety of purposes, for both day-to-day transportation as well as recreation and enjoyment. The completion of this project marks a significant milestone for the municipality on its journey to support sustainability, healthy communities and resilience. The project was completed with the support of the Active Transportation Master Plan Task Force, community partners, and City Staff across departments.

The development of the ATMP overlapped with two other City strategic plans: the Trails Master Plan Update (Trails Plan) and the Transportation Master Plan (TMP). The Trails Plan concluded while the ATMP was ongoing, and the TMP began as the ATMP was wrapping up. City Staff and the project team have been coordinating efforts across these projects to ensure that the plans support and complement one other. The project team notes that considerable effort was made to clearly outline where and how the Trails Master Plan Update overlaps with the ATMP, and where and how it is separate, to the public and the Task Force. Both plans are underpinned with the same eight principles that support their respective Vision Statements:

1. Design for User Comfort & Safety
2. Provide Barrier Free Access
3. Connect Community Destinations
4. Identify Feasible Solutions
5. Support Sustainable Implementation
6. Establish Clear Communication
7. Foster Stewardship
8. Establish Consistent Monitoring

As the TMP was initiated near the end of the ATMP project, the importance of coordinated implementation and monitoring, and data collection should be emphasized. The ATMP refers to a number of TMP project outcomes that will influence and support active transportation efforts, including:

- Complete Streets policies – supporting the consideration and design for all street users with safety and comfort in mind.

- Vision Zero / road safety approaches – finding opportunities for strategic improvements to enhance overall safety for all road users.
- Revisiting of municipal road classifications – investigating how roads are classified throughout the municipality from both a land-use and road function perspective, ensuring that there is consideration for and accommodation of all users.
- Capital project planning – the identification of proposed infrastructure improvements and associated budgeting over the course of a 5, 10 or 15-year horizon. Opportunities to ensure economies of scale for the implementation of active transportation (AT) infrastructure are critical to facilitating coordination of municipal project efforts.

The development of separate plans will provide the City with flexibility in implementation, and opportunities for there to be multiple layers of support for particular initiatives or direction with regard to multi-modal or active transportation. Opportunity for layered financial support is also identified as internal and external sources can be combined to facilitate implementation.

Engagement:

Ongoing and meaningful public consultation and engagement was a top priority throughout the project. While a summary of consultation is provided in the ATMP, below is an outline of engagement activities:

Pre-Consultation and Phase 1	Public outreach through the project’s Jump-In Page
	Emails and letters to agencies and stakeholder groups
	Public survey #1
	Public Input Session #1
	Task Force Meetings #1, #2 and #3
	Stakeholder Workshop #1
Phase 2	Public outreach through the project’s Jump-In Page
	Public survey #2
	Promotion and project awareness through printed materials and City Communications
	Task Force Meetings #4 and #5
Phase 3	Public outreach through the project’s Jump-In Page
	Promotion and project awareness through the Task Force and community events

	Committee of the Whole Presentation – January 16, 2024
	Individual stakeholder interviews and meetings
	Task Force Meeting #6

Agencies and Stakeholder groups contacted are listed in **Appendix B** to this report.

Kawartha Moves ATMP Overview:

The Kawartha Moves ATMP is comprised of five parts:

- 1) Purpose & Process
 - This is the introduction to the ATMP and provides a project history, outline of the vision and ambitious goals of the ATMP, and engagement overview.
- 2) Context & Considerations
 - Part 2 details the background analysis and research that was undertaken to support the identification of opportunities and issues with the City’s existing AT infrastructure. This includes:
 - A review and analysis of the City’s current policy framework, including current gaps, future opportunities, and ongoing challenges to establish the basis for future policy enhancements.
 - An investigation of the varied benefits of active transportation to the community, including benefits and challenges, with a focus on the unique context of Kawartha Lakes to demonstrate issues for mitigation and opportunities for success.
 - An analysis of socio-demographic trends, local trip generators and current active transportation demand to paint a picture of who, how and why people move throughout the City.
 - A review of existing and previously planned infrastructure as the foundation for the identification of improvements and enhancements.
- 3) Vision & Values
 - Part 3 presents the information gathered through engagement and outreach and the foundations of the ATMP including the ATMP vision statement, objectives, and ambitious goals. It

describes the City's active transportation commitments to residents, decision makers and stakeholders. It marks a shift in thinking around accessibility and mobility and embraces the change that needs to occur in order for the City to evolve from a car dominant location to one that provides options for people of all ages and abilities to move in a way that is accessible, safe, comfortable, and enjoyable.

4) Network

- Part 4 highlights the recommendations for the ATMP network including proposed routes, policy changes and program options. It contains the tools and groundwork that will allow staff to:
 - Inform the identification of active transportation projects for implementation based on a proposed network of continuous and connected active transportation routes and facilities.
 - Identify preferred design solutions for recommended AT facilities and inform a consistent approach to the design of active transportation facilities and infrastructure based on provincially and nationally accepted guidelines and standards.
 - Inform future updates to municipal policies and plans to ensure that there is sufficient policy support and a framework in place to inform policy decision-making.
 - Identify options and opportunities for enhanced programming, communication and education related to active transportation within the city.

5) Action & Implementation

- Part 5 details a suggested implementation strategy including phasing, costing, roles and responsibilities, monitoring and evaluation practices, partnerships, and communication tactics. It is intended to inform the day-to-day coordination of ATMP implementation by City staff and program partners.

Network:

The Kawartha Lakes active transportation (AT) network is intended to be implemented over a 20+ year period of time with opportunities for review, revision and adaptation depending on municipal priorities. The implementation of the AT network is assumed to be initiated in 2025 and align with the following horizons:

- Short-term: The first 10 years, 2025 – 2035
- Medium-term: 11– 20-year horizon, 2036 – 2045
- Long-term: 20+ year horizon, 2046 and beyond

The ATMP breaks down projects and network enhancements into four areas across the three terms described above:

Area	Short	Medium	Long
Bobcaygeon	17 km	15 km	4 km
Lindsay	38 km	50 km	16 km
Fenelon Falls	13 km	7 km	2 km
City-wide	349 km	201 km	51 km
Total	417 km	273 km	73 km

Understanding that the volume of routes and facilities identified in the ATMP is significant, a number of “Priority” projects have been highlighted. These projects were assessed to have the greatest potential influence in encouraging active mobility, and in addressing major community concerns regarding multi-modal safety and comfort. The priority projects form a “minimum grid” system that provides connectivity and continuity throughout the City and its various communities, but not at the total scale of the overall AT network. It includes ambitious facility types and features which maintain the planning and design principles and commitments followed throughout the ATMP. The following table describes the kilometers of the Priority Projects:

Area	Kilometers
Bobcaygeon	21 km
Lindsay	54 km
Fenelon Falls	13 km
City-wide	601 km
Total	689 km

Costing for the entire network, as well as the Priority Projects, is as follows:

Entire Network (including Priority Projects)

Area	Short	Medium	Long	Total
Bobcaygeon	\$2,841,759	\$3,376,634	\$801,563	\$7,019,956
Lindsay	\$6,719,560	\$10,903,520	\$2,925,907	\$20,548,988
Fenelon Falls	\$1,893,699	\$953,946	\$680,545	\$3,528,191
City-wide	\$25,648,930	\$21,713,805	\$9,497,794	\$56,860,530
Total	\$37,103,949	36,947,906	\$13,905,809	\$87,957,664

Average per year: \$2.9 Million

Priority projects only

Area	Short	Medium	Long	Total
Bobcaygeon	\$2,192,818	\$1,244,776	\$658,256	\$4,095,849
Lindsay	\$5,835,322	\$8,588,331	\$1,584,205	\$16,007,858
Fenelon Falls	\$882,135	\$793,028	\$476,680	\$2,151,843
City-wide	\$18,071,640	\$17,192,442	\$5,506,052	\$40,770,134
Total	\$26,981,915	\$27,818,576	\$8,225,193	\$63,025,684

Average per year: \$2.1 Million

The costs included within the ATMP reflect unit costs based on 2023/2024 values and monetary assumptions. They are master plan level costing which means that additional costs beyond construction will need to be reflected in the budgets that the City identifies as well as economic influences such as inflation. When the City proceeds with the implementation of a proposed project or identifies funding for projects within a capital budget the following budget adaptations should be considered.

It should be noted that while costing was prepared for all proposed facilities and improvements as part of the network, as the ATMP focuses on on-road facilities, most of the improvements can be implemented as part of broader road projects, including multi-year capital projects, and road reconstruction and resurfacing, and other projects. There are also significant opportunities to pursue external funding for projects not covered within existing municipal capital and operational budgets, and which the ATMP is designed to help facilitate.

Active Transportation Master Plan Task Force:

The ATMP Task Force has been instrumental in the development of the ATMP. Members passionately and routinely provided input and guidance throughout the project. They provided the Project Team with valuable historical knowledge and context regarding AT and AT enthusiasts in the community. At the April 23, 2024, Task Force Meeting, the

Task Force endorsed the ATMP, subject to minor revisions and comments made by the Task Force:

ATMPTF2024.05

Moved by: J. Bush

Seconded by: A. Hornibrook

That the ATMP Task Force endorse the proposed City of Kawartha Lakes Active Transportation Master Plan (ATMP) February 2024 Master Plan Report subject to minor revisions and comments made at the Task Force meeting of April 23, 2024 for presentation to Committee of the Whole on June 4, 2024.

Carried. All in favour.

As described in the minutes from the April 23, 2024, meeting: Minor revisions and comments are generally understood to be comprised of changes to wording for clarity, corrections to grammatical and/or spelling errors, and revisions to graphics/images. It is understood that the vision, goals, objectives, recommendations, network and overall technical components of the ATMP are not going to be revised.

Below is a table containing comments received at the April 23, 2024, meeting regarding the ATMP with responses to each:

Task Force Comment	Response
Overall very impressed with the documents and hope the Master Plan moves towards Council approval and be a living and changing document over time.	Noted. Thank you.
A requirement for editing and ensuring clear language.	Edits made to the plan to clarify language and key points
Some trails in Lindsay and some Green Trails need to be included in the Plan. The City map shows a trail up one side of the Scugog River whereas both sides of the River should be available for trails. There should be a basic overall plan that all rivers in urban areas be available for trails.	The mapping for the ATMP focuses on on-road infrastructure, and off-road trails are only shown to demonstrate existing conditions and potential trail linkages. New proposed trails are covered by the previously completed Trails Master Plan Update.
A biking section of the Trail from the Wellington Street Bridge, past Francis Street connects with the Legacy Trail but is missing reference to walking trails. The Ganaraska Trail has both walking and biking and the Green Trails shows	

Task Force Comment	Response
a "Park to Park Route" from Memorial Park Old Mill Park which should be added	
Page 95 provides a good list of funding sources but the Plan should provide specific advice on applying for federal grants beyond the aspirational aim of applying for such grants	Some additional detail added to Section 5.1.2 on guidance on applying for grants. Note that grant applications are often unique and require specifics depending on the grant/fund parameters
Wilderness Park, Riverview and Henderson Parks should be coloured green. The final version of the Master Plan should colour parks as green	Green areas added to map for Wilderness Park and Henderson Park in Bobcaygeon. Note that Riverview Park in Lindsay is already green in the most recent iteration of the mapping
The Implementation Strategy on Page 103 makes no reference to Task Force members carrying on as a "stewardship" group to ensure ATMP projects move forward	This matter was addressed at the meeting, and is being considered by City staff, but will not be explicitly added to the plan
The Plan mentions Senior Staff or City Divisions annually monitoring implementation progress and indication of support to hire Staff for this purpose	Noted
The full Master Plan is overwhelming to read and presentation to Council should summarize the key elements and key recommendations for approval.	Noted and considered in Council presentation development
Reference was made to Council's Strategic Plan and its directives for thriving and growing communities in a healthy environment. The ATMP makes no mention of and should refer to the Strategic Plan and its values	The plan mentions the City's Strategic Plan in section 2.2. However, more explicit reference was added to the introduction in Part 3 of the plan, to make the connection more explicit

Staff Comments:

The ATMP was circulated internally for review and comment. Detailed responses were provided to those who offered comments and questions. The following provides summary of the nature of comments received from staff and subsequent changes made.

1. Communications, Marketing and Advertising
 - Staff noted elements of the document that were not in alignment with the City's brand and standard design guidelines or AODA standards (i.e., illustrations and font). The project team revised the document to align the brand guidelines and be AODA compliant.
2. Public Works
 - Staff posed questions regarding maintenance, clarification on traffic calming and sharing facilities. Answers were provided and no changes to the ATMP are required.
3. Tourism
 - Staff flagged incorrect references to department names and routes, and provision of route maps. References were corrected and clarifications provided.
4. Development Engineering
 - Staff posed a number of questions regarding the implementation of recommendations, costs, funding, roles and responsibilities of staff/departments and general coordination of implementation. The project team responded in detail to the questions and revised text, where suitable, to provide clarity for implementation.

Other Alternatives Considered:

No other alternatives have been considered at this time.

Alignment to Strategic Priorities:

The four strategic priorities within the 2024-2027 Kawartha Lakes Strategic Plan are:

1. A Healthy Environment

The ATMP symbolizes a commitment to encouraging modes of transportation alternative to vehicles. By moving around the City on foot or bicycle instead of a car or truck, there is inherently a reduction in greenhouse gas emissions. Furthermore, the Strategic Plan identifies "encouraging active transportation" as an action to realize the goal of supporting environmental sustainability and resilience in the municipality. Implementing the ATMP is a critical step in encouraging AT.

2. An Exceptional Quality of Life

To achieve the goal of “improving the health and well-being of residents,” the Strategic Plan actions expanding trails and AT. Implementing the ATMP will result in creating a great network that will connect residents through routes that can be traversed on foot or by bicycle.

3. A Vibrant and Growing Economy

To achieve the goal of “improving and expanding critical and transformational infrastructure,” the Strategic Plan actions optimizing existing transportation infrastructure (roads and bridges) while adopting and encouraging new transportation support infrastructure (cycling). The ATMP proposes a number of enhancements to the City’s transportation network that will allow existing roads to be used safely for cyclists and vehicles.

4. Good Government

As described in the ATMP and this Report, the success of the ATMP will rely heavily on existing and new community partnerships. The Strategic Plan identifies, “Building a collaborative, supportive inclusive and equitable community,” as a goal and actions building relationships and coordinating with community partners and institutions. Another goal of Good Government is, “Providing accountable government and responsible management of resources,” which actions securing and advocating for federal/provincial infrastructure funding. The ATMP contains directions and recommendations pertaining to funding opportunities that will support its success.

Financial/Operation Impacts:

The cost to implement the ATMP is significant, but it is important to note that the approval of the ATMP is not a commitment to paying the dollar amounts in one lump sum, but rather a commitment to strive to create a connected and safe AT network in the municipality over the next 20 plus years. The ATMP outlines opportunities to leverage the TMP and Trails Plan and layer funding opportunities and maximize economies of scale where possible. As each recommendation comes online and projects are proposed, then Council will be asked to approve associated costs.

The ATMP recommends a dedicated staff person be identified to support and coordinate the implementation of recommendations. Depending on the level of effort required, an additional staff position may be needed to oversee implementation, coordinate across departments, and help secure funding sources.

Conclusion and Next Steps:

The Project Team thanks the community, stakeholders and agency partners for supporting the completion of the Kawartha Moves ATMP. This is a significant milestone for the City of Kawartha Lakes. A special thank you goes to the engaged and dedicated members of the Active Transportation Master Plan Task Force. The ATMP would not be what it is without their guidance and input.

The Kawartha Moves ATMP sets out a policy-driven approach to change, which embeds active and sustainable transportation into municipal policies, design, and maintenance. The plan considers the relationship between land use and transportation as part of a healthy community, and provides options and alternatives which respond to current processes and practices while aiming to mitigate some of the issues and challenges that have continued to persist.

There is considerable potential to get Kawartha Lakes moving towards a more walkable, bikeable, and active future for everyone. With a continued commitment to collaboration, coordination, and consideration of the desires and needs of people from all walks of life, the City can achieve its vision for a future in which active transportation is planned, designed, and implemented with equity, accessibility, and feasibility in mind.

Attachments:

Appendix A – Kawartha Moves: Active Transportation Master Plan



Kawartha Lakes
ATMP Final Report.p

Appendix B – List of Agencies and Stakeholders



PLAN2024-037
Appendix B - agenci

Department Head email: lbarrie@kawarthalakes.ca

Department Head: Leah Barrie, Director of Development Services

Department File: D00-99-026