

# Kawartha Lakes Trails Master Plan Update

Project Summary & Recommendations Overview

Council Meeting | September 27<sup>th</sup>, 2022

# Land Acknowledgement

*The City of Kawartha Lakes respectfully acknowledges that we are situated on Mississauga lands and the traditional territory covered by the Williams Treaties.*

*We are grateful for the opportunity to work here and we thank all the generations of people who have taken care of this land - for thousands of years. We recognize and deeply appreciate their historic connection to this place. We also recognize the contributions of Métis, Inuit, and other Indigenous peoples, both in shaping and strengthening this community and country as a whole.*

*This recognition is connected to our collective commitment to make the promise and the challenge of Truth and Reconciliation real in our community.*

# Why are we here?

## Presentation Overview

1. *Project objectives*
2. *Project process*
3. *Trail vision and principles*
4. *Engagement summary*
5. *Overview of recommendations*
6. *Next steps*

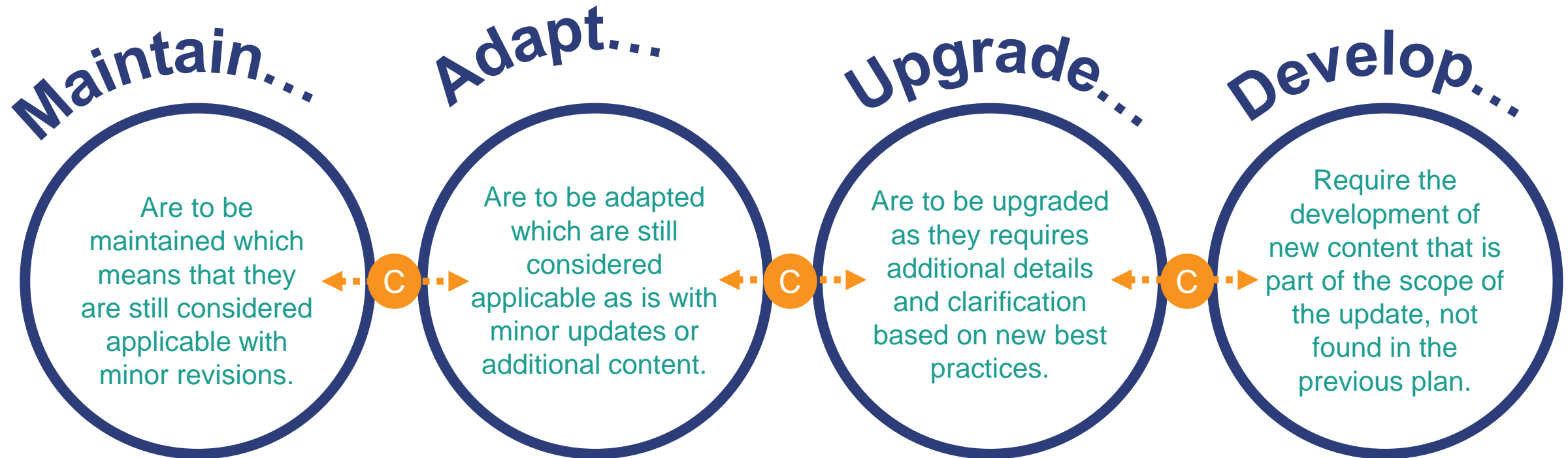
## The “ask” of Council

*CIMA+, in partnership with the project team from the City of Kawartha Lakes Parks and Recreation division, are updating Council on the proposed recommendations of the City of Kawartha Lakes Trails Master Plan Update. This presentation is for information purposes only.*

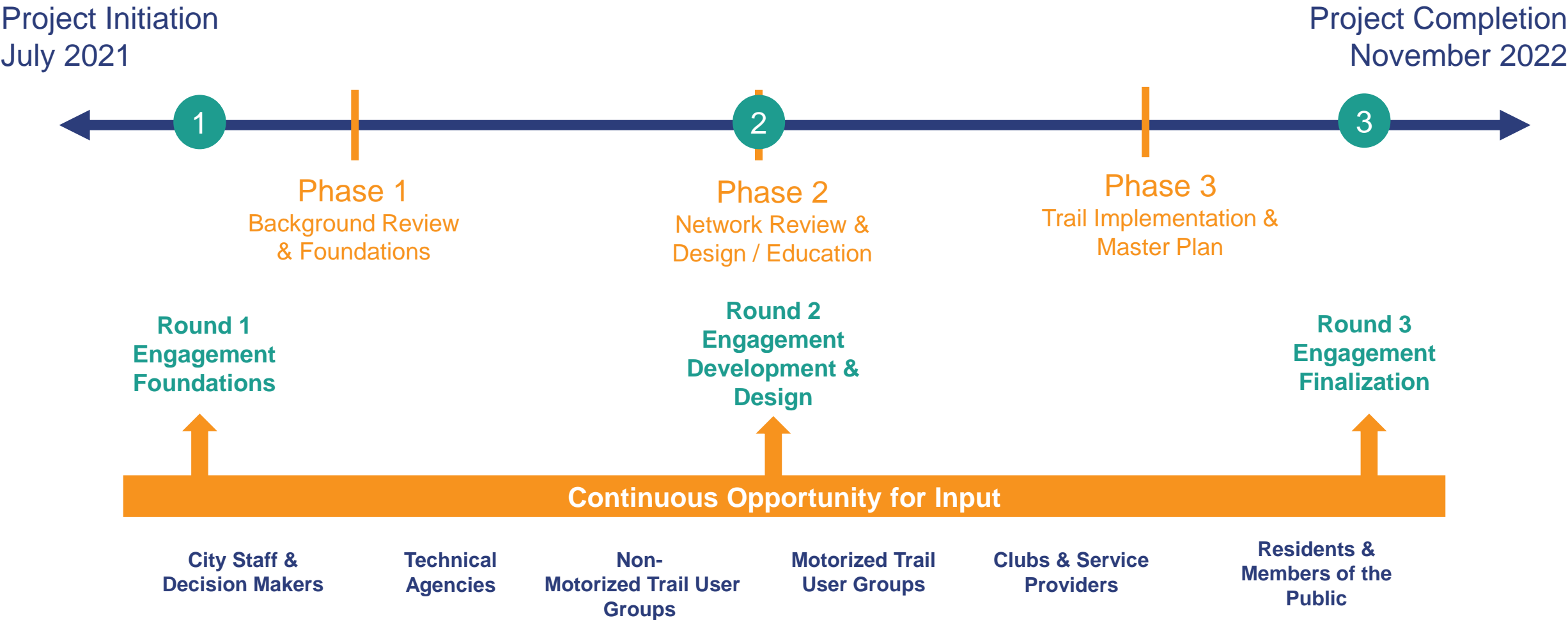
# Why update the trails master plan?

**In 2006, the original trails master plan was adopted...**

almost 15 years have passed which means an update should...



# How was the project completed?



# What do we want the future of trails to look like?

## Updated trail vision

"Trails in Kawartha Lakes will be fun, accessible (where appropriate), safe and comfortable for users and will be a key contributor to community health, connectivity, livability and sustainability."

## Supporting principles & objectives

### #1. Design for user comfort & safety

*Improve user experience and safety with updated trails classifications, designs, signage and management.*

### #5 Support sustainable implementation

*Address funding, maintenance and monitoring as well as achievable phase-based targets.*

### #2 Provide barrier-free access where appropriate

*Improve accessibility and reduce trail barriers through upgrades and maintenance.*

### #6 Establish clear communications

*Manage user experience via trails classifications, signage, wayfinding and encouragement strategies.*

### #3 Connect community destinations

*Focus on key area, destinations, and link to on-road facilities.*

### #7 Foster stewardship

*Involve people and groups via stewardship partnerships, education and encouragement strategies*

### #4 Identify feasible solutions

*Prioritize recommendations that are environmentally, socially and economically responsible, and optimize municipal resources.*

### #8 Establish consistent monitoring

*Establish clear targets, practices, and monitoring methods.*

# Round 1 engagement - What did we hear? (September - November 2021)

**Purpose:** To introduce the master planning process, vision and principles for the plan as well as existing condition analysis. Feedback gathered on key priorities for the plan.

Activities & reach	Input & application
1. Technical Agency Meeting #1 (12)	<ul style="list-style-type: none"><li>Individuals noted the significance of the existing trail network but a lack of momentum since the last plan was adopted.</li></ul>
2. Stakeholder Meeting #1 (14)	<ul style="list-style-type: none"><li>Overall user conflict, safety and comfort of users was noted as a major concern for trail users.</li></ul>
3. Public Information Session #1 (20)	<ul style="list-style-type: none"><li>Site specific issues were identified.</li></ul>
4. Working Group Session (x2)	<ul style="list-style-type: none"><li>Areas of improvement as well as the desired improvement type were referenced.</li><li>Input used to review, revise, and help identify the recommended vision and principles.</li></ul>
5. Additional one-on-one engagement sessions with key stakeholders (x3)	<ul style="list-style-type: none"><li>Input was also used to confirm the preferred approach to improving trails including a series of “hot spots” and various types of improvements.</li></ul>

**Purpose:** To introduce the proposed area-specific approach and trail improvement areas and gather feedback on the proposed design guidelines, projects, and future trail priorities.

## Activities & reach

- 1. Technical Agency Meeting
- 2. Stakeholder Meeting
- 3. Public Information Session
- 4. Working Group Session

## Input & application

- Individuals shared their opinions on the proposed focus areas and projects.
- Focus was placed on the East Cameron Lake corridor with significant interest expressed for one option over another.
- Concern was expressed over the consideration of various users relative to the design of new trails or improvements to existing trails.
- Focus areas were refined including the projects identified within the area as well as review and revision of the areas noted.
- Significant effort was placed on identifying preferred design enhancements.
- Discussion occurred regarding consideration for trail maintenance, monitoring and education along with trail construction.



# Where did we start from?

## In the 2006 plan recommendations included...

# 23

recommendations covering...

- Trail planning & management
- Victoria Rail Trail (VRT) corridor
- Future trail corridors
- Forest management tracts & conservation areas
- Road based cycling routes
- Insurance and liability
- Line Fences Act
- Project costs
- Potential funding sources

*Of the 23 recommendations...*

**6** *are considered implemented*

**7** *are considered partially implemented*

**10** *have not been implemented*

*And for applicability ....*

**12** *are still applicable*

**5** *require reconsideration*

**6** *are no longer applicable*

*Why is a change needed?*

1. *Several recommendations are not applicable considering the revised context of the plan.*
2. *On-road improvements / projects will now be addressed through the City's ATMP as opposed to the trails plan.*
3. *Alternate projects / initiatives were undertaken which address the topics of concern i.e. ATV routes.*
4. *Funding sources have changed and opportunities are now available that were not available previously.*
5. *Considered out of date or outside of the City's jurisdiction.*

# Overview of recommendation topics



## Trail Infrastructure



Recommendations to ensure that there is sufficient policy support and adoption of proposed trail projects.



## Trail Costing & Funding



Recommendations to ensure that there are sufficient and ongoing funds associated with the implementation of the trails master plan update.



## Trail Design



Recommendations to ensure that there is consistent application of trail design.



## Implementation & Management



Recommendations to ensure that there is annual consideration for trail implementation and coordination and consistency in partnership and process.



## Trail Education & Outreach



Recommendations to ensure that there is enhanced awareness and interest associated with the City's trails.



## Maintenance & Evaluation



Recommendations to ensure that there is year round maintenance of trails and ongoing evaluation of successes and improvements.

# How did we develop the recommendations?

For...



For...



# Trail infrastructure overview

## 4 types of trail projects...



### Trail improvement

Upgrades to existing trails



### Trail management

Improvements to function



### Trail comfort

Improved connectivity & use

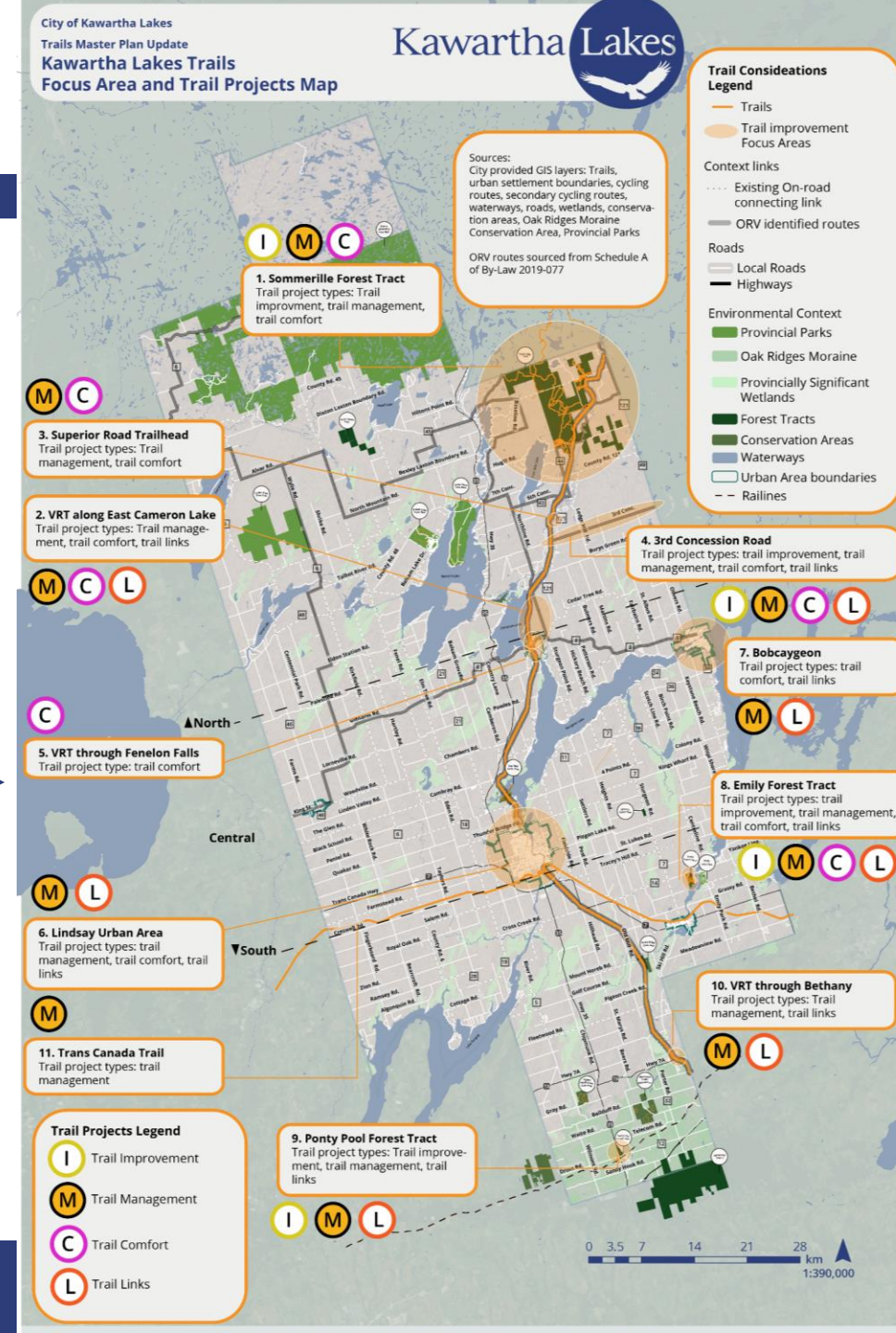


### Trail links

New trails

## 11 focus areas

1. Somerville Forest Tract
2. VRT along East Cameron Lake
3. Superior Road Trailhead
4. 3<sup>rd</sup> Concession of Somerville
5. Fenelon Falls Urban Area
6. Lindsay Urban Area
7. Bobcaygeon Urban Area
8. Emily Forest Tract
9. Pontypool Forest Tract
10. Bethany Area
11. Kawartha Trans Canada Trail

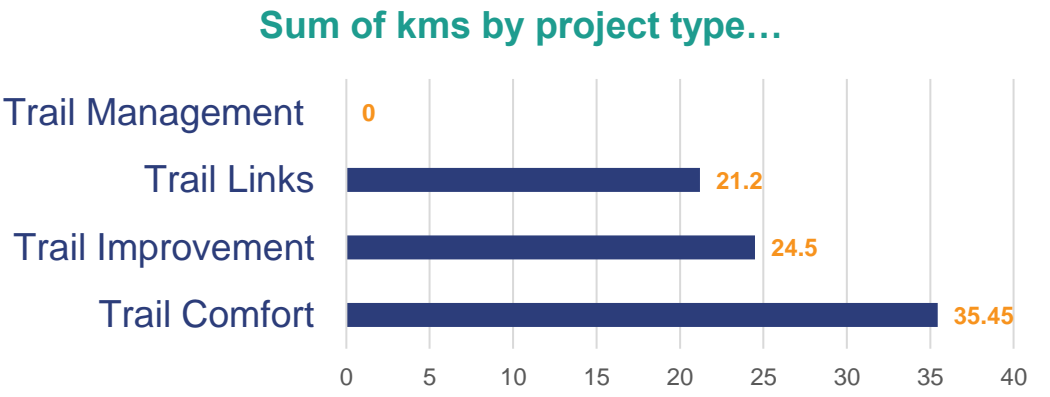
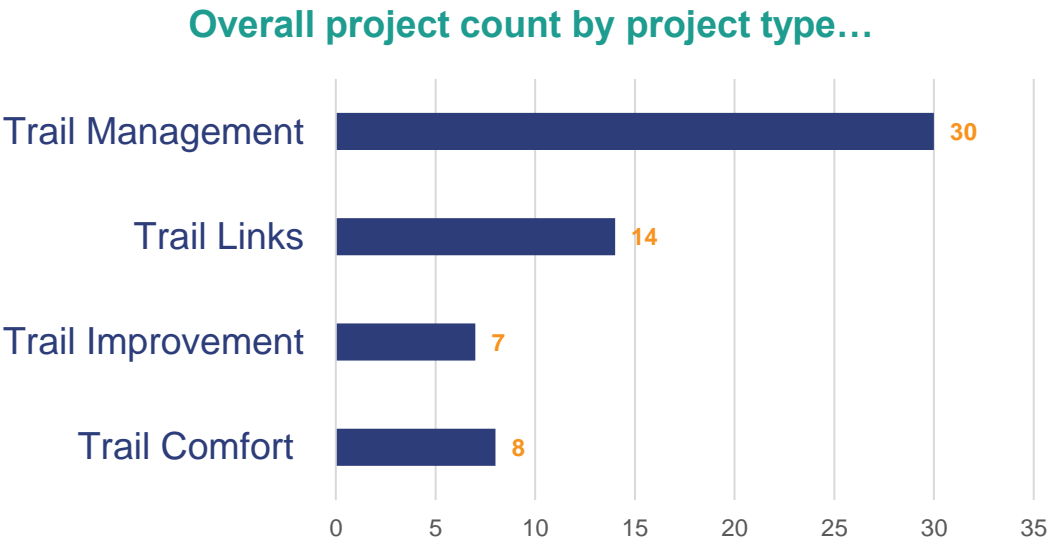


# Trail infrastructure overview

Total projects: 59

Total kilometers: 78.15

Total projects by focus area...	I	M	C	L	TOTAL
Somerville Forest Tract	2	7	1		10
East Cameron Lake	1	3	1	2	6
Superior Road Trailhead		1	1		2
3 <sup>rd</sup> Concession of Somerville	1	5	1	1	8
Fenelon Falls Urban Area			1		1
Lindsay Urban Area		4		3	7
Bobcaygeon Urban Area		1		2	3
Emily Forest Tract	2	3	2	3	10
Pontypool Forest Tract	1	3		1	5
Bethany Area		2	1	2	5
Kawartha Trans Canada Trail		1			1
	7	30	8	14	

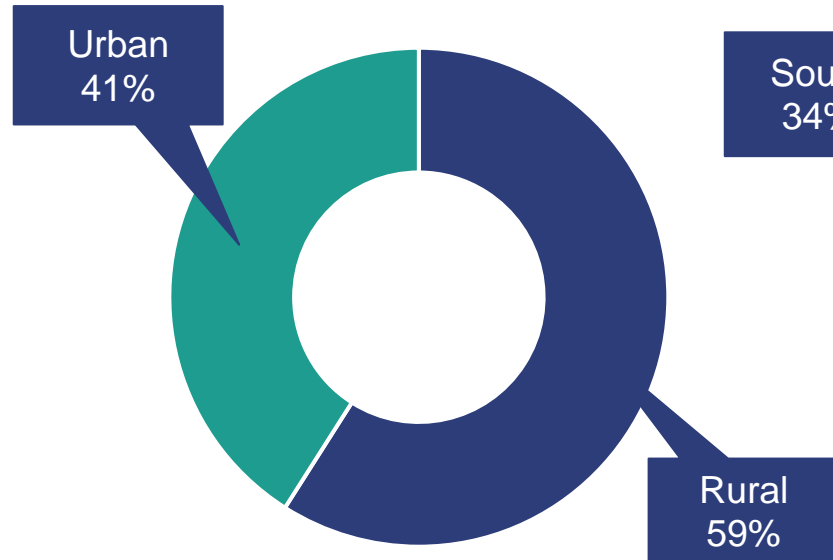


\*Trail Management projects are non-linear and therefore do not have km lengths

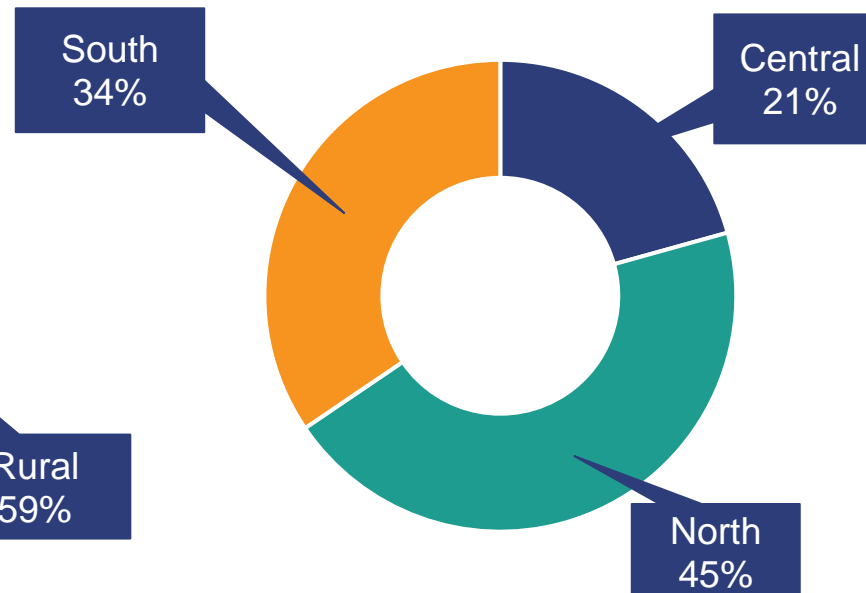
# Trail infrastructure overview

## Breakdown of project count by...

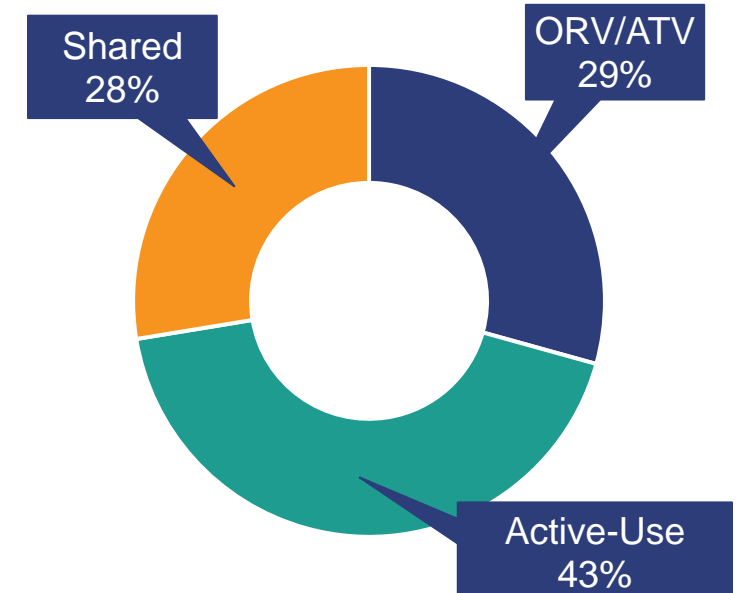
Land Type...



Area...



Mode-Type...



\*In this project, North is defined as any area north of Fenelon Falls, South is any area south of Lindsay, and the Central area is between Fenelon Falls and Lindsay.



# Trail infrastructure recommendations

		Timing
★ Recommendation #1.	The proposed trail projects as identified in the 2022 Trails Master Plan Update will be used as the blueprint for future trail planning, design and implementation.	●
★ Recommendation #2.	The trail projects as identified in the 2022 Trails Master Plan Update are to be adopted as a schedule as part of the City's Official Plan along with the necessary policy supports to ensure that the trail master plan recommendations are further supported at a higher policy level.	●
Recommendation #3.	The trail project categorization should be adopted as the preferred approach that is used to identify, recommend or plan for trail projects undertaken throughout the City as project and initiative implementation proceeds.	●
Recommendation #4.	The trail projects will be reviewed on an annual basis to determine if there are any outstanding opportunities that require further consideration including opportunities noted through the trail plan update consultation process or otherwise.	●



**Immediate**  
(once plan has been adopted)



**Dependent on Alternate Timeline**  
(once other work has been completed)

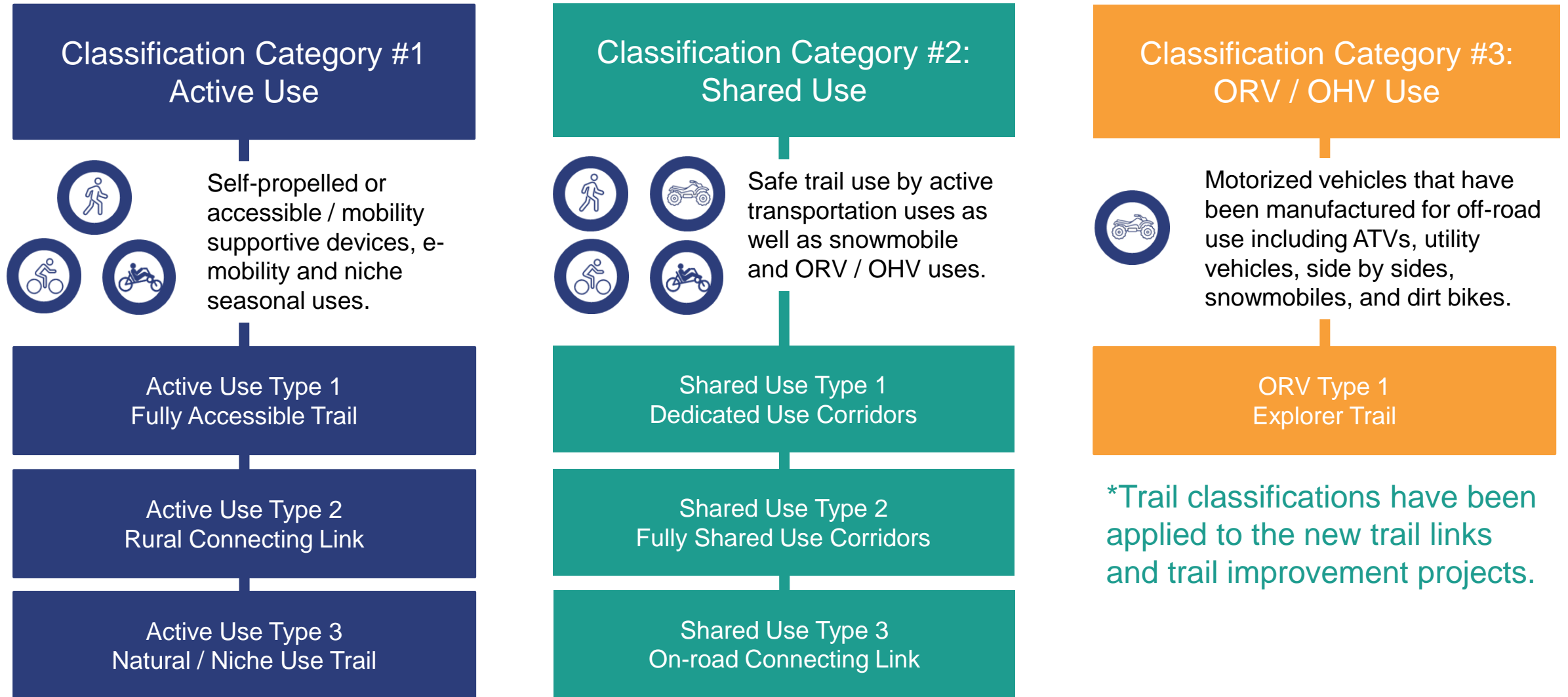


**Requires Investigation**  
(once further research / review is completed)



**Core Recommendation for  
Council Consideration**

# Trail design overview





# Trail design guidance

**Trail classification standards** – specific design guidelines and standards (to be adopted by the City) to guide consistent application of the trail classification for new trails and / or trail improvements.

## Trail Users



Min 6m. Buffer  
between motorized  
and non-motorized



Max 5%

## Example

New trail type in  
Kawartha Lakes

## Location

Open Space

## Surface

Non-motorized -  
compacted granular or  
hard surface.  
  
Motorized – granular.

## Amenities

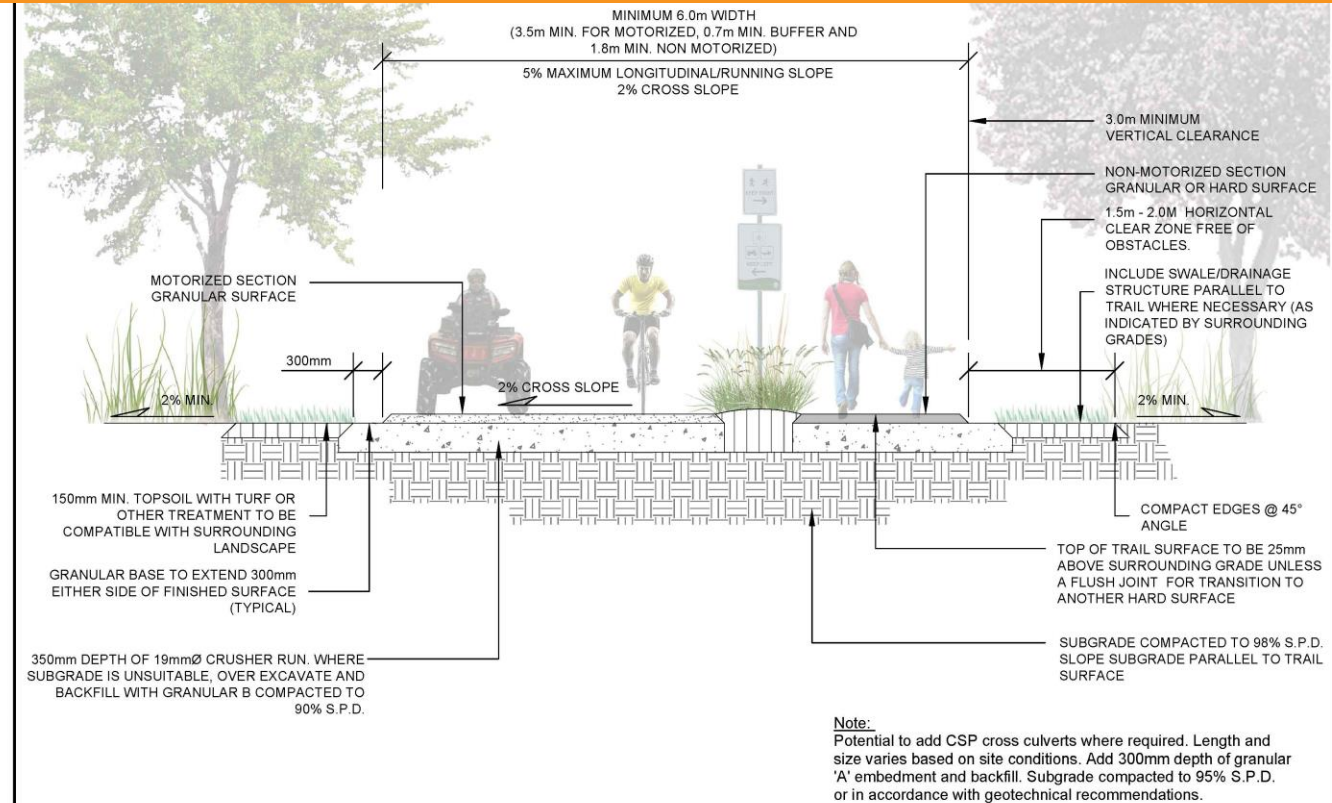
Moderate - high  
frequency

## Maintenance

High level of service in 3-  
seasons, moderate  
frequency of  
maintenance. Grooming  
recommended on OFSC  
Trails or snowmobile  
routes.

## AODA

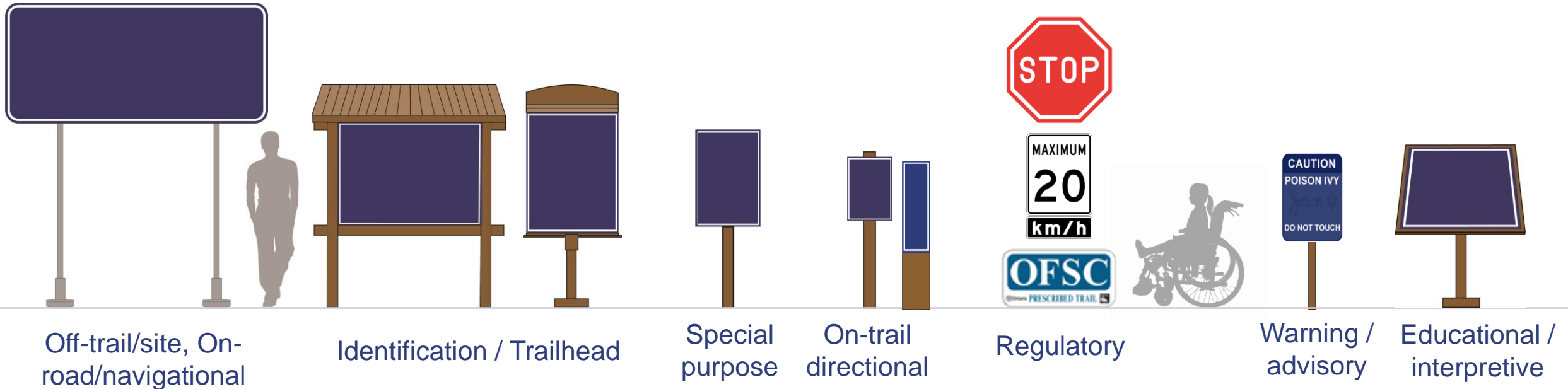
Meets or exceeds  
minimum accessibility  
requirements.



## Sample - Shared Use Type 2 Dedicated Use Corridors

# Trail design guidance

**Signage & wayfinding** – to effectively communicate the start and end point, duration / experience, intended user, information along and etiquette of the trails that are being used. Signage is also beneficial for education and awareness.



**Signage is applied at or along...**

*Trailheads*

*Trails*

*Destinations*

*On-road Connecting Links*

*Crossings*

# Trail design guidance

**Trail amenities** – guidance on the application of design features that are implemented along the trail as well as at trailheads or staging areas to improve overall comfort and safety for those using the trail.

## Amenities recommended include...

	Vehicle Parking		Signage*
	Bicycle & Other Use Parking		Rest Areas or Benches
	Staging Structure		Staging Structure
	Washrooms		Active Space
	Planting		Lighting**








\*Signage is included as an amenity but should not be prioritized over other features. All trail design projects and amenity applications should include signage i.e. regulatory or wayfinding.





\*\*Lighting is recommended on a case-by-case basis and should be assessed for CPTED prior to implementation.

## Application is determined by...

- Step 1:** *Review current conditions*
- Step 2:** *Determine trail classification application*
- Step 3:** *Utilize trail amenity guidance tool*
- Step 4:** *Determine amenity opportunities & cost*
- Step 5:** *Consult with stakeholders & public*
- Step 6:** *Confirm implementation*
- Step 7:** *Monitoring use & need for improvement*

# Trail design recommendations

		Timing
 <b>Recommendation #1.</b>	The signage and wayfinding guidelines are to be reviewed and a comprehensive signage and wayfinding strategy is to be developed and implemented.	
<b>Recommendation #2.</b>	The trail classifications as identified in the 2022 Trails Master Plan Update are to be utilized as the primary guidance for trail design as projects proceed to implementation.	
<b>Recommendation #3.</b>	The trail standards are to be adopted as part of the City's infrastructure guidelines as part of the annual update process.	
<b>Recommendation #4.</b>	Trail amenities are to be implemented in a consistent manner throughout the municipality including new trails and trail improvements through the application of the amenity selection and implementation tool identified in the plan.	
<b>Recommendation #5.</b>	Where applicable, provincially accepted design guidelines and standards should take precedence over those included in the trail plan update including Accessibility for Ontarians with Disabilities Act, TAC Guidelines and Ontario Traffic Manual Book 15.	
<b>Recommendation #6.</b>	Developers are to be provided with the trails master plan as part of the Site Plan approval process to ensure design consistency of trails in place of parkland dedication.	

 **Immediate**  
(once plan has been adopted)
  **Dependent on Alternate Timeline**  
(once other work has been completed)
  **Requires Investigation**  
(once further research / review is completed)
  **Core Recommendation for Council Consideration**

# Trail education & outreach overview

## Rationale...



- Address major conflicts and enhance comfort and safety.
- Increased access to information.
- Improve information accuracy.
- Leverage off season use.
- Promote trails as a destination in Kawartha Lakes.

## Current practice...



- General trail user guidelines provided on the website.
- Description of each trail in the region, its trail rules and regulations are provided on website.
- A copy of the 2006 Trails Master Plan is provided.

## Enhancements needed...







- Dedicated annual funding for projects.
- Coordinated efforts between municipality and key stakeholders.
- Annual or bi-annual updates to trail data and databases.
- Focused educational efforts accessible to all.
- Opportunities to support localized efforts.

## Considerations...

- Rental offerings at major trailheads for seasonal use exposure.
- “Learn to ride” trail experiences with various trail user groups.
- ‘Kawartha Lakes Trail Days’ to celebrate ongoing trail initiatives and successes.
- Repair stations at trailheads with sponsorship opportunities.
- Promotion of online wayfinding and trail maps.
- Trail kiosks with pay what you can maps for monies towards programs.
- Municipally led and updated trail portal.
- Trail clean up days and use days with schools.

# Trail education & outreach recommendations

		Timing
★ Recommendation #1.	Partnerships with key stakeholders and organizations should continue to be supported as part of enhanced community outreach.	
Recommendation #2.	A formal and recognized stewardship program should be implemented by the municipality to enhance the involvement of local volunteers targeting youth involvement and outreach.	
Recommendation #3.	Parks and Recreation will ensure that online information regarding trails is up to date and relevant exploring trail user spotlights and community-based promotion.	
Recommendation #4.	Recommended education and outreach strategies should be reviewed and prioritized by the Parks and Recreation division with one educational initiative to be undertaken each year.	



**Immediate**  
(once plan has been adopted)



**Dependent on Alternate Timeline**  
(once other work has been completed)



**Requires Investigation**  
(once further research / review is completed)



**Core Recommendation for Council Consideration**

# Trail costing & funding overview

## Rationale...



- Past efforts primarily focused on infrastructure.
- Lack of certainty and plan for trail funding over time.
- Successes in developer funding to build trails.
- External funding sources have emerged.

## Current practice...



- Cost implications for any trail recommendation is broken down into 'Planning and Management', 'Capital Projects', and 'Maintenance'.
- As part of the operating budget, the Parks and Recreation division receives \$100,000 annually for maintenance.
- The current budget does not allow for fulsome maintenance to the overall trail system in Kawartha Lakes.
- Third-party organizations have provided funding support in the past.

## Enhancements needed...



- Acknowledge and plan for additional costs.
- Annual commitment to funding of trail projects.
- Commitment to funding for internal coordination.
- Maintenance funding increased as projects built.
- Continue to leverage stakeholder and developer funding.

## Considerations...

- Master plan level costing typically provides guidance on construction costs.
- More comprehensive and flexible guidance is needed to ensure information is reasonable and adaptable.
- Funding should be both internal and external providing a range of public and private alternatives.
- Strategic increases that are planned and agreed upon will help to establish more predictability in the decision making process.



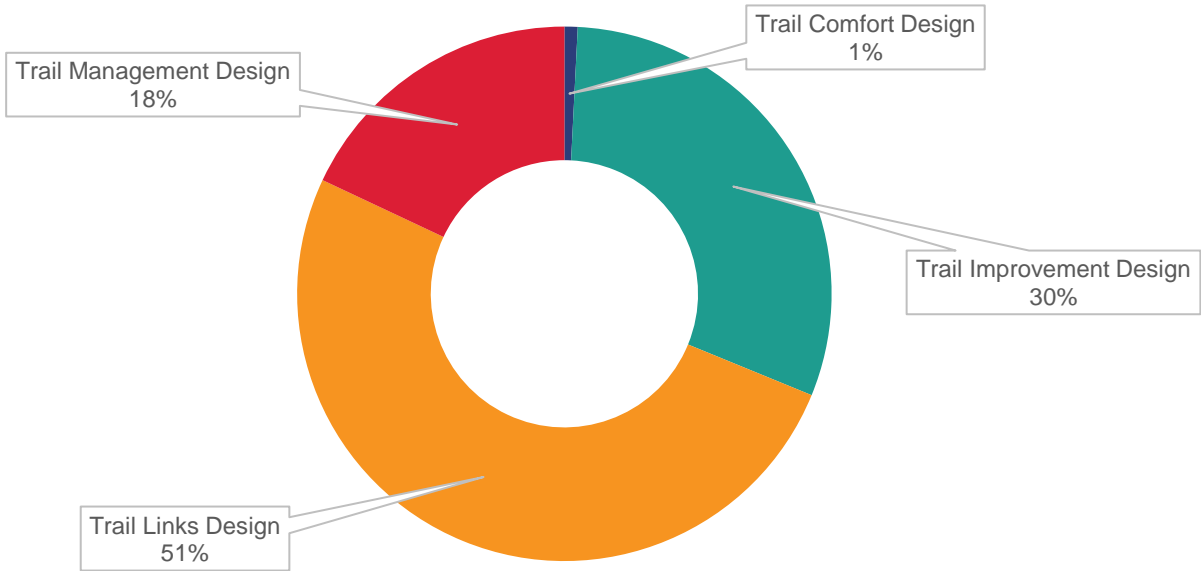
# Costing overview & details

Total projects cost: \$7,246,140

Total project costs will be distributed over the 20 year timeframe.

#1. Somerville Forest Tract	\$1,523,940
#2. East Cameron Lake	\$724,050
#3. Superior Rd. Trailhead	\$155,000
#4. 3 <sup>rd</sup> Concession of Somerville	\$1,482,000
#5. Fenelon Falls Urban Area	\$2,800
#6. Lindsay Urban Area	\$1,018,700
#7. Bobcaygeon Urban Area	\$245,000
#8. Emily Forest Tract	\$572,500
#9. Pontypool Forest Tract	\$930,600
#10. Bethany Area	\$476,550
#11. Kawartha Trans Canada Trail	\$165,000

Cost by project type...



## ‘Future-ready’ adjustments

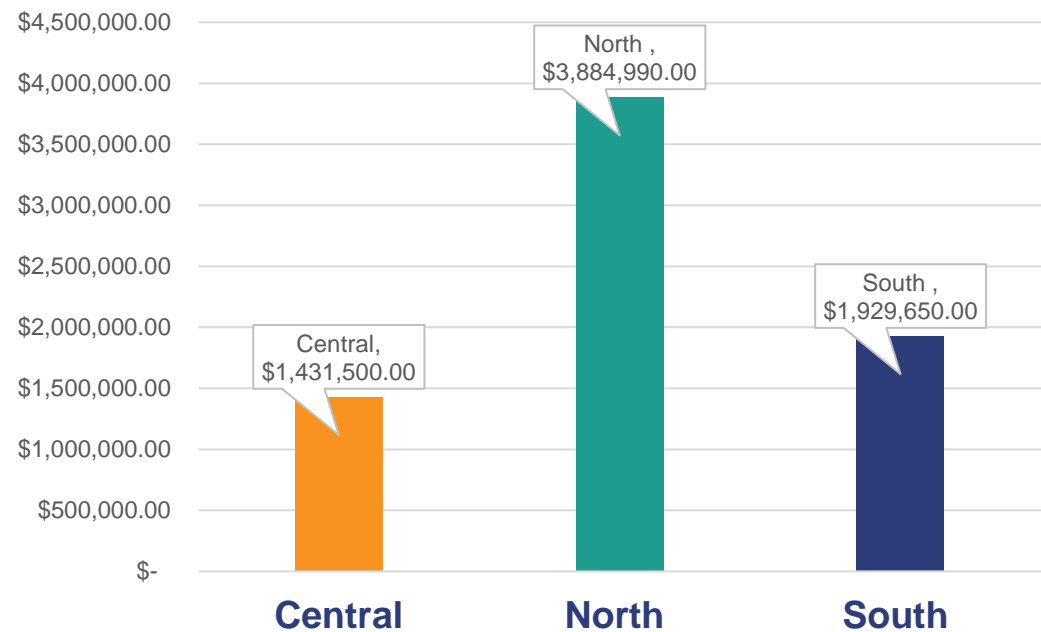
When the project moves to implementation consider the following additional costs...

Inflation	Permits & Approvals	Additional Studies	Design	Maintenance
3-4%	5%	\$50k	20%	3-5%

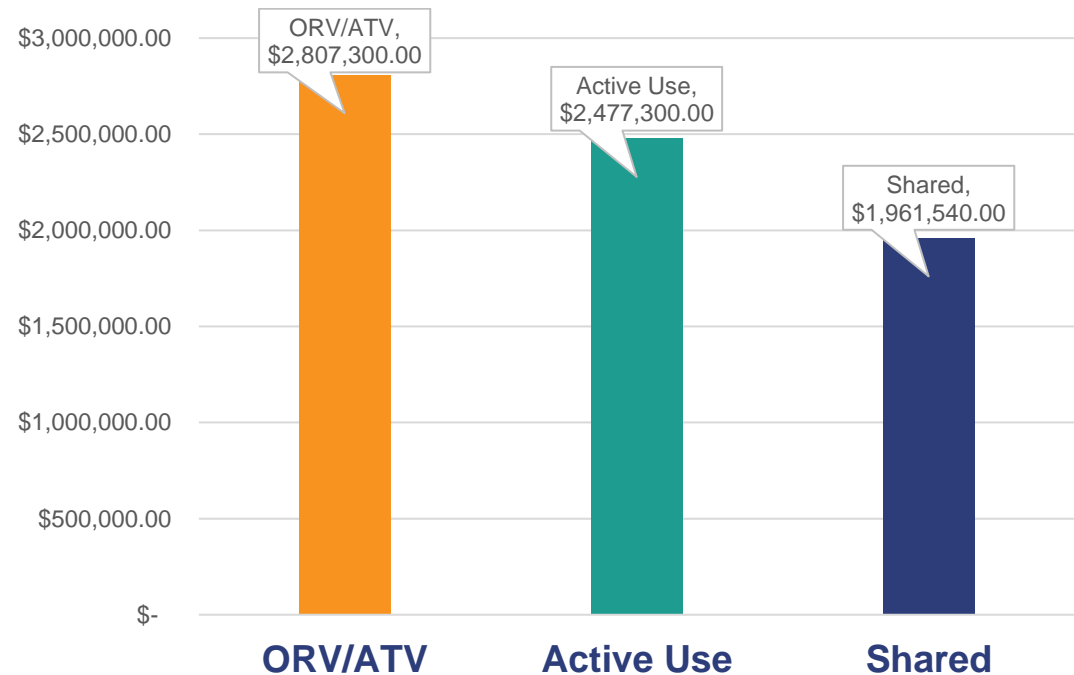


# Costing overview & details

## Cost by geographic area...



## Cost by trail user category...



## Cost by land-type...









**73%** of trail costs are in rural areas.



**27%** of trail costs are in urban areas.

# Trail costing & funding recommendations

## Timing

★ <b>Recommendation #1.</b>	Within the Parks and Recreation capital budget a line item of \$500,000 be identified for the implementation of trail projects in addition to exploring external funding opportunities i.e. federal, provincial, local or private.	
★ <b>Recommendation #2.</b>	Within the Parks and Recreation capital budget a line item of \$50,000 be identified to facilitate the implementation of the trail related education and encouragement strategies with the potential to increase to \$100,000.	
★ <b>Recommendation #3</b>	Within the Parks and Recreation operations budget, the line item for maintenance will be increased to \$200,000 with appropriate increases to the budget per annum based on km implemented.	
★ <b>Recommendation #4.</b>	Operational costs are to be reviewed and refined on an annual basis to ensure that trail maintenance (seasonal and winter included) is appropriately supported to meet the expectations of the master plan update.	
<b>Recommendation #5.</b>	An annual review of external funding opportunities should be undertaken to explore potential sources of public funding based on the recommended sources as identified in the trails master plan update or additional sources that emerge following adoption.	
<b>Recommendation #6.</b>	Municipal funds should be acquired from development charges and if needed updates to the Development Charges By-Law 2019-184 are to be made to facilitate the use of development funds for trails.	



**Immediate**  
(once plan has been adopted)



**Dependent on Alternate Timeline**  
(once other work has been completed)



**Requires Investigation**  
(once further research / review is completed)



**Core Recommendation for Council Consideration**

# Trail implementation & management overview

## Rationale...



- Lack of consistency requires clarification.
- Opportunity for ongoing evergreening.
- Need for improved stakeholder relations.

## Current practice...



- Parks and Recreation responsible for trail implementation.
- External support for GIS and data management.
- Kawartha Lakes Tourism manages external promotion.
- Municipality sits on the Kawartha Trans Canada Trails committee and coordinates with other key stakeholders.
- Limited capacity to support day to day coordination.

## Enhancements needed...



- Flexibility and clarity in the expectations of involvement.
- Terms of reference for volunteers / committee.
- Clear and adopted processes and practices.
- Timelines that are adaptable depending on capacity.
- Enhanced capacity of support.

## Considerations...

- Guidance should be clear but flexible.
- Built-in opportunities to refresh or adapt process.
- Buy-in on the reporting structure and roles / responsibilities.
- Clarity around the rationale for recommendation.
- Ongoing points to identify new trail opportunities.
- Coordination with internal and external partners with consistent touchpoints.

# Trail phasing and priorities

## Considerations...

### ***Phasing and priorities are determined by...***

- *Identifying improvements over a series of phases.*
- *Aligning with previously planned projects.*
- *Economies of scale with capital projects.*
- *Balancing types of projects and geographic investment throughout the City.*
- *Balancing public interest with municipal priorities.*
- *Realistic dispersion of cost over time.*

## Phasing approach...

### ***We are committed to...***

Having **20%** of projects completed in the short-term (0-5 years).

Having **30%** of projects completed in the medium-term (5-10 years).

Having **50%** of projects completed in the long term (10+ years).

## Prioritizing projects...

### ***Projects that will have a “big impact” on trails in Kawartha Lakes...***

1. *Somerville Forest Tract improvements*
2. *East Cameron Lake motorized by-pass*
3. *Superior Rd. Trailhead*
4. *Staging area at Dobson Street in Lindsay (connecting Victoria Rail Trail and Kawartha Trans Canada Trail)*
5. *Pontypool Forest Tract pump park*

# Trail implementation & management recommendations

		Timing
★ <b>Recommendation #1.</b>	The Parks and Recreation division will work with the Development Services department and Engineering and Corporate Assets department to coordinate the implementation of the trails plan update with complementary projects such as the Active Transportation Master Plan.	●
<b>Recommendation #2.</b>	The trail phasing and priorities will be reviewed on an annual basis to determine which projects are to proceed to implementation. Status updates and project recommendations will be summarized in an annual report to Council.	●
<b>Recommendation #3.</b>	A dedicated staff person should be identified to support the implementation of the trail plan update starting with 1 FTE and shifting to 1.5-2 FTE based on future assessment of need.	●
<b>Recommendation #4.</b>	The implementation process identified for each trail project type should be adopted and referenced as a project proceeds through to the next stages of implementation.	●
<b>Recommendation #5.</b>	Signage and enforcement by Municipal Bylaw are to be enhanced in locations where there is restricted access by specific users with a dedicated Enforcement Complaint form to be prepared for trail issues.	●
<b>Recommendation #6.</b>	Management agreements are to be developed for partnerships between the municipality and trail user organizations for trail management projects or where user specific design is implemented.	●
<b>Recommendation #7.</b>	Land acquisition, encroachment, and / or easement requirements to accommodate new trail development or trail improvements are to be reviewed and studied as a project proceeds with implementation.	●



**Immediate**  
(once plan has been adopted)



**Dependent on Alternate Timeline**  
(once other work has been completed)



**Requires Investigation**  
(once further research / review is completed)



**Core Recommendation for Council Consideration**

# Trail maintenance & evaluation overview

## Rationale...



- Improved maintenance practices noted as high need.
- Opportunities for enhanced seasonal management stakeholder coordination and collaboration consistency.
- Focus on a more evergreen approach.
- Understanding and acknowledging successes.

## Current practice...



- No documented evaluation is undertaken for trails.
- As part of the operating budget, the Parks and Recreation division receives \$100,000 annually for maintenance.

## Enhancements needed...



- Trail evaluation completed annually or every two years.
- Evaluation through stewardships.
- Council documentation of outcomes and practices.
- Improved maintenance for high use trails.
- Expanded winter maintenance for all users.

## Considerations...

- Maintenance practices are typically around 10% of the overall cost of a trail.
- Maintenance can include practices from clearing of debris.
- Minimum maintenance standards are appropriate for roadways and select trails but enhanced standards and bylaws may be appropriate depending on intended user and use.
- Potential guidance on maintenance practices and funding can be gathered from key stakeholders.
- Evaluation requires strong data sets and management to be deemed effective.

# Trail maintenance & evaluation recommendations

## Timing

★ <b>Recommendation #1.</b>	Minimum Maintenance Standards will be used as per the Council direction with additional guidance to be provided on enhanced trail maintenance standards as part of the City's infrastructure guidelines.	●
★ <b>Recommendation #2.</b>	For those trails where winter trail use is identified or the desire for winterized trail use has been identified, winter maintenance be undertaken in partnership with local organizations including plowing, signage updates and monitoring.	●
<b>Recommendation #3.</b>	As part of a monitoring and evaluation process, municipal staff of the Parks and Recreation division will coordinate meetings with key stakeholders and community members to inform trail evaluation and improvement at a minimum of once per annum.	●
<b>Recommendation #4.</b>	Review the online reporting tool to ensure the maintenance issue portal can accommodate specific trail locations and issues.	●
<b>Recommendation #5.</b>	An annual or bi-annual evaluation is to be undertaken of the status and condition of the trails as per the template identified in the Trails Master Plan Update. Evaluations are to be completed in the summer.	●
<b>Recommendation #6.</b>	Community engagement pertaining to public perception of implementation successes and improvements will be undertaken bi-annually through community surveys.	●
<b>Recommendation #7.</b>	The GIS database and implementation tools will be adopted by staff to manage the implementation of the trail projects and used to inform the annual reporting.	●

# What happens next?

## Next step overview

- *Review and revise necessary recommendations if direction is provided by Council or staff.*
- *Prepare and finalize Trail Master Plan Update report and present to staff for review and consideration.*
- *Prepare and provide update to Council once master plan update has been completed.*
- *Undertake public campaign to increase awareness of completion of Trail Master Plan Update.*

## The “ask” reminder

*CIMA+, in partnership with the project team from the City of Kawartha Lakes Parks and Recreation division, are updating Council on the proposed recommendations of the City of Kawartha Lakes Trails Master Plan Update. This presentation is for information purposes only.*





# Thank you!

## Questions?

*On behalf of everyone involved in developing the Kawartha Lakes Trails Master Plan Update we would like to extend our most sincere thanks to the members of the public, stakeholders and members of the community working group who contributed to the process of developing this plan. The time and commitment you have shown in support of trails in Kawartha Lakes is valued by the project team.*