



Community Development Advisory Committee Meeting
Thursday, July 11, 2019 – 10:00 a.m.
The Frontenac Room,
2069 Battersea Road, Glenburnie, ON

AGENDA

Page

1. Call to Order

2. Adoption of the Agenda

- a) **That** the agenda for the July 11, 2019 meeting of the Community Development Advisory Committee be adopted.

3. Disclosure of Pecuniary Interest and General Nature Thereof

4. Adoption of Minutes

- a) Minutes of Meeting held May 9, 2019

That the minutes of the Community Development Advisory Committee meeting held May 9, 2019 be adopted.

5. Deputations and/or Presentations

- a) **Ms. Nancy Mucklow** will address the Community Development Advisory Committee regarding the Camino Trail Proposal.
[See Reports to the Community Development Advisory Committee, clause a)]

6. Reports to the Community Development Advisory

- a) **2019-077**

**Community Development Advisory Committee
Camino Trail Proposal**

This report is for information only. It is intended to solicit advice from the Committee on options to consider in the development of an Eastern Ontario "Camino".

- b) **2019-076**

**Community Development Advisory Committee
Ambassador Program Review & Annual Survey**

This report is for information only. It is intended to solicit advice from the

Committee on the draft questions for the annual Frontenac Ambassador Program Survey.

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- c) **2019-078**
Community Development Advisory Committee
Draft Active Transportation Plan

This report is for information only. It is intended to solicit comment from the Committee on the draft Regional Active Transportation Plan to inform the final draft to be submitted to County Council.

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- d) **2019-079**
Community Development Advisory Committee
Implementation Plan for Open Farms in Frontenac 2019

This report is for information only. It is intended to solicit advice from the Committee on the implementation of the Open Farms Event to be hosted on September 8, 2019.

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- e) **2019-080**
Community Development Advisory Committee
Law and Local Food in Frontenac County Report

This report is for information purposes only.

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- f) **2019-081**
Community Development Advisory Committee
Request to expand Ambassador Program to Rural Kingston
Recommendation:

Be It Resolved That the 2019 Annual Ambassador Survey include a question about expanding the program to include businesses located outside of Frontenac's municipal boundaries;

And Further That staff report back at the November Community Development Advisory Committee meeting with Ambassador responses to inform a discussion on this topic.

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- g) **2019-082**
Community Development Advisory Committee
Big Sandy Bay Shuttle Bus Reallocation of Grant Funds To Wolfe Island Farm to Table Event

Recommendation:

That the Council of the County of Frontenac endorse the "Wolfe Island Farm-to-Table Tour" project;

And Further That any unused funds for the Big Sandy Bay bus program be reallocated to the development and implementation of the

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“Wolfe Island Farm-To-Table Tour”

- h) **2019-083**
Community Development Advisory Committee
Authorization to enter into a non-exclusive use agreement with the
Verona ATV Club (VATVC) for the maintenance and motorized
vehicle use of the K&P

Recommendation:

Be It Resolved That the Council of the County of Frontenac authorize the Warden and Clerk to enter into a non-exclusive use agreement with the Verona ATV Club (VATVC) for the maintenance and motorized vehicle use of the K&P Trail from Craig Road to Sharbot Lake;

And Further That County Council direct staff to develop a Trail Use Policy allowing motorized vehicles with an approved Permit obtained through an authorized partner or licensed organization use on portions of the Frontenac K&P Trail;.

And Further That the above policy be included in a comprehensive bylaw to regulate and manage the Frontenac K&P Trail as a recreational trail

7. Communications

8. Other Business

9. Next Meeting

- a) The next regular meeting of the Community Development Advisory Committee is scheduled for Thursday, September 12, 2019 at the County Administrative Offices.

10. Adjournment



**Minutes of the Community Development Advisory Committee Meeting
May 9, 2019**

A meeting of the Community Development Advisory Committee was held in the Bud Clayton Memorial Room, County Administrative Office, 2069 Battersea Road, Glenburnie on Thursday, May 9, 2019 at 10:00 AM

Present:

Barrie Gilbert
Lisa Henderson
Betty Hunter
Wilma Kenny
Gregory Rodgers
Councillor Alan Revill, Council Liaison
Councillor Denis Doyle

Regrets:

Mary Kloosterman

Staff Present:

Richard Allen, Manager of Economic Development
Kelly Pender, Chief Administrative Officer
Alison Vandervelde, Communications Officer
Jannette Amini, Manager of Legislative Services/Clerk (Recording Secretary)

1. Call to Order

Ms. Amini called the meeting to order at 10:33 a.m.

2. Committee Orientation

- a) **Ms. Jannette Amini**, Manager of Legislative Services/Clerk, provided the new Community Development Advisory Committee with an orientation which included an overview of meeting procedures, the Community Development Advisory Committees mandate and the members roles and responsibilities with respect to the Code of Conduct for elected and appointed officials.

3. Election of Officers

Ms. Amini conducted the election of officers

a) Election of Chair

Moved By: Mr. Rodgers

Seconded By: Mr. Gilbert

That Betty Hunter be elected Chair of the Community Development Advisory Committee for 2019.

Carried

Moved By: Councillor Doyle

Seconded By: Ms. Henderson

That nominations for Chair be closed.

Carried

b) Election of Vice Chair

Moved By: Ms. Hunter

Seconded By: Councillor Doyle

That Wilma Kenny be elected Vice-Chair of the Community Development Advisory Committee for 2019.

Carried

Moved By: Councillor Doyle

Seconded By: Ms. Hunter

That nominations for Vice-Chair be closed.

Carried

Ms. Hunter assumed the Chair.

4. Adoption of the Agenda

Moved By: Councillor Doyle

Seconded By: Mr. Rodgers

That the agenda for the May 9, 2019 meeting of the Community Development Advisory Committee be adopted.

Carried

5. Disclosure of Pecuniary Interest and General Nature Thereof

There were none.

6. Adoption of Minutes

a) Minutes of Meeting held October 11, 2018

Moved By: Ms. Kenny

Seconded By: Mr. Gilbert

That the minutes of the Community Development Advisory Committee meeting held October 11, 2018 be adopted.

Carried

7. Deputations and/or Presentations



8. Briefings

- a) Mr. Richard Allen**, Manager of Economic Development provided the Committee with a briefing on Tourism in Frontenac. He noted the new Frontenac Visitor Guide and suggested that when visiting outside of the County, to have a supply of these guides with you that can be left at restaurants and other public locations. It was noted that the ferry to the United States is not identified on the map.

Canada Tourism focuses on Canada's larger Cities like Toronto, Vancouver and Montreal so partnerships need to be developed to get the word out that we are not far from Toronto or that we are half way between the Niagara Falls Quebec City corridors. In addition, he noted that millennials are steering away from destinations like Niagara Falls and are looking for more unique experiences.

It was suggested that encouraging business to become bicycle friendly could get them into the Ontario Bike map.

With respect to the Islands, there should also be some focus on working with Cape Vincent, NY and the development of a bike trail along the St. Lawrence, including cross overs to the United States as discussions with US partners indicate that bicyclist are directed to Hill Island. Staff will continue to pursue this.

The Committee also had a discussion on "skip the traffic" which takes motorists over the border to the US at St. Vincent, N.Y, along the shores of Lake Ontario and back over to the Canadian side at Niagara Falls which helps motorists avoid the traffic in the Greater Toronto Area (GTA).

9. Reports to the Community Development Advisory**a) 2019-052
Community Development Advisory Committee
Ferry by Foot 2019 Implementation Plan**

Ms. Vandervelde provided an overview of the report. She noted that the shuttle will be extended to Labour Day weekend and staff are considering including Friday's as part of the shuttle.

With respect to parking, she noted that the Visitors Guide contains a map of downtown Kingston that highlights the parking lot(s) near the ferry terminal. In addition, there is signage at the dock itself. Social media posts will also include information on how and where to park in Kingston.

It was suggested that advertising also be done at the Portsmouth Olympic Harbour as there are many sailing regattas that take place there and visitors may not realize that this is a free ferry.

In terms of using a bus with a bike rack, staff noted that this was considered last year and staff will continue to look into this however no requests were received for this last year.

**b) 2019-053
Community Development Advisory Committee
Event Incentive Program 2018 Review**

Mr. Allen provided an overview of the report. The Committee comments support the requirement for potential events to establish goals for attracting external visitors. As a regional destination Economic Development promotor, our goal is to attract visitors from outside the region. Any event that receives funding is offered assistance with social media posting and supportive marketing.

It was noted that tourism information coming from the Province jumps from Prince Edward County to the 1000 Islands; however Mr. Allen noted that this is paid marketing. We attempt to latch on to Kingston marketing as we provide a benefit to Kingston by creating experiences that keep people an additional night in a Kingston hotel.

Discussions arose around a transportation or shuttle service that would take visitors to various destinations in the Frontenacs. The County has not yet considered the effect that a transportation service in the County could have on tourism as it has only focused in the past on the resident aspect and questioned if this is something that Council should consider as part of its Strategic Plan.

10. Communications



11. Other Business

Ms. Hunter provided Dark Skies information for those interested.

Ms. Vandervelde confirmed that there are Wolfe Island Visitors Guides in the Downtown Kingston tourism office.

12. Next Meeting

The next regular meeting is scheduled for Thursday, July 11th, 2019 at 10 a.m at the County Administrative Offices.

13. Adjournment

Moved By: Mr. Gilbert

Seconded By: Ms. Henderson

That the meeting hereby adjourn at 12:00 p.m.

Carried



Report 2019-077

Committee Information Report

To: Chair and Members of the Community Development Advisory Committee

From: Richard Allen, Manager of Economic Development

Date of meeting: July 11, 2019

Re: **Community Development Advisory Committee – Camino Trail Proposal**

Recommendation

This report is for information only. It is intended to solicit advice from the Committee on options to consider in the development of an Eastern Ontario “Camino”.

Background

On June 15, 2019 the Manager of Economic Development attended the inaugural meeting of the Friends of the Cataraqui Trail, a newly formed group of volunteers that will assist the Cataraqui Region Conservation Authority (CRCA) with patrolling and maintenance on the Cataraqui Trail. This group takes the place of the former trail management committee that operated on behalf of the CRCA.

At that meeting, Nancy Mucklow, a resident of Kingston proposed the creation of a seven day “Camino” walking route along the Cataraqui Trail from Smiths Falls and up the K&P Trail to Sharbot Lake. The Camino di Santiago is a popular walking route in Spain, attracting hundreds of thousands of walkers every year. The proposal suggests that if the County were to activate these trails with this route, there is an existing target market group that the County could reach out to and attract to our region.

According to official records over 5000 Canadians finished the entire Camino in 2018, with similar numbers expected in 2019. The official records don’t include walkers who only travel a portion of the camino route, or those who don’t finish. It can be assumed that the number of walkers from Canada is much higher. Developing a “Camino” route along the Cataraqui and K&P Trails will help to attract a new market of trail tourists that will support our local economies and contribute to the evolving heritage of our regional trails.

Strategic Priorities

Priority 1.2: Refine and invest in efforts to accelerate Economic Development – to grow businesses, attract more visits, and expand the tax base –

Development of a walking itinerary with a “Camino” style theme and basic, supportive accommodations supports the Trips & Trails pillar of the Frontenac Economic Development Charter.

Financial Implications

There are no financial implications included with this report.

Organizations, Departments and Individuals Consulted and/or Affected

Community Development Advisory Committee

K&P-Cat Camino Concept

June 20, 2019

Stages	Km	Needs
1 Smiths Falls-Portland	25km	
<i>Smiths Falls – Lombardy 11km</i>		
<i>Lombardy – Portland 14km</i>		
2 Portland – Chaffey's Locks	19km	Short stage to give more time in Chaffey's Locks
3 Chaffey's Locks- Perth Road	27km	Long stage – needs two picnic tables (covered) and one more outhouse – a source of water would be useful – Chaffey's could provide an optional service to drive partway in to reduce the distance
4 Perth Road – Sydenham	12km	Short route as a rest day
5 Sydenham-Verona	16km	Easy route with frequent food, water, toilet stops
<i>Sydenham-Harrowsmith 6km</i>		
<i>Harrowsmith – Verona 10km</i>		
6 Verona – Tichborne/Parham	22km	Add picnic tables - Parham could offer pickup at the trail
<i>Verona- Godfrey 7km</i>		
<i>Godfrey – Cole Lake 5km</i>		
<i>Cole Lake – Tichborne /Parham 10km</i>		
7 Tichborne/Parham – Sharbot Lake	12km	Short stage to give more time in Sharbot Lake

Proposal

The communities of Portland, Chaffey's Locks, Perth Road, Sydenham, Verona, Tichborne/Parham, and Sharbot Lake find a way to each provide low-cost (\$25/night) basic bunk accommodations to sleep six individuals to allow caminoists to walk the stages in sequence.

- Caminoists would bring their own sheet sack and towel. The accommodation would provide a mattress, pillow, and blanket.
- The accommodation would have or have easy access to a bathroom and a shower.
- Reservations would be made via email and pre-paid via e-transfer.
- Caminoists would pre-purchase a camino credential (\$10) in order to be given access to the low-cost accommodation. The accommodation would stamp and date the credential upon arrival to signify that the caminoist is walking/cycling the stages.

- The accommodation does not need to provide staffing. Caminoists would have instructions on how to get the key upon arrival and how to clean up upon departure.
- The accommodations can be provided by churches, civic clubs, resorts, community offices, and/or individual property owners.

With a minimum of six low-cost beds at each stage, the camino would be able to begin operation and promotion. Over time, as the popularity of the camino grows, there would be options for more types of accommodation at different price points and in other communities along the route.

Benefits to the Communities

1. An infrastructure for walking tourism would bring people into and through small communities along the K&P and Cataraqui Trails. Caminoists would spend money on a bed, for food, and for activities, which would stay in the community. Since most stage can be completed in a half day, caminoists would have the afternoon and evening to relax in the community.
2. Individuals or organizations offering accommodation would earn money. With six bunks at \$25/night, an accommodation can earn up to \$150/night during high season (June 1 – Sept 30). Snowmobilers and cross-country skiers will provide some business during the low season.
3. As use of the trail increases, funds from the sale of credentials will help upgrade the trails (e.g., picnic tables, rain shelters, and improved signage).
4. Local businesses and organizations (e.g., museums, resorts, restaurants) can offer discounts to caminoists with a credential to promote to this market.
5. General community life benefits: Meeting new people, exchanging stories, enjoying the outdoors, creating opportunities.

Markets for the Camino

1. **Walking Tourism Market:** 5000 Canadians travel to Spain each year to complete the Camino di Santiago (approx. 35 days). Over 70% are age 55 and older. There is interest among Ontarians in walking tourism.
2. **Seniors:** As baby boomers enter their retirement years, many in excellent health, there will be an interest in close-to-home fitness and tourism activities.
3. **Cycling Tourism Market:** [need data]
4. **Groups and Clubs:** Many groups and clubs seek community-building activities for their members.
5. **Pre- and Post-Santiago Walkers:** During preparation to walk the 35-day Camino di Santiago, caminoists may be interested in walking a shorter “practice” camino. As well, after return from the Camino di Santiago, many caminoists are interested in more walking. The Canadian Company of Pilgrims is a nation-wide organization of caminoists would meet regularly in several Canadian cities to prepare new caminoists and organize post-Santiago walks. They disseminate information about walking.

Marketing

1. **Website:** The camino would get simple branding and keep updated information on a website. The website would list:
 - a. stages and distances
 - b. accommodations at each destination community as well as at communities along the route, with contact information, details, and instructions
 - c. activities and sites at the destination communities
 - d. activities and sites along the route
 - e. sources of food and water
 - f. maps
 - g. requirements, expectations, necessary equipment, and safety information
 - h. Facebook page where walkers can post their photos, ask questions, and discuss the route
2. **Regional Tourism Offices and Organizations:** Information and website links would be provided to local tourism organizations to promote to international tourists, cycling tourists, and local citizens.
3. **Regional Cycling and Fitness Clubs:**
4. **Cycling and Walking Tourism Websites:** Information and website links would be provided to North American cycling and walking tourism websites.
5. **Presentations** could be made by volunteers upon request to seniors centres, golden age clubs, church groups, fitness groups, scouts groups, etc.
6. **Canadian Company of Pilgrims:** The CCoP may be interested in providing information about our camino on their website as a pre- or post-Santiago walking opportunity.
7. **Internet:** The website would be search engine optimized with key words to ensure that it shows up in appropriate searches.

Partners

- Friends of the Cataraqui Trail
- K&P Trail
- Frontenac County
- ???
- ???



Photo of a stamp and a credential with stamps.



Photo of a typical large hostel room with eight bunks.



Report 2019-076

Committee Information Report

To: Chair and Members of the Community Development Advisory Committee

From: Alison Vandervelde, Community Development Officer

Date of meeting: July 11, 2019

Re: **Community Development Advisory Committee – Ambassador Program Review & Annual Survey**

Recommendation

This report is for information only. It is intended to solicit advice from the Committee on the draft questions for the annual Frontenac Ambassador Program Survey.

Background

Since September 2016, the Frontenac Ambassador Network has grown to include 160 businesses and has been the driving force behind the successful implementation of the Frontenac regional brand. In 2017, the first annual Ambassador Survey was circulated to members to evaluate the program and to establish some guiding directions for the following year.

The [2017](#) survey results helped staff develop five goals for the program, and the [2018](#) survey re-confirmed those goals:

1. Increase tourism by promoting Frontenac as a visitor destination to audiences outside the region.
2. Help local businesses achieve success by connecting them to resources they need.
3. Increase resident support of local businesses by developing and executing an innovative shop local campaign.
4. Improve the relationship between local municipalities and local businesses by focusing on improved communications.

5. Grow Frontenac's reputation as a desirable place to do business by leveraging local business success stories.

With ongoing Ambassador collaboration and support, staff continue to execute projects in alignment with these goals. We are seeing successes in:

- a. Well attended Ambassador networking events – on average, 55 people have attended these events held each spring and fall.
- b. Continued high open and click-through rates in email newsletters. Since January 1, 2019:
 - i. Average Open Rate: 61.08%
 - ii. Average Click-Through Rate: 11.52%
- c. Growth and evolution of the Frontenac merchandise program
 - i. 2019: \$2342 (Year to Date)
 - ii. 2018: \$7380
- d. Continued interest in Frontenac Five
- e. Increased Frontenac social media presence:
 - i. [Facebook](#):
 1. 3,501 likes; 3,679 followers
 2. Last 28 days: 14,021 reach, 4,611 engagement, 62 new likes
 - ii. [Instagram](#):
 1. 769 followers
 2. June 27 – July 3, 2019: 76 Actions taken; 4,506 Impressions
 3. [#infrontenac](#) hashtag: 12.3k posts
- f. Increased use of “Proudly Made in Frontenac” product tags. Tags have been distributed to more than 24 businesses, with others incorporating “Proudly Made #inFrontenac” directly on product labels
- g. Increase in participating locations for second year of Open Farms in Frontenac from seven to 10 (event date: September 8, 2019)
- h. Publication of first ever Frontenac Visitor Guide – with 29 ads and nine business listings sold, and nine editorial pieces contributed by Frontenac Ambassadors. Currently great interest in distributing the 12,500 copies across Frontenac and beyond.

- i. **Wolfe Island Farm Tour Event** (coming October 2019)
- j. **Royal Winter Fair – Spotlight on Local** - seven local food producers have expressed interest in participating in this opportunity to sample and sell products within a Frontenac branded space at the 2019 Royal.

The Ambassador program has proven to be a powerful connection to the business community in Frontenac, resulting in efforts that are well aligned with the economic climate. We have also developed an effective system for gathering specific feedback from Ambassadors to inform projects in real time.

Ambassadors continue to engage regularly in program initiatives and turn to Frontenac County staff as a resource for progressing their own projects. They refer other new businesses to the program as well, which continues to add value to the network and improves staff capacity to support new local businesses.

Staff will continue to survey Ambassadors annually to ensure continued program success. To maintain a consistent reporting schedule, the survey will be open for responses during the month of September.

Comment

In both 2017 and 2018, the Frontenac Ambassador survey was open for feedback during the month of September, to coincide with the original launch of the program. This year the survey will be published for the month of November to align with a slower season for Frontenac businesses and staff, and to allow for a more fulsome snapshot of the calendar year.

It is proposed that the survey be expanded to include a handful of more general questions, and open to all businesses in Frontenac, rather than just to Ambassadors. Using survey logic, respondents who identify as being Ambassadors would be directed to the full set of program-related questions. Respondents who identify as not already being Ambassadors would only answer the more general questions.

Expanding the survey in this way provides us with better data about the economic climate in Frontenac and creates more awareness about the Ambassador program.

Below are the draft questions for the 2019 Frontenac Ambassador survey. Staff are seeking input and advice from the committee in regard to the content of the questions.

Strategic Priorities

At its June meeting, County Council approved [Frontenac County Strategic Plan 2019-2022](#):

Priority 1: Get behind plans that build community vitality and resilience in times of growth and change.

The direction for development of operational plans associated with this priority indicates that the Ambassador program should continue to operate and grow during this term of Council. The Frontenac Ambassador program is an invaluable tool that guides the direction of our economic development efforts, ensuring the work we do aligns with the goals of the business community. The network's desire for an increased focus on building tourism awareness continues to influence staff projects in that direction. The program fosters creative collaborations among businesses, which in turn strengthen the resilience of our communities.

Financial Implications

Costs for the Frontenac Ambassador program are included in the 2019 Operating Budget for Economic Development.

Organizations, Departments and Individuals Consulted and/or Affected

Members of Community Development Advisory Committee
Frontenac County Council & staff
Township of Frontenac Islands
Township of South Frontenac
Township of Central Frontenac
Township of North Frontenac
Frontenac Community Futures Development Corporation
Local Businesses
Frontenac County Residents

Appendix A: Draft Questions for the 2019 Frontenac Ambassador Survey

1. Since September 2016, the Frontenac Ambassador Program has grown to include 160+ businesses and organizations. It has also driven a number of specific initiatives. Please rate the value of each of the following:
 - a. Ambassador networking events. To jog your memory, we've gathered five times so far:
 - i. April 2019 – Elements Fitness & Wellness, Sydenham
 - ii. October 2018 – Rivendell Golf Course, Verona (CFDC partnership)
 - iii. April 2018 - Mill Street Café, Sydenham
 - iv. November 2017 - Holiday Country Manor, Battersea
 - v. March 2017 - Crossing Pub, Sharbot Lake
 - b. Frontenac County staff response to Ambassador requests for support
 - c. Frontenac Visitor Guide
 - d. Wolfe Island Visitor Guide
 - e. Frontenac Merchandise (t-shirts, hats, hoodies, etc)
 - f. Frontenac Five
 - g. Email Newsletter Program
 - h. Frontenac social media presence
 - i. "Proudly Made in Frontenac" Product Tags
 - j. Open Farms in Frontenac
 - k. Co-work in Frontenac Initiative
2. In general, how valuable do you think the Ambassador program has been to date? (Acknowledging that we all define "value" differently).
3. Has the Frontenac Ambassador Program facilitated new relationships for you and your business?
4. Has the Frontenac Ambassador Program positively impacted your business in some way?
5. Five goals were developed in 2017 and reconfirmed in 2018. We plan to continue working on these goals in 2020. Please rank them in order of importance to help us make decisions around prioritizing projects.

- a. Goal 1: Increase resident support of local businesses
 - b. Goal 2: Help local businesses achieve success by connecting them to resources they need.
 - c. Goal 3: Increase tourism by promoting Frontenac as a visitor destination
 - d. Goal 4: Grow Frontenac's reputation as a desirable place to do business.
 - e. Goal 5: Improve the relationship between municipalities and businesses
6. How involved have you been in projects that help to achieve these goals? (rating scale with room for comments)
7. Are there alternative or additional goals that you think the Frontenac Ambassador network should start working toward?
8. Are there other ways the Frontenac Ambassador Program could be enhanced to benefit your business and Frontenac?
9. Please indicate the sector your business most identifies with:
- a. Accommodation and Food Services
 - b. Food Production and Processing
 - c. Agriculture, Forestry, Fishing
 - d. Arts, Entertainment & Recreation
 - e. Construction & Trades
 - f. Light Manufacturing
 - g. Mining, Quarrying and Aggregates
 - h. Professional, Scientific, and Technical Services
 - i. Real Estate, Rental & Leasing
 - j. Retail Trade & Tourism
10. How long has your business been in operation?
- a. 1 year
 - b. 2 years
 - c. 3 years
 - d. 4 years

- e. 5 years
- f. 5 – 10 years
- g. 10 – 15 years
- h. 25 + years
- i. 50 + years

11. We'd like to know how you reach your potential customers. Please rank the following marketing tools in order of importance to your business.

- a. Social Media
- b. Other Online (website, email newsletter, referral sites, etc)
- c. Paid Advertising
- d. Trade shows
- e. Signage

12. Where are most of your customers from? Please select all the markets that best identify the majority of your customer base.

- a. Frontenac
- b. Kingston
- c. Eastern Ontario (outside of Frontenac & Kingston)
- d. Ontario (Outside of Eastern Ontario)
- e. Canada (Outside of Ontario)
- f. USA
- g. International

13. In addition to yourself, how many workers do you employ?

- a. 0
- b. 1-2
- c. 3-5
- d. 6-10
- e. 11-15

- f. 16-20
- g. 21-30
- h. 31-40
- i. 41-60
- j. 60+

14. Have you added to your workforce in 2019?

- a. Yes! Jobs were created
- b. No, no new jobs were created
- c. We actually had to reduce our employee count
- d.

15. Are you planning to grow your workforce in the next year?

- a. Yes
- b. No

16. Do you have challenges with employee recruitment and/or retention?

- a. Yes, my business has challenges with employee recruitment
- b. Yes, my business has challenges with employee retention
- c. Yes, with both recruitment and retention
- d. No, no challenges with recruitment or retention
- e. This question doesn't apply to me, as I don't employ staff
- f.

17. Tell us about the physical space your business operates from

- a. My business is based from my home
- b. My business leases commercial space
- c. My business owns commercial space
- d. Other

18. Have you expanded floor space of your business in 2019?

19. Have you made physical improvements to your space or property in 2019?
20. Have you purchased equipment in 2019?
21. Have you expanded or changed product lines in 2019?
22. Has your business been profitable in 2019?
 - a. My business has seen an increase of profits in 2019
 - b. My business has seen a decrease in profits this year
 - c. There has been no change in profits for us this year
 - d. I prefer not to say
23. Overall, are you satisfied with the business climate in Frontenac County?
 - a. Very Satisfied
 - b. Satisfied
 - c. Neutral
 - d. Dissatisfied
 - e. Very Dissatisfied
24. Please provide some context for the way you answered the last question – why are you feeling satisfied or dissatisfied?
25. If you have any other comments or concerns that haven't been captured in the survey already, please let us know here:



Report 2019-078

Committee Information Report

To: Chair and Members of the Community Development Advisory Committee

From: Richard Allen, Manager of Economic Development

Date of meeting: July 11, 2019

Re: **Community Development Advisory Committee – Draft Active Transportation Plan**

Recommendation

This report is for information only. It is intended to solicit comment from the Committee on the draft Regional Active Transportation Plan to inform the final draft to be submitted to County Council.

Background

In late 2017, Frontenac County declared its participation in the Ontario Municipal Commuter Cycling Program (OMCCP) and became eligible for four years of cycling infrastructure allocations from the province of Ontario. In order to undertake these projects a cycling or active transportation plan must be in place, however it is possible to use this funding to complete a plan. The County of Frontenac was allocated \$120,177.19 for the first year of the program prior to program cancellation and future allocations will no longer be provided. The County of Frontenac has until 2020 to complete the identified projects in the OMCCP program, including the Regional Active Transportation Master Plan.

As part of the 2018 budget process, County Council approved the use of OMCCP funds for the development of a regional active transportation plan and staff selected Alta Planning + Design to complete the work through a competitive RFP process.

During 2018, Alta Planning + Design consulted with Township Public Works departments to understand current infrastructure plans, made field visits, completed several in-person public engagements, and gathered input from the public through the use of an interactive mapping application.

Comment

The Active Transportation Plan is intended to support the inclusion of pedestrian and cycling supportive policies at the township and council levels, and assist in the development of infrastructure projects that improve the walkability and cycle friendliness of Frontenac Communities.

Strategic Priorities**Priority 2: Explore New Funding and Invest in Infrastructure**

Funding for active transportation infrastructure can come and go quickly, and funders are seeking projects that support long-term plans, connectivity and that are shovel-ready.

Priority 3.1: Work with the townships, other municipalities and levels of government on broad infrastructure issues — ranging from environmental concerns to regional transportation strategies for residential, social and economic purposes, and access to funding.

The Regional Active Transportation Plan has been developed with input from Township Public Works and Planning departments. The Regional Active Transportation Plan will enable townships to integrate active transportation projects into long-term capital plans, and to apply for additional funding dedicated towards active transportation infrastructure.

Financial Implications

Frontenac County has received \$120,177.19 of funding from the OMCCP, however the program has been cancelled and no future allocations will be received. \$40,000 of this funding has been combined with \$40,000 from the Community Development Reserve to complete the Regional Active Transportation Master plan.

The project is on budget and on schedule.

Organizations, Departments and Individuals Consulted and/or Affected

Alta Planning + Design
Joe Gallivan, Planning and Economic Development
Township of Central Frontenac
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June 2019

Regional Active Transportation Plan




FRONTENAC
COUNTY OF FRONTENAC • ONTARIO

DRAFT

Frontenac County Active Transportation Plan

Note: This version is a draft version of the plan that is being circulated for public comment.

Version Date: June 19, 2019

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Executive Summary

Frontenac County developed this Regional Active Transportation Plan to make active transportation enjoyable, convenient, safe, and comfortable for routine trips and recreational travel. This involves creating high quality walking and cycling infrastructure that allows people of all ages to travel safely and comfortably to reach destinations. At a societal level, the County envisions active transportation improvements as a way to support economic development and environmental stewardship. This plan intends to form a foundation for using active transportation as a tool for community vibrancy.

This plan includes recommendations for active transportation infrastructure projects as well as related education and encouragement programs. Creating a county-wide plan offers a chance for coordination and listening across the Frontenac region. Plan recommendations identify whether a respective recommendation is best suited for implementation by the County, a particular township, or another entity. Policy recommendations suggest opportunities to codify best practices for consistency across Frontenac County.

Robust public engagement, field work, review of existing mapping data and a literature review previously adopted plans, studies and strategies have formed the basis of this plan. Many types of approaches to community engagement showed the County's interest in hearing from as many residents as possible. The project team led two rounds of public engagement events. Multiple events were held across the townships during each phase of engagement.

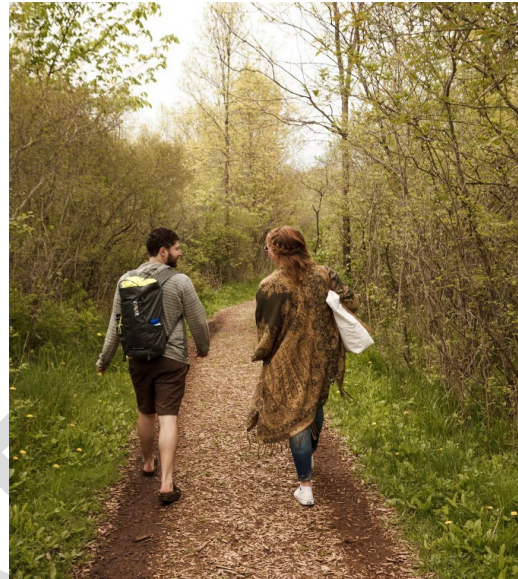


Figure 1. Walking and cycling for transportation and recreation positively contributes to the Frontenac County's vibrancy.

The project team spoke with residents and visitors in local bakeries, ferry stops, at community events, and in other places that are meaningful to Frontenac daily life. For those unable to meet with the project team in person, an online map and survey provided other opportunities to ask questions, make suggestions, and share ideas. Furthermore, in person meetings with township staff helped produce a nuanced view of opportunities and challenges to active transportation in each township and the hamlets therein. These meetings also discussed previously planned active transportation improvements by township, which was important in creating recommendations aligned with local plans. Following the adoption of this plan, municipal staff will pursue funding for priority projects identified, including previously planned projects. This plan is intended to be a helpful tool for securing funding to implement recommended Active Transportation improvements.

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1. Introduction

1.1 Plan Purpose

Active transportation is any form of human-powered transportation. It is any trip made for the purposes of getting yourself, or others, to a particular destination, including trips to work, school, the store, or to visit friends. The Frontenac Regional Active Transportation Plan provides a framework for guiding decision and policy making processes for improving active transportation. The Frontenac County benefits from regional trails that draw local and non-local visitors to enjoy them. Villages and hamlets within the four townships generally feature walkable places. However, many areas within the Frontenac County are not as walk and cycling friendly as residents desire. This plan is an effort to take steps toward developing a cohesive Regional Active Transportation Plan. Preparing a County-wide Active Transportation Plan offers several advantages. Working with all four townships to set priorities for infrastructure improvement can result in economies of scale and a coordinated implementation approach. The plan will guide decision-making, coordination, and collaboration between The County, Townships, local municipal staff, community partners, and residents. Small rural villages have great potential for creating viable networks that serve residents and visitors. Common attributes of a village network include connections between communities that are located along highways and access to retail businesses and schools in a relatively small area within the community core. Trail links to destinations outside County borders have also been considered. This plan builds from previous planning efforts, including the Age Friendly Community Action Plan (2017) and the County of Frontenac Official Plan (2016). The Frontenac Regional Active Transportation Plan uses concepts from these and other documents to create a framework for safe and accessible active transportation improvements throughout the Frontenac County. The plan is context sensitive based on the distinct needs and priorities of each township, while leveraging a regional focus for consistency.



Figure 2. The K&P Trail, Cataraqui Trail and Tay-Havelock are popular regional trails in the Frontenac County. The photo on the left is in Kingston, Ontario at kilometre zero of the K&P Trail. The photo on the right is in Sharbot Lake where the K&P Trail and Tay-Havelock Trail merge.

1.2 Plan Vision

The following vision statement proposes a future for active transportation in Frontenac County:

Active transportation within the Frontenac County will be enjoyable, convenient, safe, and comfortable for routine trips and recreational travel. Our communities will be connected with high quality systems of off road and on road infrastructure that build upon well-used existing trails, such as the K&P Trail. Active transportation networks will support residents' health throughout their lives, from childhood to older adulthood. Active transportation investments will continue supporting Frontenac County's economic development and environmental stewardship efforts. Visitors will have access to memorable active transportation experiences, including access to regional trails. Efforts to implement this plan will continue after its adoption and will support sustainability, active living, and land use goals.

1.3 Plan Goals

The following goals guided the planning process:

- **Mode Share:** Increase the percent of Frontenac County residents who walk and cycle, including to work and for other purposes.
- **Safety:** Improve safety for people who currently use active transportation. Create low stress routes to inspire residents to walk or cycle more often.
- **Connectivity:** Connect existing active transportation infrastructure to make walking and cycling convenient choices to reach popular destinations.
- **Livability:** Promote healthy living and vibrant communities through active transportation. Strengthen existing educational and encouragement programming to introduce residents to the benefits of walking and cycling more often.
- **Economy:** Create communities that attract new residents and visitors and strengthen the local economy.
- **Leverage Funding Opportunities:** Be ready to take advantage of any funding opportunities that arise. Having a plan in place will help identify and establish which projects are priorities.

1.4 Who Uses Active Transportation?

Active transportation is a term that is typically used to describe modes of travel that are people-powered. In the minds of most people, active transportation users typically fall into two categories: people who walk and people who cycle. Though there are many other active transportation user types (e.g., people on scooters, people on rollerblades, people with strollers, people in kayaks and people in canoes) this plan focuses primarily on people who walk and cycle.



Figure 3. People of all ages walk for transportation and recreation throughout the year.

Pedestrians

Walking is an everyday activity for many people. People walk to go to school or work, to shop, and for recreation or exercise. Walking trips include dog walking, walking along various regional trails for recreation or to travel between hamlets. Suitable pedestrian facilities provide youth with a safe walk home from school and allows community members to visit their neighbours. Elderly people and others with mobility impairments may utilize mobility devices to navigate the pedestrian environment. While many trips are made by motor vehicle, some trips involve at least a small walking component, including walking to or from a parked car.



Figure 4. A child cycles from the Wolfe Island ferry.

Cyclists

People ride bicycles for many reasons: it may be for recreational purposes, to get to work, school, or to run errands. For many, riding a bike may be a primary mode of transportation for at least some daily trips. In Frontenac County, there are a variety of cycling user types. They include trail riders that may use fat bikes, mountain bikes, or e-bikes, as well as road users that may prefer slim tire road bikes or touring bike. Where people choose to ride, how long they ride, and what destinations they access largely depend on their level of comfort, bike type, and proximity to destinations.

Cyclist comfort is often influenced by the availability of dedicated and separated cycling infrastructure. Generally, cyclists will fall into one of four categories, as shown in Figure 5.

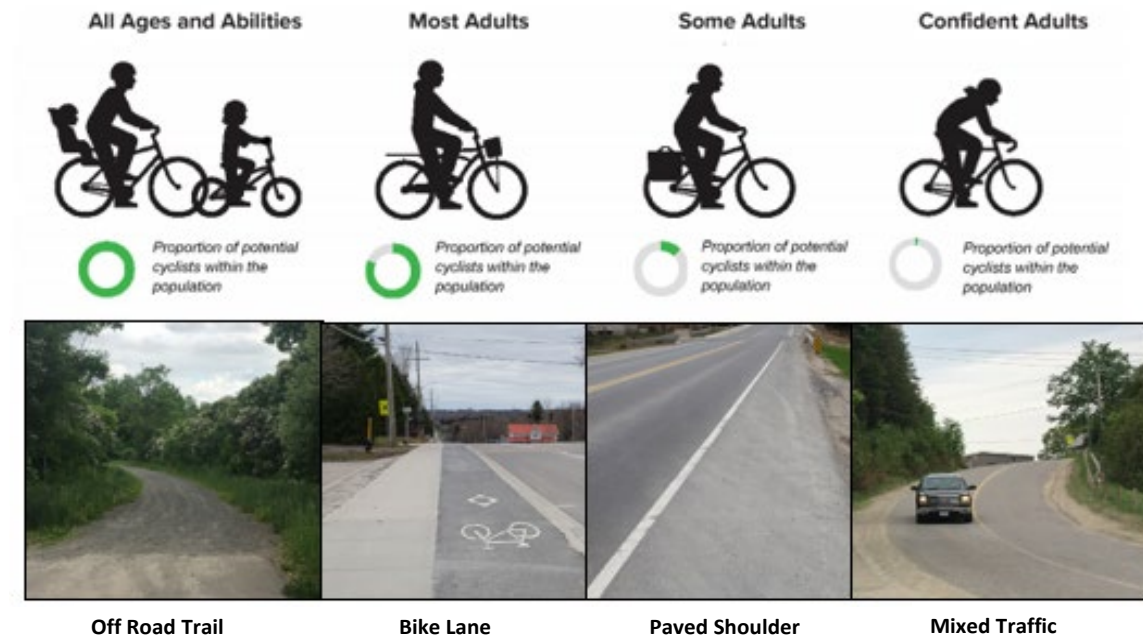


Figure 5. Four categories of cyclists and corresponding infrastructure.

Trail Users

Trail users vary according to trail rules, surface type, and season. Non-motorized users may include people running, snowshoeing, nordic skiing, roller blading, and other forms of recreation and transportation. Motorized users are also permitted on certain sections of the trail network. These motorized users include ATV riders, dirt bikers and snowmobilers. This plan considers motorized users of trails only from a safety and management perspective for active transportation use.



Figure 6. Nordic skiing is a great way to get exercise and use trails in winter.

Water Trails

There is an emerging interest in the development of water trails. A water trail is a section of river, lake, or other waterbody that has been developed with the intent to create a recreational experience for people paddling canoes or kayaks. Water trails could include signage, launch points and other infrastructure to support the use of these established routes. While water trails are not discussed further as part of this plan, the County may consider pursuing a more active role in designating and planning for water trails in the future.



Figure 7. Water trail planning and design helps to make paddling accessible to more people.

1.5 Why Active Transportation?

There is a need and desire to make travel safer and more active in small and rural communities. Small towns and rural contexts have great potential for creating viable networks that serve their residents and visitors. Communities are most commonly connected via rural highways. Within towns there is generally access to retail businesses and schools in a relatively small area within the community core. Small towns can be great communities for people to stop and shop at different shops, supporting a tourism economy that enhances local communities and contributes to community identity and sense of place. The local residents and visitors support these local businesses, making it more viable for other shops to open, which in turn makes the community more attractive to live in or visit, including spending more time and money there. Communities with strong ties to public lands may also prioritize connections to natural areas. It has been identified that Canadians express a desire to live in places that enable convenient and safe walking and cycling.¹ Safe active transportation networks, therefore, can play a role in attracting new residents.

1.6 Rural Character

While rural places vary considerably in geographic scale and character, there are common issues that prevail. For small town/rural communities, one size does not fit all. Such communities face challenges associated with longer non-local trip distances, greater health disparities, and income disparities. The challenges in small town/rural communities often involve higher speed/volume roads through hamlets, sharing roadways with agricultural equipment, lack of transit options, winding roads with constrained terrain, and motor vehicle-oriented roads. There are also a number of opportunities. With small hamlet boundaries, such as in Sydenham, Sharbot Lake, and Marysville there can be potential for a significant number of walking trips. Paved shoulders and rail-to-trail conversions create potential for active transportation assets to connect communities on a regional scale. This report will explore options and provide recommendations to address these issues and work toward building a complete network of safe active transportation infrastructure in the Frontenac County.

¹ <https://www.cflri.ca/document/2004-national-transportation-survey-final-results>

2. Existing Conditions



Figure 8. People cycling on the Cataraqui Trail.

2.1 Plan Area

Successful active transportation plans are context-sensitive; they respond to local characteristics, assets, and challenges. This plan was formulated at the County level. This means that regional and local characteristics must both be considered to create recommendations that are impactful and actionable. Research and outreach involving townships and hamlets also informed the plan.

2.1.1 General Characteristics

The Frontenac County is a region of nearly 4,000 square kilometres surrounding the City of Kingston and includes the townships of North Frontenac, Central Frontenac, South Frontenac, and Frontenac Islands. The County population is approximately 26,667 residents year-round with a significant increase in seasonal residents during the summer. South Frontenac is the most populated township with approximately 18,646 residents. The County is known for tourism, recreation, agriculture, and forestry. The area's natural resources are highly valued by residents and visitors. Many residents live in small villages and hamlets throughout the County, while a growing number of residents are choosing to live year-round on the hundreds of lakes that populate the region, essentially creating lake "neighbourhoods."

In addition to a diverse network of regional trails, Frontenac County features many destinations for outdoor recreation consisting of provincial parks, conservation areas and nature reserves. These destinations include: Gould Lake, Palmerston-Canonto Conservation Area, Big Sandy Bay Management Area, Bon Echo Provincial Park, Sharbot Lake Provincial Park, and Frontenac Provincial Park.

The adjacent map visualizes where people live in and around the County of Frontenac. The bright yellow shows the highest concentration of people, followed by red. The lines on the map show the existing trails. The map shows that the trails connect many of the communities throughout the county that were formally connected by railways. There are some communities that are not connected through the existing network, such as Inverary. To connect these communities, new trails or on road infrastructure will be necessary.

County Plans and Relevant Documents

To further understand how this plan could build upon and relate to existing policies and directions of Frontenac County, a review of relevant documents was completed. The review, which summarizes these documents is included as Appendix I.

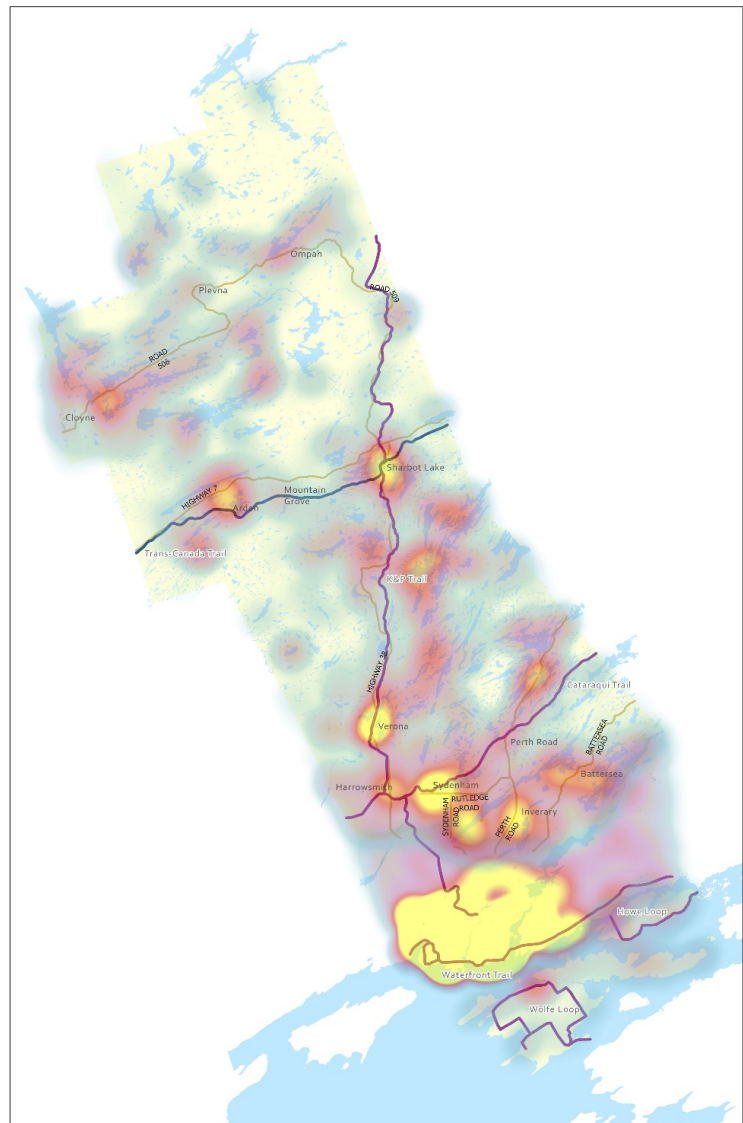
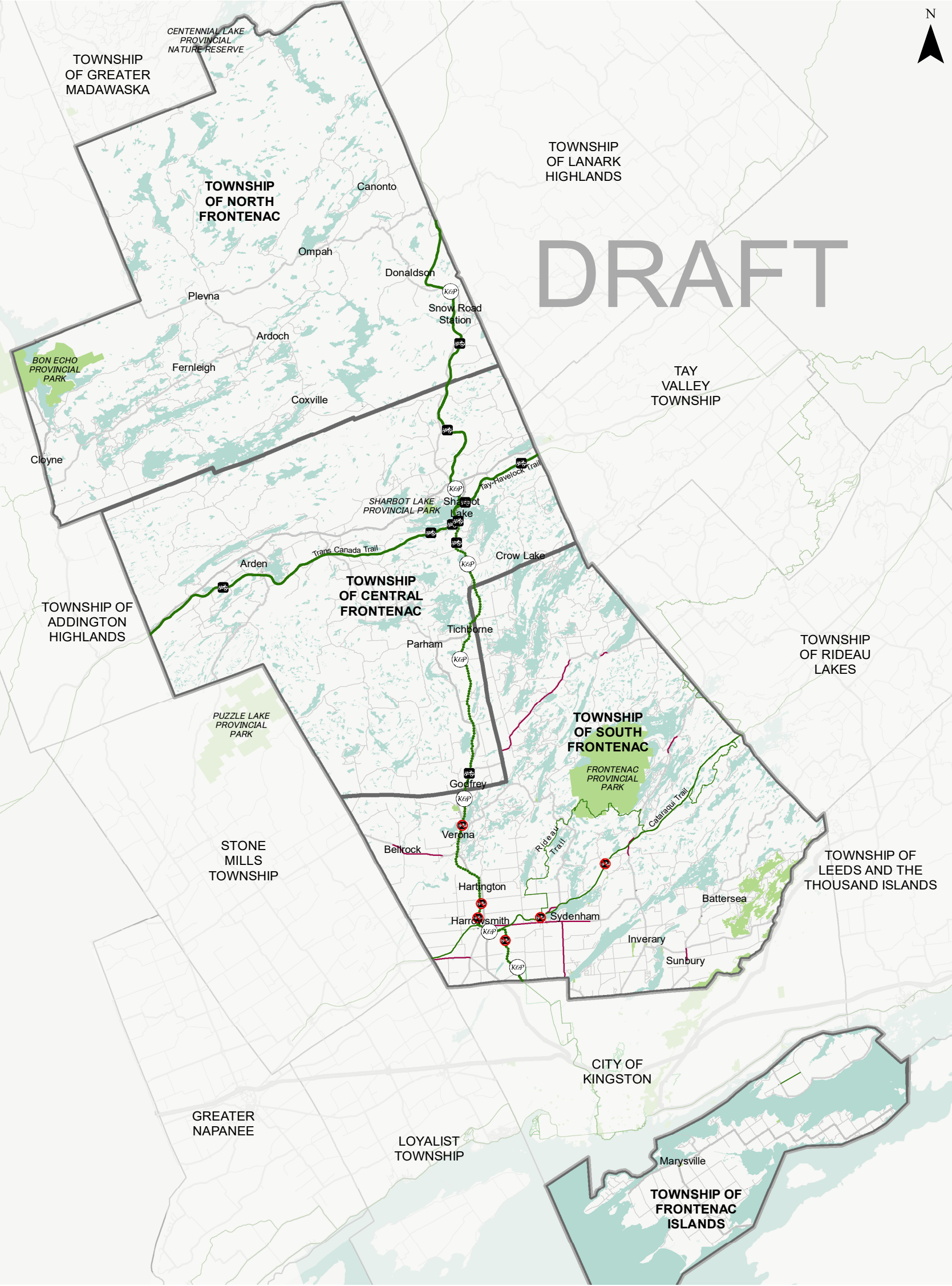


Figure 9. This map shows the relative population throughout Frontenac County and the City of Kingston, relative to where existing trails are located.

Map 1



Facility Type

- Primary Trail
- Secondary Trail
- Hiking Trail
- K&P Trail
- On Road

Maintenance

- Privately Maintained
- County Maintained

Use

- Motorized
- Non Motorized

Parks

- Parks
- Waterbody
- Roads

0 7.5 15 KILOMETRES

County of Frontenac Active Transportation Plan
EXISTING CONDITIONS

Date: April 16, 2019



2.2 Existing Active Transportation Infrastructure

Existing active transportation infrastructure in the Frontenac County is mostly composed of off road trails, sidewalks, and paved shoulders.

The purpose of this section is to provide an outline of the existing infrastructure intended for walking and cycling in the Frontenac County. Existing infrastructure is discussed in terms of off road and on road infrastructure. Off road infrastructure is located outside of the automobile right-of-way. On road infrastructure uses space on the roadway itself for walking and cycling. These types of treatments are generally intended for roadways with lower posted speed limits and lower traffic volumes.

2.2.1 Off Road Active Transportation Infrastructure

The following types of off road active transportation infrastructure currently exist in the Frontenac County:



Figure 10. A sidewalk in the village of Parham (Central Frontenac Township).

Sidewalk

Sidewalks are located adjacent to the street. They provide dedicated, physically separated space for pedestrians to walk or to use mobility devices, such as wheelchairs.



Figure 11. A raised cycle track in the village of Sydenham (South Frontenac Township).

Raised Cycle Track

Two raised cycle tracks are located in the hamlet of Sydenham on Rutledge Road and Bedford Road. The cycle track allows for travel in one direction and is located near schools. Raised cycle tracks are a type of separated bike lanes. These facilities provide dedicated space for cycling with physical and painted barriers separating cyclists from motorized traffic. As described in the FHWA *Small Town and Rural Multimodal Networks Guide*, separated bike lanes are preferred tools to use on roadways with high motor vehicle volumes and moderate to high speed motor vehicle traffic.

Off Road Trail

Trails are a form of physically separated infrastructure for walking, cycling, and other forms of active transportation (i.e., rollerblading, jogging). Trails may be bidirectional paths adjacent to a roadway or they may be bidirectional paths within its own corridor and not within a road allowance.

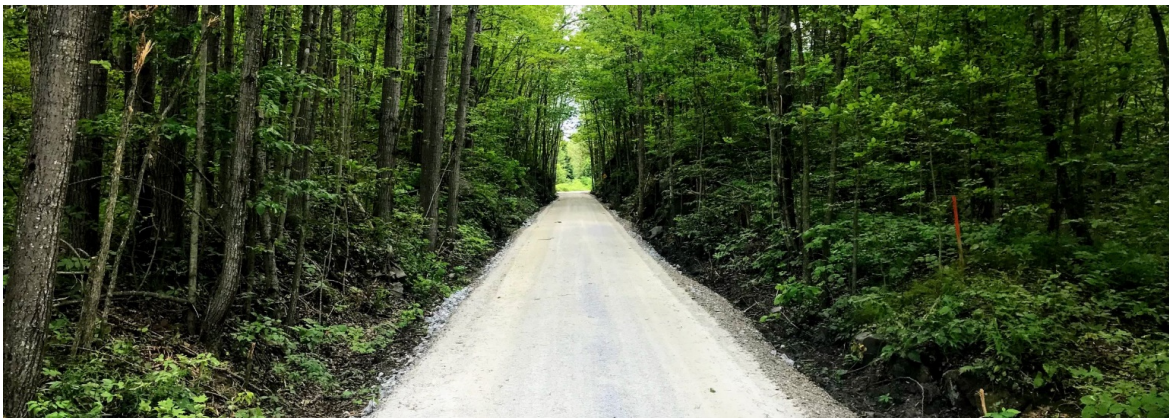


Figure 12: The K&P Trail south of Brewer Road, near Sharbot Lake in Central Frontenac Township.

The County uses three categories of trails to describe existing infrastructure: primary, secondary, and hiking trails. Each type of trail is explained below:

- **Primary Trail:** Primary trails form the basis for a county-wide trail system. They act as the systems' "spine" and are long-distance off-street infrastructure that should be accessible to all users, including those using mobility devices. In general, these trails have been converted from former railway corridors travelling through the County. Existing Frontenac County standards specify that these trails should be 3.0 metres wide.
- **Secondary Trail:** Secondary trails provide additional connections to local destinations by connecting primary trails with villages, hamlets or other destinations. The 2014 Trails Concept Plan specifies a minimum width of 2.4 metres in areas where bidirectional trail use is expected.
- **Hiking Trails:** Hiking trails, also known as foot trails, are natural surface, narrow paths for recreational hiking and walking. They may connect to secondary trails.

There are four regionally significant off road trails that run through the Frontenac County. A regional trail connects to destinations within and outside of the County:

- **Frontenac K&P Trail:** The K&P Trail is a rail trail that starts in the City of Kingston and travels north through Frontenac County. Frontenac County maintains 55 km of the trail from the Kingston boundary to Sharbot Lake, where the trail continues north through Lanark and Renfrew Counties, eventually intersecting with the Ottawa Valley Rail Trail.
- **Tay-Havelock Trail:** This rail trail follows a former CN Rail line through Frontenac County from Tay valley to the East through Sharbot Lake, Mountain Grove and Arden and exiting the County to the west as it travels towards Kaladar, Tweed and Havelock.
- **Cataraqui Trail:** Is a year-round, shared-use recreation trail running approximately 103 km from Smiths Falls in the east to Strathcona in the west. Residents and visitors use these trails for outdoor recreation as well as for transportation trips.
- **Rideau Trail:** The Rideau Trail is a 387 km network of hiking trails between the City of Kingston and the City of Ottawa located in the general area of the Rideau Canal and its tributary waters.

TRAIL CLASSIFICATIONS

Regional Trails		
K&P Trail		
Tay Havelock Trail		
Cataraqui Trail		Rideau Trail
Primary Trails	Secondary Trails	Hiking/Foot Trails
K&P Trail	Howe Island Trail	Frontenac Park Trails
Tay Havelock Trail	Conservation Area Trails (e.g. Gould Lake)	Rideau Trail
Cataraqui Trail		Conservancy Trails
Locally Managed Trails		

Figure 13. Types of trails in the Frontenac County.

Trail Profile

Frontenac K&P Trail, www.frontenacmaps.ca



The Frontenac K&P Trail is a recreational trail that is part of a multijurisdictional, multi use rail trail corridor that travels approximately 150 km from Confederation Park in downtown Kingston through Frontenac and Lanark Counties to the shores of the Ottawa River in the Village of Renfrew. This corridor originates from close to the Wolfe Island Ferry Dock in Kingston and serves as an important link between the Frontenac Islands and the rest of Frontenac County. The K&P Trail corridor from the City of Kingston to Renfrew County has also been identified as a key off-road cycling route in the provincial cycling network.

The Frontenac K&P Trail forms a key north-south active transportation corridor through Frontenac County, much of which also is followed by The Great Trail route as it passes through the region. The Frontenac portion of this trail corridor consists of roughly 55 kilometres continuing from the Kingston K&P Trail at Orser Road in South Frontenac to the Village of Sharbot Lake in Central Frontenac.

Frontenac County began development of the K&P Trail in 2009 with the goal of attracting residents seeking recreational facilities and to develop trail-based tourism to support the local economy.

The entire Frontenac K&P Trail is open to a variety of user groups year-round including hiking, biking, skiing and horseback riding. Snowmobiles may make use of the entire K&P Trail corridor when conditions allow between December 1 and April 1 each year. While motorized use is permitted in the winter for snowmobiles only, Off-Road Recreational Vehicles may only access the K&P Trail north of Verona from April 1 to December 1. The trail is reserved for active uses only south of Craig Road in the village of Verona.

2.2.2 On Road Active Transportation Infrastructure

The following types of on road infrastructure currently exist in the Frontenac County:

Signed Route: Signed routes use wayfinding to direct people cycling and walking to destinations via low-stress routes. Often, signed routes do not have dedicated infrastructure for cycling or pedestrians. The roadway is shared, instead of dedicated space for people cycling.

- County Trails are signed routes managed by the County of Lennox and Addington. [Two of these routes](#) include portions of Frontenac County.
- The Great Lakes Waterfront Trail follows Lake Ontario and the St. Lawrence Seaway, with signed routes that travel onto both Wolfe and Howe Islands.
- The Great Trail is a route that follows the three primary spine trails in Frontenac County. The Great Trail makes use of shared branding and wayfinding to help visitors find their way along the network of trails that makes up this coast to coast trail.



Figure 14. Great Waterfront Trail sign on Howe Island.

Paved Shoulder: Paved shoulders provide space at the edge of roadway, visually separated from the vehicle travel lane by a single painted line. The space is not for exclusive use of people on bicycles, and could be used for parking, walking or other activities. Paved shoulders are found in rural areas between villages or hamlets. Shoulder widths and conditions vary between the different townships. The following table reflects paved shoulder standards currently used by each township.



Figure 15. Paved shoulders on Rutledge Road in South Frontenac.

Table 1. Township Paved Shoulder Standards

Township	Existing Standards
Frontenac Islands	1.0 m
South Frontenac	1.5 m
Central Frontenac	No current standard, but the Township typically installs paved shoulders that are 1.5 m
North Frontenac	No current standard

Painted Bicycle Lane: Bicycle lanes are visually separated from the general vehicle lane by a painted line and include signage and pavement markings to identify the space as reserved for bicycles. Bicycle lanes are on road, where as raised cycle tracks are physically separated, off road infrastructure for bicycle travel. Currently, there are no painted bicycle lanes in Frontenac County, but they are a common type of cycling facility throughout Ontario, including in Kingston.



Figure 16. A bicycle lane on Cataract Woods Drive in Kingston (Google).

3. Township Analysis and Recommendations

3.1 Analysis Background

The project team reviewed selected hamlets to assess their current provision of active transportation infrastructure. Hamlets were selected as a representative mix of the communities in Frontenac County that had a concentration of population, destinations and existing infrastructure. Each selected hamlet's active transportation network was reviewed to determine the presence of infrastructure gaps. Hamlets presented in these maps include:

- Marysville, Frontenac Islands
- Sydenham, South Frontenac
- Harrowsmith, South Frontenac
- Sharbot Lake, Central Frontenac

The gap assessment process and results are outlined in the following sections. This analysis, along with input from the public and other stakeholders were combined to craft realistic, actionable recommendations. A single North Frontenac community was not selected for a gap analysis due to the lack of population concentration and existing infrastructure. However, section 3.6 contains recommendations for infrastructure and policy implementation for North Frontenac.

Public Engagement and Feedback

In addition to the existing conditions review and gap assessment completed by the project team, the project included a substantial public engagement effort. The public engagement component included tabling at pop-up events throughout the county and an online engagement portal where people could add their comments about where they want to walk and cycle to, and places they experience as barriers to walking and cycling. The public engagement component of the project is summarized in Appendix II.

3.2 Types of Gaps

Gaps in the cycling and walking network have a similar impact on cyclists and pedestrians as road closures may have on motorists travelling the road network. A traveler encountering an unexpected gap in the network is forced to either detour to a safer route which often requires local knowledge, or to continue through substandard or potentially hazardous conditions. To the extent that traffic hazards are a major deterrent for potential cyclists, examining gaps in the network is a logical first step in developing a plan for future infrastructure upgrades.

Each hamlet's existing network was reviewed using mapping software and aerial imagery. This process was supported with field visits to confirm the presence of the following types of gaps:

- **Spot Gaps:** Point-specific locations lacking dedicated bicycle and/or pedestrian infrastructure or other treatments to accommodate safe and comfortable non-motorized travel. Spot gaps primarily include intersections and other vehicle/bicycle conflict areas posing challenges for riders.
- **Connection Gaps:** Missing segments (400 metres or less) on a clearly defined and otherwise well-connected bikeway or walkway. Major barriers standing between bicycle and pedestrian destinations and clearly defined routes also represent connection gaps.

Recommendations for resolving identified gaps were developed. The recommendations are based on the type of gap, the context of the roadway or infrastructure, and best practice guidance. See Maps 1 through 9 in Appendix III for the Destination and Gap maps. These were maps were overlaid to identify where gaps to destinations throughout the communities existed.



Figure 22. The sudden end of this sidewalk is an example of a connection gap in the hamlet of Sydenham, South Frontenac Township.

3.3 Township of Frontenac Islands



Figure 23. Cycling in Marysville and raised paved shoulder with hatching.

Cyclists choose Wolfe and Howe Island as a destination for active transportation because of the proximity to urban centres such as Kingston and Gananoque. These islands are included as part of established cycling routes such as the Great Lakes Waterfront Trail, a route which aims to showcase the experience of cycling along Lake Ontario and the St. Lawrence River. Frontenac County successfully markets Wolfe Island as a cycling destination through visitor guides, cycling route wayfinding, and by encouraging cyclist friendly destinations. Some residents on Wolfe Island who choose to commute by walking or cycling to the ferry to avoid the car line ups in the morning. Encouraging more people to walk or cycle to the ferry could allow for more people to use the ferry and reduce wait times for vehicle traffic travelling to and from Kingston.

3.3.1 Marysville

Tourists choose Marysville and other communities within the Township of Frontenac Islands as cycling and walking destinations because of the close proximity of amenities and popular attractions to the ferry dock. Popular destinations within Marysville include a community centre, retail stores, a post office, 3 restaurants, and a bakery. In addition, the Big Sandy Bay Management area is accessible from Marysville by bicycle. The destination and gap of Marysville are shown in Maps 2 and 6 in Appendix III.

Short block lengths and low speed roadways make Marysville an attractive place to walk. Many people in Marysville live within one kilometre of the ferry dock but choose to drive each day, contributing to congestion along County Road 96 and longer wait times for the ferry. Developing active transportation infrastructure in this area could help to reduce these challenges by providing a more attractive option for people to travel to the ferry without using their car. The Ministry of Transportation (MTO) process to rebuild the Marysville ferry dock will present a major opportunity to make active transportation enhancements in this area.

The following are examples of gaps in Marysville, based on fieldwork and public comments. For a complete list of recommendations for Marysville and the Township of Frontenac Islands, see section 3.3.2.

Table 2. Examples of gaps and recommendations to resolve the gaps in Marysville.

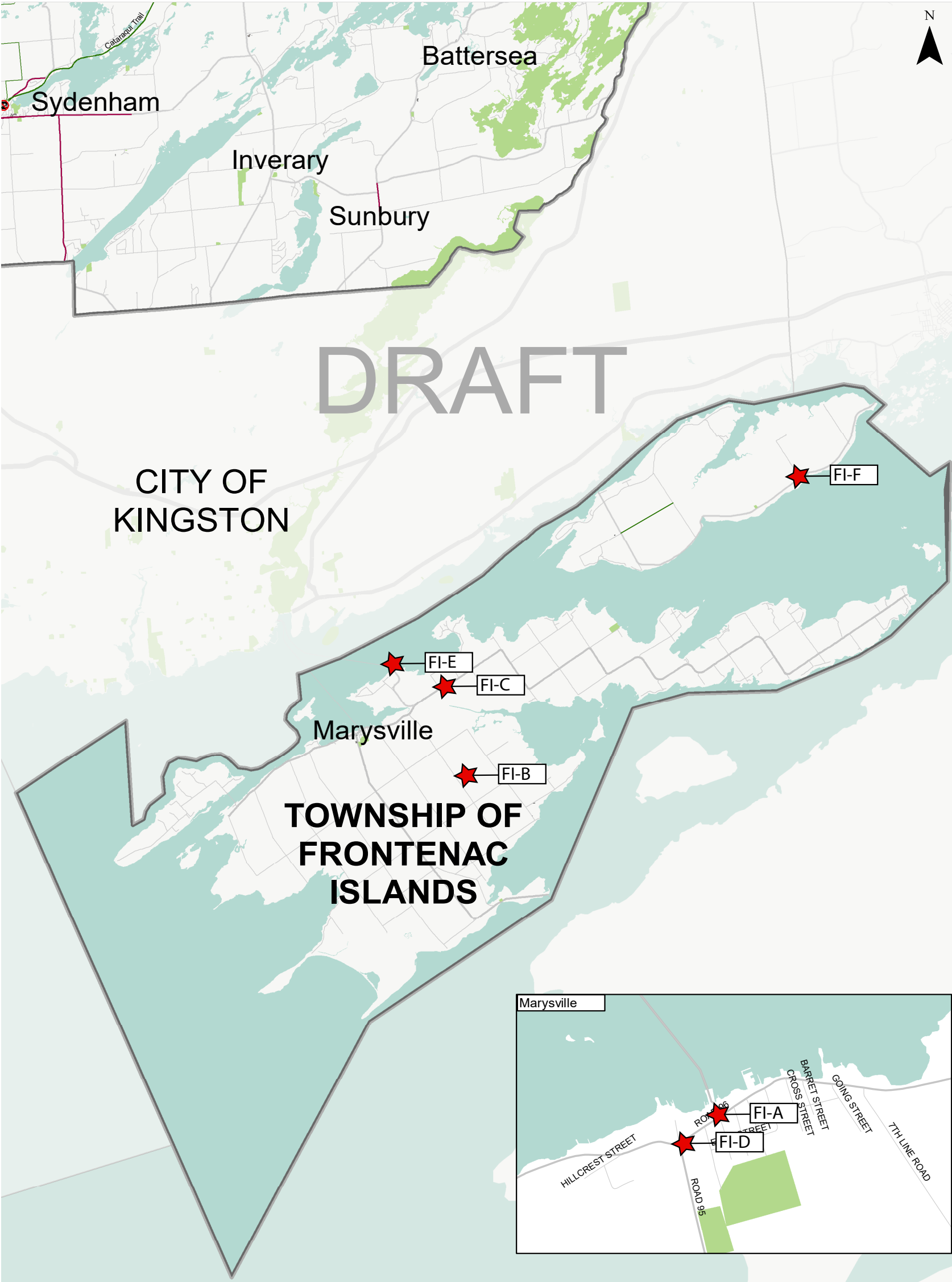
Example Gap	Recommendation
Spot Gap: Members of the public used an online interactive map to identify a crossing gap at the intersection of Centre Street and Highway 96 (Main Street). This location received the most responses of any online comment. The location is directly south of the Marysville Dock and functions as a gateway to shops and tourism information centers along Main Street.	Recommendation: The intersection currently lacks stop signs for vehicles travelling east-west along Main Street which means pedestrians have to yield to traffic. Adding a three-way stop here will give pedestrians priority when crossing the road. See recommendation FI-B.
Connection Gap: Main Street, east of Division Street by Wolfe Island Town Hall: Raised paved shoulders do not function well as parking or as a sidewalk because they are currently used as both (see Figure 23). Vehicles use this raised curb as parking along the main street which interrupts the safety of pedestrians using it as a sidewalk.	Recommendation: Formalize the raised paved shoulders to on Main Street to function as a pedestrian space rather than as parking space. See recommendation FI-D.

3.3.2 Township of Frontenac Islands Recommendations

The recommendations are referenced on the map on the following page.

Table 3. Recommendations for the Township of Frontenac Islands.

Reference Code	Recommendation	Priority	Details
FI-A	Three-way stop at Centre and Main Street	Medium	Add a three-way stop to Centre Street and Main Street in order to give pedestrians the Right-of-way when crossing
FI-B	Continue to market Frontenac Islands as a cycling destination for its low speed roads without heavy traffic.	Medium	Invest in marketing material for Frontenac Islands and focus on the ferry connection to the City of Kingston
FI-C	Paved shoulders	Low	1.5 m standard paved shoulder to be installed when all roads are rehabilitated. The following roads should be set as a priority: Wolfe Island - Main Street, Road 95 and Reed's Bay Road to Big Sandy Bay Howe Island – Howe Island Drive, Spithead Road
FI-D	Formalizing the raised paved shoulders to function as pedestrian space and not parking	Low	Vehicles use this raised curb as parking along the main street which interrupts the safety of pedestrians using it as a sidewalk. Locations for improvement include Main Street east of Division Street, Main Street from Centre Street to Victoria Street, and Victoria Street from Wolfe Island Community Centre to Wolfe Island United Church 
FI-E	Cycling connectivity to the new Ferry Dock	Low	Work with the Ministry of Transportation to incorporate active transportation infrastructure into the new Ferry Dock design and connect it to existing island infrastructure
FI-F	On road cycling routes (trails) created and signed, including part of the Waterfront Trail	Low	Leverage Waterfront Trail designation for marketing and funding for signage and wayfinding
FI-G	Paved Shoulder during road life-cycling projects	Low	1.5 m standard paved shoulder to be installed when repaving any arterial roadway or roadway connecting into a hamlet
FI-H	Sidewalks on both sides in Hamlets along arterial roads	Low	When road reconstruction or development is done the County will require sidewalks to be constructed



Facility Type

- Primary Trail
- Secondary Trail
- Hiking Trail
- K&P Trail
- On Road

Maintenance

- Privately Maintained
- County Maintained

Use

- Motorized
- Non Motorized

- Parks
- Waterbody
- Roads

NETWORK RECOMMENDATIONS
FRONTENAC ISLANDS

Trail Profile

The Great Lakes Waterfront Trail, www.waterfronttrail.org



Stretching over 3000km, the Great Lakes Waterfront Trail is a route connecting 140 communities and First Nations along the Canadian shores of the Great Lakes region and a signature project of the Waterfront Regeneration Trust. Regarded as the first step towards a regenerated waterfront, the Trail has served as a catalyst for improvements in many of the communities it joins.

The Trail consists of both on-road and off-road facilities. About 30% of the Trail is off-road **along Lake Ontario and the St. Lawrence River**, about 14% is off-road on **the Lake Erie, Detroit River and Lake St Clair section**, and roughly 4% is off-road along the **North Channel between Sault Ste. Marie and Sudbury**. The route is primarily paved, with sections of unpaved path and gravel roads.

The Trail can be enjoyed for a quick stroll or as part of a multi-day long distance adventure. Many downtown urban centres have fully off-road facilities that are open to pedestrians, cyclists, rollerbladers and others. The on-road sections consist of quiet residential streets, local roads, rural highways and in a few places Provincial Highways.

In 2018, the Great Lakes Waterfront Trail extended its route to include loops on Wolfe and Howe Islands, and included both locations as part of their 2018 Great Waterfront Trail Adventure.

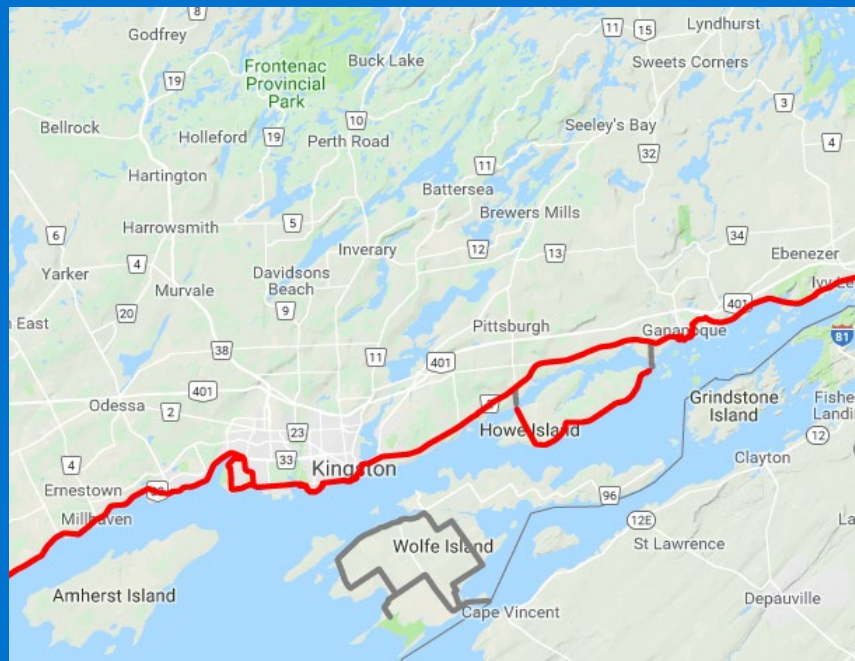


Figure 17. Existing Great Lakes Waterfront Trail route (red) and proposed route on Wolfe Island (grey).

3.4 Township of South Frontenac



Figure 18. Sidewalk and raised cycle track end transitioning to paved shoulder in Sydenham.

South Frontenac has direct connection to Kingston via the K&P Trail. Along with the Cataraqui Trail, these regional trails connect many of the hamlets throughout the township, such as Perth Road Village, Sydenham, Harrowsmith, and Verona. There are opportunities to enhance the conditions for active transportation in hamlet areas and to improve connections between communities. To ensure connectivity of all the trail systems in the township, there is a need to work with trail managers such as the County and CRCA to ensure infrastructure is of a consistent standard with special regard to the safety of where trails cross roadways. There is a major opportunity for South Frontenac to continue to develop and market for trail-based tourism considering the existing trails and The Great Trail (Trans Canada Trail) route that goes through the township.

3.4.1 Sydenham

Sydenham is the largest hamlet in the Frontenac County. It has a variety of on and off road cycling infrastructure including a section of raised cycle track, painted bike lanes, and the Cataraqui Trail. Sydenham is home to many cottages and summer homes as well as year-round residents. Many of the people who live in Sydenham commute to Kingston for work. Sydenham has a number of popular destinations in town, including Trousdale General Store and The Point Beach. The destinations and gaps in Sydenham are shown on Map 3 and 7 in Appendix III.



Figure 19. Sydenham is a destination for locals and visitors.

Examples of gaps identified in Sydenham are provided below with recommendations. For a complete list of recommendations for Sydenham and South Frontenac, see section 3.4.3.

Table 4. Examples of gaps and recommendations to resolve the gaps in Sydenham.

Example Gap	Recommendation
Spot Gap: A current trail upgrade project at the intersection of Portland Avenue and George Street increased the visibility of the Cataraqui Trail. The trail crossing also improved the connectivity of the trail to the grocery store and hardware store. A crossing gap still exists at this intersection because the current stop sign placement means that vehicles do not have to yield to trail users.	Recommendation: Installing a pedestrian crossing or three-way stop at this intersection would clarify expected motorist yielding behaviour. See recommendation SF-G for more details.
Connection Gap: There is no sidewalk on the east side of Wheatley Street from Loughborough Public School to the Kingston Frontenac Public Library and the track and field facility.	Recommendation: Install a sidewalk on Wheatley Street from George Street to Rutledge Road. See recommendation SF-D for more details.

3.4.2 Harrowsmith



Figure 20. New configuration of Colebrook Road and Road 38 intersection.

Harrowsmith is another hamlet in the Township of South Frontenac. The community is known for its agricultural heritage and contemporary farms, which continue this heritage. The destinations and gaps in Harrowsmith are included in in Map 3 and Map 8 in Appendix III.

Harrowsmith features several local businesses within the hamlet centre. Most of the streets within this area feature sidewalks, which include grass boulevards to separate pedestrians from the roadway. A recently installed traffic signal at the intersection of Colebrook Road, Wilton Road, and County Road 38 increases pedestrian comfort. The Cataraqui Trail and the K&P Trail converge in Harrowsmith, offering transportation and recreation options for people walking and cycling. The community also features raised cycle tracks and paved shoulders on segments of Wilton Road, Road 38, and Harrowsmith Road.

The following are examples of gaps within Harrowsmith and recommendations to resolve them. For a complete list of recommendations in South Frontenac, refer to section 3.4.3.



Figure 21. A trail entrance in Harrowsmith.

Table 5. Examples of gaps and recommendations to resolve the gaps in Harrowsmith.

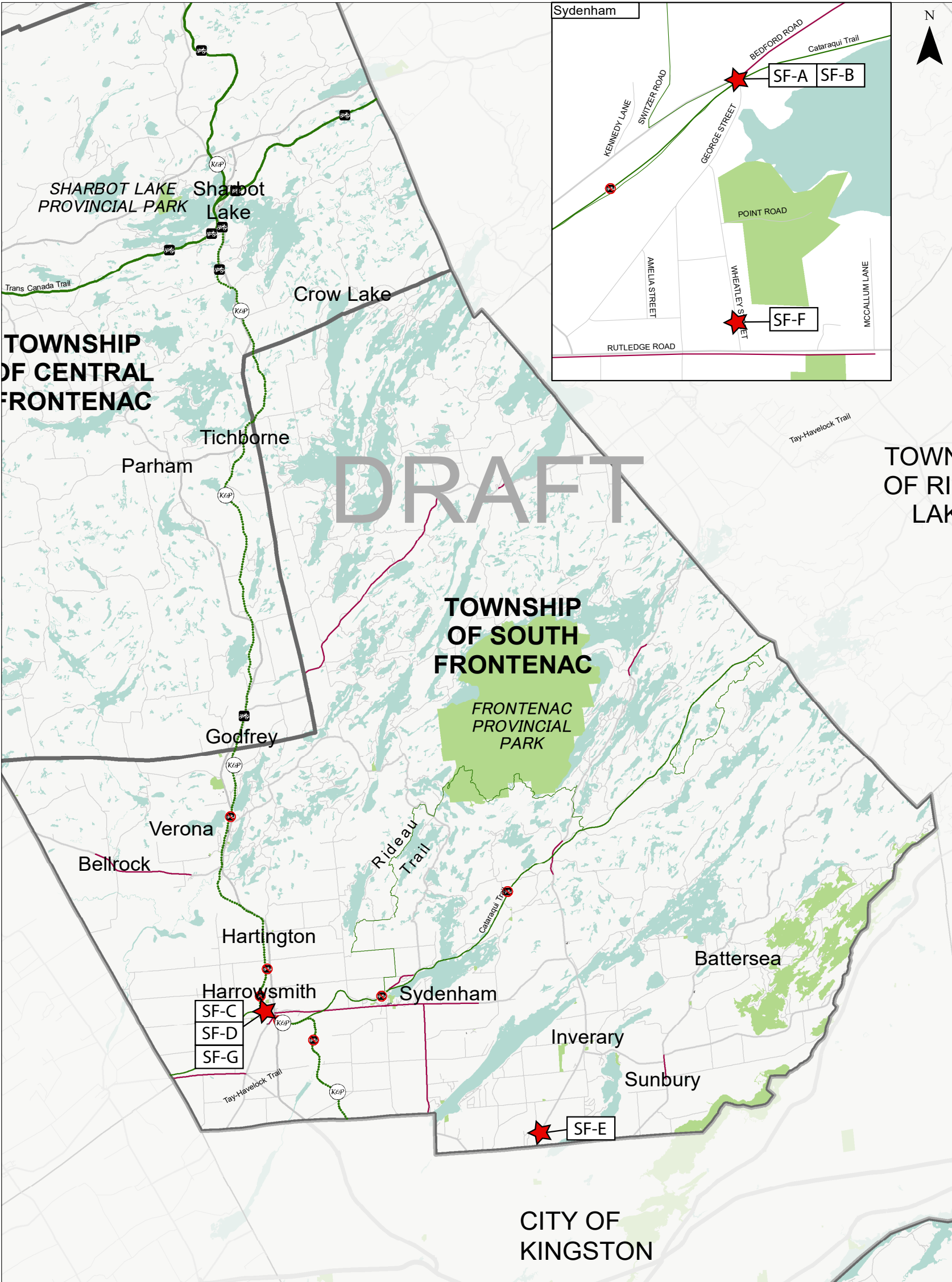
Example Gap	Recommendation
Spot Gap: The Cataraqui Trail at Colebrook Road is a potential conflict point due to limited visibility of the trail and trail users from the perspective of oncoming motorists.	Recommendation: Making geometric improvements so that trail users can more directly cross the road as well as adding more warning signage and clearing vegetation around the crossing will enhance visibility. See recommendation SF-H for more details.
Connection Gap: County Road 38 from the Cataraqui Trail to Kingston Road. A dedicated bike lane is present along this segment; however, this section lacks sidewalks.	Recommendation: Install sidewalks on the east side of County Road 38 from the Cataraqui Trail to Kingston Road.

3.4.3 Township of South Frontenac Recommendations

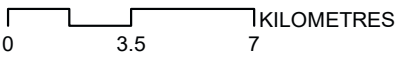
The recommendations are referenced on the map on the following page.

Table 6. Recommendations for the Township of South Frontenac.

Reference Code	Recommendation	Priority	Details
SF-A	Consistent treatment of trail crossing over roads	Medium	Treatment crossing would include such items as road paint, signage and curb cuts. Refer to the Crossing Treatment Section of the Trail Standard for further direction
SF-B	Install a three-way stop at Portland Avenue and George Street	Medium	Current trail upgrade projects have increased the visibility around the crossing, and connectivity to the Cataraqui Trail. A three-way stop would improve safety for trail users
SF-C	Improve trail crossings in Harrowsmith	Medium	Making the crossings more direct, adding additional signage, and clearing vegetation will improve visibility and the experience for trail users crossing at Colebrook Road and Road 38. Please see Crossing Treatment section of the Trail Standard (Chapter 4.6) for further direction
SF-D	Sidewalk on east side of Road 38 in Harrowsmith from Cataraqui Trail to Kingston Road	Medium	Section of Road 38 does not have sidewalk to connect people between the Cataraqui Trail and Harrowsmith
SF-E	Paved shoulders in conjunction with City of Kingston	Low	Roads that connect into Kingston and are used by cyclists are candidates for paved shoulders during road rehabilitation. Coordinate road rehabilitation efforts with adjacent City of Kingston
SF-F	Wheatley Street Sidewalk	Low	Complete sidewalk on east side of Wheatley Street between Kingston Frontenac Public Library and Loughborough Public School
SF-G	Mid-block crossing	Low	Opportunity in Harrowsmith at K&P Trail crossing and Wilton Road to enhance crossing. See chapter 4.6 for more information
SF-H	Paved Shoulder during road life-cycling projects	Low	1.5 m standard paved shoulder to be installed when repaving any arterial roadway or roadway connecting into a hamlet
SF-I	Sidewalks on both sides in Hamlets along arterial roads	Low	When road reconstruction or development is completed the Township should require sidewalks to be constructed. Road 38 in Harrowsmith from Church Street to Graham Road is an example for this kind of opportunity



- | | | | |
|----------------------|----------------------|---------------|--------------|
| Facility Type | Maintenance | Use | Parks |
| Primary Trail | Privately Maintained | Motorized | Waterbody |
| Secondary Trail | County Maintained | Non Motorized | Roads |
| Hiking Trail | | | |
| K&P Trail | | | |
| On Road | | | |



NETWORK RECOMMENDATIONS
SOUTH FRONTENAC



Trail Profile



The Rideau Trail, www.rideautrail.org

Since 1971, the Rideau Trail Association has established, maintained and encouraged low-impact, self-propelled use of the Rideau Trail, a 387 km network of interconnected hiking trails between the City of Kingston and the City of Ottawa located in the general area of the Rideau Canal and its tributary waters.

The Rideau Trail Association is an active charitable organization that maintains and champions the Rideau Trail and arranges self-propelled outdoor activities such as hiking, snowshoeing and cross-country skiing on the trail and in nearby areas, through an engaged core of members and volunteers.

On the main Rideau Trail, red-orange isosceles triangles mark the to northbound route to Ottawa while red-orange triangles with yellow tips mark the southbound route to Kingston. In addition to the main trail, a number of side trails which are marked by blue triangles. The total length of cleared and marked trails is 387 km. [Discover the trail!](#)

The trail itself crosses terrain ranging from placid farmland to the rugged Canadian Shield. It is intended for hiking, snowshoeing, and cross-country skiing. The Rideau Trail Association owns no part of the Rideau Trail itself and the continuity of the trail is made possible by the generous permission of both private and public landowners and enhanced by a special fund called the [Rideau Trail Preservation Fund](#).

3.5 Township of Central Frontenac



Figure 22. Park bench along the K&P Trail at Sharbot Lake in Central Frontenac.

The Township of Central Frontenac enjoys a distinct character and quality of life that distinguishes the municipality from other rural areas in Ontario. The rural values, the sense of place, the unique landscapes, the importance of water resources and the quality of life enjoyed by those who live in and who visit the community is integral to the municipality. The municipality is comprised of 1,025 square kilometers with a permanent population of 4,555 people that more than doubles in the summer due to seasonal residents and visitors attracted to the area.

The communities of Arden and Mountain Grove are connected to the central village of Sharbot Lake via Ontario Highway 7 while Godfrey, Tichborne and Parham are connected by Road 38, a central artery that most commuter, seasonal and commercial traffic make use of to access Highway 401 and the City of Kingston. With the exception of Parham, these communities are also connected by Primary Trails - The K&P Trail and the Tay-Havelock Trail. The Village of Sharbot Lake plays a role as a trail “hub” where these intersecting primary trails provide the potential ability to travel north, east, south or west to destinations nearby or further afield. This is clearly demonstrated in the [provincial cycling network](#).

Parham, Sharbot Lake, Mountain Grove and Arden are communities that have a number of destinations that generate walking and cycling trips including libraries, schools, grocery stores, and community centres.

The Township of Central Frontenac is also a destination for cyclists of all abilities from across Ontario. The K&P Trail and Tay-Havelock Trail provide a safe and scenic route through the region, but the rolling roads through rocky Canadian shield are exciting challenges for road cycling enthusiasts and, in some cases, for the emerging sport of “gravel biking.” The Great Trail travels north through Central Frontenac to Sharbot Lake where it connects with the Tay-Havelock Trail and continues west. These two primary trails also intersect in Sharbot Lake at an iconic railway car landmark referencing the railway heritage of the region.

3.5.1 Sharbot Lake

Four trail segments converge in the Town of Sharbot Lake. The scenic community is located on an eponymous lake well-known for its natural beauty. Development pressure is expected due to increased motor vehicle traffic volumes for commute trips along the Highway 7 corridor between Ottawa and Highway 401 to Toronto. This development has the potential to support active transportation initiatives in the township. A Sharbot Lake train station is under consideration within the planned VIA Rail expansion. The destinations and gaps in Sharbot Lake are included in Map 4 and Map 9 in Appendix III.

The following are examples of gaps in Sharbot Lake. These gaps were identified through the Social Pinpoint online map. For a list of recommendations for Sharbot Lake and Central Frontenac, refer to section 3.5.2.

Table 7. Examples of gaps and recommendations to resolve the gaps in Sharbot Lake.

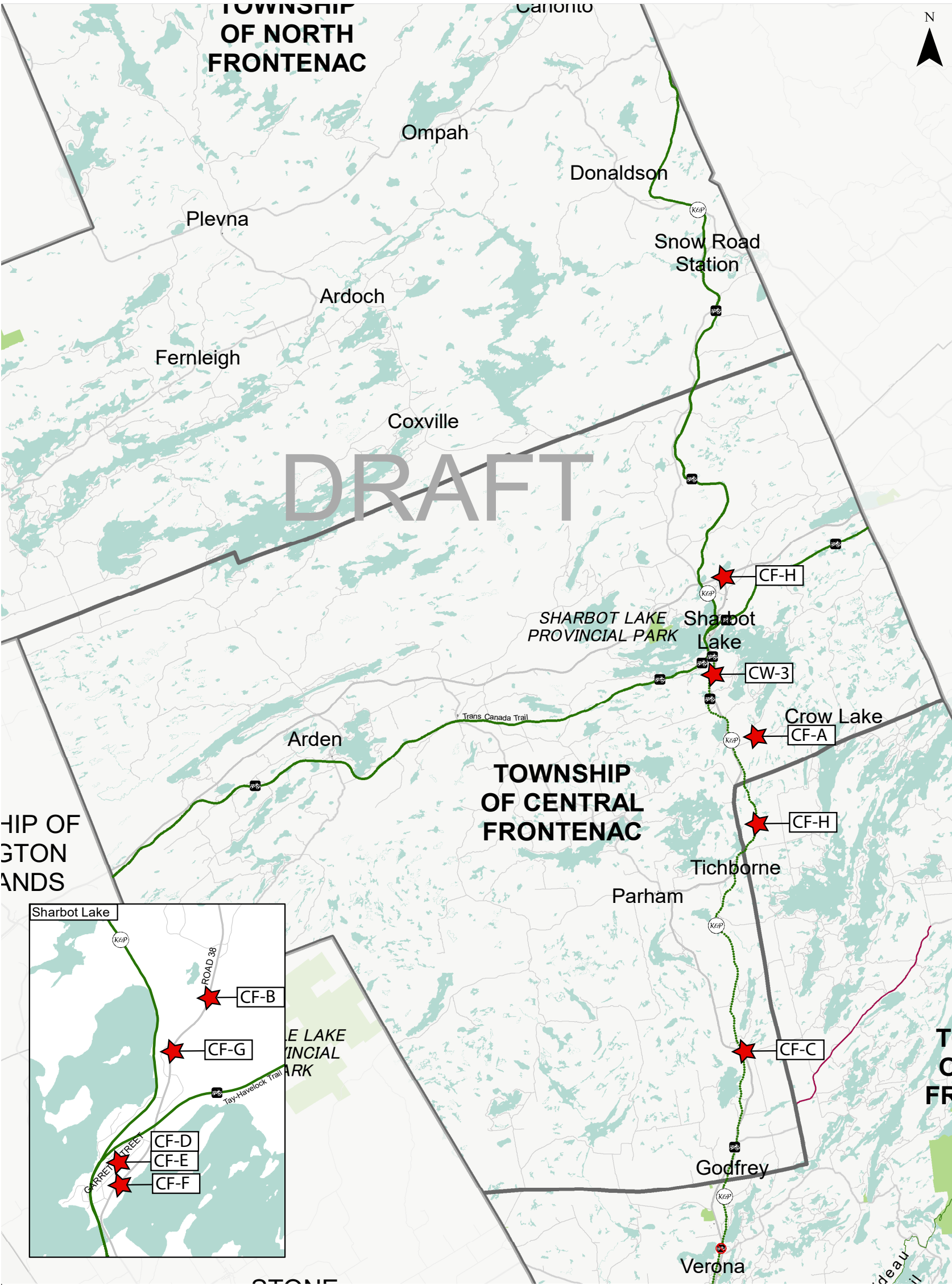
Example Gap	Recommendation
Spot Gap: A crossing gap is present at the intersection of K&P Trail and County Road 38. This segment of County Road has high vehicular traffic, travelling at high speeds.	Recommendation: Enhance the crossing of the trail at County Road 38, based on the guidance provided in section 4.6.1 Primary Trail Crossings of Higher Speed Roadways. Refer to recommendation CF-C for more details.
Connection Gap: County Road 38 from Granite Ridge Education Center, north to Duffy Road: Although sidewalks are present along County Road 38 from the town to Granite Ridge Education Center when approaching from the south, no sidewalks are present north of the school. Members of the public identified this area as a walking and bicycling gap, especially for children.	Recommendation: Construct a sidewalk on County Road 38 from the Granite Ridge Education Centre north to Duffy Road, and eventually to Highway 7. Refer to recommendation CF-L in section 3.5.2 for more information.

3.5.2 Township of Central Frontenac Recommendations

The recommendations are referenced on the map on the following page.

Table 8. Recommendations for the Township of Central Frontenac.

Reference Code	Recommendation	Priority	Details
CF-A	Crow Lake Road	Medium	When the road is reconstructed include 1.5 m paved shoulders on the road. Development in Crow Lake is creating increasingly more foot traffic into Sharbot Lake
CF-B	Sidewalk on Road 38 north of Granite Ridge Education Centre	Medium	Construct sidewalk on County Road 38 from the Granite Ridge Education Centre north towards Highway 7. This was identified as a gap through the public engagement process
CF-C	Trail Crossings on arterial roads	Medium	In conjunction with county-wide trail crossing standard, in particular where the K&P Trail crosses Road 38
CF-D	Elizabeth Street sidewalks	Medium	The lack of sidewalks on Elizabeth Street create a gap for AT users trying to access the stores in the area. When funding becomes available, invest in completely connected sidewalks along Elizabeth Street
CF-E	Sidewalk on Garrett Street in Sharbot Lake	Low	Lack of sidewalks were identified as a gap by the consulting team, as it connects through the hamlet
CF-F	Sharbot Lake Crossing	Low	Partnering with the retirement residence on Road 38, invest in a crossing such as a pedestrian crossover (PXO) for a safer crossing experience for people walking. See Section 4.6 for more details
CF-G	Reestablish speed limits within the hamlets	Low	Have justification for consistent speed limits through the hamlets
CF-H	Focus development on highway 7	Low	Work with the MTO to leverage development charges from new development built on Highway 7 for trail connectivity or infrastructure in Central Frontenac
CF-I	Paved Shoulder during road life-cycling projects	Low	1.5 m standard paved shoulder to be installed when repaving any arterial roadway or roadway connecting into a hamlet
CF-J	Sidewalks on both sides in Hamlets along arterial roads	Low	When road reconstruction or development is done the Township should require sidewalks to be constructed within hamlet areas and at desired connections



Facility Type

- Primary Trail
- Secondary Trail
- Hiking Trail
- K&P Trail
- On Road

Maintenance

- Privately Maintained
- County Maintained

Use

- Motorized
- Non Motorized

- Parks
- Waterbody
- Roads

03.57KILOMETRES



FRONTENAC
COUNTY OF FRONTENAC • ONTARIO



alta
PLANNING + DESIGN

NETWORK RECOMMENDATIONS
CENTRAL FRONTENAC

Trail Profile

The Great Trail, www.thegreattrail.com



The Great Trail, formerly known as **Trans Canada Trail**, is a cross-Canada system of greenways, waterways and roadways that stretches from the Atlantic to the Pacific to the Arctic oceans. The Trail extends over 24,000 kilometres (15,000 miles); it is now the longest recreational, multi-use trail network in the world. The idea for the Trail began in 1992, shortly after the Canada 125 celebrations.

The network of the Trans Canada Trail is made up of more than 400 community trails. Each trail section is developed, owned and managed locally by Trail groups, conservation authorities and by municipal, provincial and federal governments, for instance in parks such as Gatineau Park or along existing trails such as the K&P Trail, the Cataraqui Trail, or the Tay-Havelock/Trillium Trail in Frontenac County.

Considerable parts of the Trail are repurposed rail lines similar to the K&P Trail. As such, much of the Trans Canada Trail development emulated the successful Rails-to-Trails initiative in the United States, whereby these transportation corridors are "rail banked" as recreational trails, allowing conversion back to rail should future need arise.

Thousands of Canadians, community partner organizations, corporations, local businesses and all levels of government are involved in developing and maintaining these trails. Trans Canada Trail does not own or operate any section of The Great Trail. As an ensemble, The Great Trail might be one of the largest volunteer projects ever undertaken in Canada.

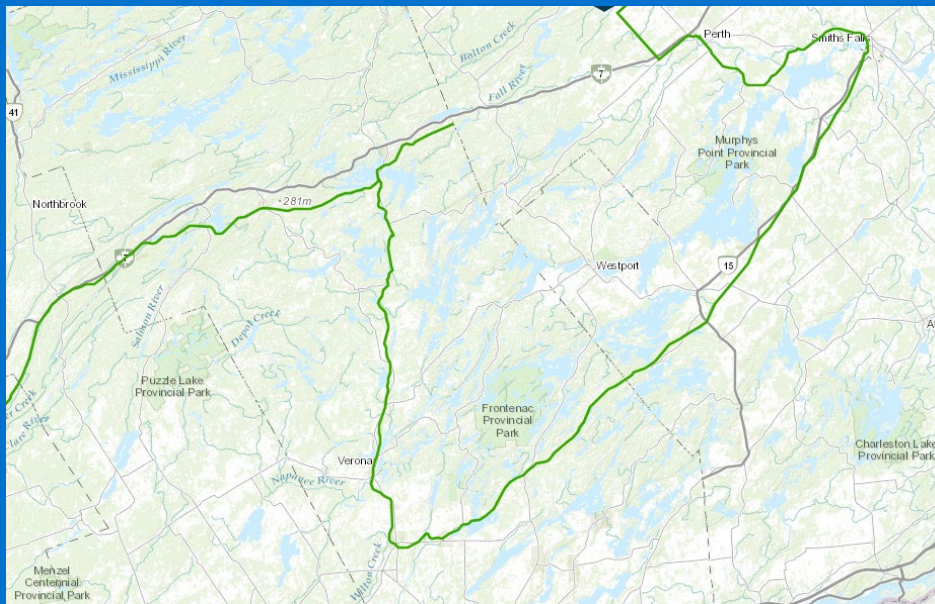


Figure 23. Map of Great Trail route through Frontenac County (in green).

3.6 Township of North Frontenac



Figure 24. Beautiful lakeside scenes like this one, are common in North Frontenac.

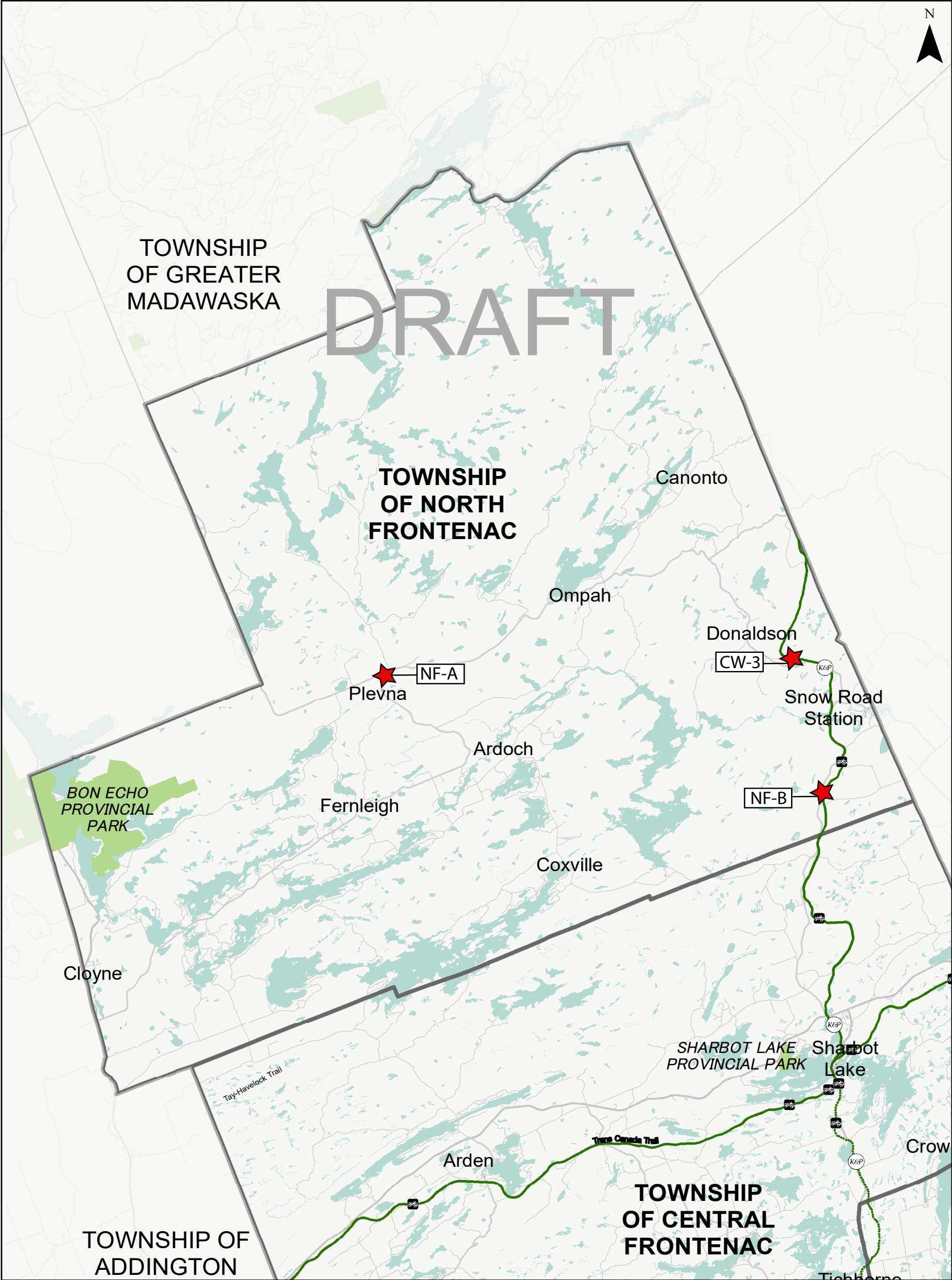
North Frontenac has a population of approximately 1,898 people with an addition 5,000 seasonal residents. It is a popular summer destination with dozens of cottage bearing lakes in the area. The low population of the township does not mean active transportation is out of reach for residents both seasonal and year-round. North Frontenac is comprised of approximately 64% of Crown lands which contain logging roads, ATV trails, and hiking trails such as the Schooner Trail and the Palmerston Canonto Conservation Area Trail.

3.6.1 Township of North Frontenac Recommendations

The recommendations are referenced on the map on the following page.

Table 9. Recommendations for the Township of North Frontenac.

Reference Code	Recommendation	Priority	Details
NF-A	Trail maintenance in low laying, flood prone areas	Medium	County to complete the trail spine by acquiring, developing, maintaining and managing the trail route North of Sharbot Lake through Central and North Frontenac
NF- B	Bike parking	Low	Partner with local businesses to acquire and install bike parking at locations along the trail network and within the hamlets
NF-C	Paved Shoulder during road life-cycling projects	Low	1.5 m standard paved shoulder to be installed when repaving any arterial roadway or roadway connecting into a hamlet
NF-D	Sidewalks on both sides in Hamlets along arterial roads	Low	When road reconstruction or development is done the Township should require sidewalks to be constructed in hamlet areas



Facility Type

- Primary Trail
- Secondary Trail
- Hiking Trail
- K&P Trail
- On Road

Maintenance

- Privately Maintained
- County Maintained

Use

- Motorized
- Non Motorized

Parks

- Parks
- Waterbody
- Roads

0 4 8 KILOMETRES

NETWORK RECOMMENDATIONS

NORTH FRONTENAC

4. Trail Standard



Figure 25. Two people cycling along the K&P Trail.

4.1 Purpose of a Trail Standard

Primary trails form the key intercommunity connection active transportation infrastructure within Frontenac County. They provide places for residents to enjoy nature and recreational activities. The Trail Standard builds upon the Frontenac County Official plan goals to support the County's work toward building well-advertised and well-maintained trails that showcase community destinations. As such, the bulk of the Trail Standard focuses on design guidelines for trails. Guidelines draw from best practice and existing documents. They are separated according to trail typology, to illustrate how trails' functions vary by type. Design guidelines consider the following criteria:

- **Surface**
- **Minimum width**
- **Slope**
- **User types**
- **Maintenance expectations**



Figure 26. A Cataraqui Trail crossing north of Sydenham in South Frontenac Township.

DRAFT

4.2 Defined Terms for a Trail Framework

A variety of trail typologies exist throughout the Frontenac County. Creating a consistent language framework allows for establishing key pieces of the active transportation plan such as mapping, technical standards and maintenance standards. It also provides direction for investment and prioritization decisions.

Chapter 2, Existing Conditions, included an outline of the existing active transportation infrastructure in the County. Definitions for primary, secondary and hiking trails were presented in that section. For the purposes of the Trail Standard Chapter, these terms and other trail classifications have been further developed:

Regional Trail: Regional trails extend beyond the Frontenac County boundaries to other destinations and communities in Ontario. These trails typically have high usage and are well-known within the province. The Great Trail is the longest multi-use trail in the world and is over 24,000 kilometres long.

Primary Trails: Primary trails form the basis for a county-wide trail system. They are long-distance off-street infrastructure that should be accessible to all users, including those using mobility devices. Existing County standards specify that these trails be 3.0 metres wide. This width allows for bidirectional travel and user comfort.

Secondary Trails: Secondary trails provide additional connections to local destinations by connecting primary trails with population centres. This allows for a trail system that is practical for utilitarian trips as well as recreational activity. The 2014 Trails Concept Plan specifies a minimum width of 2.4 metres in areas where bidirectional trail use is expected.

Hiking Trails: Hiking trails, also known as foot trails, are natural surface, narrow paths for recreational hiking and walking. They may connect off of other trails. The narrow width and potentially challenging terrain mean these trails are mostly used for recreational purposes, such as day hikes within scenic natural areas.

4.3 Benchmarking: Characteristics of Existing Primary Trails

4.3.1 Frontenac K&P Trail

This section describes K&P Trail segments as they exist today in terms of management and user types. It also discusses planned works, and recommendations to continue progress toward completing the trail.

The K&P Trail extends approximately 180 kilometres from the City of Kingston through Frontenac, Lanark, and Renfrew counties. Frontenac owns and manages the 55 kilometres of the trail from The City of Kingston boundary to the village of Sharbot Lake. The K&P Trail is operated to a variety of standards depending on the owner and manager of the Trail. Table 2 outlines the different owners and operators of each segment.



Figure 27. The K&P Trail is an important north-south off road connection throughout Frontenac County.

Table 10: Various owners and managers of the K&P Rail Trail Corridor

Number of Kilometres	Owner / Manager	Surface Type	Permitted Uses
7	City of Kingston	Paved	Active Transportation Only
14	City of Kingston	Stone Dust	Active Transportation and Horseback
55	Frontenac County	Stone Dust	Active Transportation, Horseback, Snowmobile, and ATV (starting at KM 42.5)
15	Central Frontenac Township / EOTA	Gravel (Granular “M”)	Active Transportation and Motorized Off Road Uses
12	Private Ownership	Gravel / undeveloped	Unclear – snowmobile clubs have landowner agreements for trail use
53	Mississippi Valley Conservation Authority	Gravel (Granular “M”)	Active Transportation and Motorized Off Road Uses
21	Renfrew County	Gravel (Granular “M”)	Active Transportation and Motorized Off Road Uses

This section describes the Frontenac K&P Trail segments as they exist today in terms of management and user types. It also discusses planned works, and recommendations to continue progress toward completing the trail. The Frontenac K&P Trail is built from a former railroad right-of-way, averaging 4.5 metres wide, the trail now serves motorized and non-motorized users. In September of 2018, County Council confirmed development assumptions as they relate the Frontenac K&P Trail, including:

- **Trail Spine:** County trail responsibility will extend from the US border in Frontenac Islands (Horne’s Ferry) to where the K&P Trail exits North Frontenac into Lanark County. County Trail responsibility will be limited to the development of a North / South “spine” to connect Frontenac communities.
- **Quality of Build:** The K&P Trail is built to the Ministry of Transportation trail standard ensuring a high quality, accessible experience for cycling, walking, and motorized off road use.
- **Trailheads:** The County will develop four trail access points or “trailheads”. One in each Frontenac Township. Each trailhead will have a maximum investment of \$100,000 from the County to develop.
- **Signature Destination:** The K&P Trail is a recognized trail across Ontario with appropriate wayfinding signage, maps, and branding to support ongoing marketing efforts to attract new visitors for the K&P Trail experience.
- **Partnership and Recognition:** The County will participate in regional partnerships to ensure the K&P Trail is included in regional and provincial networks.

Frontenac K&P Trail Management

Planned for approval in 2019 is a K&P Trail Management Plan for governing the use of the K&P Trail. This plan is anticipated to address the following management concerns:

- Identification of annual maintenance needs, as well as related budget requirements.
- Identification of standards for risk management and trail safety.
- Communication and coordination with trail users and user groups.
- Measurement of trail use and identification of trail users.
- Guide annual economic analysis of trail use.
- Standard signage procedures.
- Land use issues such as easements, fencing, etc.

Management plans are essential for earning the support of insurance companies, trail user groups, and funding partners. The 2009 K&P Trail Master Plan and subsequent implementation plans guide the vision for the development of the K&P Trail but does not set standards for the above concerns.

Frontenac K&P Trail Planned Works

In 2019, Frontenac County will complete the Frontenac K&P Trail off-road connection from the City of Kingston to Sharbot Lake, creating 55 km of County managed Active Transportation infrastructure.

County Council's vision for the Frontenac K&P Trail was confirmed at their meeting on September 19, 2018² includes such capital projects as:

- Continuing development of the former K&P Rail corridor north of Sharbot Lake for approximately 30 kilometres.
- Development of a K&P Trail "spur line" on Wolfe Island from Marysville to Horne's Ferry, thus creating a complete north-south connection with regional access to the United States.
- Development of trailhead infrastructure in each of the Frontenac townships.

² Report 2018-118: Confirmation of Assumptions for 10 Year K&P Trail Capital Plan, <https://frontenac.civicweb.net/FileStorage/7AB09232180244F2B0D6814C748DA48A-2018-118%20Planning%20and%20Economic%20Development%20-%20Conf.pdf>

4.3.2 Tay Havelock Trail

Also known as the Trillium Trail and the Central Frontenac Trailway, this 35-km multi-use trail on former railway extends east-west through Sharbot Lake and was established in 1999. The corridor is owned by Central Frontenac Township, and is managed by the Eastern Ontario Trails Alliance. This is part of the CP rail corridor linking Frontenac County to Tweed and Havelock in the west and to Glen Tay near Perth in the east. There are variety of shopping and food establishments within the communities along the trail. The hamlets of Arden and Mountain Grove are linked to Sharbot Lake and the K&P Trail via this rail trail route.

4.3.3 Cataraqui Trail

The Cataraqui Trail is a year-round, shared-use recreation trail. In spring, summer and fall it welcomes everyone from hikers to cyclists. In winter it is open to snowmobilers bearing a current Ontario Federation of Snowmobile Clubs trail permit. Cross-country skiers are welcome to share the trail. The total length of the Cataraqui Trail is 103 kilometres, running from Smith Falls in Lanark County to Strathcona Township. The Cataraqui Trail follows a former Canadian National Railway line and is primarily a gravel surface trail. Classified as a primary trail, the Cataraqui Trail is open for year-round activity, however ATV use is not permitted at any time.

The Cataraqui Trail is owned and managed by the Cataraqui Region Conservation Authority. A Friends of the Cataraqui Trail group is being created to allow members and users of the trail to become more involved in activities and enjoyment of this beautiful section of Eastern Ontario. Friends of the Cataraqui Trail advocates for the sustainability, enjoyment, stewardship, public use and promotion of the Cataraqui Trail and also assists the Cataraqui Region Conservation Authority as a volunteer workforce for light maintenance and to monitor and report trail hazards and maintenance issues. This new group is replacing the previous group that served as the Cataraqui Trail Management Board.

4.4 Benchmarking: Existing Trail Intersections

The following were common challenges at trail crossings that were identified within the County:

- **Angled crossings:** These intersections increase the amount of time required for a trail user to cross a roadway.
- **Blind corners:** These types of crossings reduce trail user visibility for motorists driving along a curved roadway.
- **Topography:** Hills can create visibility challenges when motorists do not expect trail users to cross a roadway. Motorists may also travel at higher speeds when travelling down a hill, increasing the stopping distance needed before a trail crossing.

The aforementioned challenges are more pronounced when the trail crosses a major roadway. The higher posted speed limits and higher traffic volumes at these locations mean that a crash between a motor vehicle and a trail user is more likely to result in injury or death to the person using the trail. The Crossing Improvements section describes potential countermeasures for existing unmarked trail crossings.



Figure 28. A trail crossing of the Cataraqui Trail in Harrowsmith.

4.5 Recommended Trail Design Practices

Off road infrastructure such as primary, secondary, and hiking trails make up the majority of the existing active transportation network within Frontenac County. Trails provide safe off road movement throughout the region and are used for recreation, tourism, and commuting. These trails are designed for a wide range of users such as cyclists, pedestrians, horseback riders, and some motorized recreational vehicles.

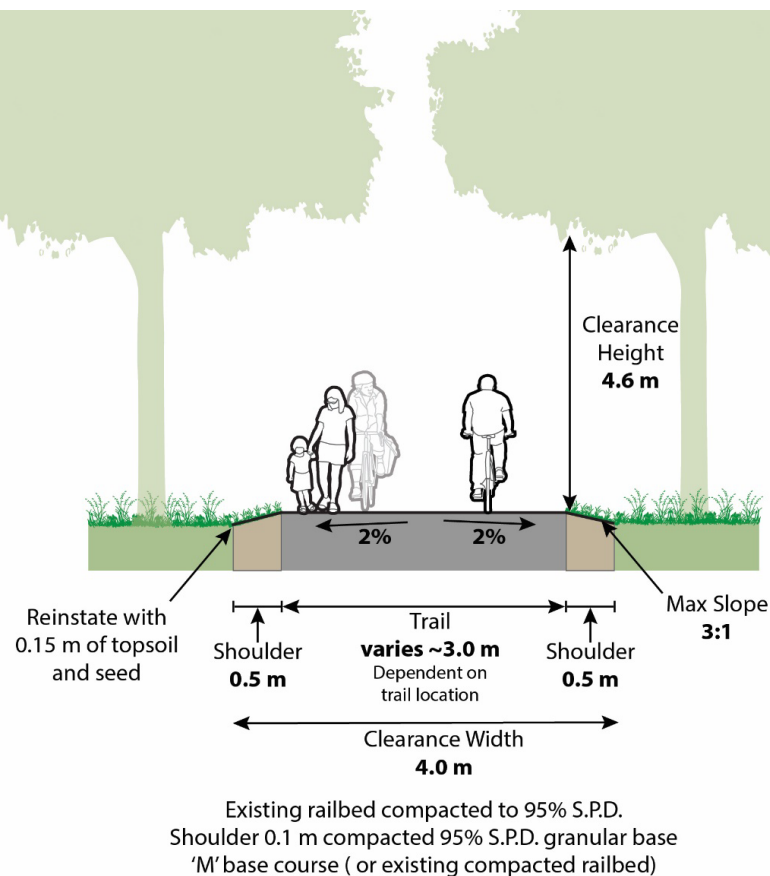
There are a number of opportunities for consistent trail development throughout the Frontenac County. The following section outlines trail design practices for trails in the County. Consistently developing trails according to these design practices would help provide a network of trail types to connect destinations where people live, work, and play. Moreover, developing trails according to clear standards would mitigate challenges that may otherwise deter people from using the trail. An obstacle or trail feature will pose a significantly different challenge to a hiker versus a cyclist. For example, a tight switchback with rock steps may be viewed as challenging to a mountain bike rider travelling downhill whereas a hiker walking uphill will view the same feature as no more difficult than a staircase. Identifying trail typologies where such a feature is appropriate helps set expectations for trail users and creates an enjoyable experience.

4.5.1 Trail Typologies

Primary Trails

Primary trails form the basis for a trail system. As such, new trails should provide connection to these major arteries. The K&P Trail makes up the major north-south route of the County active transportation network. The Cataraqui and Trans Canada Trail form major east-west routes within the network. Figure 29 shows proposed primary trail dimensions from the 2014 Trail Concept Plan.

Primary trails should meet or exceed accessibility requirements for active transportation and also allow for maintenance vehicle access. Segments should be appropriately signed to indicate whether motorized recreational vehicles are allowed.



Notes:

1. Trail to follow line of constructed grade unless otherwise noted.
2. Trail to be at same grade as shoulder.
3. Trail surface to be smooth and even throughout.
4. Remove deleterious material (clay, etc.) that resists compaction.
5. Fill with granular 'M' material where necessary and compact to 95% SPD.
6. Where widened sections change, form a smooth transition between widened area and existing shoulder.
7. Clear vegetation to edge of shoulder.
8. Pruning of existing vegetation should follow proper horticultural techniques and be appropriate for the species in question.
9. All dimensions are in metres unless otherwise noted.

Figure 29. Cross section and design standard for Frontenac County primary trails.

Table 11. Primary Trail Characteristics.

Surface	Minimum Width	Cross Slope	Longitudinal Slope	Maintenance	Other Features
Paved asphalt or soft surface	3.0 m, not including 0.4 m horizontal clear zone on either side of the trail, where achievable	Minimum 2% centre crown, 5% maximum	5% maximum	May be considered for lighting and year round maintenance. Designed for higher trail traffic than secondary or foot / hiking spurs	- The 2014 Trail Concept Plan recommended optional rest areas approximately every 500m, located outside of the trail clear zone. Less frequent placing, such as every 2 to 5 km, is recommended to balance cost and user experience. - Optional centre line

As shown in the table above, the type of surface will depend on erosion control concerns and traffic. Soft surface trails are generally acceptable in areas without heavy amounts of trail traffic, provided they provide access for people using mobility devices.

The following figure shows cross-sections of paving types that may be used along primary trails in Frontenac County.

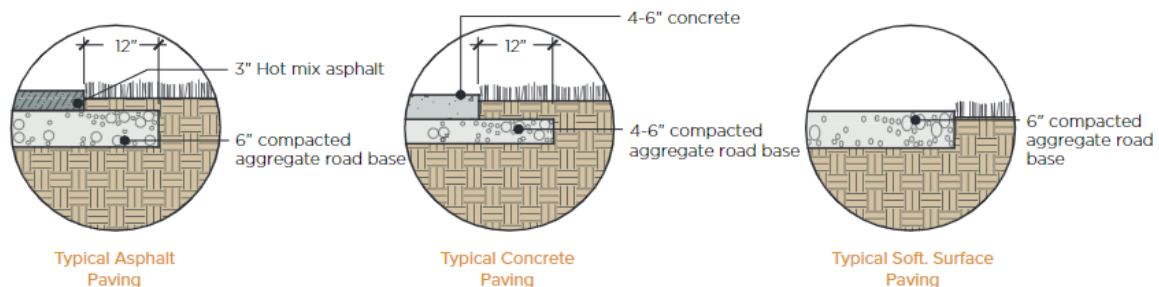


Figure 30. Suggested cross-sections by trail surface.

Secondary Trails



Figure 31. The Howe Island Trail is secondary trail used primarily for recreation in the Frontenac Islands.

Secondary trails provide additional connections to local destinations. They are meant for walking and cycling during spring, summer, and fall. However, they may be used for skiing or other uses during the winter. The diagram on the following page, from the 2014 Trails Concept Plan identifies a minimum width of 2.4 metres, in areas where bidirectional bicycle traffic is expected.

Table 12. Secondary Trail Characteristics.

Surface	Minimum Width	Cross Slope	Longitudinal Slope	Maintenance
Granular/gravel surface (may be hard surface where erosion occurs)	2.0 m or 2.4 m where designers expect cycling traffic in both directions	Minimum 2% centre crown, 5% maximum	5% maximum for accessible trails or 10% over distances less than 100 m	Maintenance only where required, such as low laying areas or washout areas

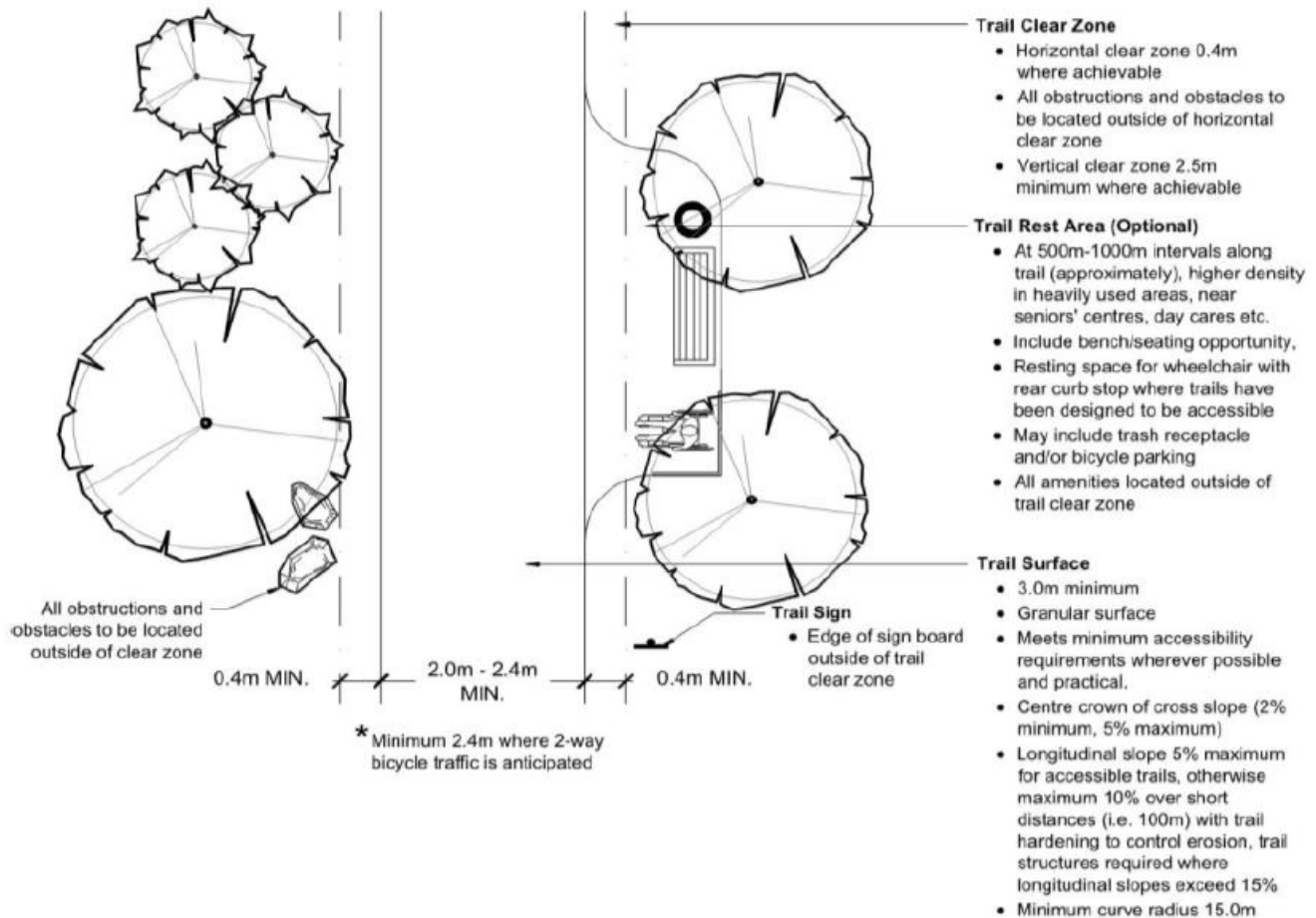


Figure 32. Secondary trail diagram from 2014 Trails Concept Plan.

Hiking Trails

Located in sensitive natural areas, foot or hiking trails are narrow paths for recreational hiking and walking. Foot or hiking trails are sometimes created by formalizing desire lines worn into an unpaved surface by repeated walking. Sometimes, a hiking club could create an agreement with a land owner to create a more formal path. An example of this scenario is the Kennebec Wilderness Trails, created as part of a parkland agreement with a local developer. The land is owned by Central Frontenac, but managed by the Wilderness Trails Club.



Figure 33. A hiking trail in Frontenac Provincial Park (www.thegreatwaterway.com).

Table 13. Hiking Trail Characteristics

Surface	Minimum Width	Cross Slope	Longitudinal Slope	Maintenance
Natural surface (dirt/woodchip). May use a granular surface or boardwalk in especially sensitive areas	0.75 m to 1.5 m	Varies	Varies	Maintenance only when required



Figure 34. Kennebec Wilderness Trails map (Kennebec Wilderness Trails Club).

4.6 Recommended Crossing Improvements

Trail crossings at roadways should provide users a seamless experience as they continue along the trail. Well-designed trail crossings are comfortable to users of all ages, from children to elderly people. Trail crossings at roadways provide connectivity to intersecting roadways, especially if the roadway features paved shoulders or other active transportation infrastructure. The majority of intersections along the trail meet streets at a perpendicular angle. This type of intersection is preferred. However, in some cases, the trail intersects roadways at an obtuse angle, which lengthens the crossing for trail users and increases exposure to motorized vehicles potentially moving at high speeds. The trail/road crossing toolbox includes:

Marked Crosswalk: A crossing location usually found at intersections with traffic signs, pedestrian signals or stop signs. Trails near intersections could be rerouted to an intersection that is stop controlled to use the marked crosswalk.

Pedestrian Crossover (PXO): A pedestrian crossover is a designated crossing area that allows pedestrians to safely cross the road where vehicles must yield to the pedestrian. There are four types of PXOs, which are context sensitive based on specific locations. Generally, PXOs use a combination of a marked crosswalk with other components including side-mounted signs, rapid rectangular flashing beacons, and overhead signs. However, they are intended for low speed, low volume roads.

Considering the high-speed nature of most of the roadways in the County and their context, a crosswalk or a pedestrian crossover is not an option for enhanced trail/road crossings. The active transportation plan does include recommendations for PXOs in low volume/speed situations and where it supports the surrounding land use (i.e., near a seniors' centre). For the purposes of this trail/road crossing enhancement program, the drivers will continue to have right-of-way at mid-block locations.

For further details on the treatments and applications of pedestrian crossovers, see Ontario Traffic Manual Book 15: Pedestrian Crossing Facilities (2016).

There are a number of other infrastructure tools appropriate to enhance trail/road intersections:

- **Line-of-sight:** Improve line-of-sight for vehicles and trail users through design, parking limitations around the crossing and vegetation control/maintenance.
- **Speed control on the roadway:** Engineering additions can be implemented to the roadway to lower vehicle speeds, such as vertical or horizontal deflection and other traffic calming measures.
- **Trail speed control:** Use design cues to signal to trail users that they are approaching a crossing. This can be achieved by paving a section of trail in advance of every paved roadway crossing (i.e., 15 metres).
- **Roadway signage:** Improve the visibility of signage by following OTM Book 6 sign selection and placement guidance. Book 6 states that Trail Crossing (Wc-32) signs be placed on both advances to a trail crossing. The placement varies based on the roadway's speed. Further detail is provided in section 4.7.1.
- **Trail signage:** Ensure that trail users understand crossing expectations by continuing to utilize trail-sized stop signs. Additionally, improve wayfinding signage associated with the trail system and, where appropriate, trailheads.
- **Construction practices:** Within urban cross-sections with concrete sidewalk adjacent to the trail, verify that construction practices do not leave a difference in grade between concrete and asphalt surfaces.

The following section includes specific detail for trail crossing improvements in different contexts throughout the County. For each context, examples of trail crossings are provided with recommendations to improve the crossing. These recommendations can be used to apply to other trail crossings in the County. The contexts for trail crossing improvements are:

- Primary trail crossings of higher speed roadways.
- Primary trail crossings of side roads.
- Primary trail crossings in hamlets.

4.6.1 Primary Trail Crossings of Higher Speed Roadways

Many of the main roads in Frontenac County have high speed limits which limit the possibilities for a trail crossing that gives priority to people using the trail. Strategies for trail crossings in this context focus on making the crossing as direct as possible, adding signage to clarify priority, and to warn people travelling on the road to be aware that there is a crossing ahead.

Tay Havelock Trail, within the Village of Sharbot Lake

Figure 35 shows an angled trail crossing at a major roadway (Road 38). An existing sidewalk represents a more urban cross-section for the roadway and is an indication of future development in this area over the long term. The crossing features a trail crossing warning sign where the roadway meets the trail.



Figure 35. Angled crossing of the Tay Havelock Trail over Road 38 in Sharbot Lake. Motorized vehicles are allowed (Google).

The following types of improvements could be considered for trail crossings with a similar context:

- **Motorist Signage:** Add trail crossing warning signage in advance of the crossing. Retain the existing warning signage at the crossing itself.
- **Trail Signage:** Add stop signs on the trail to clarify provincial law. Motorists have the legal right-of-way at unmarked trail crossings.
- **Trail Surface:** Pave the trail within 15 metres of the crossing.
- **Other Recommendations:** Grind the curb cut to remove the concrete lip between the sidewalk and the asphalt roadway. Consider additional improvements should the area develop a more urban context.



Figure 36. An existing trail crossing sign.

K&P Trail, Cole Lake

The K&P Trail meets Road 38 north of Cole Lake at an obtuse angle. This location is a popular location for recreational users to park their vehicles to access the trail. In contrast to the example angled crossing in Sharbot Lake, this location's existing land use context is more rural in character. In addition, this segment of the K&P Trail allows motorized vehicles in addition to active uses.



Figure 37. Angled crossing of K&P Trail in Cole Lake looking south, motorized vehicles are allowed (Google).

The following types of improvements could be considered for trail crossings with a similar context:

- **Motorist Signage:** Add trail crossing warning signage in advance of the crossing and at the junction.
- **Trail Signage:** Retain existing stop signs for trail users. Consider adding additional crossing warning signage along the trail in advance of the intersection. No trail crossing signage currently exists to warn drivers on Road 38.
- **Trail Surface:** Pave the trail within 15 metres of the crossing.

K&P Trail, North of Godfrey

The K&P Trail meets the paved shoulders of County Road 38 at an obtuse angle. The high speed roadway intersects with the trail at a blind crossing, minimizing trail user and motorist visibility. To cross at this location, trail users should cross the roadway at a 90 degree angle and use the roadway shoulder before turning onto the path. Otherwise, trail users cross at an angle, increasing exposure time.



Figure 38. Blind Crossing of K&P Trail over Road 38, north of Godfrey, looking south. Only non-motorized vehicles are permitted (Google).

The following types of improvements could be considered for similar trail crossings:

- **Geometric Improvements:** The existing crossing could be realigned so that users cross at a right angle with the roadway. The existing shoulder would be utilized to facilitate this realignment.
- **Motorist Signage:** Install trail crossing warning signage at the trail crossing and in advance of the intersection.
- **Trail Signage:** Retain existing trail stop signs to clarify legal right-of-way. Consider advance warning signage to indicate the approach of a blind crossing.
- **Trail Surface:** Pave the trail within 15 metres of the crossing. Consider adding pavement markings to indicate that trail users are approaching a blind crossing.
- **Vegetation:** Maintain vegetation to provide adequate sight lines. Keep vegetation out of clear zone.
- **Other recommendations:** Routine sweeping will provide a higher quality trail user experience when using the shoulder to negotiate the trail crossing.

4.6.2 Primary Trail Crossings of Side Roads

While side roads are generally lower volume and speed roads, it is still important improve these crossings to clarify priority, increase crossing conspicuity, and enhance user experience. The following examples summarize recommendations for improvements at these trail crossings.

K&P Trail and Boyce Road, K&P Trail and Petworth Road, Hartington

Gates are located at each of these trail crossings. Non-motorized users are prohibited from this segment of the K&P Trail.



Figure 39. Gated crossing in Hartington at K&P Trail and Boyce Road.



Figure 40. Existing trail gate crossing Petworth Rd in Harrowsmith, South Frontenac.

The following types of improvements could be considered when a primary trail crosses a secondary road:

- **Motorist Signage:** Instead of gates, install signage at trail entrances to clarify that they are not roadways. Add advance trail crossing warning signage to indicate the presence of a trail.
- **Trail Signage:** Add/retain stop signs for trail users.

Cataraqui Trail and Hogan Road, West of Sydenham

The topography at this location poses sight line challenges, since the trail crosses Hogan Road at the top of a hill. Hogan Road is a low volume, unpaved roadway. The trail crosses at a slight obtuse angle.



Figure 41. Topography (Hilly) crossing of Cataraqui trail west of Sydenham. Only non-motorized vehicles are permitted (Google).

The following types of improvements could be considered where primary trails cross secondary roads:

- **Motorist Signage:** No trail crossing warning signage is present at this location. Add trail crossing warning signage in advance of the crossing and at the crossing.
- **Trail Signage:** Existing trail signage identifies the trail. Add advance warning signage for trail users as well as stop signs at the crossing.

4.6.3 Primary Trail Crossings in Hamlets

Within hamlets, roads generally have lower speed limits, allowing for a greater variety of options for crossing treatments, including giving crossing priority to people using the trail in some situations. The following examples highlight some recommendations that can be made for primary trail crossings in hamlets.

Cataraqui Trail and Wilton Road, Harrowsmith

In 2019, the Hamlet of Harrowsmith realigned four roadways leading to the hamlet's centre. A new roadway segment was installed adjacent to the existing Cataraqui Trail between Colebrook Road and Wilton Road. The trail is now a multi-use path adjacent to the roadway for this short section. Although the new path provides an enjoyable user experience, the crossing at Wilton Road could be modified for trail user comfort.



The following types of improvements could be considered for similar trail crossings:

- **Pavement Markings:** Add a pedestrian crossover (PXO) across Wilton Road, giving trail users the right-of-way when crossing at the pedestrian crossovers. This location may be suitable for a marked crosswalk, side-mounted sign, and rapid rectangular flashing beacons. However, additional engineering is needed to determine design details.
- **Motorist Signage:** The new sidepath improves trail user visibility. Add trail crossing warning signage for enhanced visibility.
- **Trail Signage:** Retain existing stop signs for trail users. Add wayfinding signage to describe connection into Harrowsmith via bike lanes on Wilton Road and County Road 38.
- **Trail Surface:** Pave the southern leg of the crossing for 15 metres.
- **Other Recommendations:** Widen the curb ramp apron to improve access across Wilton Road.

Figure 42. New road configuration in Harrowsmith at traffic light.

Cataraqui Trail/K&P Trail and Road 38, Harrowsmith

This location features a small trailhead and wayfinding signage. Trail users travelling southeast must cross Road 38 to reach the parking area, wayfinding signage, or to continue along the K&P Trail. The crossing is located within Harrowsmith.



Figure 44. The Cataraqui Trail and Road 38, facing southwest (Google).



Figure 43. The Cataraqui Trail and Road 38, facing northeast (Google).

The following types of improvements could be considered at primary trail crossings of roadways within hamlet areas:

- **Crossing Upgrade:** Should the speed/volume of this roadway change over time with the future development of Harrowsmith, this location would be a candidate for a pedestrian crossover (PXO). This would increase the trail crossing visibility.
- **Parking:** Limit the ability to park on the shoulder near the trail entrance. Prohibiting parking on either side of the roadway could improve sightlines for trail users.
- **Access Control:** The parking area and trail entrance use the same entryway. Provide a separate entrance for people arriving to the trailhead by motor vehicle or by active transportation.
- **Motorist Signage:** Provide advance trail crossing warning signage and warning signage at the junction. Additional signage may be necessary to clarify trailhead parking protocol and rules.
- **Trail Signage:** Retain exiting wayfinding and information signage.
- **Trail Surface:** Pave the trail within 15 metres of the crossing.
- **Vegetation:** Trim vegetation to maintain sight lines. Do not place closer than existing vegetation.

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4.7 Other Recommended Design Practices

The following section describes additional design practices for trails within the County. These details help create trails that are intuitive for residents and visitors alike. Topics include:

- Signage.
- Erosion control.
- Maintenance.
- Accessibility for Ontarians with Disabilities Act (AODA)
- Access Control.

4.7.1 Signage

Signage should be placed in a consistent manner in locations that are visible and at appropriate heights for users line of sight. Signage that clearly identifies the length, slope, difficulty, permitted/suggested uses etc. for users to make informed decisions should be installed at trailheads and trail entrances. Warning signage should be installed to indicate potential hazards or upcoming change of conditions.

Recommendations:

- Locate warning signs appropriately ahead of the specific hazards to which they refer, such as road crossings, steep terrain, trail narrowing, and stop signs.
- Use trail crossing signage (Wc-15) along with the supplementary “CROSSING” signage tab (Wc-32t) to alert motorists to trail crossings. The *Ontario Traffic Manual Book 6: Warning Signs*, states that warning signs should be installed on both approaches. Placement location varies according to the roadway’s posted speed limit:
 - 140 metres from the crossing on 50 km/h roadways.
 - 225 metres from the crossing on 60 km/h roadways.
 - 335 metres from the crossing on 80 km/h roadways.



Figure 47. Pedestrian and bicycle crossing ahead (Wc-15) above and crossing warning tab (Wc-32t) below (Ontario Ministry of Transportation).



Figure 45. K&P Trail segment dedicated to Harold Clark.

Table 3 – Minimum Advance Placement of Condition A Warning Signs (Requiring Driver Judgement)

Posted Speed (km/h)	Minimum Advance Distance (m)
30	115
40	140
50	195
60	225
70	250
80	280
90	310
100	335

Figure 46. Minimum Advance Placement Chart (OTM Book 6).

- Install wayfinding signage at decision points to assist trail users. Wayfinding signage is also useful to direct trail users to population centers that could offer restaurants, shopping, lodging, and other amenities. In addition to wayfinding, signage can promote historical and environmental awareness at strategic locations.
- The AODA specifies that trailheads should include signage. Requirements are described in the following section.

4.7.2 Erosion Control

Erosion control is important to consider within the trail planning and design process, with the goal of retaining an area's natural drainage patterns. Trails that follow a corridor's natural contours are better able to maintain natural drainage. This also helps reduce the need for budgeting for and creating man-made drainage structures. Second, slope considerations will also reduce the threat of erosion. Considerations included within Guidelines and Best Practices for the Design, Construction, and Maintenance of Sustainable Trails for All Ontarians are ³:

Definitions

Grade or running slope is the slope of the trail, parallel to the direction of user travel (for both uphill and downhill travel)

Cross Slope is the slope perpendicular to user travel

- Grade should be 5% or less when possible. Grades over 10% may be needed occasionally based on maintaining natural drainage patterns and due to topography.
- Provide level resting areas when grades are above 5%.
- For paved surfaces, cross slopes of 3% or less provide good drainage. Additional cross slope is needed for natural soil trails (5% to 8%). Cross slopes greater than 8% are not recommended.
- Trails should also be constructed with a consistent cross slope for drainage allowance. Cross slope grade must be balanced against accessibility requirements, as detailed in subsequent sections.

4.7.3 Planning for Seasonal Maintenance

Seasonal maintenance helps maintain year-round trails. Currently, local organizations within the Ontario Federation of Snowmobile Clubs (OFSC) are responsible for performing winter maintenance on trails where snowmobiles are allowed. Similar practices are recommended to leverage volunteer involvement for routine trail maintenance to enhance the walking and cycling experience.

Instituting an "Adopt a Trail" program along primary County-owned trails could supplement current maintenance activities. The approach used for the Cataraqui Trail through the Friends of the Cataraqui Trail organization is an example of this approach. The organization completes light maintenance, but mainly focuses on trail monitoring and reporting of conditions. It should be recognized that this kind of

³ <http://www.ontariotrails.on.ca/assets/files/pdf/member-archives/reports/Ontario's%20Best%20Trails%20-%20Full%20Document.pdf>

program would require staff time and funding to initiate and continue over time. At this point, establishing such a program is not recommended, but may be considered in the future.

It is important to consider seasonal maintenance needs during trail design. These include:

- Wider paths can better accommodate maintenance vehicles.⁴
- Vegetation should be located to avoid interference with trail use. This helps avoid low-hanging branches that encroach further into the trail with additional weight from snow and ice.
- For hiking trails, consider closing more sensitive trails as snow melts in the spring. Natural surface hiking trails can be easily damaged by foot traffic while there are significant amounts of standing water on the trail.

4.7.4 Accessibility for Ontarians with Disabilities (AODA)

Many groups face barriers or disadvantaged access to trails. Considering trail accessibility can minimize these barriers. The Accessibility for Ontarians with Disabilities (AODA) Act administers accessibility policies, standards and guidelines relevant to trails and recreational facilities. The AODA states that “The people of Ontario support the right of persons of all ages with disabilities to enjoy equal opportunity and to participate fully in the life of the province”. Within the AODA, Bills 118 and proposed Bill 125, recognize the need to provide for accessibility standards, improve opportunities and facilitate the removal of barriers facing people with disabilities. The County must follow the latest standards outlined in the AODA for all relevant trail developments along primary trails, and secondary trails.⁵

- Consult with people with disabilities and other members of the public before beginning a trail building or renovation process.
- Signage should be located at each trailhead. Signage should feature adequate color contrast, use a sans serif font, and describe trail details (length, average width, narrowest point, amenities, slope and cross slope inclines, surface type).
- Surfaces must be firm and stable. Openings must be smaller than 20 mm to avoid wheelchair wheels or other mobility devices lodging in the cracks.
- Minimum clear width of 1,000 mm, Head room clearance of 2,100 mm.
- Edge protection, such as a railing or other barrier, is required next to water or trail drop-offs.

⁴ <http://ruraldesignguide.com/physically-separated/shared-use-path> Ontario Trails, page 71.

⁵ <https://aoda.ca/accessible-recreational-trails-in-ontario/>

4.7.5 Access Control

Forms of access control such as bollards, gates, or other barrier type are often installed at trail entrances with the intention to restrict unauthorized use of the trail. These forms of access control can pose as a serious hazard to unwary trail users in the event of a collision. Access control can limit trail access for people who are permitted to use the trail but use mobility devices such as wheelchairs. Locations where there is a documented history of intrusion by unauthorized users may be candidates for access control.⁶ Where trail crossings and trailheads exist, the trail should be separate from the motor vehicle access to the trailhead to reduce conflict between vehicles accessing the trailhead and people using the trail.

4.8 Recommended Trailhead Amenities

Trailheads provide a formalized place for people to access the trail. In addition to providing motor vehicle parking, they can provide a range of other amenities for people using the trail. Developing trailheads will promote the trail, formalize access points, and can provide a public space similar to a park setting for people to stop at or meet. Trailheads can be categorized into major and minor trailheads as a framework to determine what kinds of amenities and standards should be available at the trailheads. A decision-making framework to determine the type of trailhead that is implemented at various locations could depend on a variety of factors that include the number of trail users, adjacency to destinations, and location related to other trailheads.

4.8.1 Major Trailheads

Major trailheads are provided at strategic points where parking can be provided and there is a high demand for trail use. Major trailheads may coincide with community or provincial parks or school/park sites, as parking is often available at these sites. These trailheads provide an area for groups to meet and for trail users to plan their route, so mapping is a requirement. Amenities such as benches, drinking fountain, trash receptacles, and washrooms should be provided. Others may include parking, roofed kiosk for signage, trail maps, benches, interpretive kiosk, washrooms, or a bicycle repair station.



Figure 48. Example of a bike repair station at a trail head (Erie Trail, Ohio).

⁶ https://www.fhwa.dot.gov/environment/recreational_trails/guidance/accessibility_guidance/bollards_access.cfm

Recommended Major Trailhead Signage

Signage can be particularly impactful to brand and identify trailheads. The AODA states that signage should be located at each recreational trailhead. See section 4.7.4 for signage design recommendations to meet accessibility requirements.

Types of signage include:

- **Trailhead monument:** These large signs reinforce the trail's brand and show the trailhead's name to differentiate it from others in the system. Monument signs come in creative shapes and materials. They communicate to both roadway users and trail users. They could be located near parking or the trail access point.
- **Trailhead map kiosk:** Kiosks are places where trail users pause to consider the trail's route, access / distance to destinations, important notices from the managing agency, and use restrictions. Kiosks are usually placed along the primary route from the trailhead parking area to the trail. They should be compliant with AODA requirements.
- **Trail markers:** The County has produced wayfinding signs to be posted at smaller trail access points. They include segment maps as well as accessibility information. This sign type is helpful for trails users to orient themselves before embarking on a walk or ride along the trail.
- **Kilometre Markers:** Placed at one kilometre intervals along the trail, these markers help users gauge distance travelled, and can assist with locating maintenance concerns.

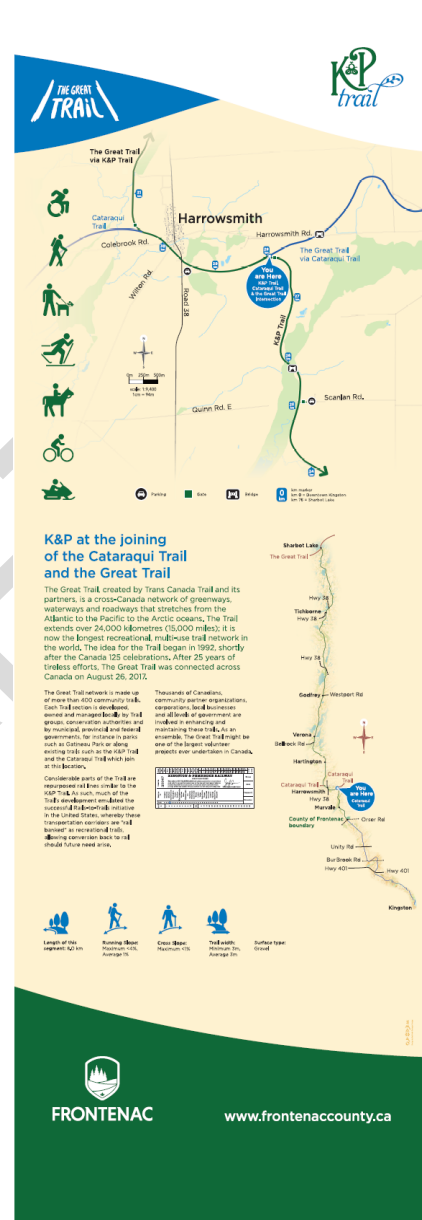


Figure 49. Example of major trailhead wayfinding signage that can be found on the Frontenac K&P Trail.

4.8.2 Minor Trailheads

Minor trailheads do not include dedicated parking lots but may include street parking, where available. These trailheads are smaller in scale and typically include fewer facilities such as a waste receptacle, benches, and railing/fencing. Minor trailheads may contain a trailhead map kiosk and a trail marker to help orient trail users.



Figure 50. Example of minor trail head, Toronto, ON.

Trail Standard Summary

This chapter reviewed the existing conditions and practices related to trail planning, implementation, and management within Frontenac County in the Benchmarking sections. Due to the variety of stakeholders involved, existing standards vary. The chapter provided recommendations on how to improve and unify approaches to trail planning, implementation, and management based on a classification system. The recommendations also provide examples of how to improve existing trail facilities, through enhanced, context appropriate treatments where trails cross roadways.

For a summary of county-wide trail recommendations see section 6.2.



Figure 51. Wayfinding signage located at all Frontenac K&P Trail access points or trailheads.

5. Education and Programming

5.1 User Profiles for Active Transportation Programming

As established in the [Frontenac Charter for Economic Development \(2015\)](#), Frontenac County is well positioned to grow active transportation use, both for recreational and for utilitarian purposes. The County is already a well-known destination for outdoor activities, and with some relatively low-cost programs and projects, the County could define itself as a leader in rural active transportation in Ontario.

Effective programs to encourage and support more active transportation in the County require a strong understanding of how different user groups make use of the County's roads and trails. The two user types are defined below:

Recreational Active Transportation Users

These users are defined as those who walk, bike or wheel not to access any particular destination, but simply for the experience of engaging in active transportation. Bike tourism is an important aspect of recreational cycling, as active tourists are increasingly looking for unique experiences to connect with nature and culture through cycling. This category can include local residents who visit the trails for a daily walk, touring cyclists who are on multiple-day trips, families riding their bikes with their children or people walking their dogs, among others. Many of these users will tend to prefer facilities that are separate from automobile traffic, and are content with driving to a trailhead to gain access to an off road trail. These users will also use paved shoulders for walking or cycling, particularly in areas where access to trails may be limited. For bike tourists and those hiking long distances through the County, connecting from the off road facilities like trails to the amenities that they need in a direct, comfortable fashion, including restaurants, cafes, shops and accommodations, is also an important consideration.

Utilitarian Active Transportation Users

These users are defined as people travelling to a particular destination for a particular purpose – for example, someone walking to school, riding their bike to the library, or wheeling to the corner store. Utilitarian users can have many motivations for choosing active transportation to get to their destinations, including, but not limited to, health reasons, cost savings or environmental reasons. Utilitarian users often prefer direct routes to their destinations, but will choose facilities like trails, which keep them away from vehicular traffic, even if the route requires a slight detour.



Figure 52. Bikes left on Howe Island over the winter, ready to go when horseback riding lessons resume. Parents drop kids off at the ferry dock on the other side for kids to walk on and then ride to their lessons.

In most cases, programs that benefit recreational users also benefit utilitarian users. The inverse, however, is not always true. Some programs are specifically designed to make utilitarian active transportation a more common occurrence. This Plan focuses on efforts that will improve the experience of both user groups while working with the resources available in Frontenac County.

5.2 Active Transportation Programs that Benefit Both Users Types

Trail rides and community walks

For residents who have not walked or biked in their community in recent memory, one of the most significant hurdles to overcome is the inertia of their existing transportation choices. A low-cost, low risk way to encourage people to try a new way of getting around is to host a series of social, community-oriented walks and bike rides around the Frontenac County. Focus efforts in areas where trail access is already high and in communities where amenities and historical buildings are all in relatively easy walking or cycling distance. Assist local residents in organizing and leading the rides and walks by producing a toolkit for event organizers, which can include tips for a successful event, materials to facilitate the walk (including high-visibility vests to help identify walk and ride leaders and a speaker and amplification system if necessary) and provide the necessary liability insurance coverage for the event through the County. Encourage townships to recruit ride and walk leaders, and provide promotional materials, administrative support and logistics support through the County as necessary to ensure that the walks and rides are run in a professional, safe and enjoyable manner across the County.

Trail etiquette – non-motorized messaging vs multi-use facilities messaging

Frontenac County's trails host a wide variety of trail users. Non-motorized sections of the County's trails see use by walkers, runners, cyclists, hikers, equestrian users, people with mobility devices and more. On some of the trail sections in the County where motorized use is also permitted, the trails see the addition of ATVs and other motorized users, which can create conflicts when trail users are unclear about who has the right-of-way. A general principle for trail etiquette is that **motorized users yield to non-motorized users, always**. Encouraging ATV users to pass at walking speed is an easy message to convey that helps people walking and cycling feel safer on the trail when they encounter ATV users.

In non-motorized sections of the trails in Frontenac County, signs that indicate expected yielding behaviours should show that bikes and pedestrians both yield to equestrian users where permitted, and that bikes yield to pedestrians. Examples of appropriate signage are shown to the right.



Figure 53. Trail courtesy signs for non-motorized sections of trail and multi-use sections of trail.

Work with the local and regional ATV clubs, as well as neighbouring trail managers to ensure that messaging about yielding to non-motorized users is widely shared with ATV users who come to Frontenac County to experience the trails. These messages can go a long way towards creating better relationships on the trails between all user groups.

Community Partnership Wayfinding Program

In many cases, the trails in Frontenac County run near a community centre or amenity like a restaurant, café or community facility, but those amenities are not easily seen from the trail itself. Create signage that provides trail users with information about what amenities are available immediately adjacent to trails, especially in areas like Sydenham, Sharbot Lake, Verona and other settlement areas in the County. As more people come to the County to enjoy the County's outdoor amenities, it is important to give them the information necessary to encourage them to increase their opportunities to spend time and money at the existing businesses in the County. Consider incentivizing businesses to join the [Ontario By Bike program](#), providing bike parking, water bottle refills and other basic amenities for people on bikes, in exchange for placement on signs directing residents and visitors to their location, increasing traffic and revenue.

Touring routes and itineraries

The Frontenac County's geographic location, with proximity to some large urban centres in Eastern Ontario, makes it very well positioned to be a hub for outdoor recreation, leading to increased tourism spend and economic development in the County. Active tourism users are increasingly seeking out ready-made itineraries and routes when planning their trips. For users unfamiliar with the County, providing touring cycling routes or long-distance hiking routes, complete with suggested stops and route maps can help to encourage them to venture south to Frontenac Islands or North into the townships of South, Central and North Frontenac from Kingston to explore and experience what the County has to offer. Consider creating itineraries that highlight the communities along the K&P Trail with suggested stops for dining, shopping, arts and sightseeing to encourage more tourism along the trail. For an excellent example see what has been done with the [Whistle Stop Trail](#) in Elgin County or the [3-Day Windsor Kingsville Essex Tour](#) Itinerary from Essex County.

Bike Parking Partnership

Sydenham High School has manufactured a number of bike racks that comply with accepted bike parking standards. Provide these bike racks to local businesses to increase the available supply of bike parking in the Frontenac County, and consider expanding the partnership with the High School to provide additional bike parking capacity in the future as a way to both develop real-world skills for high school students and to expand the availability of bike parking in the County.



Figure 54. An example of the bike racks made by Sydenham High School.

Alternatively, establishing a bike parking partnership, where the County purchases high-quality, [APBP Bike Parking Standard](#)-compliant bike racks in a significant enough quantity to gain access to bulk pricing and then makes those racks available to businesses and other stakeholders (including municipalities) at cost, can help to increase the supply of bike parking in the Frontenac County.

Consider investing in branded bike racks to deploy across the County, and consider incentivizing businesses to install bike parking by offering them space on local trail maps and trail signs if they install new bike parking or can show that they have existing bike parking that meets APBP standards.

5.3 Utilitarian User Programs

Utilitarian Travel Marketing Programs

In many areas of North America, short trips that were typically done on foot or by bike in past generations have been steadily converted into car trips. While it is true that not all of the Frontenac County's population will be able to access amenities or important destinations in a reasonable amount of time on foot or by bike, within established settlement areas like Sydenham, Harrowsmith, Verona, Sharbot Lake, Marysville and Cloyne, most trips to and from everyday destinations like the post office, the grocery store, place of worship or a restaurant are easily done in 10 minutes by bike or 20 minutes on foot. Consider producing maps that highlight how close amenities are within these settlement areas using a slogan like "It's not that far, Frontenac", borrowing from the "It's closer than you think" campaign developed in the city of Peterborough. This type of message could be delivered as a flyer to households within a certain radius of amenities, and could be featured on posters and other print materials displayed in public areas and at popular destinations. While the context of the communities in the County are different than Peterborough, in communities like Sydenham all of the everyday amenities like schools, libraries, grocery stores, etc are all located within a 4 kilometre radius, and many are easily accessible from the trails in the County. The maps and promotional materials for the campaign can also be shared online by the County and the townships on social media and in print media to encourage more people to try riding or walking for shorter trips in the County.

With the popularity of the Frontenac County's #InFrontenac clothing line, there is the potential to develop a campaign where users can win exclusive #InFrontenac branded items featuring an Active Transportation message as well – this may help to drive engagement and participation in the program.



Figure 55. Example of marketing campaign from Peterborough, ON.

School Travel Planning

Kingston, Frontenac, Lennox and Addington (KFL&A) Public Health works with schools to support Active School Travel using School Travel Planning as a best practice model and approach.

KFL&A Public Health has a [number of resources](#) available to assist communities in developing School Travel Plans to encourage students to get to and from school actively and safely.

For the Frontenac County, developing relationships within schools by helping to facilitate and organize events in conjunction with KFL&A Public Health will be an important first step towards creating a more concerted School Travel Planning effort in the County. Suggested events to start building relationships in more schools include county-wide participation in [Bike to Work Week](#) and [Winter Walk Day](#). Once those relationships have been established, the County can work with schools and other stakeholders to deliver School Travel Planning in schools as their interest in active travel grows. The Ontario Active School Travel group has prepared an extremely comprehensive guide to launching your own School Travel Planning project, [which can be found here](#).

Many organizations in the County, including the OPP and KFL&A Public Health, have existing relationships within schools, and are in frequent contact with staff and administration at most schools in the County for a variety of programs and events. Those connections could be expanded to include more emphasis on cycling education in schools to help to ensure that all students know the rules of the road, and how to operate a bicycle safely. Other suggestions for encouraging more active school travel in the County include:

- Installing Bike Repair stations at all high schools in the County.
- Hosting [Trips for Kids](#) events taking students on mountain bike trips, potentially in partnership with [MTB Kingston](#).
- Providing support for after-school bike clubs.
- Supporting and leading biking and walking school buses, potentially by designating drop off points a few minutes' walk away from the school and leading students (even those who are bussed) on a short, supervised walk to school to boost their physical activity levels. Walking school buses are currently in place in communities across Leeds, Grenville and Lanark Counties through the leadership of the Health Unit in that area. More information about that project, called "Walking the Rural Way" can be found [here](#).



Figure 56. A walking school bus is one school travel planning strategy.

Mobile Bike Repair Workshops

A [recent trend](#) across North America is the utilization of existing public assets – like libraries, community centres and more, as Cycling Hubs. The Frontenac County’s public Libraries and community centres would be well suited to serve as drop in centres where residents could gain experiences and skills necessary to be a more confident cyclist. Consider partnering with local bike shops to deliver bike repair workshops, providing the shop with funding and resources to deliver new programs around the County. Drop in events at libraries or community centres could serve as opportunities for people to get free safety equipment like lights or bells for their bikes, learn basic bike maintenance, practice safe cycling skills, access cycling and trails maps and connect with other cyclists or trail users in the community.

Frontenac in Motion Grants program

Often, stakeholders within the community are ideally situated to deliver new programs, but they lack the necessary resources to do so. Consider creating a “Frontenac in Motion” Grant to support community partners in developing new cycling programs and scaling up their existing efforts⁷. This is an excellent way to support your cycling champions and to ensure that they are able to use their connections to grow the culture of cycling in the Frontenac County, and to create stronger connections between the County’s active transportation community and their growing arts and culture community. Ensure that grants are available to stakeholders in each of the local municipalities so that active transportation and trail use partnerships can grow in every sector of the County.

⁷ For a good example of a similar grant program, see what Bloomington, Indiana has created with their Local-Motion Grant program here: <https://bloomington.in.gov/grants/local-motion>

6. Summary of Recommendations

This chapter describes infrastructure, policy, and programs recommendations for the Frontenac County. Recommendations were formed based on the existing conditions (Chapter 2), from input received from County residents (Appendix II), a review of existing conditions (Chapter 3), a review and best practice recommendations for trails (Chapter 4), and input received from County, Township, and hamlet staff. This chapter begins with a description of the recommendation development process. It then summarizes infrastructure, policy, and programs recommendations throughout the County.

6.1 Network Development

The development of an active transportation network forms critical linkages between neighbourhoods, schools, hamlets, and neighbouring jurisdictions. The following are guiding principles to summarize the development of the network.

- **Build from previously planned infrastructure projects:** County and township staff were consulted during the planning process to learn more about planned and program infrastructure projects. Details are provided within network maps and accompanying tables to describe the location of these projects and their respective design and funding details.
- **Develop a Spine Network:** It is recognized that building primary trails to every community may not be possible due to various limitations. In order for an active transportation network to connect to communities throughout the county, Spine Network should be developed that designates off road and on road facilities that achieve this goal.
- **Facilitate connections to Primary Trails:** As discussed within the Trail Standard, primary trails form the backbone of the County's trail system. Connecting users to these trails via on road infrastructure and secondary trails could increase the number of destinations accessible for utilitarian and recreation trips.
- **Propose options for completing active transportation network gaps:** Review and consider how gaps in the existing network can be filled to leverage existing infrastructure.
- **Use Facility Selection Frameworks to Determine Facility Type:** The Ontario Traffic Manual Book 18 includes a Facility Selection Framework that considers existing condition variables to support the decision-making process to determine the appropriate facility type that should be implemented.
- **Utilize lessons learned from fieldwork and public engagement:** The project team integrated ideas heard from residents within the network development process. Resident-proposed ideas from the online interactive map and in person engagement sessions were translated into recommended infrastructure projects and policy items. As a result, network improvements will facilitate easier and more comfortable active transportation connections to popular destinations.

6.2 Infrastructure Recommendations

The following table outlines the suggested project and policy investments that the Frontenac County should prioritize in order to achieve a safe and connected active transportation network. The 'location' column corresponds with the Network Development Maps in the Appendix. The location indicates the area in the County that the work would be completed, not who would fund the project. The 'project name' column identifies the main goal of the recommendation and the 'detail' column outlines specifics about each project. The prioritization in the table below is based on current and future funding availability, as well as the input from residents and township staff.

Table 14. Infrastructure Recommendations

Reference Code	Recommendation	Priority	Details
CW-A	Complete K&P Trail from Tichborne to Sharbot Lake	High	This section is the final section to complete the K&P Trail from Kingston to Sharbot Lake
CW-B	K&P Trailhead construction in each of the four townships	Medium	Each township will have a maximum investment from the County to develop a trail head along the K&P Trail for user access. See Trail Standard for more details
CW-C	Accessible gates along the K&P Trail	Medium	For safety and accessibility reasons, the gates along the K&P Trail should be made accessible or removed entirely
CW-D	Trail maintenance in low lying, flood prone areas	Medium	Develop and maintain a database of issues and required trail maintenance related to flooding
CW-E	Verona Trail Head	Medium	In 2016, the County purchased the property 6503 Road 38 and in 2017 remediated the property for use as a parking lot for trail access to the K&P Trail. After consultation in late 2017, the concept plan for high level design was created in early 2018. This project is a County responsibility
CW-F	Planning the spine network designation	Medium	With completion of bulk of short-term recommendations, the County is to work in conjunction with the townships to formalize the spine network as a designation

6.3 Policy Recommendations

The following are recommendations for policy development that can be used to strengthen Official Plan Policy and direct development to support active transportation in the Frontenac County.

Growth of Hamlets

Growth in the County is primarily directed within the hamlets. Looking to the typical planning horizon of 20-30 years applied to Official Plan policy, the townships will need to consider how active transportation infrastructure can be facilitated into the land use and road pattern of these communities. Whether it is in the form of land dedication commitments in the development of subdivisions or infrastructure investments to close gaps in the existing network, this is to be a key component of township planning documents looking to the future.

The gap analysis in this Active Transportation Plan is a tool to be used by the townships in the development of policy within their respective Official Plans to aid in the construction of future active transportation infrastructure.

In order to support active transportation initiatives, policies in the Township Official Plans should include language requiring sidewalks on both sides of arterial roads in Hamlets. Similar policies could be included related to new sidewalks, crossings, paved shoulders or a completed section of a trail in the area of development as part of a Planning Act approval process (i.e., site plan approval application or plan of subdivision).

Paved Shoulders

The paved shoulder network is currently extensively used by local and visiting cyclists and pedestrians. An increase in paved shoulders provides an opportunity for looped routes leading off the K&P Trail or the Waterfront Trail and accessing inland communities, resulting in further tourism visits.

The County should work with the townships to adopt policies supporting the implementation of paved shoulders as part of road reconstruction and rehabilitation projects. The townships should consider how they could complete this work in conjunction with road reconstruction work being completed in adjacent municipalities.

The preferred approach is the best practice for paved shoulder design. See Appendix IV for detailed information as well the Ontario Traffic Manual Book 18 update.

Regional Trail Systems

The K&P Trail is identified as part of the spine network. In order to market and grow the popularity of the trail the County will participate in regional partnerships to ensure the K&P Trail is included in regional and provincial networks. Examples include:

- Kingston K&P Trail.
- Province-wide cycling Network (MTO).
- Trails of Distinction designation.
- Eastern Ontario Trails.
- The Great Trail (Trans Canada Trail).

Table 15. Policy Recommendations

Reference Code	Recommendation	Priority	Details
PR-A	Growth of hamlets	Medium	The County should work with townships should include language in their Official Plans to require sidewalk construction in hamlets as part of capital projects. Policies should be in place to leverage development to support the construction of sidewalks, crossings, paved shoulders, or trails through the site plan approval or plan of subdivision process
PR-B	Paved shoulders	Medium	When the road is reconstructed include 1.5 m paved shoulders on the road
PR-C	Regional trail systems	Medium	Direct County staff to build regional partnerships to ensure the K&P Trail is included in regional and provincial trail networks

6.4 Education and Programming Recommendations

The recommendations for education and programming around active transportation are based on the examples and initiatives discussed in section 5. The following table summarizes the recommendations.

Table 16. Education and Programming Recommendations

Reference Code	Recommendation	Priority	Details
EP-A	Trail rides and community walks	High	Develop a toolkit for ride and walk organizers, including safety vest, signage, etc. The County should provide necessary liability insurance coverage for the event. The County to work with townships to recruit ride and walk leaders, and provide promotional materials, administrative, and logistics support as necessary
EP-B	Trails mapping and collaboration	Low	Work with trails partners to promote trails in region and better communicate the types and conditions of trails
EP-C	Trail etiquette	High	Establish a trails code of conduct and engage in a campaign to educate the public on trail etiquette and yielding to different types of trail users
EP-D	Community partnership wayfinding program	Medium	Work with local businesses to support trail users by joining programs such as Ontario By Bike and providing basic amenities in exchange for posting signage along the trail directing users to these businesses and other local amenities
EP-E	Touring routes and itineraries	High	Work with trails associations and tour operators to develop itineraries that highlight locations in Frontenac County with suggested stops for dining, shopping, arts, and sightseeing to encourage more tourism
EP-F	Bike parking partnership	Medium	Expand partnership with Sydenham High School to support supply of bike parking in the County. Ensure racks are compliant with APBP Bike Parking standards. Develop a bulk purchasing program to lower the cost of bike parking racks for businesses interested in purchasing them
EP-G	Utilitarian travel marketing program	Low	Develop and initiate a promotional marketing program highlighting how many destinations in the County can be reached by foot or bike

6.5 Best Practices for Infrastructure Selection and Design

Active transportation infrastructure must be built according to established provincial and federal standards. Additional guidebooks and other resources from Canada and the United States are available to facilitate the selection and design of walking and cycling infrastructure. Recommendations to improve the County's active transportation networks are based on:

- Transportation Association of Canada (TAC), *Geometric Design Guide for Canadian Roads* (2017)
- Province of Ontario, *Accessibility for Ontarians with Disabilities Act (AODA): Transportation Standard*.
- Ontario Ministry of Transportation, *Ontario Traffic Manual Book 18: Cycling Facilities* (2013)
- Ontario Ministry of Transportation, *Ontario Traffic Manual Book 15: Pedestrian Crossing Treatments* (2016).
- US Federal Highway Administration (FHWA) *Small Town and Rural Multimodal Networks Guide* (2016).
- Local documents as summarized within Appendix 1.

Varying types of pedestrian and cycling facilities are necessary to create comprehensive networks for active transportation that are safe and inviting. Selecting appropriate active transportation facilities is a context sensitive process. When designing active transportation infrastructure, types of roadway designs are often divided into categories based on the degree to which people walking and cycling are separated from motor vehicle traffic. Generally, as motor vehicle speeds and traffic volumes increase, greater separation is recommended between motorized and non-motorized traffic.

The following table summarizes the infrastructure tools contained within each category: mixed traffic, visually separated, and physically separated. The tools shown under each graphic are recommended within the Frontenac County when used within the appropriate context. The following section describes paved shoulder design guidelines from the FHWA *Small Town and Rural Multimodal Networks Guide*. A standardized approach to shoulder design would expand the availability of relatively low stress infrastructure for walking and cycling by retrofitting existing roadway conditions.

Table 17. Active Transportation Infrastructure Categories from the FHWA *Small Town and Rural Multimodal Networks Guide*.

 Mixed Traffic	 Visually Separated	 Physically Separated
Context: Appropriate only on low traffic volume, low speed roadways. May be used as interim measures, if appropriate.	Context: Generally appropriate on roadways with low to medium traffic volumes and speeds. May be used as interim measures, if appropriate.	Context: Highest level of user comfort. Appropriate along roadways with higher traffic volumes and speeds. May be used along lower speed and volume roadways, as appropriate.
Recommended Infrastructure: • Advisory lane • Neighbourhood greenway	Recommended Infrastructure: • Bike lane • Buffered bicycle lane • Paved shoulder • Pedestrian lane	Recommended Infrastructure: • Sidewalk • Protected bike lane • Shared use path / trail (paved or unpaved)

7. Implementation and Funding

Townships Public Works departments are encouraged to integrate infrastructure recommendations into their capital works budgets and plans, and to include active transportation infrastructure in future redevelopment projects. Pairing projects with planned capital works projects, including road repair, resurfacing, and reconstruction can lower the implementation cost compared to undertaking projects separately. An example of a township implementing a recommended project in coordination with its capital works plans is the cycling lane and sidewalk improvements in Harrowsmith when construction and road realignment for the traffic light was completed in 2018.

7.1 Funding Mechanisms

The County and townships should regularly review provincial and national funding opportunities. The following are some programs that have been used to fund active transportation projects in other jurisdictions in Ontario. Funding programs are subject to change, therefore the programs presented may be out of date.

Development Charges

(Pending changes to the Development Charges Act through Bill 108)

It is recommended that if Frontenac County proceeds with a regional development charges bylaw, that Active Transportation Infrastructure be included as part of the bylaw, including funding for projects that consist of secondary links to the spine network.

Township Community Improvement Plans

It is recommended that at a minimum, bicycle parking be added as an eligible grant project within the variety of Community Improvement Plans available across Frontenac County.

Examples of similar policies:

[Our Corridor - Puslinch Township](#) - CIP Grant for bicycle parking may be provided for 50% of the eligible cost of the improvements to a maximum of \$500 (or the total value of eligible costs related to the project, whichever is less).

[Cookstown Community Improvement Plan](#) - Landscaping and Property Improvement grant includes bicycle parking as an eligible project. The maximum grant amount is up to \$2,500 or 50% of the eligible costs, whichever is lesser

[Town of Bolton Community Improvement Plan](#) - Grants for landscape improvements, including bicycle parking, may be provided to eligible applicants for a total of 50% of the landscaping costs to a maximum of \$7,500.

Regional Community Improvement Plan

Frontenac County has the ability to develop and implement a regional Community Improvement Plan. This plan could be used to leverage private-public partnerships on the development of Primary Trails and related infrastructure. It is recommended that the County consider a trail-based plan that focuses on strengthening active transportation connections between communities as well as to support economic development and trail base tourism efforts.

Dedicated Infrastructure Levy

It is recommended that Frontenac County explore the use of the dedicated infrastructure levy, currently set at 0.65%, to fund active transportation infrastructure priorities such as Primary Trails or to provide partnership funds to townships for projects and priorities outlined in this plan. This funding strategy would establish a long term implementation plan with dedicated funds set to see the implementation of that plan take place.

Municipal Accommodation Tax (Trails)

With support from the local tourism industry, it is recommended that Frontenac County consider implementing a Municipal Accommodation Tax to provide base funding for active transportation tourism initiatives, including improvements to regional trails, marketing materials promoting Frontenac County to recreational cyclists, hikers or other related audiences.

7.2 Grants, Partners, and Funding Assistance**BuildON**

The BuildON is a provincial infrastructure funding program which has funded active transportation infrastructure such as sidewalks, trails, and bike lanes in urban and rural communities across the province.

Federal Gas Tax Fund

Gas tax is collected annually by the federal government. Jurisdictions receive a proportion of the federal dollars based on their populations through the Community Works Fund (Federal Gas Tax Program). The Gas Tax Program supports environmentally sustainable municipal infrastructure by funding projects that reduce reliance on the private automobile.

Green Municipal Funds

The Federation of Canadian Municipalities (FCM) manages the Green Municipal Fund (GMF). Eligible capital projects include transportation that must demonstrate the potential to reduce vehicle kilometres travelled in a single occupancy vehicle by encouraging active transportation. Matched funds are required.

Infrastructure Canada

The programs of Infrastructure Canada are the Active Transportation Fund, New Building Canada Fund (NBCF) and the aforementioned Gas Tax Fund. Typically, the federal government contributes one-third of the cost of municipal infrastructure projects. Provincial and municipal governments contribute the remaining funds and, in some instances, there may be private sector investment as well. The NBCF supports projects of national, regional and local significance that promote economic growth, job creation and productivity. A number of active transportation projects and roadway and transit projects with active transportation elements have been funded through this program.

Rural Economic Development Program

The Rural Economic Development (RED) program funds projects that stimulate economic growth in rural and Indigenous communities across Ontario. The program has funded projects that improve wayfinding signage to tourism destinations, developing streetscaping projects for community main streets, and the development of economic development and tourism strategies.

Volunteer and Private Sector

The County and townships could seek out partnerships for funding plan recommendations. Funding for improvements and ongoing maintenance could be funded partially through volunteers and donations, either from individuals or service clubs and trail groups. Advertising on trail elements or development of a program for sponsorship could also be used to fund new infrastructure and improvements.



Report 2019-079

Committee Information Report

To: Chair and Members of the Community Development Advisory Committee

From: Alison Vandervelde, Community Development Officer

Date of meeting: July 11, 2019

Re: **Community Development Advisory Committee – Open Farms 2019 Implementation Plan**

Recommendation

This report is for information only. It is intended to solicit advice from the Committee on the implementation of the Open Farms Event to be hosted on September 8, 2019.

Background

On September 9, 2018, Frontenac County staff coordinated the first County-sponsored “Open Farms” event that featured seven local family farms and supported a number of local vendors. The farms saw attendance of 200-600 people over the course of the day, and reported an increase to their overall customer base. [Report 2018-122: Open Farms in Frontenac 2018](#) outlines the history and success of the event and includes recommendations to continue the program.

Comment

Planning Process

Following Open Farms 2018, participants gathered for a debrief meeting on October 10, 2018. During that meeting, all participating farms involved agreed the event should become an annual tradition and they all agreed to participate in 2019.

In early 2019, County staff put the call out for additional farm locations and on March 28, an early planning meeting was held at the Sydenham library for any farms interested in participating. Representatives from 11 local farms, businesses, and organizations attended the meeting. At that meeting, it was agreed among stakeholders that marketing initiatives associated with the event should be undertaken earlier than the previous year and May 1 was set as the deadline for participating locations to register.

Ten locations will participate in the 2019 Open Farms event:

1. Maple Ridge Farm, Sydenham
2. Food Less Travelled, Verona
3. Long Road Ecological Farm, Harrowsmith
4. Five Star Farm, Scanlan Road
5. Frontenac County Plowing Match, Inverary
6. Sonset Farm, Inverary
7. Loughborough Heritage Orchard, Inverary
8. Fat Chance Farmstead, Kingston
9. Otter Creek Farm, Kingston
10. Sun Harvest Greenhouses, Kingston

Each farm location is planning special activities for Open Farms and managing the work to prepare their own locations. Frontenac County staff will coordinate event logistics and manage marketing activities.

Marketing Campaign

Two main target audiences have been identified for the 2019 Open Farms event.

Target Market 1: Hip Foodies

- 35 – 60 years old without children, or with adult children
- Primary audience is in Kingston, but may come from other nearby towns and cities: Napanee, Gananoque, Perth, Westport, Ottawa
- Access to greater disposable income
- Are knowledgeable about the value of locally produced goods, and are willing to pay more for them
- Concerned with the flavour of food and visual aesthetic appeal
- Interested in trying new things
- Want to be seen being connected to trendy food things

Target Market 2: Families with young children

- 30 – 45 years old with children under 10 years of age
- Primary audience is in the City of Kingston and South Frontenac Township
- Looking for a fun day out of the house
- Seeking opportunities to educate themselves and children about where food comes from
- Interested in opportunities to interact with animals, equipment, the land
- Interested in healthy food options for themselves and their children
- Often travel in multi-family groups

The following tools will be combined to create a robust marketing campaign for Open Farms:

1. Video

Frontenac County staff have visited each location to film short videos with the owners. This footage is being turned into a series of videos to grow awareness and build excitement around the Open Farms event. This will help visitors understand what they can expect at each location. In addition, videos created out of clips from different locations that focus on parts of the Open Farms experience catered to the interest of specific audiences. The video series will be released online over the course of July and August. This aspect of the marketing campaign was well received last year, and we expect it will once again contribute to increased views of Open Farms properties online.

2. Social Media

Staff have created an [Open Farms Facebook Event](#) and asked all participating locations to become co-hosts of this event. Early excitement has been created by posting “behind the scenes” photos of film shoots and by instructing participating locations to indicate their attendance and invite their friends to do the same.

Over the next two months, organic and paid posts will drive traffic to this event page and to the event webpage to increase awareness about the event. When creating a paid post, staff will ensure the material will be reach towards our ideal market audience, with the interests outlined above. This will strengthen the reach of the campaign to individuals and families who do not already follow Frontenac County on social media.

3. OpenFarms.ca

A few days ahead of last year’s event, there was a substantial spike in traffic to the event website www.inFrontenac.ca/OpenFarms. This year, marketing efforts will encourage people to plan further in advance, and the webpage will be populated with useful information, such as a list of what to expect at each farm, suggested routes linked to the audience’s specific interest, packing lists, etc. We have secured the URL OpenFarms.ca to further reinforce brand clarity and to improve ease of online access.

4. Roadside Signage

Curbex billboards will be rented and located along high traffic routes at Otter Creek Farm on Road 38 and Sun Harvest Greenhouses on Division Street. These signs will have compelling imagery and information such as the date, tagline, and website. Physical signs will help direct attention to the website and engage a local audience who could easily become returning customers for participating farms. The signage being placed on high traffic routes and on location, helps create a needed awareness of where people can start their Open Farms experience.

Staff are in discussions with the City of Kingston to secure locations for billboards during the month of August close to high-traffic areas near suburban neighbourhoods.

5. Print

For more traditional print media staff have organized an ad for the Open Farm event in Edible Ottawa magazine. This includes print content as well as digital content which will help gain traction with the magazines core audience, which is in line with our target audience of “Foodies”.

In addition, the Open Farm event was promoted in the first ever 2019 Frontenac Visitor Guide, which has been distributed within the Frontenac region and in surrounding regions. Once again, staff and participating farms will work together to circulate flyers in local businesses to help promote the event, by including the date, mission statement, participating farms with their location and website.

Farm to Table Stories with Visit Kingston and RTO 9

Frontenac County received partnership funding from Regional Tourism Organization 9 (RTO 9) to strengthen the farm-to-table culinary tourism product in the area. A writer has been hired to profile farms in Frontenac, including Open Farms locations, for the purpose of helping to inspire potential visitors in planning the locations they will attend this year. This written content will also be repackaged for farm-to-table itineraries that will be featured on www.visitkingston.ca later this year. These stories will be accented with professional photography and there is discussion around development of additional video work as well.

Open Farms on Wolfe Island

On April 16, Frontenac County staff met with members of the Wolfe Island agricultural community to discuss the possibility of island locations participating in Open Farms.

Ferry capacity was discussed as a major barrier to hosting this kind of event on the island, an issue that is exasperated by the vehicle-reliant nature of the event and the event date (Sunday, September 8), which falls during a time when the village and ferry are both still quite busy with seasonal activity.

The weekend itself is also a busy time for many farmers on Wolfe Island, especially given its close proximity to the annual Kingston Fall Fair. While there was obvious interest in being involved, simply expanding Open Farms to Wolfe Island is not feasible.

The stakeholders on Wolfe Island have expressed interest in the creation of a “Wolfe Island Farm-To-Table Tour” at a later date. This event would involve a bus tour of island farms and finish with a farm-to-table meal at a Marysville establishment. Details of this project can be found in Report 2019-082,

Strategic Priorities

At its June meeting, County Council approved [Frontenac County Strategic Plan 2019-2022](#).

Priority 1.2 - Refine and invest in efforts to accelerate economic development — to grow businesses, attract more visits and expand the tax base.

The County strategic plan identifies Open Farms as a priority initiative for staff to continue development of. Open Farms in Frontenac provides local agricultural operators with an opportunity to connect in a meaningful way with many consumers in the region. The event had the potential to grow each operator's customer base and positively impact their long-term sales. In addition, the Open Farms event serves to highlight our region as a great place for farm-to-table agriculture, and can help attract new, young farming families to Frontenac County.

Financial Implications

The funds for this project were included in the 2019 operating budget.

Organizations, Departments and Individuals Consulted and/or Affected

Community Development Advisory Committee
County Council & Staff
South Frontenac Township Council
South Frontenac Development Services Department
KFLA Public Health
Kingston Accommodation Partners
Frontenac County residents
Kingston residents
Local farms and businesses



Report 2019-080

Committee Information Report

To: Chair and Members of the Community Development Advisory Committee

From: Richard Allen, Manager of Economic Development

Date of meeting: July 11, 2019

Re: **Community Development Advisory Committee – Law and Local Food in Frontenac County Report**

Recommendation

This report is for information purposes only.

Background

In March of 2018, staff at the County received an unsolicited proposal from Mr. James Stuckey to undertake a research project exploring regulatory barriers to local food in Frontenac County. Mr. Stuckey was a student at Queen's University Faculty of Law at the time, and this work would contribute towards his degree.

After engaging Mr. Stuckey, a survey was generated and sent to local food stakeholders and he also conducted in person interviews with food producers in the Kingston and Frontenac region.

Comment

This report was independently produced by Mr. Stuckey with some minimal support by County staff. As a result, the issues captured cover a wide range of industries and geographies within the local food production industry. In addition, While Frontenac County and its member municipalities can address some of the challenges identified in the report, other red tape and regulatory barriers exist in provincial and federal legislation, which will require lobbying and education to create positive policy adjustments.

Staff will post this report to the www.infrontenac.ca Economic Development web portal for future reference.

Strategic Priorities

Priority 1.2: Refine and invest in efforts to accelerate economic development — to grow businesses, attract more visits and expand the tax base.

Local Food and Beverage is one of the three main pillars in the County Charter for Economic Development (2015). Understanding and addressing barriers to local food and beverage production supports this pillar of Economic Development by identifying systemic changes that can support business growth in the food sector.

Financial Implications

There are no financial implications included with this report.

Organizations, Departments and Individuals Consulted and/or Affected

Community Development Advisory Committee
Local Farms and Food Producers
Frontenac Community Futures Development Corporation
City of Kingston
KFL&A Public Health

Setting the Table: Law and Local Food in Frontenac County

Challenges and Opportunities for Local Food Success



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Setting the Table: Law and Local Food in Frontenac County

James Stuckey

Preface

In the County of Frontenac, as elsewhere, the opportunities of local food are growing—if key challenges can be overcome. Legal and regulatory factors are among those upon which the success of local food depends. Although operating, in the most part, to the benefit of local food stakeholders, there is room for improvement in terms of law and regulation at the local-food level. Small-scale food stakeholders often face the burdens of a legal and regulatory environment designed around the needs and issues of larger-scale food industry.

In shedding light on these and other issues, this report helps address a need for timely, localized information with respect to issues in the Frontenac food economy and culture.

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Thanks especially to the many Frontenac food stakeholders—including local farmers, business owners, community leaders, and others—who took time from their busy schedules to engage in in-depth interviews and share their experiences and perspectives on food system issues and priorities. This research could not have been completed without these contributions.

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Introduction

Canada is a country of vast distances and seasonal limitations—consumers will always look to the benefits of national and international food trade to keep them in ready supply of fresh and affordable produce and food products. However, the basic notion that food should, where reasonably possible, be purchased and consumed close to where it is grown—that a food system so constructed is one that offers benefits in terms of food quality, environmental friendliness, and support for local culture and community—has had a strong influence on how many foods are created and sold. Local food is still a relatively minor share of the market: the value of foods consumed in Ontario, as a proportion of foods produced in the province, is only about 24 per cent (and a province-wide unit of measurement is perhaps not the best indicator of “local”). Nevertheless, it is clear that local food has grown in importance, with many more consumers buying local—both to meet their own food-related values and interests, and to support a variety of broader social objectives.

Given rising interest in the benefits of local food, many are asking questions about how to better support the development of local food systems—evidenced by the wide range of academic publications, newspaper think pieces, policy white papers, industry market reports, and other writing that has emerged on the issue over the past decades.

Governments, too, recognize the benefits that strong local food systems can have, and are eager to show their willingness to help these systems overcome challenges and maximize their potential. In 2013, the government of Ontario passed Bill 36, the Local Food Act, “to help foster successful and resilient local food economies and systems in Ontario, help increase awareness of local food in Ontario, including the diversity of local food, and develop new markets for local food.” The Act established a “local food week” as well as tax credits for farmers donating to community food programs (such as food banks)—and, more generally, provided a statutory framework for ongoing Ministerial action with respect to the aspirational “goals and targets” outlined above.

Policy initiatives of this kind may be a positive step, able to help bolster certain aspects of local food system performance. To be sure, however, government’s primarily involvement with the food system is in the form of the creator and enforcer of food-related laws and regulations—those which apply to the businesses engaged in food production, processing, distribution and sale. Canadians expect nothing less than well-designed and enforced laws and regulations that help mitigate food-related risks—including those relating to food-borne illness, the introduction of potentially harmful food products or processing methods into the marketplace, the environmental impacts of food production, and workplace health and safety within food industries. On the other hand, as consumers, taxpayers, and potential food-business owners themselves, Canadians also desire approaches to food law and regulation that, all things being equal, do not limit the opportunities for local food systems to contribute to food economy and culture.

There are many factors involved in the success of local food systems, and legal and regulatory issues are obviously only one of them. Market demand for local food products is clearly a driving force. Other factors relating to the competitive environment, including product offerings

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and price-points in the non-local food system, also matter. Then there are business-level issues related to planning, strategy, and managerial decision making. Much has been written about these factors and variables.

Nevertheless, the shape of law and regulation, as it applies to local food, remains an integral piece of the puzzle: food, perhaps more so than other industries, is highly regulated. As considered subsequently in the section “Defining Scope”, the legal and regulatory environment shapes our food-related decision making in many concrete ways: it can constrain food businesses and markets, or it can enable them. It can distribute the burdens of regulatory compliance and the benefits of market access relatively evenly, or in ways that have disproportionate effects depending on a firm’s size and business orientation. On the whole, it can help, or hinder food businesses achieve broad social priorities, including those related to food safety and consumer protection—while supporting the inherent benefits of consumer choice and market freedom to a greater or lesser extent.

For this reason, the manner in which the legal and regulatory environment interacts with the local food system warrants study and understanding. Although some reports have dealt with the issue in general terms,¹ there is also a need for applied research that—true to the local nature of local food—captures local-level needs and issues.

About the Project

This report was undertaken to help address this need, for a local-level understanding of legal and regulatory issues with respect to the Frontenac, Ontario, local food system—based on the understanding that efforts to optimize the regulatory environment should be vigorous, ongoing, and informed by sound, up-to-date, and localized input from food system stakeholders.

Specifically, the report identifies legal and regulatory challenges, and possible areas of positive reform and improvement, based on in-depth primary research with a wide range of local food stakeholders—bolstered where possible with reference to underlying legal and regulatory provisions (and relevant secondary source material—see below).

The project does not purport to offer the final word on food law and regulatory issues in Frontenac, nor to offer a comprehensive survey of the legal and regulatory environment. Rather, it seeks to present the views of a number of key local food stakeholders with respect to law and regulation as it pertains to local food. In doing so, the report should be taken as part of an ongoing discourse, to identify local food priorities and hurdles, and to provide a platform for further research and discussion.

¹ See, for example, The Conference Board of Canada, *Seeds for Success: Enhancing Canada’s Farming Enterprises*, and The Conference Board of Canada, *Cultivating Opportunities: Canada’s Growing Appetite for Local Food*, and other publications cited in this report.

Methodology

Quantitative and qualitative data and input for this report was generated through a multi-faceted research methodology including the following elements:

Online Engagement with Key Stakeholders

The Frontenac Food Law and Regulation Consultation was developed and implemented in the summer of 2018. Links to an online questionnaire were distributed to key food stakeholders—representing producer organizations, processors, community groups, restaurants, and retailers—with the assistance of Frontenac food and business associations, the city of Kingston, and the County of Frontenac economic development office. The consultation instrument reached, and was completed by, approximately 40 such individuals. The instrument made considerable use of open-ended questions, to maximize unique qualitative input, with some additional data provided by way of closed-ended and ranked question types.

In-depth Interviews

Research for this report also included 18 in-depth interviews with a range of Frontenac food producers, processors, and those involved in food-related non-profit organizations and charities. Interviewees were identified through the Frontenac Food Law and Regulation Consultation, as well as through publicly-accessible directories of farmers engaged in the local market (i.e., through farmers' market vendors directories), general internet searches, and the connections developed throughout the course of interviews.

Interviews followed a conversational, open-ended format, in which interviewees were asked to describe, among other things (and without leading questions or cues), their view of the legal and regulatory environment with respect to their food-related operations and activities.

Secondary and Legal Research

Other research elements included:

- a focused literature review of articles and reports in relevant topic areas;
- a review of Statistics Canada data on the Frontenac food economy;
- research into relevant statute law and regulation.

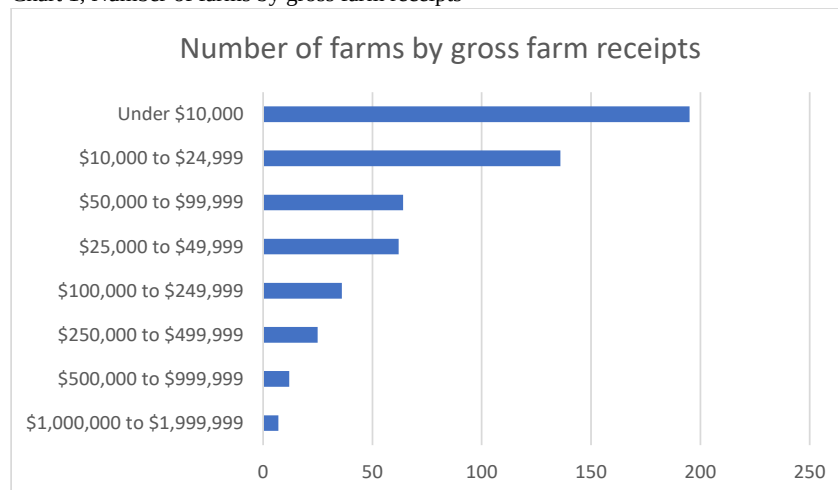
Frontenac Food – The Lay of the Land

This section provides a framework for understanding key concepts in this report, including what defines a small-scale, local producer in the Frontenac context. It also provides an overview of the benefits of local food systems—helping to answer the question of why policymakers are interested in bolstering their success—and outlines the priorities that Frontenac local food stakeholders identify for helping to achieve their objectives.

Defining the Farm

Census data indicates that small-scale farming operations—those with annual revenues are under \$10 thousand—make up the largest share of farms in Frontenac (see Chart 1, Number of farms by gross farm receipts). Typically, household income for farms in this category is supplemented by off-farm income from full- or part-time employment. (Indeed, only farms with revenues over \$250,000 generate, on average, more household income from farming activities than from off-farm activities.²) The part-time nature of many of these smaller operations, constraining time available to spend on farm-business management, is relevant to keep in mind throughout the discussion of legal and regulatory issues in the subsequent chapter. Many small-scale producers in Frontenac, as with larger operations, also have a diverse market orientation—with mixed farms that may include a variety of types of agriculture, horticulture, and livestock operations.³ Census data indicates that greatest share of farms by industry group is within the category “Other crop farming” (see Chart 2, Farms by industry group).

Chart 1, Number of farms by gross farm receipts



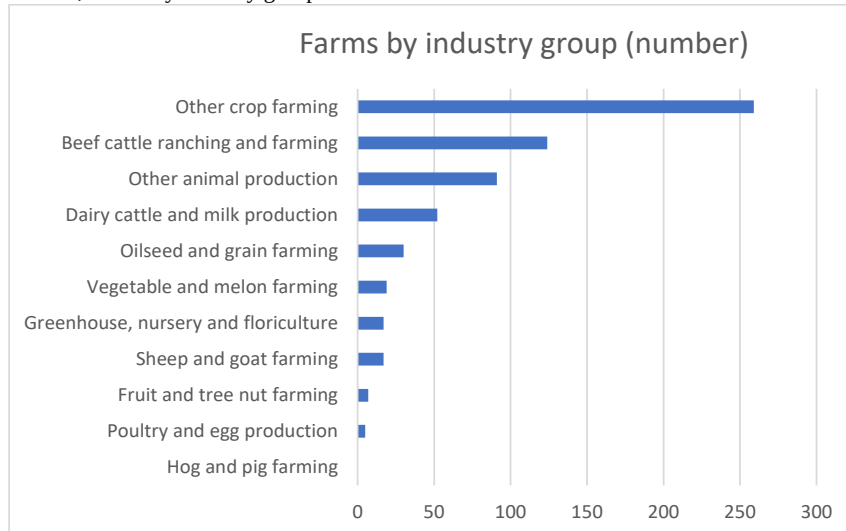
Source: 2016 Census, Frontenac County and Township Agricultural Profile

² The Conference Board of Canada, *Seeds for Success: Enhancing Canada's Farming Enterprises*, 11.

³ The great diversity of many such operations can be gleaned by reading the profiles of many of the vendors to local farmers' markets.

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Chart 2, Farms by industry group



Source: 2016 Census, Frontenac County and Township Agricultural Profile

What is the business orientation of farms among the lower revenue classes? The adjectives “hobby” or “lifestyle” are often applied to these operations, in consideration of the fact that non-economic motivations are typically a strong driving force. A passion (or at least strong personal interest) for agricultural work, as one interviewee noted, would seem to be integral, given the amount of labour that may be unpaid—along with the necessity of other personal investments that may yield very little economic returns: indeed, some small-scale operations in Frontenac may generate very little net income and be pursued solely for the love of farming and farm community. Other smaller operations, however, may be defined as “mixed commercial and lifestyle”⁴—a category of operation in which there is profitability and a desire and capacity to expand (for example, by diversifying business lines or seeking new markets), with managerial motivation and skill being a critical factor.

Indeed, given the timeframes that are needed for growth in any industry (farming being no exception), small revenues may only be indication of having recently entered the sector. “Hobby” or “lifestyle” may, therefore, fail to properly characterize the motivations of a new generation of farming operators. This may include new entrants to traditional farming sectors. It may also include operations that seek to position themselves within emerging segments of the “creative food economy”—engaged, for example, in value-added processing of agricultural output in small-batch preparations, targeted towards niche or specialized markets. Certainly, there is indication that small, innovative food businesses of this kind can achieve success in regional, or even national (or international) markets—and that small initial revenues are not always indication of lack of business ambition or entrepreneurial spirit.

⁴ The Conference Board of Canada, *Seeds for Success: Enhancing Canada’s Farming Enterprises*, 11.

The Potential of Local

Small-scale farming operations do not have the direct economic footprint in Frontenac as larger operations, including those engaged in supply-managed commodity groups. According to data from the 2016 Census of Agriculture, in Frontenac, the greatest share of farming receipts is generated by the dairy sector, at 12.8 per cent of receipts, followed by calves and cattle at 4.8 per cent.⁵ In other words, the non-local food system will continue to have an integral role to play in Frontenac, as long as there are buyers for produce and agri-foods in other jurisdictions in Canada and around the world.

However, the economic importance of small-scale farms in Frontenac can be considered in other terms. For one, small-scale agricultural operations have been shown to be significant job creators—more so than their larger counterparts. They often help power other local industries, including farming equipment distributors, transportation and storage⁶, as well as restaurants and food retailers. Producers engaged primarily in the local food system also support the growth of new businesses and community entities such as farmer’s markets and experiential farming activities.⁷ On the whole, research has shown that strong local food systems help keep “food dollars closer to home”, as noted in a report by the Government of Alberta⁸—a key reason for why consumers, wanting to support local economies (as well the perception that local food may be higher in quality or safety), are interested in buying local.⁹

Thriving local food systems may have impacts for economic and social development that are less easy to capture. Using the concepts of industry clusters, some are looking to local food systems to help catalyze new forms of value, through new, synergistic arrangements between elements of the local food economy, culture, and experience. A report authored for the Martin Prosperity Institute, for example, observes that food clusters “involve the forging of synergistic relationships between a primary sector (agriculture) and a tertiary sector (the experience economy) that are linked with and contribute to a vibrant cultural sector (creative economy).”¹⁰ Successful food clusters could amplify the benefits already found to emerge from strong local food systems, including through the creation of new social spaces and channels (such as through farmers’ markets, community-supported agriculture, and direct farmer-to-consumer marketing).¹¹ In the case of Frontenac, it could help generate the benefits of uniquely Frontenac food products, experiences, menus, and jobs.

Although hard to measure, the potential of food cluster development can certainly be seen, for example in the case of nearby Prince Edward County. Here, targeted investments and initiatives helped generate a “rural renaissance”, supporting an influx of tourists, investors, new residents, and others—and the development of a world-class food scene. As one municipal representative

⁵ Statistics Canada, 2016 Census data.

⁶ Kirsén Larsen and Nick Rose, “Local and Creative Food Economies”, Powerpoint presentation (pg. 9 – citing United States Department of Agriculture statistics).

⁷ The Conference Board of Canada, *Cultivating Opportunities: Canada’s Growing Appetite for Local Food*, 11.

⁸ Government of Alberta, *Local Food: A Rural Opportunity*, 8.

⁹ The Conference Board of Canada, *Cultivating Opportunities: Canada’s Growing Appetite for Local Food*, 10.

¹⁰ Martin Prosperity Institute, *Food Clusters: Towards a Creative Rural Economy*, 8.

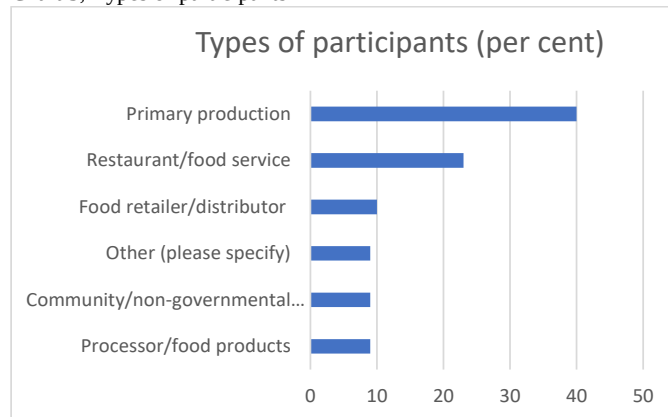
¹¹ Government of Alberta, *Local Food: A Rural Opportunity*, 10.

noted regarding this renaissance, the “ingredients” were already there, including many small-scale and artisanal producers, innovative restaurants and processors, and community organizations serving intermediary functions (many ingredients which Frontenac shares). The efforts of the local economic development office were largely ones of helping to bolster greater levels of connection and visibility (i.e., through food and wine festivals, a “taste trail”, marketing linkages between producers and restaurants, etc.).¹²

Frontenac Food Priorities

Achieving the potential described above begins with helping local food stakeholders succeed and flourish. To shed light on what these stakeholders regard as key priorities, the Frontenac Food Law and Regulation Consultation was undertaken. The majority of participants were primary producers (40 per cent) with the next largest category of participants in the restaurant and food service sectors (see Chart 3, Types of participants).

Chart 3, Types of participants

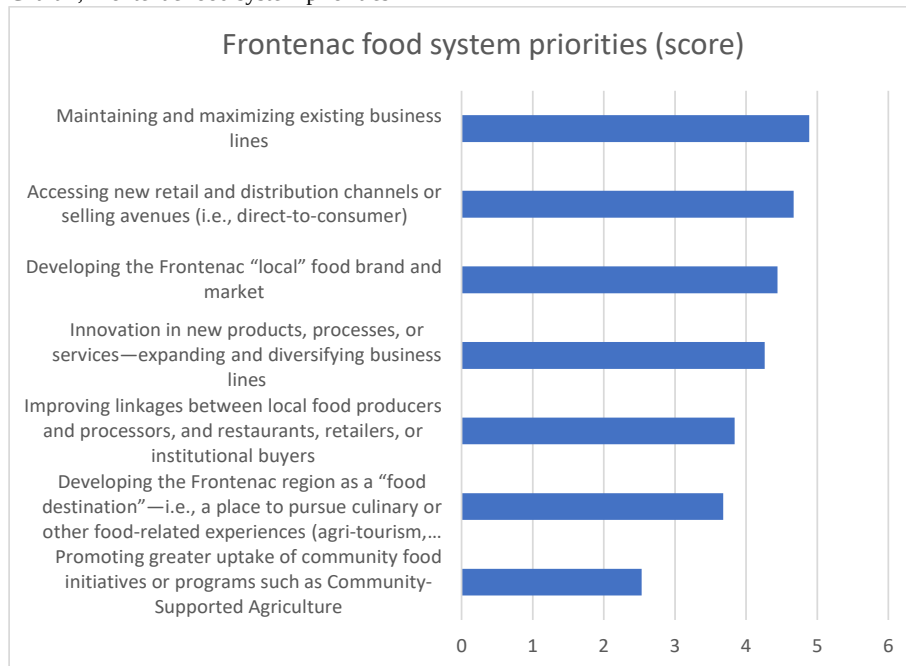


Source: Frontenac Food Law and Regulation Consultation

Chart 4 shows that the top two priorities tend to reflect a focus on immediate business priorities—naturally, the first requirement for any business. Participants view “maintaining and maximizing existing business lines” as the greatest need. Second to this is the need to identify new retail and distribution channels. Close behind this was the need to “develop the Frontenac food brand and market”—a priority that bridges connects immediate business issues with those of the larger Frontenac food community.

¹² Martin Prosperity Institute, *From Kraft to Craft: innovation and creativity in Ontario’s food economy*, 17.

Chart 4, Frontenac food system priorities



Source: Frontenac Food Law and Regulation Consultation

One reading of the findings described above might be “business as usual—but more of it.” On the other hand, “innovation in new products, processes, or services – expanding and diversifying business lines” was ranked a close fourth. It should also be observed that innovation might be a key component of any effort to achieve the other priorities mentioned by participants. As considered in a Conference Board report, innovation—particularly in the sense of undertaking new or improved forms of farm business management (including new approaches to capital management, human resources, marketing, and relationship building)—can be a key ingredient for success among farming operations seeking to tap into the new opportunities of the food economy.¹³

Other priorities identified by participants relate more broadly to food *system* priorities that, as with “developing the Frontenac ‘local’ food brand and market”, transcend, though remain connected to, the immediate issues faced by any single Frontenac food business. Priorities identified include improving linkages within the food system (among producers, processors, restaurants, and other types of distributors), developing Frontenac as a food destination (i.e., as a place to pursue “culinary or other food-related experience” including agri-tourism), and promoting greater uptake of community initiatives and programs such as Community Supported Agriculture.

¹³ The Conference Board of Canada, *Seeds for Success: Enhancing Canada's Farming Enterprises*, 11.

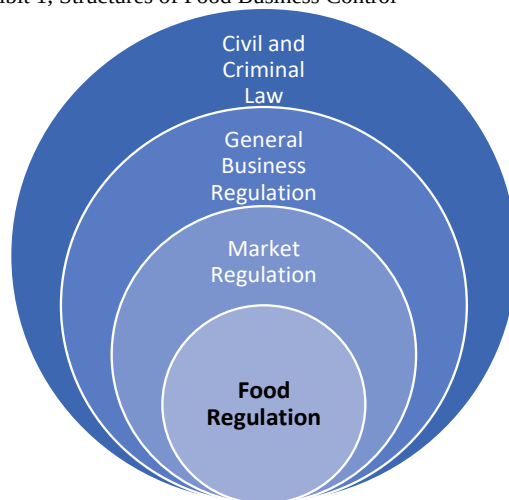
Law and Regulatory Challenges and Issues

What challenges do local food stakeholders face as they seek to achieve the benefits and priorities described in the previous section? To be sure, a variety of factors help shape business performance in the food sector, just as in other industries—including, but not limited to, the quality of business operations and management, as well as the state of the competitive environment and market (including trends in consumer demand and the status of competitors). However, as outlined below, legal and regulatory factors—the focus of this report—play an important role.

Defining Scope

Exhibit 1, Structures of Food Business Control, provides a framework for considering the scope of legal and regulatory control over food. The broadest concentric sphere refers to the Canadian system of law, which not only delineates legislative authority at the provincial and federal levels but also establishes the most general limits on human conduct through prescribed criminal law, and through a common law tradition that makes civil litigation possible. Although “the law” in this sense is not often a point of direct contact for many food businesses (as compared to the immediate demands of regulation) it is worth conceptualizing this as among the public structures of food business control: not only because food businesses are, of course, subject to liability (civil or criminal) in the case of malfeasance, but also in that the more specific realms of regulation may themselves be driven by the development of case law—by litigation—expanding the bounds of liability risk.

Exhibit 1, Structures of Food Business Control



One step below the level of civil and criminal law are the general business regulations that apply to all businesses, involving matters such as tax and workplace health and standards. Below this are the market regulations that have a considerable role shaping the Canadian food system, in terms of the supply management (or “orderly marketing”) of many commodity groups.

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Lastly, there is the realm of food-specific law and regulation, that of provincial and federal statute and regulation—and municipal, township, and city bylaw—with prohibitions and prescriptions that relate to the production, processing, distribution, or sale of food. Examples of food law and regulation include an array of federal statutes,¹⁴ enforced in the main by the Canadian Food Inspection Agency (CFIA), and provincial food statutes enforced by the Ontario Ministry of Agriculture and Rural Affairs.¹⁵ These statutes, in turn, are given further articulation by way of associated regulations that “define the application and enforcement of legislation,”¹⁶ and further articulated by guidelines which support the interpretation of law and regulation.

For the most part, the challenges considered in the remainder of this section relate mostly to realm of food-specific law and regulation—with some consideration, also, of market-regulatory law and regulation. This may reflect the fact that it is often these laws and regulations, and the nature of their compliance requirements (i.e., the licensing form awaiting completion, the upcoming KFL&A Public Health unit inspection, the zoning bylaw prohibiting expansion) which may be top of mind for food business owners when asked about regulatory impact.

Law and Regulation – Benefits and Burdens

Most local food stakeholders interviewed for this research recognize that laws and regulations can both constrain and enable food businesses. A strong regulatory system serves many necessary functions: for example, by establishing predictable “rules of the game”, bolstering consumer and investor confidence, and addressing collective action problems relating to environmental management or workplace standards. Moreover, a strong regulatory system is expected by consumers: no one should wish to live in a jurisdiction not knowing whether the food they purchase has been subject to the most basic of consumer protection controls—and businesses are operated by individuals that are also consumers.

Far from endorsing a general skepticism about the value of law and regulation in the public interest, local food stakeholders highlight ways in which the legal and regulatory environment, with respect to certain aspects of the value creation process, can be improved. In general, they point to instances in which food law and regulation may be:

- unfair, distributing advantages unequally among firms of different sizes within the food sector (i.e., with benefits accruing to large-scale food industry, able to lobby governments for regulatory advantage), or among different food sub-sectors, or;
- not rationally connected to the objectives the laws and regulations purport to achieve, in terms of either their prohibitive content (stating what a business *cannot* do) or prescriptive content (what a business *must* do, and how they must do it), or;

¹⁴ See, for example, Canadian Food Inspection Agency, “List of Acts and Regulations”, <http://www.inspection.gc.ca/about-the-cfia/acts-and-regulations/list-of-acts-and-regulations/eng/1419029096537/1419029097256>.

¹⁵ Ontario Ministry of Agriculture and Rural Affairs, “All OMAFRA Legislation”, <http://www.omafra.gov.on.ca/english/food/foodsafety/compliance/allleg.htm>.

¹⁶ Government of Canada, “Legislation and Guidelines”, <https://www.canada.ca/en/health-canada/corporate/about-health-canada/legislation-guidelines.html>

- too onerous, in terms of the sheer “weight” of regulation among different levels of government—the sense that the costs of regulatory interventions, exceed the benefits.

Key Producer Challenges

Egg Grading

Small-scale producers face a variety of legal and regulatory challenges—but among the most cited relate to egg policy.

Dianne Dowling, former President of the National Farmer’s Union Local 316, observes that egg law and regulation have long been a major “bone of contention” for Frontenac producers—specifically, restrictions on the sale of ungraded eggs. Interviews with producers indicate that this still remains a frustrating obstacle for many small-scale producers in Frontenac food system. The Ontario Food Safety and Quality Act, 2001, and associated Regulation 171/10, controls the sale and distribution of eggs and processed eggs in Ontario. Section 4 (1) of the regulation provides that: “no person shall sell or distribute eggs or offer eggs for sale within Ontario unless the eggs have been graded, packed, marked and labelled at an egg-grading station in accordance with the Federal Egg Regulation.”¹⁷

Given that Frontenac lacks an egg-grading station, the terms of this provision poses difficulties for small-scale farmers. Many of these producers seek the ability to sell eggs at one of the area’s many farmer’s markets as a way of helping to sustain or expand their operations by way of the additional income it would generate, or simply to enable deeper engagement with local food community and culture. Despite an interest in scaling up their operations, however, the cost of transporting their eggs to and from the nearest egg station makes this unfeasible: as one producer notes, “it’s not economical to try to have eggs graded—we would have to charge more per egg that customers would be willing to pay.” Producers are also not optimistic about the idea of developing an egg grading station in Frontenac, with one noting: “smaller farmers with only small quantities and occasional needs can’t support sustaining a grading station nearby here.”

This leaves small-scale producers with few options for the sale of eggs into the local food system, with the exception of the sale of eggs on the producer’s premises (“farm gate” sales)—subject to the provision that eggs may not be put towards any further commercial use. This, too, involves, some challenges: according to one producer engaged in farm gate sales, it requires an awkward process of having to inquire with every potential buyer as to the purpose of the eggs. If a local baker wishes to use the eggs in baked goods for sale at a farmer’s market or elsewhere, the sale of eggs is prohibited.

Similarly, the representative of a local food charity organization states that the current regulations prevent their organization from making use of ungraded eggs in their food donation and distribution programs, even though such eggs would be a welcome addition to the food offerings made available to the group’s intended beneficiaries. “They are perfectly good eggs,”

¹⁷ Government of Ontario, Regulation 171/10, Eggs and Processed Egg, s. 4.
<https://www.ontario.ca/laws/regulation/100171>

said the interviewee, lamenting the inability to help address local food insecurity challenges while also supporting local, small-scale agriculture. She denied that ungraded eggs suffer any real quality detriments.

Indeed, many producers questioned whether the provisions of the Food Safety and Quality Act with respect to egg sales ultimately support the objectives of food safety and quality. Egg grading involves a process of egg examination, washing, candling, weighing, packaging, and storing to assess “safety, wholesomeness and quality” (according to the CFIA).¹⁸ But some note that washing eggs can remove protective coating relating to egg bloom—a natural quality-control feature of an egg, defending against bacteria and defects. They observe that egg safety and quality regulations are only necessary, in the first place, where large-scale, industrial egg production has, itself, create unique conditions for risk.

In this case, regulations—made ostensibly with the interests of consumer protection in mind—are not tailored to the differing risk profiles of agricultural production among very different types of operations (and contributing to a sense that the regulatory system is oriented around large operations’ needs).

These producers point to the increasing popularity of egg sales in the “farm fresh” niche—for reasons that include egg quality and taste as well as animal welfare¹⁹—as evidence that consumers want the ability to purchase ungraded eggs, and that informed consumer choice should prevail. All agree that a system in which the sale of ungraded eggs constitutes a sort of black market, with transactions occurring “under the radar” (or through the use of loopholes, such as selling customers the egg cartons, and giving the eggs away for free²⁰), represents a non-optimal state in the food system: one that results in needless transaction costs for producers and consumers, the suppression of a potentially viable market for locally-branded eggs—and, of course, the risks of legal and regulatory sanction for those producers so engaged in these transactions.

What would an optimal approach to egg sales in the local food system look like? Some interviewees had suggestions. One possibility would be to follow the example of Vancouver Island and instruct KFL&A Public Health officers to make no distinction between ungraded and graded eggs—allowing free-range eggs to be sold in any commercial location, including farmer’s markets and grocery stores. For producers interested in the services of egg grading stations but without the means to acquire them, it was suggested that governments be encouraged to support the up-front costs of developing a Frontenac egg grading station. Doing so could help achieve other nominal food-related policy priorities, including those outlined in the Ontario Local Food Act, which aims to help develop local food systems.

¹⁸ Canadian Food Inspection Agency, “Egg Grading”, <http://www.inspection.gc.ca/food/information-for-consumers/fact-sheets-and-infographics/products-and-risks/dairy-eggs-and-honey/egg-grading/eng/1332271593213/1332271655324>.

¹⁹ The Globe and Mail, “The Egg Police Crack Down on Local Grey Market Eggs”, <https://www.theglobeandmail.com/life/the-egg-police-crack-down-on-local-grey-market-eggs/article1357431/>

²⁰ Island Press Limited, “Small, rural producers still walking on eggshells,” http://www.peicanada.com/eastern_graphic/news/article_b7671f7f-0508-5d62-8cf4-501149d9e480.html

Egg Market Regulation

Most of the producers interviewed were neither engaged, nor interested in pursuing licensing and quota to participate in the supply-managed part of the egg economy. In some cases, however, a lack of interest related not to an unwillingness to expand their operations, but to the high barriers of entry into the system.

The Ontario Farm Products Marketing Act, R.S.O. 1990, Chapter F.9²¹, provides the authority for marketing boards to determine production quotas, and otherwise achieve the “orderly marketing” objectives of supply management. In the eggs and processed eggs sector, Ontario Egg Producers is the marketing board empowered by this legislation. 99 birds are the exemption limit for non-quota holders: beyond this, producers must enter the supply-managed system, if they can meet the substantial financial commitments and requirements necessary even to begin their operations: as quota for egg production has become capitalized (since freely distributed in the mid-twentieth century) its cost has risen considerably. Although per-unit quota prices are hard to come by, in 2013, the average flock was 25,000 and represented a quota value of approximately \$7.5 million—certainly a price far exceeding the means of most small-scale farming operations.²²

Even though the small-scale producers in Frontenac interviewed for this report are not, generally speaking, poised to enter the supply-managed system, the system nevertheless casts a shadow over the local, non-quota sub-sector, which affects business strategy and operations. In particular, there is a sense among producers that the regulatory apparatus is designed with large, quota-holding operations in mind: that small-scale producers cannot get a “fair shake” (in the words of one interviewee). For example, one interviewee—the operator of a small, mixed farm, with a market orientation towards animal welfare and “free- run” egg production—notes that the regulations cannot capture the unique aspects of her operation as a “no kill” farm: one in which laying hens are kept as pets after they can no longer produce eggs. In this case, the interviewee wonders if these hens count towards to the threshold limit of 99 birds.

Beyond the issues of regulatory vagueness or imprecision, many producers wonder what the rationale is for the 99-bird limit: they observe that threshold limit in Ontario is substantially less than in other provinces, such as Alberta, where a producer may have 300 birds before needing to purchase quota.²³ Many believe that there is a “sweet spot”, somewhere above 99 birds, but below the level at which purchasing quota would be economical—a number of birds that would allow for a greater level of contribution of eggs to the local food economy, but while still maintaining the small-scale egg production that many consumers desire.

Zoning

“Zoning bylaws are way too rigid!” according to one participant to the Frontenac Food Law and Regulation Consultation operating a small, mixed farm.

²¹ The Act can be viewed here: <https://www.ontario.ca/laws/statute/90f09#BK21>

²² The Toronto Star, “Egg fight: Quotas holding back organic farmers,” October 7, 2013.

²³ Egg Farmers of Alberta, “How to Become an Egg Farmer,” <http://eggs.ab.ca/industry/becoming-an-egg-farmer/>

Zoning regulation determines much of how a farm business is able to make use of their land for the purposes of producing, processing, and selling a food product. Challenges relating to zoning are not new and have long been known to pose special difficulties for food businesses and the development of robust local food systems or regional “foodsheds”.²⁴ For example, a report by Deloitte on local food notes that “municipalities’ planning policies and zoning by-laws can restrict farm size to prevent fragmentation, but this can discourage small-scale farm operations.”²⁵ This is particularly true for those smaller operations attempting to diversify or expand business operations on their premises in ways that challenge conventional distinctions between agriculture, commercial, and residential land uses. This could include many small-scale farm operations (including several such operations interviewed for this research) seeking to realize new value-added opportunities, or to leverage the power of vertical integration (i.e., combining restaurant or retailing operations with agricultural production).

One example of the challenges of zoning regulation such as this was provided by the operator of a small, mixed farm, who noted that restrictions that prohibit livestock from residential property work against entrepreneurialism (his attempt to gradually build a goat herd for milk and meat) and even enhanced environmental outcomes. The farm is technically located within the geographical boundaries of the City of Kingston but in a rural area that could easily support the presence of livestock on residential premises without disturbing local neighbours.²⁶ To help support start-up operations similar to his, the interviewee suggested a provision to allow a farmer to “run” livestock on a part of a residential property. Such a provision could help provide an added measure to help rejuvenate the land, give the landowner a bit of extra revenue, and provide a low-cost way for new farmers to enter the sector.

In considering other zoning exemptions that might be offered to producers, another interviewee mentioned the ability to add accessory buildings close to the road—thereby making farm-gate sales easier. This, it was contended, could be achieved without substantially undermining the purpose of the zoning bylaws—i.e., to safeguard agricultural land from commercial development.

Deloitte identifies several best-practice approaches for how to engage in effective land-use planning that supports local food-system performance. These could include expanding permitted land uses to include “agriculture-related uses and value-added operations that would benefit the farmers and the local food industry.”²⁷ In many cases, the solution to zoning issues will involve a coordinated response among different jurisdictions and levels of government.

²⁴ For an in-depth discussion of these issues, see, for example, Patricia E. Salkin; Amy Lavine, *Regional Foodsheds: Are Our Local Zoning and Land Use Regulations Healthy*, 22 *Fordham Envtl. L. Rev.* 599 (2011).

²⁵ Deloitte, *Best practices in local food: A guide for municipalities*, pg. 21.

²⁶ To see how much of the “City of Kingston” is actually rural- or semi-rural, consider the following map: City of Kingston, “District Map – City of Kingston”, <https://www.cityofkingston.ca/city-hall/city-council/district-map>.

²⁷ Deloitte, *Best practices in local food: A guide for municipalities*, pg. 21.

Other Challenges for Frontenac Producers

The issues considered above were the most significant priorities according to interviews and participants to the Frontenac Food Law and Regulation Consultation. Consultation participants also identified a number of other issues which are presented below in participants' own words:

- A “one-sized fits all” approach to regulation. Small-scale producers and processors and food artisans do not have the economies of scale that make complying with these regulations feasible for sustaining a business.
- Regulations introduced in a non-streamlined manner.
- The Canada Revenue Agency definition of farm income does not account for agri-tourism, negatively affecting small farmers for whom marketing their farm as a “food destination” in the region is an additional revenue stream.
- Agri-tourism is an important aspect of modern day farming as it brings people to the place where their food is grown and increases the connection between farmer and consumer. Zoning regulations are additional challenge with this.
- Need better ways to create turn lanes into and out of farms for transport trucks. Although expensive to put in place, transports will not deliver or pick up from rural properties unless there is such access (this issue led to one processor moving from Frontenac County into Kingston where the space and the turn lane were both already available).
- Each township has differing requirements for operation.
- Municipal rules limiting number of non-residing employees for home-based businesses in rural areas.
- Need for a holistic/integrated approach to policies affecting farms and agriculture. For example, the Ontario Green Energy Act and Fair Jobs Act do not consider agriculture as a unique entity with different needs and thereby limit competitiveness and new investment.
- General need for more resources on matters relating to farm business management: record keeping, hiring employees, human resources issues and standards including workers' compensation, vacations, etc.
- Organic listings within the US are often different from Canada and should be harmonized.²⁸

A final word on the last issue: some small-scale producers interviewed feel that there is some confusion surrounding the use of the organic label. These producers, often engaged in farming methods that also place a high emphasis on environmental friendliness and animal welfare (involving some aspects of compliance with the regulatory requirements for organic

²⁸ The federal Organic Products Regulations, 2009 (to be replaced in January 2019 with the Safe Food for Canadians Act) provides that the CFIA regulates the organic sector through the assistance of third-party certifiers, which may be either non-profit or for-profit organizations. For a list of these certification bodies, see Canadian Food Inspection Agency, “Certification Bodies accredited by the CFIA – in Canada”, <http://www.inspection.gc.ca/food/organic-products/certification-and-verification/certification-bodies/in-canada/eng/1327861534754/1327861629954>

certification) would like consumers to be made aware about differences among these various types of food marketing—i.e., between “local”, “organic”, and other niche areas (“grass-fed”, “free-run”, etc.).

Here is an instance in which a greater level of government involvement, to help clarify the meaning of these terms, might be very well received among small-scale producers in the local food system.

Key Processor Challenges

Among interviewees, a lack of local processing capacity was the most oft-cited challenge and hurdle. Although not a regulatory issue in and of itself, legal and regulatory factors play a role—including as to whether the sector is able to attract new entrants to the industry amidst looming retirements.

Licensed processing facilities in the region are few and far between: The Two Rivers Food Hub in Smith’s Falls, for example, is over an hour drive from Kingston—a substantial distance, particularly for part-time food business operators, lacking the time to undergo frequent transportation to meet their processing needs. According to one interviewee, recent talk about having a small food-processing facility in Kingston—able to “feed into”, but not compete with, Smith’s Falls—would be a much-needed boon to local food entrepreneurs, and small-scale (including craft and artisanal) food businesses seeking to expand their operations, and contributions to the Frontenac food system.

In the meat sector, specifically, the situation is also difficult for small Frontenac producers. Rural Ontario has seen a gradual erosion of meat processing capacity over the past several decades, and the County of Frontenac region has been no exception. The importance of meat processors for livestock farmers is clear—if you cannot slaughter and prepare your animals for sale, and on an appropriate and predictable schedule, then you cannot sell to the public. With the closest abattoirs for Frontenac meat producers in the Prince Edward County and Leeds and Grenville United Counties areas, Frontenac producers face a variety of challenges that can be difficult to overcome. Some of the challenges cited by producers include:

- Given that many of the small producers of the Frontenac food system have other jobs and pursue their agricultural operations amidst other work and social schedules, time spent for transportation can be a considerable challenge.
- The additional costs that are involved in long transportations, similarly, filter down to consumers, diminishing their competitiveness.
- Related to the above, long transportation distances are also a problem for the animals—creating stress for the animals and reducing the quality of the meat.
- A lack of capacity can hurt businesses that are seasonably-dependent, given challenges in timing. Some businesses, for example, are geared towards selling meat at farmer’s markets. But long wait periods, and associated scheduling difficulties, can mean that important selling windows might be missed.

- Scheduling challenges may be particularly acute where certain processors can only process certain kinds of animals at certain times of the month or are limited in the manner of preparations they can undertake: for example, one processing facility, relied upon by many Frontenac livestock producers, no longer does freezer packs (i.e., steaks), only ground beef.
- For certain types of animals, other limits may exist; the closest processing facility for turkeys is Belleville. One farmer with a mixed livestock operation notes that, this being the case, the more diverse the livestock operation, the costlier and more difficult it becomes to meet processing needs.

The demographics of the abattoir industry put the future of the sector in doubt: as one abattoir owner notes, most in the industry are approaching retirement with no succession plans in sight. If meat processing capacity for the local (or even regional) food system is to be maintained in the years to come a new generation of entrepreneurial operators will need to take the reins. It is relevant, then, to consider the sorts of legal and regulatory challenges that will pose barriers for new entrants to the industry.

Meat processing is subject to considerable regulation (see Textbox 1, Snapshot of a Start-up Abattoir). Among producers interviewed—as well as the owner and operator of an abattoir serving Frontenac producers—there is a view that regulations are written with large-scale, industrial facilities in mind. One interviewee noted that many of the regulations do not seem designed with an understanding of small-scale processing operations, with inflexible provisions requiring, for example, two bathrooms (male and female)—even if there is a very small, single-sex staff. “The feeling is there is an intention to drive out the little guys,” noted this interviewee, who added that smaller operators lack have the power to lobby for regulatory change in the same way that large operations do—which typically serve export markets, have large economic footprints, and thus wield more power.

Textbox 1, Snapshot of a Start-up Abattoir

Operating an abattoir is not easy business. The owner of one such operation in the region—one of only a handful, thus serving an important role meeting regional meat processing demand—described the many ways in which the legal and regulatory environment have impacted her operations:

- Regulations can have huge, sometimes unintended compliance costs—the owner of a different abattoir (which has since ceased operations) had to get rid of a wood stove for heating (although it was not near the slaughter area) and replace it with baseboard heating, and was subsequently “killed” by the rising electricity costs in Ontario (the woman estimated her own electricity costs were approximately \$2000-2500 a month).
- The operator had to spend \$10,000 on upgrades for lighting to ensure particular lux values for particular areas of her facility—even though one area, already well-lit from window light, had no need for additional lighting. There was a government subsidy available to help with these upgrades in the value of \$400—an amount which the operator considers almost “not worth the time”, given the time required to write the application.

- The operator notes that a cutting table that had just been installed was found to have a “tiny bit” of rust on the underside—it was determined that the entire table had to be replaced, including the new cutting boards installed on top that had just been sterilized.
- The process of establishing the facility was very time consuming and expensive, requiring a minimum of six months to put the application together for OMAFRA, to license the facility. This involved working 80 hours a week, sometimes, on large amounts of paper work—for instance, the operator was required to provide twenty-four different maps of the facility, including air flows, and detailing how staff would walk during cutting days and non-cutting days.
- The application to license the facility could not be completed until funding for the operation was secured, which itself involved many hurdles (the challenge here being that banks were only willing to provide a loan against the value of the building, not worth much at that time, and not the many operational costs involved in establishing and developing the business). Overcoming this challenge involved the investment of substantial personal resources.
- The operator noted that the inspector comes in once a week on slaughter day and “demands fixes”—there is much variability in terms of the quality of professionalism, according to the interviewee. One “personality difference” with an inspector required making a formal complaint to OMAFRA to request that a different inspector be posted to the operation going forward.

Interviewees expressed a worry that new CFIA regulations might involve greater harmonization of the federal meat regulatory regime—responsible, primarily, for the regulation of large, industrial-scale meat exporters—with the Ontario provincial regime. This could involve the introduction, at the provincial level, of a requirement that beef carcasses be sprayed with either hot water or acid mixture—a rule designed for large facilities where carcasses may “hang around” for a long time before going into the drip cooler (a rule that would have less rationale for a smaller facility where carcasses may go into cooler very quickly). Since spraying affects the quality of the outer meat, according to this interviewee, it is a process that should be avoided unless necessary.

A common sentiment among interviewees was that regulations should be designed with “scale appropriateness” in mind—that it is unfair to specify *processes* for operations (as opposed to a focus on outcomes—allowable risk tolerances for pathogens, etc.) if key differences between facilities of different types are not considered. Given the demographic challenges faced by the small-scale meat processing industry in the years to come, interviewees questioned whether a new cohort of operators will rise to meet the service needs of local livestock producers—unless steps are taken to ease the burdens of entry, and of maintaining a profitable business, in this challenging sector of the food system.

Many interviewees expressed interest in mobile abattoirs. This could be an innovative approach to enhancing processing capacity in the Frontenac food system—an approach that would better enable small-scale producers, and food entrepreneurs, to build diverse, small-scale livestock

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operations. Such an initiative could have many positive outcomes: for example, it could enhance the ability of producers and other food businesses to meet increasing consumer demand for locally-derived meat products—an interest driven, in part, by benefits related to animal welfare, food quality, and the environment, of smaller-scale meat production. This, in turn, could promote greater success for Frontenac food businesses and the food economy and culture, more generally.

However, although there has been some talk of a mobile abattoir, as of yet there are no plans to allow for this in Frontenac.

Key Community Challenges

Previous sections have considered legal and regulatory issues for producers and processors—“inputs” into the food system, or the development of a Frontenac food cluster, to borrow the conceptual model employed by Lee et al.²⁹ No research into the local food system would be complete without also considering some of the needs and issues of other entities, typically non-profit organizations, which play important intermediary roles—including in the form of charitable, food-related outreach and extension, support for food markets and other distribution channels, and the promotion of local food culture and community, generally speaking. Sometimes dubbed “facilitators”, these organizations are playing valuable roles in Frontenac’s food system.

As the following section reveals, the challenges faced by community organizations related to legal and regulatory hurdles can be even more onerous than those faced by food businesses: as non-profit organizations, they often have even fewer resources available to meet requirements of regulatory compliance.

Among interviewees, a common sentiment expressed was that regulatory control pertaining to charities and non-profit organizations should be exercised differently than in the private sphere, where incentives may exist to compromise the public interest for the sake of profits. As one interviewee noted, “Charity is at the essence of what [we’re] pursuing”—the “precautionary principle” of regulatory control (leaving no potential adverse risks to chance) should be replaced by an informed and case-sensitive approach that respects the considerable incentives among food community organizations to attend to the well-being of the public that they (similar to the regulators themselves) are tasked with serving.

Community Kitchens

Community representatives interviewed for this research cited the greatest hurdles related to Ontario Regulation 562/90, Food Premises, which provides for regulatory oversight of any food service provided to the public. S.1 (1) defines a “food service premise” as “any food premise where meals or meal portions are prepared for immediate consumption or sold or served in a form that will permit immediate consumption on the premises or elsewhere”.³⁰

²⁹ Martin Prosperity Institute, *Food Clusters: Towards a Creative Rural Economy*, 4.

³⁰ Ontario R.R.O. 1990, Reg. 562: FOOD PREMISES, <https://www.ontario.ca/laws/regulation/900562>

Interviewees put forward a number of criticisms related to provisions contained in this regulation, which they state have negatively impacted the ability of community organizations to support church suppers, school pot-lucks, and bake sales, among other community food-related functions and events. According to one interviewee, the Director of a food-related non-profit and charitable organization, this has had the effect of limiting fundraising activities for long-term care facilities, schools, and community projects—and, ultimately, curbing otherwise desirable efforts towards the building of community engagement. The interviewee expressed doubt that rates of food-borne illness stemming from church suppers or bake sales exceed those of licensed catering firms and restaurants (although, to be sure, tragic cases of food-borne illness outbreak have occurred from church dinners³¹) and also described a sometimes-inconsistent approach to regulatory interpretation and enforcement by KFL&A Public Health unit inspectors (with some health inspectors more “gung ho” than others).

One interviewee representing a non-profit group went so far as to state that food safety regulations are killing the “community function” of the local church. The group was unable to use church kitchen facilities for an event they were hosting on the premises—the interviewee noted that not only was it necessary to bring in catered food, but even the cutlery had to be brought in (Ontario Regulation 562/90 includes detailed provisions for the acceptable standards and use of utensils,³² which the group was apparently unable to meet). The interviewee acknowledged that with an inspection, done several months in advance, they could have had the kitchen approved for public use—but that this is an impractical requirement for community organizations or individuals that only want to use a kitchen for a short amount of time (i.e., “a couple hours”). In the case of their events, said the interviewee, the regulation has meant figuring out how to budget catering at approximately \$200 an event—even though they have employees able to perform the cooking themselves. The added cost has meant a reduction in the number of events that they are able to put on every year.

The same regulation curtails the potential of cooking groups and collectives, according to this interviewee. She noted that approximately forty small-scale Frontenac bakers wanted to participate in a shared kitchen project, but that even with this number of people it was not cost-effective to upgrade church kitchen facilities to a standard that would make it fit for commercial use, according to the regulations. The interviewee noted that the effect of this—and of the ongoing “creep” of food-safety regulation into greater reaches of community life in general—has been an erosion of local food culture and the community attachments it fosters: as, for example, when community events must make use of store-bought food rather than the contributions of willing community members. Another interviewee asked: “Why are we wasting money on inspectors investigating church bake groups and community markets—it’s not a rational use of social resources.”

It was suggested that the Ontario Food Donation Act, which absolves charities from potential liability when donating food under certain conditions, might be a model that could be applied more broadly to charitable and non-profit activities related to food service in general—i.e., by providing some degree of regulatory “relaxation”, and mitigating against the risk of private

³¹ CTV News, “1 dead, dozens ill after church potluck dinner in N.B. town”, December 11, 2014.

<https://www.ctvnews.ca/canada/1-dead-dozens-ill-after-church-potluck-dinner-in-n-b-town-1.2144093>

³² See sections 71-82 of Ontario R.R.O. 1990, Reg. 562: FOOD PREMISES.

lawsuit, where it can be established that an organization pursues food-related activities in genuine pursuit of the public good.

Community Gardens

Community gardens are another component of local food culture and are regulated by the City of Kingston.³³ The most onerous challenges cited by interviewees relate to those of initial start-up and development. In Kingston, a new community garden project requires the permission of every potential neighbour. Site-specific soil testing is required (even though, as noted previously, much of the City of Kingston geography is actually rural, or semi-rural, with no history of industrial zoning and corresponding risks of soil contamination), and other regulations determine where, and how, a community garden can operate. This includes the requirement that gardens be planted in raised beds (potentially impeding one of the objectives of community gardens, according to one interviewee: to promote real farming experiences in urban settings). Where applications for community gardens are turned down greater transparency is desired, with respect to City decision-making processes.

Regulations such as the ones described above, together with a very high level of insurance requirements (\$5 million, in the case of one community garden) represent a particular challenge to community organizations lacking substantial resources—and foster a sense among some that the real driver behind such regulations is protection of the city against liability, rather than genuine public safety concerns.

Farmers' Markets

Farmers' markets have traditionally been regarded as extensions of the farm gate. As such, they are regulated differently than other food premises—exempt from the general provisions of Ontario Regulation 562/90, Food Premises. Farmers' markets are, however, subject to local regulation that governs their provision of the sale of food—in addition to other aspects of their operation that intersect with other municipal bylaws. For example, the owner of one farmers' market noted a challenge around signage, stating that there are issues getting signs for the farmers' market approved for placement around nearby roads. These signs, says the interviewee, are integral to the market's ability to advertise—especially during those times of the year, at the peak of their business, when cottagers are making frequent use of the nearby roads, and thus in a position to learn about the market and its offerings.

Farmers' market proprietors and other interviewees described a considerable challenge with respect to the prohibitions on the sale of beer at farmers' markets (regulation provided at the provincial level)—a prohibition that seems inconsistent with allowances for wine and cider sales.

This is a sticking point among several brewers in the region, who observe that when wineries were first permitted to sell at farmers' markets, they faced little competition from small-scale breweries which were relatively few at the time. Now that small-scale breweries are enjoying increasingly popularity, these interviewees state, they face an uneven playing field when it

³³ See City of Kingston, "Community Gardens – City of Kingston", <https://www.cityofkingston.ca/residents/recreation/facilities/community/community-gardens>

comes to accessing retail channels (including farmers' markets), where established players have secured their interests in the shape of law and regulation.

Growing consumer interest in local food purchased from farmers' markets has led to some high-profile scams in which produce purchased wholesale—sometimes from major food terminals, with labels changed—is sold at a farmers' market, passed off as local. In an attempt to remedy this, regulations exist that require that the operator of a stall at a farmers' market sell their own produce. Although a natural precaution, it may have the unintended consequence, says one small-scale Frontenac producer, of preventing some desired flexibility among farmers, to be able to help market each others' produce (for example, if one farmer is unable to attend a market one week). In this case, steps might be considered on how regulatory inspectors could be appraised regarding arrangements such as this—for example, by attaining confirmation from the absent farmers that the produce being sold on their behalf is in fact their own.

Temporary Markets and Events

One interviewee engaged in community food programs, including temporary markets for produce (as well as other local products and crafts), described the considerable red-tape burdens involved in attempting to pursue their charitable efforts.

A food market operated on a temporary basis—for example, as part of a community event of limited duration—is still a food premise, for the purposes of regulatory control and oversight. This means that a community group hosting such a market or event must comply with a range of regulatory prescriptions, including City of Kingston codes for business premises. A set of inspections are required by the city as part of the license application, requiring sign-offs from the Planning Department, Building Enforcement, KFL&A Public Health Unit, and Kingston Fire and Rescue. Related license fees—which go up every year and now amount to approximately \$200—can be difficult to manage for organizations, such as that of the interviewee, which operate on a “shoe string” budget. The steady increase in licensing fees has caused this interviewee to question whether the organization will continue to be able to support this event in the years to come.

Alcohol-related Events

A host of complications exist for breweries that are looking to diversify revenue and build brand recognition through the promotion and hosting of on-site events. For example, one brewery in the area, wanting to make use of a barn as an events space, describes the challenge of acquiring a license to operate a bar inside—with the Alcohol and Gaming Commission of Ontario agreeing to provide the license, but the local municipality citing agricultural zoning rules for objecting to the proposal. The owners of the brewery had to seek to have the barn zoned for “special agricultural zoning” from the Ontario Ministry of Food, Agriculture, and Rural Affairs (OMAFRA), following unsuccessful engagements with the municipality, which, according to the business interviewee, was unaware of the special zoning exemption.

In this case, as in others where small businesses must expend substantial time identifying and complying with regulatory requirements for new initiatives, the result can be the imposition of

many additional costs and burdens: in this case, the brewery had to put on hold the retrofitting of the barn. Pending the results of the application process, the initial costs, including an analysis of the barn by an engineer for structural soundness, may be at risk of being lost—in addition to the opportunity costs of missed potential business, as they wait.

Connections between Producers and Restaurants

Previously, the importance of fostering strong linkages between different elements of the Frontenac food system was noted, as a means of enhancing positive synergies and the potential development of a robust Frontenac food cluster.³⁴ One linkage of particular importance is between local producers and restaurants. Connections of this kind can have unique value in helping to establish local food identity and pride—putting the names and brands of local producers on the “map” and giving restaurants the benefits of premium branding opportunities, in addition to the benefits of fresh, local ingredients.

Interviewees noted several difficulties in improving these connections—and while not all of the challenges relate to the legal and regulatory environment in a direct way, they nonetheless introduce issues to be considered by local policymakers. They include:

- Using produce in a restaurant for public consumption requires complying with the Ontario Farm Products Sales Act, providing that inspectors have the ability to check records regarding purchases. Meeting this requirement will often require that producers have in place a certain set of business processes sometimes lacking among small-scale farms.
- One producer—also a restaurateur—noted an apparent challenge with the KFL&A Public Health unit in their interpretation of the rules regarding this: according to the interviewee, they were told that they are unable to use their own produce in their own restaurant. The interviewee expressed an interest in greater clarity or guidance surrounding these regulations.
- Related to the above, one interviewee noted an apparent discrepancy in that a restaurateur can purchase produce at a farmer’s market with cash and no receipt and then sell at a restaurant, but not buy directly from producers and use it in his restaurant if there is no receipt.
- “Greenwashing”: one pork producer notes a possible issue of “greenwashing” in which local butchers sell pork under her brand which did not, in fact, emerge from her farm, in order to benefit from local branding.
- Another interviewee wondered if restaurants and butchers might be taking advantage of local brands to benefit from marketing even though it’s not their meat—a state of affairs which, if believed by producers, could begin to erode trust and good-faith dealing.
- Affordability and access: local produce is regarded by some local restaurateurs as too expensive, thus demanding a price premium that they cannot recoup in their menu pricing, despite local branding.

³⁴ Martin Prosperity Institute, *Food Clusters: Towards a Creative Rural Economy*, 7.

- Relatedly, not all restaurateurs have the capacity to have their menus adapt to the product offerings of local producers, given the seasonality of much local agriculture.

In some cases, overcoming the issues considered above may involve a positive, enabling regulatory role—helping to improve communication and information flows, clarify regulatory uncertainty, or address other potential market failures that limit the potential for effective linkages.

Street Food Culture

Over the course of research for this project, the voices of street food vendors were also heard. Proprietors of these operations occupy a difficult operating environment at the intersection of many different levels and types of regulatory control.

Across North America, controversies over vendors’ use of public space, and perceived disparities in market access available to street food vendors as compared to traditional “bricks and mortar” food businesses, has led to social and community disputes (i.e., the Los Angeles “taco truck wars”³⁵) and even litigation.³⁶ As the case of the “taco truck war” suggests, controversies around street food vending often come down to different social attitudes and philosophies with respect to public food consumption and the shape of community life—however, it would seem that there is growing consumer interest in mobile food trucks, perhaps as part of a lively street food culture, able to cater to a variety of preferences in terms of cuisine as well as convenience and access (i.e., with street food vendors often open late into the night, and in non-traditional food locations).

Kingston is home to several mobile food carts and hot dog carts. However, as one long-time representative of the cart business noted, the business typically faces “insurmountable” hurdles: in particular, hot dog carts are “at the lowest level of the social scale—they’re regulated to the point of no future possibility”, noted the interviewee. Indeed, carts in Ontario encounter regulatory burdens and outright constraints from all levels of government (municipal, provincial, and federal). These include:

- General food-safety regulations as provided by R.R.O. 1990, Reg. 562: Food Premises that determine what carts are allowed to sell and how they are to sell it.
- City regulations specify a limited number of locations where a cart is allowed to be stationed—for the most part, within public parks—with license applications that must be approved. Currently, monthly fees to operate in a City of Kingston park are \$353.81 a month.³⁷

³⁵ Time, “The Great Taco Truck War”, Friday 25, 2008.

<http://content.time.com/time/nation/article/0,8599,1735104,00.html>

³⁶ See, for example, “Baltimore’s food trucks notch another win in fight over ‘300-foot rule’”, *Baltimore Sun*, March 20, 2018. <http://www.baltimoresun.com/entertainment/dining/bs-md-ci-food-truck-win-20180319-story.html>

³⁷ See document, City of Kingston, “City of Kingston – Food Cart Application Form”.

- In return for these, and other fees that cart operators must pay, they typically do not receive the same services as bricks and mortar operations, such as water, electricity, sewer, or garbage removal.
- Carts must undertake multiple safety inspections, complying with standards set by the Technical Standards & Safety Authority.³⁸ These inspections occur both at the manufacturer level and must then be undertaken by operators on an annual basis.
- Carts may also be subject to inspections by the KFL&A Public Health unit (which may not occur as frequently as those by the Technical Standards & Safety Authority). As one interviewee noted, “Why the need for this? A hot dog cart is just a big BBQ on wheels.”

The City of Kingston has introduced a policy on street food vending that emphasizes healthy food options as well as “sustainable business practices and environmental contributions”.³⁹ Approval criteria for a new operation involves specifying how the operator will meet a wide range of requirements in terms of the types of food offerings as well as preparation methods (i.e., no deep frying), based on principles derived from Canada’s Food Guide and adapted from the Eat Smart! Workplace Program Nutrition Standard for Cafés. Among other requirements, menu choices must include offerings from all major food groups (“Do you offer vegetables and fruit choices that are prepared and served in a healthier way”) and applications must detail the types of fats and oils used in the cooking process.⁴⁰ Operators have no ability to select where they will situate their business but can select three choices—among eight city parks—in ranked preference.

To be sure, some will laud the Kingston food cart policy as a progressive policy solution that gives consumers new food and refreshment options for when they are engaging in recreational activities at one of the city’s parks. For others, however, the policy will be seen as a form of excessive regulatory control that limits freedom of choice, along with the potential of would-be cart entrepreneurs to innovate and respond to consumer interest and demand elsewhere in the city (it would seem that no taco truck would meet the rigorous health-related criteria set out by the City of Kingston.) Moreover, although the prescribed location availabilities, in city parks, may have been chosen with a view to meeting market demand, in the view of some interviewees, such restrictions are a needless detriment to free enterprise and the support of community life: where, for example, a hot dog cart cannot be setup temporarily at the site of a local baseball tournament, even if they are still operating within the relevant food-safety parameters (such as Ontario Regulation 562).

The interviewee also noted that excessive restrictions in this sector can work at cross-purposes to other nominal social and policy priorities, around job creation and employment, by making it difficult for new entrants to enter the industry: “a lot of people looking to get into a cart business are one step from welfare. Trucks create jobs. Why make it harder for them? In many cases a person can turn a cart into a good business.”

³⁸ This is an agency of the Ministry of Government and Consumer Services Safety and Standards Association, empowered by Director’s Order FS-056-06, *Technical Standards and Safety Act, 2000 S.O. 2000, c. 16, s. 3.6.*

³⁹ See document, City of Kingston, “City of Kingston – Food Cart Application Form”.

⁴⁰ See document, City of Kingston, “City of Kingston – Food Cart Application Form”.

In the case of street food vendors, then, and street food economy and culture generally speaking, policymakers might be well-advised to consider the full range of social issues involved in determining what and where consumers are allowed to purchase, from food carts that are otherwise licensed and regulated: and to remember that innovation, and the development of authentic food culture and experience, seldom arise from bureaucratic dictate.

General Challenges

Interviewees, as well as participants to the Frontenac Food System Law and Regulation Consultation, identified a number of issues of general importance with respect to the Frontenac food system.

Producer, Marketing, and Industry Associations

The production and sale of agricultural products in Ontario often requires license or membership with a governing body such as a marketing association, as provided by provincial and federal statute. The Ontario Farm Products Marketing Act (FPMA), like its counterparts in other provinces, provides legislative authority for the creation of marketing boards in a wide range of farm products sectors. These marketing boards, in turn, have broad-based powers: including those relating to “the control and regulation in any or all aspects of the producing and marketing within Ontario of farm products including the prohibition of such producing or marketing in whole or in part.”⁴¹

These legal and policy frameworks might be considered as a kind of market regulation, exerting considerable influence over the shape of agricultural supply and the competitive environment: their impacts, like those of regulations generally, often fall hardest on small operations—those with fewer resources (including dedicated managerial roles and functions)⁴² to devote to the tasks of regulatory compliance

For some farmers, licensing with the Ontario Federation of Agriculture (OFA) (not itself a marketing organization) will be an initial regulatory and “red-tape” hurdle. To be sure, many, if not most producers pursue and achieve licensing without undo difficulty—regarding it as a necessary, if sometimes onerous step, towards the development of their business. But the effects of this process may have a differential impact depending on the business—“producer’s licensing, and associated permits take an inordinate amount of time”, noted one small-scale operator, responding to the Frontenac Food System Law and Regulation Consultation. Another interviewee noted: “with OFA, you need a certain income to get a membership. A membership is needed to get a business premise number, and this is needed to get tags [for hogs] which is needed to sell pork. So, there are a lot of little hoops and red-tape.”

The interviewee added that there is little assistance available to help small operators with navigating these administrative hurdles, despite the approximately \$225 a year that goes into

⁴¹ Ontario Ministry of Agriculture, Food, and Rural Affairs, “Overview of the Farm Products Marketing Act,” <http://www.omafra.gov.on.ca/english/farmproducts/factsheets/2overview.htm>

⁴² See, for example, The Conference Board of Canada, *Seeds for Success: Enhancing Canada’s Farming Enterprises*.

membership fees.⁴³ Others had a similar point to make, regarding the value of membership: with one participant stating, “[there are] too many organizations that take license fees with zero benefits to our business”.

As noted by another interviewee, the operator of a small, mixed farm, a sheep processing fee of about \$1.85 is assessed at the time of slaughter (functioning “like another tax”). Although the cost is nominal, the interviewee observed, there are related costs that filter through the industry, contributing to inflation and inefficiency—and a general sense that the system as a whole contains too much regulation and administration. As the interviewee put it: “you have to figure that the abattoir manager must charge something [to the producer] for processing this transaction—a service fee for remitting these funds and keeping records and whatnot. So, a lot of money is going towards the administration of this bureaucracy and it isn’t clear what value we’re getting from it.”

For many food businesses, a more challenging situation exists where production and processing occur as part of the same operation, requiring multiple (and often uncoordinated) levels of licensing and compliance. Businesses in the alcoholic beverages sector—for example, producers of grapes, apples, or barley and hops, and processors of wine, cider, and beer—seem to encounter special difficulties. For example, a cider producer described how the Ontario Tender Fruit Growers association have a mandatory processing fee to be paid, even if the farmer and producer are one and the same person. (OMAFRA anticipates that such situations can arise, stating in its policy language around the regulation that “any person who is both a producer and a processor of a regulated product has all the rights and privileges of both a producer and a processor, and also all the duties and obligations of both. This applies even if the processor is only processing his or her own product.”)⁴⁴

Some food business owners in this sector feel that there should be some streamlining and rationalization of regulations (for example, at the provincial and federal levels) in cases where regulations or licensing requirements involve similar or equivalent efforts in terms of compliance. One interviewee observes, for example, that provincial and federal excise licenses for alcohol production are completely separate. Given the large number of licenses that must be acquired in order to conduct business in this sector—for example, those tied to specific facilities (i.e., for the distillery and “tied house”—the part of the establishment where alcoholic products can be showcased and sold)—the interviewee wonders if these processes cannot be combined.

Providing some indication of the wide range of licensing requirements necessary to engage in alcohol production and sale in Ontario, an innovative, start-up wine producer provided the following list of needed items:

- A Farm Business registration, requiring business name registration (even though he is not yet an incorporated business)

⁴³ Ontario Federation of Agriculture, “Individual Farm Membership Sign-up”, <https://ofa.on.ca/join-ofa/individual-farm-membership-sign-up/>

⁴⁴ Ontario Ministry of Agriculture, Food, and Rural Affairs, “Overview of the Farm Products Marketing Act,” <http://www.omafra.gov.on.ca/english/farmproducts/factsheets/2overview.htm>

- A license from the Alcohol and Gaming Commission of Ontario for producing alcohol
- A federal excise license for producing alcohol
- An LCBO Product testing license
- A license from the Grape Growers of Ontario as a grape producer
- A license from the Grape Growers of Ontario as a processor of grapes

This is in addition to separate processes and applications that must be undertaken to acquire permission to make use of certain “terms, descriptions and designations” relating to Ontario wine, as provided by the Ontario Vintners Quality Alliance Act, 1999.⁴⁵

Lack of Guidance/Clarity

A common theme heard among interviewees and survey participants was that the volume and complexity of regulation at municipal, provincial, and federal levels is a challenge to understand and keep up with. This is particularly true for very small farming operations, or for those farming operations, highly engaged in community or advocacy work related to local food (or simply occupied with other employment obligations), which reduce the time available to learn about food law and regulation. As one interviewee notes, “it would help to make regulation more navigable and simplify information—even slight barriers can become insuperable.” Some interviewees expressed a desire for comprehensive regulatory guidance through a single source that would provide all the information and advice necessary to comply with regulations at different levels of jurisdiction and relating to different aspects of food business.

Adding to the sense of need on this issue is the apparent lack of “continuity” among different levels of government—i.e., instances where governments may be working at cross-purposes with respect to certain elements of local food system performance. For example, one interviewee noted that municipal bylaws around signage for farmers’ markets is too difficult to navigate and impedes the objectives of the Ontario Local Food Act to better develop local food systems in the province. Another interviewee noted that some form of guidance or training (i.e. through government-supported workshops) would be desirable to aid with regulatory compliance, with respect to upcoming changes to Canadian food labelling laws.

Some producers mentioned a fear of reaching out to regulators, to obtain clarity on regulations from the source—particularly with respect to the KFL&A Public Health unit. “it’s best not to poke your head up,” said one small-scale farmer, expressing the view that to ask questions about regulatory compliance is to put oneself on the regulatory “radar” and thus open to being “targeted”. Given what is sometimes considered to be an adversarial feature of the regulatory system, there is a view among some that a third-party agency, either public sector (i.e. a local economic development office) or non-profit organization, would be in a better position to provide regulatory guidance services: or, as one local food stakeholder put it, “there should be a source of guidance and help for dealing with the regulators that aren’t the regulators themselves.”

⁴⁵ See, for example, Vintners Quality Alliance Act, 1999, S.O. 1999, c. 3, s. 6(1).

Another interviewee described the potential value of consolidating food-related regulation under the auspices of a single “umbrella” organization—thus simplifying legal and regulatory issues at the source.

Regulatory Uncertainty

While this report has mostly focused on the impacts of law and regulation that is “on the books”, along with related enforcement activities, uncertainty about new legal and regulatory developments can also impose costs and challenges for food businesses.

“It’s always a question as to what barriers the governments will put up,” notes one food processor. According to one participant to the Frontenac Food Law and Regulation Consultation, the risk of unanticipated regulation is particularly large for food businesses, including processors, which must build up an inventory prior to launching a new product line, or prior to launching a business altogether—this creating considerable risk of sunk costs in the form of wasted investments. Given that launching a business in the food sector is sometimes a multi-year process, this means that there are considerable costs associated with regulatory uncertainty—“you never know how regulatory issues might constrain or open new horizons,” noted one small-scale producer of artisanal meat products.

Although interviewees for this project were engaged primarily in the local food market, some nevertheless had an eye, also, on international export opportunities. Said one survey participant: “international trade disputes and trade concessions create instability and cause reduced investment in the future.”

Conclusion

Notwithstanding a robust literature on local food in general, there is always a need for timely, localized information on the legal and regulatory issues and hurdles facing particular local food systems. This report has sought to help fill a knowledge gap with respect to the Frontenac local food system—namely, the small-scale producers, processors, and community organizations whose markets consist largely of Frontenac-area buyers and consumers. In so doing, it has also helped provide a venue for many of these participants in the Frontenac food system to feel as though they have had an opportunity to provide input on issues on which they do not always feel consulted.

The findings of this research shed light on where improvements in the system may be possible. The challenges identified were of a wide-ranging nature—any and all of which could be the subject of more focused research and analysis. However, one emerging theme of the research is that food law and regulation is often shaped around the operating needs and realities of large-scale food industry. The result of this can be unequal regulatory burdens, or instances in which the unique operating needs of small operations are simply neglected by imprecise or ill-suited regulatory provisions, with no corresponding advantages in terms of public outcomes (only unnecessary costs and inefficiency). This speaks to the need for greater attention to the needs and issues of all food stakeholders when engaged in regulatory development and implementation.

To be sure, this is not always an easy process. Canada's food system is comprised of many competing interests, which in turn are shaped by differing values, beliefs, and visions as to what constitutes a successful food system. In terms of industry organization, unlike many other industries in Canada, the food sector—notwithstanding some degree of consolidation⁴⁶—is made up of a rich tapestry of firms of very different sizes and market orientations. Moreover, the relative scarcity of legal and regulatory resources means that organizations and industry associations have strong incentives to lobby governments to secure advantages (including in the form of market access), a kind of rent-seeking behaviour known as regulatory capture, which small-scale operations—often lacking in political or economic clout—are less able to effectively engage in.

Notwithstanding these challenges, optimizing the food system on the whole will involve, as best as possible, tailoring regulation and enforcement according to the costs and benefits of these interventions in different areas of the food system—seeking, always, net social benefit, with a full view of the economic and social outcomes related to food.⁴⁷

If local, small-scale producers and food stakeholders were able to have their needs and issues better reflected in the design and implementation of food-related law and regulation, the result might be a re-weighting of some of the policies and priorities that law and regulation seeks to

⁴⁶ Although not as much consolidation as might generally be believed. See, i.e., Stuckey, "Canadian farmers prove size doesn't matter", *The Globe and Mail*. July 17, 2013.

⁴⁷ A Conference Board report identifies five guiding principles to help inform this: proportionality, responsiveness, efficiency, effectiveness, and transparency. See, The Conference Board of Canada, *Governing Food: Policies, Laws, and Regulations for Food in Canada*.

achieve. This, it would seem, would coincide in some cases with consumer interest in fewer regulatory restraints and interventions, and more freedom in food-related decision making. Such appears to be the case in Frontenac with respect to the following issues:

- The sale of ungraded eggs;
- The sale of beer at farmers' markets;
- The freedom of community groups to host potlucks and dinners;
- Street vendor food culture.

Although policy decisions often involve trade-offs between the benefits of control and oversight and the benefits of freedom and consumer choice, there is indication that some level of optimizing of the local regulatory environment (in some cases, simple “tweaks” to municipal and city bylaw), according to the needs and issues of local, small-scale food stakeholders, could help bolster the Frontenac food economy and culture—leading, ultimately, to greater overall social value.

Regardless of the approach to food law and regulation advanced by policymakers in the years to come, one thing is clear: the opportunities for local food in Frontenac are on the table.

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Setting the Table: Law and Local Food in Frontenac County



Report 2019-081

Committee Recommend Report

To: Chair and Members of the Community Development Advisory - Committee

From: Alison Vandervelde, Community Development Officer

Date of meeting: July 11, 2019

Re: **Community Development Advisory Committee – Request to expand Ambassador Program to Rural Kingston**

Recommendation

Be It Resolved That the 2019 Annual Ambassador Survey include a question about expanding the program to include businesses located outside of Frontenac's municipal boundaries;

And Further That staff report back at the November Community Development Advisory Committee meeting with Ambassador responses to inform a discussion on this topic.

Background

At its regular meeting on February 20, 2019 County Council received [Report 2019-027 Planning and Economic Development – Request to expand Ambassador Program to Rural Kingston](#). County Council referred the request to “include farms, farm families and agricultural businesses located in the Countryside ward and former Pittsburgh be eligible to participate in the Frontenac Ambassador Program” to the Community Development Advisory Committee. Please refer to the report linked above for full details concerning the request.

Comment

As indicated in [Report 2019-027](#), when surveyed in 2017, Ambassadors at the time provided 70% support for inclusion, but also indicated mixed reactions about expanding the program beyond Frontenac's municipal boundaries. Over the last two years, staff have focused efforts on recruiting businesses physically located within Frontenac, with a few rare exceptions.

In the 2017 survey, the question was phrased as:

“A few businesses with ties to Frontenac – that are technically not located in Frontenac – have expressed interest in becoming Frontenac Ambassadors. What do you think, do we let them in the club or not?”

Staff are proposing inclusion of the same question verbatim in the 2019 survey. The Frontenac Ambassadors themselves have guided staff activities and program priorities, and staff wish to place the needs and desires of our Frontenac stakeholders at the top of our program.

Although the request from the Frontenac Federation of Agriculture concerns a narrow subset of businesses located in the City of Kingston, it is likely that the decision to include these businesses would have broader implications for the program, with the potential of requests from other industries or geographical regions following suit.

Strategic Priorities

At its June meeting, County Council approved [Frontenac County Strategic Plan 2019-2022](#).

Priority 3 - Champion and coordinate collaborative efforts with partners to resolve complex problems otherwise beyond the reach of individual mandates and jurisdictions.

This priority indicates that opportunities for increased regional collaboration should be seriously and thoughtfully considered.

Financial Implications

Costs for the Frontenac Ambassador program are included in the 2019 Operating Budget for Economic Development.

Organizations, Departments and Individuals Consulted and/or Affected

Members of Community Development Advisory Committee
Frontenac County Council & staff
Township of Frontenac Islands
Township of South Frontenac
Township of Central Frontenac
Township of North Frontenac
Frontenac Community Futures Development Corporation
Local Businesses in and around Frontenac
Frontenac Federation of Agriculture
Frontenac County Residents



Report 2019-082

Committee Information Report

To: Chair and Members of the Community Development Advisory Committee

From: Alison Vandervelde, Community Development Officer

Date of meeting: July 11, 2019

Re: **Community Development Advisory Committee – Big Sandy Bay Shuttle Bus Reallocation of Grant Funds To Wolfe Island Farm to Table Event**

Recommendation

THAT the Council of the County of Frontenac endorse the “Wolfe Island Farm-to-Table Tour” project;

And Further That any unused funds for the Big Sandy Bay bus program be reallocated to the development and implementation of the “Wolfe Island Farm-To-Table Tour”

Background

CDAC received [Report 2019-052 Ferry by Foot 2019 Implementation Plan](#) at its May 2019 meeting.

Since that time, the Big Sandy Bay Beach has been [experiencing record high water](#) levels. As of the writing of this report, the beach is virtually non-existent and remains closed to visitors. As such, the Big Sandy Bay Shuttle Bus is not operating as planned for the 2019 season.

Comments

Frontenac County staff are staying in close communication with the contracted bus company, who will remain on standby to provide the Big Sandy Bay Shuttle Bus Service if and when the beach opens to the public later this summer. At this point, the service has been postponed by two weeks, with the expectation that there will be no service at all for the month of July.

While this is an unfortunate situation, it does present an opportunity to reallocate the unused funds set aside by project partners: Regional Tourism Organization 9 “South Eastern Ontario” (RTO 9), Kingston Tourism, Frontenac Islands Township, and

Frontenac County. It is proposed that these funds be used to execute a new initiative to pilot a farm-to-table culinary experience on Wolfe Island. Staff have consulted with the funding agency, who has been supportive of an amended approach to promoting tourism on Wolfe Island.

On April 16, Frontenac County staff met with members of the Wolfe Island agricultural community to discuss the possibility of island locations participating in Open Farms.

Ferry capacity was discussed as a major barrier to hosting this kind of event on the island, an issue that is exasperated by the vehicle-reliant nature of the event and the event date (Sunday, September 8), which falls during a time when the village and ferry are both still quite busy with seasonal activity.

The weekend itself is also a busy time for many farmers on Wolfe Island, especially given its close proximity to the annual Kingston Fall Fair. While there was obvious interest in being involved, simply expanding Open Farms to Wolfe Island is not feasible.

Alternative: Wolfe Island Farm to Table Tour

Island producers and businesses are interested in participating in a Wolfe Island version of Open Farms – a guided bus tour that would occur later in the year and include a farm tour and locally produced meal. This event would have a cost to participants, who would purchase tickets in advance online. While staff are working to confirm details, following is the preliminary event plan, with a tentative event date of Saturday, October 5, 2019:

- In the early afternoon visitors meet a “tour guide” at the ferry dock and walk on the ferry together.
- The tour boards a bus on the island side in Marysville.
- The tour group visits three to four farm locations, where they enjoy an experience hosted by the farm business owner, with the opportunity to purchase products at each stop.
- The tour returns to the village of Marysville to enjoy a meal made with locally produced ingredients.

Staff are coordinating with a partner that would administer ticket sales, and also in discussion with a Marysville restaurant that will to host the local meal. Several Island producers have communicated interest in hosting visitors on their farms.

Frontenac County staff will manage the event coordination and marketing efforts for the first year of this Wolfe Island version.

Strategic Priorities

At its meeting on June 19, 2019, County Council approved [Frontenac County Strategic Plan 2019-2022](#). This project is aligned with the intent of the priority listed below.

Priority 1.2: Refine and invest in efforts to accelerate economic development — to grow businesses, attract more visits and expand the tax base.

This event has potential to become a regular agri-tourism product for Wolfe Island, and would expand opportunities to increase visitation with a relatively low impact on Ferry traffic. It may become a key product to support visitor attraction and local businesses while the Marysville ferry terminal is under construction over the next few years. .

Financial Implications

Frontenac County has already secured funding in partnership with the Township of Frontenac Islands, Visit Kingston and Regional Tourism Organization 9.

It is not known how much of this funding will be required to operate the Big Sandy Bay Shuttle Bus this year, if any at all.

It is anticipated that the costs associated with the coordination of the Wolfe Island Open Farms event (i.e., branding, bus service, ticket administration, etc) could range between \$1,000 and \$2,500. It is proposed that any unused portion of RTO 9 funding, be reallocated for the development and promotion of the Wolfe Island Farm to Table Event.

RTO 9 and staff at Frontenac Islands Township are supportive of this project, including the reallocation of funds to support the Wolfe Island Farm-To-Table Tour. Both organizations have requested a brief summary proposal of the event and suggested financial reallocations.

Organizations, Departments and Individuals Consulted and/or Affected

Community Development Advisory Committee
Frontenac County Councillors and Staff
Township of Frontenac Islands
Big Sandy Bay Management Committee
Ministry of Transportation of Ontario
Tourism Kingston and Kingston Accommodation Partners
Wolfe Island farms and businesses
Regional Tourism Organization 9 (RTO 9)



Report 2019-083

Committee Recommend Report

To: Chair and Members of the Community Development Advisory Committee

From: Richard Allen, Manager of Economic Development

Date of meeting: July 11, 2019

Re: **Community Development Advisory Committee – Authorization to enter into a non-exclusive use agreement with the Verona ATV Club (VATVC) for the maintenance and motorized vehicle use of the K&P**

Recommendation

Be It Resolved That the Council of the County of Frontenac authorize the Warden and Clerk to enter into a non-exclusive use agreement with the Verona ATV Club (VATVC) for the maintenance and motorized vehicle use of the K&P Trail from Craig Road to Sharbot Lake;

And Further That County Council direct staff to develop a Trail Use Policy allowing motorized vehicles with an approved Permit obtained through an authorized partner or licensed organization use on portions of the Frontenac K&P Trail;.

And Further That the above policy be included in a comprehensive bylaw to regulate and manage the Frontenac K&P Trail as a recreational trail

Background

In 2017, the County entered into a license agreement with the Eastern Ontario Trails Alliance (EOTA) for the purpose of providing maintenance and management services to the Frontenac K&P Trail from Orser Road to the Village of Sharbot Lake. Normally, these agreements allow for the EOTA to administer a permit system in return for access to the trail. At that time, County Council did not wish to consider permit requirements for trail users, especially pedestrians and cyclists. The County agreed to provide \$400/km of trail in return for the maintenance and management services. In addition to this agreement, the EOTA has successfully secured external funding on the County's behalf for construction projects on the K&P Trail.

On June 20, 2019 the County received a request from the Verona ATV Club (VATVC) to establish an agreement for access and use of the K&P Trail. This agreement would allow the VATVC to provide support with regulation of speed, curbing dangerous behaviour of motorized users, and work with neighbours of the Frontenac K&P Trail to prevent trespassing. In return, the club would raise funds through the sale and management of permits (memberships) to motorized off-road users for the privilege of accessing the K&P Trail, as well as [other trails in the OFATV network](#).

Comment

Currently, the County allows motorized off-road vehicles to access the Frontenac K&P Trail north of Craig road in Verona to the Village of Sharbot Lake where trail users can travel further north, east or west. Policy does not require permits or licenses on this section of trail, however permits are required for trail users to continue from Sharbot Lake. Motorized Off-Road use of the Frontenac K&P Trail has steadily increased as the connection from Tichborne to Sharbot Lake has become more established and as the popularity of motorized recreational vehicles continues to grow globally. A [2015 report by Technavio](#) estimated 8% annual growth in the off-road recreational vehicle market between 2016 and 2020. An [additional study](#) conducted by a third party for the Canadian Off-Highway Vehicle Distributors Council estimates that off-road motorized vehicles have an impact of “1.5 to 1.9 billion dollars” nationally. Increased use has brought both opportunities and challenges with it.

Opportunities

- **Increased Economic Activity from Trail users**

Additional K&P Trail users contribute the economic sustainability of the villages and towns located along the route, most notably for motorized users, Verona and Sharbot Lake. As users increase, businesses will make efforts to identify with the trail provide services and products that support this use. In general, food and beverage, fuel, and accommodations are considered important to trail users.

- **Attention to the region through marketing and promotion**

The Eastern Ontario Trails Alliance has marketed Sharbot Lake and Frontenac County through ATV World Magazine and in other publications as a destination for motorized off-road vehicles. Sharbot Lake has trails that support this kind of tourism heading North, West, South and East.

- [“Wandering through Ontario's Highlands”](#) - Video, photos and story, ATV World Magazine, September 2016
- [“Exploring the Eastern Ontario Trails Alliance”](#) – Video, photos and story, ATV World Magazine, October 2018

Challenges

- **Trespassing, Noise, Speed**

As the number of motorized off-road trail users increases, so do concerns with regard to trespassing, noise or high speeds along the trail.

With the establishment of a land use agreement and a formal partnership with a local ATV club, the County can work with ATV users directly on issues concerning motorized off-road use of the trail. In addition, permits can be revoked if trail users are non-compliant with established speed limits, times of use, or for not staying on the recreational trail. It is a best practice to establish formal management policies for municipally operated trails, along with a clear by-law to govern the use of a recreational trail.

- **Vandalism of County Property**

Sections of the K&P Trail south of Craig Road in Verona do not currently permit motorized use. In order to dissuade motorized users from accessing the trail, gates have been erected at all entrances. On a regular basis, motorized users ignore this policy and cause damage to County fencing and gates in order to gain access to the Trail.

With a local ATV Club, the County can work on campaigns to educate motorized trail users on appropriate places to access the K&P Trail, and establish consequences for using the Trail in areas where motorized vehicles are prohibited, such as loss of Trail permits, fines, or charges for damage to property.

- **Trail Code of Conduct**

Among most trail users, it is understood that motorized users slow and yield to cyclists and pedestrians, that cyclists yield to pedestrians, and that all users slow and yield to those on horseback. Many trail managers make this a formal policy in order to guide behaviour and reduce conflicts between user groups on their trails. The challenge with such a policy is having representatives from user groups to assist with education, most notably, the motorized user groups.

Staff anticipate working with a local club to establish a trail code of conduct will help assist with concerns regarding speed and anti-social behaviour along the Frontenac K&P Trail.

- **Limited Resources**

With 55 km of off-road trail to manage, it can be difficult for the Trail Coordinator (Manager of Economic Development) to patrol the trail regularly or follow up with issues related to conflict between trail users.

With the establishment of a local off-road vehicle club, such as the Verona ATV Club, the County can work with the group who would serve as stewards of the trail through volunteer patrols, managing permits, collecting data, reporting maintenance issues and supporting community events.

Verona ATV Club – A local user group

The Verona ATV Club will be able to coordinate with the approved trail permit organizations such as the Ontario Federation of All Terrain Vehicle Clubs (OFATV) or the Eastern Ontario Trails Alliance (EOTA) with regard to the sale and distribution of permits, training as trail wardens and enforcement of the permit system.

When issues arise regarding the use of Motorized Off-Road Vehicles on the Frontenac K&P Trail, the County can approach the Verona ATV Club to work on a joint response – determining if education, enforcement or regulation is necessary to ensure a safe and sustainable experience for all.

The Verona ATV Club will also be eligible for grants and funding programs that may benefit the trail that the County may not be able to access. By developing a collaborative partnership, the County may see supportive investment from other stakeholders of the K&P Trail through these programs.

Permits for Motorized Off-Road Vehicles

With regard to permits on the K&P Trail, staff propose that all permits for motorized off-road vehicles be honored if purchased through an approved partner such as the EOTA or OFATV. Trail users can determine which permit system suits their preferences, and the County will work with both groups to manage safe use of the trail. Staff do not support the requirement of permits for other uses of the Frontenac K&P Trail.

The VATVC plans to sell permits within the OFATV system. As indicated in the clubs letter of request, \$65.00 of each permit sold is returned to the club and will be used for local trail initiatives.

Next Steps

Staff recommend that the following actions be undertaken with regard to this request:

- Enter into a non-exclusive trail use agreement with the Verona ATV Club
- Develop policies to limit motorized off-road vehicle use on the K&P Trail to vehicles with approved permits.
- Include the above policies in the development of a comprehensive bylaw and management framework for implementation in 2020.
- Develop a formal code of conduct and work with the Verona ATV Club and other stakeholders on a campaign to educate trail users on appropriate behaviour.

Strategic Priorities Implications

Priority 1.2: Refine and invest in efforts to accelerate economic development — to grow businesses, attract more visits and expand the tax base.

Priority 3: Champion and coordinate collaborative efforts

Trails have been key pillar of the Charter for Economic Development. While it is important for the County to solve gaps in trail infrastructure, it is also critical to have a collaborative relationship with user groups who will become the stewards of the trail and contribute to the safe, enjoyable experience of trails in Frontenac County. Developing a partnership with a local ATV club will improve the ability of the County and other stakeholders to manage the opportunities and challenges associated with regional trails.

Financial Implications

A portion of permit fees collected by organizations such as the Eastern Ontario Trails Alliance or the Ontario Federation of ATV Clubs is invested locally for maintenance, visitor attraction or to add amenities to trails.

Establishment of a By Law to regulate and govern use of the Frontenac K&P Trail as a recreational trail will allow for bylaw enforcement officials to impose fines or place charges for prohibited activities. These fines and charges will help to ensure all trail users are acting in a safe, respectful manner.

Organizations, Departments and Individuals Consulted and/or Affected

Community Development Advisory Committee
Eastern Ontario Trails Alliance
Ontario Federation of ATVs
Verona ATV Club