THE CORPORATION OF THE TOWN OF GEORGINA

REPORT NO. OID-2025-0014

FOR THE CONSIDERATION OF COUNCIL

November 19, 2025

SUBJECT: UPDATE ON LAKE DRIVE IMPROVEMENTS PROJECT – PHASE 1

1. RECOMMENDATION:

1. **That Council receive Report No. OID-2025-0014 prepared by the Capital Delivery Division, Operations & Infrastructure Department, providing an update on the first seasonal implementation of the Lake Drive Improvements Project – Phase 1.**

2. PURPOSE:

To provide Council with an update on the first seasonal implementation of the Lake Drive Improvements Project – Phase 1, summarize traffic analysis, report on community feedback received and identify additional measures for incorporation into subsequent seasonal implementations.

3. BACKGROUND:

Lake Drive is a popular corridor in the Town of Georgina that is used for both recreational purposes and local travel by a mix of pedestrians, cyclists, and vehicle drivers. For many years local users of Lake Drive and visitors alike have expressed concerns that vehicle speeds, the narrow roadway, and numerous blind spots create high risk of collisions. These concerns are magnified during the warmer summer months, when recreational use of Lake Drive and its beach areas is at its peak.

To examine ways to address these concerns, in 2023 the Town carried out the "Lake Drive Functional Assessment" planning study (the "Study") to examine the problem, consider options, and conduct public consultation. The primary objective of the Study was to determine how to make Lake Drive safer for all users.

One key outcome of the Study was a recommendation that portions of Lake Drive be modified to include a seasonally implemented, single, one-way (eastbound) general purpose vehicular lane and a bi-directional, multi-use pathway for pedestrians and cyclists. Complete documentation of the Study can be found at Georgina.ca/Study.

In its 2024 budget, Council approved business case 24-CI-OI-24, directing staff to proceed with design of the Lake Drive Improvements Project – Phase 1. On November 20, 2024, Council Report OI-2024-0013 provided an update on the project and identified the main preliminary design concepts to move forward into detailed design including:

- Permanent traffic calming measures such as pedestrian cross-walks, speed humps, new stop signs, line painting and sharrows, restricted turning movements, signage, and consideration for automatic speed enforcement in the 11.2 km. portion of Lake Drive between Metro/Varney Roads and Dalton Road;
- Establishment of a 6.5 km. seasonally implemented multi-use pathway and one-way eastbound vehicle lane on Lake Drive East between Civic Centre Road and South Drive;
- Permanent sidewalk extension on Lake Drive East near South Drive;
- Restrictions on traffic access from Lake Drive and Metro Road onto South Drive and Hardwood Drive; and,
- Establishment of emergency-only access locations at Lagoon Drive and De La Salle Boulevard.

In its 2025 budget, Council approved business case 25-CI-OI-14, directing staff to proceed with the permanent road improvements and seasonal aspects of the Lake Drive Improvements Project – Phase 1. On March 5, 2025, Council Report OID-2025-0006 provided an update on the project which outlined:

- Background and evolution of the project including a summary of past consultations;
- Review of the detailed design features;
- Current and future public education and communications plans;
- Traffic bylaw amendments; and
- Next steps and timing.

Council resolution C-2025-0066 arising from the March 5, 2025 report included direction to staff to:

- Implement the Lake Drive Improvements Project – Phase 1 as soon as practicable, no later than June 26, 2025, and return Lake Drive to its two-lane configuration no later than October 3, 2025; and,
- Return to Council with an update report following the first seasonal implementation, with feedback and data to determine the future annual implementation and removal dates.

4. ANALYSIS:

Implementation Stage

The public tender for the permanent construction works and seasonal implementation closed on March 27, 2025. The work was awarded to the lowest compliant bidder; a local firm, RS Construction Group (the “contractor”). The contractor mobilized in late May 2025 to begin the permanent construction works, which included:

- Speed humps;
- Permanent regulatory signage;
- Line painting;
- Revised intersections;
- Pedestrian crossings;

- Guide rail and hand rail on Lake Drive East near South Drive;
- Extended sidewalk on lake Drive East near South Drive; and
- Emergency-only access at Lagoon Drive.

Between June 23 and June 26, the contractor completed the seasonal implementation of the multi-use pathway/one-way lane, which included:

- Flexible bollards (centre line separation, at intersections, and pathway ends)
- Signage (shared pathway, no turns, do not enter)
- Traffic controls (transition zone medians, intersection controls)

The Lake Drive multi-use pathway (often referred to as the “MUP”) was formally opened on the morning of June 26, 2025.

The contractor began seasonal removal of the multi-use path/one-way lane on September 30, 2025 and Lake Drive was transitioned back to two-way traffic by October 2, 2025. The transition was carried out in a west-to-east direction and occurred smoothly with no reports of conflicts.

Challenges Experienced and Lessons Learned

There were many successes achieved in carrying out the project, however, some challenges were also experienced. The challenges experienced can be categorized as either:

- Technical matters associated with design or construction; or,
- Behavioral issues associated with users of the multi-use path/one-way lane.

Technical challenges experienced included:

- *Delivery delays*
    - Fabrication and delivery of the guide rail and handrail at South Drive took longer than anticipated and extended well beyond the planned opening date. Temporary safety measures were implemented until the railings were installed.
    - Delivery of the modular traffic island designed to be installed at the intersection at Lake Drive and South Drive was delayed by over two months. Because the modular island could not be installed in time for opening of the multi-use path/one-way lane, temporary measures were required to control traffic movement at the intersection. The initial temporary measures applied proved to be inadequate and had to be replaced with more robust temporary traffic control measures. The specified modular traffic island has now been received by the contractor and will be installed during the 2026 spring implementation.

- *Centre line flexible bollard locations*
    - Some residents experienced difficulties in accessing their driveways or turning at intersections due to the placement of some of the centre-line flex bollards. Bollard placements were quickly adjusted as needed to address these concerns. It is noted that the majority of issues with the centre line flex bollards were addressed within three weeks of opening of the multi-use path/one-way lane.

- *Construction performance challenges*
    - While much of the construction work was completed without difficulty, due to the tight timelines and periodically heavy traffic on Lake Drive some problems were experienced related to management of traffic and construction activities outside of normal working hours.

- *Delay in implementing emergency-only access*
    - While construction of the emergency-only access at Lagoon Drive was completed in June 2025, construction of the emergency-only access at De La Salle Boulevard was delayed. This delay was due to unanticipated administrative complications associated with land ownership at that location. It is anticipated this matter will be resolved with sufficient time to construct the emergency-only access prior to the 2026 implementation.

Behavioral issues experienced included:

- *Adapting to change*
    - The rapid overnight shift from two-way to one-way between Civic Centre Drive and South Drive was a sudden change that caused confusion for some vehicle drivers before they were able to adapt their driving habits to follow the new signage and traffic controls.
    - This initial learning curve was magnified somewhat by some of the technical design challenges described above.
    - The record of traffic monitoring data and email feedback received suggests that most people were able to adapt to the changes within a few weeks following opening of the multi-use path/one-way lane.

- *Conflicts between vehicles and cyclists*
    - Some vehicle drivers expressed frustration that eastbound cyclists were travelling in the eastbound vehicle lane.
    - Some cyclists were observed riding in large groups spanning the eastbound vehicle lane.
    - Some cyclists were observed riding westbound in the eastbound vehicle lane.
    - Some cyclists using the vehicle lane reported rude and aggressive behaviour directed at them by some vehicle drivers. Conversely, some vehicle drivers reported rude and aggressive behaviour directed at them by some cyclists.

- Important context:
  - Ontario's Highway Traffic Act gives cyclists the right to ride in the vehicle lane; moving in the same direction as vehicle travel and following all traffic signals and signs. Cyclists riding in the vehicle lane are required to ride in single file and keep as close as possible to the right shoulder of the road. Conversely, the Highway Traffic Act also requires vehicle drivers to accommodate cyclists using the road. Failure to follow either cyclist or vehicular requirements under the Highway Traffic Act could have enforcement consequences.

- *Conflicts between cyclists and pedestrians*
  - Some pedestrians expressed concerns about cyclists using the multi-use path and approaching unaware pedestrians from behind, potentially causing a hazard.
  - Some large groups of cyclists were reported riding at high speeds in the multi-use path.
  - Important context:
    - Ontario's Highway Traffic Act requires bicycles to be equipped with a working bell or horn which must be sounded to notify pedestrians of its approach.
    - It is expected that faster-riding eastbound cyclists are to use the vehicle lane on Lake Drive, while faster-riding westbound cyclists are to use Metro Road, or slow and use the MUP.
    - Slower cyclists are expected to use the multi-use path for both directions, while always being alert and careful of pedestrians.
    - The MUP is a shared, recreational trail, that requires respectful interactions between all users.

- *Willful illegal acts*
  - Incidents were observed and reported regarding illegal operation of vehicles including the extremely unsafe and irresponsible behaviour of some drivers purposefully driving in the MUP.
  - Several Town-owned assets were damaged and some were stolen.
  - The Town has filed police reports for these illegal acts and will pursue prosecution to the extent possible.
  - People who witness illegal acts or have relevant information regarding illegal acts are encouraged to contact York Regional Police.

Traffic Data and Analysis

Town staff reviewed, collected and analyzed pedestrian and traffic data associated with the Lake Drive Improvements Project - Phase 1 as listed below:

Location	***Information Collected***	***Time Frame(s)****
Willow Beach MUP	Pedestrian count	• July 3 to September 11, 2025**
Lake Drive at McNeil Road	Vehicle count and speed	• June 24 to July 6, 2023 • July 3 to October 26, 2025
Lake Drive at Melody Lane	Vehicle count and speed	• March 5 to May 13, 2025 • July 22 to October 26, 2025
Lake Drive at Salvation Army Road	Vehicle count and speed	• June 7 to July 21, 2023 • July 2 to October 26, 2025
South Drive	Vehicle count and speed	• April 11 to April 25, 2025 • June 12 to June 23, 2025 • July 5 to October 26, 2025
Hardwood Drive	Vehicle count and speed	• April 11 to April 25, 2025 • June 12 to June 23, 2025 • July 5 to October 26, 2025

*During the 2025 summer recreational season the multi-use path/one-way lane was in-place from June 26 to October 3, 2025.
**The pedestrian counter was stolen on September 12, 2025.

It is important to recognize the limitations of the data collected.

- Pedestrian counts may be impacted by groups walking closely together
- While the pedestrian counts and trends observed are considered reasonable, some technical limitations do effect the absolute precision of the numbers observed.
- Vehicle counters placed on smaller residential streets such as South Drive and Hardwood Drive are subject to interference due to the tight configuration of those streets with numerous driveway entrances.
- Processing of data can eliminate obvious duplicate counts, however in these types of settings vehicle counts recorded will skew slightly higher than actual.
- Vehicle speeds observed are considered an accurate and reliable reflection of vehicle speeds in the setting of each location.

Figure 1 shows a summary of the average annual vehicle traffic (AADT), and 85th percentile[1] for observed vehicle speeds.

[1] *"85th percentile speed" is a traffic engineering metric that represents the speed at or below which 85% of vehicles are observed to travel under free-flowing conditions. It is widely used in road safety analysis to assess typical driver behaviour and determine whether posted speed limits align with actual operating speeds. The Transportation Association of Canada (TAC) recognizes the 85th percentile speed as a foundational element in speed limit setting and traffic safety assessment.*

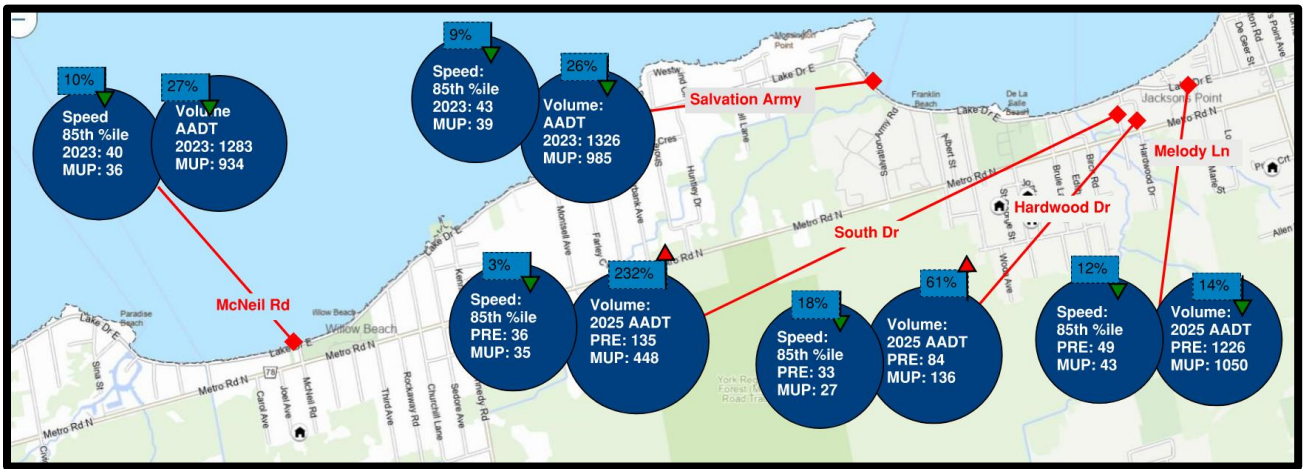


Figure 1: Summary of Traffic Monitoring Data to October 2, 2025

For the busy seasonal recreational period that the multi-use path/one-way lane was in place, the following key observations can be interpreted from the data:

- Pedestrian use:
  - On average, roughly 650 pedestrian counts were reported on the multi-use path each day.
  - Peak pedestrian counts were observed in the afternoons and evenings on Saturdays and Sundays.
  - Of the total 70 day monitoring period, ten days experienced pedestrian counts in excess of 1,000 per day.
  - The peak pedestrian count recorded was 1471 on Sunday August 3, 2025.
    - Note: this excludes September 7, 2025 when the Georgina Marathon was held on Lake Drive.
  - Figure A.1 in Appendix A shows a typical pattern of pedestrians using the multi-use path at Willow Beach during the week of August 11 to 17, 2025.

- Vehicle data:
  - The implementation of the MUP aligns very closely with expected seasonal increases in volume during the busy summer recreational months of July and August.
  - Vehicle speeds decreased at all monitoring locations.
  - The number of vehicles using Lake Drive decreased, year over year.
  - The number of vehicles using South Drive and Hardwood Drive increased, from spring season to summer season/MUP.

The reduction of vehicle speeds and volumes, along with the separation of pedestrians from vehicles on Lake Drive, are the main outcomes achieved that make Lake Drive safer for all users.

Increased traffic counts on South Drive and Hardwood Drive are attributed to the seasonal recreational activity increase that occurs every year during the summer months, as well as seasonal implementation of the MUP. Trends in vehicle counts on

South Drive, on Hardwood Drive and on Lake Drive at Melody Lane show higher counts in July immediately following implementation of the multi-use path/one-way lane. The counts then decreased significantly during August and September. This further suggests that drivers were initially unfamiliar with the new traffic restrictions in the area, but over time some were able to adapt and adjust their routes.

Figures A.2 to A.5 in Appendix A show vehicle counts and trends on South Drive, on Hardwood Drive and on Lake Drive at Melody Lane. Despite the signage and traffic restrictions that were put in place in this area, data collected during July and August 2025 demonstrates the need for additional controls during these busy summer months. More traffic data will be collected during the next busy summer recreational season and MUP implementation period.

Feedback Received

The Lake Drive Improvements Project – Phase 1 has included extensive public consultation. Details of consultations and communications conducted during the planning and design stages of the project are available for review on the project website at Georgina.ca/Study and at Lake Drive Improvements – Phase One | Town of Georgina.

During the implementation stage of the project, Town staff received roughly 80 individual communications (primarily emails and voicemails) from the public, touching on many different aspects of the Lake Drive Improvements Project - Phase 1. These communications came from a very wide range of people interested in the Lake Drive project and provide a very important learning opportunity for the Town. Staff have paid careful attention to all of the comments received, provided responses to each, and taken actions to address concerns expressed whenever possible.

It is important to recognize there are many different perspectives and the ideas expressed in the communications received covered a very wide range of topics and viewpoints regarding the Lake Drive Improvement Project - Phase 1. The feedback received can be categorized according to the following general themes:

Design and implementation issues:

- Roughly 1/3 of all feedback received and included:
  - Bollard placements interfering with driveway access
  - Sign placements interference with access
  - Signage clarification suggestions (i.e. additional signs or barriers to improve vehicle or pathway user compliance)
  - Complaints related to construction
- Wherever possible, the design and implementation issues raised were addressed and resolved within approximately three weeks following opening of the multi-use path/one-way lane

Concerns regarding behaviour of other users:

- Roughly 1/4 of all feedback received and included:
  - Conflicts between vehicles and cyclists
  - Conflicts between cyclists and pedestrians
  - Disrespectful and/or discourteous behaviour
  - Willfully illegal and dangerous acts
- Staff responses included:
  - Information regarding appropriate, safe behaviour for all users of the multi-use path
  - Reporting of information on illegal acts to York Regional Police

General support for, or opposition to the project:

- Split roughly equally among respondents
- Supporters commonly expressed the following ideas:
  - Improved safety for cyclists and pedestrians by being physically separated from vehicles
  - Increased recreational opportunities
  - People who previously may have avoided Lake Drive (the elderly, people with mobility concerns, and people with children) can now experience recreational activities
  - Improved driving as cyclists and pedestrians were in their own dedicated space separate from the vehicle lane
  - Reduced vehicle speeds and volume
- Opponents commonly expressed the following ideas:
  - Inconvenient travel routes
  - Lack of westbound sunset drives
  - Safety concerns regarding pedestrians and cyclists sharing the multi-use path
  - Increased vehicle speed and volume on South Drive, Hardwood Drive, and Metro Road
  - Bollards and signs negatively impacting scenery
  - Cost of the project too high
  - Poor behaviour of large groups of fast-moving cyclists
  - Difficult turning movements for larger vehicles
  - Increased crowds and trash

The following are a just few examples of quotes from emails indicating statements of general support or opposition to the Lake Drive Phase 1 multi-use path/one-way lane:

> "*It has negatively affected so many of the residents who call this area home*."

> "*The MUP has made the life of residents much safer and, as a huge public benefit, great for their health and wellbeing*."

"*My nice westbound sunset ride along Lake Drive after shopping locally has been taken away in favour of people coming up from the city with their food and leaving us their garbage*."

"*You've created something that encourages active transportation, reduces risk for vulnerable road users, and makes Georgina more welcoming to residents and visitors alike*."

Continuous Improvement

In response to the lessons learned, traffic data analysis and valuable feedback received, it is clear there are several opportunities to improve future seasonal implementations of the Lake Drive multi-use path/one-way lane.

It is important to note that many of the issues experienced during the first seasonal implementation the Lake Drive Improvements Project – Phase 1 are not unique to Georgina's project and have also been experienced by other municipalities. Staff have investigated measures to address these issues that have been implemented elsewhere and where practical have incorporated some of those ideas into this improvements plan. Below is a good example. The sign shown below has been placed near an entrance to the Nokiidaa Trail in Newmarket. Similar signs will be customized for Georgina and erected on the main entrances to the Lake Drive multi-use path/one-way lane as part of the Spring 2026 implementation.



Figure 2 – MUP instructional sign in Newmarket

The following identifies other improvements that will be assessed and where practical incorporated into the 2026 seasonal implementation:

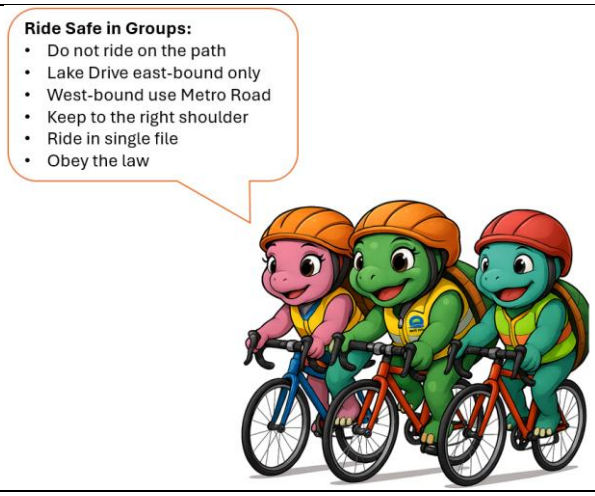
Key Issue to be Addressed	***Improvements***
Design and implementation issues	-Re-install bollards and signs as finally adjusted during the 2025 implementation -Security fittings to be used for installations to inhibit tampering
Behaviour of users	
• Adapt to change	-Broad public promotion starting at least one month prior to implementation. -Advanced notification of seasonal implementation to local residents and businesses. -Enhancement of signage on Metro Road and Dalton Road to instruct drivers to avoid turning westbound on Lake Drive. -Avoid busy recreational time periods and long weekends by implementing the MUP/one-way lane during the week of May 25 to 29, 2026 with removal to occur during the week of September 28 to October 2, 2026.
• Conflicts between various users	-Develop and implement a promotional program featuring “Shelley”, the Town’s safe transportation mascot, to educate people on safe and proper use of the MUP/one-way lane. -Develop a brief promotional video to educate people on safe and proper use of the MUP/one-way lane. -Widely distribute promotion and education materials. -Connect with cycling groups to assist with delivery of educational messages and promote appropriate riding behaviour. -Post additional educational signage (see Figure 2 & Table 1) along multi-use path. -Employ two summer students as highly visible MUP Ambassadors to assist with delivery of the promotion and education campaign and to actively engage with various Lake Drive users to educate them on safe practices
• Illegal acts/disregard of traffic signs	-Staff to coordinate with York Regional Police to request enhanced enforcement focused in specific areas and times
Other issues	-Place public garbage receptacles at locations along the MUP

	-Enhanced traffic monitoring focused on South Drive and Hardwood Drive to assess the effectiveness of additional traffic reduction measures

Table 1 provides preliminary draft samples that illustrate some of the key education messages that will be promoted to influence the behaviour of the various users of Lake Drive. Additional materials, images and messages may also be developed and refined.

Table 1: Targeted Educational Materials

Target	Image/Messages
***Audience**:* Path users. ***Purpose**:* Promote safe behaviour for pedestrians and cyclists using the pathway.	
***Audience**:* Pedestrians. ***Purpose**:* Promote safe behaviour for pedestrians using the pathway.	

Audience: Individual cyclists. ***Purpose:*** Promote proper pathway etiquette for cyclists to address common concerns.	
Audience: Groups of cyclists. ***Purpose:*** Promote proper safe and legal requirements for groups of cyclists to address common concerns.	

Audience: Vehicle drivers. ***Purpose*****:** To promote and emphasize the legal requirements and safe behaviour for drivers using Lake Drive.	

5. RELATIONSHIP TO STRATEGIC PLAN:

Creating a Vibrant, Healthy and Safe Community for All

- Support a safe, healthy and inclusive community.

Delivering Service Excellence

- Proactively manage infrastructure and assets to ensure service continuity.

6. FINANCIAL AND BUDGETARY IMPACT:

Financial and budgetary impacts for the MUP were approved in business cases 24-CI-OI-24 and 25-CI-OI-14. The project involved design and construction of permanent road infrastructure as well as seasonal features associated with the multi-use path. The permanent road features are located throughout Lake Drive between Varney Road and Dalton Road. The seasonal MUP features are located on Lake Drive between Civic Centre Road and South Drive.

Design, Contract Administration and Inspection:

Item	Cost ($ incl. tax)
24-CI-OI-24 (Design of Lake Drive Improvements – Phase 1)	$120,000.00
25-CI-OI-14 (Construction of Lake Drive Improvements – Phase 1)	$13,905.41
OID2024-040 CFA Design, Contract Administration, Inspection - Permanent and Seasonal components	($133,905.41)
Remaining Balance:	**$0.00**

Funding for the work was primarily grant funded through York Region's Pedestrian and Cycling Partnership Program, the Provincial Ontario Community Infrastructure Fund, and the Federal Canada Community Building Fund.

The Town successfully secured a $250,000 grant from York Region through the Pedestrian Cycling and Partnership (PCPP) program, specific to the seasonal implementation of the 6.5km multi-use path. The purpose of the PCPP is to encourage walking and cycling by advancing the implementation of pedestrian and cycling infrastructure throughout York Region. This funding, along with the federal grant, supported the purchase of Town-owned materials (bollards, signage, traffic controls), installations, removals, and project oversight.

Purchase of Materials, Construction, Installation and Removal of Seasonal MUP:

Item	Cost ($ incl. tax)
25-CI-OI-14 (Construction of Lake Drive Improvements – Phase 1)	$176,589.19
York Region's Pedestrian and Cycling Partnership Grant	$250,000.00
OID2025-029 RS Construction (includes 2026 implementation)	($337,439.81)
Miscellaneous expenses (permits, communications, etc.)	($8,496.44)
Remaining Balance:	**$80,652.94**

Permanent, long-term road improvement consisting of line painting, speed humps, traffic calming and safety features, extension of a sidewalk, asphalt replacement, curb replacement and dedicated pedestrian crossings were installed concurrently alongside the seasonal MUP. This work was funded in part by Automated Speed Enforcement revenue offset (implementation of the Safe Streets Policy), the Canada Community Building Fund (Federal), the Ontario Community Infrastructure Fund (Provincial, primarily for asphalt improvements), and the Roads Repair and Replacement Reserve.

Construction of Permanent, Long-term Road Improvements:

Item	Cost ($ incl. tax)
25-CI-OI-14 (Construction of Lake Drive Improvements – Phase 1)	$184,710.81
25-CI-OI-03 (Pavement management, complimentary works)	$34,500.00
25-CI-OI-02 (Minor capital concrete, complimentary works)	$20,200.00
Operations Budget (ASE Offset, response to traffic safety requests)	$38,700.00
OID2025-029 RS Construction (includes 2026 implementation)	($265,684.23)
Miscellaneous expenses (permits, communications, etc.)	($12,426.58)
Remaining Balance:	**$0.00**

7. PUBLIC CONSULTATION AND NOTICE REQUIREMENTS:

Earlier stages of the Lake Drive Improvements Project – Phase 1 included extensive public consultation. Details of consultations and communications conducted during the planning and design stages of the project are available for review on the project website at Georgina.ca/Study and at Lake Drive Improvements – Phase One | Town of Georgina.

During the implementation stage of the project, the Town has engaged in extensive communication efforts including notices delivered to local residents, web site postings, newsletters, social media, radio ads, and portable on-street display boards. As detailed in Section 4 of this report, Town staff have been actively communicating directly with those Georgina residents and businesses that have made individual contact.

As outlined in the planned promotion and education campaign described herein, the Town will continue to communicate proactively with its residents and businesses regarding future use of the Lake Drive multi-use path/one-way lane.

8. CONCLUSION:

The Lake Drive Improvements Project – Phase 1 was implemented in the summer of 2025 and was successful in making Lake Drive safer for all users.

Along with the tremendous success of the project, a number of challenges were experienced, important lessons have been learned and opportunities for improvements have been targeted for 2026 and beyond.

The Lake Drive multi-use path is a recreational jewel of Georgina, showcasing the natural beauty of the Lake Simcoe shoreline and making the area more accessible to all.

APPROVALS

Prepared By:	Owen Sanders, Senior Project Manager, Capital Projects - Linear
Recommended By:	Michael Vos, Director of Operations & Infrastructure
Approved By:	Rob Wheater, CPA, CA, Deputy Chief Administrative Officer/ Treasurer
Approved By:	Ryan Cronsberry, Chief Administrative Officer

Attachments: *Appendix A – Traffic Data Charts*