



Regional Transit Ten Year Master Plan

DRAFT

March 2026 (revised October 2026)



Executive Summary

In Spring 2025, the City of Kawartha Lakes launched the Ten-Year Regional Transit Study to create a strategic framework for public mobility. Kawartha Lakes is a large, predominantly rural municipality of 81,000 residents. While the community of Lindsay benefits from local transit, significant mobility barriers persist for rural residents, seniors, and those without private vehicles. This document provides a 10-year roadmap to bridge these gaps through innovative, cost-effective solutions.

The study was conducted in three distinct phases:

- Phase 1. Existing Conditions. In the first phase, the project team conducted a comprehensive assessment of current transit services (Lindsay Transit and LIMO specialized services), a transit market assessment, and the first phase of community engagement to understand current transit needs and service gaps.
- Phase 2. Analysis & Strategy Development. In the second phase, the project team built off the findings in phase 1 to identify and evaluate a series of transit proposals, including microtransit and regional fixed routes. These were presented back to the community for feedback in the second phase of community engagement.
- Phase 3. Reporting & Implementation. In the last phase of the Study, the recommendations for transit services were finalized and mapped onto an actionable 10-year roadmap. A 10-year budget and implementation strategy was developed and culminated in a final 10-year plan document.

Existing Conditions & Community Needs

The first phase of the planning process assessed current transit performance and market demand:

- **Current Service:** Public transit is currently only available in Lindsay and consists of four hourly fixed routes and the LIMO specialized service.
 - **Fixed-Route Bus Service:** On a typical weekday, about 350 boardings occur across Lindsay Transit's four existing routes. On average, between four and eight people board each route per hour, although vehicles can be significantly busier than average at peak travel times.
 - **Specialized Transportation:** The Lindsay Mobility (LIMO) service helps ensure equal access to public transportation for residents with mobility limitations. Approximately 1,000 trips are completed each month. The quality of service is generally high, and no major operational concerns were noted in the performance review.
- **Transit Gaps:** Outside Lindsay, residents who do not drive rely on social services, taxis, or friends/family for trips. Existing Lindsay routes are highly optimized for coverage (95% of residents live near a stop) but suffer from low frequency and inefficient routing.
- **Demographic Drivers:** 28% of residents are aged 65 or older—well above the provincial average—with concentrations as high as 55% in Bobcaygeon.
- **Growth:** The City expects to add nearly 50,000 residents by 2051, with 90% of growth focused in the four main urban settlements (Lindsay, Bobcaygeon, Fenelon Falls, and Omemee).
- **Community Engagement Findings:** The community expressed a clear desire for additional connections between urban population centres and nearby cities like Peterborough and Oshawa (for GO Transit access). For those who live in Lindsay, more frequent and more direct connections are fixed-route service.

Opportunities for Improved Transit Service

Several transit needs emerged from the [Transit Performance Assessment](#), [Transit Market Assessment](#), and [Community Engagement](#) tasks:

1. Improve the frequency and alignment of Lindsay Transit bus routes. The existing bus network in Lindsay is highly-optimized to provide coverage, with four routes placing more than 95% of residents within walking distance of a bus stop. However, providing this level of coverage with only four vehicles means that routes run infrequently (once every hour) and have long, inefficient alignments.
2. Launch new local transit service in the Bobcaygeon area. Beyond Community Care's volunteer driver and specialized medical transportation services, no public transit options are available in Bobcaygeon. More than half (55%) of area residents are over the age of 65, underscoring the need to provide some form of coverage in this area.
3. Launch new local transit service in the Fenelon Falls area. Like Bobcaygeon, the Fenelon Falls area is not currently served by public transit service. Almost 40% of residents are over the age of 65, and the area has the highest share of low-income residents (15%) among the urban settlements in Kawartha Lakes.
4. Connect population groups within Kawartha Lakes. No public transit connections between urban settlements in Kawartha Lakes are currently available. Due to the concentration of key services in the Lindsay area, residents in other parts of the City face substantial access barriers if they do not own a personal vehicle. To address this gap, several potential connections should be explored:
 - Lindsay to/from Bobcaygeon
 - Lindsay to/from Fenelon Falls
 - Fenelon Falls to/from Bobcaygeon
 - Lindsay to/from Omemee
 - General connectivity in rural areas

5. Establish a new transit connection to the Peterborough area. The Peterborough area was frequently cited by survey respondents, Fleming College students, rural transit focus group participants, and Community Care staff as a needed transit connection outside Kawartha Lakes. A range of trip types — including access to specialist medical care, shopping, and employment opportunities — could be served by a connection to Peterborough.
6. Connect to GO Transit via Oshawa to facilitate onward travel throughout the Greater Toronto Area. Kawartha Lakes is not currently connected to the regional GO Transit network. The City of Kawartha Lakes is looking to establish GO service by constructing a park-and-ride in Lindsay (at Angeline Street and Auk Trail). From this location, service could be provided to the Oshawa area (with an onward connection to Toronto via the Lakeshore East rail line). If this connection is not made by GO, the City of Kawartha Lakes should consider launching a similar service connecting the Lindsay and Oshawa areas.

The 10-Year Transit Vision

The community's vision for 2036 centres on a transit system that is viable, efficient, and convenient, moving away from being a service of necessity to one of choice. Key strategic pillars include:

- **Fundamental Accessibility:** Ensuring an inclusive system for older adults and those with disabilities, particularly in rural regions.
- **Quality and Convenience:** Implementing a service that maximizes efficiency while keeping wait times short and travel times direct.
- **Regional Integration:** Developing robust links to external hubs, including GO Transit, Peterborough, and Oshawa.
- **Environmental Sustainability:** Leveraging transit to reduce car travel and drive the City's environmental goals forward.
- **Multimodal Service Model:** Utilization of both fixed-route buses to connect communities and microtransit to provide flexible coverage in rural areas.

Recommended Transit Improvements

The Master Plan recommends four primary categories of service changes:

1. **City Routes:** Fixed routes connecting population centres within Kawartha Lakes (Lindsay, Bobcaygeon, and Fenelon Falls). Four route alignments were explored.

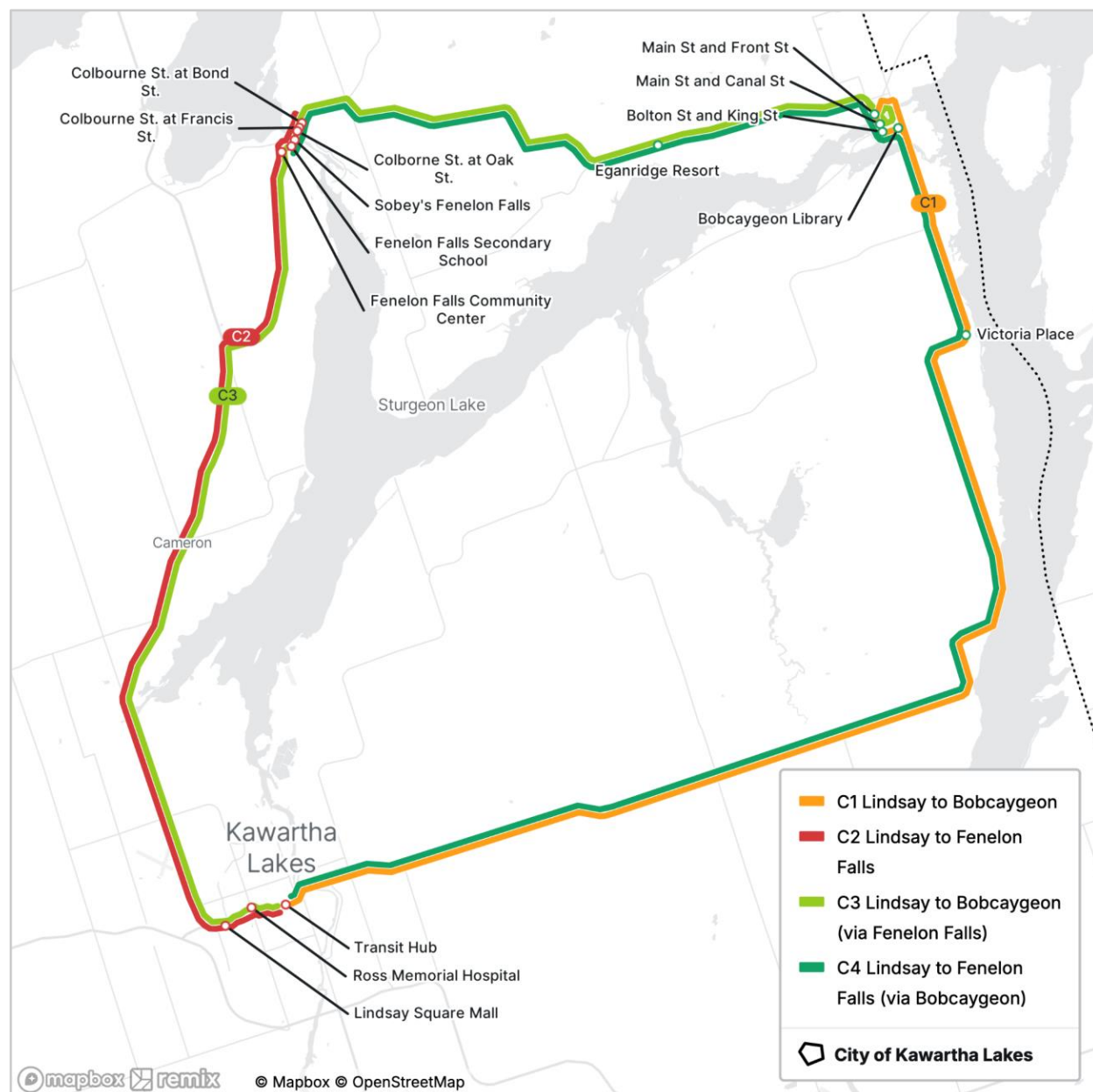


Figure. Local Routes

2. **Regional Routes:** Connecting Kawartha Lakes with nearby cities, like Peterborough and Oshawa. These alternatives enhance regional accessibility by connecting to the GO Transit Network.

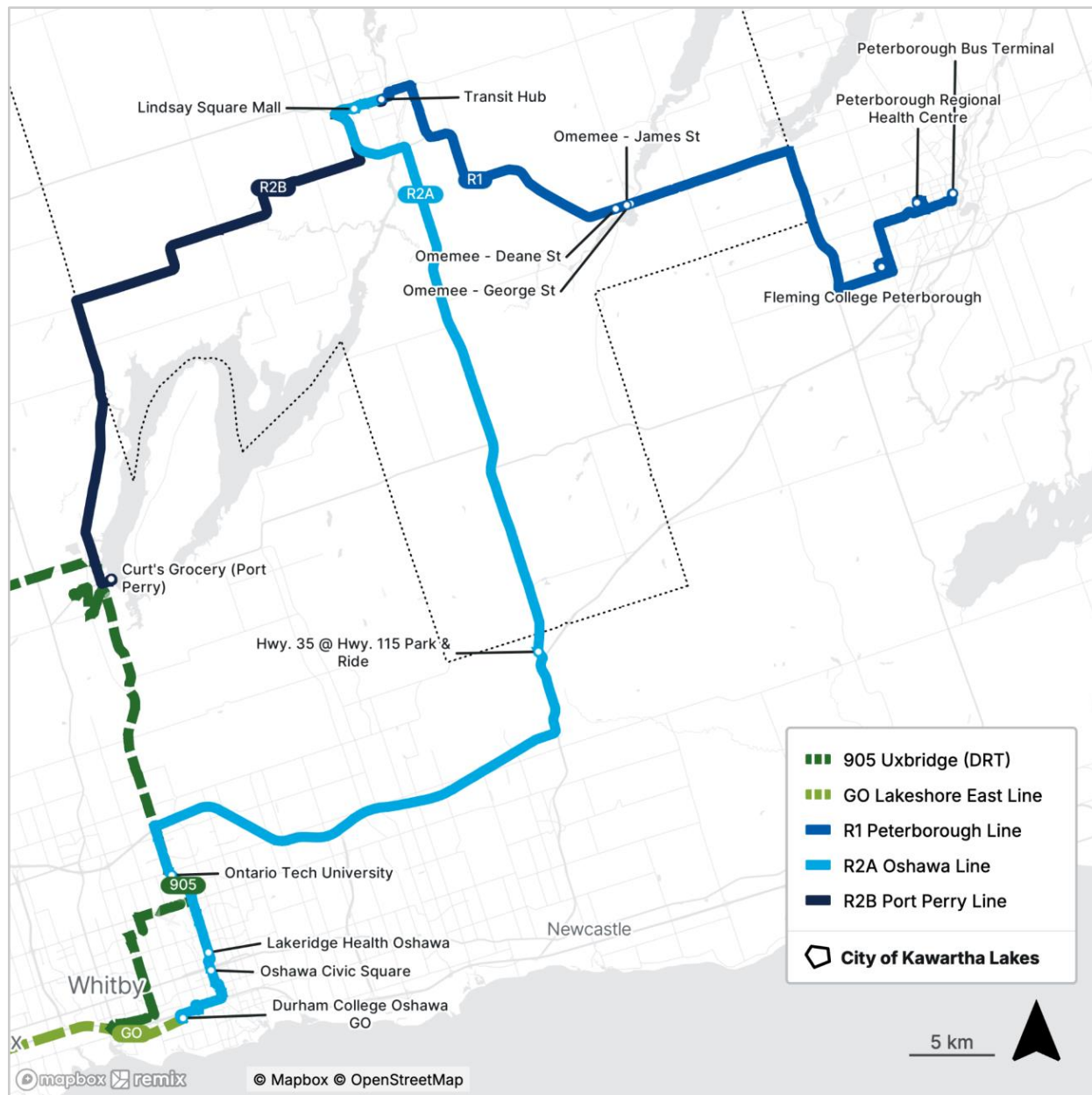


Figure. Regional Routes

3. **Microtransit Options:** Microtransit utilizes dynamic routing software to dispatch vehicles based on real-time requests rather than fixed schedules. Two zone alternatives were evaluated: a Central Kawartha zone and a Citywide zone.

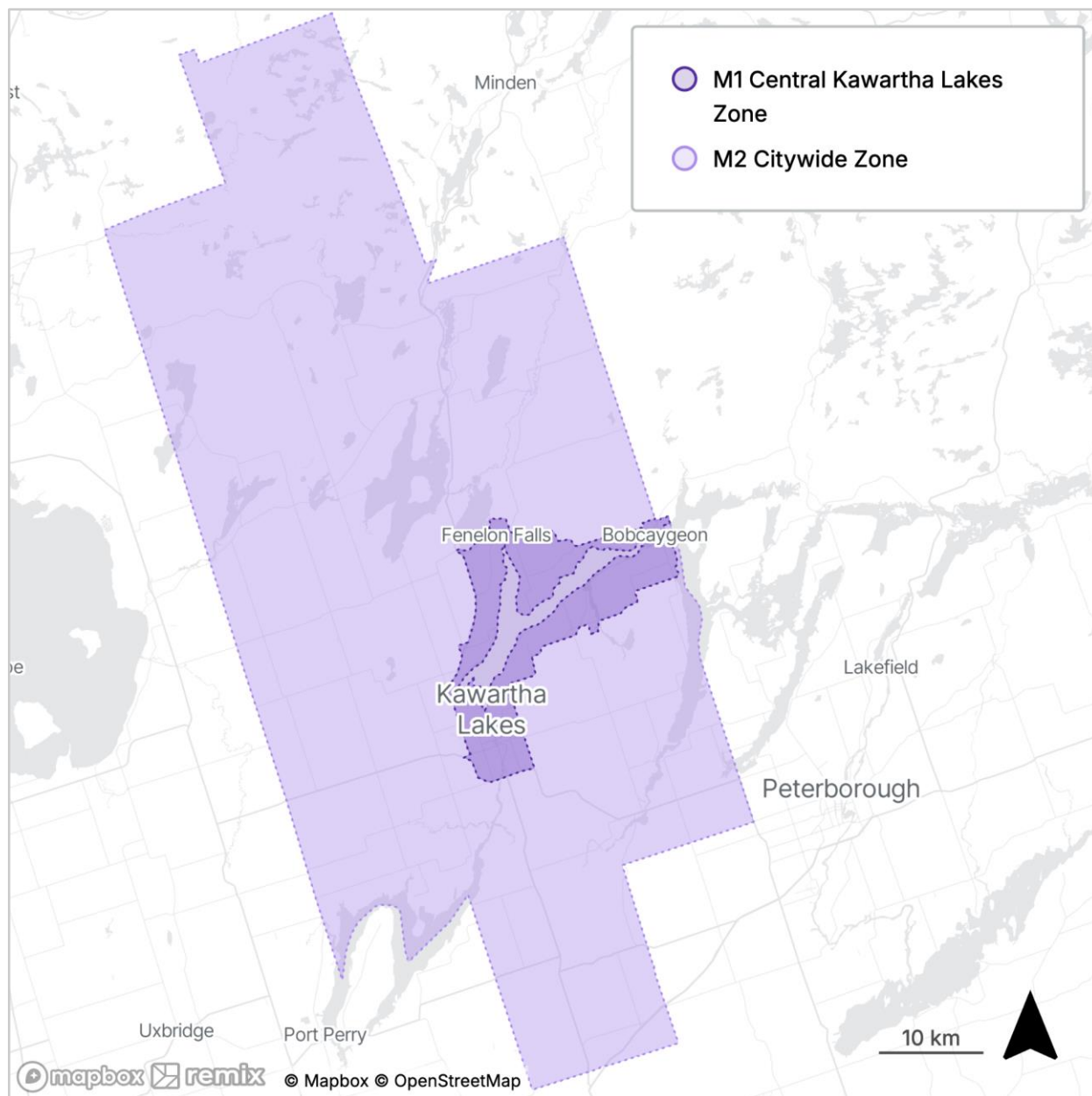


Figure. Microtransit Zones

4. **Improvements to Lindsay's Local Transit Network:** The local Lindsay network is recommended to be reorganized from four looping routes into a six-route primarily bidirectional concept organized around two transfer hubs: downtown and Lindsay Square Mall. This redesign aims to increase frequency to 30 minutes or better while cutting travel times.

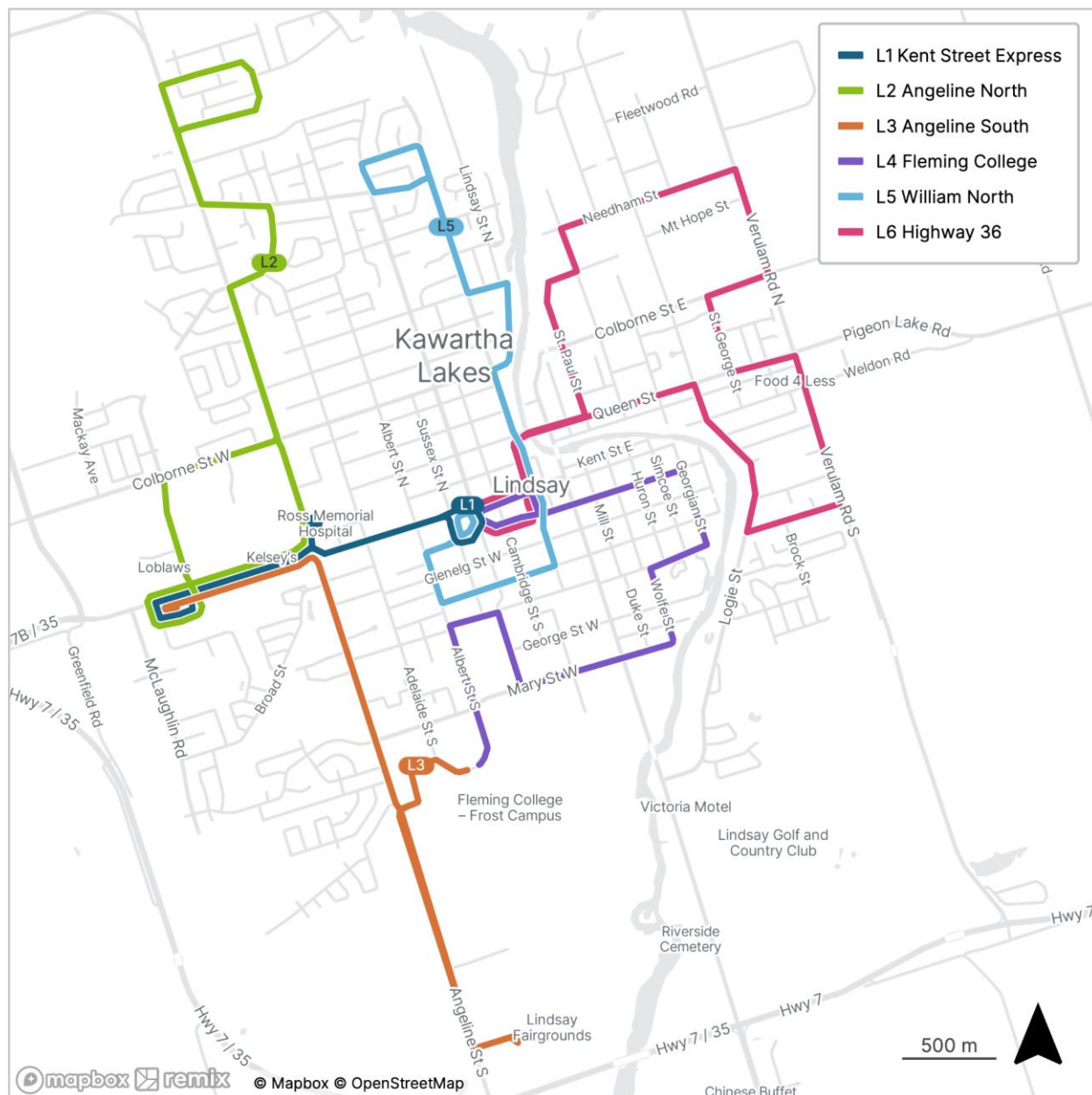


Figure. Recommended Future Lindsay Transit Network (six routes)

Implementation Roadmap

Implementation of the recommended transit improvements is structured into three phases:

Phase	Short-Term 2027–2029	Medium-Term 2030–2032	Long-Term 2033–2036
Milestones	• 2027: Cost-neutral Lindsay Transit network redesign • 2028: Launch fixed-route service from Lindsay to Bobcaygeon • 2028: Launch fixed-route service from Lindsay to Fenelon Falls • 2028: Launch pre-booked citywide microtransit (M2) • 2029: Launch fixed-route service from Lindsay to Peterborough (2028) • 2029: Add two vehicles to the reorganized Lindsay Transit network • 2028/2029: Add dispatch and maintenance staff to support the expanded network	• 2030: Re-engage Metrolinx for direct GO Transit connection. Launch fixed-service from Lindsay to Port Perry or Oshawa • 2030: Launch on-demand microtransit in Core Zone (M1) • 2031: (If justified by demand) Extend one route to connect Fenelon Falls and Bobcaygeon • 2031: Expand the local Lindsay Transit network as required by new development • Continue adding staff as required to support the expanded network	• 2033: Expand the local Lindsay Transit network as required by new development • 2034 & 2036: Add vehicles incrementally to improve service frequency on City and Regional routes. All routes in these categories should run every 60 minutes or better • 2035: Expand the local Lindsay Transit network as required by new development. All routes should run every 30 minutes or better • Continue adding staff as required to support the expanded network • 2036: Develop the next 10-year transit plan

Funding Strategy

Currently, transit is funded by a Provincial fuel tax (43%), an area-rated transit tax restricted to Lindsay (43%), and rider fares (13.5%). Additional funding is needed to expand transit services. There are multiple pathways the city can take to increase funding, including:

- Expanding the special area levy for transit service to citywide, alongside the launch of the citywide microtransit service in 2028.
- Offset capital costs for new and expanded services by (1) participating in Metrolinx's joint procurement programs and (2) allocating funding from the Canada Community-Building Fund in high-cost years.
- Offset operating costs with a successful Ontario Transit Investment Fund grant application.
- Pursue creative, strategic partnerships with outside organizations to defray the cost of transit services that directly benefit specific rider groups (like university students or retirement communities).

The following table summarizes the estimated operating costs for the recommended transit implementation plan.

Table: Estimated Operating Cost by Year

Phase	Target Year	Total	Cost Increase from the Previous Year ¹	Vehicles Operated in Max. Service
Short Term	2027	\$1,960,000	–	0 vans 7 cutaways
	2028	\$3,830,000	95%	6 vans 9 cutaways
	2029	\$4,897,000	28%	8 vans 12 cutaways
Medium Term	2030	\$6,280,000	28%	10 vans 13 cutaways
	2031	\$6,930,000	10%	10 vans 15 cutaways
	2032	\$7,679,000	11%	11 vans 16 cutaways
Long Term	2033	\$8,380,000	9%	11 vans 17 cutaways
	2034	\$9,130,000	9%	12 vans 18 cutaways
	2035	\$10,133,000	11%	12 vans 19 cutaways
	2036	\$10,965,000	8%	13 vans 20 cutaways

¹ Annual cost increases due to inflation assumed to be 3%, all increases above this threshold due to service expansion.

Launch Preparation Tasks

Successful implementation requires selecting an operating model (Direct City-operated or Turnkey vendor-operated), procuring a mixed fleet of minivans and cutaway buses, and conducting extensive rider marketing and education.

Table of Contents

1. Project Overview	14
1.1 Project Objectives	14
1.2 Study Area Overview	15
2. Transit Performance Assessment	16
Key Takeaways: Transit Performance Assessment	16
2.1 Lindsay Transit	17
2.2 LIMO (Specialized Transit Service)	28
2.3 Other Transportation Options	36
3. Transit Market Assessment	39
Key Takeaways: Transit Market Assessment	39
3.1 Population Density	40
3.2 Key Transit Rider Groups	43
3.3 Employment and Commuting Patterns	48
3.4. Community Engagement	53
4. Regional Transit Services	55
4.1 City Routes	57
4.2 Regional Bus Routes	64
4.3 Microtransit Services	71
4.4 Improvements to Lindsay Transit (Local Network)	79
5. Ten Year Transit Master Plan	85
5.1. Implementation Phases	87
5.2. 10-Year Operations and Capital Plans	89
5.3. Ten Year Funding Strategy	92
5.4. 10-Year Capital and Operating Budgets	97
5.5. Net Funding Required for Recommended 10-Year Plan	99
6. Implementation Roadmap	100
Key Takeaways: Implementation Roadmap	100
6.1. Service Delivery Model	101
6.2. Capital Infrastructure and Procurement	103
6.3. Launch Preparation	107
6.4. Post-Launch Evaluation	112
Appendix A. Community Engagement	116
A.1. Stakeholder Engagement	116
A.2. Community Survey	119
A.3. Community Conversations	139
Appendix B. Microtransit Explainer	147

1. Project Overview

In the Spring of 2025, the City of Kawartha Lakes initiated the Ten-Year Regional Transit Study to establish a strategic framework for the future of public mobility. The City is a large, predominantly rural single-tier municipality home to approximately 81,000 residents. While urban centres like Lindsay currently benefit from localized transit, much of the City remains unserved, creating significant mobility barriers for rural residents, seniors, and those without private vehicles.

This study aims to bridge these gaps by evaluating existing transit performance and identifying innovative, cost-effective service alternatives. The resulting Regional Transit Master Plan (RTMP) provides a 10-year strategic framework to guide planning, investment, and future operations.

The study was conducted in three distinct phases:

- Phase 1. Existing Conditions: A comprehensive assessment of current transit performance, market demand, and initial community needs.
- Phase 2. Analysis & Strategy Development: The identification and evaluation of service alternatives, including microtransit and regional fixed routes.
- Phase 3. Reporting & Implementation: The finalization of recommendations into an actionable 10-year roadmap.

1.1 Project Objectives

The primary objective of the Plan is to create a cohesive, multimodal transportation system where different modes work in concert to deliver efficient and accessible service. Specifically, the plan seeks to:

- Assess current transit services and infrastructure.
- Identify opportunities for improvement and/or expansion in both urban and rural transit services.
- Develop strategies to enhance connectivity, efficiency, and accessibility.

- Propose sustainable and cost-effective transit and public mobility solutions.
- Engage the community and stakeholders in the planning process.

1.2 Study Area Overview

The City of Kawartha Lakes is a single-tier municipality in Eastern Ontario, approximately 3,350 square kilometres in size. Its unique landscape features rolling hills, lakes, rivers, and farmland, including a significant portion of the Trent-Severn Waterway. While the municipality is largely rural, the population is concentrated in several key areas, including the community of Lindsay. Kawartha Lakes has a diverse economy driven by agriculture, tourism, manufacturing, and retail. The area's natural beauty and outdoor recreational opportunities attract a significant number of tourists and cottagers annually.

Key characteristics of the study area include:

- **Urban Settlements:** While the City is largely rural, with a density of 26 people per square kilometre, approximately 40% of residents live in four main settlements: Lindsay, Bobcaygeon, Fenelon Falls, and Omemee.
- **Demographic Profile:** About 28% of Kawartha Lakes residents are age 65 or older. Certain settlements have much higher concentrations, such as Bobcaygeon (55%) and Fenelon Falls (38%).
- **Current Transit Landscape:** Public transit is currently only available in the Lindsay area, consisting of four hourly fixed routes and the LIMO specialized service.
- **Growth Projections:** The City expects to add nearly 50,000 residents by 2051. Over 90% of this growth is forecasted to occur within the four urban settlements, which will significantly increase future transit demand.

The study to develop the RTMP focuses on transit to serve the residents, workers, and students of Kawartha Lakes, which includes exploring improvements to transit opportunities within Kawartha Lakes and between nearby cities in the Greater Toronto Area. See [3. Transit Market Assessment](#) for more details on the demographic and commute patterns of the Study Area.

2. Transit Performance Assessment

This chapter evaluates how well existing transit options in Kawartha Lakes are currently performing. This evaluation includes the Lindsay Transit bus network, as well as the LIMO specialized transportation service.

Key Takeaways: Transit Performance Assessment

- Public transit services are currently only available in the Lindsay area. Outside Lindsay, residents have to rely on social service agencies, taxis, or rides from friends to complete trips if they do not own a vehicle and cannot walk or bike.
- Four bus routes serve Lindsay. On a typical weekday, about 350 boardings occur across the routes. On average, between four and eight people board each route per hour, although vehicles can be significantly busier than average at peak travel times.
- The bus network is highly optimized to provide coverage, with more than 95% of Lindsay residents living within walking distance of a stop. Reaching this level of coverage with the limited resources available means that routes run infrequently (once every hour) and have long, inefficient alignments that make most transit trips much slower than the comparable driving alternative. Taken together, these tradeoffs mean that the existing network is unlikely to attract riders with other options for their trips.
- No major operational concerns were noted for the LIMO specialized transportation service. This service, which helps ensure equal access to public transportation for residents with mobility limitations, completes around 1,000 trips per month. The quality of service is generally high, with 75% of trips taking less than 15 minutes from pickup to dropoff. Each vehicle completes about 1.4 boardings per vehicle hour, a metric which will likely improve if/when the service returns to pre-COVID ridership levels.

2.1 Lindsay Transit

The City of Kawartha Lakes operates fixed route transit under the Lindsay Transit brand. This service, which includes four routes in the Lindsay area, is the only fixed-route public transit service currently available in Kawartha Lakes. The design and performance of the Lindsay Transit system are reviewed in the following section.

Network Design and Coverage Area

The current Lindsay Transit network is shown in Figure 1. All routes operate from 7:00 AM to 10:00 PM Monday–Saturday, and from 9:00 AM to 4:00 PM on Sundays. Service on each route is provided hourly, with routes designed to take about 60 minutes for a vehicle to complete. As a result, only one vehicle is needed to operate each route at a time.

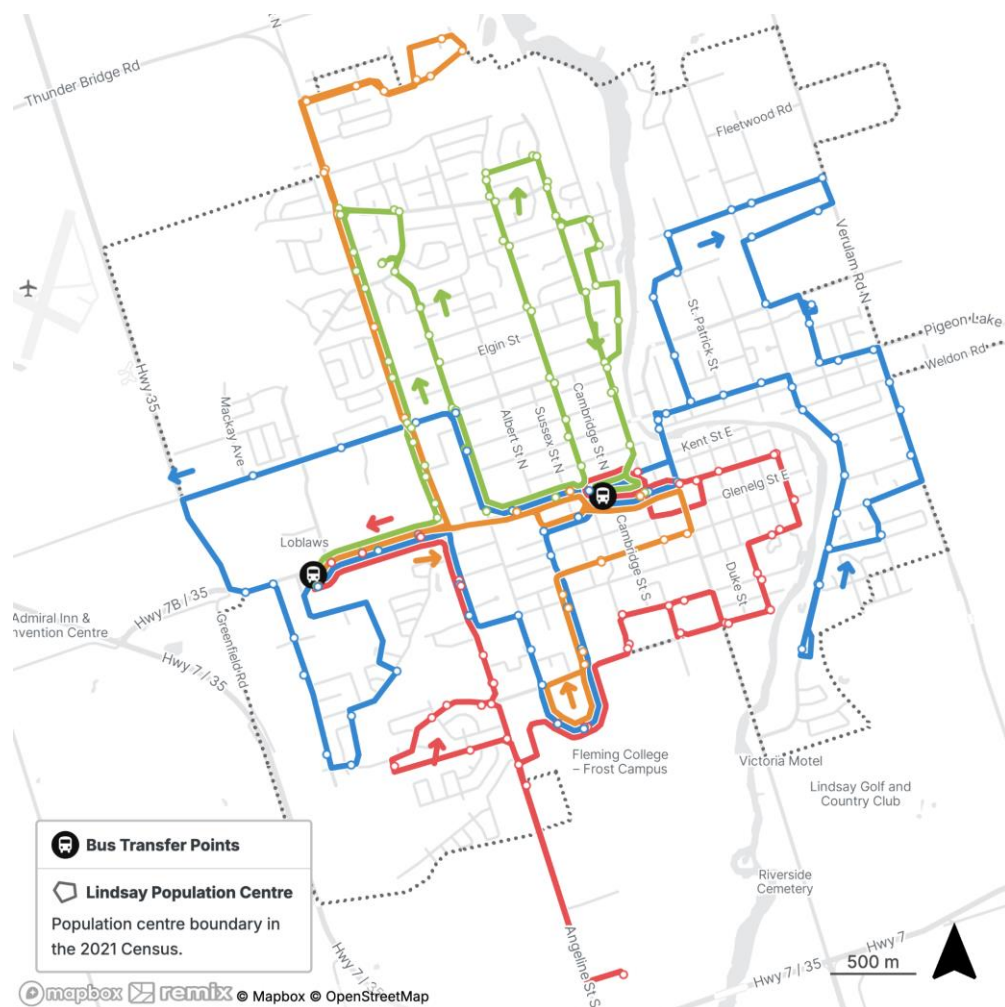


Figure 1. Lindsay Transit Network Map

All routes start and end at the downtown Transfer Centre (located at Kent and Victoria). Each route departs from the Transfer Centre at the top of each hour, allowing riders to make timed transfers between routes. A secondary network transfer point is available at the Lindsay Square Mall (west of downtown). The Red, Green, and Orange routes each arrive at the Mall 25 to 30 minutes past the hour, allowing for straightforward transfers between vehicles. Drivers communicate via radio to hold buses as necessary to ensure riders do not miss a transfer. Transfers from the Blue route (which arrives at the Mall 45 minutes past the hour) are more difficult, with riders having to wait 40–45 minutes to transfer to one of the other three routes.

The portion of Lindsay within walking distance of a stop is shown in Figure 2.

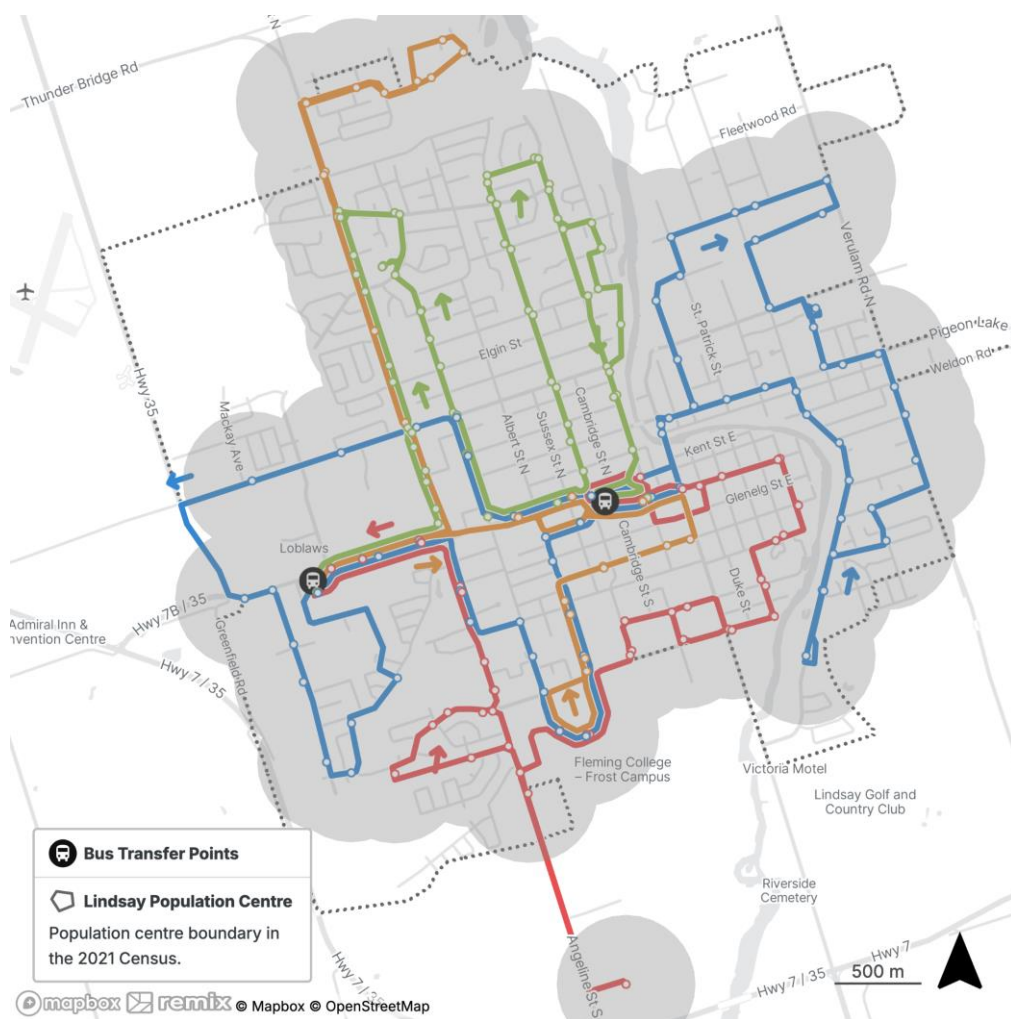


Figure 2. Lindsay Transit Coverage Area (400m Buffer from Bus Stops)

The current Lindsay Transit network delivers an excellent level of baseline coverage — more than 95% of residents inside the urban settlement boundary — relative to the number of vehicles operated and routes run. However, achieving this level of coverage with only four vehicles in concurrent operation requires Lindsay Transit to make two substantial trade-offs:

- **Infrequent Service:** Each route only runs once per hour, effectively requiring riders to carefully plan their departure times. Low frequencies limit the types of trips that can be taken on transit (for example, a trip to the grocery store where a rider only needs to shop for 15 minutes, but has to wait 45 minutes for the next bus after they finish) and force riders without other options to endure long waits (for example, a worker who can only arrive to their shift 5 minutes late or 55 minutes early).
- **One-Way Loops and Inefficient Routing:** The Blue and Green routes both contain long one-way loop segments serving neighbourhoods north, east, and west of downtown Lindsay. On routes with a 60-minute run time, riders looking to travel 10 minutes in the opposite direction of the loop would have to ride the bus for as long as 50 minutes to reach their destination. Similarly, the Red and Orange routes feature alignments with numerous deviations that result in transit trips almost universally taking much longer than driving trips.

Taken together, these tradeoffs mean that the existing service is most likely to attract only riders with limited travel options. Residents with access to a private vehicle are likely to avoid the long travel times and circuitous alignments on transit and opt to drive instead, shrinking the pool of residents served by the transit network.

Ridership and Data Coverage

Two ridership datasets were evaluated to produce the analysis in this section:

- **Historical APC Data:** Boardings data collected by automatic passenger counter (APC) equipment installed in each Lindsay Transit vehicle. This dataset was available as monthly totals by route from 2021 to 2024, but exhibits atypical

patterns. In discussions with City staff, it was determined that this likely represents an undercount of the actual bus ridership figures.

- Manual Count Data:** Boardings data collected manually by drivers from July 8–10, 2025. To capture performance on a "typical" weekday, three days (Tuesday, Wednesday, and Thursday) of count data were averaged together. Although this data is more likely to be more reliable than the APC data, it is a small sample size and does not account for seasonality. Routes, like the Orange route, that derive a large share of their total ridership from Fleming College (which was not in session during the count period) may be undercounted as a result.

Monthly boardings data captured by onboard APC equipment is summarized by route in Figure 3. Available data shows a substantial decrease in monthly ridership totals during 2023, although this was likely attributed to malfunctioning equipment, and does not represent an actual shift in rider behaviour. Due to the inconsistencies in the data, it is not feasible to accurately assess the seasonality of ridership data. However, typically ridership declines in Summer months when schools are not in session and during the coldest times of the year when people travel less. The Orange Route began operating on February 26, 2023, and is consequently excluded from this dataset.

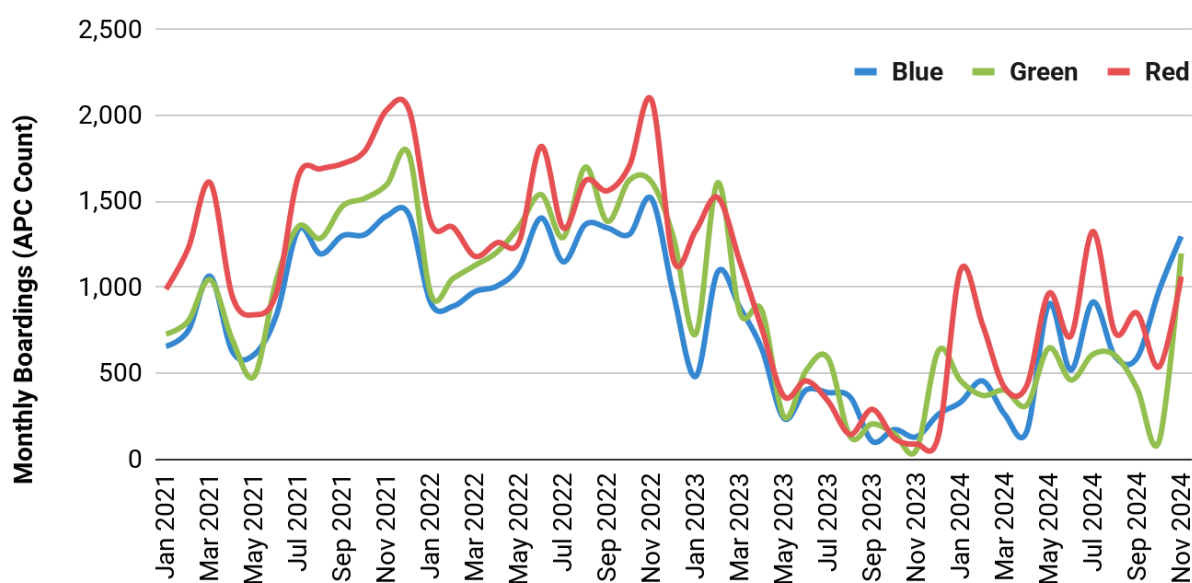


Figure 3. Monthly Boardings Data (APC Count)

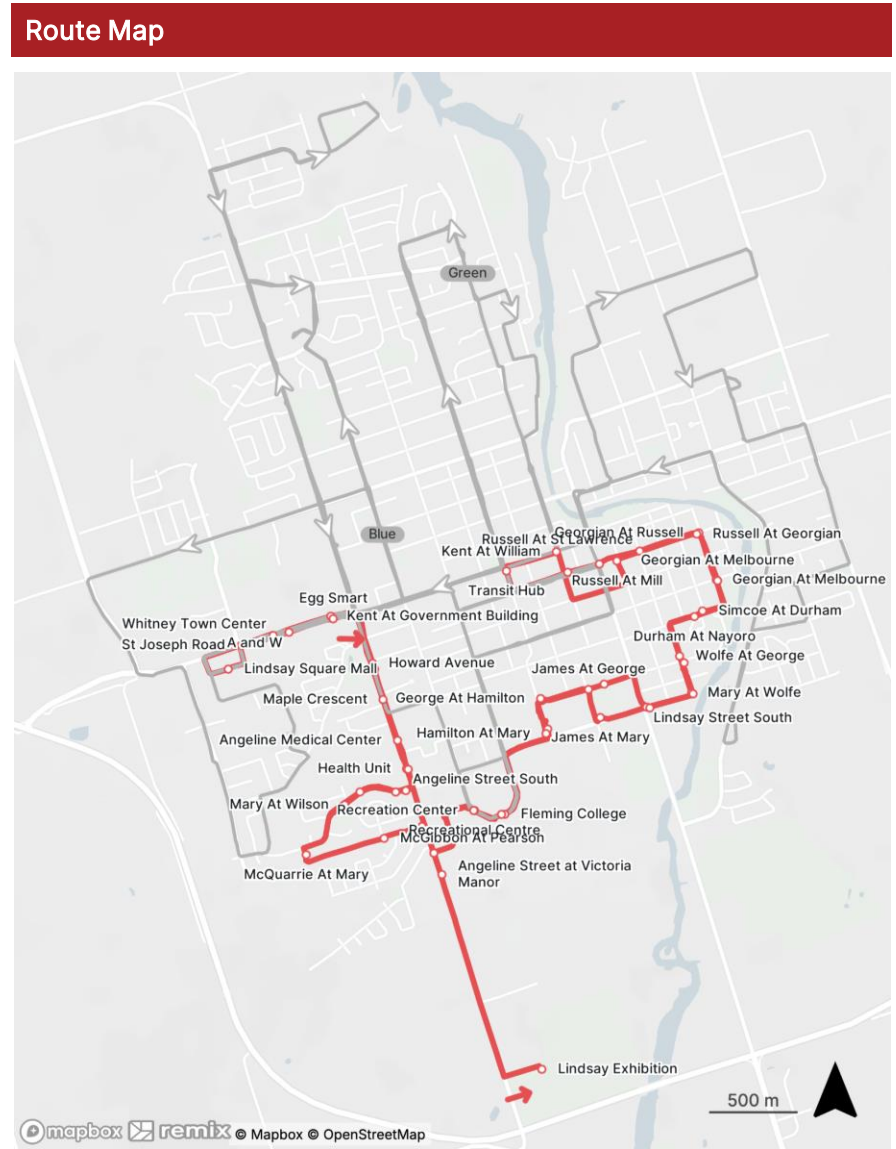
Route Profiles

Detailed profiles of each existing route are provided in the following section. The profiles describe each route's alignment, summarize major destinations, and provide recent performance information.



● | Red Route

Summary			
Route Description	This route serves neighbourhoods east, south, and west of downtown Lindsay. From the Transit Hub, buses head east along Russell Street before travelling south along Georgian Street and Wolfe Street. Buses then travel west along Durham Street, Mary Street, and George Street to reach Fleming College. From Fleming College, buses travel along McGibbon Boulevard and Mary Street to serve the Caressent Care Nursing Home, before traveling north along Angeline Street to Kent Street. At Kent Street, buses turn left to travel west towards the Lindsay Square Mall. The one-way outbound trip from the Transit Hub to Lindsay Square Mall takes slightly less than 30 minutes. Vehicles largely follow a reversed alignment for the inbound trip, with the exception of a detour further south along Angeline Street to serve Victoria Manor and the Lindsay Exhibition.		
	Key Destinations Served - Downtown Transit Hub - Fleming College - Victoria Manor Long-Term Care Home - Caressent Care Nursing Home - Kent Street Corridor - Lindsay Square Mall		
Performance			
Daily Ridership Average weekday boardings.		95 Boardings	Productivity Average boardings per revenue hour.
			6.5 Boardings / Rev. Hr.
Ridership data collected manually by drivers from July 8–10, 2025.			



Route Description

After the first loop, the route heads west through downtown along Kent Street, before beginning a second one-way loop at Adelaide Street. The second loop runs counterclockwise along Colborne Street, McLaughlin Road, Broad Street, **Kent Street**, Angeline Street, Adelaide Street, and Albert Street before ending in the downtown area. The **Lindsay Square Mall** and **Fleming College** stops both occur during the second loop. The Blue Route arrives at the Mall 46 minutes after the hour, complicating transfers to/from the other routes (which all arrive 27 to 30 minutes after the hour).

- Downtown Transit Hub
- Colborne Ext. Care
- Wilson Field Park
- Lindsay Square Mall
- Kent Street Corridor
- Fleming College

**Daily
Ridership**
Average
weekday
boardings.

115
Boardings

Productivity
Average
boardings per
revenue hour.

7.5 Boardings / Rev. Hr.

Ridership data collected manually by drivers from July 8–10, 2025.

A detailed map of the Kitchener Transit Loop, showing the route and various stops. The route is marked with a blue line and arrows indicating the direction of travel. Stops are labeled with names and icons representing the transit mode (e.g., bus, train, wheelchair accessible). The map includes major roads, water bodies, and a scale bar (500 m). The route starts at the Kitchener Transit Loop and ends at the Kitchener Transit Loop.

Stops along the route include:

- Bingo Bingo
- Highway 36
- Mt Hope St at Highway 36
- Mount Hope at St David
- Dennison At St Patrick
- Rivera Park
- St David At Colborne
- Colborne Extenda Car
- St George At Dominion
- Flynn Gardens
- Highway 36
- Highway 36
- Kawartha Drive
- Hillside
- Parkside and
- Brock At Hillside
- Logie At Dobson
- Dobson
- Primeau
- Albert At Red Pine
- Durham Street West
- Maple Crescent
- Angeline At Howard
- Glenelg Street West
- Russell Street West
- LCVI
- Kent At A And W
- Egg Smart
- Kent At the Armory
- Adelaide At Bond
- Caroline Street
- Colborne Street West
- Colborne At Angeline
- Charles Street
- Wilson Field
- Kent At McLaughlin
- LCBO
- McLaughlin At Moose
- Lindsay Square Mall
- McLaughlin At Denfield
- Mary Street West
- Dormer At Wallace
- Mary At Dormer
- Wallace At Commerce
- Mary Street West
- Recreation Center
- Red
- Green
- Needham At St Patrick
- St David Street
- St Paul At Queen
- Lindsay At Queen
- Lindsay At King
- Russell Street East
- Holtom At Logie
- Parkside
- Transit Hub

 | Green Route

Summary

Route Description

The Green Route primarily serves neighbourhoods north of downtown Lindsay. From the **Transit Hub**, buses travel north along William Street to Found Avenue, before doubling back to the downtown area via Victoria Avenue. Vehicles briefly travel west along Kent Street before repeating a similar deviation pattern along Adelaide Street (serving the **Giant Tiger**) to Orchard Park Road. The route again doubles back to Kent Street, travelling south on Angeline Street to serve the **Ross Memorial Hospital**. From the Hospital, the route continues west along **Kent Street** to the **Lindsay Square Mall**.

The full one-way trip from the Transit Hub to Lindsay Square Mall takes about 30 minutes. Buses return to the Transit Hub along the same alignment as the outbound trip, with the exception of a brief detour from William Street.

Key Destinations Served

- Downtown Transit Hub
- Giant Tiger
- Ross Mem. Hospital
- Kent Street Corridor
- Lindsay Square Mall

Performance

Daily Ridership
Average weekday boardings.

75
Boardings

Productivity
Average boardings per revenue hour.

4.5
Boardings / Rev. Hr.

Ridership data collected manually by drivers from July 8–10, 2025.

Route Map



Orange Route

Summary

Route Description

This route serves neighbourhoods north, west, and south of downtown Lindsay via two distinct patterns. In the first pattern, buses leave the **Transit Hub** travelling west along Kent Street, before turning right onto Angeline Street to serve **Ross Memorial Hospital** and travel north. Vehicles serve the **Springdale Gardens** neighbourhood before returning to **Kent Street**. At Kent Street, the route travels west to the **Lindsay Square Mall**. From the Mall, the route returns downtown via Kent Street. This segment is the only direct Mall-to-downtown connection in the Lindsay Transit network.

After the first pattern ends in the downtown area, the route continues east until Lindsay Street. From there, the route turns south to Melbourne Street, before travelling west to serve **Fleming College**. This alignment is duplicated in the opposite direction on the trip back to the Transit Hub.

Key Destinations Served

- Downtown Transit Hub
- Ross Memorial Hospital
- Springdale Gardens
- Kent Street Corridor
- Lindsay Square Mall
- Fleming College

Performance

Daily Ridership
Average weekday boardings.

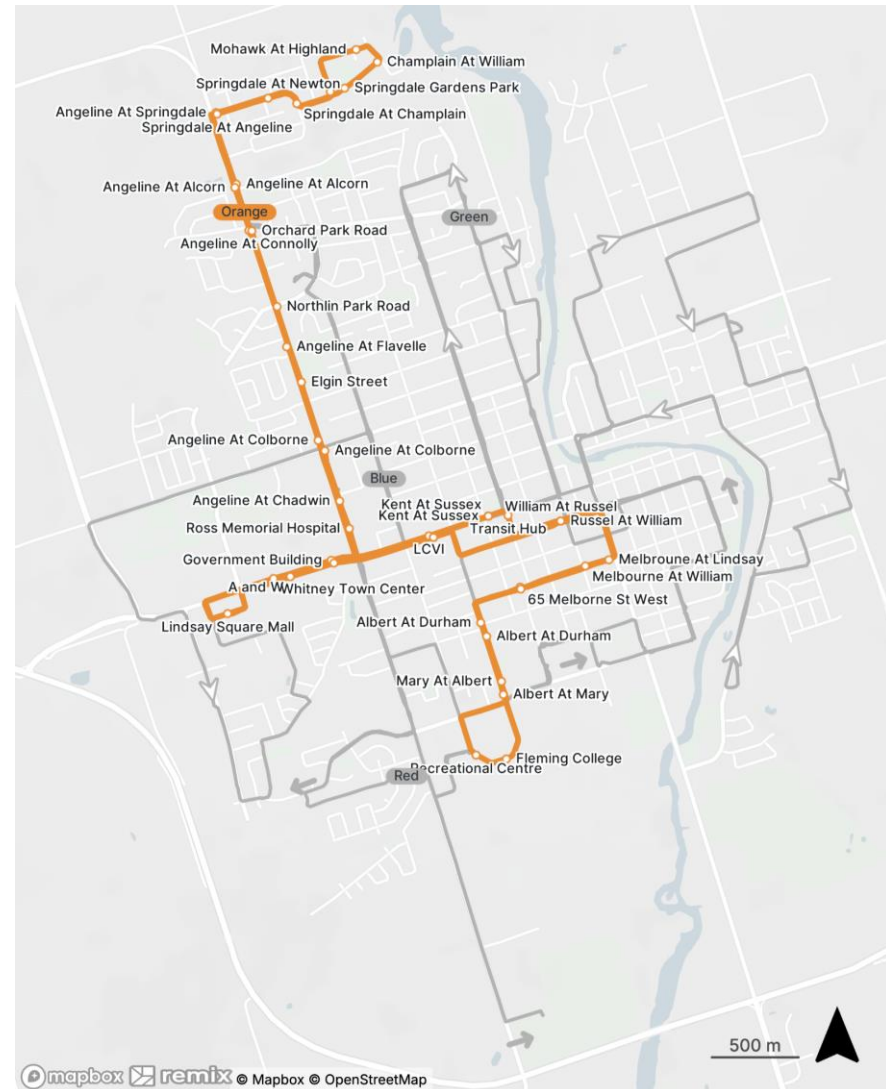
65
Boardings

Productivity
Average boardings per revenue hour.

4.0
Boardings / Rev. Hr.

Ridership data collected manually by drivers from July 8–10, 2025.

Route Map



2.2 LIMO (Specialized Transit Service)

The Lindsay Transit network is complemented by LIMO, a specialized transit service with restricted eligibility. LIMO service ensures that residents with functional or developmental disabilities can benefit equally from the City's transit coverage. The design and performance of the LIMO system are reviewed in the following section.

Coverage Area and Eligibility Requirements

LIMO service is available while the Lindsay Transit bus network is active (7:00 AM to 10:00 PM Monday–Saturday, and from 9:00 AM to 4:00 PM on Sundays). Rides typically must be booked 24 hours in advance of the desired pickup time, although same-day reservation requests are accommodated on a space-available basis.

To be eligible for LIMO, prospective riders must be functionally unable to use the fixed-route bus system. Eligibility is determined on a case-by-case basis, but generally requires that riders be unable to walk 175 metres to a bus stop. About 80% of LIMO riders use a cane, walker, or other mobility aid, as shown in Figure 4.

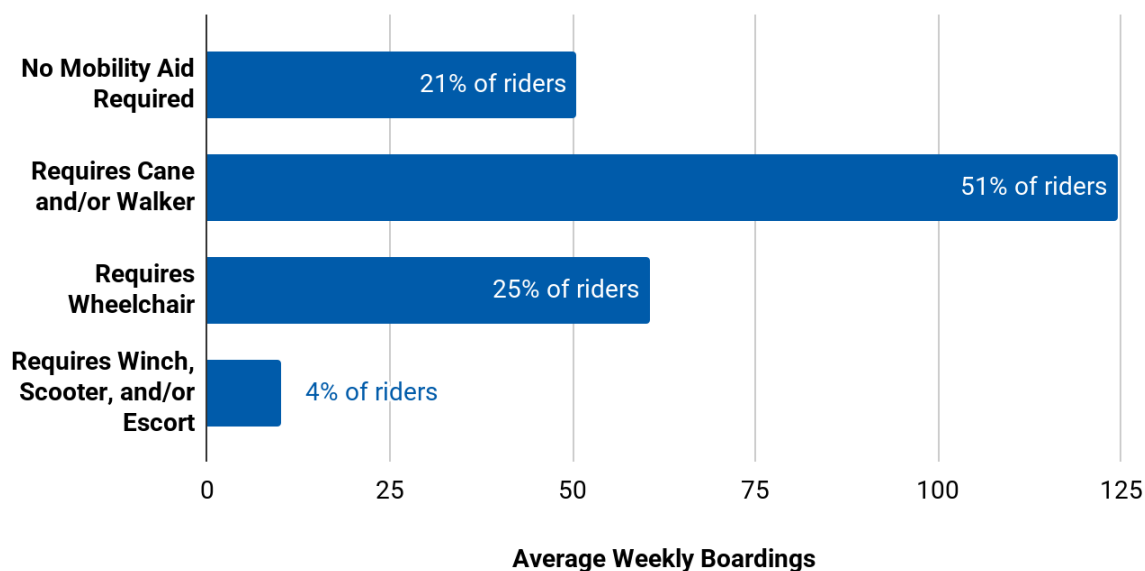


Figure 4. Distribution of LIMO Trips by Rider Mobility Aids (June 1–15, 2025)

Ridership Trends and Productivity

Monthly ridership totals for the LIMO service over the past five years are shown in Figure 5. In the 12 months preceding the COVID-19 pandemic, the service provided about 1,500 trips per month. Ridership levels have not returned to pre-COVID volumes, remaining constant at about 1,000 trips per month across 2023 and 2024.

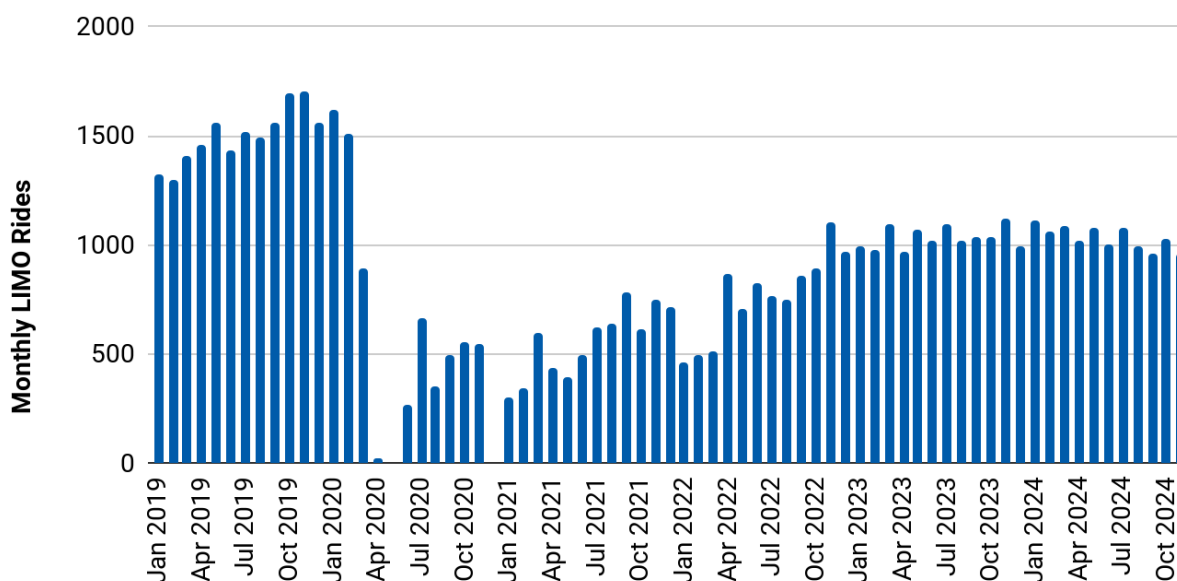


Figure 5. Historical LIMO Ridership Trends

About 700 vehicle hours are accrued each month while providing LIMO service. At current ridership levels of about 1,000 boardings per month, this equates to a typical productivity of 1.4 boardings per vehicle hour.

Operational Characteristics

The LIMO service completes the most trips on weekdays, as shown in Figure 6. Three vehicles per day are typically used between Monday and Friday, with reduced fleet sizes on Saturdays (two vehicles) and Sundays (one vehicle, with a second vehicle on call for a 1.5 hour relief shift).

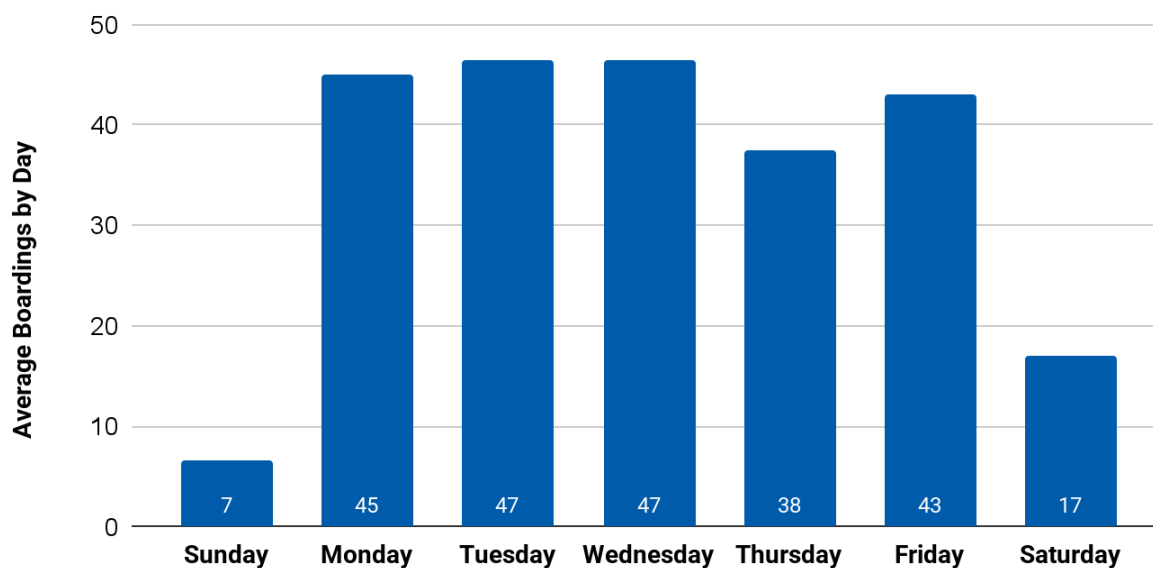


Figure 6. Distribution of LIMO Trips by Day of Week (June 1–15, 2025)

The distribution of requested pickup times by hour during the sample period (June 1–15, 2025) is shown in Figure 7. These distributions indicate the types of trips typically served by the system:

- Weekdays: Demand is highest from 8:00 AM to 9:00 AM, with a second peak visible from 2:00 PM to 4:00 PM. Only 6% of pickups occurred after 4:00 PM. This pattern is typical for demand-response transit services that accommodate a large share of medical trips.
- Weekends: Demand is highest from 12:00 PM–1:00 PM, with about 30% of pickups occurring after 4:00 PM. This pattern is typical for demand-response transit services that accommodate a large share of shopping and social trips.

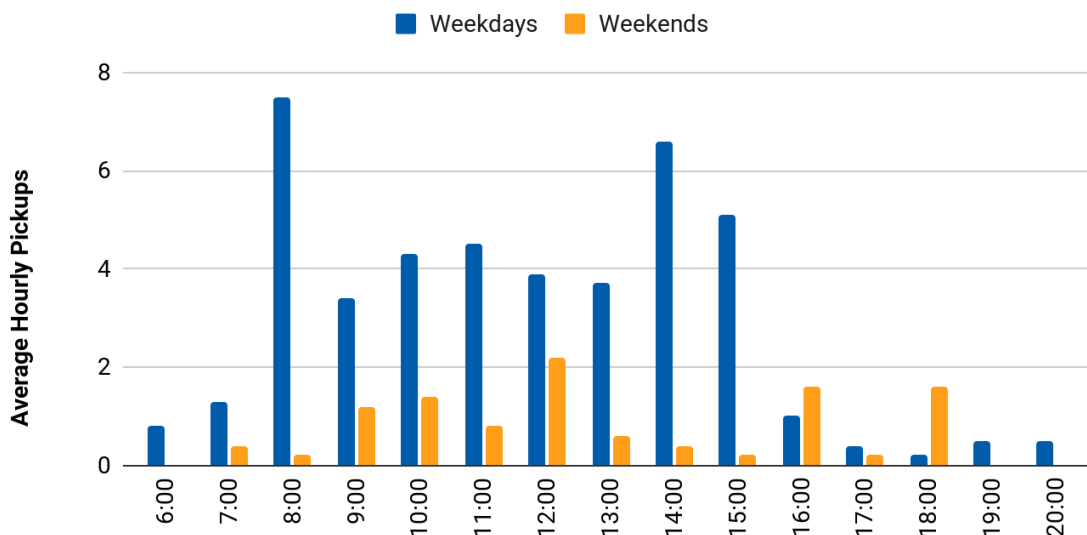


Figure 7. Distribution of LIMO Trips by Requested Pickup Hour (June 1–15, 2025)

A total of 490 one-way trips (about 245 round-trips) were completed during the sample period, producing a total of 980 trip start and end points. As shown in Table 1, no single destination accounted for more than 8% of all trip start and end points. The most commonly served destinations include the main hospital, two adult day centres, and several community housing developments.

Table 1. Most-Frequently Served LIMO Destinations (June 1–15, 2025)

Destination	Total Pickups + Dropoffs	Share of All Pickups + Dropoffs
Community Living (McLaughlin Rd.)	81	8%
Ross Memorial Hospital	44	4%
53 Adelaide Apartments	28	3%
Adult Day Centre (Mary St.)	25	3%
2 Hamilton St. Apartments	18	2%
19 Hamilton St. Apartments	16	2%
Loblaws (Kent St.)	16	2%

LIMO serves destinations across the Lindsay area, as shown in Figure 8. To protect the privacy of individual riders, homes and locations with fewer than five combined pickups and dropoffs during the sample period are not shown.

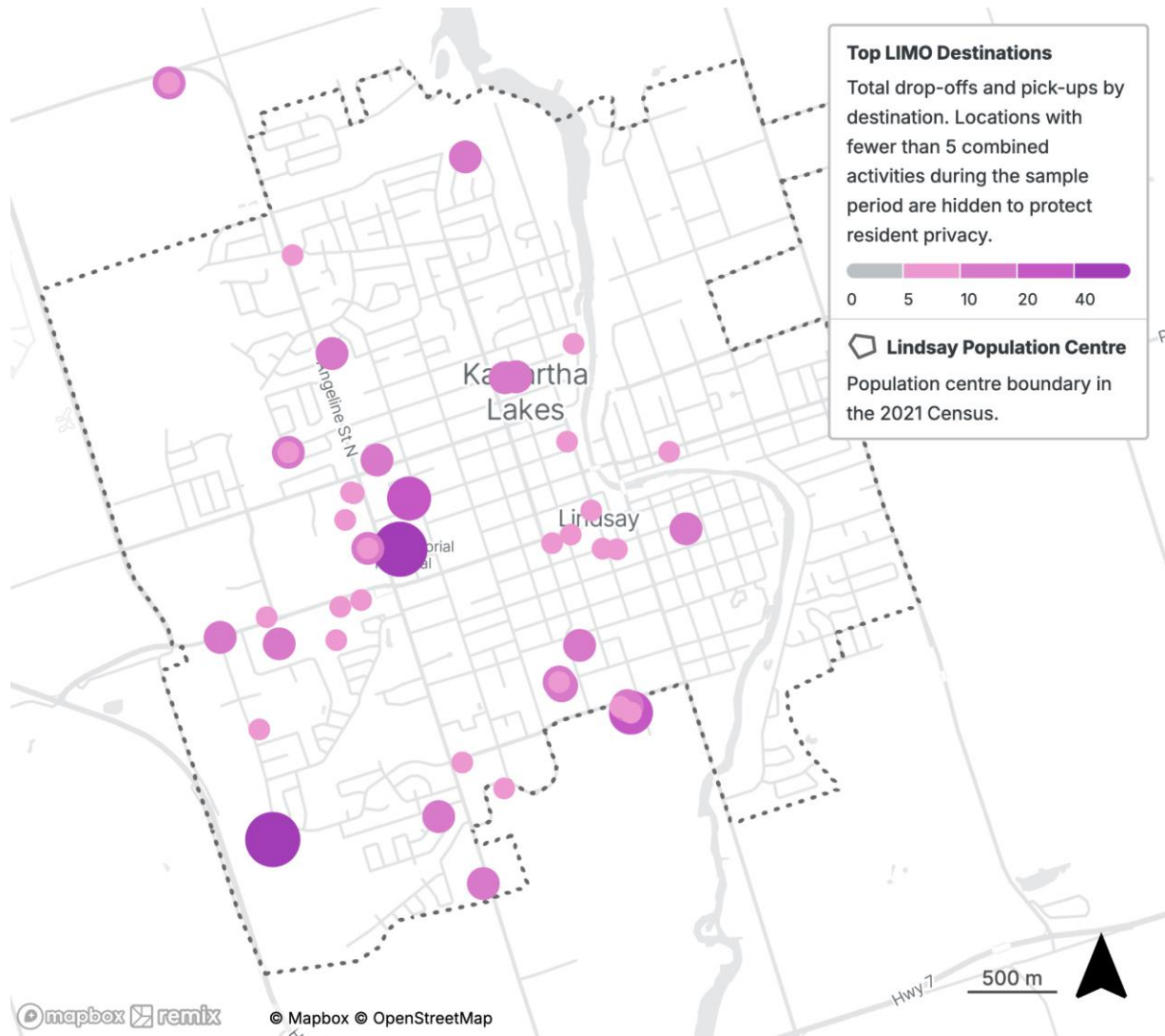


Figure 8. Most-Requested LIMO Destinations (June 1–15, 2025)

Trip origin and destination patterns on LIMO during the sample period are mapped in Figure 9. The lack of a clear, dominant travel pattern is typical demand-response transit services accommodating general-purpose local travel (for example, to and from medical appointments and grocery stores).



Figure 9. Start and End Points for LIMO Trips (June 1–15, 2025)

Due to the restriction of LIMO service to the Lindsay area only, most trips are relatively short. Short trip distances result in relatively brief journey times, as shown in Figure 10. About 75% of trips completed during the sample period were under 15 minutes from pickup to dropoff. Slightly less than 10% of trips took more than 30 minutes from pickup to dropoff.

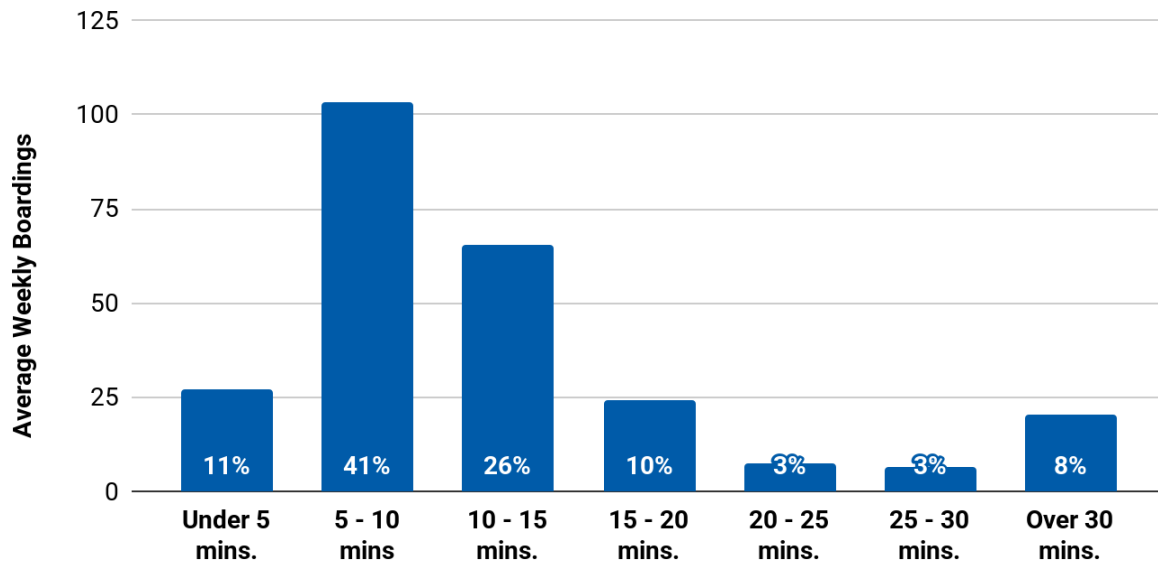


Figure 10. Distribution of LIMO Trips by Rider Boarded Duration (June 1–15, 2025)

2.3 Other Transportation Options

Additional transportation options available to Kawartha Lakes residents are summarized in the following section. Aside from Community Care, options are restricted to taxi services, rides from family/friends, using a personal vehicle, or walking/cycling.

Community Care, City of Kawartha Lakes

Community Care is a social service agency that provides transportation services as part of its larger program scope. The organization provides two transportation programs:

- **Specialized Transportation:** This service is provided exclusively for riders with mobility limitations. Vehicles are equipped with wheelchair lifts to provide primarily non-emergency medical trips. Staff are able to enter rider homes to assist them in boarding vehicles. At times, Specialized Transportation vehicles are also used as a patient transfer service (where riders are on stretchers)².
- **Volunteer Drivers:** This service is mostly intended for ambulatory passengers, but drivers are allowed to help load mobility aids like canes and walkers into the vehicle. Most Community Care transportation clients start out using this program, and transition to Specialized Transportation services if and when their needs require it.

Program Eligibility:

Community Care's transportation services are available to all Kawartha Lakes residents. Due to the restricted service areas of the Lindsay Transit and LIMO networks, Community Care programs may be the only transportation option available to residents living outside the Lindsay Area. The Volunteer Driver program can be used by all Kawartha Lakes residents, but residents over 60 are able to travel for a wider variety of trip purposes. Specialized Transportation is only available to residents with mobility limitations.

Trip Purposes:

Community Cares has a goal of providing transportation for riders who, without the services, would face barriers accessing essential services. Riders are able to book trips

² Ridership of Community Care services was unavailable at the time this plan was completed.

anywhere in Ontario. Volunteer Driver clients under age 60 can only book trips to and from medical appointments. Trip types are not restricted for clients aged 60 or over. The Specialized Transportation program is restricted by eligibility instead of by trip purpose.

Per agency staff, the most-frequently requested trips are for medical purposes in Lindsay. Outside Lindsay, frequently-served destinations include nursing homes in Fenelon Falls and Cannington, destinations in Peterborough, and social trips to visit family in the northern half of Kawartha Lakes.

Hours of Operation:

Service hours are flexible based on client needs. As a general rule, few trips are provided before 4:00 AM or after 6:00 PM. Community Cares also has a driver on call until 10:00 PM for patients discharged from Ross Memorial Hospital.

Booking Process:

Riders wishing to use transportation services are required to book in advance, sometimes as far as one week in advance of their desired departure time during higher-demand periods. When a ride request is received, a team of coordinators work to schedule the ride and assign it to a driver using the AlayaCare platform. Ride requests can be submitted over the phone or online. Staff estimate that about 25% of trip requests are received through the online portal, helping reduce call volumes for dispatch staff.

Trips are shared where possible, although most riders prefer to ride alone. Some clients, particularly on the Specialized Transportation service, have health or behavioural needs that make it difficult to group multiple riders onto the same vehicle.

Fares:

Fares are higher than the public transit service, but less expensive than for-profit taxi or patient transfer companies. Riders using the Volunteer Driver program are charged a per-kilometre rate based on trip distance. Specialized Transportation clients are charged either a flat “in-town” rate for trips under eight kilometres in the Lindsay area, or a variable “out-of-town” rate for trips in other areas. Program rates are higher when a stretcher is required.

Community Care works with the Ontario Disability Support Program (ODSP) and private insurance providers to obtain ride reimbursements where possible. The organization's Foundation helps subsidize rides on a case-by-case basis for clients with no other means of paying for transportation.

Fleet Composition:

Community Care operates a fleet of nine vehicles for transportation services. This fleet is split between RAM Promaster vans (for Specialized Transportation) and Nissan Rogue SUVs (for the Volunteer Driver program). Some Volunteer Driver trips are provided using the driver's personal vehicle and are reimbursed according to the mileage of the trip they provide.

As of mid-2025, the older Nissan 4500 vans were being phased out of the fleet in favour of the Promaster vans. The newer vans can accommodate a stretcher and a wheelchair at the same time, whereas the older vans could only accommodate one or the other.



3. Transit Market Assessment

The “market” for public transit service is defined by three key factors:

- **Baseline population and density:** The number of people living in the potential service area and how closely they are clustered together. This helps inform what types of transit service are viable in a given area.
- **Key transit rider groups:** The communities likely to use transit services the most, if they are available. This informs anticipated trip types and peak demand periods for new services.
- **Employment and commuting patterns:** Assessing employment-related trips helps illustrate regional travel patterns.

These factors are evaluated in the following section to help identify where additional transit service in Kawartha Lakes is needed and whether current services cover the areas where transit is needed most.

Key Takeaways: Transit Market Assessment

- **Kawartha Lakes is home to about 81,000 residents.** Currently, about 40% of these residents live in one of four urban settlements (Lindsay, Bobcaygeon, Fenelon Falls, and Omemee). Over the 30 years from 2021 to 2051, the City expects to add nearly 50,000 residents. More than 90% of these new residents are expected to live in one of the four urban settlements. This change, although mostly expected beyond the 10-year horizon of this Study, would ultimately result in a substantial increase in public transit demand.
- **Senior residents are likely to be a key user group for any new transit services.** About 28% of City residents are aged 65 or older, well above the provincial average (19%). In some urban settlements, this rate is higher still (55% of Bobcaygeon residents, and 38% of Fenelon Falls residents). As the population continues to age, having viable transit alternatives to driving will become increasingly important.

- **About 32,400 residents participate in the labour force.** About 55% of City residents who commute to a “usual” work location do so without leaving Kawartha Lakes. The top external commute destinations for residents are Peterborough (9% of commuting residents), Toronto (4% of commuting residents), and Scugog (4% of commuting residents). Conversely, about 80% of jobs available in Kawartha Lakes are staffed by City residents.

3.1 Population Density

As of the 2021 Census, Kawartha Lakes is home to just over 81,000 residents. It is the largest single-tier municipality in southern Ontario, resulting in a predominantly rural character. Slightly less than 40% of residents live in one of the City's four urban settlements: Lindsay, Bobcaygeon, Fenelon Falls, and Omemee. Lindsay is the largest of these urban settlements, accounting for about 22,400 residents. The distribution of residents across the City is mapped in Figure 11.

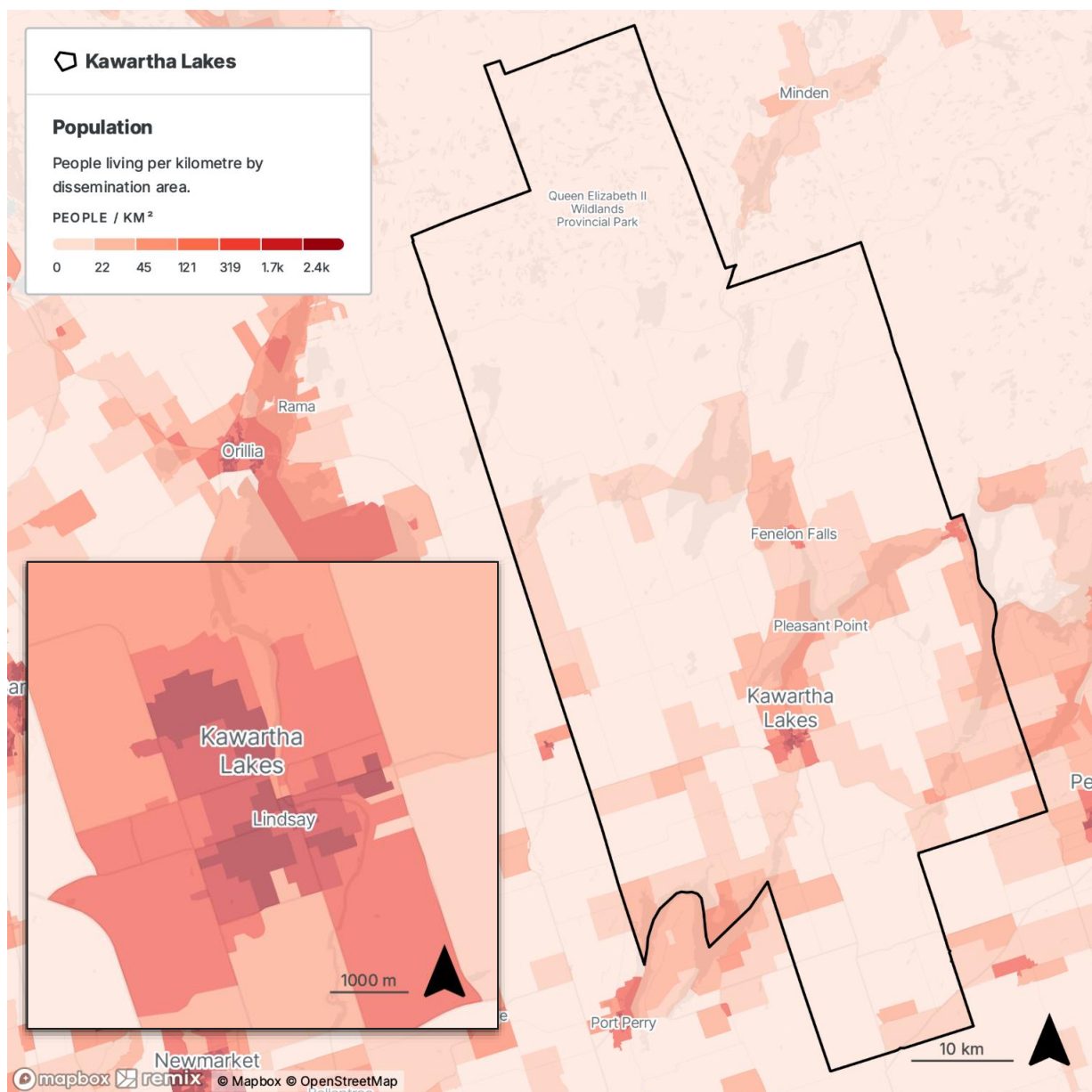


Figure 11. Kawartha Lakes Population Density (2021)

Impact of Forecasted Population Growth

Between 2001 and 2021, the City's total population grew by 12%. This rate, which annualizes to an increase of 0.6% per year, was well below the 1.1% annual increase for Ontario overall over the same period.

Over the past two decades, the nearby York and Durham regions have experienced significantly more population growth and urbanization, compared to Kawartha Lakes, as the Greater Toronto Area expands outward.

Kawartha Lakes is poised to receive an increasing share of the Greater Toronto area's population growth in the coming years. The City's *2024 Growth Management Strategy* projects that the total population will grow by 60% between 2021 and 2051, increasing from 81,000 to 130,000 persons. Growth projections are summarized by urban settlement in Table 2, alongside expected changes in density.³

Table 2. Current and Projected Population Characteristics by Area

Community	2021 Census	2021 Census	2051 Projected	2051 Projected	Change 2021 to 2051	Change 2021 to 2051
	Population	Density Persons / km ²	Population	Density Persons / km ²	Population	Density Persons / km ²
Kawartha Lakes	81,200	26	130,000	42	+60%	+60%
Lindsay	24,200	1,400	59,700	2,100	+145%	+50%
Bobcaygeon	4,000	700	8,600	1,300	+115%	+80%
Fenelon Falls	2,800	625	6,800	1,300	+145%	+115%
Omemee	1,500	500	2,300	600	+55%	+25%
Rural areas	48,700	16	52,600	17	+10%	+10%

The population growth and densification expected in Kawartha Lakes' key urban settlements will have a dramatic impact on transit feasibility in these areas:

³ Land areas for 2051 density calculations estimated by adding the current land area of each urban settlement to the required Designated Growth Areas listed in Table ES-7 of the *Growth Management Strategy*.

- The Lindsay area will grow from approximately 24,000 residents to almost 60,000. To accommodate this growth, the physical footprint of the urban area is expected to increase from 17 square kilometres to 28 square kilometres, requiring routes to be redrawn and extended to serve new developments. The regional core will also densify to the point where higher-frequency bus service can be justified.
- Population in the Bobcaygeon and Fenelon Falls areas will more than double, with corresponding increases in density. These areas will likely become supportive of regular transit service over time.

3.2 Key Transit Rider Groups

In predominantly rural areas with high rates of vehicle ownership, three population groups are most likely to use public transit. The following section evaluates the prevalence and distribution of these demographic groups within Kawartha Lakes to identify areas in need of new or expanded transit service:

- **Senior Residents:** Compared to the general public, older adults are more likely to live with a mobility limitation, be unable to drive, or rely on a pension or other fixed-income source. Each of these factors are correlated with higher rates of public transit usage. As shown in Table 3, about 28% of Kawartha Lakes residents are age 65 or older. This share is about 50% higher than the Ontario average. More than half of Bobcaygeon residents are age 65 or older, almost triple the provincial average.
- **Youth Residents:** Younger residents, particularly those in Grades 7–12, are likely to have distinct travel needs from their parents, but are largely unable to drive (or do not have access to a vehicle). As a result, students at the older end of this range are likely to use public transportation if it is available. As shown in Table 4, Kawartha Lakes has a lower share of youth residents than Ontario overall. Omemee is the only urban settlement in the City to have an equivalent youth population share to the province overall.
- **Low-Income Residents:** Low-income residents are less likely than the general public to be able to accommodate the cost burden associated with owning and

operating a personal vehicle, and consequently use public transit at higher-than-average rates. As shown in Table 5, about 10% of Kawartha Lakes residents are considered low-income, in-line with the provincial average. At 15%, the Fenelon Falls area is the urban settlement with the highest share of low-income residents.

Table 3. Population Age 65+ in Kawartha Lakes

Community	Population Age 65+	Population Share Age 65+	Relative to Provincial Average
Kawartha Lakes	22,300	28%	1.5x
Lindsay	6,700	30%	1.6x
Bobcaygeon	2,000	55%	2.9x
Fenelon Falls	950	38%	2.0x
Omemee	200	19%	1.0x
Ontario	2,640,000	19%	–

Table 4. Population Age 19 or Under in Kawartha Lakes

Community	Total Population 19 or Under	Share of Total Population	Relative to Provincial Average
Kawartha Lakes	14,000	18%	0.9x
Lindsay	4,000	18%	0.9x
Bobcaygeon	300	9%	0.4x
Fenelon Falls	350	14%	0.7x
Omemee	200	21%	1.0x
Ontario	3,050,000	21%	–

Table 5. Low-Income Population in Kawartha Lakes

Community	Low-Income Population	Share of Total Population	Relative to Provincial Average
Kawartha Lakes	7,900	10%	1.0x
Lindsay	3,000	13%	1.3x
Bobcaygeon	400	11%	1.1x
Fenelon Falls	350	15%	1.5x
Omemee	100	9%	0.9x
Ontario	1,400,000	10%	–

Senior Population Distribution

The distribution of residents aged 65 or over in Kawartha Lakes is shown in Figure 12. More than 30% of the total population in the Bobcaygeon, Fenelon Falls, and Lindsay areas is over this age threshold. Per the City's *Growth Management Strategy*, the share of seniors in Kawartha Lakes is expected to grow from 28% in 2021 to 35% in 2051.⁴

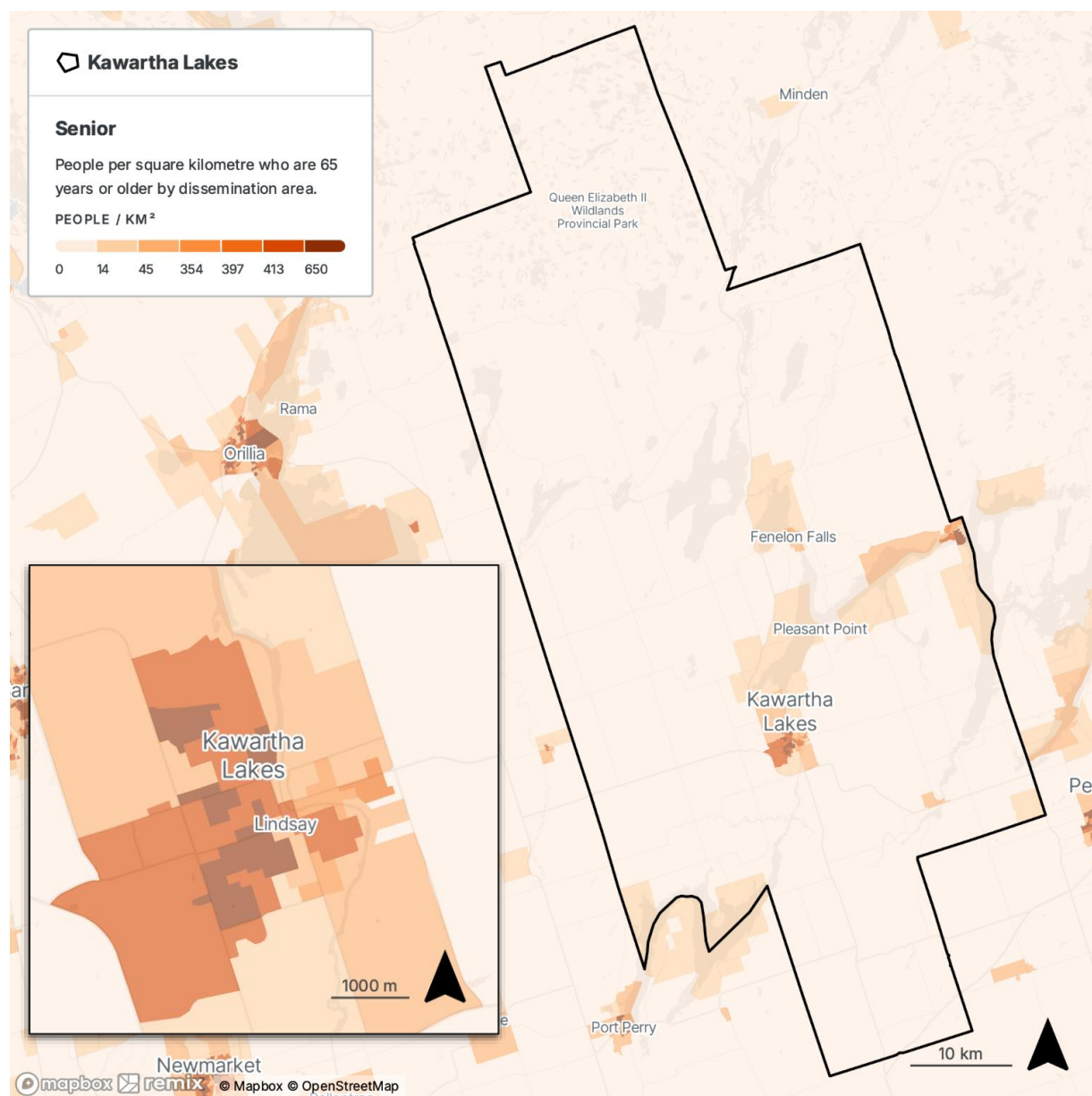


Figure 12. Population Density for Residents Aged 65 or Over (2021)

⁴ Growth Management Strategy, City of Kawartha Lakes, §6.5.

Youth Population Distribution

The distribution of residents aged 19 or under or over in Kawartha Lakes is shown in Figure 13. All urban settlements have a youth population share at or below the provincial average. Per the City's *Growth Management Strategy*, the share of youth in Kawartha Lakes is expected to remain relatively flat from 2021 to 2051.⁵

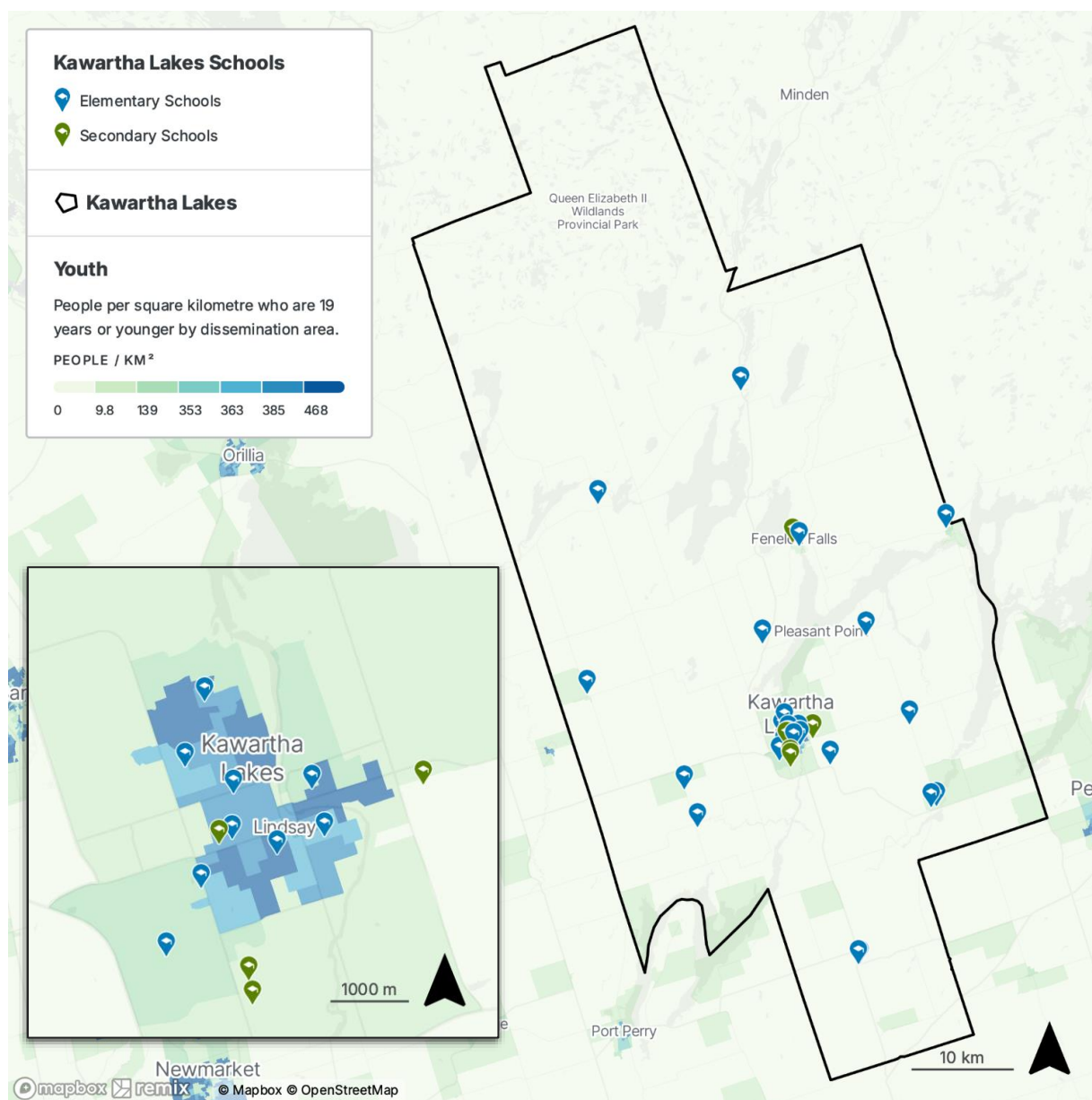


Figure 13. Population Density and School Locations for Youth Residents (2021)

⁵ Growth Management Strategy, City of Kawartha Lakes, §6.5.

Low-Income Residents

The distribution of low-income residents in Kawartha Lakes is shown in Figure 14. Between 11% and 15% of Bobcaygeon, Fenelon Falls, and Lindsay residents are considered low-income, slightly above the City and provincial average of 10%.

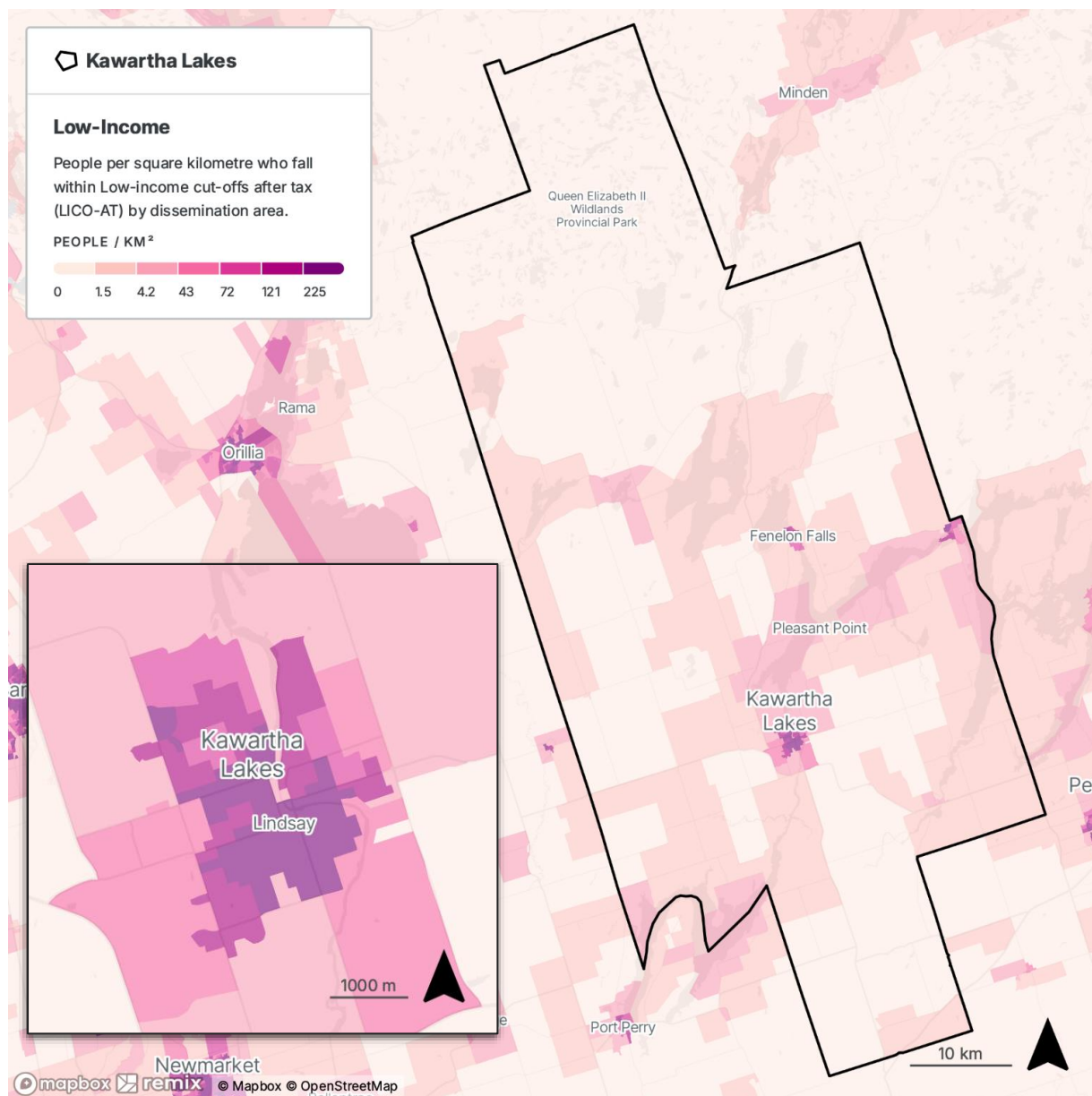


Figure 14. Population Density for Low-Income Residents (2021)

3.3 Employment and Commuting Patterns

Approximately 32,400 Kawartha Lakes residents were participating in the labour force at the time of the 2021 Census, for an overall employment participation rate of 49%. The home locations of persons participating in the labour force are mapped in Figure 15.

Bobcaygeon and Fenelon Falls have lower participation rates than the City overall, since these areas have a higher-than-average share of senior residents and retirees.

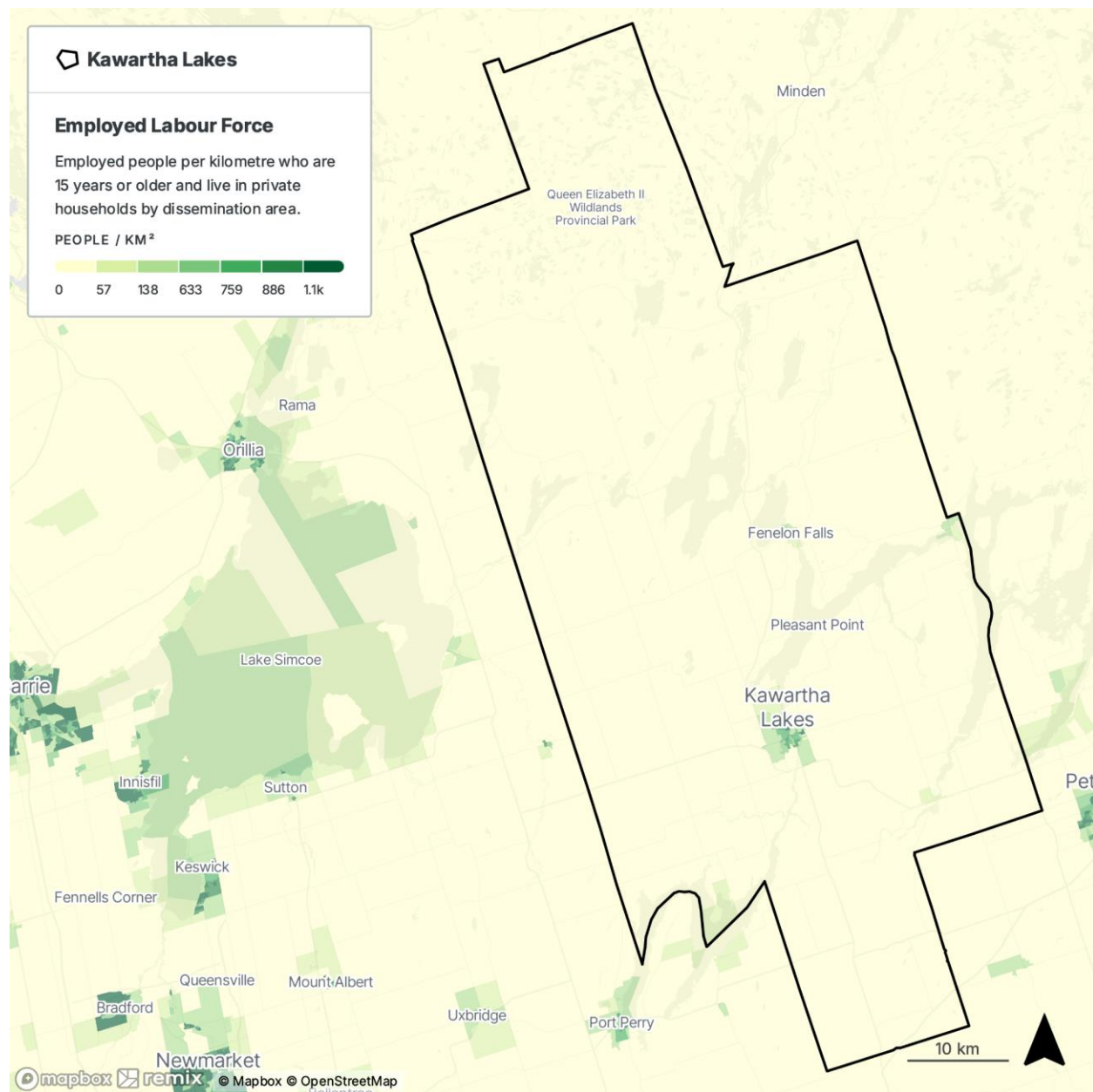


Figure 15. Home Locations of Labour Force Participants (2021)

Commuting Patterns

Inflow and outflow commute patterns for Kawartha Lakes are summarized in the following section. The commuting flow dataset used to identify these patterns only counts persons with a “usual” place of work. This produces a smaller labour force estimate than the Census overall, since seasonal workers and persons who work from home may be excluded from the dataset.

Approximately 20,000 Kawartha Lakes residents commute to a “usual” destination for work. More than half (55%, or 11,100 persons) of these residents also work in Kawartha Lakes.⁶ The remaining 45% of employed residents commute outside the City for work, with the most-common commute destinations summarized in Table 6. The full distribution of commute destinations for City residents is presented as Figure 16.

Table 6. Common Work Locations for Kawartha Lakes Residents

Work Location	Employees from Kawartha Lakes	Share of Employed Kawartha Lakes Residents
Kawartha Lakes	11,100	55%
Peterborough	1,700	9%
Toronto	850	4%
Scugog	700	4%
Clarington	600	3%
All Other Municipalities	5,000	25%

⁶ Statistics Canada. Table 98-10-0459, Commuting flow from geography of residence to geography of work by gender.

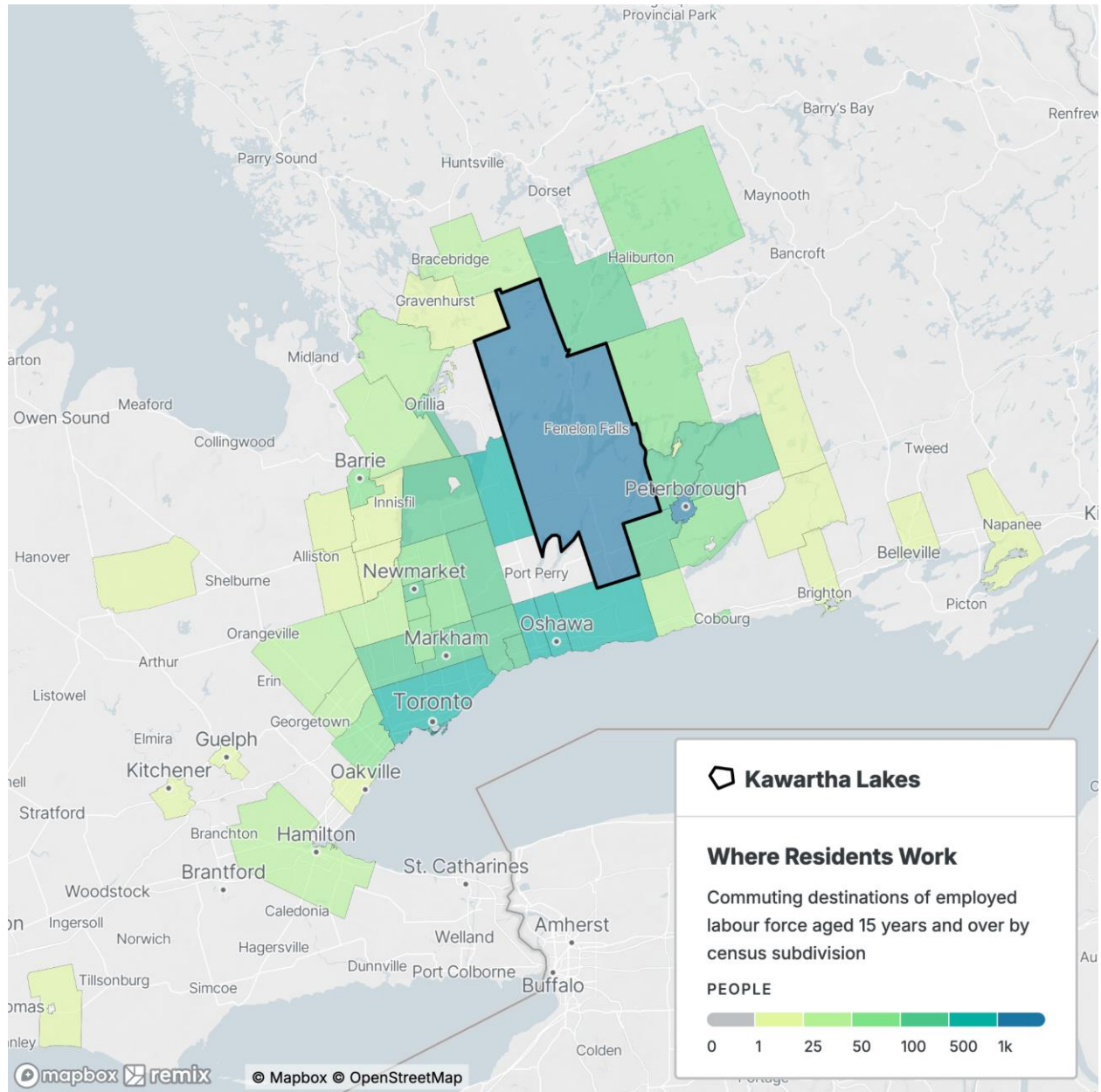


Figure 16. All Commute Destinations for Kawartha Lakes Residents (2021)

About 13,900 positions with a “usual” location were available in Kawartha Lakes at the time of the 2021 Census. About 80% of these positions were filled by employees who also reside in the City, as shown in Table 7. The remaining 20% of positions are filled by persons commuting in from outside Kawartha Lakes. The full distribution of home locations for persons employed in the City is presented as Figure 17.

Table 7. Common Home Locations for Persons Employed in Kawartha Lakes

Home Location	Persons Employed in Kawartha Lakes	Share of Jobs Available in Kawartha Lakes
Kawartha Lakes	11,100	80%
Peterborough	600	4%
Trent Lakes	320	2%
Selwyn	220	2%
Brock	200	1%
All Other Municipalities	1,500	11%

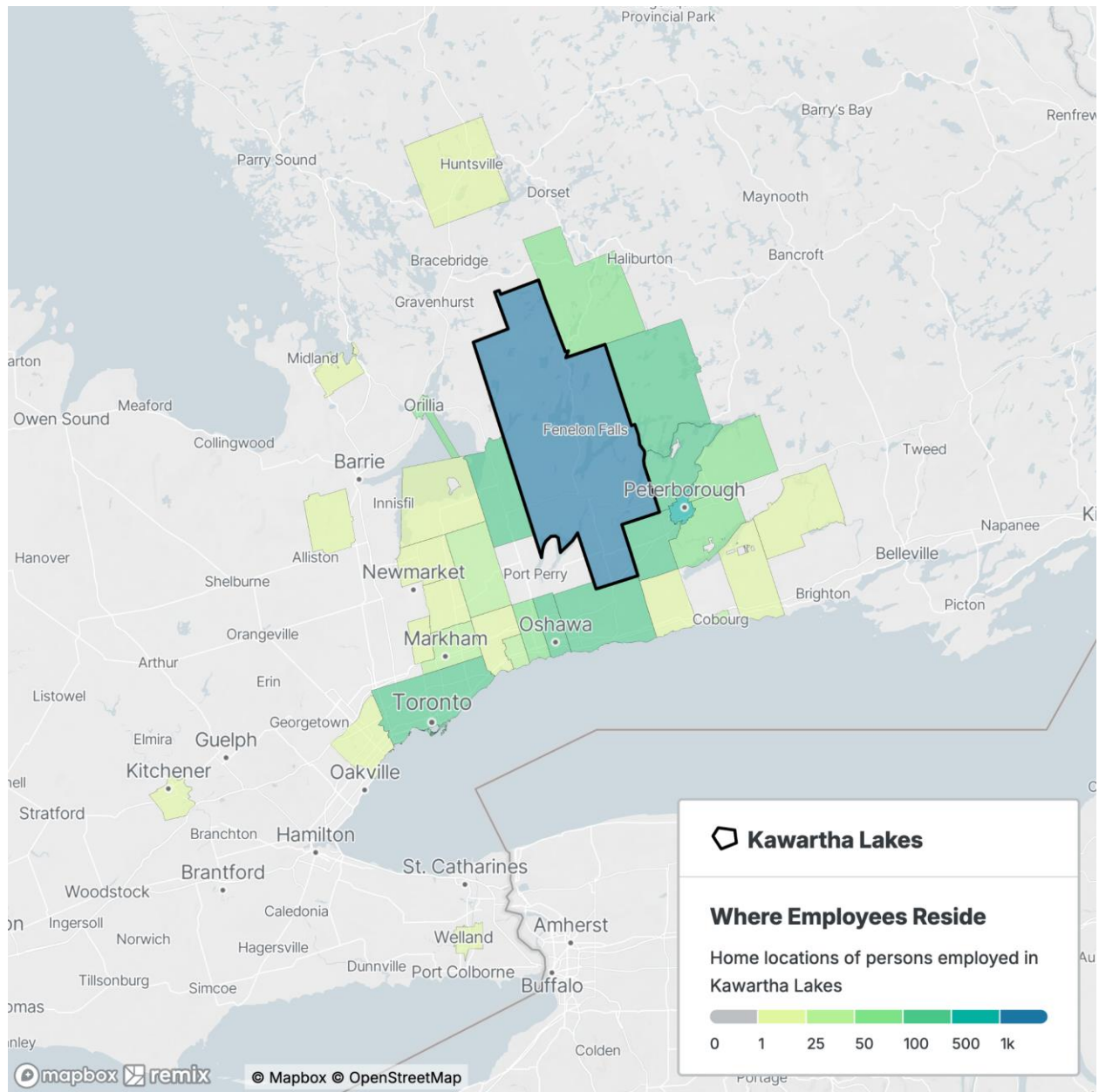


Figure 17. All Home Locations for Persons Employed in Keweenaw Lakes (2021)

3.4. Community Engagement

The development of the RTMP was done in collaboration with the community. During the first phase of the Study, community engagement focused on learning about the community's current use of the existing public transit and how well the services are meeting their current needs. Three main forms of engagement were conducted:

1. **Stakeholder engagement** through ongoing meetings, interviews, and digital conversations.
2. **Community survey** distributed online to residents, students, visitors and workers of Kawartha Lakes.
3. **Community conversations** with groups of residents from different community groups.

Key Takeaways: Community Engagement Phase 1

- Overall, the sentiments we heard from the community are aligned with the findings from the Transit Performance and Transit Market assessments.
- Community members primarily use fixed-route Transit in Lindsay if driving is unavailable. While the service provides access to essential services and employment opportunities, the hourly service and long-journey times on the routes limits the usefulness of the service.
- The most prominent reason people do not use transit is that it does not cover places they would like to travel to. The most requested additional transit connections were between the urban settlements in Kawartha Lakes followed by connections to Peterborough and Oshawa for GO Train access.
- Outside of Lindsay, those who do not have access to a vehicle must rely on family and friends or private taxi services which can be costly. Transit services outside of Lindsay would be especially beneficial to older adults and people with limited mobility. In addition to improving access to grocery stores and medical facilities, transit is seen as a way to boost tourism and the local economy.
- In most of our outreach, we used this phase as an opportunity to also educate the public on Microtransit as a concept. Overall, people were pretty excited about this

opportunity in Kawartha Lakes. However, most people did not prefer one mode strongly over another, instead wanted the City to prioritize transit that was more frequent and covered more areas.

- In the second phase of community engagement, the project team held a second stakeholder meeting and three community conversation sessions. Two were held with residents and stakeholders from Bobcaygeon and Fenelon Falls, and the third was held as a pop-up event on Fleming College's campus. The Project Team also got feedback from current Lindsay bus operators who are particularly familiar with the current Lindsay services and often hear feedback directly from current riders. Feedback from the community influenced both the alternatives themselves and the prioritization for implementation in Phase 3.

Key Takeaways: Community Engagement Phase 2

- Students would use more transit in Lindsay if it were more frequent and easier to use.
- Students and other Lindsay residents struggle to access different cities, with mixed preferences over prioritizing access to Oshawa or Peterborough.
- Residents and stakeholders in Bobcaygeon and Fenelon Falls were divided in their preferences between microtransit and fixed-route alternatives, but emphasized the need for some level of transit service, primarily for older adults and those without cars.
- New transit demand was anticipated to be highest from areas outside of Lindsay to Lindsay for shopping, employment opportunities, and medical services.
- Residents and stakeholders were concerned about the long-term financial sustainability and feasibility of expanding transit services, but were mostly in agreement that this should be a city priority.

For more details on the community engagement process and findings see [Appendix A](#).

4. Regional Transit Services

As part of the Ten-Year Regional Transit planning process, the City of Kawartha Lakes conducted a comprehensive visioning workshop, community conversations, stakeholder meetings, and a community survey to define the City's future transit vision. The existing public transit services in Kawartha Lakes are limited to Lindsay, where there are four hourly fixed routes supplemented by LIMO Specialized Transit, a shared door-to-door service for people with physical or functional disabilities who are not able to use conventional public transit.

The community's vision for 2036 focuses on a transit system that is viable, efficient, and convenient. By the ten-year horizon, Kawartha Lakes Transit aims to be a service that residents choose to use rather than use by necessity. A central pillar of this vision is the comprehensive expansion of service beyond the Lindsay area. The future network is envisioned as a "connecting link" that bridges the gaps between the City's urban areas and provides vital connections to neighbouring municipalities. Key performance aspirations for this future state include:

- **Fundamental Accessibility:** Ensuring an inclusive system that accommodates older adults and those with disabilities, particularly in rural regions.
- **Regional Integration:** Developing robust links to external hubs, including GO Transit connections, Peterborough, and Oshawa.
- **More Convenient Service:** Implementing a useful and convenient service with low wait times and more frequent bus connections.
- **Enhanced Connectivity:** Ensuring service delivery to key destinations for all residents, including medical services, employment opportunities, and other essential resources.
- **Environmental Leadership:** Leveraging transit to reduce car travel and drive the City's environmental goals forward.

Community engagement findings further identified a clear desire for a transit system that balances urban efficiency with broad geographic reach. The project team evaluated several key tradeoffs to define this citywide approach:

- **Transit Mode:** The community was mostly balanced between Fixed-Route and Demand-Response models, suggesting a hybrid role for Microtransit coverage in rural areas and fixed-route buses to connect between communities.
- **Target Growth:** There is a preference for focusing service expansions on Growing Ridership to new areas, while understanding that the current services are a lifeline for many who have no other viable transportation options. In areas with existing service, the focus was placed on improving the quality and convenience of existing options.
- **Success Metrics:** The top Key Performance Indicators (KPIs) identified for the future service include Quality of Service (Average Wait Time/Frequency), Efficiency, Total Ridership, and Population Coverage.

The transit service alternatives presented below aim to meet this vision and the goals set by the City and Stakeholders. Four types of service changes are recommended:

1. City Routes that connect different population centres within Kawartha Lakes, primarily Lindsay, Bobcaygeon, and Fenelon Falls.
2. Regional Bus Routes that connect Kawartha Lakes to nearby municipalities and the regional GO Transit network.
3. Microtransit Services, technology-enabled demand-response transit, are used to expand service into lower-density areas and offer a feasible citywide transit option.
4. Lindsay Transit Route recommendations to improve service frequency and directness within Lindsay.

The following sections outline the transit solutions that were evaluated and the final iterations that are recommended for implementation.

4.1 City Routes

Routes to connect the three largest population centres within the City of Kawartha Lakes: Lindsay, Bobcaygeon, and Fenelon Falls.

Key Takeaways: City Routes

- The recommended city routes focus on establishing **fixed-route connections between the three largest population centres** in Kawartha Lakes: Lindsay, Bobcaygeon, and Fenelon Falls.
- Connections from **Lindsay to Bobcaygeon (C1)** and **Lindsay to Fenelon Falls (C2)** should be prioritized first due to higher expected demand levels. Initially, these routes can be run with one vehicle each.
- Routes C1 and C2 could operate alongside the Citywide prebooked microtransit zone (M2) detailed in [4.3 Microtransit Service](#) and use integrated transit approaches to complement each other.
- An operating microtransit service will produce rich, trip-level data on where riders start and end their trips. If implemented, the data should be evaluated to determine whether there is **substantial travel demand between Bobcaygeon and Fenelon Falls. If so, route C1 or C2 should be extended** to close the fixed-route service gap between these two population centres. A second vehicle will be required on the extended route to maintain service frequencies. Two options (C3 and C4) to close the Bobcaygeon to Fenelon Falls gap were prepared.

The recommended city routes focus on establishing fixed-route connections between the three largest population centres in Kawartha Lakes: Lindsay, Bobcaygeon, and Fenelon Falls. Connections from Lindsay to Bobcaygeon (C1) and Fenelon Falls (C2) should be prioritized first due to higher expected demand levels. If justified by future ridership demand, one of these routes should be extended to close the gap between Bobcaygeon and Fenelon Falls. Two options to close this gap (C3 and C4) were prepared.

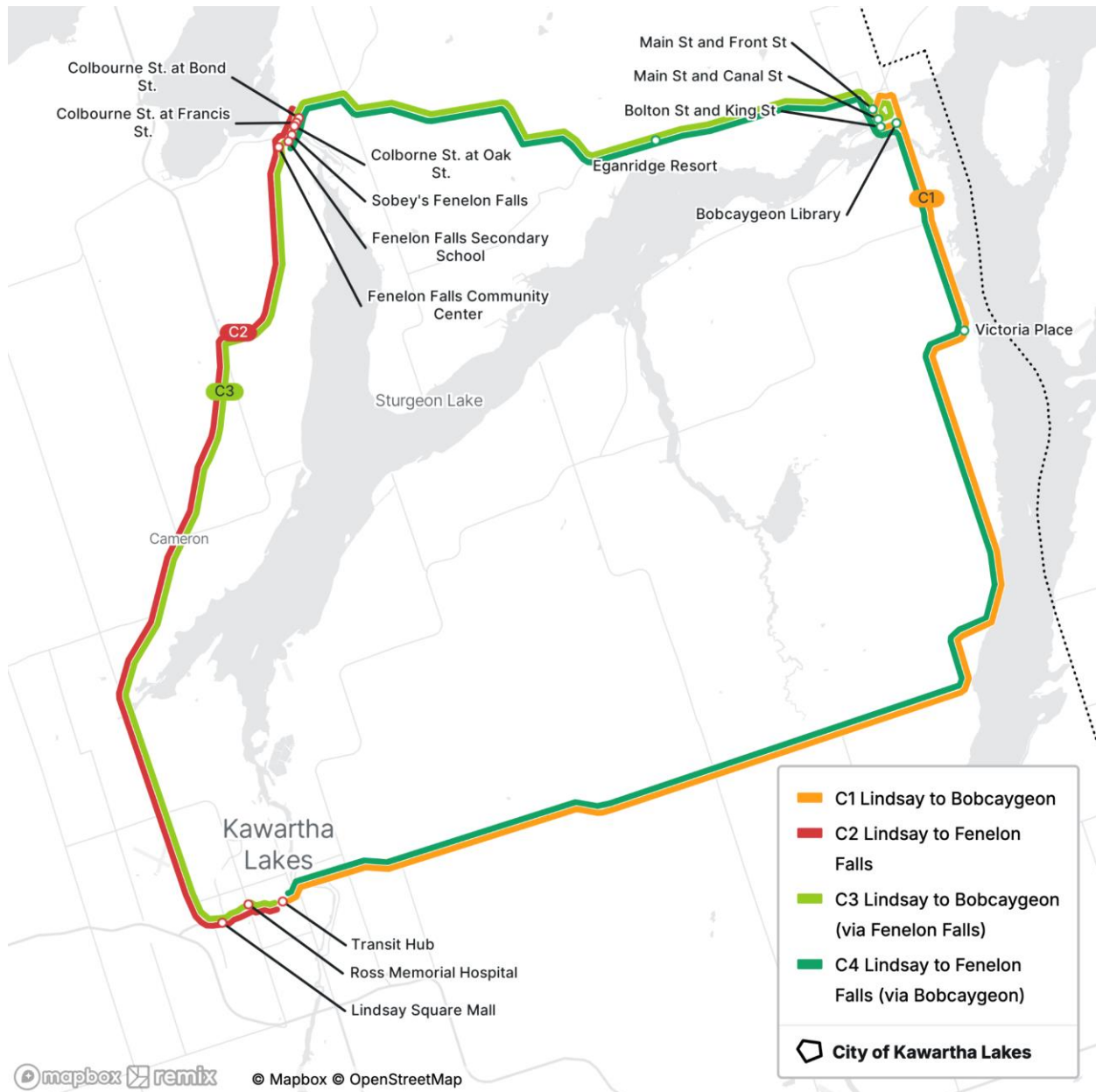


Figure 18. Potential New City Routes (C1 to C4)

Profiles are available below for each of the following recommended routes:

- [C1 – Lindsay to Bobcaygeon](#)

Service from Lindsay to Bobcaygeon, serving the Victoria Place neighbourhood as an intermediate stop. To save time circulating through Lindsay, this route only serves the Transfer Hub. Riders can transfer to local Lindsay Transit routes to reach other destinations in the area.

- [C2 – Lindsay to Fenelon Falls](#)

Service from Lindsay to Fenelon Falls. In Lindsay, this route serves the Transfer Hub, Ross Memorial Hospital, and Lindsay Square Mall. If this service is implemented after the Lindsay Transit redesign described in [4.4 Improvements to Lindsay Transit \(Local Network\)](#), this line could be shortened to only serve the Lindsay Square Mall.

- [C3 – Lindsay to Bobcaygeon \(via Fenelon Falls\)](#)

This variant of C1 extends service from Bobcaygeon to Fenelon Falls with a new segment along Highway 8. This route is an either/or alternative to C4.

- [C4 – Lindsay to Fenelon Falls \(via Bobcaygeon\)](#)

This variant of C2 extends service from Fenelon Falls to Bobcaygeon with a new segment along Highway 8. This route is an either/or alternative with C3.

C1 | Lindsay to Bobcaygeon

Description

This route connects Lindsay to Bobcaygeon via Hwy. 36. To offer one-seat journeys to a larger share of potential riders, the Lindsay Square Mall and Ross Memorial Hospital are also included as stops. In Bobcaygeon, the route completes a short clockwise loop along King St., Bolton St., Main St., and East St.

Key Destinations

-  Lindsay Transit Hub
-  Victoria Place Neighborhood
-  Bobcaygeon (Local Stops)

Route Map

Exact Stop Locations Subject to Change



Estimated Route Characteristics

Fleet (Buses)	One-Way Run Time (Minutes)	Route Frequency (Minutes)	Daily Round Trips (With ~15-Hour Service Span)	Estimated Annual Operating Cost (\$CAD)
1	65	150	6	\$200k
2	65	75	12	\$400k
Population in Walking Distance (400m) of Recommended Stops:				5,300

C2 | Lindsay to Fenelon Falls

Description

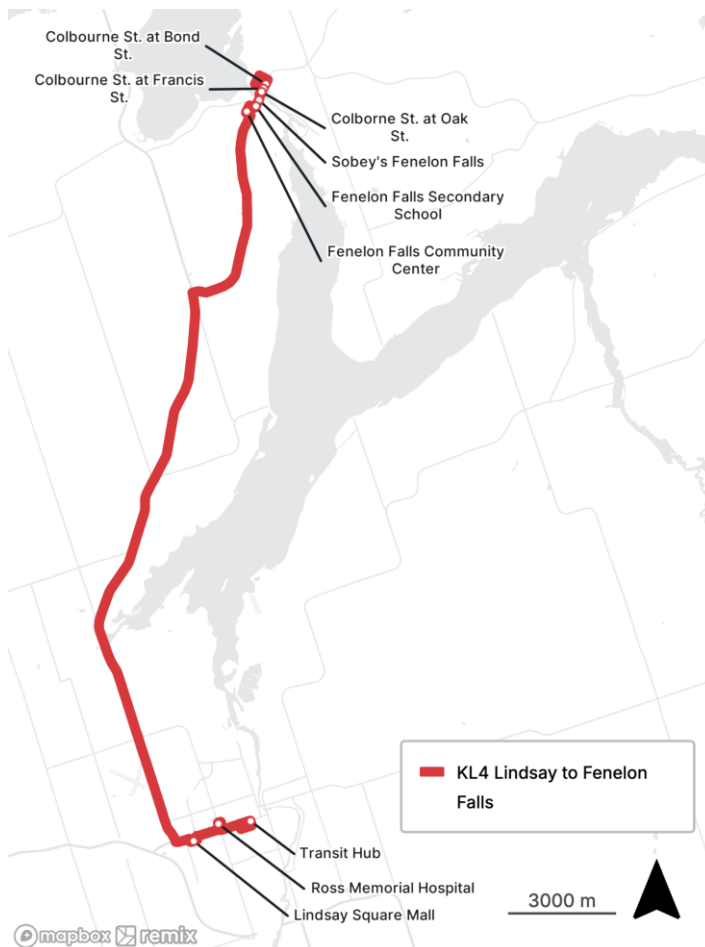
This route connects Lindsay to Fenelon Falls via Hwy. 35/121. To offer one-seat journeys to a larger share of potential riders, the Lindsay Square Mall and Ross Memorial Hospital are also included as stops. In Fenelon Falls, the route follows Lindsay St. and Colborne St., with a short deviation to serve the Fenelon Falls Community Centre.

Route Map

Exact Stop Locations Subject to Change

Key Destinations

-  Lindsay Transit Hub
-  Lindsay Square Mall
-  Ross Memorial Hospital
-  Fenelon Falls (Local Stops)



Estimated Route Characteristics

Fleet (Buses)	One-Way Run Time (Minutes)	Route Frequency (Minutes)	Daily Trips (With ~15-Hour Service Span)	Estimated Annual Operating Cost (\$CAD)
1	40	90	10	\$200k
2	40	45	20	\$400k
Population in Walking Distance (400m) of Recommended Stops:				4,500

C3 | Lindsay to Bobcaygeon (via Fenelon Falls)

Description

This route connects Lindsay to Fenelon Falls (via Hwy. 35/121) and Bobcaygeon (via Hwy. 8). Serving Fenelon Falls first ensures no rider has a long detour to reach Lindsay.

Route Map

Exact Stop Locations Subject to Change

Key Destinations

-  Lindsay Transit Hub
-  Lindsay Square Mall
-  Ross Memorial Hospital
-  Fenelon Falls (Local Stops)
-  Bobcaygeon (Local Stops)



Estimated Route Characteristics

Fleet (Buses)	One-Way Run Time (Minutes)	Route Frequency (Minutes)	Daily Trips (With ~15-Hour Service Span)	Estimated Annual Operating Cost (\$CAD)
1	80	180	5	\$200k
2	80	90	10	\$400k
Population in Walking Distance (400m) of Recommended Stops:				6,300

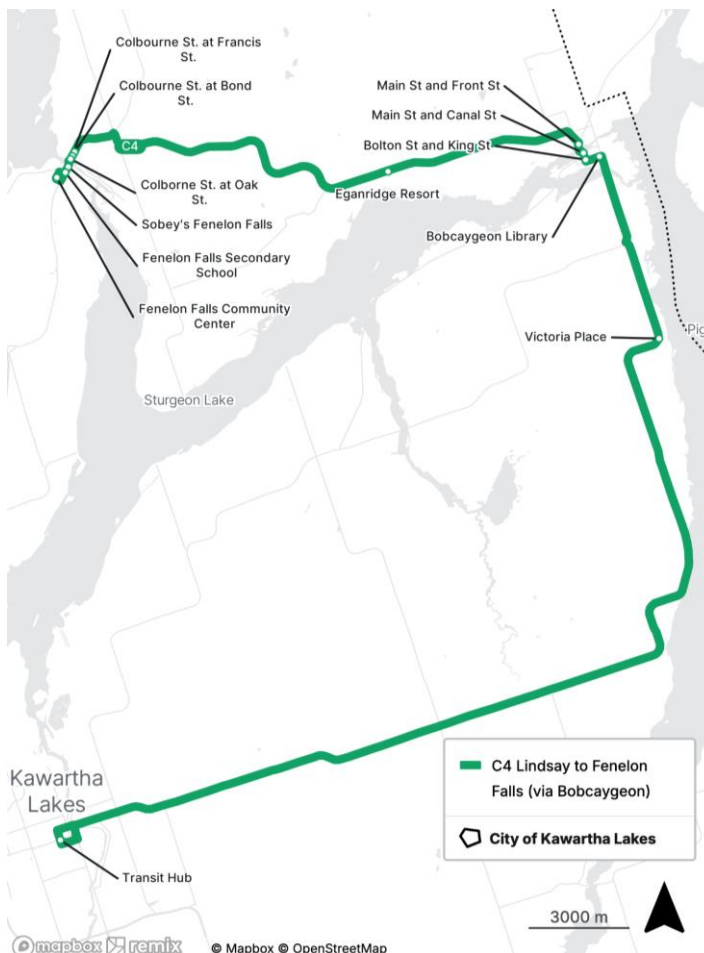
C4 | Lindsay to Fenelon Falls (via Bobcaygeon)

Description

This route connects Lindsay to Bobcaygeon (via Hwy. 36) and Fenelon Falls (via 8). Serving Bobcaygeon first provides a direct connection between the two largest towns in Kawartha Lakes, but requires a long detour for riders from Fenelon Falls.

Route Map

Exact Stop Locations Subject to Change



Key Destinations

-  Lindsay Transit Hub
-  Victoria Place Neighborhood
-  Bobcaygeon (Local Stops)
-  Fenelon Falls (Local Stops)

Estimated Route Characteristics

Fleet (Buses)	One-Way Run Time (Minutes)	Route Frequency (Minutes)	Daily Trips (With ~15-Hour Service Span)	Estimated Annual Operating Cost (\$CAD)
1	90	200	5	\$220k
2	90	100	10	\$445k
Population in Walking Distance (400m) of Recommended Stops:				5,900

4.2 Regional Bus Routes

The City of Kawartha Lakes is positioned along the far northeastern fringe of the Greater Toronto Area (GTA). Residents and stakeholders share a perception that the need for public transport connections to adjacent municipalities is increasing, with particular emphasis placed on the Oshawa and Peterborough areas. A route to the Oshawa area allows for onward travel to Toronto via the regional GO Transit network, while a route to Peterborough helps connect residents and visitors to services that are unavailable within Kawartha Lakes. The following section describes a series of concepts to connect Lindsay with key external destinations.

Key Takeaways: Regional Bus Routes

- **Fixed-route connections to Oshawa and Peterborough should be prioritized.** A route to the Oshawa area will allow for onward travel to Toronto via the regional GO Transit network, while a route to Peterborough will help connect residents and visitors to services that are unavailable within Kawartha Lakes.
- **One concept (R1) was developed to serve the Lindsay to Peterborough market.** This route can serve Omemee as an intermediate stop without introducing any detours from the most direct routing available. In addition to providing local connectivity to/from Omemee, this route stops at Fleming College Peterborough (directly serving the student population and connecting to five Peterborough Transit routes), the Peterborough Regional Health Centre (providing access to specialist medical care), and the Peterborough Bus Terminal.
- **Two concepts (R2A and R2B) were developed to connect Lindsay with the GO Transit network in Oshawa.** R2A offers a one-seat ride from Lindsay to the GO station, while R2B requires riders to transfer to Durham Regional Transit (DRT) Route 905 in Port Perry to reach the station. The additional transfer required by R2B is offset by the shorter route length, allowing more daily trips than R2A for the same level of investment. With an equivalent vehicle fleet, R2B can provide nearly twice as many daily trips as R2A. While Peterborough is slated to receive high-speed rail connections to Toronto as part of the Alto regional rail project,

construction is not slated to begin for another few years, making Oshawa and Port Perry faster connecting points to the Toronto metro area.

- The City of Kawartha Lakes has engaged Metrolinx to inquire about introducing direct GO Transit express bus service to Lindsay. If implemented, this service would depart from a newly constructed park-and-ride along Angeline Street in Lindsay. **As of early 2026, Metrolinx has declined to prioritize this connection.** The nearest GO Transit service to Kawartha Lakes is Express bus Route 88 (Oshawa – Peterborough). This service stops at the Hwy. 35/115 park-and-ride just south of the City boundary.

Recommended regional routes are illustrated in Figure 19. Two options (R2A and R2B) were developed to connect Lindsay with the GO Transit network in Oshawa. R2A offers a one-seat ride from Lindsay to the GO station, while R2B requires riders to transfer to Durham Regional Transit (DRT) Route 905 in Port Perry to reach the station. The additional transfer required by R2B is offset by the shorter route length, allowing more daily trips than R2A for the same level of investment.

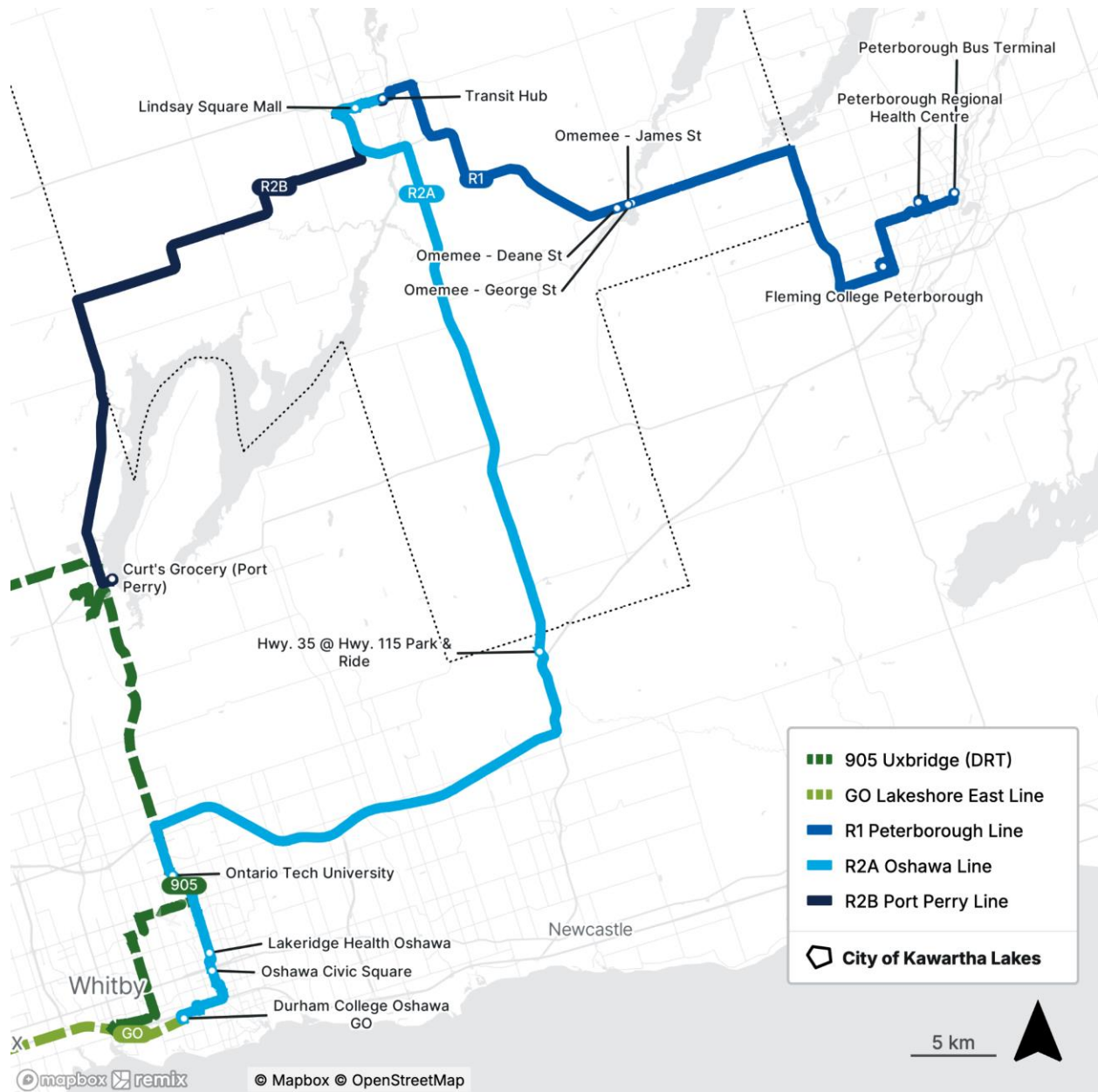


Figure 19. Potential New Regional Routes (R1, R2A, and R2B)

Profiles for each of the following recommended routes are available on the subsequent pages:

- [R1 – Peterborough Line](#)

Service from Lindsay to Peterborough via Omemee. In addition to providing local connectivity to/from Omemee, this route stops at Fleming College (directly serving the student population and connecting to five Peterborough Transit routes), the Peterborough Regional Health Centre (providing access to specialist medical care), and the Peterborough Bus Terminal.

- [R2A – Oshawa Line](#)

Service from Lindsay to the Durham College GO rail station via Ontario Tech University and downtown Oshawa. To make this connection, about half of the route's 85-kilometre distance lies outside the City of Kawartha Lakes.

- [R2B – Port Perry Line](#)

Service from Lindsay to Port Perry. At Port Perry, riders would need to transfer to DRT Route 905 (Oshawa – Uxbridge) to reach the GO Transit Network. Service on Route 905 is provided approximately every 95 minutes, allowing Kawartha Lakes to provide timed transfers with only one vehicle.



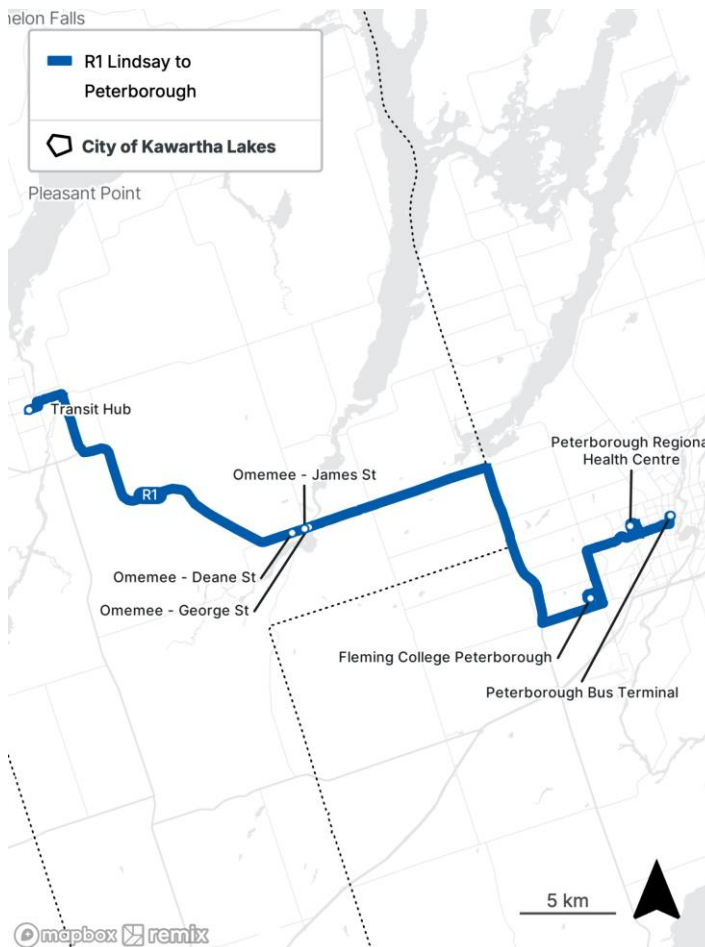
R1 | Peterborough Line

Description

This route directly connects Lindsay to the Fleming College Peterborough campus and Peterborough Regional Health Centre. A connection to the Peterborough Bus Terminal is provided for onward travel. Since the route travels along Hwy. 7, service to Omemee can be provided without any significant deviations.

Route Map

Exact Stop Locations Subject to Change



Key Destinations



Estimated Route Characteristics

Fleet (Buses)	One-Way Run Time (Minutes)	Route Frequency (Minutes)	Daily Trips (With ~15-Hour Service Span)	Estimated Annual Operating Cost (\$CAD)
1	75	170	5	\$190k
2	75	85	10	\$375k
Population in Walking Distance (400m) of Recommended Stops:				7,100

R2A | Oshawa Line (Alternative to R2B)

Description

This route directly connects to the GO Transit Lakeshore East rail line. Intermediate stops include the existing park & ride at Hwy. 35 and Hwy. 115, Ontario Tech University, the Lakeridge Health Oshawa hospital, and downtown Oshawa.

Route Map

Exact Stop Locations Subject to Change



Key Destinations

-  Lindsay Transit Hub
-  Lindsay Square Mall
-  City Boundary
-  Hwy. 35/115 Park & Ride
-  Oshawa (Local Stops)
-  GO Transit Durham College Station

Estimated Route Characteristics

Fleet (Buses)	One-Way Run Time (Minutes)	Route Frequency (Minutes)	Daily Trips (With ~15-Hour Service Span)	Estimated Annual Operating Cost (\$CAD)
1	90	200	5	\$220k
2	90	100	10	\$445k
Population in Walking Distance (400m) of Recommended Stops:				8,600

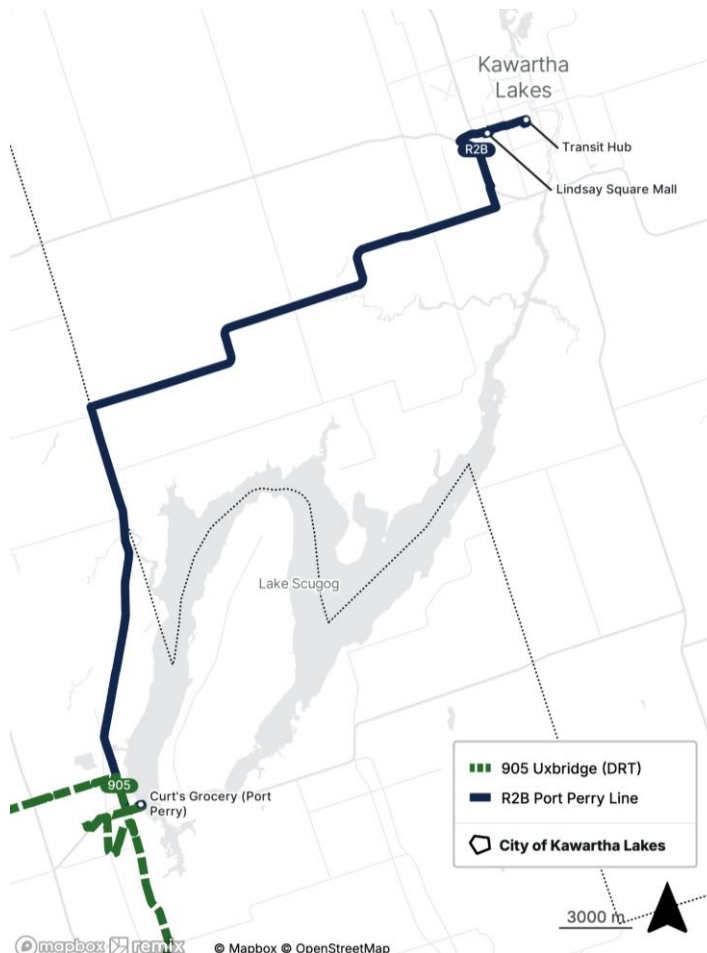
R2B | Port Perry Line (Alternative to R2A)

Description

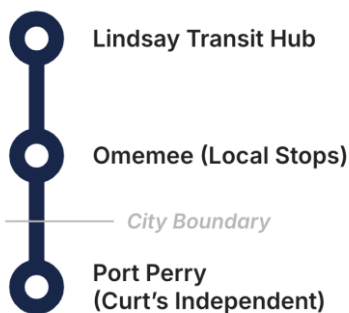
Like R2A, this route would allow riders from Lindsay to connect to the GO Transit Lakeshore East rail line. Instead of running directly to the Oshawa area, this route only runs as far as Port Perry. Riders continuing on towards Toronto would be required to switch to Durham Regional Transit's Route 905 (Oshawa – Uxbridge) for a connection to the station. Service on Route 905 is provided approximately every 95 minutes, allowing Kawartha Lakes to provide timed transfers with only one vehicle.

Route Map

Exact Stop Locations Subject to Change



Key Destinations



Estimated Route Characteristics

Fleet (Buses)	One-Way Run Time (Minutes)	Route Frequency (Minutes)	Daily Trips (With ~15-Hour Service Span)	Estimated Annual Operating Cost (\$CAD)
1	45	95	9	\$220k
2	45	50	18	\$445k
Population in Walking Distance (400m) of Recommended Stops:				3,400

4.3 Microtransit Services

Microtransit represents a strategic opportunity for the Kawartha Lakes transit network to provide more flexible, efficient coverage in areas where traditional fixed-route buses are not suitable. As a technology-enabled, flexible demand-response solution, microtransit uses dynamic routing software to dispatch vehicles based on actual trip requests rather than fixed routes or predetermined schedules. This shared-ride service functions with greater flexibility than a traditional bus while remaining more cost-effective by aggregating multiple passengers heading in similar directions into a single vehicle. The primary goal of these service alternatives is to balance expected rider demand, desired service quality, and the required vehicle fleet to create a sustainable mobility solution. These options are intended to bridge existing transportation gaps, connecting rural residents to critical urban hubs like Lindsay, Fenelon Falls, and Bobcaygeon for employment, medical services, and shopping. See [Appendix B. Microtransit Explainer](#) for more information on how microtransit works.

Key Takeaways: Microtransit Options

- Two zone options were evaluated: the **Central Kawartha Lakes zone**, serving 35,000 residents in Lindsay, Bobcaygeon, Fenelon Falls and areas in between; and the **Citywide Zone**, offering complete coverage to all 79,000 residents in the municipality.
- The Central Kawartha Lakes zone was evaluated as an on-demand and pre-booked option. The **on-demand zone would cost more** (\$525k–\$800k per year) but **would also have higher ridership than the pre-booked option** (75–230 rides per day). The pre-booked option would cost \$350k–\$475k per year, with an estimated 60–175 rides per day.
- The **Citywide zone is the only option that provides full geographic coverage** and would serve an estimated 135–400 rides per day. While it is the most expensive at an estimated \$755k–\$1,755k per year, the **cost-per-ride is comparable to the Central Kawartha Lakes alternative**.

Two primary zone configurations have been developed and evaluated: the M1 Central Kawartha Lakes Zone and the M2 Citywide Zone. The M1 alternative focuses transit coverage on the most densely populated areas of the city, serving approximately 35,000 residents across a 205 square-kilometre area that includes Lindsay, Bobcaygeon, and Fenelon Falls. In contrast, the M2 alternative offers comprehensive coverage across the entire 3,350 square-kilometre municipality, serving a total population of 79,000 residents.

Across all simulated scenarios, several baseline assumptions and design details apply:

- **Operating Hours:** The service is modelled to operate seven days a week (Monday–Sunday) from 7:00 AM to 10:00 PM.
- **Vehicle Type:** All models assume the use of minivans equipped with three passenger seats and one wheelchair position to ensure accessibility⁷.
- **Stop Model:** The services are recommended to have an "Anywhere-to-Hub" stop model, which requires that trips either start or end at one of a select set of predetermined hub locations across the service zone.
- **Booking Options:** Evaluation includes both an "On-Demand" model for real-time requests and a "Pre-booked" model where trips are scheduled in advance to maximize efficiency in lower-density areas.

Three service alternatives were modelled:

1. [M1A Central Kawartha Lakes Zone as an on-demand service](#)
2. [M1B Central Kawartha Lakes Zone as a pre-booked service](#)
3. [M2 Citywide Zone as a pre-booked service](#)

For each service alternative, a low, medium and high demand estimate was established to account for variability in external factors, such as marketing. Ridership estimates are developed using demographic characteristics and performance results for comparable services. Simulations were conducted for each alternative and each ridership estimate.

⁷ It is recommended to implement microtransit services with a fleet of vehicles in which a third of the fleet is wheelchair accessible. Riders requiring a wheelchair-accessible vehicle (WAV) will be automatically matched with a WAV when booking a ride.

The simulation results include the estimated fleet required to operate each alternative, the service efficiency (measured as boardings per revenue hour and cost-per-ride), and measures of service quality (trip duration, and wait time or variance from the requested pickup time). These results are summarized in Tables 8–12. The analysis tables below also provide estimated annual operating costs for each service.

M1 | Central Kawartha Lakes Zone

Description

This zone focuses transit coverage in the most densely populated portions of Kawartha Lakes. In addition to Lindsay, Bobcaygeon, and Fenelon Falls, the zone covers smaller communities (Sturgeon Point and Pleasant Point) that are difficult to serve with fixed-route buses.

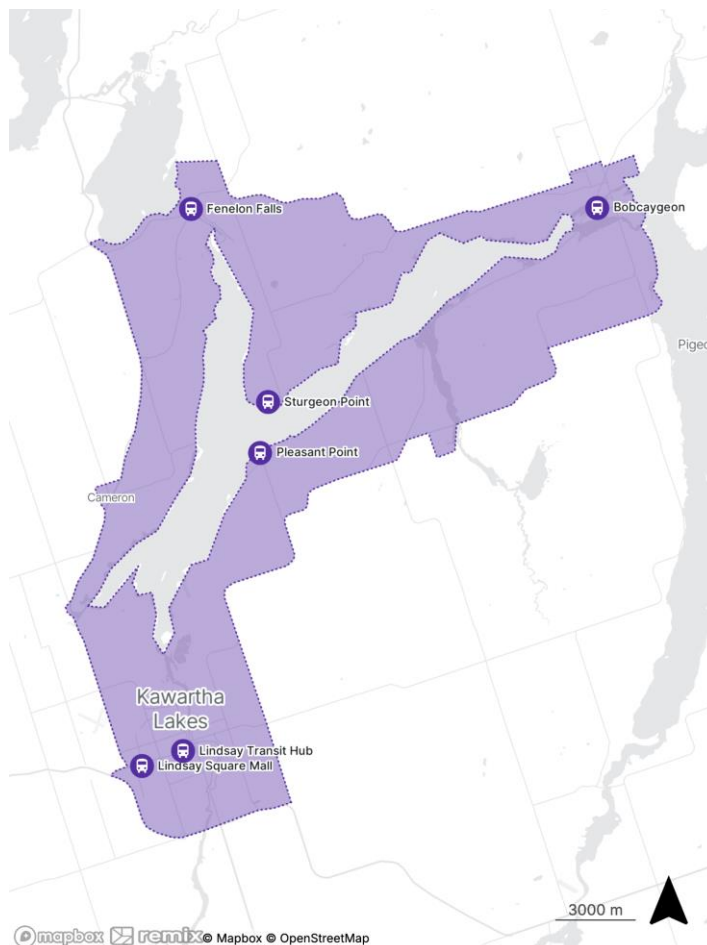
Tentative Hub Locations

Suggested 5–8 hubs to be finalized upon implementation, such as:

- Lindsay Transit Hub
- Lindsay Square Mall
- Downtown Fenelon Falls
- Downtown Bobcaygeon
- Sturgeon Point
- Pleasant Point

Zone Map

Exact Hub Locations and Boundaries Subject to Change



Estimated Zone Characteristics



35k
Persons



205
km²



33%
Senior
Residents



12k
Employed
Persons



170
Persons per
km²



12%
Low-Income
Residents

Table 8. Central Kawartha Lakes Zone (On-Demand) Simulation Summary Results

Results	Low	Medium (Likeliest)	High
Typical Performance			
Weekday Ridership Boardings	75	155	230
Fleet Size Vehicles required at peak, excluding spares.	3	4	5
Productivity (Daily Avg.) Boardings / Revenue Hour	1.9–2.4	2.9–3.4	3.6–4.1
Typical Wait (Peak Period) Minutes	8–13 min	12–17 min	13–18 min
Typical Trip Duration (Peak Period) Minutes	27–32 min	31–36 min	31–36 min
Operating Cost-per-Ride	\$23	\$15	\$12
Annual Totals			
Annual Ridership Passenger Boardings	23,500	47,000	70,500
Annual Vehicle-Hours Hours	11,600	15,300	19,600
Annual Operating Cost	\$525k	\$625k	\$800k

Table 9. M1B Central Kawartha Lakes Zone (Pre-Booked) Simulation Summary Results

Results	Low	Medium (Likeliest)	High
Typical Performance			
Weekday Ridership Boardings	60	115	175
Fleet Size Vehicles required at peak, excluding spares.	2	2	3
Productivity (Daily Avg.) Boardings / Revenue Hour	2.2–2.7	4.4–4.9	4.6–5.1
Typical Wait (Peak Period) Minutes	10–15 min	11–16 min	12–17 min
Average difference from requested pickup time Minutes	26–31 min	28–33 min	28–32 min
Operating Cost-per-Ride	\$23	\$11	\$10
Annual Totals			
Annual Ridership Passenger Boardings	17,900	37,700	53,600
Annual Vehicle-Hours Hours	8,600	8,600	11,600
Annual Operating Cost	\$350k	\$350k	\$475k

M2 | Citywide Zone

Description

This zone offers transit coverage across all of Kawartha Lakes. Due to very low population densities in most of the City, service in this zone is recommended to require pre-booking (by at least the night before a trip is requested).

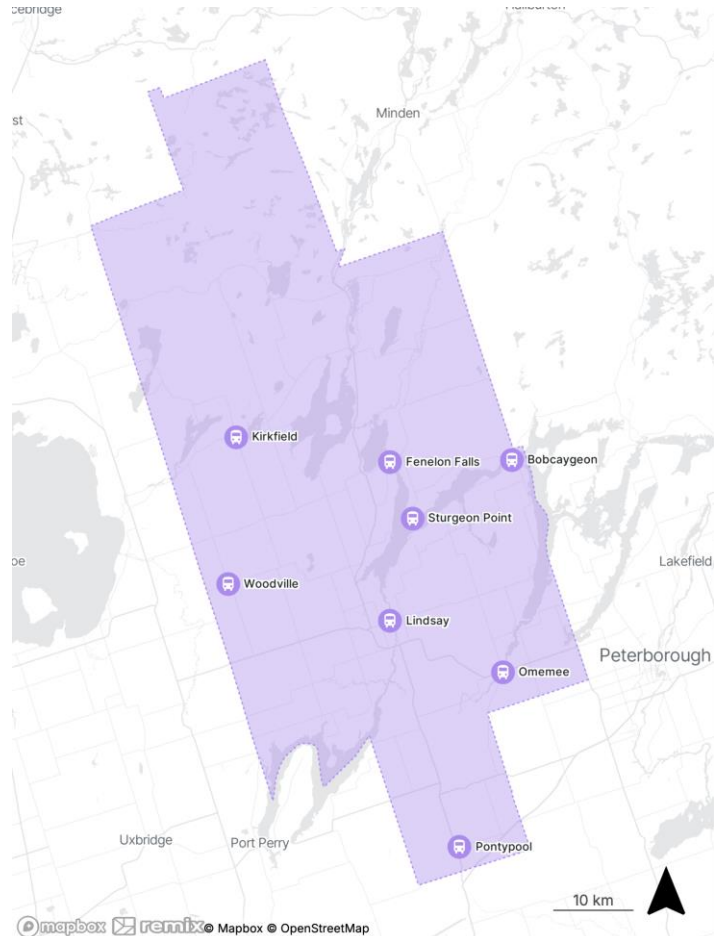
Tentative Hub Locations

Suggested 8–10 hubs to be finalized upon implementation, such as:

- Lindsay Transit Hub
- Lindsay Square Mall
- Downtown Fenelon Falls
- Downtown Bobcaygeon
- Woodville
- Omemee
- Pontypool
- Sturgeon Point
- Kirkfield

Zone Map

Exact Hub Locations Subject to Change



Estimated Zone Characteristics

	79k Persons		3,350 km ²		28% Senior Residents
	32k Employed Persons		25 Persons per km ²		10% Low-Income Residents

Table 10. M2 Citywide Zone (Pre-Booked) Simulation Summary Results

Results	Low	Medium (Likeliest)	High
Typical Performance			
Weekday Ridership Boardings	135	265	400
Fleet Size Vehicles required at peak, excluding spares.	5	7	10
Productivity (Daily Avg.) Boardings / Revenue Hour	1.9–2.4	2.9–3.4	3.1–3.6
Average difference from requested pickup time Minutes	8–13 min	10–15 min	9–14 min
Typical Trip Duration (Peak Period) Minutes	27–32 min	27–32 min	27–32 min
Operating Cost-per-Ride	\$20	\$14	\$14
Annual Totals			
Annual Ridership Passenger Boardings	40,900	81,800	122,700
Annual Vehicle-Hours Hours	18,400	26,300	37,900
Annual Operating Cost	\$750k	\$1,100k	\$1,575k

Table 11. Microtransit Alternatives Comparison

	M1A On-Demand	M1B Pre-Booked	M2 Pre-Booked
Typical Performance			
Weekday Ridership Boardings	75–230	60–175	135–400
Fleet Size Vehicles required at peak, excluding spares.	3–5	2–3	5–10
Productivity (Daily Avg.) Boardings / Revenue Hour	1.9–4.1	2.2–5.1	1.9–3.6
On-Demand: Typical Wait (Peak Period) Minutes	8–18	N/A	N/A
Pre-Booked: Average difference from requested pickup time Minutes	N/A	10–17	8–15
Typical Trip Duration (Peak Period) Minutes	27–36	26–33	27–32
Operating Cost-per-Ride	\$12–\$23	\$10–\$23	\$14–\$20
Annual Totals			
Annual Ridership Passenger Boardings	23,500–70,500	17,900–53,600	40,900–122,700
Annual Vehicle-Hours Hours	11,600–19,600	8,600–11,600	18,400–27,900
Annual Operating Cost	\$525k–\$800k	\$350k–\$475k	\$750k–\$1,574k

The lowest-cost microtransit alternative explored is the pre-booked Central Kawartha Lakes zone (M1A), which would require two to three vehicles to serve 60 to 175 rides. In general, smaller zones will tend to be more efficient and have a lower cost-per-ride than larger zones. For a zone as large as the citywide zone, an on-demand service model is likely to be more expensive and less cost-efficient to provide than a pre-scheduled service, especially if the on-demand service maintains a reasonable quality of service experience for riders (e.g., average wait times under an hour). On-demand services often have a higher ridership demand than pre-booked services due to the added convenience of the on-demand service model. The Citywide Zone (M2), while the most expensive alternative evaluated, is the only transit service modelled that would provide full coverage to all residents in Kawartha Lakes.

4.4 Improvements to Lindsay Transit (Local Network)

Lindsay is the only population centre in Kawartha Lakes currently served by fixed-route transit. The existing system includes four routes, which collectively place about 95% of residents within walking distance of public transport. The following section details the recommended approach to redesigning the network, with the goals of improving service frequency, cutting travel times, and improving the efficiency of how service is delivered.

Key Takeaways: Lindsay Local (Local Network)

- Lindsay Transit currently operates four routes. The current network (mapped in Figure 1) focuses heavily on coverage, with more than 95% of Lindsay residents able to walk to a bus stop from their home. The heavy focus on coverage within the existing network leads to three key issues: infrequent service (each route only runs once per hour), slow travel times (created by long, looping alignments), and inefficient service distribution (buses are bunched together).
- To improve service quality for existing riders and position Lindsay Transit for ridership growth in the future, network changes should increase frequency, cut travel times, invest in high-usage stops, and reduce duplicate coverage.
- The recommended network redesign for Lindsay Transit service includes six routes organized around two transfer hubs (the existing downtown location and the Lindsay Square Mall).
- The recommended redesign can be implemented in two sequential phases. In the initial Cost-Neutral Phase, the network is reorganized from the existing design into the new, six-route concept. To avoid increasing the required vehicle fleet, two vehicles shared between four routes, with service on these routes provided in alternating 30-minute cycles. In the following Growth Phase, two vehicles are added to the existing four-vehicle fleet to allow each route to operate independently. In the growth phase, all routes run every 30 minutes or better.

The current network (mapped in Figure 1) focuses heavily on coverage, with more than 90% of Lindsay residents able to walk to a bus stop from their home. The coverage-focused design results in the following key issues:

- **Infrequent Service:** Each route only runs once per hour. This limits the number of riders willing to take the bus, as well as the type of trips that can reasonably be completed on public transport (for example, a 20-minute errand would require waiting 40 minutes until the next bus arrives).
- **Uncompetitive Travel Times:** Providing coverage-focused service with only four buses results in long, looping alignments. This means that few riders have a direct trip, and that the bus is almost always much slower than driving.
- **Inefficient Service Distribution:** All departures are coordinated to leave from the Transfer Hub at the top of each hour, allowing riders to transfer easily between routes. Since every route starts from the same location at the same time, buses serve key downtown destinations in bunches. Stops along Kent Street may be served three to four times per hour, but all stops happen within a ten-minute period. In these cases, the City of Kawartha Lakes is effectively paying for more frequency (several stops per hour) than it is getting back (buses bunched in a short period).

The net result of these limitations is that Lindsay Transit service is not convenient enough to attract a substantial number of residents with access to a personal vehicle, and that ridership is limited primarily to residents without other mobility options.

Goals for Local Transit in Lindsay

Meeting the goals outlined below will help address issues identified in the current network, improve service quality to existing riders, and position Lindsay Transit for ridership growth in the future:

- **Increase Frequency:** Shorten routes and/or add vehicles to ensure every route runs every 30 minutes or better.
- **Cut Travel Time:** Remove one-way loops and focus on simplified alignments that enable more direct trips and make it easier for new riders to understand the network.
- **Focus on High-Usage Stops:** Reduce the total number of stops to increase efficiency and allow the City to invest in higher-quality stops.
- **Reduce Duplicate Coverage:** Spread out services at stops more evenly, ensuring that the City receives the maximum value for each dollar invested in public transportation.

Recommended Network Design

A recommended redesign of the Lindsay Transit network is shown in Figure 20. This network is organized around two transfer hubs: one at the existing downtown location (Kent Street and Victoria Avenue), and one at the Lindsay Square Mall. A core high-frequency route (labelled L1 in Figure 20) connects the two transfer hubs. The remaining five routes radiate outward from the transfer hubs, with two leaving from the Mall (L2 and L3) and three leaving from Downtown (L4, L5, and L6). This approach allows for timed transfers between routes to keep journey times competitive with driving, as well as the ability to add new routes departing from either transfer hub as Lindsay grows in the future.

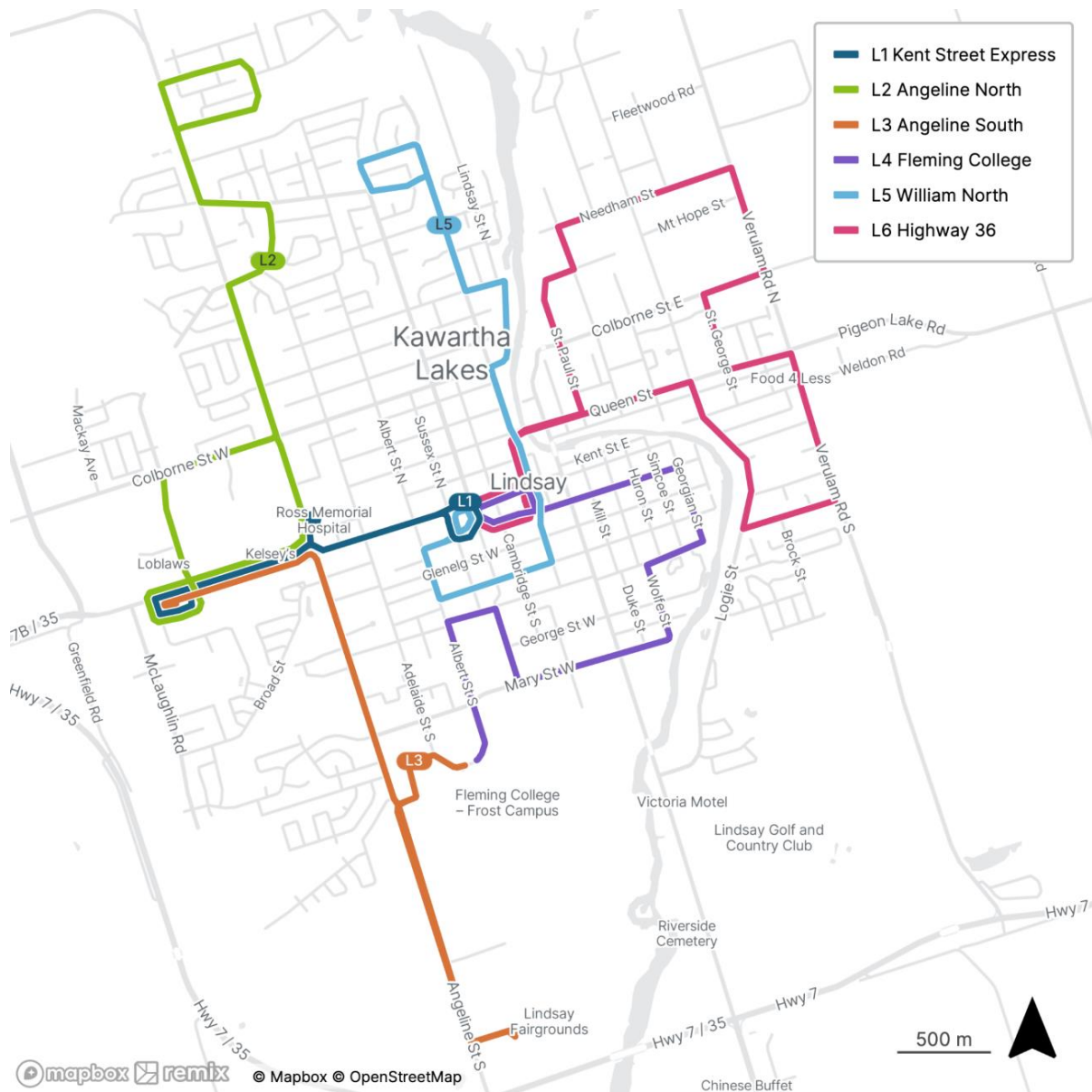


Figure 20. Recommended Future Lindsay Transit Network (six routes)

Although the recommended network serves fewer stops than the existing network, the vast majority of riders will still be able to walk to a bus stop. Areas within walking distance of a stop on the recommended new network are shown in gray on the map in Figure 21. If desired, service in the two areas outside the recommended network walkshed can be retained by modifying the recommended routes:

Network Implementation and Scheduling

If desired, the recommended new Lindsay Transit network can be implemented in two sequential phases. Typical operations in each phase are summarized in Table 12 and described below:

1. **Cost-Neutral Phase:** In this step, the network is reorganized from its existing design to the new six-route concept. To avoid increasing the required vehicle fleet, two vehicles are shared between four routes, with service on these routes provided in alternating 30-minute cycles.
2. **Growth Phase:** In this step, two vehicles are added to the existing four-vehicle fleet to allow each route to operate independently. All routes complete two or more cycles per hour. As a potential intermediate step between the cost-neutral and growth phases shown in Table 12, one vehicle could be added to allow independent operations on either the L2/L3 or L5/L6 pair.

Table 12. Implementation Approaches for Redesigned Lindsay Transit Network

Route	Cost-Neutral Phase	Cost-Neutral Phase	Growth Phase	Growth Phase
	Route Frequency ⁸	Fleet Allocation ⁹	Route Frequency	Fleet Allocation
L1	Every 15 minutes	1 bus	Every 15 minutes	1 bus
L2	Every 60 minutes	0.5 buses	Every 30 minutes	1 bus
L3	Every 60 minutes	0.5 buses	Every 30 minutes	1 bus
L4	Every 30 minutes	1 bus	Every 30 minutes	1 bus
L5	Every 60 minutes	0.5 buses	Every 30 minutes	1 bus
L6	Every 60 minutes	0.5 buses	Every 30 minutes	1 bus
Total	–	4 buses No change from existing	–	6 buses +2 buses from existing

⁸ Routes offering a better frequency than the current network highlighted in green.

⁹ In a cost-neutral scenario, routes L2 and L3 would be interlined, with one vehicle being used to operate both routes on alternating 30-minute cycles. The same approach would be required for routes L5 and L6. In a growth scenario, one vehicle would be allocated to each route, de-interlining all routes and allowing for at least two completed cycles per hour.

5. Ten Year Transit Master Plan

The planning process explored innovative transit solutions across four groups of service types: city routes, regional routes, microtransit services, and localized network optimizations within Lindsay. Such alternatives provide the City with the strategies needed to achieve its 2036 strategic vision of a sustainable, efficient, and interconnected municipality.

Adopting a phased rollout strategy allows the City to systematically scale its services to ensure long-term financial sustainability while meeting the immediate mobility needs of residents. The recommended implementation is structured into three distinct phases, as shown in Table 13 and described below.

Phase 1. Short-Term (2027–2029): The initial focus is on a budget-neutral redesign of Lindsay’s local network in 2027. Immediate priority is placed on establishing intercity connectivity, launching routes from Lindsay to Bobcaygeon and Fenelon Falls in 2028. This phase also introduces microtransit through a Citywide Pre-Booked service in 2028 to provide flexible rural coverage. To support this growth, the City should add new maintenance and dispatcher positions. Beginning in 2029, the City should establish regional connections by launching a dedicated route to Peterborough. And Lindsay’s local service should move into a Growth Phase, adding two vehicles to improve frequency to 30 minutes. In order to make the short-term implementation feasible, this city should adjust the area-rated transit levy in Lindsay to be citywide, as transit services in 2028 are planned to include all residents.

Phase 2. Medium-Term (2030–2032): In 2029, the City should enhance regional access by launching a dedicated route to Oshawa or Port Perry, therefore facilitating connections to the GO Transit network. In 2031, microtransit in the Central Kawartha Lakes Zone could transition to an on-demand model to provide a higher quality of service, and more convenience across the most populated areas. Based on ridership and demand patterns, the City should also increase frequency on City Routes and add a fixed-route connection

between Bobcaygeon and Fenelon Falls. Lindsay's local service should expand further as the city grows, adding routes based on development patterns.

Phase 3. Long-Term (2033–2036): The long-term vision is realized by further increasing the frequency and level of service on the City and regional routes. The localized network in Lindsay should also further expand as development increases. By 2036, the system should aim for a minimum of hourly routes for city and regional service and 30 minutes or less on all localized Lindsay routes. Ongoing management in the third phase will include developing the next 10-year plan to ensure the system continues to evolve with the City's development.

Key Takeaways: Ten Year Transit Master Plan

- **Operations Strategy:** The recommended operations approach focuses on rolling out new services across the City by 2031, before further investing in the highest-performing services between 2032 and 2036.
- **Capital Strategy:** The recommended capital approach includes two core components: fleet renewal (required investment to maintain the existing transit fleet in a state of good repair) and service growth (net-new vehicles required to operate an expanded network in future years). Fleet renewal assumptions were provided directly by City staff, while service growth assumptions are tailored to follow the recommended operations strategy.

5.1. Implementation Phases

The transit investments recommended in this Study fall into one of four categories:

- **City Routes:** New lines connecting population centres within Kawartha Lakes. These alternatives are numbered C1 to C4.
- **Regional Routes:** New lines connecting Kawartha Lakes to destinations outside the City. These alternatives are numbered R1 to R2B.
- **Microtransit Services:** New coverage zones for travel within Kawartha Lakes. These zones are numbered M1 and M2.
- **Local Network Optimizations (Lindsay):** Changes to improve the efficiency, coverage, and performance of the existing Lindsay Transit network. All changes are grouped into two packages (cost-neutral and growth).

To organize individual investments into a unified implementation plan, the three-phase approach described in Table 13 was developed in close consultation with City staff and leadership.

Table 13. Phased Implementation Approach

Phase	Short-Term 2027–2029	Medium-Term 2030–2032	Long-Term 2033–2036
Milestones	2027: Cost-neutral Lindsay Transit network redesign (2026) 2028: Launch fixed-route service from Lindsay to Bobcaygeon (C1) 2028: Launch fixed-route service from Lindsay to Fenelon Falls (C2) 2028: Launch pre-booked citywide microtransit (M2) 2029: Launch fixed-route service from Lindsay to Peterborough (2028) 2029: Add two vehicles to the reorganized Lindsay Transit network 2028/2029: Add dispatch and maintenance staff to support the expanded network	2030: Re-engage Metrolinx for direct GO Transit connection. Launch fixed-service from Lindsay to Port Perry or Oshawa (R2A or R2B) 2030: Launch on-demand microtransit in Core Zone (M1) 2031: <i>(If justified by demand)</i> Extend one route to connect Fenelon Falls and Bobcaygeon (C3 or C4) 2031: Expand the local Lindsay Transit network as required by new development - Continue adding staff as required to support the expanded network	2033: Expand the local Lindsay Transit network as required by new development 2034 & 2036: Add vehicles incrementally to improve service frequency on City and Regional routes. All routes in these categories should run every 60 minutes or better 2035: Expand the local Lindsay Transit network as required by new development. All routes should run every 30 minutes or better - Continue adding staff as required to support the expanded network 2036: Develop the next 10-year transit plan

The phased implementation plan shown in Table 13 is broken down into annual targets in the following section.

Recommendation:

Translate the phased implementation plan into annual targets to integrate the *Transit Study* with the annual budgeting process.

This approach allows specific transit investments to be aligned with available funding, creating visibility for future years. Specific investments can be moved forward or backward based on available funding.

5.2. 10-Year Operations and Capital Plans

The recommended 10-year operations plan is split into annual targets by improvement type in Table 14 (following page). In addition to new services, recommended investments include additional staff to operate expanded transit services and maintain a larger number of vehicles. Based on discussion with City staff, the existing office and vehicle storage space is expected to be adequate for the duration of this Plan. As a result, the categories are excluded from the capital investment plan.

The recommended 10-year capital plan is split into annual targets by improvement type in Table 15. Vehicle requirements include the purchase of additional vehicles to expand transit services, as well as fleet replacement needs for current vehicles programmed by City staff prior to this Study. Also added to the budget starting in 2028 is an allocation for bus stop upgrades. This allocation can be used for new stops, upgrading signage, or other stop infrastructure. For additional information on non-vehicle capital investments, refer to the [Transit Infrastructure](#) section in 6.2.

Table 14. 10-Year Operations Strategy

Phase	Target Year	Investment Type:				
		System Management	Additional Staffing	Microtransit Service	New Bus Routes	Lindsay Transit / LIMO
Short Term	2027	–	–	–	–	Implement cost-neutral redesign
	2028	–	Add one dispatcher position to support growth	Launch Pre-Booked Microtransit Citywide (M2)	Launch service to Bobcaygeon (C1) and Fenelon Falls (C2)	–
	2029	Confirm priorities for the upcoming phase	Add one maintenance position to support growth	–	Launch service to Peterborough (R1)	Implement growth redesign
Medium Term	2030	Re-engage Metrolinx for GO Transit connection	Add one maintenance position to support growth	Launch On-Demand Microtransit in Core Zone (M1)	Launch service to Oshawa or Port Perry (R2A or R2B)	–
	2031	–	–	–	(Optional) Extend C1 or C2, connecting Bobcaygeon to Fenelon Falls (C3 or C4)	Add one new route based on development patterns
	2032	Confirm priorities for the upcoming phase	Add one maintenance position to support growth	–	Improve frequency on one route	–
Long Term	2033	–	–	–	–	Add one new route based on development patterns
	2034	–	–	–	Improve frequency on one route	–
	2035	Begin next 10-Year Transit Study	Add one maintenance position to support growth	–	–	Add one new route based on development patterns
	2036	Complete the next 10-Year	–	–	Improve frequency on	–

Phase	Target Year	Investment Type:				
		System Management	Additional Staffing	Microtransit Service	New Bus Routes	Lindsay Transit / LIMO
		Transit Study			one route	

Table 15. 10-Year Capital Strategy¹⁰

Phase	Target Year	Investment Type:			New Vehicles Req'd:		Vehicles Operated in Max. Service
		Microtransit Service	New Bus Routes	Lindsay Transit / LIMO	Vans	Cutaways	
Short Term	2027	–	–	Replace 1 cutaway (fleet renewal)	–	1	0 vans 7 cutaways
	2028	Add 6 vans (M2 launch)	Add 2 cutaways (C1 and C2 launch)	Replace 3 cutaways (fleet renewal)	6	5	6 vans 9 cutaways
	2029	Add 2 vans (service growth)	Add 1 cutaway (R1 launch)	Add 2 cutaways (for growth redesign)	2	3	8 vans 12 cutaways
Medium Term	2030	Add 2 vans (M1 launch)	Add 1 cutaway (R2A/B launch)	Replace 2 cutaways (fleet renewal)	2	3	10 vans 13 cutaways
	2031	Replace 3 vans (fleet renewal)	(Optional) Add 1 cutaway (C3/C4 launch)	Add 1 cutaway (new route) Replace 2 cutaways (fleet renewal)	3	4	10 vans 15 cutaways
	2032	Add 1 van (service growth) Replace 3 vans (fleet renewal)	Add 1 cutaway (frequency improvement)	Replace 10 cutaways (fleet renewal)	4	11	11 vans 16 cutaways
Long Term	2033	Replace 2 vans (fleet renewal)	–	Add 1 cutaway (new route)	2	1	11 vans 17 cutaways
	2034	Add 1 van (service growth) Replace 2 vans (fleet renewal)	Add 1 cutaway (frequency improvement)	–	3	1	12 vans 18 cutaways
	2035	–	–	Add 1 cutaway (new route)	–	1	12 vans 19 cutaways

¹⁰ Fleet replacement schedule for existing transit services (Lindsay Transit and LIMO) provided by City staff through 2035. For new services, cutaway buses were assumed to have a 10-year lifespan to match current City practice. Microtransit vans were assumed to have a 3–4 year lifespan.

Phase	Target Year	Investment Type:			New Vehicles Req'd:		Vehicles Operated in Max. Service
		Microtransit Service	New Bus Routes	Lindsay Transit / LIMO	Vans	Cutaways	
	2036	Add 1 van (service growth) Replace 1 van (fleet renewal)	Add 1 cutaway (frequency improvement)	–	2	1	13 vans 20 cutaways

5.3. Ten Year Funding Strategy

The recommended implementation plan includes adjustments to existing services, new bus routes and microtransit zones, as well as investment in the existing Lindsay Transit network to improve service quality and grow ridership. Forward-looking capital and operating budgets were developed to quantify the investment levels expected to implement the planned improvements. A survey of available funding sources was also completed to inform future discussions on raising revenue.

Key Takeaways: Funding Strategy

- **Current Funding Structure:** Funding for Lindsay Transit and LIMO is derived from three major sources: a transit-dedicated Provincial fuel tax (43% of 2026 funding), an area-rated transit tax (43% of 2026 funding), and rider fares (13% of 2026 funding). In total, about 13.5% of the transit operating budget (\$267,000 of \$1,960,000) is offset with revenue directly generated by transit services.
- **Area-Rated Transit Tax:** This tax is currently only charged in the Lindsay area where service is available. As a result, expanding the special area district to cover all of Kawartha Lakes (in tandem with the launch of citywide microtransit coverage) represents one of the most substantial methods available to increase transit funding.
- **New Revenue Sources:** The City should explore multiple sources to increase transit funding in line with service growth. In addition to expanding the area-rated tax, operating cost increases could be met through grant programs like the Ontario Transit Investment Fund. Capital cost increases can be offset by participating in joint regional procurement efforts led by Metrolinx, as well as through the allocation of Canada Community Building Fund revenue in future years. Creative, strategic partnerships with outside organizations could also defray the cost of transit services that directly benefit specific rider groups.
- **Future Budgets:** 10-year capital and operating budgets were developed to outline the costs associated with implementing the transit network described in the Study's implementation plan.

Current Transit Funding Structure

The City of Kawartha Lakes has budgeted \$1,960,411 for the operation of transit services in 2026.¹¹ This amount covers the day-to-day operations of the four existing Lindsay Transit routes, as well as the LIMO specialized transportation service. The City's Transit and Fleet Services division, which operates both Lindsay Transit and LIMO, has an approved 2026 headcount of 30 full-time equivalent (FTE) positions. In this report, LIMO costs are included in the operating and capital totals for Lindsay Transit to match current City budgeting procedures and to maintain current LIMO operating hours.

Operating revenue is generated from three primary sources: a transit-dedicated fuel tax (charged throughout Ontario), an area-rated transit tax (levy applied only in the Lindsay area where service is currently available), and rider fares. These sources are detailed in Table 16. About 13.5% of the transit operating budget (\$267,000 of \$1,960,000) is offset with revenue directly generated by Lindsay Transit and LIMO.

Table 16. 2026 Transit Operating Budget by Revenue Source

Funding Source	Description	2026 Budget Revenue	2026 Budget Share
Transit-Dedicated Fuel Tax¹²	Funding raised through a Provincial levy on fuel sales (two cents per litre as of late 2025). Revenue raised from this levy is distributed to municipalities, including Kawartha Lakes, based on population.	\$850,000	43%
Area-Rated Transit Tax	Funding raised through a special levy on the Lindsay area (the only portion of Kawartha Lakes with transit service).	\$843,000	43%
Transit Fares	Revenue generated by Lindsay Transit / LIMO from ticket and transit pass sales to riders.	\$264,000	13%
Advertising	Revenue generated by Lindsay Transit / LIMO from on-vehicle advertising placards.	\$3,000	<1%
Total	N/A	\$1,960,000	100%

¹¹ Mayor's 2026 Budget. Retrieved 17 February 2026 from the [Kawartha Lakes City Budget](#).

¹² The fund is expected to generate \$800,000 in 2026, with the remaining \$50,000 sourced from a positive 2025 carryover.

Potential Funding Sources

Transit funding in Ontario can be derived from several sources, including the following items. For projections of required funding in future years, refer to [5.5 Net Funding Required for Recommended 10-Year Plan](#).

Fare Revenue

Transit fares currently offset about 13% of annual operating costs. Although the volume of revenue generated by this source will increase in line with overall ridership growth, the share of operating costs covered by fares does not typically exceed 20%–25% in rural areas.

Advertising

Advertising revenue currently offsets less than 1% of annual operating costs. Like fare revenue, the volume of revenue generated by this source will grow in line with increasing ridership and vehicle counts.

Dedicated Transit Service Levy (Area-Rated)

Since this tax is currently only charged in the Lindsay area, expanding the special area district to cover all of Kawartha Lakes (in tandem with the launch of citywide microtransit coverage) represents one of the most substantial methods available to increase transit funding. The existing special area district covers about 25% of the City's total population. In 2026, revenue from this source will fund about 43% of the transit operating budget.

Fuel Levy

The Provincial government allocates two cents per litre (approximately 40% of its total fuel levy) towards transit service. Revenue raised from this levy is distributed to municipalities based on population. To maximize its share of funding, Kawartha Lakes already includes all City residents in population calculations. As a result, funding levels cannot be increased without population growth. In 2026, revenue from this source will fund about 43% of the transit operating budget.

Metrolinx

Metrolinx is a Crown corporation tasked with overseeing regional transit services in the Greater Toronto Area (GTA). In addition to directly operating GO Transit rail and express

bus services, Metrolinx assists partner municipalities with joint vehicle and equipment acquisitions through its [Transit Procurement Initiative](#) (TPI) program.

Metrolinx typically subsidizes operating expenses for express bus services between partner communities and the regional core. The City has previously pursued funding from Metrolinx (including identifying a park-and-ride site on Angeline Street), but has not yet succeeded in this process. To maximize chances of success in the future, the City should look to demonstrate an increased commitment to transit coverage by launching additional bus routes and new microtransit coverage. The 10-year operating plan (Table 13) recommends re-engaging with Metrolinx around 2029.

Ontario Transit Investment Fund (OTIF)

The Ontario government provides dedicated funding to start and grow new transit services through the OTIF program. Applicants may apply for up to five years of funding assistance. OTIF's [program guide](#) states that competitive projects will be integrated (offering connections across community boundaries), coordinated (involving community organizations), and sustainable (able to successfully transition away from OTIF funding after the initial five-year window).

Canada Community Building Fund (CCBF)

The CCBF is a Federal grant program intended to provide predictable, long-term funding for municipalities in building out public infrastructure. Eligible projects span 19 categories, including capital investments (vehicles, equipment, and facilities) in public transit. Revenue is sourced from the Federal gas tax (separate from the Provincial levy used to fund OTIF).

In its 2026 capital budget, the City has funded \$5.19M (just over 4% of the total program value) with CCBF transfers. Since the 2026 budget does not include substantial capital investments in public transit, no CCBF funding was allocated to transit. In the future, this program could be used to offset vehicle procurement costs.

Strategic Partnerships and Other Sources

As the City rolls out broader transit coverage in the coming years, it could look to create strategic funding partnerships with universities, major employers, and healthcare services

that directly benefit from transit service. For example, a route connecting two college campuses could offer significant benefits to students by allowing them to take classes at multiple locations.

Partnerships could also be formed with organizations that promote economic development and tourism, particularly in areas like Bobcaygeon and Fenelon Falls, with substantial summer population increases. In addition to funding, these partnerships could include cross-promotion of services, vehicle wraps, or dedicated service names.

Recommendation:

The City should explore multiple sources to increase transit funding:

- The special area levy for transit service should be expanded Citywide alongside the launch of the citywide microtransit service in 2028.
- Operating costs for new services could be offset by a successful OTIF grant application.
- Capital costs for new and expanded services can be offset by (1) participating in Metrolinx's joint TPI program and (2) allocating CCBF funding in high-cost years.
- Creative, strategic partnerships with outside organizations can defray the cost of transit services that directly benefit specific rider groups.

5.4. 10-Year Capital and Operating Budgets

The 10-year capital budget for Citywide transit service is summarized in Table 17. This budget assumes an average 2026 per-vehicle cost of \$58,300 for microtransit vans, and an average 2026 per-vehicle cost of \$360,000 for cutaway buses. Vehicle cost assumptions were confirmed with City staff in January 2026, using recent procurement results to the extent possible. Lower-cost vehicle options could be explored. The capital budget also includes \$25,000 annually for bus stop improvements starting in 2028. This cost, along with all vehicle costs, are escalated by 3% annually to account for inflation.

Table 17. 10-Year Capital Budget

Phase	Target Year	New Vans	New Cutaways	Replacement Vans	Replacement Cutaways	Stop Upgrades	Total
Short Term	2027	–	–	–	\$360,000	–	\$360,000
	2028	\$360,000	\$740,000	–	\$1,110,000	\$25,000	\$2,235,000
	2029	\$125,000	\$1,145,000	–	–	\$25,000	\$1,295,000
Medium Term	2030	\$125,000	\$395,000	–	\$785,000	\$25,000	\$1,330,000
	2031	–	\$810,000	\$195,000	\$810,000	\$30,000	\$1,845,000
	2032	\$70,000	\$415,000	\$205,000	\$4,175,000	\$30,000	\$4,895,000
Long Term	2033	–	\$430,000	\$140,000	–	\$30,000	\$600,000
	2034	\$70,000	\$445,000	\$145,000	–	\$30,000	\$690,000
	2035	–	\$455,000	–	–	\$30,000	\$485,000
	2036	\$75,000	\$470,000	\$75,000	–	\$35,000	\$655,000

The 10-year operating budget is shown in Table 18 (following page). This budget uses the per-service costs developed in the Phase II: Service Alternatives report for new bus routes and microtransit zones. Since Phase II estimates were calculated in 2026 dollars, the same 3% annual escalation factor was applied to future-year costs. System

management and staffing cost estimates were confirmed with City staff based on the most current values available at time of writing.

Table 18. 10-Year Operating Budget

Phase	Target Year	System Management	Additional Staffing	Microtransit Service	New Bus Routes	Lindsay Transit / LIMO	Total	Total Inc. from Previous Year	Inc. Share from Inflation	Inc. Share from New Service
Short Term	2027	–	–	–	–	\$1,960,000	\$1,960,000	–	–	–
	2028	–	\$80,000	\$1,320,000	\$410,000	\$2,020,000	\$3,830,000	95%	3%	92%
	2029	\$27,000	\$170,000	\$1,450,000	\$640,000	\$2,610,000	\$4,897,000	28%	3%	25%
Medium Term	2030	–	\$260,000	\$2,460,000	\$870,000	\$2,690,000	\$6,280,000	28%	3%	25%
	2031	–	\$270,000	\$2,710,000	\$900,000	\$3,050,000	\$6,930,000	10%	3%	7%
	2032	\$29,000	\$370,000	\$2,980,000	\$1,160,000	\$3,140,000	\$7,679,000	11%	3%	8%
Long Term	2033	–	\$380,000	\$3,280,000	\$1,190,000	\$3,530,000	\$8,380,000	9%	3%	6%
	2034	–	\$400,000	\$3,610,000	\$1,480,000	\$3,640,000	\$9,130,000	9%	3%	6%
	2035	\$63,000	\$510,000	\$3,970,000	\$1,520,000	\$4,070,000	\$10,133,000	11%	3%	8%
	2036	\$65,000	\$520,000	\$4,360,000	\$1,830,000	\$4,190,000	\$10,965,000	8%	3%	5%

5.5. Net Funding Required for Recommended 10-Year Plan

The total costs of the capital (Table 17) and operating (Table 18) plans are shown as a combined total in Table 19. Substantial portions of these costs are offset by the City's two existing core transit funding sources: the area-rated tax (which is assumed to expand to a Citywide levy alongside the launch of Citywide microtransit service in 2028) and the Provincial gas tax.

The net funding requirement shown in Table 19 represents the difference between combined operating and capital costs and the combined value of the two core funding sources. This gap can be closed by a combination of fare revenue, advertising revenue, and new funding sources. The menu of available funding options is summarized in [3.2 Potential Funding Sources](#).

Table 19. 10-Year Net New Funding Requirements

Phase	Target Year	Costs	Costs	Costs	Existing Funding	Existing Funding	Existing Funding	Net Funding Required
		Capital	Operating	Total	Area-Rated Tax	Other ¹³	Total	
Short Term	2027	\$360,000	\$1,960,000	\$2,320,000	\$843,000	\$1,117,000	\$1,960,000	\$360,000
	2028	\$2,235,000	\$3,830,000	\$6,065,000	\$3,090,000	\$1,150,000	\$4,240,000	\$1,825,000
	2029	\$1,295,000	\$4,897,000	\$6,192,000	\$3,180,000	\$1,185,000	\$4,365,000	\$1,827,000
Medium Term	2030	\$1,330,000	\$6,280,000	\$7,610,000	\$3,280,000	\$1,220,000	\$4,500,000	\$3,110,000
	2031	\$1,845,000	\$6,930,000	\$8,775,000	\$3,380,000	\$1,255,000	\$4,635,000	\$4,140,000
	2032	\$4,895,000	\$7,679,000	\$12,574,000	\$3,480,000	\$1,295,000	\$4,775,000	\$7,799,000
Long Term	2033	\$600,000	\$8,380,000	\$8,980,000	\$3,580,000	\$1,335,000	\$4,915,000	\$4,065,000
	2034	\$690,000	\$9,130,000	\$9,820,000	\$3,690,000	\$1,375,000	\$5,065,000	\$4,755,000

¹³ Includes the gas tax, rider fares, and advertising revenue.

Phase	Target Year	Costs	Costs	Costs	Existing Funding	Existing Funding	Existing Funding	Net Funding Required
		Capital	Operating	Total	Area-Rated Tax	Other ¹³	Total	
	2035	\$485,000	\$10,133,000	\$10,618,000	\$3,800,000	\$1,415,000	\$5,215,000	\$5,403,000
	2036	\$655,000	\$10,965,000	\$11,620,000	\$3,910,000	\$1,455,000	\$5,365,000	\$6,255,000

6. Implementation Roadmap

Once funding is confirmed, the implementation process can begin. Whether the City is implementing microtransit or fixed-route service, various steps are needed to launch a service, including selecting a service delivery model, procuring vehicles, training drivers and staff, educating riders, and marketing the service. This section outlines key recommendations for successful implementation.

Key Takeaways: Implementation Roadmap

- **Service Delivery Models:** The City must choose between a Direct Operations Model (City-operated) or a Turnkey Model (vendor-operated). While direct operation offers maximum control, the turnkey model is recommended for scaling quickly and reducing the initial burden of staff hiring and training, especially for new service types like microtransit.
- **Procurement & Infrastructure:** Once funding is secured, if the city chooses to directly operate the service, it must procure vehicles and the necessary software for services. A mix of regular minivans and wheel-chair accessible minivans is recommended for microtransit services, and cutaway buses (20-rider capacity) are recommended for fixed routes. Physical infrastructure needs may include new signage, concrete landing pads for accessibility, and passenger amenities like shelters and real-time information at high-ridership stops. If a turnkey model is selected, the City would procure a vendor to provide vehicles, software, and operations.
- **Launch Preparation Tasks:** Preparation involves finalizing service design (zone boundaries for microtransit and schedules for fixed routes) and establishing a fare policy. To ensure equity, the City should offer diverse payment options, including app-based digital payments, vouchers for unbanked riders, and concession pricing for seniors and students.
- **Marketing & Education:** Building awareness is critical, especially for new modes like microtransit. Strategies should include a dedicated webpage, targeted outreach to retirement communities, "how-to" videos, and promotional discounts,

to encourage initial adoption. Creating a new and inviting brand for the services and wrapping vehicles to match can also boost service awareness and ridership.

- **Training Requirements:** Comprehensive training is required for both drivers and dispatchers. This includes software proficiency, customer service best practices, accessibility standards, and specific operational training for electric vehicles (EVs) if they are integrated into the fleet. If a turnkey delivery model is selected, the contracted vendor would be responsible for training.
- **Post-launch Evaluation:** Once a service has been launched, it should be continuously monitored to help determine possible changes or expansions of service. The service should be evaluated against predetermined metrics and targets set by the City.

6.1. Service Delivery Model

To implement new or expanded transit services, there needs to be a managing entity responsible for the service. Currently, the City of Kawartha Lakes directly operates all public transit services in the City. They could continue operating new services and expand their offerings beyond Lindsay. Alternatively, if the City opts to no longer provide transit services or would like to operate them only within Lindsay, transit services can be contracted to a third-party provider, also known as a turnkey model.

- **Direct Operations Model (city-operated):** In this model, the managing entity would directly operate the transportation service(s), including hiring and managing staff and drivers, and procuring vehicles. The city must also procure a software platform to manage the requests and routing (see [6.2 Technology and Innovation](#)). The biggest advantage of a directly operated service is that the managing entity maintains the most control over the day-to-day operations. However, for managing entities new to microtransit services (like Kawartha Lakes), directly operating services will require more initial investment, potentially hiring new staff, training drivers and dispatchers, and time to set up processes needed to run the service effectively.

- Turnkey purchased transportation (vendor-operated): In this model, the managing entity contracts with a third-party vendor who provides the operations, drivers, and (sometimes) vehicles. If a microtransit service is implemented, this vendor would also be responsible for the microtransit software platform. Turnkey services are typically easier to scale up quickly than agency-operated alternatives, as third-party vendors can flex vehicle supply or extend operating hours more easily than transit agencies. Disadvantages of using a turnkey model include reliance on a vendor for many aspects of service delivery and less direct agency control over operational decisions (potentially including vehicle make/model, driver recruitment and pay, and maintenance). However, a well-designed contract can address many of these concerns. A turnkey model is specifically recommended for managing entities that are new or do not already have the capacity, staff, vehicles, and other capital assets required to operate transportation services.

These models can be considered the ends of a delivery model spectrum, and while they are the most common, the City may choose a different approach that incorporates aspects of both. For example, instead of a fully turnkey contract, a city could procure operations (vehicles and drivers) and software separately from two third-party vendors, or alternatively proceed with an almost fully turnkey model for all operations, while purchasing and owning the vehicles (or using existing vehicles).

For a fully turnkey service, the following capabilities are recommended to be requested from the operator:

- Vehicle sourcing, maintenance, and fueling
- Fleet coordination and shift scheduling
- Driver recruitment, onboarding/training, and management
- Dispatch and customer service support for riders
- Phone-based booking capabilities (for microtransit service)
- Configurable rider app, driver app, and administrative web portal
- Continuous marketing and community engagement support
- Fare collection
- Data reporting

6.2. Capital Infrastructure and Procurement

Depending on the service delivery model chosen, the City may be responsible for procuring vehicles and installing other capital infrastructure.

Fleet Planning

Either the City or a turnkey operator, with the City's guidance, would need to procure vehicles for the services. The estimated vehicle counts for each service and year are outlined in Table 15, the 10-Year Capital Strategy. For microtransit services, a mixed fleet of wheel-chair accessible minivans and standard minivans is recommended. For the fixed-route services, larger vehicles with capacity for around 20 riders, such as cutaway buses, are recommended. These larger buses should also be wheelchair accessible. The exact vehicle model should be determined based on cost, fuel efficiency, reliability, and vehicle availability.

Spare vehicles should also be available to ensure adequate capacity on busier-than-average microtransit days and during periods when vehicles are out of service. A spare ratio of at least 20% is recommended for standalone services. For services estimated to require fewer than 5 vehicles, a minimum of one spare should be available.

Customizing vehicles to match a unique brand is recommended both to help market the service and to help riders identify vehicles as they arrive. This is especially important for microtransit services where vehicles may be picking up riders at a multitude of locations that are not signed like a traditional bus stop. Matching microtransit and fixed route vehicles with similar vehicle wraps also provides cohesion to the city's transit system. A mockup of a branded microtransit vehicle for a service called "Kawartha Connect" is shown below.



Transit Infrastructure

In addition to vehicles, other capital infrastructure may be needed. For any fixed-route alternatives (including changes in Lindsay), bus stops need to be finalized, and signage should be installed to indicate the route and stop. For select stops with higher ridership, additional amenities should be considered, such as seating, shelters, lighting, real-time digital schedule information, and Wi-Fi. For stops in Lindsay, such as transit hubs, multimodal connectivity should also be considered. This may include stopping areas and signage for both fixed-route and microtransit vehicles, bike racks, or other micromobility amenities. Depending on the existing infrastructure at stops, new concrete landing pads may be needed to ensure pedestrian and wheelchair accessibility.

It is also important to ensure that drivers have break amenities available, especially at the start and end of fixed routes. These amenities may be shared with other City buildings (e.g., city offices or public libraries) and may be available to the public and riders or exclusively for drivers.

As the service grows, there may be additional needs for vehicle maintenance and storage facilities. In particular, indoor vehicle storage protects them from additional wear and tear caused by weather. Additional maintenance and wash bays may make repairs and routine maintenance of the fleet more efficient as the fleet grows.

Sustainability

The Kawartha Lakes Strategic Plan 2024–2027 names a healthy environment as one of the city’s four strategic priorities. A robust and efficient transit system can play a key role in helping the city support environmental sustainability and community resilience.

- **Transit reduces driving:** Expanding and improving transit options in Kawartha Lakes will grow ridership of the system and encourage more people to choose transit over single-occupancy vehicles. The more trips shift to shared modes, the lower the overall carbon emissions from driving will be. Furthermore, offering robust transit options may help transition households with two or more vehicles to one-vehicle households. Lastly, robust transit may also encourage more travel by active transportation modes like walking and biking by providing an alternative for days with inclement weather and facilitating easy transfers, like making bike racks available at larger bus stops and ensuring the network is connected to pedestrian infrastructure.
- **Rightsizing the fleet and service design:** Implementing the right mode for the right level of demand is critical to ensuring overall system efficiency. Microtransit is recommended in areas with lower demand and more dispersed travel patterns and can be implemented with smaller, more efficient vehicles. Fixed routes were designed for areas with higher ridership along direct corridors, therefore limiting the larger vehicles for services that move the most people at one time.
- **Low-emission vehicles:** The City of Kawartha Lakes is already in the process of transitioning its current fleet to low-emission vehicles. Emissions can be further reduced by implementing an electric vehicle (EV) fleet. Depending on the service and anticipated daily mileage of a vehicle, transitioning to EVs may require a larger fleet size, additional charging infrastructure and/or fast chargers. An alternative could be starting with hybrid vehicles, particularly hybrid minivans for the microtransit service, and then moving to a fully electric fleet once EVs that are more suitable for transit become available.

Technology and Innovation

An innovative and tech-enabled transit system both encourages ridership by making it easier for new riders to use the service, but also by improving the experience of current riders.

Microtransit Technology

All microtransit services are underpinned by a software platform that handles trip booking and routing. The following capabilities are recommended at a minimum:

- Dynamic vehicle routing and passenger aggregation (shared rides)
- Multimodal transit capabilities (e.g., fixed-route referral or facilitation of first/last-mile connections)
- Customer mobile application (available for iOS and Android) providing trip booking, real-time estimated time for pickups and arrivals, and other trip updates
- Driver mobile application for real-time transmission of routing and trip information
- Ability for administrators/schedulers to book trips on behalf of customers (so customers can book trips over the phone)
- Multiple payment options, including payment by credit card and transit pass
- Ongoing technical, operational, and marketing support

Microtransit software contracts are typically subscription-based, priced either by vehicle hour or by the number of vehicles used in a service per month. Cost can also be structured on a per-passenger or per-trip basis. Larger services will typically benefit from lower per-unit technology costs, since overhead items such as app maintenance can be spread across more trips.

Fixed-Route Technology

Fixed-route services can technically be operated with minimal technology, however, implementing a CAD/AVL system will allow for real-time bus tracking for riders and dispatchers and better integration with the microtransit services. Most fixed-route turnkey operators would include any necessary software for operating the service.

All rider-facing technology should be made accessible for riders with hearing, vision, or cognitive impairments. In addition to offering multiple forms of ride booking, like by phone and email, rider-facing applications should support voiceover (which reads text on a screen aloud for those with visual impairments), adaptive font size, and Switch Control capabilities. For riders who do not use a smartphone to book a ride or plan a trip, updates should be available via SMS alerts.

6.3. Launch Preparation

Finalization of Service Design

These steps vary depending on the mode of public transportation that is being implemented and the capital assets required:

- **Microtransit:** Once a software platform is procured, the City should work with the vendor to finalize the service design. This includes finalizing the zone boundaries, trip restrictions (i.e., hub locations), target quality of service metrics, booking windows, and service hours. All possible pickup and drop-off locations to which the platform can assign trips should be safe places for vehicles to stop. The contractor may be responsible for some of these tasks if a turnkey approach is chosen.
- **Fixed Routes:** Before implementing a new route, the operator will need to validate trip times, confirm the exact routing, and schedule of the service. They will also need to finalize the exact stop locations on the routes and validate the required capital infrastructure needed at each stop location. For routes that go into neighbouring communities, the City will need to coordinate transfer points and stop locations with other transit agencies.

Finalizing Fare Structure and Payment Methods

Before launching, the City must determine fares and payment methods for any new services. Table 20 summarizes the main components necessary for building out a fare policy. This is particularly important if the City chooses to have a different fare structure from the existing services.

Table 20. Fare Structure Components and Examples

Strategy		Examples
Create Base Fare	- Keep fares simple, transparent, and easy to calculate - Try to use flat fares when possible - Launch service with low fares (or discounts) to grow initial ridership - Ensure transfers are feasible	- Flat fare at the same rate as Lindsay Transit's current fares - Flat fare with varying rates by mode or service area
Set Concession Pricing	- Consider high-need groups and/or groups that are most likely to use the service - Allow riders to self-identify as a member of a group or use discount codes to enforce concession pricing	- Older Adults: 50% fares - Low-income residents - Youth / Students
Establish Ride Passes & Subscriptions	- Use subscription passes to increase ride volume on a service - Leverage marketing campaigns to raise awareness of the program	- Day/week/month pass - Unlimited ride pass - Ride bundles - Ride credit

The fare-free model is becoming increasingly common among transit agencies, offering particular benefits to lower-income riders. This model can be successfully used in microtransit systems, although it should be noted that charging a nominal fare typically reduces the number of rider no-shows and cancellations, which can improve the productivity of the service.

To ensure equitable access for unbanked or underbanked passengers, the service should offer several different payment options, which may include physical or digital vouchers (purchased in cash at community centres and other key locations), prepaid debit cards, or cash on board the vehicle. Microtransit apps typically allow riders to pay at the time of booking with a debit or credit card in the app, or to select a cash payment option and pay when boarding the vehicle. Various electronic payment providers can be integrated with

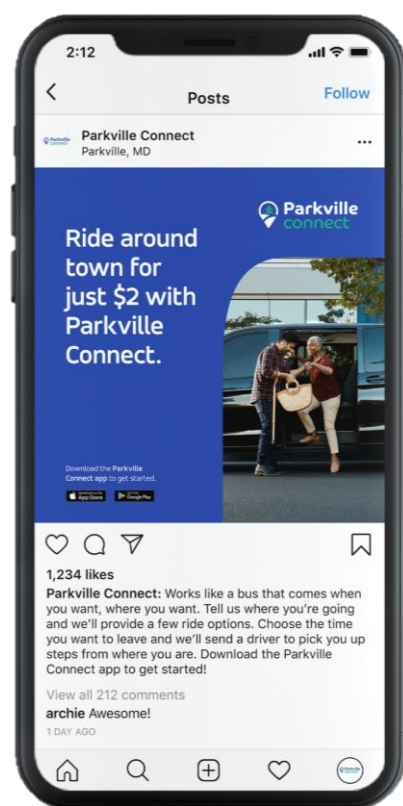
the apps on a case-by-case basis, although the cost and timeline associated with this approach can vary significantly between providers.

Cash payments can slow down the boarding process, introduce additional logistics around collecting cash from vehicles, and be more costly for agencies to collect and process. As an alternative, ticket vouchers or passes can be sold at kiosks or key destinations in the system in which cash can be used to make a payment. Additionally, some public transportation systems offer free transfers between services, meaning passengers only pay the initial fare for the first leg of their journey and can board the connecting service without paying again. Others may charge a small fee for transfers to express services or specific routes.

Rider Education and Marketing

Marketing and rider education are important steps to inform the public about new transportation services, particularly in areas not currently served by public transportation. Potential customers may be unfamiliar with microtransit (or transportation services in general) and will need to learn how to book rides to use the service. Community organizations can be enlisted to help publicize key information about the service. Helpful organizations may include libraries, health centres, care facilities, civic groups, and social services organizations. These organizations can help create informational materials that are relevant and useful to the audiences they serve and can help distribute these materials. Creating sustained awareness of the transportation service prior to launch is essential. The following strategies may be useful in building awareness:

- Webpage: Create a dedicated website for the service with key service information.
- Press release: Develop a pre-launch press release for distribution in local media.



- How-to video: Create a short informative video on how to use the service and share it on the service website and social media.
- Targeted outreach: Targeted emails or print and social media advertisements. Targeted outreach, including “how-to” instructions, may be particularly useful for seniors and at retirement communities. This is especially relevant for microtransit, as this will be a new transportation mode for many.
- Community announcements: Announce the transportation service in municipal communications, newsletters, and social groups.
- Street marketing: Placing wrapped (branded) vehicles, like the example shown below, in high foot traffic areas can increase awareness and encourage conversation about the service.
- Promotional fare discounts or free rides: Offer reduced or promotional fares for new users. Suggested promotions include:
 - First (or first 2) rides are free for new users
 - Refer a new customer, and both parties get a free ride
 - A friend rides with a paying customer for free
 - Discounted fares during off-peak periods
 - Subscriptions such as flat fares for unlimited rides during a certain period (1 day, 1 week, or 1 month)
 - Discounted fares for frequent users, such as getting the 10th ride for free after 9 rides

Training

Before a launch, drivers and dispatchers will need to be trained.

- Driver Training: Drivers will require training on using selected software platforms, best practices for service delivery, and best practices for customer service. Fixed-route drivers will also have to learn the routes and schedules. If new vehicle types are being used, particularly EVs, additional training may be required. Drivers should also be trained on accessibility.

- Administrator/Dispatcher Training: Depending on current staffing levels, additional administrative staff (dispatchers, schedulers, and customer service representatives) may need to be trained. Administrative requirements may include supervising live service, responding to issues as needed, and booking trips for customers who make reservations over the phone.

In a turnkey service, the vendor will likely handle driver training. If the City wishes to handle any other functions, such as customer service, then coordinating training with the vendor will be required.

6.4. Post-Launch Evaluation

Continued Marketing

After the service is launched, community engagement activities can inform ongoing improvements to the system. The City can follow up with stakeholder communities to see how the service is working and identify opportunities for improvement. Stakeholders can also play a central role in continuing to promote service to their constituent communities. The City can conduct marketing activities in phases to evolve marketing messages as the service matures. A sample timeline for this process is shown in Table 21.

Table 21. Recommended Marketing Activities by Time Frame

	Pre-launch	Months 1–3	Months 4+
Focus	Establish marketing channels and develop materials	Promote service visibility and attract first-time riders	Continue attracting customers and retaining customers with engagement promotions
Activities	- Design marketing materials - Begin pre-launch awareness: social media, local press, and local government outlets	- Digital (social media) and physical ads (flyers, direct mail, bus station signage) - Press releases - Events and direct public engagement	- Rider surveys and focus groups - Referral campaigns - Promotion of discounted tickets and referral campaigns - Outreach to specific communities

Service Monitoring and Calibration

After a service has been launched, consistent monitoring and analysis of performance can be used to inform changes and expansions to the system (many of which are noted as options in the 10-Year plan). The following list presents possible changes or modifications to transportation services that may occur after launch as a result of post-launch monitoring:

- Change quality-of-service parameters in response to performance (e.g., ridership patterns, wait times, walk distances).

- Edit pickup/dropoff locations for microtransit or adjust bus stop locations, especially in areas with pedestrian safety concerns. Add additional bus stop locations as the City further develops.
- Adjust vehicle supply to match demand patterns for microtransit services. Adjust vehicle supply on fixed-route services to modify route frequencies. Modifications can be made for seasonal ridership patterns.
- Adjust fixed-route shuttle bus schedules based on observed run times to improve reliability and on-time performance.
- Adjust microtransit service zone boundaries (e.g., to serve additional destinations).
- Adjust fixed-route routing (for example to avoid high traffic areas undetected prior to launch).
- Adjust driver shifts and breaks in response to driver feedback or to make operational improvements.
- Show additional destinations in the rider app. Add additional trip planning capabilities and improve rider information in the app and on the City website.
- Calibrate customer service support in response to customer requests.

Suggested indicators for the City of Kawartha Lakes to monitor are outlined in Table 22. Key Performance Indicators (KPIs) may vary by service type and targets should be differentiated when appropriate. For example, a fixed-route can carry more riders per hour and is designed for moving more passengers along a particular corridor, therefore the productivity targets would be higher for fixed-routes than for microtransit riders.

Table 22. Suggested Performance Indicators

Topic Area	Metric	Fixed-Route Metrics Description	Microtransit Metrics Description
Patronage	Ridership	The number of passenger boardings in a given time period, e.g., boardings per hour of weekday service or boardings per month. Can be measured by ticketing data or using Automated Passenger Counters (APCs).	The number of completed passenger rides in a given time period, e.g., completed passenger rides per hour of weekday service or boardings per month. Calculated with the microtransit software reporting.
Patronage	Customers	(Not typically trackable on fixed routes).	Number of unique passengers using a service in a given time period. Calculations based on bookings by rider account.
Efficiency & Cost Effectiveness	Cost per Ride	The total operating cost divided by ridership during a particular time period. Indicates the cost-effectiveness of the service.	
Efficiency & Cost Effectiveness	Subsidy per Ride	The total operating cost divided by ridership during a particular time period, net of the fare revenue. Indicates the level of investment per ride of a service.	
Efficiency & Cost Effectiveness	Productivity	Number of passenger boardings per vehicle revenue hour. Could be calculated by day of the week or time of day. Higher productivity indicates greater efficiency in a service.	
Efficiency & Cost Effectiveness	Met Demand	(Not typically trackable as fixed-route vehicles rarely reach full capacity).	The percentage of trip requests are matched with a valid ride proposal. A low met demand may indicate that supply is not adequately matching demand.
Efficiency & Cost Effectiveness	Cost per Hour	Total operating cost divided by total vehicle operating hours.	

Topic Area	Metric	Fixed-Route Metrics Description	Microtransit Metrics Description
Quality of Service	Average Wait Time	(Not applicable for fixed routes).	For an on-demand service this is the average amount of time a rider waits from the time they request a ride to the time a vehicle arrives at the pickup point. Indicates how well the rider's experience is, and both metrics would be available in the microtransit software reporting system. <i>Not applicable for a pre-booked microtransit service</i>
Quality of Service	On-Time Performance	The percentage of bus trips that are completed within a certain threshold of the scheduled time. Typically split into early and late arrivals. A higher on-time performance rate indicates a better rider experience.	Percentage of trips that are picked up/dropped off within the committed windows. A second possible measure is the average difference between the requested pickup/dropoff time and the scheduled pickup/dropoff time. <i>Not applicable for an on-demand microtransit service.</i>
Quality of Service	Average Trip Rating	For fixed routes, overall customer experience is harder to measure on a regular basis; however, surveys could be distributed to riders either in a trip planning app, through flyers on buses, or online.	Could be measured on a scale, for example, from 1 to 5. Riders are typically asked this question in the rider app after their trip is completed. There may be response bias as completing the post-trip survey is optional. Furthermore, rides made by phone booking may be excluded from the results.
Social Impact & Sustainability	Subsidy per Capita	Total operating budget divided by residents in the service area. This measure helps communicate the investment made in the community.	
Social Impact & Sustainability	Service Coverage	Number/percentage of residents with/without access to fixed-route service. Access to a fixed route is typically defined as being within 400m of a bus stop.	Number/percentage of residents within a microtransit service area. The inverse could also be measured: the number/percentage of residents not within a microtransit service area.

Topic Area	Metric	Fixed-Route Metrics Description	Microtransit Metrics Description
Social Impact & Sustainability	Service Equity	This measure could also be examined across different demographic groups to determine how equitable service coverage is.	
Social Impact & Sustainability	Accessibility	If concession prices are offered, the number/percentage of tickets that are purchased with concessionary fares (compared to the population in the service area). For example, if senior fares are offered, what percentage of tickets are purchased with a senior fare compared to the percentage of seniors in the service area.	Percentage of passengers using certain concessions or mobility devices compared to the general population. For example, if the rate of wheelchair users in the microtransit zone is 10%, but only 5% of riders are wheelchair users, there may be a gap in service accessibility. ¹⁴
Social Impact & Sustainability	Electrification	Percentage of fleet that is fully/partially electrified. This could also be measured as the percentage of vehicle hours or vehicle miles completed with electric vehicles.	
Social Impact & Sustainability	Emissions	Typically measured using vehicle miles, using an assumed emissions rate per vehicle type.	

¹⁴ It would be important to incorporate LIMO ridership data into this measurement as many riders with disabilities may opt to use the LIMO service instead of microtransit.

Appendix A. Community Engagement

During the first phase of the Study, community engagement focused on learning about the community's current use of the existing public transit and how well the services are meeting their current needs. The second phase of engagement was focused on sharing preliminary transit proposals and getting feedback on the services before the recommendations were finalized. Three main forms of engagement were conducted:

1. Stakeholder engagement through ongoing meetings, interviews, and digital conversations.
2. Community survey distributed online to residents, students, visitors and workers of Kawartha Lakes.
3. Community conversations with groups of residents from different community groups.

A.1. Stakeholder Engagement

As an ongoing component of this Study, the Project team will meet with a Stakeholder Committee. During Phase 1, the Stakeholder Committee met on June 9, 2025, at the Kawartha Lakes City Hall. The purpose of this initial meeting was to introduce stakeholders to the Study, present initial findings from the Transit Market Assessment and Transit Performance Assessment, and learn more about the transit needs of the community. We also introduced the concept of microtransit to the group and got initial feedback about where new transit services are most desired and of what mode.

The stakeholder committee includes Kawartha Lakes City Staff, local city councillors, the Mayor, Chief Administrative Officer (CAO), and representatives from Fleming College. We also invited Community Care and representatives from the school district, but they were unable to attend the initial meeting. Both Community Care and the School District were involved in the study through the community conversation outreach, see [Appendix A.3](#) for more information.

During the meeting, we heard a lot of additional context about the community, including the expected population growth, and the higher-than-average rate of older adults. We also discussed the seasonality of the community and the tourism industry. While the opinions of the group varied, the following themes were brought up at least once:

- The existing demand-response services, LIMO and Community Care, are primarily focused on medical trips, and there is not always sufficient supply for this highly needed service.
- GO Transit connections would be useful for commuters and furthering employment access for residents, but would have to be offered daily.
- Connections to Peterborough could also facilitate job opportunities, in addition to improving access to medical specialists who are not available in Kawartha Lakes.
- Transit access outside of Lindsay, especially to Bobcaygeon and Fenelon Falls, is desired. Fixed-route service was previously piloted between these three urban settlements, and while interest was high, ridership was not sufficient to cover the costs. It was also noted that potentially better marketing or the implementation of a permanent service (with more long-term reliability than a pilot) may have yielded more ridership.
- Considerations for youth and students must also be made for new transit solutions, including school schedules and the availability of car seats.

The second stakeholder meeting was held on November 17, 2025, and focused on reviewing the transit proposals developed during the second phase of the study. The same list of attendees was invited to the second meeting as the first meeting. The meeting started with a status update on the study and project timeline. Key takeaways from the Phase 1 research, including the online survey of 170 respondents were presented. Then the Project Team introduced the four categories of service improvements: new fixed City Routes connecting Lindsay, Bobcaygeon, and Fenelon Falls; Regional Routes to Peterborough and Oshawa; Microtransit zones for rural coverage, and a refresh of the Lindsay Transit network to address low frequencies and uncompetitive travel times. The meeting gathered stakeholder feedback on funding

priorities and service models, such as on-demand versus pre-booked microtransit, to inform the final recommendations.

Overall the transit solutions were received positively by the group with general excitement for improvements in Transit. There was significant discussion over which solutions should be prioritized and how the services would be funded. Those representing rural areas were particularly excited about the citywide microtransit service which would expand transit to all of Kawartha Lakes. A few alternative options for connecting Lindsay to the Go Transit network were discussed.

A.2. Community Survey

To better understand how Kawartha Lakes residents and visitors travel around the City today, as well as the sentiment of potential riders regarding a future microtransit service, the project team conducted a 25-question survey. The results of the survey are summarized in the following section.

The survey was available online from early June 2025 through early July 2025 and received nearly 170 valid responses. To reach as many residents and visitors as possible, the survey was promoted by key stakeholders, posted at bus stops within Lindsay, and available on the City's website.

There were three categories of survey questions:

- **Travel behaviour questions:** Respondents were asked about their travel patterns within Kawartha Lakes, their existing transit usage, and their current level of satisfaction with existing public transportation options. They were also asked about what would influence their decision to use transit more.
- **Microtransit questions:** After being shown an overview of how microtransit works, respondents were asked a series of questions gauging their interest in microtransit service in and near Kawartha Lakes.
- **Demographic questions:** The final section asked demographic and household characteristic questions related to age, race/ethnicity, employment status, income, disability, and access to a personal car in order to understand how the survey population compares with that of Kawartha Lakes.

Travel Behaviour Questions

Question 1: Please select your relationship to the City of Kawartha Lakes (select all that apply)

Number of responses: 168

89% of respondents indicated that they live full-time in Kawartha Lakes. Among this group of respondents, 14% also report working or owning a business in Kawartha Lakes. This matches the actual rate of Kawartha Lakes residents who also work in Kawartha Lakes (14%), indicating that the survey generally reached local commuters who may use public transit for daily travel. 8% of respondents said that they study in Kawartha Lakes, and 5% of respondents reported living part of the year in the City. Kawartha Lakes is a popular seasonal tourism destination and is expected to see a growth in seasonal dwelling unit occupancy in the coming decades.¹⁵

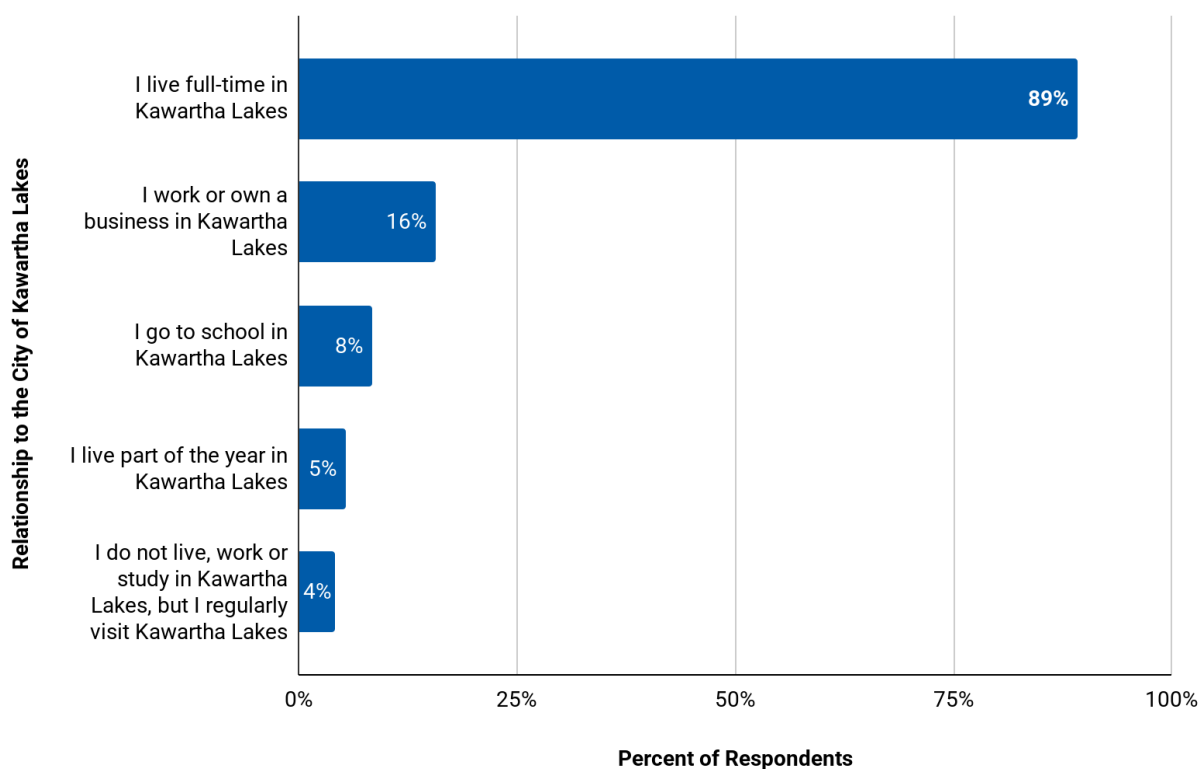


Figure 22. Relationship to Kawartha Lakes Among Survey Respondents

¹⁵ Growth Management Strategy, City of Kawartha Lakes, Figure ES-4.

Question 2: How do you primarily travel in Kawartha Lakes? (Select up to 3 modes you use most)

Number of responses: 167

Just over half of respondents (52%) indicated that driving a personal vehicle is one of their primary three travel modes, nearly matching the rate of respondents who report having access to a car (53%). Residents who drive may be underrepresented in the survey, as 88% of Kawartha Lakes residents commute by car, and the survey was heavily advertised to transit riders.

Lindsay Transit and walking/rolling were one of the three primary travel modes for about half of the respondents. Fewer than 5% of respondents reported using Community Care's volunteer service or LIMO Specialized Transit for door-to-door public transit trips. Both of these services have limitations in terms of eligibility and/or purpose. The reported travel modes indicate that the survey generally reached community members who may be likely to use additional transit service in the future.

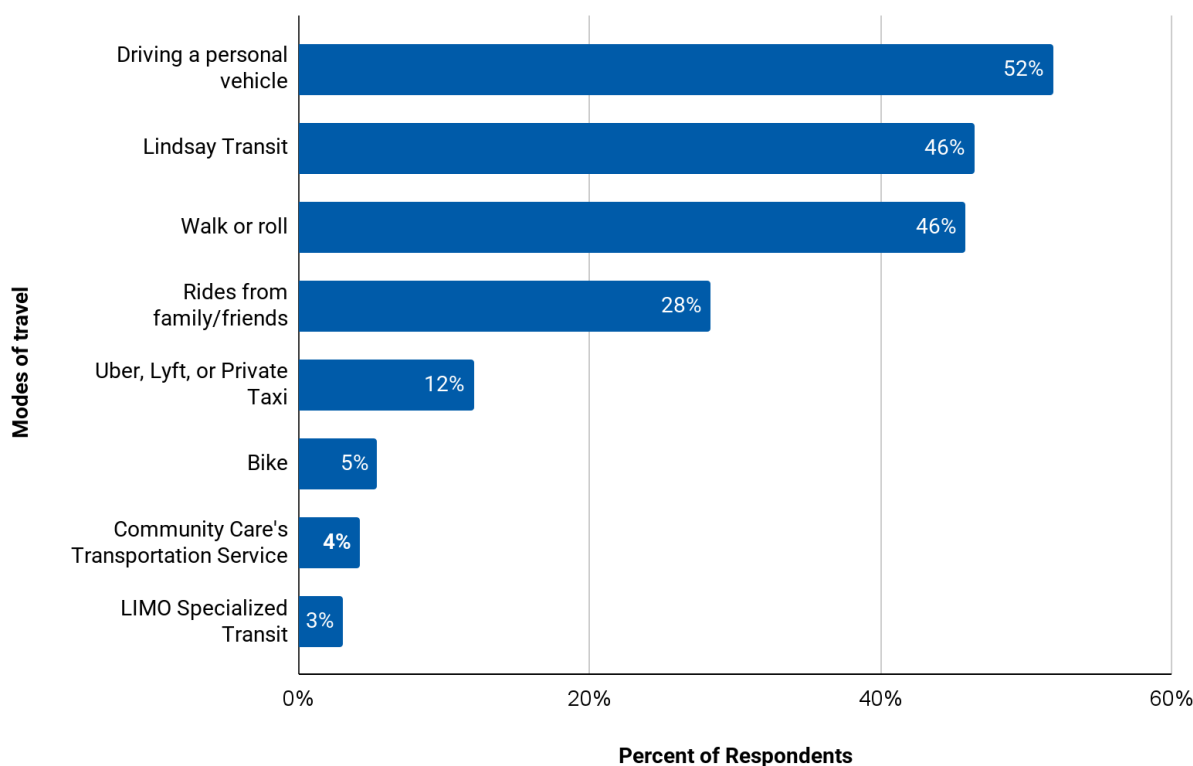


Figure 23. Top Three Primary Travel Modes

Question 3: How often do you use public transit in Kawartha Lakes (this includes the Lindsay Transit buses, LIMO Specialized Transit, or the Community Care's Transportation service)?

Number of responses: 168

About 65% of respondents report using public transit in Kawartha Lakes at least once or twice a year, with 50% overall using existing services at least a few times a month.

Respondents more frequently used public transit if they did not have access to a private vehicle. Of those without access to a private vehicle, only 7% never use public transit, compared with 56% of people with access to a private vehicle who never use public transit.

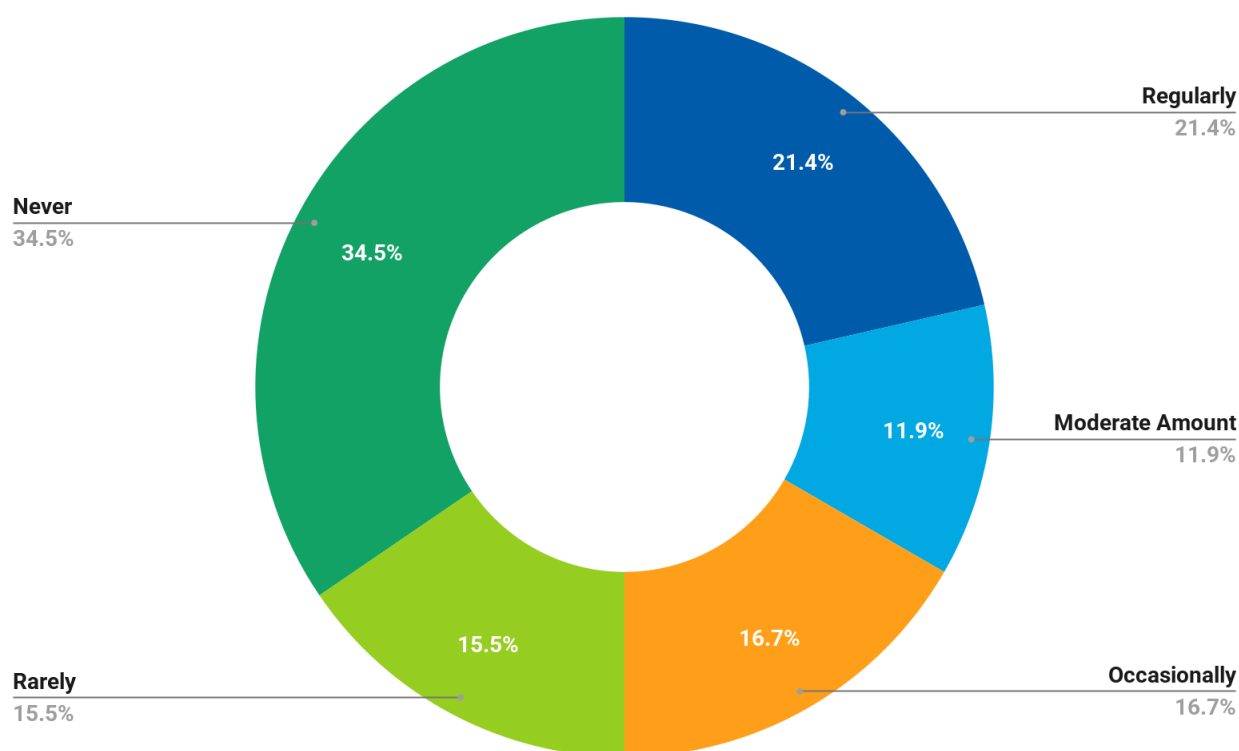


Figure 24. Frequency of Public Transit Use by Survey Respondent

Question 4: What are the primary reasons you use public transit (over alternative modes of transportation)? (select up to 3 reasons)

Number of responses: 109

Among respondents who use public transit, many reported doing so primarily as an alternative to driving. 60% of respondents reported doing so in part because they do not own a car or do not drive, and 13% of respondents reported being unable to drive for legal or health reasons. Affordability motivated 42% of respondents who use public transit instead of driving or using ride-hailing services. Challenges finding parking motivated 6% of respondents to use public transit instead of driving. Other respondents use public transit instead of walking or biking (35%), because of its convenience (20%), or in order to help the environment (18%). Respondents who selected "Other" indicated that they do not have exclusive access to a vehicle, appreciate the flexibility to explore Kawartha Lakes without a vehicle, or need to avoid driving under the influence.

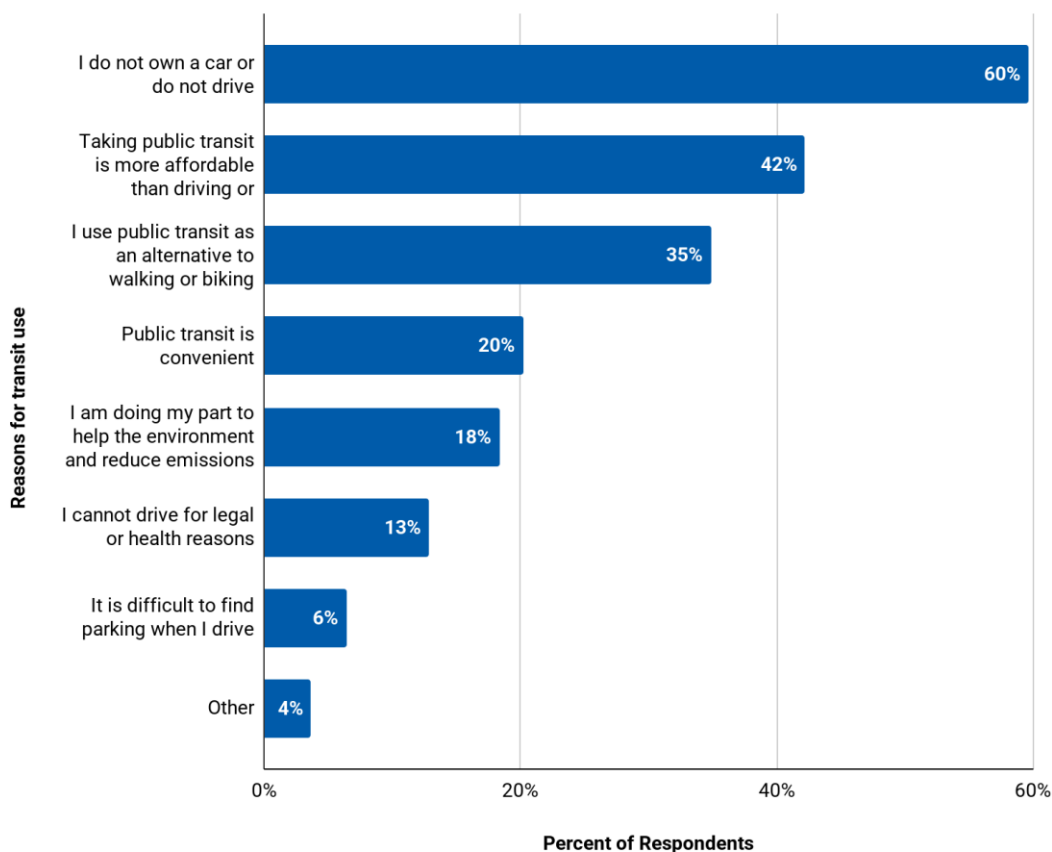


Figure 25. Primary Reasons Survey Respondents Use Public Transit

Question 5: What types of trips do you use public transit for?

Number of responses: 106

To better understand the current travel behaviour of transit users, respondents were asked what types of trips they use public transit for. The most common use for public transit is errand running (64% of respondents). The dynamics of errand trips (i.e., less time-sensitive and not typically being required at a specific time) make it a logical, popular use-case for the current transit system. The next most popular uses of transit were commuting (52%) and medical services (42%) trips, which are both essential travel needs. Of the respondents who reported using public transit for grocery shopping (51%), only 17% had access to a vehicle, and of those who reported using transit for non-grocery errands, 30% have access to a vehicle. Respondents using public transit for less common trip types, like recreational trips, special events, or social purposes (37%) and those accessing other social services (22%) are more likely to have access to a car (37% and 26%, respectively) than people using public transit for essential trips like commuting, accessing medical services, or grocery shopping.

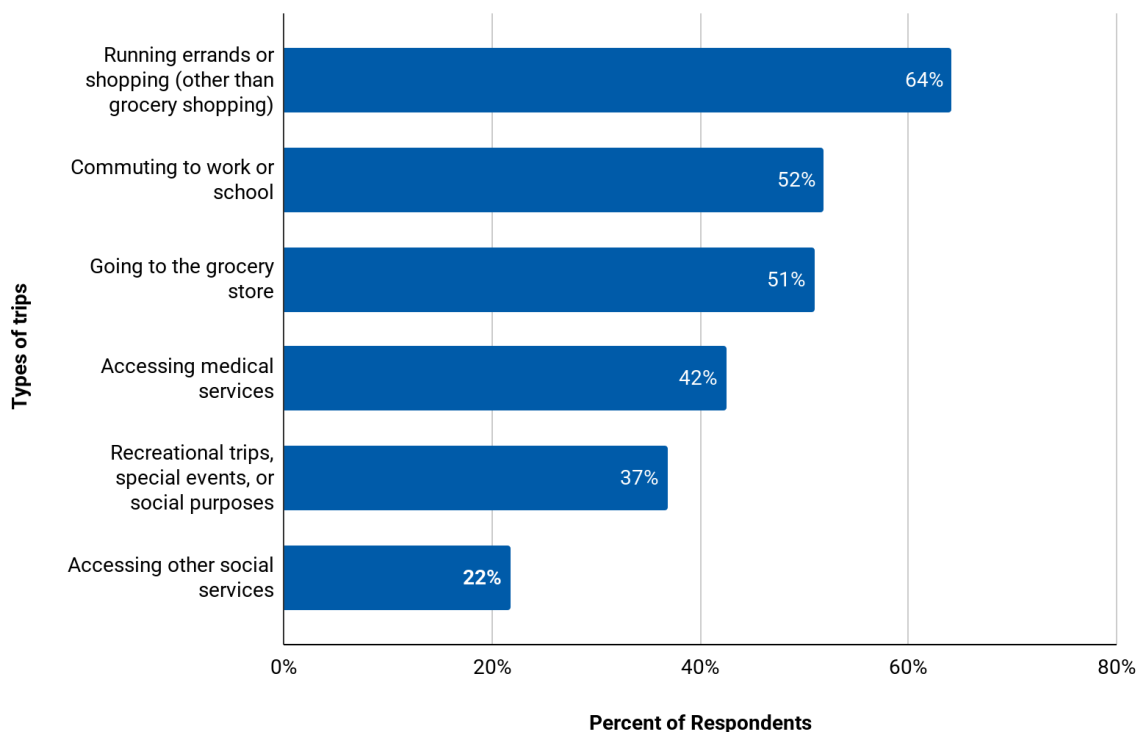


Figure 26. Types of Trips Taken on Public Transit by Survey Respondents

Question 6: For trips completed without public transit, what are the primary reasons you do not use the existing services? (Select up to 3 reasons)

Number of responses: 167

Lack of coverage (53%), infrequency (40%), and limited service hours (30%) are the main reasons respondents reported not using existing public transit services. Only 20% of respondents said it was more convenient to drive or be driven with family/friends, indicating that further investment in public transit may lead to additional transit ridership, even among some respondents who primarily drive. Not shown in Figure 27, less than 10% of respondents did not use public transit because they feel unsafe or uncomfortable, or that the services were too expensive.

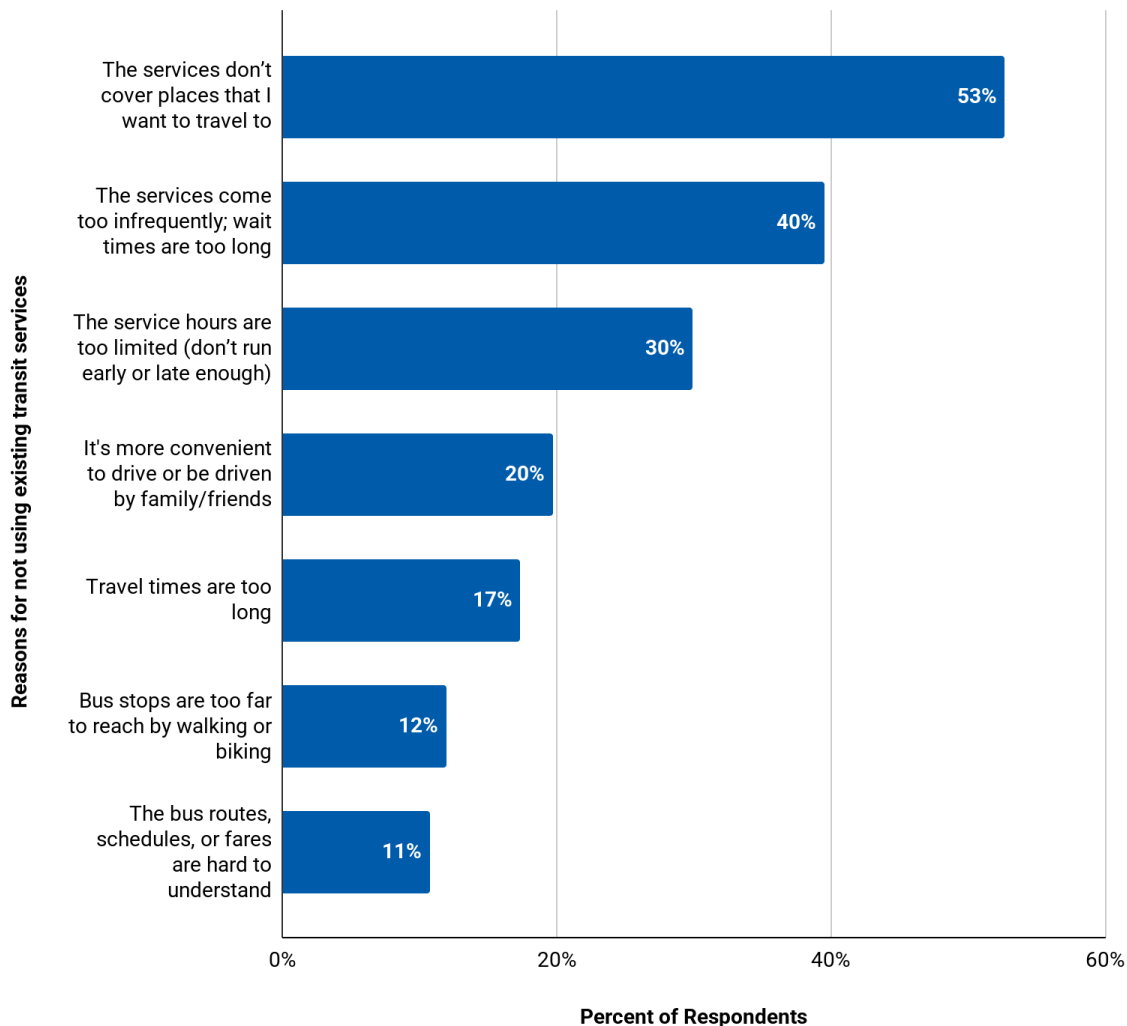


Figure 27. Primary Reasons Why Public Transit is Not Taken

Question 7: What would encourage you to use public transit more often in Kawartha Lakes? (Select up to 3 options)

Number of responses: 167

Over two-thirds of respondents (64%) indicated that expanding transit coverage would encourage them to use public transit more frequently. This was the most selected option, and more than 25% more respondents selected this strategy than the second most popular option, shorter wait times/more frequent service (38% of respondents). The top-rated interventions that would encourage additional public transit use correspond to the top-rated reasons for not using public transit (question 6).

Not shown in the chart in Figure 28, less than 10% of respondents selected various ways to reserve a trip, more comfortable vehicles, and enhanced safety policies and procedures as changes that would encourage them to use public transit more.

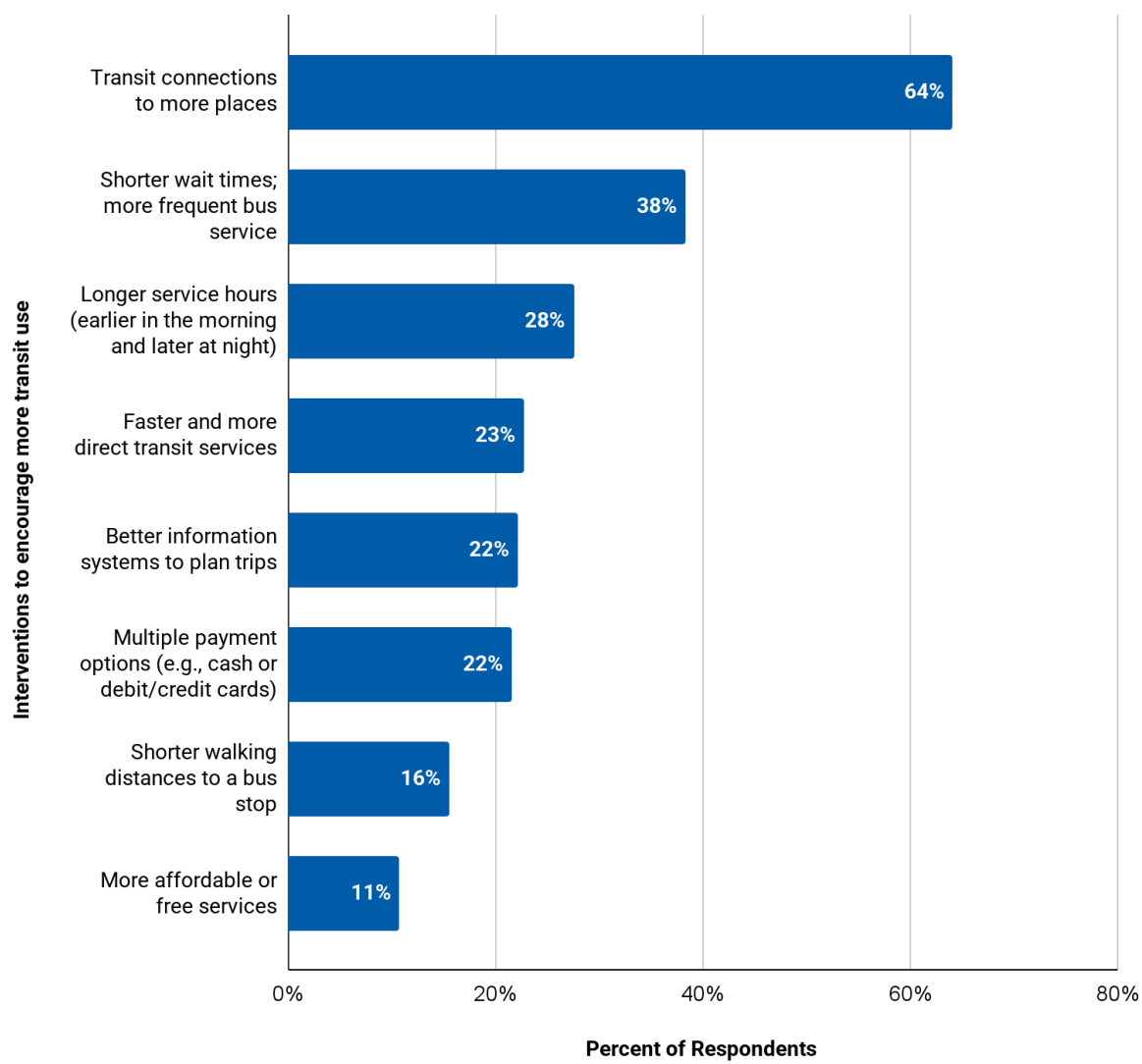


Figure 28. Changes that Would Encourage More Transit Use

Question 8: You selected that you would use public transit more if there were connections to more places. Which transit connections would be most useful?

Number of responses: 104

Respondents who indicated that improved transit connections would encourage them to use public transit more were also asked where they would want additional transit connections. Well over half the respondents indicated that long-distance connections from Lindsay to surrounding urban settlements were the most useful new connections. Intercity connections were the next most popular response with just over 60% selecting connections to Toronto, 61%, followed by Peterborough with 59%, and Oshawa at 58%. One respondent selected “Other” and said that connections to Durham Region would be most useful. Fewer respondents selected connections to rural areas, likely due to the smaller population sizes in these communities.

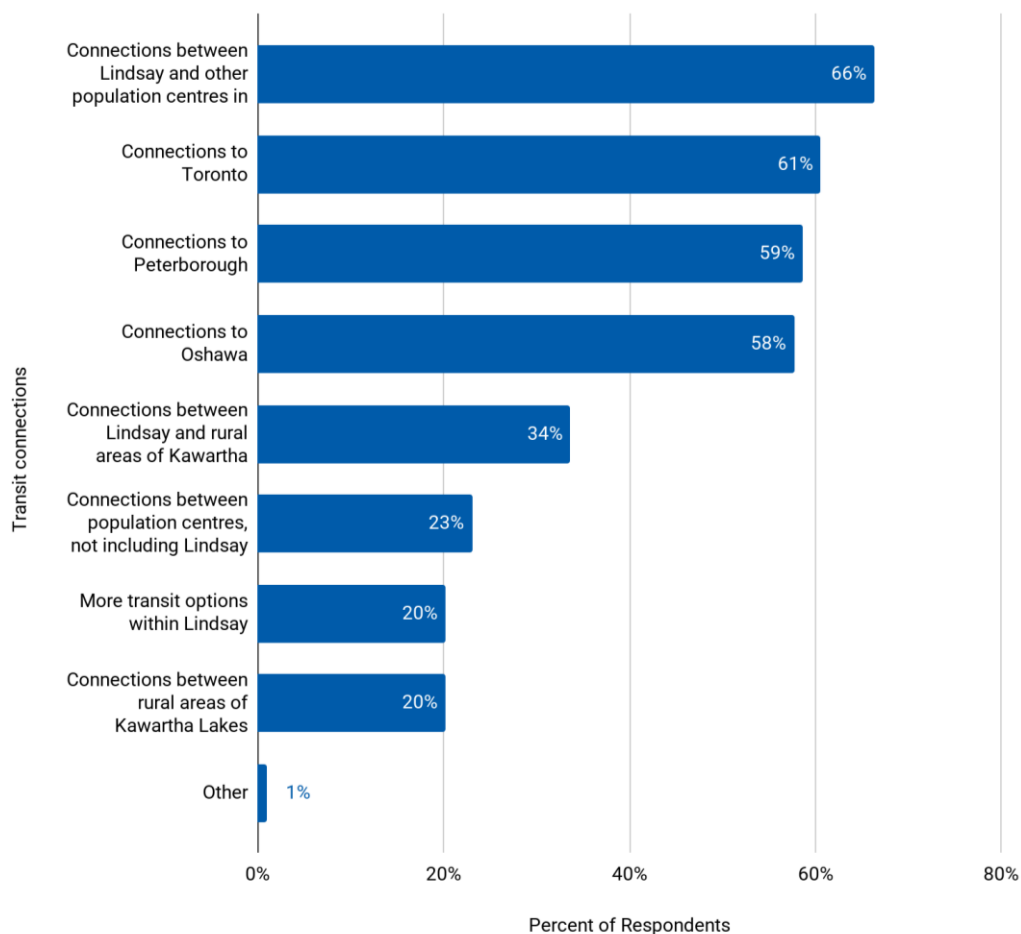


Figure 29. Requested Additional Travel Destinations

Microtransit Questions

Respondents were provided a brief explanation of what microtransit is and then asked a series of questions pertaining to their interest and likelihood of using a microtransit service, if implemented by Kawartha Lakes.

Question 9: Where would a microtransit zone need to be located to be useful to you?

Number of responses: 161

Almost three-fourths of respondents indicated that a microtransit zone covering at least all of Kawartha Lakes would be most useful. Within that, 47% of respondents indicated that including Oshawa and Peterborough, where GO Transit stations and specialty medical offices are located, would be most useful. Respondents were not informed of the tradeoffs or costs associated with offering broader service coverage, just which level of service would be most useful to them. The responses highlight the desire for broad transit coverage and are in line with question 8, which asked where respondents would like to see additional transit coverage. This alignment potentially indicates that responses to this question are more about the desire for more transit coverage of any mode and not specifically about where microtransit should be implemented, in comparison to where fixed routes are desired.

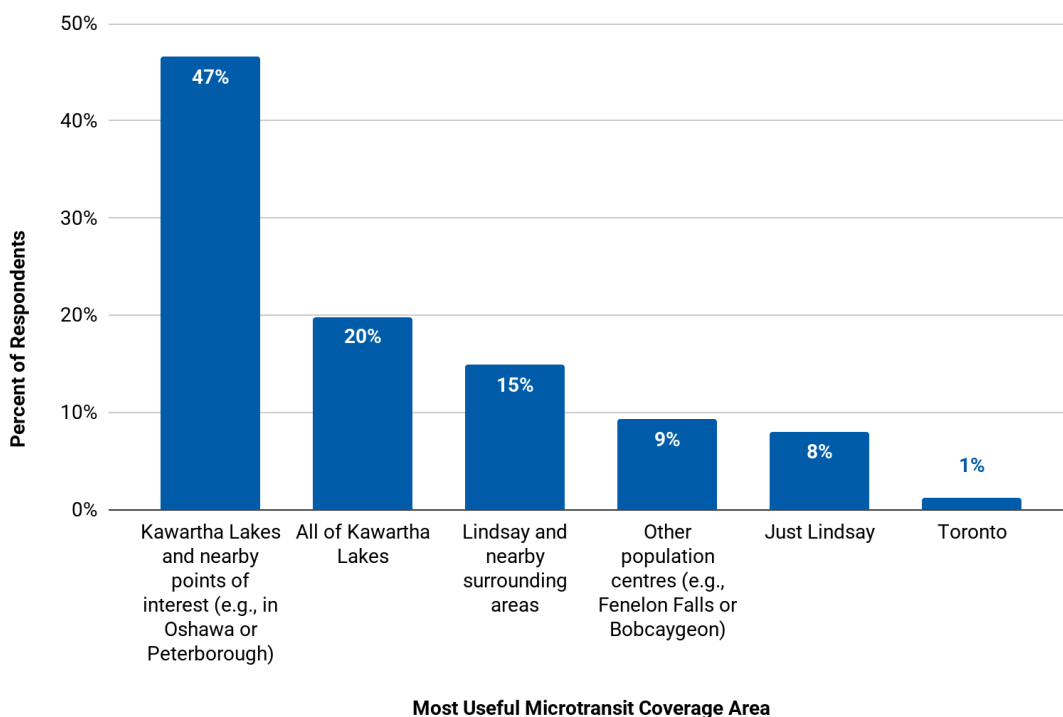


Figure 30. Where Microtransit Would be Most Useful to Survey Respondents

Question 10: If a microtransit service were to be implemented in your preferred area, how often would you (or someone in your household) use it?

Number of responses: 157

Almost half of the respondents indicated that they would use microtransit at least weekly if it were implemented in their preferred area. 19% would use microtransit daily for regular commuting, and 23% would use it a few times a week. The largest share of respondents said they would use microtransit a few times a month (36%). 13% of respondents would use microtransit a few times a year, and 3% would never use it.

Respondents who selected "It depends/other" said that their use of microtransit would depend on coverage and cost: one respondent needs both of their weekly work locations covered by a new service and would use it if "it saved wear and tear on my vehicle and was more cost effective." Another respondent said that they work with clients seeking employment. and while their own household might not use microtransit, it would enable

their clients “to have the proper access they need to ensure they can make it to their workplace.”

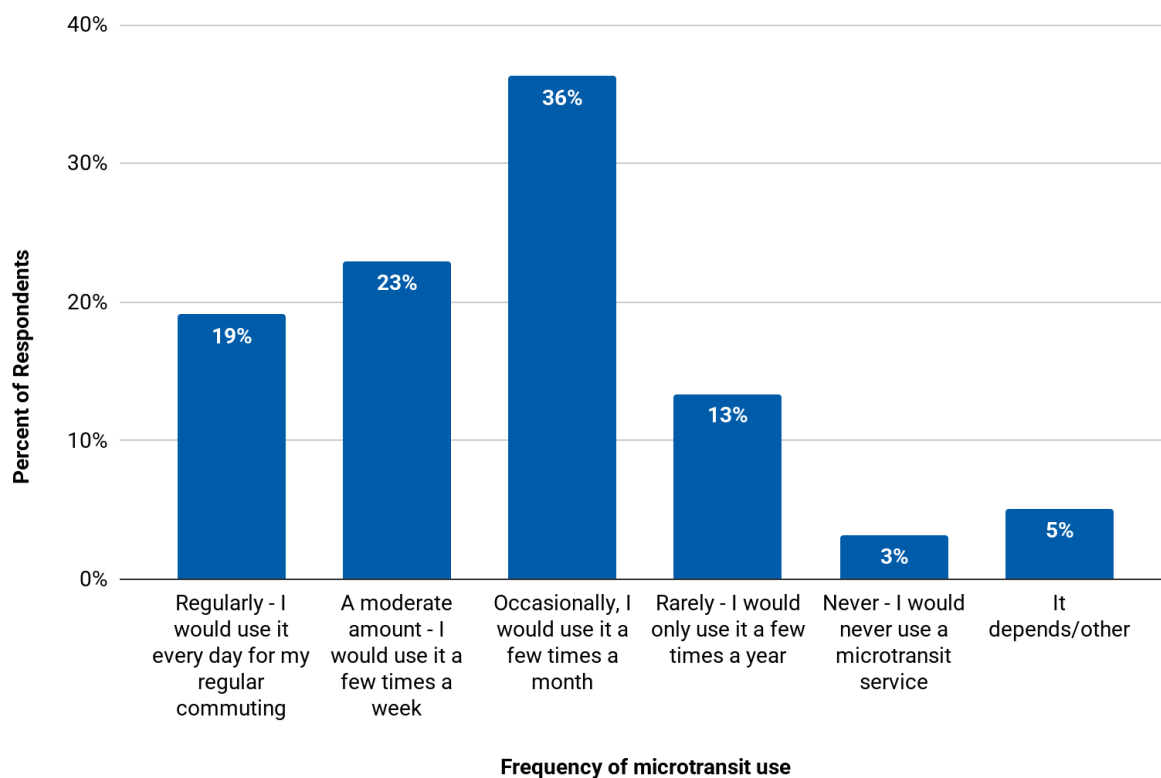


Figure 31. Frequency of Microtransit Usage by Respondent or Respondent’s Family, if Implemented in Desired Area

Question 11: How much would you be willing to pay for a one-way ride on a microtransit service? For reference, one-way fare for Lindsay Transit buses is \$3 for adults.

Number of responses: 154

Almost half of respondents (46%) would be willing to pay as much as the current \$3 Lindsay Transit fare, while a slightly smaller share (42%) would pay \$4 or more for a microtransit service. Only 1% of respondents would use microtransit only if it were free. Respondents who lack access to a car were not more or less willing to pay for microtransit than respondents who have access to a car. However, a greater proportion of lower-income respondents were willing to pay up to \$1 or \$2 than higher-income respondents. There was a higher share of higher-income respondents willing to pay \$4 or more.

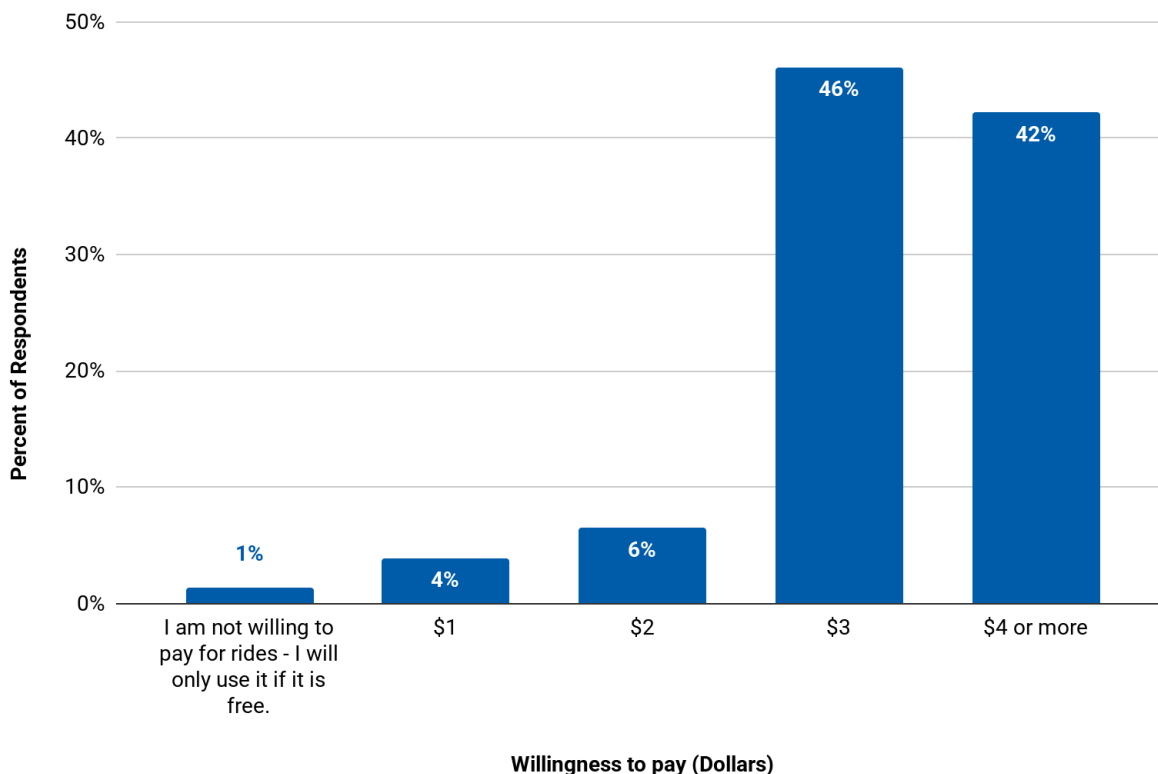


Figure 32. Willingness to Pay For Microtransit Service

Question 12: Would you be able to use a smartphone app to book a ride?

Number of responses: 157

Over four-fifths (82%) of respondents would be able to book rides on a smartphone app. Respondents who selected “No, for another reason” identified a lack of reliable cellular reception in Kawartha Lakes as a potential obstacle to booking rides through a smartphone app. To maintain equal access to transit service, a phone booking line should be provided in any future microtransit service for riders without smartphones or reliable data access.

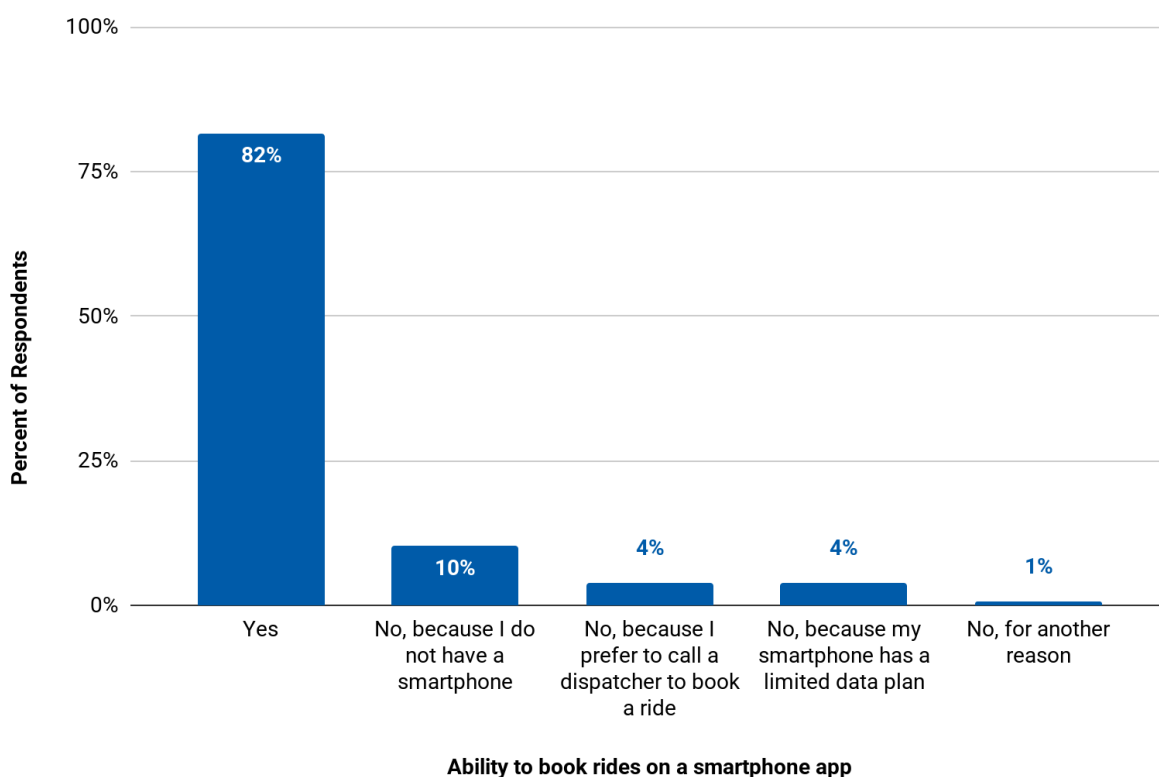


Figure 33. Ability to Use a Smartphone To Book Microtransit

Question 13: Imagine you are booking a microtransit ride. What is the longest amount of time you would be willing to wait to be picked up?

Number of responses: 156

Most on-demand microtransit services offer ride pickups within a 30 minute window from the time of request. In larger or more rural service areas, wait time thresholds may be increased to keep the service efficient and operating costs affordable. Alternatively, a pre-booked service may help keep operations efficient and provide riders a shorter window for their pickup in advance, and not require long wait times.

Just over 50% of respondents are willing to wait 10–30 minutes for a microtransit ride. However, about a third of respondents are only willing to wait up to 10 minutes for a ride. The share of respondents willing to wait longer than 30 minutes was higher among respondents who would want a microtransit service zone to include rural parts of Kawartha Lakes, Toronto, or Oshawa.

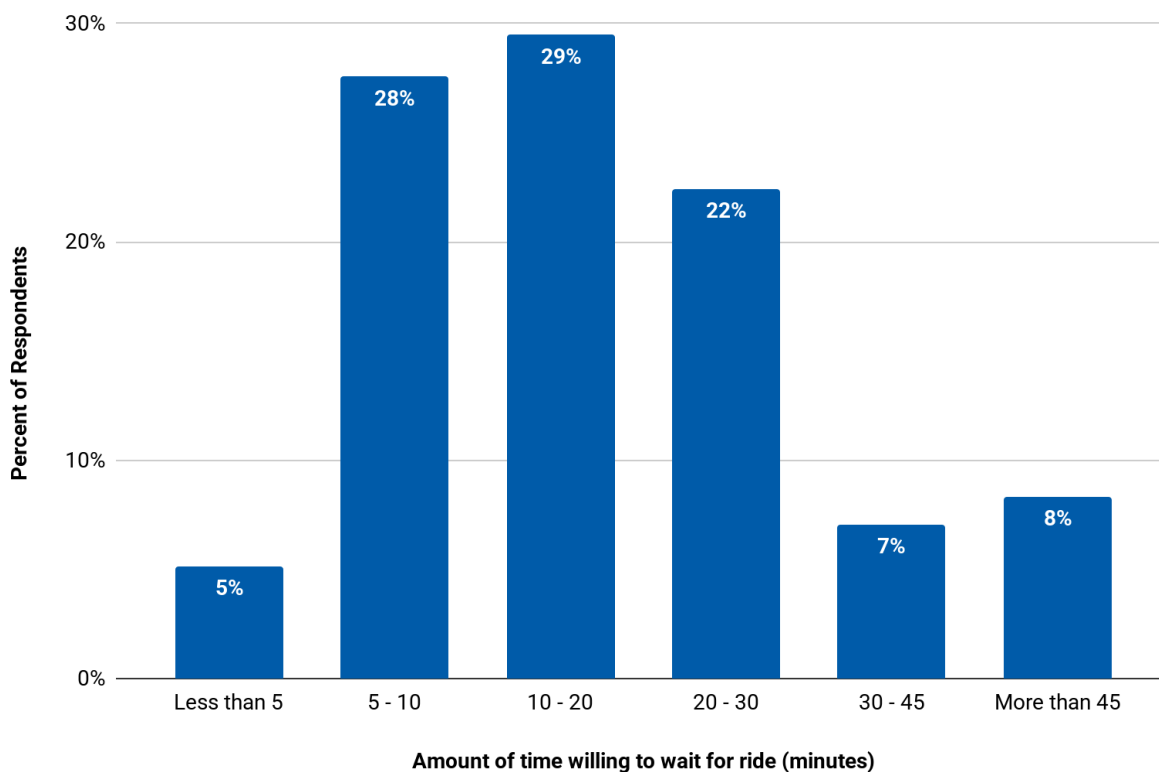


Figure 34. How Long Survey Respondents are Willing to Wait for a Microtransit Ride

Question 14: How far would you be willing to walk to meet a vehicle to be picked up for a microtransit ride?

Number of responses: 157

Most microtransit services ask users to walk to a nearby intersection to meet the vehicle, this keeps the service efficient and minimizes long detours and long trip durations, especially when rides are shared. Most microtransit systems do not ask riders to walk more than five minutes on either end of their journey.

While the highest share of respondents would walk up to two to five minutes to meet their microtransit vehicle (38%), 31% would not be willing to walk more than two minutes to meet a microtransit vehicle. 8% of respondents indicated that they would not be able to walk at all to meet a microtransit vehicle, for these riders, a service can be configured to provide door-to-door rides for those unable to walk.

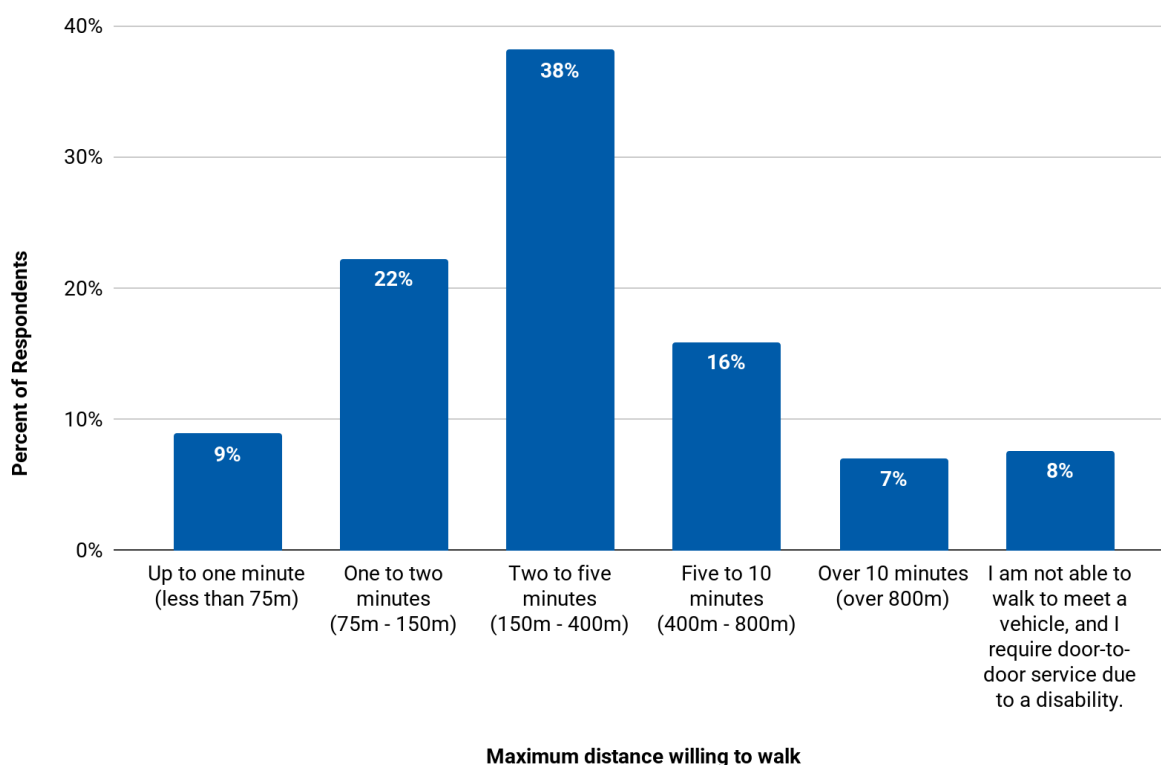


Figure 35. How Far Survey Respondents Were Willing to Walk to Microtransit

Question 15: Is there anything else you want us to know about your transportation needs or experiences in Kawartha Lakes?

Number of responses: 74

In the final question of the survey, respondents were asked if they had anything else to share about transportation needs in Kawartha Lakes. Many respondents reiterated their need for improved transit coverage, service quality, and communications in Kawartha Lakes. The greatest need expressed was for longer-distance transit connections to Peterborough and Oshawa, and in particular connections to GO stations where riders could transfer to transit connections to Toronto.

Several respondents expressed their desire for viable alternatives to car ownership and driving in Kawartha Lakes. Some respondents suggested improvements that the survey did not address, including better road maintenance and winter accessibility (for a more comfortable ride and better access to the bus stops), improved accommodations for open strollers on buses, expanded access to recreation, and reforms to the transit funding scheme.

Some respondents expressed support for the Study, satisfaction with current services and drivers, or opposition to new transit services. Non-public transportation-related requests included dedicated road access for farm vehicles, parking improvements in urban settlements, and expanded cycling paths; these are beyond the scope of the Study.

Demographic Profile of Respondents

Survey respondents were also asked where they live and where they work. Of the 160 respondents who answered the first question, over 90% live in Kawartha Lakes.

Specifically, 70% live in Lindsay. Additionally, we received at least 5 responses from the following areas: Bobcaygeon, Fenelon Falls, Kirkfield, and Woodville.

Of the 94 respondents who answered the question of where they work, 70% work in or near Lindsay. We also received responses from people who work in Toronto, Bobcaygeon, Durham and Peterborough, each around 5%. A larger percentage of survey respondents work outside of Kawartha Lakes than those who said they live outside of Kawartha Lakes. As noted by question 1, many people live seasonally in Kawartha Lakes, particularly in the Summer.

Table 23 lists the demographic profile of the survey respondents in comparison to the populations of Lindsay and Kawartha Lakes, as a whole. While the survey was intended to target current transit users and potential future transit users, this table helps illustrate how the survey population compares to the overall population of the Study area. As transit users tend to more often be older adults and persons of lower incomes, the survey has a higher rate of respondents in these groups than the actual population.

Table 23. Comparison of Respondent Demographics with Surrounding Communities

Survey	Survey Respondents	City of Kawartha Lakes	Lindsay
Ages under 20	6%	18%	18%
Aged 19–64	75%	54%	52%
Aged 64+	19%	28%	30%
Women	70%	50%	53%
Men	29%	50%	47%
Non-binary/Gender diverse	1%	N/A	N/A
Employment status: Full and part-time employed	70%	49%	45%
Income under \$25k	31%	8%	11%
Income \$25k–\$50k	23%	19%	23%
Income \$50k–\$75k	15%	22% (\$50k–\$80k)	24% (\$50k–\$80k)
Income \$75k–\$100k	14%	13% (\$80k–\$100k)	12% (\$80k–\$100k)
Income \$100k–\$200k	15%	31%	25%
Income \$200k+	3%	7%	5%
Has a disability	20%	N/A	N/A
Has a car	53%	88% (Commutes by car as a driver)	84% (Commutes by car as a driver)

A.3. Community Conversations

To supplement the Stakeholder Committee Meetings and the Community Survey, the project met with various groups to learn more about the transit needs of specific communities or geographic areas.

Phase 1 Community Conversations

Fleming College Student Transit Needs (June 25, 2025)

On June 25, 2025, the project team met virtually with a small group of Fleming College students to discuss their current usage of the Lindsay Transit services and their needs for additional transit provisions.

Current Means of Travel

Many Fleming College students rely heavily on the four Lindsay Transit buses, in particular, the Orange line, which was noted to be popular among students. However, the hourly frequencies make the system more difficult to use for some, particularly if the bus schedule does not line up with the class schedule. For trips that cannot be completed on public transit, such as trips to Peterborough, students have to rely on shared rides from friends and other students. Students use an informal shared ride system, organized through WhatsApp, to coordinate trips to nearby key destinations. But the shared rides can be quite costly, especially compared to public transit. One participant noted that trips within Lindsay cost about \$5–\$7 and trips to Peterborough can be up to \$20–\$25.

Future of Transit in the Area

The biggest asks from the students were to have more frequent transit within Lindsay and more intercity transit between Lindsay and Peterborough. A secondary request would be for more connections to Oshawa to access GO services and to Fenelon Falls and Bobcaygeon. Within Lindsay, the participants wanted routes running at a minimum every 30 minutes but ideally every 15 to 20 minutes. Within Lindsay, services would be used daily by students, whereas connections to other areas may only be used a few times per week. Connections to Toronto were noted to be more for social and recreational purposes; however, Peterborough may provide more job opportunities to students.

The participants were given an explanation of microtransit services and asked if they thought microtransit could work in Kawartha Lakes. Participants were excited about this new option, in particular because an on-demand service was described as having wait times of under 30 minutes.

Final Thoughts

Students in general were mode-agnostic when it came to fixed route versus on-demand microtransit, but wanted new services to prioritize frequency and short wait times. Any new service would have to be affordable (cheaper than private options) for students to use it.

Rural Transit Needs in Fenelon Falls (July 17, 2025)

The Project Team met with Ward 3 Councillor Mike Perry and several Fenelon Falls residents to discuss transit needs in rural parts of the City. Key takeaways from this conversation are summarized below.

Current Means of Travel

Participants shared how almost all travel currently occurs in personal vehicles, with multiple participants noting problems with impaired and/or drunk driving in the area. The lack of existing coverage can be particularly limiting for students, seniors, and other groups that own vehicles at lower rates than the general public. Participants shared stories about friends who do not take trips if they cannot get a ride from a family member or friend, making it harder to participate in the community. The conversation also discussed the previous “White Lightning” shuttle connecting both sides of Fenelon Falls to the Bobcaygeon area.

Participants had a shared perception that tourists and other short-term visitors were more likely than year-round residents to walk for short trips around Fenelon Falls. This trend was attributed to several potential factors, including tourists having less time-sensitive trips than residents, and the general lack of a “public transit culture” in the area currently.

Future of Transit in the Area

This section of the meeting began with a discussion of the areas participants would like to access with transit, but could not. Participants shared a variety of transit needs:

- Local connections: Participants talked about the need for transit connections within Fenelon Falls, especially for persons with limited mobility. Essential services are split between the south bank of the Fenelon River (Sobey's grocery store, Fenelon Falls Secondary School) and the north bank (Pharmasave, MacArthur Drug Store).
- Regional trips: Participants listed several regional destinations they would like to be able to reach on transit, including Peterborough (medical specialists), Oshawa (GO Transit connection), Lindsay (Ross Memorial Hospital and more affordable grocery stores), and Coboconk (new Summit Wellness Centre). Participants believed that residents would schedule their trips around whichever days transit service was available, and that daily service was not a critical necessity.

After discussing specific transit needs, the conversation was focused on the transit service models that could be used to close the identified gaps. The Project Team introduced the concept of microtransit and solicited feedback on how a potential service would be used. Participants were generally positive about the idea, noting that any zone should include some way to access Lindsay. Connections to Bobcaygeon, Cameron, Rosedale, and Coboconk were also mentioned as being valuable to participants. Service hours were also discussed briefly, with participants noting that most area businesses close by 9:00 PM in the summer (and earlier in the offseason). Participants agreed that while a truly on-demand service would be most useful, a service that required rides to be booked a day or more in advance would still represent a large improvement over the current lack of transit coverage.

Final Thoughts

Participants were generally upbeat about the potential usage of new transit services in the area, with a shared perception that a culture of using transit would emerge over time if new services were marketed properly. Participants also shared that most newer residents (and tourists) come from parts of the Greater Toronto Area with robust transit coverage and are used to taking transit before moving to Kawartha Lakes.

Community Care of Kawartha Lakes (July 21, 2025)

The Project Team met with representatives from Community Care to discuss the organization's transportation programs, as well as its broader portfolio of services in Kawartha Lakes. The results of this conversation are presented in [2.3 Other Transportation Options](#).

Rural Transit Needs in Bobcaygeon (July 29, 2025)

On July 29, 2025, the project team met with Ward 2 Councillor Pat Warren and several residents of Bobcaygeon to hold a similar discussion to the one conducted with the Fenelon Falls community. Key takeaways from this conversation are summarized below.

Current Means of Travel

With no current public transportation options available, most Bobcaygeon residents rely on driving or getting rides from family and friends. Participants noted that some residents do use Community Care services, but they can be difficult to use because of the pre-booking requirements. In addition to local movement around Bobcaygeon, participants noted that they needed access to private vehicles to get to nearby hubs like Peterborough and Oshawa, to connect to GO Transit services. The need is particularly significant for older adults in the community who are not able to walk or bike within Bobcaygeon. Travel needs for tourists and those coming from Lindsay were also highlighted, as well as the need to get to medical specialists who are not available in Kawartha Lakes.

The group had a discussion of previous shuttle efforts that connected Bobcaygeon to Lindsay, but noted it was not heavily used. Some thought that this may have been because the service was not frequent enough and did not allow for flexible travel, and that people are used to driving when they can. The service was noted to be liked by the riders who did use it; however, ridership was relatively low, and the cost to operate was too high for the community.

Future of Transit in the Area

The group was given a description of the microtransit as a potential option. Participants found the idea appealing, in particular to meet the biggest need, which was for local transportation for older adults in the community, especially within Bobcaygeon. The

group also thought it would be useful if it extended into the evenings, to provide residents and tourists a safe travel option when drinking alcohol. One participant noted that the most difficult aspect of any new service will be marketing and rider education, especially among older adults and caregivers.

It was also thought that a microtransit service (and transit in general) could boost the local economy and support tourists, especially those at outlying cottages. And that partnerships with local businesses could help support the service (both with funding and promotions). Fixed route options were deemed more appropriate for trips between communities and to places beyond Kawartha Lakes.

Final Thoughts

At the end of the conversation, participants were each asked what transit change or intervention they would like to see implemented first in Kawartha Lakes. Most participants agreed that a dedicated taxi or transit vehicle for the Bobcaygeon area, operating from approximately 8 AM to 11 PM, would have the biggest benefit to the community. The group was further interested in ensuring that whatever service gets implemented would be sustainable for the community to fund, and asked if the Study would look into funding opportunities, which it will.

School District (Digital Correspondence)

Due to the timing of the Study's Phase One engagement and the summer schedule of the Kawartha Lakes school district, the project team was not able to set up a similar conversation with representatives from the school district.

The team did correspond by email with one principal of an intermediate school (grades 7 and 8) in Lindsay and learned that, even in Lindsay, most students rely on school buses to travel to and from school. In elementary schools, any student further than 1.6 kilometres is provided with a school bus. At the secondary school level, most students do not use public transit as it does not align with the school schedule (8:45 AM–3:05 PM). However, the bus schedules were noted to better align with the secondary school schedule and are likely to be taken more often by secondary school-aged students. If transit service were expanded, it was noted that more direct and frequent bus service from the IE Weldon area (east Lindsay) to the Lindsay Square Mall would likely be beneficial to those

students. Moreover, depending on the services provided, transit could be used to help transport students who do not have a school bus available to them.

The Project Team aims to reach out to additional Kawartha Lakes School District stakeholders during the second round of engagement to ensure that any final recommendations to the City are fully reflective of student travel needs.

Phase 2 Community Conversations

Follow-up conversations were held with community members of Bobcaygeon and Fenelon Falls. To maximize input from students, instead of a formal meeting, a pop-up event was held on campus.

Transit Opportunities in Bobcaygeon (November 18, 2025)

On November 18, 2025, the project team met with Ward 2 Councillor Pat Warren and several residents of Bobcaygeon to hold a similar discussion to the one conducted with the Fenelon Falls community. A summary of the conversation and feedback is detailed below.

Fixed-Route Opportunities

Fixed-route connections to Lindsay were noted to be a priority for Bobcaygeon residents. Additionally, there was support for enhancing the city coverage by having fixed routes detour down Highway 17 to directly serve the communities of Lakeview Estates and Victoria Place, ensuring these residential pockets are not bypassed by the regional expansion. When discussing routes to nearby communities, concerns were raised about the proportion of the Oshawa route that falls outside the Kawartha Lakes boundary, leading to a recommendation that out of town buses include a stop at the new casino near Fleming College to maximize utility. However, regarding regional fixed route service, there was a clear preference for prioritizing regional connectivity to Peterborough over Oshawa, with stakeholders noting the high importance of the Peterborough employment and medical facilities for local residents.

Microtransit

Stakeholders expressed significant interest in the operational accessibility of the proposed microtransit services, specifically regarding how users without smartphones or

technical literacy would navigate the system. A key suggestion involved leveraging community infrastructure by allowing staff at local organizations (like the library) to assist in booking trips for riders who are unable to use a mobile app or phone. This feedback highlighted a desire for a flexible booking model that ensures the service remains inclusive for all demographics, particularly seniors or those without reliable personal technology. Overall, microtransit was received as an exciting opportunity for Bobcaygeon stakeholders.

Transit Opportunities in Fenelon Falls (November 18, 2025)

The Project Team met on November 18 with Ward 3 Councillor Mike Perry and several Fenelon Falls residents to discuss transit opportunities for the Fenelon Falls area, similar to the conversation in Bobcaygeon. A summary of the conversation and feedback is detailed below.

Fixed-Route Opportunities

For stakeholders in Fenelon Falls, there was general positive feedback for a fixed-route connection to Lindsay. Of all the fixed-route opportunities that were discussed, this was deemed a priority, particularly over connections to Bobcaygeon. The group discussed the previous pilots for regional fixed-route services and discussed how new services could be successfully implemented, including an emphasis on marketing and rider education, and sustainable funding sources.

Microtransit

While there was some hesitancy over the feasibility of implementing microtransit successfully in Kawartha Lakes, it was noted that it would be useful to provide more transit coverage across the rural areas of Kawartha Lakes. The group discussed seasonal travel demand patterns, with an emphasis on the importance of tourism and summer connectivity. One stakeholder discussed growing up with a similar system and the freedom that a flexible transit service offered for those who could not drive.

Transit Opportunities for Fleming College (November 18, 2025)

On November 18, 2025, the project team tabled at Auk's Lodge, the student space at Fleming College's Frost Campus in Lindsay. Students were able to stop by, learn about potential transit improvements, ask questions and provide feedback. In general, students

noted that they would use Lindsay Transit more often if it were more convenient and easier to use. Affordability was also noted to be critical for students to use services. In terms of regional routes, Peterborough was a bigger priority for regular travel, however, given that there is a student shuttle with 4 daily trips connecting to the Peterborough Fleming Campus, for new services, a connection to Go trains in Oshawa was preferred. However, most students noted that service to Oshawa would only be used occasionally.

Appendix B. Microtransit Explainer

Microtransit is a technology-enabled transportation system that dynamically routes vehicles based on real-time passenger demand. While demand-response transit has existed for decades, often in the form of Dial-a-Ride and other specialized services, microtransit has grown in popularity just in the last few years. The key difference is that microtransit is technology-driven and encourages riders to book trips through a mobile phone app, allowing on-demand booking in addition to pre-scheduling. While the configuration of each microtransit service is different, typically, passengers are asked to walk to meet a vehicle at a nearby intersection to reduce detours and maximize the efficiency of the service. There are no fixed routes or pre-determined schedules. Instead, algorithms route vehicles based on where riders want to travel and when. Microtransit is often implemented using small buses or vans, and rides are shared as they are with traditional bus service. A minimum ratio of $\frac{1}{3}$ wheelchair-accessible vehicles ensures the microtransit service is accessible to people with disabilities.

Like most demand-response services, microtransit services operate within a pre-defined zone, meaning passengers can only book trips where both their origin and destination are within a designated area. Key destinations outside of the zone are sometimes allowed, so microtransit can provide a first/last-mile connection to fixed-route buses or trains that connect beyond the zone boundaries. In these cases, passengers will only be able to complete part of their journey using microtransit. In zones that overlap with fixed-route buses, microtransit services can be set up with a fixed-route referral system in which riders are directed to take fixed-route service when it meets the needs of their journey. This approach is sometimes referred to as “integrated transit,” in which people still request a trip in the same way, with their requested pickup and dropoff points and are shown whichever mode is most efficient for their trip. A service with fixed-route referral, therefore, prevents duplication of services by not offering microtransit proposals when a fixed-route is completing the same (or a similar) trip.

Most services allow passengers to book a trip using a smartphone application, a website, or by calling a dispatcher. To book a ride, a customer indicates the number of passengers in their party and their desired pickup and dropoff locations. When booking using the app,

passengers will see a map of the service zone where they can book rides. The application often shows key destinations and transportation hubs in the service area. In some services, travel is restricted so that trips must start or end at a hub; this helps aggregate rides and make the service more cost-efficient.

Once the passenger submits a trip request, they are given a proposal that tells them when the vehicle will arrive and where to meet it. Typically, passengers must wait an average of fifteen to thirty minutes for a trip in urban areas and an hour in rural areas, although this may vary depending on the level of demand and the number of vehicles available. To prioritize efficiency, some services require rides to be pre-scheduled, this is particularly beneficial in low-density areas. The further in advance a ride is scheduled, the more optimization the service can achieve. However, services that require significant advanced scheduling often have a higher number of “no-shows” or late-cancellations, which negate the benefits of pre-scheduling. A good balance is typically allowing passengers to book trips between two hours and 24 hours in advance of their trip. In general, it is advised that a service should be either on-demand or pre-scheduled, but not a combination of the two. Combining both types of bookings reduces efficiency, because as more riders pre-scheduled service, less capacity is made available for on-demand rides. Furthermore, services that allow pre-scheduling more than a few days in advance tend to have more late-cancellations or “no-shows,” which further impact the service’s efficiency and capacity to meet on-demand trips.

Passengers can track their vehicle in real-time using the app. The passenger is also provided with vehicle information—for example, license plate, driver name, driver photo, and vehicle ID number. For trip requests made through a call centre, passengers can choose to receive text message updates for their trips. Call centre bookings also ensure the service is accessible to those without access to a smartphone.

Once the passenger(s) has boarded the vehicle, they are driven to their destination. Along the way, the vehicle may pick up and drop off other passengers heading in a similar direction, but services are configured to avoid lengthy detours for passengers already on board. The passenger can continue to track their trip's progress using the app.

Passengers may also be asked to walk a few minutes from their dropoff point to their final destination. For passengers who are unable to walk, most services provide curb-to-curb

service for these passengers or an alternative specialized transit service (like LIMO). In areas with limited pedestrian access, services can also be configured as curb-to-curb for all riders.