

Report to Civic Works Committee

To: Chair and Members
Civic Works Committee

From: Kelly Scherr, P. Eng., MBA, FEC
Deputy City Manager, Environment & Infrastructure

Subject: Initiation of the Mobility Master Plan Development

Date: November 2, 2021

Recommendation

That, on the recommendation of the Deputy City Manager, Environment & Infrastructure, the following actions **BE TAKEN** with respect to the development of the Mobility Master Plan:

- a) The following Draft Vision and Guiding Principles for the development of the Mobility Master Plan as follows **BE ENDORSED** for consultation and feedback through a community engagement program, noting that the final Vision and Guiding Principles will be brought forward for approval after the community engagement:

Draft Vision Statement:

In 2050, Londoners of all identities, abilities and means will have viable mobility options to allow them to move throughout the city safely and efficiently. The movement of people and goods will be environmentally sustainable, affordable, and supportive of economic growth and development.

Draft Guiding Principles:

- Environmentally Sustainable
- Equitable
- Financially Sustainable
- Healthy and Safe
- Integrated and Connected;

- b) The general framework for the community engagement program, as presented in this report, **BE APPROVED**; and,
- c) The general scope for the consultant assignment to assist in preparation of the Mobility Master Plan, as presented in this report, **BE APPROVED**.

Executive Summary

Purpose

This report recommends the approval of the Draft Vision and Guiding Principles for the development of the Mobility Master Plan. Following Council approval, the Draft Vision and Guiding principles would be subject to public consultation prior to finalizing.

The report also outlines the general framework for the community engagement program.

This report also recommends the general scope for the engineering consultant assignment to assist in preparation of the Mobility Master Plan. The engineering consultant selection procedure for the assignment will utilize the two-step procurement process in accordance with Section 15.2(e) of the Procurement of Goods and Services Policy.

Context

The City of London manages a transportation network that provides for the movement of people and goods. This is done with a focus on equity, the environment and the economy. The system provides opportunity for the main mobility modes – walking, cycling, transit, movement with mobility devices and motorized vehicle movement.

The London Plan identifies that a Transportation Master Plan may be prepared and updated regularly, to implement the mobility policies of the plan including supporting sustainable land use, mobility choices and safety. Future mobility planning is prudent considering that London's population is anticipated to grow between 66,000 and 139,000 people over the next 20 years. As well, master planning forms the basis for capital plans and policies and is often required to support applications to senior government infrastructure funding programs.

The purpose of this project is to create a new integrated Mobility Master Plan that builds on and supersedes the current Smart Moves London 2030 Transportation Master Plan and the London ON Bikes Cycling Master Plan and identifies the policy framework, infrastructure programs and supportive programs with a 25-year horizon. The plan will be created using a thorough consultation process, technical analysis, and consideration of The London Plan, Council's Strategic Plan and associated initiatives such as the Climate Emergency Action Plan.

Linkage to the Corporate Strategic Plan

The Mobility Master Plan will advance and support numerous strategies under the City's Areas of Focus:

- Strengthening Our Community
- Building a Sustainable City
- Growing Our Economy
- Creating a Safe London for Women and Girls
- Leading in Public Service
- Commitment to Anti-Racism and Anti-Oppression

Analysis

1.0 Background Information

The current Smart Moves London 2030 Transportation Master Plan was approved by Council in 2012 with a horizon year of 2030. Smart Moves identifies a shift to a more sustainable transportation system including a transit focused strategy that uses a rapid transit network as the backbone for transit service enhancement, complimentary road capacity, and policies to make transportation efficient and green while contributing to a liveable city. The London ON Bikes Cycling Master Plan was approved in 2016 and provides similar strategies for cycling infrastructure, policies and programs. The comprehensive City-wide cycling network accommodates both commuter and recreational cyclists. It includes the recreational pathway system which consists of the Thames Valley Parkway and secondary connections that are integrated with the active transportation facilities on streets.

1.1 Previous Reports Related to this Matter

- June 19, 2012, Civic Works Committee, London 2030 Transportation Master Plan
- March 3, 2014, Civic Works Committee, London Road Safety Strategy
- Planning and Environment Committee – June 13, 2016 – The London Plan
- September 7, 2016, Civic Works Committee, London ON Bikes Cycling Master Plan
- May 28, 2018, Civic Works Committee, Smart Moves 2030 Transportation Master Plan Accomplishments
- August 13, 2018, Civic Works Committee, Complete Streets Design Manual
- August 31, 2021, Civic Works Committee, Outcome of Climate Lens Screening Applied to Major Transportation Projects

2.0 Discussion and Considerations

2.1 Draft Vision Statement and Guiding Principles

As identified in The London Plan, a Transportation Master Plan may be prepared and updated regularly to implement the mobility policies of the plan including supporting sustainable land use, mobility choices and safety. The Draft Vision for the Mobility Master Plan is as follows:

In 2050, Londoners of all identities, abilities and means will have viable mobility options to allow them to move throughout the city safely and efficiently. The movement of people and goods will be environmentally sustainable, affordable, and supportive of economic growth and development.

Five Draft Guiding Principles, as shown in Figure 1, have been prepared to establish the framework for the decision-making process for the development of the Mobility Master Plan. They are proposed to ensure that the policies and actions developed through the Mobility Master Plan work towards achieving the Vision. The Draft Guiding Principles are based on the City of London's existing policies and plans including The London Plan, Council's Strategic Plan and the Climate Emergency Action Plan.

The Draft Guiding Principles were refined based on input from staff in various departments, and in consideration of transportation feedback received over the years including from Municipal Council, Council Advisory Committees, community and business groups and the broader public. Guiding principles from other completed and on-going mobility master plans in Canada were also reviewed as part of the process.

Figure 1: Mobility Master Plan Draft Guiding Principles



The Draft Guiding Principles will be reviewed and refined as appropriate through community and stakeholder input and will be presented to the Civic Works Committee and Municipal Council at a future date in 2022 for approval.

2.2 Framework for Community Engagement

Throughout the process to develop the Mobility Master Plan, the primary source of information will be online, using the City’s engagement portal, GetInvolved (<https://getinvolved.london.ca/>) This will be updated regularly with information about the process, clear information about engagement opportunities, and updates about how community feedback has been used.

The Mobility Master Plan engagement process

Throughout this process, it will be critical that engagement is equitable and accessible to ensure that feedback and input throughout the development of the Mobility Master Plan reflects the diverse needs of the community and contributes to the success of all Londoners. Using guidance from the International Association for Public Participation (IAP2) Equitable Engagement Best Practices and applying an Environment, Social, and Governance (ESG) lens, the consultation will be rooted in community collaboration, beginning with the engagement process itself.

Co-creating the engagement plan

Before the first phase of broad public consultation begins, City staff and partners will focus on networking and strengthening community connections. As per best practices, it is recommended that the community co-designs the engagement framework and participates in a task force. To do this, staff will:

- **Leverage existing structures** (e.g., advisory committees, third-party organizations with established community networks) to ensure a range of perspectives and experiences are leveraged throughout the process.
- **Form a Community Advisory Panel** in partnership with London's Community Diversity and Inclusion Strategy (CDIS) working groups to develop, review and implement engagement plans.
- **Prepare a thorough stakeholder list** in consultation with the Community Advisory Panel to ensure representation from all groups.
- **Complete an Environics demographic data analysis** in partnership with the City's Planning and Economic Development team to understand geography and movements of Londoners and identify critical populations and locations for focusing data collection.
- **Ensure representation from Indigenous people, Black people and people of colour on the project team** by expanding the City's Community Connector program and ensuring the expanded project team provides a range of lived experience.
- **Identify existing and historical engagement barriers** as community connections are made, and form plans to remove/address them proactively.
- **Clearly define where each task lands on the [spectrum of public participation](#)** to ensure there is a mutual understanding between practitioners, decision makers and the community about how input will be used.

Recognizing that everyone holds a unique lived experience related to mobility, it will be critical to collect feedback from a diverse range of individuals with different (often intersecting) identities. To do this, the City plans to empower members of its Community Advisory Panel to develop, and in some cases lead, engagement exercises required as part of the Mobility Master Plan process. The City is prepared to support the unique needs of community groups, understanding that the nature of each session (i.e., the tools, activities, supports and adaptations) will vary.

Recognizing that mobility planning requires enterprise-wide support, an internal project team has been formed to help guide the study. This team includes senior representatives from numerous City service areas and promotes continuous collaboration to ensure the creation of a holistic Mobility Master Plan.

Phases of Engagement

Engagement for the Mobility Master Plan has been broken into three phases as shown in the chart below. The specific timing of tasks identified under each phase and the tactics used will remain flexible based on the project plan, emerging needs that may arise, and continuing pandemic constraints.

Phase 1: Establish shared vision & understand needs (Fall 2021 – Spring 2022)

- Establish community connections
- Provide education opportunities
- Consult on vision and guiding principles
- Learn about mobility experiences, goals, and barriers

Phase 2: Explore solutions & make connections (Summer 2022 – Winter 2023)

- Identify opportunities and challenges
- Link feedback to existing policies, plans and programs and identify gaps
- Collect people-trip information
- Develop options for future mobility networks
- Identify opportunities for community empowerment

Phase 3: Confirm & refine the path forward (Spring 2023 – Winter 2024)

- Begin drafting Mobility Master Plan
- Forecast budgets needed to carry out the plan
- Revisit recommendations with most impacted groups
- Present & publish final plan

Engagement Touchpoints

The City is committed to completing all work on the Mobility Master Plan with transparency. A clear feedback loop will be established to ensure consistency for each phase of engagement. This includes:

- Attending meetings with a variety of advisory committees at the outset and scheduling follow-up meetings as needed with specific advisory committees
- Providing results to council after each phase of engagement
- Sharing links to critical Mobility Master Plan education and promotional materials as they are created
- Listing all engagement sessions in a publicly accessible online calendar
- Creating a process to direct informal feedback that may be provided through any number of channels (telephone calls, emails, Service London, social media) to be captured and considered as part of the process).

Above are the baseline touchpoints. Engagement will take place in multiple locations and in multiple forms during each phase of the Mobility Master Plan process and the team will identify topics and challenges that may require additional, in-depth discussion. The process and opportunities for engagement will be well documented throughout.

2.3 Scope for the Consultant Assignment

This section provides a summary of the general scope and requirements for the consultant assignment to assist in preparation of the Mobility Master Plan.

Overview

The Mobility Master Plan will build on the Smart Moves London 2030 Transportation Master Plan and continue to focus on a more sustainable mobility system including transit. The Mobility Master Plan will build on the Rapid Transit Master Plan and Transit Project Assessment Process with consideration of the Downtown Loop, East London Link and Wellington Gateway projects, and will further consider alternatives for improved higher-order transit solutions in the north and west areas of the city. The plan will also have regard for the London Community Recovery Network (LCRN) action item related to improved transit access to the downtown.

The Mobility Master Plan will also build on the London ON Bikes Cycling Master Plan with an increased focus on walking and cycling. The Mobility Master Plan should also consider current and future demographics, including the needs of those with mobility challenges (e.g. wheelchairs and other mobility aids).

From an employment support perspective, the recent PwC report that identified a link between London labour market non-participation and access to transportation will inform this work. Support for the Industrial Land Development Strategy and the movement of goods will also be assessed as part of the project.

The Plan creation will have consideration for the 2021-2024 Safe Cities London Action Plan and the findings of the Safe Cities London Scoping Study which identified in transit (in transition from one place to another) as the most common public place and space where respondents reported experiencing or witnessing an incident of violence.

The process will also consider the survey of discrimination experienced by immigrants, racialized minorities, and Indigenous people that was conducted in partnership with the London Middlesex Local Immigration Partnership. The survey identified some of the most likely places to experience discrimination include while using public transit and while in a store, bank or a restaurant.

While automobiles will continue to be a factor in the planning of London's mobility infrastructure, the sustainability of adding traffic lanes to roadways will be scrutinized in conjunction with consideration of complete streets principles. A balanced mobility system is required which integrates all modes of travel and minimizes individual reliance on automobiles. Further to recent Council direction, the Wonderland Road corridor will be a focus area for creative solutions.

As part of the Mobility Master Plan priority networks shall be identified for the various mobility modes including pedestrian, cycling, transit, goods movement and automobiles. Priority networks represent a combination of streets or corridors for each mode where that mode will receive high-quality infrastructure and/or service. With limited road right-of-ways, trades-off will be required to provide facilities for the various modes of mobility. In some instances, narrowing roads and/or reallocating automobile lanes may be considered to balance modal priorities and provide facilities for cycling and walking.

Municipal Class Environmental Assessment Process

The Municipal Class Environmental Assessment (Municipal Class EA) process is applicable to the Mobility Master Plan. This means that the Mobility Master Plan process must follow the master planning process outlined through the Municipal Class EA, including full documentation of the process and providing a traceable rationale for conclusions reached. Phase I and II of the Municipal Class EA will be satisfied for recommended infrastructure improvements. This involves the identification of the problem or opportunity and development of alternative solutions.

Equity and Inclusion

Mobility and infrastructure planning decisions have significant equity impacts that relate to housing accessibility, land values and local economic activity. The quality of mobility infrastructure available affects people's economic and social opportunities. Consistent with the City's Community Diversity and Inclusion Strategy (CDIS), it is necessary to ensure that all current and future mobility options are reviewed by, and easily available and accessible to, seniors, persons with disabilities, and newcomers. The Proponent shall work with the City's Strategic Communications and Government Relations team to implement a Public Engagement and Communication Strategy which meets the requirements of the Municipal Class EA and that is reflective of the City's equity values. It will also be their responsibility to ensure the plan identifies deliverables related to universal accessibility and mobility equity.

Climate Change

Consistent with Council's declaration of a climate emergency in 2019, climate goals will be a significant factor in the planning of London's mobility infrastructure. The goals of the Climate Emergency Action Plan (which is anticipated to be finalized in the near-term) are to improve London's resilience to climate change impacts, reduce London's greenhouse gas emissions by at least 37% below 1990 levels by 2030 and reach net-zero emissions by 2050.

Currently, the transportation sector is the largest contributor of greenhouse gas emissions and personal mobility creates approximately 1/3 of the total emissions. As part of the Mobility Master Plan, the forecasting of greenhouse gas emissions will be considered to inform mode share targets and mobility infrastructure planning to ensure that it is consistent with the goals of the Climate Emergency Action Plan.

Educational Material

For the Mobility Master Plan to be successful, community support and understanding will be critical. Providing clear and accessible educational material related to policies, plans and programs relevant to the Mobility Master Plan will be necessary throughout the engagement and consultation process to ensure participants are well-informed. The Proponent shall be prepared to provide and/or source the full range of supports individuals might need to participate in the process and/or consume the information (e.g. AODA-compliant documents, captions, translation, and ASL interpreters as required).

Data Collection and Modelling

Data collection will be required to set a baseline of current mobility use, to forecast future mobility needs, and as a measure of success of the of the Mobility Master Plan goals. Data collection will need to include pedestrians and cyclists in addition to cars, trucks, and transit. A comprehensive household travel survey was conducted in 2016. A cost-effective method to update this data with consideration of current pandemic-related volatility in travel patterns will be explored as part of the Mobility Master Plan process. A public travel survey is also anticipated to be required to gain a better understanding of what modes of mobility Londoner's are currently using, the preferred mobility modes, and barriers to achieving them.

The Covid-19 pandemic has changed the way many people travel in London and across the country. It is expected that some of the changes will be temporary in nature while others will have permanent, lasting effects to traffic volumes, travel behavior and mode choice. Unique challenges and opportunities that the pandemic presents for forecasting mobility needs and setting mode share targets, including targeted scenarios reflecting likely potential impacts of COVID-19, will need to be considered.

Consideration will be given to the forecasting and impacts of emerging connected and automated vehicle (CAV) technologies and their potential/likely impacts in the coming decades.

Transportation Demand Management (TDM) policies and programs

TDM policies and programs are required to accommodate growth while relieving congestion and minimizing travel time by supporting the various modes of mobility. As part of the Mobility Master Plan, current TDM policies and programs will be reviewed, updated and supplemented as required. With limited public space, trade-offs will be required to accommodate the various mobility modes. Modal priorities will need to be set for corridors and achievable level of service (LOS) targets set.

Financial Considerations

Implementation plans for the various capital programs that support all modes of mobility are to be developed as part of the Mobility Master Plan. The coordination of proposed improvements and prioritization of modes within corridors shall be based on an understanding of London Plan street classifications. Asset management shall be considered, and the estimated costs of capital implementation and associated operating are to be developed.

Measures of success

A successful plan will include clearly defined indicators that will monitor and evaluate progress towards the vision and objectives of the Mobility Master Plan. Key performance indicators must rely on readily available data sources that are both meaningful and quantifiable.

Project Schedule

The selected consultant that will help create the Mobility Master Plan is anticipated to be awarded in early 2022. Extensive public consultation and engagement will be required. The Mobility Master Plan is anticipated to deliver key recommendations throughout 2023 and be finalized and documented in early 2024. Key milestones include the identification of mobility growth projects and programs by Spring 2023 and capital and operating costs by Summer 2023.

3.0 Financial Impact/Considerations

Funds are identified in the capital budget for the creation of the Mobility Master Plan. There are no financial approvals being requested at this time.

4.0 Key Issues and Considerations

Based on the declaration of a Climate Emergency in 2019, Council directed staff to complete an initial screen of current major transportation projects using the interim Climate Emergency Screening Tool. A report to the Civic Works Committee on August 31, 2021 identified the outcomes of this review and next steps to consider climate change mitigation and adaptation to ensure resiliency of critical transportation infrastructure. The Mobility Master Plan will provide an opportunity to further review major transportation projects in alignment with Council's Climate Emergency Action Plan and create new initiatives with a climate change and sustainability perspective.

Conclusion

As identified in The London Plan, a Transportation Master Plan may be prepared and updated regularly, to implement the mobility policies of the plan including supporting sustainable land use, mobility choices and safety. The purpose of this project is to create a new integrated Mobility Master Plan that builds upon the current Smart Moves 2030 Transportation Master Plan and London ON Bikes Cycling Master Plan and identifies the policy framework and infrastructure programs with a 25-year horizon. The plan will be created using a thorough consultation process, technical analysis, and consideration of The London Plan, Council's Strategic Plan and associated initiatives such as the Climate Emergency Action Plan. Numerous reports to Civic Works Committee will be submitted to ensure that Council members are both engaged with and informed about the Mobility Master Plan as it progresses. Extensive public consultation and engagement will be required through all three phases of this process.

As part of the initiation of the Mobility Master Plan, endorsement for consultation and feedback is being sought for the Draft Vision and Guiding Principles. Additionally, approval of the general framework for the community engagement program and scope for the engineering consultant assignment to assist in preparation of the Mobility Master Plan are recommended.

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November 15, 2021/

c: Mobility Master Plan Internal Steering Committee
Transportation Advisory Committee
Cycling Advisory Committee