

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: Mobility Master Plan Update

Date: November 29, 2022

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) That this report **BE RECEIVED** for the purpose of providing Municipal Council with an update on the progress of the consultation for the Mobility Master Plan; and,
- b) The following Vision and Guiding Principles for the development of the Mobility Master Plan **BE APPROVED**:

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.

Guiding Principles:

- Environmentally Sustainable
- Equitable
- Financially Sustainable
- Healthy and Safe
- Integrated, Connected and Efficient.

Executive Summary

Purpose

The purpose of this report is to provide Municipal Council with an update on the Mobility Master Plan community engagement completed to date, an overview of key themes heard from the community, how the feedback confirms the draft Vision and Guiding Principles, and a summary of next steps.

This report also recommends the approval of the Vision and Guiding Principles which will be the framework for the decision making process for the development of the Mobility Master Plan.

Context

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. On November 2, 2021 Council approved the general framework for the community engagement program for the

development of the Mobility Master Plan and the general scope for the consultant assignment to assist in preparation of the plan.

The purpose of this project is to create a new integrated Mobility Master Plan (MMP) that identifies the policy framework, infrastructure programs and supportive programs with a 25-year horizon. The MMP will build on and supersede the current Smart Moves 2030 Transportation Master Plan and the London ON Bikes Cycling Master Plan. 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

1.1 Previous Reports Related to this Matter

- November 2, 2021, Civic Works Committee, Initiation of the Mobility Master Plan Development
- March 1, 2022, Civic Works Committee, Mobility Master Plan Appointment of Consultant
- April 20, 2022, Civic Works Committee, Appointment of Transportation and Mobility Big Data Provider – Irregular Result

2.0 Discussion and Considerations

2.1 Community Engagement Overview

The first phase of engagement for the Mobility Master Plan phase was designed to gather information about Londoners' experiences moving around the City. This engagement has occurred throughout 2022 and will continue into early 2023 as the project transitions to the second of three phases. The input obtained provides a deeper understanding of what the community cares about, uses, has challenges with and wants out of a transportation and mobility system. The input collected through Phase 1 will be considered alongside technical data and analysis related to Londoners' travel patterns to understand the current state of transportation and mobility in London, and inform the development of alternatives and solutions to be explored in Phase 2.

Methods

To initiate research using a community-informed approach, the City began working with Community Connectors (individuals with diverse backgrounds, networks and skillsets,

who speak multiple languages), Anti-Racism and Anti-Oppression Community Liaison Advisors and multi-disciplinary staff. This team integrated census data and advice from various subject matter experts as part of the process to develop a robust outreach list and strategies to reach people from equity-deserving communities, varying geographies and socio-economic backgrounds.

Prior to launch, engagement questions were beta tested and multiple introductory meetings with community organizations and committees were held. This was an important step to understand their preferred engagement approaches, identify potential opportunities to collaborate and determine if the proposed engagement questions were meaningful for various audiences. Introductory meetings were also used to provide clarity on the scope of the project, share the draft Vision and Guiding Principles and information about related plans to help educate community partners on current City initiatives in a holistic way. This was followed by the broader public launch in April 2022.

Through subsequent phases, direct community involvement and the multi-disciplinary team will remain a core part of the engagement approach. This structure enables the process, communication material, incoming feedback and barriers to participation to be reviewed and addressed through multiple lenses.

Data Collection

The Mobility Master Plan feedback form was designed to help the project team understand the alignment of the Vision and Guiding Principles with community mobility challenges and aspirations. The feedback form collects demographic information, which is provided by participants on a voluntary basis, and poses a series of open-ended questions. The feedback form is also used to guide one-on-one conversations with the public.

Opportunities for the public to provide feedback included:

- Attending in-person or virtual focus groups co-led by community partners and staff
- Attending a community pop-up event and having a conversation with a community connector
- Completing a hard copy or online version of the feedback form
- Calling, emailing or sharing feedback with the Project Team via social media
- Attending or viewing the Community Conversation webinar hosted by the City on September 29, 2022 ([recording](#) available on the project Get Involved [website](#))

Comments previously submitted to related plans such as the Safe Cities Scoping Study and the Mutli-Year Accessibility Plan have also been incorporated into the study.

Highlights of participation to date include:

- More than 1,400 feedback forms have been received
- More than 1,000 one-on-one conversations
- More than 80 pop-up events, community and organization meetings at locations throughout the city
- 6,500 web page visits
- More than 1,300 Community Conversation webinar views to-date
- Meetings with eight former advisory committees and the new Integrated Transportation Community Advisory Committee

The engagement approach, to date, has helped ensure that the Mobility Master Plan reflects a diversity of perspectives and people with intersectional identities. Resources will continue to be allocated to ensure engagement with hard-to-reach communities,

local and urban Indigenous communities and established organizations remains a focus.

Through 2023, staff will remain flexible on the delivery of project communication and milestones, to allow for the continued development of community partnerships and input. The Project Team continues to seek opportunities to integrate existing data, studies and research as well as combine Climate Emergency Action Plan and ReThink Zoning engagements to minimize consultation fatigue where possible.

2.2 What We Have Heard So Far

Feedback was received from Londoners on a wide variety of issues that influence how they move around the city and reach their destinations. The findings are valuable in identifying gaps from the experiences and perspectives of users. There are many apparent emerging patterns in mobility experiences among participants. Key themes that emerged from the feedback with example comments from residents are as follows:

- **Transit reliability:** Transit was one of the most frequent topics of discussion throughout the Phase 1 engagement with Londoners, indicating challenges meeting daily travel needs using the current transit system. Specifically, many concerns were raised about service frequency, wait times, and the lack of transit service to certain parts of the city. Participants also expressed support for more express service and concerns with the length of time it takes to use transit as opposed to walking or driving/using taxi service. However, it is noteworthy that transit service was reduced during this period due to COVID-related resource challenges.

“I have to transfer, and it takes me 90 minutes to get to work using transit.” - resident

- **Affordability:** Based on [Stats Canada](#) data the average after-tax income of 25 to 34 year-olds in Ontario was \$43,200 in 2019/2020. Many Londoners interviewed highlighted challenges associated with being able to afford transportation (e.g. gas, a bus pass) in addition to other daily needs, including food and housing. Affordability directly impacts the ability of Londoners to get and maintain a job and/or participate in social, recreational and other activities.

“For me, it’s a choice between groceries or a bus pass.” – resident

- **Pedestrian connectivity and sidewalk conditions:** Londoners expressed that the lack of sidewalks in certain areas, and the condition of existing sidewalks, is a barrier for walking, pushing strollers, and using wheelchairs and/or other mobility aids in the city. Sidewalk condition issues raised included the quality of curb ramps, cracked and uneven sidewalks causing trip hazards, and many sidewalks being too narrow. There was particular concern about sidewalk conditions in the winter, including when accessing transit. Many who rely on mobility aids (e.g. walkers and wheelchairs) feel they cannot leave their homes when the sidewalks are icy and/or covered in snow, leaving them feeling isolated and unable to access their everyday needs and wants for days at a time.

“The winter is extremely isolating. I am unable to leave my home because I can’t get my wheelchair through the snow.” – resident

- **Cycling connectivity:** Feedback received through all platforms indicated a strong desire for more separation between people on bikes and drivers. Many Londoners who participated in Phase 1 engagement noted that protected bike lanes make them feel safer and more likely to travel by bike. Many cyclists

commented on how disconnected the current cycling network is and expressed a strong desire to see missing links connected. Many cyclists indicated they feel extremely limited to what they can access using comfortable bike facilities.

“The protected bike lane on Colborne has improved my life immensely, allowing me to shop, work and play at a variety of locations safely.” - resident

- **Road safety:** Londoners are concerned about how safe it is to walk, bike and access bus stops in the city. Participants expressed concerns about walking along, crossing, and riding bikes on busy, multi-lane streets in close proximity to cars. Numerous Londoners who highlighted road safety concerns also highlighted the importance of high-quality pedestrian environments, pedestrian crossovers and protected bike lanes.

“Every day on the way to work I am scared of being run over by a speeding car or an inattentive driver making a left/right turn without paying attention to people on the roads.” - resident

- **Accessible transportation:** Both through the community engagement for this project as well as through the development of the Multi-Year Accessibility Plan, findings showed that the specialized transit service and accessible cabs are not meeting the needs and desires of Londoners. All trips taken on the specialized transit service are pre-booked which limits what individuals can access and the quality/spontaneity of their everyday life.

“My child had to go home sick from school but there was no specialized transit or accessible cabs available, so I had to cab there to pick her up and go home with her on my lap.” – resident

- **Road congestion:** Londoners expressed concerns about increasing traffic congestion and corresponding increases in travel times to reach important destinations, especially during the morning and evening rush hours. Many who ride transit also expressed concern about busses being slowed by traffic congestion, including several comments about the length of time to make cross-town trips by bus.

“Moving across the city is a frustrating experience due to traffic congestion and lack of efficient transit options.” - resident

- **Personal safety, racism, and discrimination:** Many Londoners reported feeling unsafe and experiencing racism, discrimination, and/or violence while using transit, accessing transit, and/or using the City’s active mobility and pathway network. Londoners have also reported feeling unsafe while navigating the downtown core and walking at night in areas with limited lighting, with many suggesting that tools like emergency buttons and increased supports for individuals experiencing unsafe situations would be valuable.

“I don’t feel comfortable speaking my native language on the bus.” – resident

- **Accessing daily needs:** In general, many Londoners expressed a connection between the ways they move around city with where they live, work or need to go on a regular basis. A desire to more easily access everyday needs and wants including jobs, grocery stores, health care, community spaces and family-oriented destinations was expressed by many. Londoners also highlighted the need to use a car and/or an inability to access nearby destinations due to unpleasant pedestrian conditions/crossings.

“I need to be in walking distance to my local pharmacy and variety store to meet my daily needs.” – resident

2.3 Confirming the Vision and Guiding Principles

The draft MMP Vision and Guiding Principles were initially developed by the project team in alignment with key policy documents including The London Plan and the Climate Emergency Action Plan.

Feedback collected through Phase 1 engagement confirmed that the draft Vision and Guiding Principles are in line with Londoners’ current needs and aspirations for the future. Londoners expressed strong support for transportation and mobility options that are environmentally sustainable, reliable and provide more convenient access to people, places, and services. Phase 1 engagement also underscored the importance of transportation being affordable and developing an MMP that furthers safety and comfort for all residents and users of the mobility system. Highlights of feedback related to each Guiding Principle is provided below:

- **Environmentally sustainable:** Feedback underscored strong support for walking, cycling, and riding transit and a desire to start or continue to use them.
- **Financially sustainable:** Feedback highlighted the need for affordable mobility options.
- **Equitable:** Feedback highlighted the significant differences in mobility experiences and ability to meet daily needs based on age, ability, income level, etc.
- **Healthy and safe:** Feedback emphasized the need to plan a mobility system where everyone feels safe and protected, using all modes, year-round and at any time of day in addition to infrastructure and amenities that help encourage active lifestyles.
- **Integrated, connected and efficient:** Feedback underlined strong support for efficient cross-town trips, improved transit reliability and greater access to the entire city among all modes.

The confirmation that the Vision and Guiding Principles are in alignment with Londoner’s current and future needs, was also considered in the current context of the climate emergency, rapid population growth, rising prices, the housing and homelessness crisis, COVID-19 recovery, and community discussions about racism and discrimination.

2.4 Next Steps

Analysis of Phase 1 engagement findings is on-going. Notably, the project team will be using demographic data voluntarily provided by many engagement participants to further analyze feedback received to date. This includes making connections between participants’ location, age, ability, gender, ethnicity, income, etc. and their responses, such as how and why people move around the city, to identify variations. This will provide a deeper understanding of engagement findings and enable more targeted context-specific transportation and mobility recommendations. Demographic data will also be used to better understand who has participated in engagement events and enable adjustments to future engagement activities if needed to encourage an even greater diversity of participation in MMP engagement activities.

Input on the MMP continues to be welcomed and new engagement opportunities are being planned. Currently, the project team is in the process of developing evaluation criteria for community input. The evaluation criteria is being developed based on the

Guiding Principles, and will be used to evaluate currently planned projects and inform the development of new recommended improvements for the mobility network.

The ability to achieve London's climate goals is a paramount consideration as part of this project. The project team will undertake a comprehensive assessment to determine ambitious, achievable mode share targets for the primary methods of travel which will enable London to meet its climate and city-building goals. Various factors will be considered in determining mode share targets including the assumed pace of electric vehicle adoption, the potential impacts of emerging technologies and new mobility options such as e-bikes. The proposed mode share targets will be presented to Council for approval.

The process to identify future improvements to meet the Council-approved mode share targets will include technical analysis of the mobility network under current and future conditions based on anticipated growth mapped out in detail across the city. Various factors and scenarios will be considered as part of the analysis including post-covid travel patterns, transportation demand management (TDM) programs and policies.

The identification, technical assessment and evaluation of improvement alternatives will be an iterative process that will result in recommended priority networks for different modes of travel. Community consultation and engagement will be sought as part of the process and these key recommendations will be presented to the Civic Works Committee for Council approval.

All of the above will be completed as part of Phase 2 through much of 2023. The third and final phase will continue into early 2024 and will include the development of an implementation plan informed by project prioritization and project cost estimates.

Conclusion

This report provides Council with an update on the Mobility Master Plan community engagement completed to date, an overview of key themes heard from the community, how the feedback confirms the draft Vision and Guiding Principles.

This report recommends the approval of the Vision and Guiding Principles as the framework for the decision-making process for the development of the Mobility Master Plan.

The project team will continue to progress with the development of the Mobility Master Plan 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. Reports to the Civic Works Committee will be submitted to ensure that Council members are engaged with and can provide direction to the Mobility Master Plan as it progresses. Extensive public consultation and engagement will continue throughout all phases of this process.

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c: Mobility Master Plan Internal Steering Committee
Integrated Transportation Community Advisory Committee