

Date: June 8, 2021

To: Chair and Members of General Committee

From: Geoff Wright, P.Eng, MBA, Commissioner of
Transportation and Works

Originator's files:

Meeting date:
June 23, 2021

Subject

Pedestrian Master Plan – All Wards

Recommendations

1. That the vision, goals, recommendations and actions of the Pedestrian Master Plan, as summarized in the report titled “Pedestrian Master Plan – All Wards” dated June 8, 2021 from the Commissioner of Transportation and Works, be endorsed.
2. That staff be directed to publish the “Notice of Study Completion” for the study and to place the “Pedestrian Master Plan” on the public record for up to a 45-day review period in accordance with the Municipal Class Environmental Assessment process; and
3. That Capital Funding Scenario ‘B’, as outlined in the Corporate Report titled “Pedestrian Master Plan” dated June 8, 2021 from the Commissioner of Transportation and Works, be recommended for inclusion in the 2022-2025 Business Plan and 2022-2031 Capital Budget for the consideration of Budget Committee.

Executive Summary

- The Pedestrian Master Plan (“PMP”) is a long-term plan that aims to improve the pedestrian network and related infrastructure, policies and programs in Mississauga.
- The PMP lays out a Vision, four Goals and 68 Action items that will help contribute to achieving several strategic and transportation goals related to walking in Mississauga.
- The PMP identifies the need for 1,167 kilometres (725 miles) of new pedestrian infrastructure, including 232 kilometres (144 miles) of high priority gaps (new sidewalks).
- Capital Funding Scenario ‘B’, with an average annual amount of \$3.1 million, would double the City’s current rate of investment, allowing for more strategic additions to the pedestrian network and more effective coordination with other road projects.

Background

Walking is the most fundamental and sustainable form of transportation and nearly every journey begins and ends by foot.

The City's 2019 Transportation Master Plan ("TMP") outlined a vision that:

In Mississauga, everyone and everything will have the freedom to move safely, easily, and efficiently to anywhere at any time.

The TMP outlined nearly 100 actions that will take Mississauga towards these goals. Action 14 from the TMP recommended a "pedestrian network plan to identify and address gaps and inconsistencies in the pedestrian network, with special attention to connectivity and accessibility standards, by conducting a detailed audit".

The TMP is the overarching transportation plan amongst other master plans, such as Changing Lanes (under development), Cycling Master Plan (approved in 2018) and the Pedestrian Master Plan (summarized and recommended in this report). The inter-relationships and hierarchies amongst these and other related plans are illustrated in Figure 1 below.

Figure 1: City Strategic & Master Plan Relationships



Through Vision Zero (“VZ”), the City of Mississauga is prioritizing the safety of vulnerable road users, with a major focus on pedestrians. The VZ Action Plan, currently under development, will recommend a number of opportunities for safety improvements that build upon the recommendations of the Pedestrian Master Plan (“PMP”). The VZ Action Plan will guide staff in decision making for actualizing the PMP recommendations and educate the public on Vision Zero and how Mississauga intends to achieve the goal of zero fatalities and serious injuries as a result of collisions on our roadways. The VZ Action Plan will focus on the 5 E’s of Vision Zero which include Engineering, Education, Enforcement, Empathy and Evaluation.

The Changing Lanes project is developing a new road classification system and Complete Streets guidelines for Mississauga. These tools will be used by staff, developers and consultants in the design of City streets and will ensure that the City’s streets are safe and more convenient for all users, including pedestrians. To implement the guidelines, Changing Lanes will identify high-priority road improvement projects in Mississauga. This prioritization will advance the City’s Vision Zero commitments and the actions of the PMP. Once the guidelines have been adopted, the Changing Lanes project will also update our street engineering design standards.

The PMP is the first step towards the long-term vision for walking in the community. The strategies and actions outlined in the PMP lay the groundwork for implementation and aim to improve the pedestrian network, infrastructure, policies, programs, and environment so that people of all ages and abilities have the freedom to move freely and comfortably as a pedestrian.

Comments

In December 2019, staff initiated a study to develop the City’s first Pedestrian Master Plan (PMP). The consulting firm Urban Systems was retained to provide professional expertise, support public engagement activities, and to author the plan. The project team included staff from multiple departments and divisions across the City. The study conducted a robust engagement process to involve stakeholders and the public in developing the Vision, Goals, Actions and a Long Term Pedestrian Network Plan.

The Executive Summary of the PMP is attached to this report as Appendix 1, and the full report is available online at: yoursay.mississauga.ca/pedestrian-master-plan. The full report includes the following chapters:

- Executive Summary on Pages 1 through 6;
- Chapter 1 – highlighting the purpose, process and public engagement activities that have shaped the development of the plan;

- Chapter 2 – setting the context of the plan, which includes an understanding of conditions for walking in the city, a snapshot of existing pedestrian facilities and highlights key challenges and opportunities that shaped the direction of the plan;
- Chapter 3 – outlining the Vision, four Goals and 68 Action items that will contribute to achieving several of the City’s strategic and transportation goals related to walking in Mississauga;
- Chapter 4 – examining the existing pedestrian network and identifying the gaps within the pedestrian network, and identifying how the gaps in the existing pedestrian network are addressed and prioritized for implementation; and
- Chapter 5 – providing a framework for monitoring the PMP’s success and outlining key measurement indicators tied to specific goals and objectives within the plan.

Accompanying the main document is a series of appendices that provide additional information and background regarding the City’s current pedestrian policies, planning strategies, and promotion and education initiatives. Additional appendices include a network assessment report and the engagement summary.

The PMP is the next step towards achieving the long term vision for walking in the community.

The comments below highlight the Vision, Goals, and Actions of the PMP that are recommended for endorsement, as well as a few of the key findings about walking in Mississauga.

Vision

Investments in walking and pedestrian infrastructure result in a more balanced transportation system – one that is more accessible, safe, cost-effective and efficient in terms of infrastructure investments. It is understood that increasing the number of walking trips will help contribute to achieving several of Mississauga’s strategic and transportation goals. The PMP has a vision that includes connectivity, accessibility, livability and health (Figure 2).

Figure 2: Vision Statement of the Mississauga Pedestrian Master Plan

People in Mississauga will walk knowing there are great places to visit and they have access to sidewalks, trails, and crossings that are safe, connected, and accessible, enhancing the overall health, vibrancy, and quality of life in the city.

Goals

Four supporting goals have been developed to provide direction on how to achieve the vision (Figure 3). These goals are intended to be both achievable and measurable to ensure the successful implementation of the PMP.

Figure 3: Goals of the Mississauga Pedestrian Master Plan

- Make walking safer and more comfortable, and work towards achieving Vision Zero.
- Build sidewalks and trails that are connected and accessible.
- Encourage walking as part of an active and healthy lifestyle.
- Increase the number of walking trips in Mississauga.

Recommendations and Actions

The recommendations and actions of the PMP are intended to achieve the vision and goals of the Plan. The PMP consists of six overarching themes (Figure 4).

Figure 4: Themes of the Pedestrian Master Plan

PLANNING builds on the relationship between how Mississauga grows and develops and how people move around the City. This theme also supports working with other departments, agencies, and jurisdictions to create great places to walk.

DESIGN focuses on creating connected, safe, accessible, and comfortable pedestrian facilities that can be used by all residents.

FUNDING AND PROJECT DELIVERY provides direction on how the City will fund and implement the PMP.

PROMOTION AND EDUCATION supports educational programs, promotional events and developing materials that make it easier and safer for people to walk.

OPERATIONS AND MAINTENANCE focuses on ensuring there are clear, smooth, and even sidewalks and trails to support and encourage walking year-round. In addition, walking facilities should be accessible and can be used by everyone.

EVALUATION focuses on monitoring and reviewing how the PMP is being implemented, the number of people walking in the community, and the health outcomes associated with more walking and physical activity.

For each theme, the PMP includes several recommendations and more detailed actions. There are a total of 68 Actions identified in the PMP. These actions aim to improve the pedestrian network, infrastructure, policies, programs and environment so that people of all ages and

abilities have the freedom to move easily and comfortably as a pedestrian. The PMP is a long-term plan, planning for the next 20 years and beyond, and is intended to be updated every 5 years or so.

Existing Pedestrian Network

The City of Mississauga has an existing network of walking facilities including sidewalks, trails, and walkways. When a suitable network exists within a community – such as having a complete and connected sidewalk network, safe crossings, and major destinations close to where people live – walking can be a practical and attractive form of transportation for almost all short trips throughout the year. Table 1 summarizes the lengths of existing pedestrian facilities in the City's network.

Table 1: Existing Pedestrian Facilities in Mississauga

| Pedestrian Facility Type | Length (km) |
|---------------------------------|--------------------|
| Sidewalks | 2400 |
| Multi-use Trails | 200 |
| Pedestrian Trails | 252 |
| Engineering Walkways | 24 |
| Total | 2876 |

Pedestrian Gap Network Assessment

Action 14 from the TMP recommended that a “pedestrian network plan to identify and address gaps and inconsistencies in the pedestrian network, with special attention to connectivity and accessibility standards, by conducting a detailed audit” be completed. An objective, GIS-based prioritization methodology was used to identify locations of gaps and inconsistencies and to prioritize them based on a list of pre-defined variables. The criteria for the prioritization of pedestrian infrastructure was developed in collaboration with staff and feedback from public engagement (Figure 5). Each variable contains score-able information and the results were combined to generate an overall score for the network gaps identified.

Figure 5: Prioritization Criteria Matrix

- Road Classification – Location in relation to existing road classification system provides a proxy for traffic volumes and speeds; Arterial Roads received the highest score.
- Transit – Location in relation to bus routes and within the closest proximity to transit stops.
- Schools – Location in relation to adjacent and within proximity to schools.
- Character Areas – Location in relation to character areas such as Downtown, Major Nodes, Community Nodes, Intensification Corridors, Corporate Centres and Employment Areas.

- Pedestrian Generators – Location within 500 metres of community facilities such as libraries, parks, cemeteries, seniors' facilities, places of religious assembly, trails and community centres were given a higher score.
- Network Connectivity – Locations that connect to existing sidewalks scored higher.
- Network Need – Location where there is currently no sidewalk on either side of the street would score higher than cases where a sidewalk is already provided on one side of the roadway.
- Equity – Locations with the greatest equity need were given the highest score.

Implementation

The strategies and actions developed as part of the PMP are intended to guide Mississauga's capital, operations, maintenance, policy, and programming decisions, as well as on-going resource requirements in support of walking and pedestrians over the next 20 years and beyond. While the PMP has been developed as a long-term plan, it will require financial investment, and an implementation strategy to prioritize improvements over the short, medium, and long term.

Filling in all of the gaps proposed as part of the PMP would require approximately 1,200 kilometres of new sidewalks and other linear pedestrian facilities. As a result, network priorities (high, medium and low) were identified based on an objective and systematic prioritization methodology which included nine criteria (Figure 5, above), as summarized in Table 2.

Table 2: Pedestrian Network Gaps

| Pedestrian Network Gaps (term) | Total (km) |
|---------------------------------------|-------------------|
| High Priority | 232 |
| Medium Priority | 488 |
| Low Priority | 447 |
| Total | 1167 |

The PMP focuses on the implementation of approximately 232 kilometres of high priority pedestrian network gaps (new sidewalk).

Public and Stakeholder Outreach

The PMP used a robust engagement program to involve stakeholders and the public in developing the Vision, Goals, and Actions for Mississauga's pedestrian network. Highlights of the engagement program included:

- Virtual public information sessions;
- Two online surveys with over 700+ responses; and
- Presentations to Advisory Committees of Council (Road Safety Committee, Environmental Advisory Committee, Accessibility Advisory Committee, Traffic Safety Committee).

Strategic Plan

Implementation of the PMP will support all of the City's Strategic Pillars for Change.

Investments in walking will increase transportation capacity, improve access to transit and provide mobility choices for those who do not drive or have access to a vehicle, which supports the pillars of *Move, Belong and Connect*. The pillar of *Prosper* will be supported by investments in connected and accessible pedestrian infrastructure. Finally, an increased uptake of walking over motorized forms of transportation will help to improve local air quality and preserve our environment, supporting the pillar of *Green*.

Financial Impact

The Active Transportation Office (within the Transportation and Works Department) programs the capital plan for new pedestrian infrastructure (sidewalks) on City-owned road rights-of-way (ROWs).

Recommended Funding – Roads Service Area

Four capital funding scenarios for pedestrian infrastructure to be planned, budgeted and constructed by the Roads Service Area were developed, based on the number of years to complete the network, as summarized in Table 3 below. This represents the high priority network gaps (232 km) within the pedestrian network.

Table 3: Recommended Transportation and Works Funding Scenarios

| SCENARIO | LENGTH (KM/YEAR) | YEARS TO COMPLETE | YEARLY FUNDING ALLOCATION |
|--------------------|---------------------|----------------------|------------------------------|
| A (current) | 4 | 62 | \$ 1,500,000 |
| B | 8 | 30 | \$ 3,100,000 |
| C | 12 | 20 | \$ 4,700,000 |
| D | 23 | 10 | \$ 9,300,000 |

Table 4 below illustrates the differences between the scenarios with respect to strategic network buildout and project coordination.

Table 4: Capital Funding Scenario Comparisons

| Scenarios: | A (Recent) | B | C | D |
|----------------------------|-------------|-------------|-------------|-------------|
| Yearly funding allotment | \$1,500,000 | \$3,100,000 | \$4,700,000 | \$9,300,000 |
| Strategic Network Buildout | Low | Medium | High | Very High |
| Project Coordination | Medium | High | Very High | Very High |

Funding Scenario B is the preferred scenario and will be taken into consideration as the 2022-2031 Roads Capital Budget and Forecast is being developed. Using the recommended Scenario B level would increase recent funding requests by \$1,600,000 annually. This scenario represents a theoretical build-out of the high priority gaps within a period of approximately 30 years and would result in a significant improvement over the previous level of funding requests, allowing for strategic additions to the pedestrian network as well as more effective coordination with road rehabilitation and major road improvement projects. In addition, Provincial and Federal grants could potentially close the gap to reduce the network build-out period.

Conclusion

The PMP provides a comprehensive approach to guide Mississauga's investments in pedestrian infrastructure, programs, and policy over the next 20 years and beyond. The PMP, to be updated every five years or so, will contribute to increased transportation options by improving the safety, accessibility, comfort, and convenience for pedestrians in the City. Completing the pedestrian network is a key priority to meet the goals of the City of Mississauga's Official Plan, Strategic Plan, Transportation Master Plan, Vision Zero and Changing Lanes.

Attachments

Appendix 1: Pedestrian Master Plan – Executive Summary

Appendix 2: Pedestrian Master Plan – Actions



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