

City of Mississauga
Corporate Report



<p>Date: October 3, 2023</p> <p>To: Chair and Members of General Committee</p>	<p>Originator's files:</p>
<p>From: Geoff Wright, P.Eng, MBA, Commissioner of Transportation and Works</p>	<p>Meeting date: October 18, 2023</p>

Subject

Shared Micro-mobility Program

Recommendation

1. That a Shared Micro-mobility Program of a hybrid docked and dockless, privately owned and operated system of e-bikes and e-scooters, set for implementation in the second quarter (Q2) of 2024 as detailed in the report titled, "Shared Micro-mobility Program", dated October 3, 2023 from the Commissioner of Transportation and Works, be approved.
2. That cost centre 23729 – Micro Mobility Program be created with a gross budget of \$62,285 and net budget of \$0 in 2024, as outlined in the report from the Commissioner of Transportation and Works, dated October 03, 2023 entitled "Shared Micro-mobility Program".
3. That the Parks By-law 0197-2020 be amended to permit the use of e-scooters on select park trails, as outlined in the report from the Commissioner of Transportation and Works, dated October 03, 2023 entitled "Shared Micro-mobility Program".
4. That all necessary by-laws be enacted.

Executive Summary

- Staff recommend that a City-wide Shared Micro-mobility Program commence in Q2 2024.
- Staff are satisfied that all stakeholder concerns will be effectively addressed with the full implementation of the recommended program.
- The program will offer 900 e-scooter and 300 e-bikes through a hybrid model of docked and dockless parking.
- There is no financial impact. Full cost recovery.
- Staff will report to General Committee in 2025 on the status of the program.

Background

Phase 1: Program Development

On June 15, 2022, General Committee received the corporate report titled, “Micro-mobility Program Development Phase 1 Final Report” ([GC-0409-2022](#)). The goal of this first phase was to identify recommended vehicle types, system and governance models most appropriate for the City. General Committee directed that staff report back on the following:

- a) A review and response to the concerns raised by the Accessibility for Ontarians with Disabilities Act Alliance;
- b) An in-depth review of the legal and risk aspects of the program;
- c) An outline of the concerns raised regarding safety on multi-purpose trails and in parks;
- d) A summary on the City of Toronto’s reasons for prohibiting e-scooters; and
- e) An implementation plan to for a shared micro-mobility service in Mississauga.

Provincial E-Scooter Pilot

On November 27, 2019, the Province of Ontario announced a five-year pilot program to allow e-scooters on municipal roads in Ontario, beginning on January 1, 2020 ([O.Reg.389/19](#)). The pilot is the Province’s primary tool in informing the feasibility of a permanent e-scooter framework. All necessary by-laws to permit and regulate the use of e-scooters in Mississauga were enacted in 2021.

The Province has since proposed to extend the pilot end date to 2028 to align the expiry periods for all provincial micro-mobility pilots in order to collect consistent data and better communicate the rules for each type of vehicle to municipalities and to the public.

Shared Systems in Ontario

Seven Ontario municipalities have shared micro-mobility systems.

- The City of Toronto continues to operate a bike share system that launched in 2011 and introduced e-bikes in 2020.
- The City of Ottawa renewed its shared e-scooter system for a fourth year in 2023;
- The City of Windsor renewed its shared e-bike and e-scooter system for a third year in 2023;
- The City of Hamilton launched a shared e-scooter system in addition to their existing bike share on April 2nd, 2023;
- The City of Brampton launched a shared e-scooter system on April 12, 2023;
- The Region of Waterloo launched a shared e-bike and e-scooter system on April 14, 2023; and,
- The City of Oshawa launched a shared e-scooter system in spring 2023.

Comments

This report is divided into two parts:

- Part 1: General Committee Response: The staff comments and responses to the GC direction as noted in the Background section above.
- Part 2: Implementation Plan: An overview of the recommended implementation plan for a Shared Micro-mobility Program.

PART 1 – GENERAL COMMITTEE RESPONSE

AODA Alliance

In response to the “Micro-mobility Program Development Phase 1” staff report, the AODA Alliance made a deputation to General Committee on June 15, 2022. The AODA Alliance outlined various accessibility and safety-related concerns regarding the potential implementation of a shared micro-mobility program. A detailed response to all of the concerns can be found in Appendix 1.

Staff are satisfied that all areas of the concerns will be effectively addressed throughout the implementation of the program. Further, staff intend to continue to meet regularly with the Accessibility Advisory Committee and external accessibility advocacy organizations, to proactively seek input from experts and community members and continuously evaluate the shared micro-mobility program.

Legal and Risk

The Province of Ontario’s e-scooter pilot program provides guidelines for municipalities who opt into the pilot and are considering a shared e-scooter system. The provincial guidelines for liability state that municipalities should require e-scooter companies to indemnify the municipality and hold appropriate insurance requirements, and determine the appropriate insurance type and coverage amounts.

Staff will require the successful service provider(s) to maintain general liability insurance. Coverage shall consist of a comprehensive policy of public liability and property damage insurance. Staff will require prospective service providers to provide full indemnity against all claims, demands, loss, costs, damages, actions, suits, adjuster fees, or other proceedings.

The request for proposals will clearly outline staff’s expectations of a service provider and the agreements between the City and the successful service provider(s) will ensure the appropriate insurance coverage is provided.

Multi-use Trails and Parks

As the number of device types permitted to use Multi-Use Trails increases, concerns around safety and trail etiquette have emerged. Common concerns include overcrowding, speeding, and poor trail etiquette.

In order to prevent feelings of overcrowding on Multi-Use Trails, devices in the shared micro-mobility system will be limited to major, paved trails that form an important part of the cycling network. They will not be permitted on smaller, local park trails.

Technology in the shared e-bike and e-scooter industry is capable of limiting the access and speed of any device across the City and within certain zones. Staff will work with the successful service provider(s) to identify and establish no-ride and slow-ride zones for e-bikes and e-scooters, which will see the speed of these devices lowered in higher conflict areas such as busy Multi-Use Trails.

City of Toronto

In a report to the Infrastructure and Environment Committee on April 14, 2021, City of Toronto staff concluded that accessibility barriers, safety concerns, and insurance issues remain unresolved for privately owned and rental e-scooters and recommended that the City not opt-in to the e-scooter pilot. A detailed summary of the City of Toronto's position as well as the City of Mississauga staff response to each concern can be found in Appendix 2.

Over two years have passed since the report was presented to City of Toronto Council. In that time, there have been technological advancements in the e-scooter industry as well as lessons learned from other municipalities such as the Cities of Ottawa, Windsor, Hamilton, Brampton, Oshawa, and the Region of Waterloo. City of Mississauga staff believe that the concerns raised in the City of Toronto's report can be effectively addressed through the recommended implementation plan.

PART 2 – IMPLEMENTATION PLAN

System Overview

A suitability analysis for a shared micro-mobility system was undertaken for the City of Mississauga by Momentum Transport Consultancy and can be found in Appendix 3. Staff considered these report findings alongside previous studies and current City Master Plans and recommend that:

- Shared micro-mobility vehicles be offered City-wide;
- The initial fleet consist of 900 e-scooters and 300 e-bikes; and
- The system will provide 400 parking locations (City-wide) and support a hybrid model of docked and dockless parking.

Based on this model and analysis, it is estimated that the system will generate 1,500 to 2,000 daily trips.

Service Providers and Program Launch

The program is recommended to commence in Q2 2024. The following provides a high-level overview of the next steps to acquiring a service provider(s):

Bid Proposal & Evaluation: Pending Council approval, staff will immediately commence the procurement process through a request for proposal. Mandatory technical submission requirements will be evaluated followed by a product demonstration for

select bidders. Following this evaluation, a contract(s) will be awarded for a three (3) year term. For a detailed list of requirements, the draft Statement of Work can be found in Appendix 4.

Contract Award & Service Agreement: Staff recommend seeking up to two (2) service providers to deliver a shared micro-mobility system for an initial term of three (3) years. The term may be extended by the City for an additional two-year term if desired. This would coincide with the conclusion of the Provincial Pilot.

Detailed System Planning: Once a service agreement is reached, the successful service provider(s) will begin work to identify exact locations for parking stations, and secure the necessary resources to successfully run the system.

Program Launch: Immediately following the program launch in Q2 2024, staff will continuously monitor and evaluate the program as detailed below.

Monitoring and Evaluation Framework

The following eight strategic pillars for micro-mobility in the City of Mississauga, endorsed by Council on December 9, 2020, will form the foundation of the program:

- Accessibility and Ease of Use – avoid creating accessibility barriers to the extent possible and ensure systems are available for use to all residents (geographically, temporally, financially, physically);
- Addressing Climate Change – reduce vehicular traffic congestion/move people rather than cars and improve mode share for active transportation;
- Build Sense of Community – nurture community by developing a vested interest in micro-mobility, including public art components;
- Education – improve residents’ understanding of the rules of using micro-mobility systems;
- Leverage and Partner with Business – monetize or capitalize on the presence of micro-mobility, including sponsorship and the use of micro-mobility vehicles for goods movement;
- Mobility as a Service – provide a wide variety of ways to move around the City, including combining modes of travel;
- Safety – build complete streets, including separated active transportation corridors; and
- Supporting Infrastructure and Policies – create a robust and sustainable financial model, and address liability and risk.

The Monitoring and Evaluation Framework lays out the goals and objectives of the program, indicators of success, and a list of data staff will need to collect to evaluate the program. It can be found in Appendix 5. Staff will report to General Committee in 2025 with an update on the Shared Micro-mobility Program.

Compliance

Staff acknowledge that the improper use of vehicles in a shared micro-mobility system can create safety and accessibility concerns. To address those concerns, staff have set out clear requirements for the service provider(s) to meet.

Compliance is expected to be handled by the service provider(s). An agreement between the City and the service provider(s) will identify service levels for ensuring the system meets the requirements set out in the agreement. Penalties for different types of non-compliance by the service provider(s) have been developed.

Staff recognize that some intervention may be required if the service provider(s) fails to meet the level of service outlined in the agreement. Should City staff be required to intervene, the cost of that intervention (staff time, resources, etc.) will be charged to the service provider(s).

The shared micro-mobility program requires a continued relationship between staff and the service provider(s) to ensure success. Once the competitive procurement process is complete and the preferred service provider(s) have been chosen, City staff will monitor the roll out closely and meet with the micro-mobility provider(s) regularly to give real-time feedback and ensure corrective action is promptly carried out when needed.

Communication and Education

Staff run an annual Share the Trail Campaign to remind users of the importance of proper trail etiquette and encourage safe riding. The campaign includes sharing information through various communications channels, trail signage, education workshops and events, and pop-ups conducted by the City's Bike Ambassadors throughout the spring and summer months. These initiatives will continue with the shared micro-mobility program.

Leading up to the system launch, staff will work with the successful service provider(s) to develop a Marketing, Communication and Education Plan. The plan will ensure the service provider(s) disseminate clear and effective messaging throughout the program to diverse populations using a variety of communication methods.

Strategic Plan

The Shared Micro-mobility Program is aligned with the City's *Move* Strategic Pillar. It is also aligned with several other City strategic and master plans, including:

- Transportation Master Plan (2019): Action 22 recommends that the City investigate policy options to determine how the City can best work with and regulate micro-mobility technologies and vendors, including but not limited to bike share systems, e-bike systems, and e-scooter systems.
- Climate Change Action Plan (2019): Action 18-1 recommends that the City encourage and enable micro-mobility systems and establish a policy framework for shared micro-mobility systems in Mississauga.
- Economic Development Strategy (2020-2025): Priority 3, "Deliver Durable Infrastructure" recommends three Strategic Themes, including "Human Centred Development";

proactively establishing a regulatory framework for electric bicycles and scooters will help to better connect people to work or other destinations without relying on car travel.

Financial Impact

The recommended governance model for the City of Mississauga’s Shared Micro-mobility Program is a privately owned and privately operated system. Under this model, permit fees can be set to offset City expenses.

The service provider will be charged an annual administration fee, an annual fee for each vehicle they have deployed within the City limits, and a portion of the fees they charged users for each trip. These fees are benchmarked based on those collected by peer cities.

Staff will also require a security deposit from the service provider(s). Should City staff be required to intervene, the cost of that intervention (staff time, resources, etc.) will be charged to the service provider and deducted from the security deposit.

The following table outlines the pro-rated 2024 and full year 2025 estimated revenues and expenses.

<u>Shared Micro-Mobility Program – Cost Centre 23729</u>		
<u>Expenses:</u>		
Description	2024 Budget (Pro-Rated)	2025 Budget
Internal Staff Chargeback	\$39,785	\$53,050
Professional Services/Studies	\$22,500	\$30,000
Total Expenses	\$62,285	\$83,050
<u>Revenues:</u>		
Description	2024 Budget (Pro-Rated)	2025 Budget
Annual Administration/Vehicle Fees	\$43,125	\$57,500
Trip Fees – E-Bikes	\$1,200	\$1,600
Trip Fees – E-Scooters	\$17,960	\$23,950
Total Revenues	\$62,285	\$83,050
Net Costs	\$0	\$0
<u>Notes:</u>		
<i>The Preliminary Service Area Mapping study by Momentum estimates ~1500-2000 trips per day. Using the midpoint estimate of 1750 trips per day, maintaining the 3:1 ratio of e-scooters to e-bikes would result in 1,312.5 e-scooters trips per day and 437.5 e-bike trips per day.</i>		
<i>\$0.01 per trip for e-bikes (x437.5/day)</i>		
<i>\$0.05 per trip for e-scooters (x1,312.5/day)</i>		
<i>2024 Budget Pro-rated based on a Q2 2024 start.</i>		

Conclusion

A Shared Micro-mobility Program will provide an additional transportation option for residents of Mississauga, supporting several strategic goals. Staff recommend that a Shared Micro-mobility Program of a hybrid docked and dockless, privately owned and privately operated system of e-bikes and e-scooters be implemented in the second quarter (Q2) of 2024. Staff will report to council in 2025 with an update on the Shared Micro-mobility Program.

Attachments

Appendix 1: Response to AODA Alliance Concerns

Appendix 2: E-scooters in the City of Toronto

Appendix 3: Preliminary Service Area Mapping

Appendix 4: Draft Statement of Work

Appendix 5: Monitoring and Evaluation Framework



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

Prepared by: Mattéa Turco, Transportation Planner, Active Transportation