

Respecting Local Democracy and Cities - Supplemental Report: Impact of Bill 212 Bike Lanes Framework

Date: November 13, 2024

To: City Council

From: City Manager

Wards: All

REASON FOR CONFIDENTIAL INFORMATION

Attachment 1 to this report contains information which has not yet been published, but which was explicitly supplied in confidence to the City of Toronto as a partner municipality in the Transportation Tomorrow Survey 2022 (TTS). The TTS is conducted by a consultant retained by the Ministry of Transportation (MTO) of Ontario as part of a cooperative effort by local and provincial government agencies to collect information about urban travel in southern Ontario. The TTS will be made public by the MTO at a yet to be determined date.

SUMMARY

On October 21, 2024, the Honourable Prabmeet Sarkaria, Minister of Transportation, introduced [Bill 212, Reducing Gridlock, Saving You Time Act, 2024](#) in the Ontario Legislature.

Bill 212 is an omnibus bill that would introduce and amend several pieces of legislation. This report focuses on Schedule 4: Amendments to the Highway Traffic Act (HTA), specifically as they relate to the province's proposed Bike Lane Framework. Within this framework:

- Municipalities would be required to seek Provincial approval to allow for new bike lane construction where the design for the bicycle lane would reduce the number of marked lanes available for travel by motor vehicle traffic.
- Municipalities would be required to submit information to the Ministry about existing bicycle lanes, where the addition of the existing bicycle lane reduced the number of marked lanes for motor vehicle travel. Municipalities would be compelled to collect and provide information about existing bike lanes on a set / periodic basis.

On October 31, 2024, the Province proposed an addendum to the framework that would require the City of Toronto to provide support to the Province to facilitate the removal of bike lanes on Bloor Street, Yonge Street, and University Avenue, or sections thereof, and return them to a lane of traffic for motor vehicles. Additional authorities to facilitate the removal of these lanes would also be included in the legislation including an exemption from the *Environmental Assessment Act*.

This report summarizes the impact of the Province's proposed Bike Lane Framework introduced within Bill 212, including:

- Potential for decreased safety for people cycling and pedestrians, in addition to a potential for increased collision risk for drivers;
- Estimated financial impact of
 - \$48 million in additional costs to provincial taxpayers to pay for the removal of existing bike lanes that have been constructed in recent years.
 - Lost investment of \$27 million in city costs to install the existing infrastructure.
 - As yet unknown additional costs to identify, design, and construct alternative cycling routes, each with their own impacts and infrastructure challenges.
 - As yet unknown additional staff resources and infrastructure costs to redesign and reconstruct these roads to add space for motor vehicles.
- The removal of existing bike lanes will be a complex project that will be challenging to implement within a short-time period, due to planning, design and construction requirements;
- Increased travel times for drivers due to traffic congestion from additional construction that would be necessary to facilitate the removal of existing bike lanes. Restoring vehicle lanes on Bloor Street, University Avenue and Yonge Street would take additional staff resources and time to redesign and reconstruct these roads, and would negatively impact driver travel time and businesses during construction, with likely minimal improvements in travel time once lanes are removed; and
- Impact to broader public health, environment, and economic benefits of active transportation, limiting the City's ability to achieve the TransformTO target of net zero emissions in Toronto by 2040.

RECOMMENDATIONS

The City Manager recommends that:

1. City Council direct that the confidential information contained in Confidential Attachment 1 remain confidential in its entirety, as it contains information explicitly supplied in confidence to the City of Toronto as a partner municipality in the Transportation Tomorrow Survey 2022, conducted by a consultant retained by the Ministry of Transportation of Ontario as part of a cooperative effort by local and provincial government agencies to collect information about urban travel in southern

Ontario, until such time as the Transportation Tomorrow Survey 2022 is authorized to be published by the Ministry of Transportation of Ontario.

FINANCIAL IMPACT

There are no financial implications resulting from the recommendations included in this report.

This report contains a preliminary summary of the estimated financial impact associated with the cost of installation and potential removal of bike lanes on Bloor Street, Yonge Street, and University Avenue, or sections thereof, as proposed by the Province. The report recognizes the City's investment of approximately \$27 million to install existing bike lane infrastructure on these streets. Furthermore, it estimates the cost associated with the removal of bike lanes on Bloor Street, Yonge Street, and University Avenue, and replacement with motor vehicle lanes to be approximately \$48 million. Given the recency of the proposed legislative changes being considered, the estimates contained within this report are only preliminary in nature (order-of-magnitude level), and subject to further review and refinement.

The Chief Financial Officer and Treasurer has reviewed this report and agrees with the information as presented in the Financial Impact Section.

DECISION HISTORY

On October 21, 2024, the Honourable Prabmeet Sarkaria, Minister of Transportation, introduced [Bill 212, Reducing Gridlock, Saving You Time Act, 2024](#) in the Ontario Legislature. On November 7, 2024 the Bill was referred to the [Standing Committee on Heritage, Infrastructure and Cultural Policy](#), with a hearing scheduled on November 18, 2024.

The Ministry of Transportation has posted information related to the legislative amendments on Ontario's Regulatory Registry and the Environmental Registry of Ontario (ERO) for public comment, at the following links: [Building Highways Faster Act, 2024](#) (also posted on the [ERO](#)) and [Framework for bike lanes that require removal of a traffic lane](#) (also posted on the [ERO](#)). The public comment period closes at 11:59 p.m. on November 20, 2024. However, the deadline to submit written comments to the Standing Committee reviewing Bill 212 is November 18, 2024, and the Standing Committee's own deadline to table proposed amendments to the legislation is November 19, 2024 (i.e. before the public comment period for the ERO posting closes).

On October 31, 2024, the Ontario government proposed an addendum to the [framework](#) on Ontario's Regulatory Registry and the [ERO](#) that would require the City of Toronto to provide support to the Province to facilitate the removal of bike lanes on Bloor Street, Yonge Street, and University Avenue, or sections thereof, and return them to a lane of traffic for motor vehicles. Additional authorities to facilitate the removal of these lanes

would also be included in the legislation including an exemption from the *Environmental Assessment Act*.

Attachment 2 contains a list of key City Council decisions on policy and infrastructure that would be impacted.

EQUITY IMPACT STATEMENT

In the past ten years (2015 – 2024 to-date), 28 people have been killed and 380 people have been seriously injured while cycling in the City of Toronto. 68% of these collisions took place on streets without safe cycling accommodations.

Toronto's Cycling Network Plan aims to improve access to safe bikeways for people of all ages and abilities so they can safely move throughout Toronto. In this context, 'all ages' means school-aged children through to older adulthood, and 'all abilities' means people who are less confident cycling as well as those with physical and/or cognitive disabilities. The focus on an all ages and abilities cycling network is an approach consistent with other major cities including Montreal and New York, as they seek to accommodate safe mobility in dense urban areas.

Many people in Toronto rely on cycling as an essential mode of travel, including in areas of the city currently underserved by safe cycling and pedestrian infrastructure. Throughout the public consultation activities for Toronto's Cycling Network Plan, many communities throughout Toronto identified the lack of safe cycling infrastructure in their neighbourhoods as an important, unmet mobility need. The absence of bikeways has a disproportionately negative impact on low-income communities and Indigenous, Black and other communities of people of colour.

CLIMATE IMPACT

In 2019, City Council declared a Climate Emergency for the purpose of "naming, framing and deepening our commitment to protecting our economy, our ecosystems and our community from climate change" ([Item MM10.3](#)). This was followed up more recently with the adoption of TransformTO Net Zero Strategy, which includes targets to achieve net-zero emissions in Toronto by 2040 ([Item IE26.16](#)).

The transportation sector is one of the largest emissions contributors, representing 36% of Toronto's emissions. To achieve Toronto's 2040 targets, a massive shift to low-carbon modes of transportation will be needed. TransformTO Net Zero Strategy goal is that by 2030, 75% of school/work trips under 5 km are walked, biked, or taken by transit. In order to meet these ambitious goals, the City would need to dramatically expand and improve the cycling network, expand transit networks, and continue to build transit oriented communities.

COMMENTS

Improving Mobility & Managing Traffic Congestion

Through Bill 212, the Province has stated they are seeking to "fight gridlock and get drivers where they need to go faster."

Research and experience from across North America and around the world have shown that a connected and safe cycling network is a key part of mitigating traffic congestion in a growing city, while improving safety and mobility.

The City of Toronto continues to be the busiest city in North America for construction, driven by several factors: the ongoing construction of major provincial transit projects including the Eglinton Crosstown Light Rail Transit (Line 5), Finch West Light Rail Transit (Line 6), and Ontario Line, private development activity to support population growth, and major infrastructure renewal including the Gardiner Expressway reconstruction. The reduced network capacity due to construction-related road closures is a primary factor contributing to congestion across the city.

While the economic benefits of these projects will deliver long-term value to the residents and businesses in the city, the impacts of construction are having a direct impact on network capacity and mobility across the city. Since the end of the pandemic, construction traffic impacts have been exacerbated by changes in travel patterns due to returning to in-person workplaces and a resurgence of people attending events on the weekends.

In summary, construction has increased, travel patterns and habits have changed, the city population continues to grow rapidly and, as a result, overall congestion is having a significant impact on people's daily lives and travel.

People who rely on motor vehicle travel also benefit from bikeways when enough other people choose to leave their car at home. It is well-documented that small reductions in the number of vehicles on a road can produce large improvements in traffic flow¹. Investing in convenient alternatives to driving, such as bikeways and public transit, is a necessary component of a successful traffic congestion management strategy. Those travelling by car also benefit from bikeways due to the increased safety and comfort when people cycling are not operating in mixed traffic.

The greatest opportunities for mode shift away from personal vehicle travel are for short trips under 5 km. About half of car trips made by Toronto residents are under 5 km in length. The more people that walk, cycle, or take transit, the fewer cars there are competing for the limited roadway space.

Like other major cities across North America, the City of Toronto has significantly expanded the cycling network in recent years, providing thousands of residents with improved access to jobs, schools, health care, services, and activities.

On Toronto streets where there is limited public right-of-way, particularly in denser areas of the city, it can be challenging to implement new bikeways without some changes to motor vehicle lanes. Even before a motor vehicle lane is considered for removal, staff review the potential for parallel routes that provide network connectivity to key destinations and various design options to minimize the impact on motor vehicles.

¹ 2022, Transportation Research Board, Highway Capacity Manual (HCM) 7th Edition;

When a motor vehicle lane is considered for removal, traffic analysis is completed and staff work to mitigate impacts in the design, such as managing traffic capacity at intersections through the inclusion of turn lanes. The experience in Toronto has been that while travel times for people driving are sometimes found to increase immediately following the installation of bike lanes that impact motor vehicle lanes, once further adjustments are made to optimize operations, the long-term impacts to travel time for drivers are generally minor².

Toronto is a Growing City

In 2023 alone, the City of Toronto's population grew by over 125,000 people - significantly more than any other city in North America³. Toronto's strong population growth is expected to continue; as of December 31, 2023, there were over 800,000 residential units in the Development Pipeline⁴. Much of this growth is planned to occur near to existing and planned transit and bicycle infrastructure, following the principles of integrated land use and transportation planning set out in the Official Plan.

When cities do not provide safe and comfortable alternatives to driving, the majority of residents have little option but to travel by motor vehicle. In growing cities like Toronto, if every new resident added another car on the street network, the traffic congestion across all parts of the city would be unmanageable. In dense urban areas, widening roadways to accommodate additional cars is not a viable option, land values motivate redevelopment of parking lots to higher-value uses, and many people are already living in or moving to Toronto without a car. Many households in Toronto do not own a car - 28% city-wide and 55% in the downtown. Travel mode choice is a crucial aspect of creating a livable city. Investing in new transit and bikeway projects is key to supporting urban life and economic vitality.

As part of Bill 185, the Cutting Red Tape to Build More Homes Act, 2024, which received Royal Assent on June 6, 2024, the Province amended the Planning Act to prohibit municipalities from enacting Official Plan policies and Zoning By-law standards that require minimum parking requirements for motor vehicles, other than parking facilities for bicycles. This prohibition would apply to 134 Council-adopted Major Transit Station Areas (MTSAs) and Protected MTSAs (PMTSAs), which are areas across the city that surround a planned or existing higher order transit station. These P/MTSAs are all subject to Ministerial approval, for which the Minister of Municipal Affairs and Housing has yet to issue a Decision.

On October 20, 2024, the Province brought into effect a new Provincial Planning Statement (PPS 2024) to which all planning matters must be consistent. The PPS 2024 encourages municipalities to focus growth and development in strategic growth areas,

² Bloor Street West Bike Lane Pilot Project Evaluation. p. 10-11
<https://www.toronto.ca/legdocs/mmis/2017/pw/bgrd/backgroundfile-107582.pdf>

³ Centre for Urban Research & Land Development, Toronto Metropolitan University
https://www.torontomu.ca/content/dam/centre-urban-research-land-development/BLOG/blog86/CUR_Blog_CAN_US_Population_Blog_June_10_2024_final.pdf

⁴ Development Pipeline 2023, Toronto City Planning
<https://www.toronto.ca/wp-content/uploads/2024/07/8742-city-planning-development-pipeline-bulletin-2023.pdf>

including MTSA's and explicitly directs municipalities to provide infrastructure that supports active transportation, including bicycle lanes and secure bicycle parking.

There is an inherent conflict between both Bill 185, the PPS 2024 and the proposed Bill 212, wherein municipalities are unable to regulate motor vehicle storage on private land but are able to require parking facilities for bicycles on major arterial roads, which are expressly intended for intensification by the Province. In over half of recently approved development applications along major roads with bike lanes, developers have provided bicycle parking spaces in excess of what is required by the Zoning By-law. Toronto's experience in the provision of bicycle parking in these areas clearly demonstrates the market response to legislation, area context, and shifting preference of Toronto residents towards active transportation.

In the corridors surrounding the Bloor Street, University Avenue/Queen's Park, and Yonge Street cycle tracks, developers have already been providing significantly more parking for bikes than for cars and that ratio is increasing over time. Recently built developments have a ratio of 1.7 bicycle parking spaces to each car parking space, while those projects currently under review by the City have a ratio of 4.1 bicycle parking spaces to each car parking space.

Table 1: Ratios of Car to Bicycle Parking in Developments on segments of Bloor Street, Yonge Street, and University Avenue with bike lanes

Corridor	Project Status		
	Recently Built	Under Construction	Under Review
Bloor St: Kipling Ave to Sherbourne St	1🚗 : 1.7🚲🚲	1🚗 : 1.9🚲🚲	1🚗 : 4.5🚲🚲🚲🚲🚲
Yonge St: Davisville Ave to Bloor St	1🚗 : 1.7🚲🚲	1🚗 : 4.1🚲🚲🚲🚲🚲	1🚗 : 3.3🚲🚲🚲🚲
University Ave /Queen's Park/Avenue Rd	1🚗 : 1.6🚲🚲	1🚗 : 2.8🚲🚲🚲	1🚗 : 4.4🚲🚲🚲🚲🚲

Safety on City Streets

Vision Zero Road Safety Plan

The City Council adopted Vision Zero Road Safety Plan is a comprehensive action plan focused on eliminating traffic related fatalities and serious injuries on Toronto's streets because no loss of life as a result of traffic collisions is acceptable.

Since its inception in 2017, the City's investment in the Vision Zero Road Safety Plan is making a difference - the overall number of fatalities and serious injuries have been on the decline. Year-to-date in 2024, six people cycling have lost their lives in traffic collisions in Toronto. This is a significant increase from previous years with an average of two to three fatalities per year for the past decade.

While the increase in cycling fatalities is concerning, the number of serious injuries and fatalities for people cycling has generally been decreasing since 2012, even though the overall number of bicycle trips in the city has increased. The latest available data shows an increase in share of trips made by bicycle between 2016 and 2023, particularly those destined to downtown, as outlined in Confidential Attachment 1, which has not yet been authorized to be published by the Ministry of Transportation of Ontario.

One of the most distinct areas of ridership growth is demonstrated through the number of Bike Share Toronto memberships and rides. In 2023 alone, Bike Share Toronto riders made 5.7 million trips by bicycle, nearly doubling the 2.9 million rides taken in 2020. The number of annual memberships purchased grew over this same period from over 18,000 in 2020 to over 35,000 in 2023.

Bike lanes improve safety - both real and perceived

Independent peer-reviewed research has shown that the introduction of separated bikeways reduces the risk of cycling injury (about 9 times lower risk than a major street with parked cars and no cycling infrastructure).⁵

Bike lanes also increase the feeling of comfort and safety for all road users. Based on public opinion surveys conducted following the installation of the Bloor Street West Bike Lane Pilot Project in 2017, the introduction of bike lanes showed increased levels of comfort and safety for people driving, people cycling, and pedestrians.⁶ Cordon counts by Transportation Services indicate that the presence of bike lanes reduces riding on sidewalks from 10% of people cycling (on streets without bike lanes) to only 2-5% of people cycling (on streets with bike lanes). This is particularly critical considering the rising number of complaints the City is receiving regarding pedestrians' near-miss and collision experiences involving electric bikes and scooters which are faster and heavier than non-electric bikes, making them more difficult to detect and respond to.

Improving Public Health, Environment, and Economy

Public Health

Safe, effective cycling routes provide opportunities not just for commuting, but to engage in an active way with the City's vibrant economic, social, and cultural life. The health benefits from active transportation are measurable and include: helping people to maintain healthy weights, reduced impact of chronic diseases at a population level including hypertension, improved mental health, and lowered rates of diabetes, heart diseases, cancers, and preventable cases of dementia. The Ministry of Transportation, Ontario released a discussion paper in 2018 which identified that 67% of Ontario residents say they would be more likely to ride a bike if their community had more and better cycling infrastructure such as physically separated bike lanes⁷, showing that the

⁵ Route infrastructure and the risk of injuries to bicyclists: A case-crossover study.
<https://pubmed.ncbi.nlm.nih.gov/23078480/>

⁶ Bloor Street West Bike Lane Pilot Project Evaluation. p.9.

<https://www.toronto.ca/legdocs/mmis/2017/pw/bgrd/backgroundfile-107582.pdf>

⁷ MTO Discussion Paper on Cycling Initiatives under the Climate Change Action Plan | Environmental Registry of Ontario

presence of cycling infrastructure can directly contribute to increasing physical activity levels.

Widespread physical inactivity not only impacts individual health and quality of life, but it also places a financial burden on all levels of government as well as the economy. A 2018 study by Public Health Ontario found that the direct healthcare cost to the Ontario government attributable to physical inactivity was nearly \$1 billion annually, with a further indirect cost estimated at \$1.65 billion⁸.

Environment

In terms of environmental sustainability, a mode shift away from motor vehicles contributes to reduced air pollution and greenhouse gas emissions, consistent with Toronto's commitments to the TransformTO Net Zero Strategy. This is particularly relevant when considering reduction of localized air pollution directly adjacent to sidewalks heavily used by pedestrians such as Bloor Street, Yonge Street and University Avenue, as well as along routes for travel to school.

The Toronto Green Standard supports TransformTO objectives by requiring all developments to include performance measures to reduce demand for automobile trips and to support cycling as a safe and viable alternative mode of transportation.

Economy

Research from North American cities⁹ including Toronto have shown that bike lanes can provide a positive economic impact.

In 2016, the City of Toronto partnered with the Bloor Annex Business Improvement Area (BIA) and the Korea Town BIA on a study that the BIAs had commissioned on the local economic impact of bike lanes on Bloor Street West. Through a door-to-door merchant survey and a pedestrian intercept survey before and after bike lane installation, this study found that most merchants reported an increase in the number of customers, most visitors reported spending more and visiting more frequently, and that vacancy rates were stable.

In addition to merchant and pedestrian surveys, the City obtained customer spending analysis from Moneris Solutions Corporation, the company with the largest market share of point-of-sale payment processors in Canada. Total customer spending in the Bloor Street pilot area increased more than in the area surrounding the pilot and more than in a control area with similar characteristics.¹⁰

Cycling and pedestrian activity enhances the vibrancy of Toronto's retail main streets, contributing to a sense of community and placemaking by demonstrating local activity rather than vehicles simply travelling through. Toronto has worked carefully to integrate

⁸ The Burden of Chronic Diseases in Ontario (publichealthontario.ca)

⁹ Transportation Research and Education Center, Portland State University
<https://trec.pdx.edu/news/study-finds-bike-lanes-can-provide-positive-economic-impact-cities>

¹⁰ Bloor Street West Bike Lane Pilot Project Evaluation. p. 13-15.
<https://www.toronto.ca/legdocs/mmis/2017/pw/bgrd/backgroundfile-107582.pdf>

bike lane design with the very successful CafeTO program, ensuring that these two curbside uses are complementary instead of competitive.

Impact of Proposed Bike Lane Removals

The Ontario government's proposal to remove existing bike lanes on Bloor Street, Yonge Street, and University Avenue, or sections thereof, and return them to a lane of traffic for motor vehicles would have impacts to mobility and safety, financial impact, and in some cases, traffic delay during the construction that would be required to remove the lanes. Restoring vehicle lanes on Bloor Street, University Avenue and Yonge Street would take time to redesign and reconstruct these roads, and negatively impact driver travel time and businesses during construction.

Impact to Mobility

Having safe, convenient, affordable options for travel greatly impacts quality of life and well-being by supporting access to jobs, schools, health care, services, events and activities. Toronto's Cycling Network Plan aims to make cycling accessible within close proximity (250 metres) of the City's population and jobs. The bikeways on Bloor Street, Yonge Street, and University Avenue notably contribute to this goal and provide access to approximately 300,000 people and jobs.

These three bikeways also provide access to essential services, businesses, community hubs, and schools. The bikeways on Bloor Street, Yonge Street, and University Avenue bring 36 schools within 250 metres of a dedicated bikeway.

Table 2: Access to Population, Jobs, and Schools

Street	From	To	Length	Population within 250 m (2021)	Jobs within 250 m (2021)	Number of schools within 250 m	Average Daily Cycling Volumes
Bloor St	Kipling Ave	Sherbourne St	13.4 km	65,376	44,028	21	620 – 6,330 (October 2024)
Yonge St	Bloor St W	Davisville Ave	3.2 km	23,834	23,149	8	1,200 - 2,500 (May 2024)
University Ave / Queen's Park Cres	Wellington St W	Bloor St W	3.6 km	17,937	129,699	12	1,300 - 3,700 (Spring / Fall 2024)

Average daily cycling volumes and the growth in volumes after the installation of cycling infrastructure is presented in Attachment 5. Usage data from Bike Share Toronto shows that stations located along the Bloor Street, Yonge Street, and University Avenue have high concentrations of ridership. Ridership for trips starting or ending along these corridors in 2024 has surpassed 750,000 uses to-date. See Attachment 6.

Impact to Safety on Bloor Street, Yonge Street, and University Avenue

Five years of collision data are typically needed to demonstrate safety trends for meaningful before and after comparison. While most sections of Bloor Street, Yonge Street, and University Avenue have been installed for less than the five years, safety analysis completed have shown promising trends for improved safety.

Prior to the installation of the bike lanes on Bloor Street between Avenue Road and Shaw Street there were documented safety issues. Between 2008 and 2015, there was an average of 20 injury collisions annually involving a person cycling. Collision data between 2017 and 2024 after the installation of bike lanes shows that despite the 40-90% increase in cycling volume, the number of people cycling injured in collisions with motorized vehicles has fallen to an average of 15 injury collisions per year, representing a 56% reduced collision rate. In addition, the data showed a drop in pedestrian injury collisions from 13 per year to 5 per year, while motorist injuries have reduced from 29 injuries per year to 21 injuries per year reflecting the overall safety improvement for all road users.

These findings were also supported by researchers from Toronto Metropolitan University¹¹ who studied cyclist-motor vehicle collisions before and after the implementation of fully separated bike lanes in Toronto between 2000 and 2016. The study found there were 2.57 times more people cycling on the streets after bike lanes were installed, while the collision rate for people cycling dropped by 38% on bike lanes following their implementation, together with a decrease of 35% in collision rates in surrounding areas after bike lane implementation, suggesting additional safety benefits.

Financial Impact

The information that follows is a preliminary summary of the estimated financial impact associated with the cost of installation and potential removal of bike lanes on Bloor Street, Yonge Street, and University Avenue, or sections thereof. As the addendum requiring the removal of bike lanes contained within the proposed Bill 212 legislation was only posted on October 31, 2024, the estimates contained within this report are at a preliminary order-of-magnitude level only, excluding the cost of staff time, and are subject to change. More detail would be needed before these costs could be relied upon for other purposes.

Since 2016, the City of Toronto has invested more than \$27 million in design and construction to install and upgrade the bike lanes on Bloor Street (Sherbourne Street to Resurrection Road, east of Kipling Avenue), Yonge Street (Bloor Street to Davisville Avenue), and University Avenue/Queens Park (Wellington Street to Bloor Street).

The Ontario government's proposal to remove existing bike lanes on Bloor Street, Yonge Street, and University Avenue, or sections thereof, and return them to a lane of traffic for motor vehicles, would come at financial cost to the taxpayer, particularly given sections of Bloor Street and University Avenue have been reconstructed in recent years.

¹¹ Ling, Rebecca et al. Cyclist-motor vehicle collisions before and after implementation of cycle tracks in Toronto, Canada. Accident Prevention and Analysis, Volume 135, February 2020. <https://www.sciencedirect.com/science/article/abs/pii/S000145751930658X>

The preliminary order of magnitude cost estimate for the work to remove bike lanes on all three of these streets and replace them with motor vehicle lanes is over \$48 million. This estimate includes the cost of road reconstruction for sections of the streets that were recently reconstructed and would need to be rebuilt, and road resurfacing that would be required for other sections. This estimate excludes any potential costs associated with changing or cancelling existing construction or maintenance contracts that may be impacted.

Impact of Worsening Travel Times for Drivers due to Additional Construction

Construction from infrastructure projects is a primary cause of increased travel times for drivers. Restoring vehicle lanes on Bloor Street, University Avenue and Yonge Street would take time to redesign and reconstruct these roads, and negatively impact driver travel time and businesses during construction. Removing most segments would require the narrowing of vehicle lanes and elimination of left-turn lanes during construction.

For example, Bloor Street between Spadina Avenue and Avenue Road was reconstructed within the last two years and removing bike lanes would require yet another full road reconstruction project. Following at least a year of design and tendering, another reconstruction of the section of Bloor Street between Spadina Avenue and Avenue Road would involve approximately four (4) months with one vehicle lane in each direction, four (4) months of only one vehicle lane in one direction, and four (4) weeks for full intersection closure at St. George Street, with the entirety of work on Bloor Street likely to carry over multiple construction seasons. Similar construction impacts would be required to remove bike lanes on Bloor Street between Spadina Avenue and Bathurst Street which were upgraded when the road was reconstructed in 2019.

It is anticipated that southbound University Avenue between College Street and Dundas Street would need to be restricted to a single lane in the southbound direction for approximately nine (9) months to remove what was installed in 2023-2024. Further capital work is planned on northbound University Avenue between College Street and Dundas Street in 2024-2025, for which a contract has already been awarded.

Alternate Routes on Secondary Roads

On Toronto streets where there is limited public right-of-way, particularly in denser areas of the city, it can be challenging to implement new bikeways without some changes to motor vehicle lanes. Before a motor vehicle lane is considered for removal, as directed by City Council, staff review the potential for off-road bikeways, parallel routes and other potential design options.

Secondary roads parallel to main streets, such as neighbourhood streets, play an important role in Toronto's cycling network, but without bikeways on main streets, the network would be disconnected and lack connectivity to key destinations. Main streets, such as Bloor Street, Yonge Street, and University Avenue, are vibrant corridors full of activity, retail, essential services, community destinations, and employment hubs.

Main streets extend beyond neighbourhoods, cross major barriers, such as highways, railways, and rivers, and they provide access to the destinations that people are trying to reach. Main streets are often more direct than neighbourhood alternatives, making them desirable for their shorter distances and travel times. Bloor Street, Yonge Street, and University Avenue also have the benefit of the subway system below them, providing another alternative to motor vehicle travel on the corridors.

For many sections of Bloor Street, Yonge Street, and University Avenue, there are no feasible parallel alternates for cycling routes that wouldn't also result in the conversion of a motor vehicle travel lane. Particularly for Bloor Street, the alternatives are either discontinuous and circuitous requiring new traffic signals to cross main streets; would require converting the local streets to one-way for motor vehicles; would require significant parking removal; would require road reconstruction and utility and tree relocation to build bikeways in the boulevard; and in some cases would require new bridge structures involving significant cost, property, and engineering challenges to cross barriers like rail lines, ravines, and waterways. Further details on alternative route analysis are provided in Attachment 3.

If the Province advances the proposal to remove existing bike lanes on Bloor Street, Yonge Street, and University Avenue, or sections thereof, a number of requirements would need to be negotiated with the Province such as the need to design and implement safe and effective bikeways on alternate or parallel routes, at the cost of the Province, prior to any removal of the existing bike lanes taking place.

Next Steps

Impact to the Cycling Network Plan

In June 2024, City Council endorsed the Cycling Network Plan's Near-Term Implementation Program (2025-2027) as a roadmap for the delivery of 100 km of new and major upgrade bikeway projects in Toronto over the next three years. Many of the projects in this program are still in the conceptual design phase and are subject to further feasibility review and analysis to determine potential impacts. Only some of the projects in this program would require motor vehicle lane removals.

There are two projects that have advanced past the conceptual design phase in the 2025-2027 program that contemplate motor vehicle lane removals – both projects are subject to City Council approval:

- [Parkside Drive between Keele Subway Station and the Martin Goodman Trail](#)
- [Danforth Avenue between Victoria Park Avenue and Kingston Avenue](#)

In addition, the following projects have already been approved by City Council, and include some removal of motor vehicle lanes, following analysis by City staff that identified there would be minimal to no impacts on motor vehicle travel times:

- [Eglinton T0day Complete Street](#) (note: construction contract awarded and underway 2024-2025)
- [Scarborough Golf Club Road](#)
- [Gerrard Street East](#)

Further review will be required to confirm other projects that have been approved by City Council that may be impacted by the proposed Bill 212 legislation. It is unclear how projects that have been approved by City Council and through a Provincially-approved Municipal Class Environmental Assessment process would be impacted under the proposed Bill 212 legislation.

Implementation of the Proposed Bill 212 Legislation

It should be noted that the proposed Bill 212 legislation is not yet in effect. The legislation contains transition provisions indicating that where a contract has already been awarded or entered into by a municipality for the procurement of construction, installation or marking services for a bicycle lane prior to the proposed Bill 212 legislation taking effect, the proposed Bill 212 legislation would not apply.

There is an inherent conflict between the transition provisions within the proposed Bill 212, the Province's proposal to remove existing bike lanes on Bloor Street, Yonge Street, and University Avenue, or sections thereof, particularly given planned capital work on sections of University Avenue in 2024-2025 where a contract has already been awarded.

Ontario Ministry of Transportation staff are currently preparing an implementation approach for the Bill 212 legislation through regulations to be developed including:

- Scope of included municipalities and roads,
- The information that will be required by the ministry,
- Exempting any highway or class of highway from the proposed amendments,
- Review/approval criteria,
- Timeframes related to requests for municipal data on existing bike lanes, and
- Service standards for ministry decisions.

City staff will:

- continue to review and analyze impacts of the proposed Bill 212;
- prepare a submission in response to the Regulatory Registry posting and Environmental Registry of Ontario posting, and to the Standing Committee on Heritage, Infrastructure and Cultural Policy;
- continue to monitor the bill as it moves through the legislative process; and
- continue to engage with provincial staff to provide feedback on the development of regulations and policy guidance, where possible.

CONTACT

Barbara Gray
General Manager, Transportation Services
Tel: 416-392-8431
barbara.gray@toronto.ca

Jacquelyn Hayward
Director, Planning, Design & Management, Transportation Services
Tel: 416-392-5348

jacquelyn.hayward@toronto.ca

Kyle Knoeck, MCIP, RPP
Interim Chief Planner and Executive Director, City Planning
kyle.knoeck@toronto.ca
416-392-0871

SIGNATURE

Paul Johnson
City Manager

ATTACHMENTS

Confidential Attachment 1

Attachment 2 - City Council Decision History

Attachment 3 - Summary of Impact of Replacing Bike Lanes on Bloor Street, Yonge Street, and University Avenue on Secondary Roads

Attachment 4 – Recent Development Project Statistics and Maps of Recent Developments Along Bloor Street, Yonge Street, and University Avenue

Attachment 5 – Bike Lane Usage and Growth Along Bloor Street, Yonge Street, and University Avenue

Attachment 6 – Bike Share Station Usage along Bloor Street, Yonge Street, and University Avenue

Attachment 2 - City Council Decision History

A list of key City Council decisions on policy and infrastructure that would be impacted by the Bike Lane Framework contained within the proposed Bill 212 legislation.

Official Plan

PH13.3 - Official Plan Review: Transportation - Recommended Official Plan Amendment updated transportation policies in the official plan, including cycling policies and an overarching objective to prioritize transit and sustainable modes of transportation over automobile use.

<https://secure.toronto.ca/council/agenda-item.do?item=2020.PH13.3>

Cycling Network Plan

On June 26, 2024, City Council adopted the Cycling Network Plan Update (2025-2027) and endorsed the new bikeway projects contained in the Near-Term Implementation Program including Major City-Wide Cycling Routes.

<https://secure.toronto.ca/council/agenda-item.do?item=2024.IE14.3>

TransformTO Net Zero Strategy

On April 17, 2024, City Council adopted a Report from the Environment and Climate Division on Toronto's Climate Change Readiness: Updates on commitments and a refreshed mandate for coordinating resilience activities, including a report on Net Zero progress and accountability.

<https://secure.toronto.ca/council/agenda-item.do?item=2024.IE12.3>

Vision Zero Road Safety Plan

On July 16, 17, and 18, 2019, as part of consideration of IE6.8 Vision Zero 2.0 Road Safety Plan Update, City Council directed the General Manager, Transportation Services to plan and design road reconstruction projects using a complete streets approach, including safety improvements such as vehicle lane width reductions, tightening curb radii, widening sidewalks and the potential for bicycle lanes, at the outset of all road reconstruction projects, in consultation with local councillors and stakeholders.

<http://app.toronto.ca/tmmis/viewAgendaItemHistory.do?item=2019.IE6.8>

Complete Streets Approach to Road Reconstruction

On July 16, 2019, as part of consideration of IE6.8 Vision Zero 2.0 Road Safety Plan Update, City Council directed the General Manager, Transportation Services to plan and design road reconstruction projects using a complete streets approach, including safety improvements such as vehicle lane width reductions, tightening curb radii, widening sidewalks and the potential for bicycle lanes, at the outset of all road reconstruction projects, in consultation with local councillors and stakeholders.

<http://app.toronto.ca/tmmis/viewAgendaItemHistory.do?item=2019.IE6.8>

Bloor Street

In May 2016, City Council approved the installation of cycle tracks on Bloor Street West from Shaw Street to Avenue Road as a pilot project.

<https://secure.toronto.ca/council/agenda-item.do?item=2016.PW12.1>

In November 2017, City Council approved the pilot cycle tracks on Bloor Street West from Shaw Street to Avenue Road as a permanent installation.

<https://secure.toronto.ca/council/agenda-item.do?item=2017.PW24.9>

In May 2020, City Council approved the installation of permanent cycle tracks on Bloor Street West from Shaw Street to Runnymede Road.

<https://secure.toronto.ca/council/agenda-item.do?item=2020.CC21.20>

In May 2020, City Council approved the temporary installation of the ActiveTO Cycling Network Expansion projects, including on Bloor Street from Avenue Road to Sherbourne Street.

<https://secure.toronto.ca/council/agenda-item.do?item=2020.CC21.20>

In December 2021, City Council approved the temporary ActiveTO Cycling Network Expansion projects installed in 2020 as permanent installations, including the Bloor Street cycle tracks from Avenue Road to Castle Frank Road.

<https://secure.toronto.ca/council/agenda-item.do?item=2021.IE26.10>

In June 2023, City Council approved the installation of permanent cycle tracks on Bloor Street West from Runnymede Road to Resurrection Road.

<https://secure.toronto.ca/council/agenda-item.do?item=2023.IE4.3>

University Avenue

In May 2020, City Council approved the temporary installation of the ActiveTO Cycling Network Expansion projects, including University Avenue/Queens Park Crescent from Adelaide Street West to Bloor Street West.

<https://secure.toronto.ca/council/agenda-item.do?item=2020.CC21.20>

In December 2021, City Council approved the temporary ActiveTO Cycling Network Expansion projects installed in 2020 as permanent installations, including the University Avenue/Queens Park Crescent cycle tracks from Adelaide Street West to Bloor Street West.

<https://secure.toronto.ca/council/agenda-item.do?item=2021.IE26.10>

Yonge Street

In April 2021, City Council approved the temporary ActiveTO Midtown Complete Street Pilot on Yonge Street from 150 metres north of Davisville Avenue to 100 metres south of Bloor Street.

<https://secure.toronto.ca/council/agenda-item.do?item=2021.IE20.12>

In April 2022, City Council approved the provisional continuation of the temporary ActiveTO Midtown Complete Street Pilot on Yonge Street from 150 metres north of Davisville Avenue to 100 metres south of Bloor Street until January 2023.

<https://secure.toronto.ca/council/agenda-item.do?item=2022.IE28.7>

In February 2023, City Council approved the ActiveTO Yonge Street Cycling Network Expansion project installed in 2021 as a permanent installation from 150 metres north of Davisville Avenue to 100 metres south of Bloor Street

<https://secure.toronto.ca/council/agenda-item.do?item=2023.IE1.4>

Attachment 3 - Summary of Impact of Replacing Bike Lanes on Bloor Street, Yonge Street, and University Avenue on Secondary Roads

Sections and Lengths of Corridors

Street	From	To	Length
University Ave / Queen's Park Cres	Wellington St W	Bloor St W	3.6 km*
Bloor St E / W	Kipling Ave	Sherbourne St	13.4 km
Yonge St	Bloor St W	Davisville Ave	3.2 km

*distance includes the east and west crescents around Queen's Park

Population and Employment (2021 Data)

Bikeway	Population within 250 m	Employment within 250 m	Percentage of Toronto population	Percentage of Toronto jobs
University	17,937	129,699	0.6%	8.9%
Bloor	65,376	44,028	2.3%	3.0%
Yonge	23,834	23,149	0.9%	1.6%

Destinations / Trip Generators

Bikeway	# of schools, colleges, universities within 250 m	# of grocery stores within 250 m	# of pharmacies within 250 m	# of libraries within 250 m
University	12	1	20	3
Bloor	21	28	58	7
Yonge	8	5	17	3

Alternative Routes Considerations

University Avenue / Queen's Park Crescent

- The closest, continuous parallel street is Bay Street. For most of the corridor, the distance between these parallel streets is approximately 400 metres.
- Bay Street from Dundas Street West to College Street has painted bike lanes that no longer meet the Province's bikeway design guidelines (Ontario Traffic Manual – Book 18). Current standards identify physical separation for bikeways on streets with high vehicle volumes and speeds, such as Bay Street.

- It is not possible to meet current bikeway design standards within the existing curb-to-curb width on Bay Street without removing motor vehicle lane(s) and/or reconstructing the curb line and boulevard (which would require removal of street trees and narrowing sidewalks).

Yonge Street

- From Bloor Street to Davisville Avenue, the continuous parallel streets are Avenue Road / Oriole Parkway to the west, and Mount Pleasant Road to the east.
- For the majority of the corridor, these parallel streets are each over 600 metres distance from Yonge Street.
- Motor vehicle lane removal would be required to fit new bikeways on either parallel option. Adding bikeways on either corridor while maintaining all existing vehicle lanes would require significant reconstruction and encroachment in the boulevard, with impacts to private property, requiring expropriation.
- The 2019 Council-adopted Cycling Network Near-Term Implementation Plan included a corridor comparison study of Avenue Road, Yonge Street, and Mount Pleasant Avenue between Bloor Street and Lawrence Avenue. A comparison analysis was undertaken across five categories of indicators to evaluate the potential benefits and impacts of implementing a bikeway and other complete street features along each corridor. The indicators included context and role of the corridor in the transportation network, road user safety, business benefits, curb lane potential, cycling connectivity and impact. The evaluation found that Yonge Street presented the strongest benefits and least impacts across several factors, including best opportunity for road safety outcomes, and least impact to motor vehicle traffic flow of the three corridors.

Bloor Street

- There is no direct parallel route that runs the length of Bloor Street. The nearby residential streets are not continuous; they cross major streets without signals, they require circuitous connections, and many of them would need to be converted to one-way for motor vehicles and/or have all parking removed in order to provide appropriate conditions for cycling.
- Creating reasonable alternative routes would also require new bridge structures involving significant cost, property, and engineering challenges to cross barriers like rail lines, ravines, and waterways, where there are currently no accessible options beyond Bloor Street. For example, the neighbourhood streets of Glenlake Avenue and Wallace Avenue are separated by two sets of high stairs to cross the rail line, and the bridge across the Humber River along Old Mill Road does not have space for a bikeway if maintaining two-way travel for motor vehicles.
- Analysis of alternative routes to Bloor Street identified a minimum of nine new traffic signals to facilitate safe crossings of arterial roadways for neighbourhood streets. Several of these crossings involve off-set intersections, which would require short sections of cycle tracks on the main streets (involving motor vehicle lane removal, and/or reconstruction in the boulevard).

Attachment 4 –Recent Development Project Statistics and Maps of Recent Developments Along Bloor Street, Yonge Street, and University Avenue

Development Project Statistics: Bloor Street Corridor - Kipling Ave to Sherbourne St

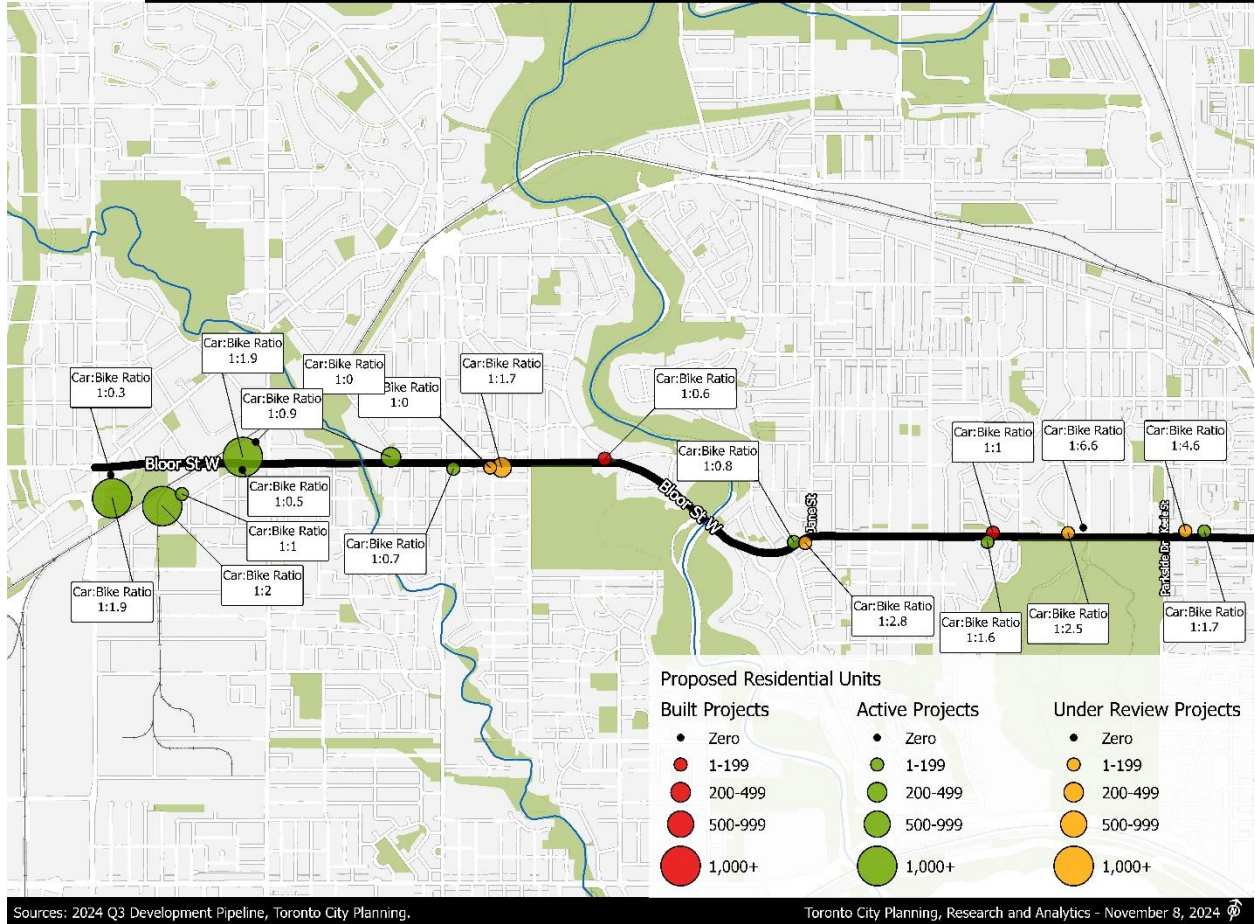
Project Status	Number of Projects	Total Proposed Residential Units	Vehicle Parking		Bicycle Parking		Ratio of Car to Bike Parking
			Total Spaces	Spaces per Unit	Total Spaces	Spaces per Unit	
Under Review	19	8,275	1,993	0.24	8,905	1.1	1 : 4.5
Active	31	12,685	6,346	0.50	12,178	1.0	1 : 1.9
Built	10	2,236	1,474	0.66	2,446	1.1	1 : 1.7
Total	60	23,196	9,813	0.42	23,529	1.01	1 : 2.4

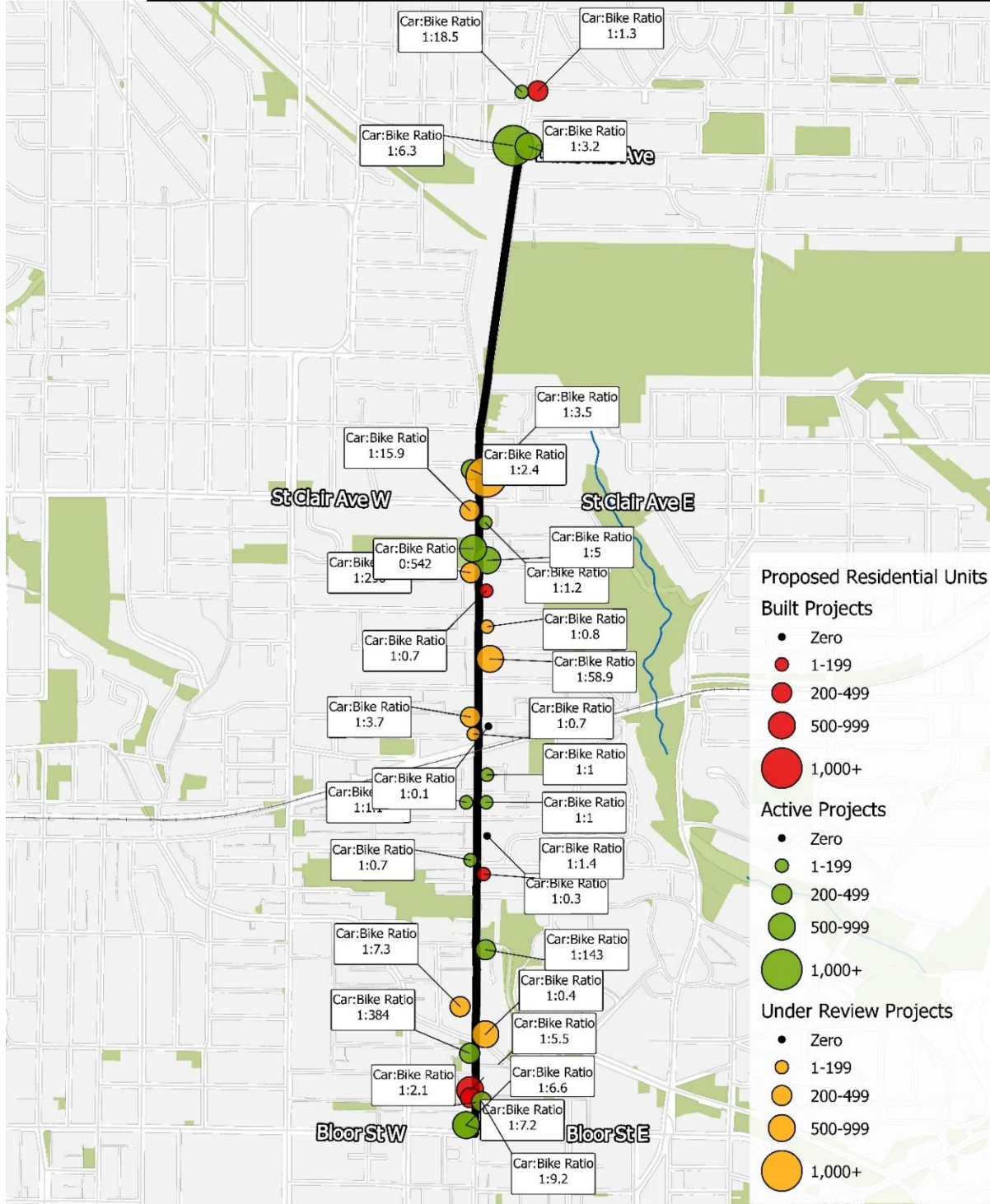
Development Project Statistics: Yonge Street Corridor

Project Status	Number of Projects	Total Proposed Residential Units	Vehicle Parking		Bicycle Parking		Ratio of Car to Bike Parking
			Total Spaces	Spaces per Unit	Total Spaces	Spaces per Unit	
Under Review	9	4,756	1,299	0.27	4,350	0.9	1 : 3.3
Active	17	6,485	1,746	0.27	7,182	1.1	1 : 4.1
Built	6	1,314	686	0.52	1,189	0.9	1 : 1.7
Total	32	12,555	3,731	0.30	12,721	1.01	1 : 3.4

Development Project Statistics: University Avenue / Queen's Park / Avenue Road Corridor

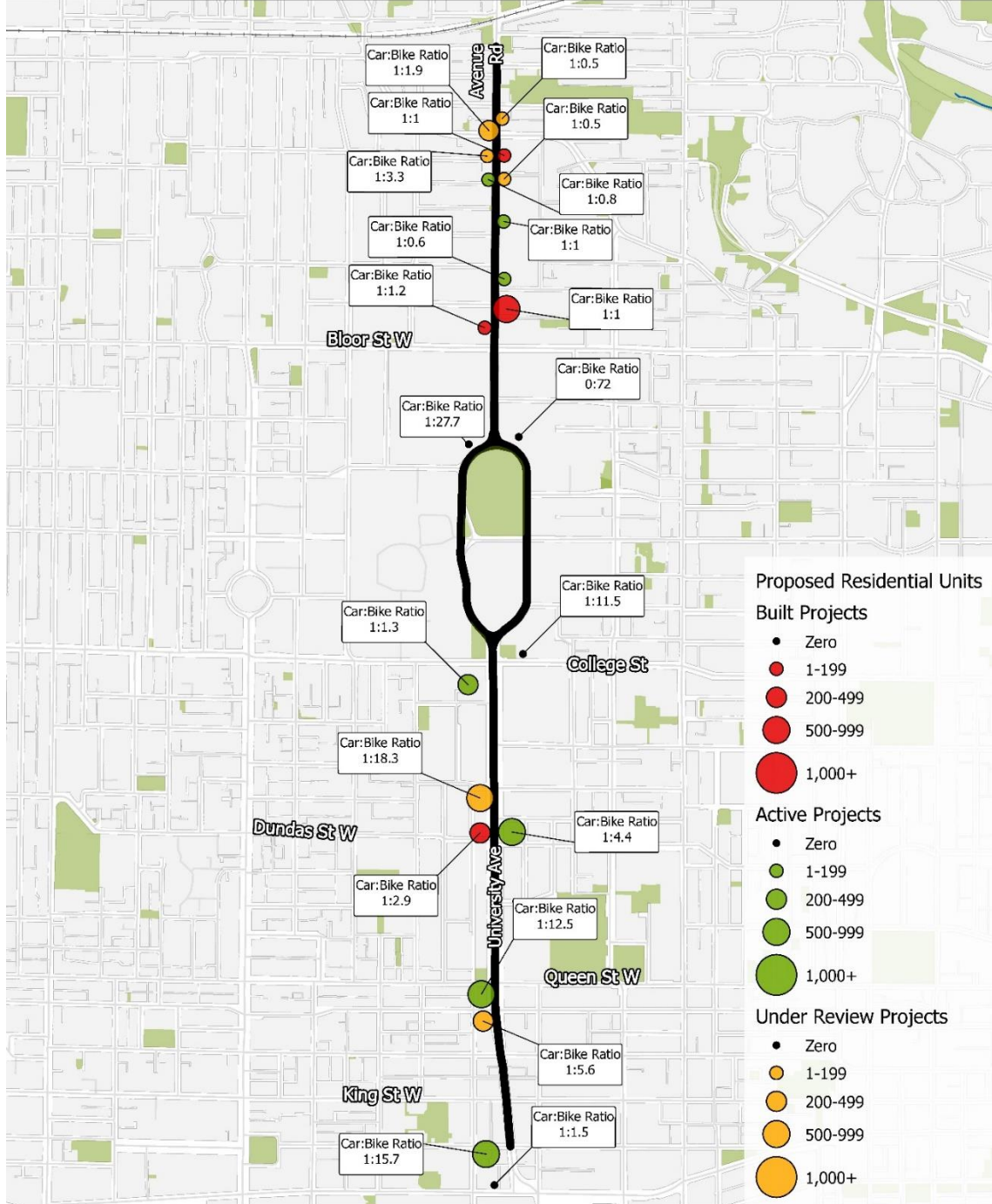
Project Status	Number of Projects	Total Proposed Residential Units	Vehicle Parking		Bicycle Parking		Ratio of Car to Bike Parking
			Total Spaces	Spaces per Unit	Total Spaces	Spaces per Unit	
Under Review	8	1,484	410	0.28	1,795	1.2	1 : 4.4
Active	8	2,397	1,064	0.44	2,983	1.2	1 : 2.8
Built	7	1,385	1,021	0.74	1,607	1.2	1 : 1.6
Total	23	5,266	2,495	0.47	6,385	1.21	1 : 2.6





Sources: 2024 Q3 Development Pipeline, Toronto City Planning.

Toronto City Planning, Research and Analytics - November 8, 2024



Sources: 2024 Q3 Development Pipeline, Toronto City Planning.

Toronto City Planning, Research and Analytics - November 8, 2024

Attachment 5 – Bike Lane Usage and Growth Along Bloor Street, Yonge Street, and University Avenue

Table 1 – Average Daily Cycling Volumes on Bloor Street

Cross Street	Before		After		% Increase
Thompson Ave / Cliveden Ave / Royal York Rd	250	June 2023	620	October 2024	148%
Kingscourt Dr	90	May 2022	680	October 2024	656%
Windermere Ave	820	May 2022	1,140	October 2024	39%
Beresford Ave / Runnymede Rd	1,020	May 2022	1,340	October 2024	31%
High Park / Oakmount Rd	1,390	July 2020	1,810	June 2024	30%
Dorval Rd / Dundas St W	940	October 2019	2,140	June 2024	128%
Dufferin St	2,060	October 2019	5,670	September 2024	175%
Clinton St / Manning Ave	3,400	June 2016	6,330	October 2024	86%
Palmerston Blvd / Bathurst St	3,230	August 2015	6,220	July 2024	93%
Robert St / Spadina Ave	3,280	June 20016	4,510	October 2022	38%
Avenue Rd	3,430	June 2020	4,740	April 2024	38%
Bay St	3,220	June 20016	5,350	June 2023	66%
Yonge St	2,570	May 2021	4,920	June 2023	91%
Church St	2,830	June 2020	3,620	July 2023	28%

Table 2 – Average Daily Cycling Volumes on Yonge Street

Cross Street	Before (May 2021)	After (May 2024)	% Increase
Bloor St	750	2,410	221%
Davenport Rd / Church St	350	2,460	603%
Rowenwood Ave / Macpherson Ave	500	2,520	404%
St Clair Ave	630	2,070	229%
Davisville Ave - Chaplin Cres	260	1,200	362%

Table 3 – Average Daily Cycling Volumes on University Avenue / Queens Park

Cross Street	Before		After		% Increase
Bloor St	650	June 2020	1,400	October 2022	115%
College St / Gerrard St	1,470	June 2021*	3,710	August 2024	152%
Richmond St	1,350	June 2019	2,310	April 2024	71%
Adelaide St	440	April 2019	1,700	April 2024	286%
King St	420	June 2019	1,300	April 2024	210%

Attachment 6 – Bike Share Station Usage along Bloor Street, Yonge Street, and University Avenue

The table below shows the number of Bike Share Stations within 100 m of each corridor and the ridership figures for those stations over the past five years. The station count changes due to new stations added along the corridor over time. Ridership along these corridors in 2024 has surpassed 750,000 uses to-date.

Corridor	2020		2021		2022		2023		2024		Ridership % Growth (2020-2024 YTD)
	# stations	ridership	# stations	ridership	# stations	ridership	# stations	ridership	# stations	ridership	
Bloor St (Kipling – Sherbourne)	35	156,675	36	205,876	40	277,996	45	373,575	45	412,039	163%
Yonge St (Davisville – Bloor)	8	31,622	9	40,902	11	55,018	13	76,343	13	95,596	202%
University Ave (Wellington – Bloor)	19	64,215	19	106,915	19	158,083	22	212,466	22	245,761	283%