

# TORONTO STAFF REPORT

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June 14, 2001

To: Planning and Transportation Committee

From: Barry H. Gutteridge, Commissioner, Works and Emergency Services  
Paula M. Dill, Commissioner, Urban Development Services  
Joe Halstead, Commissioner, Economic Development, Culture and Tourism

Subject: Strategic Plan for Cycling in Toronto: The “Toronto Bike Plan – Shifting Gears”  
(All Wards)

Purpose:

The purpose of this report is to present the accompanying report, Toronto Bike Plan - Shifting Gears, which sets out a recommended ten year plan of action for encouraging and supporting cycling as an important mode of transportation in the City. This report makes nine recommendations which, if adopted by City Council, will set in motion the process for implementing the Bike Plan over the next ten years.

Financial Implications and Impact Statement:

There are no direct financial implications for 2001 resulting from the adoption of this report. Adoption of the Bike Plan will have budget implications for the 2002-2006 Capital Budgets and Annual Operating Budgets for Works and Emergency Services, Urban Development Services and Economic Development, Culture and Tourism. These budget implications will be reviewed as part of the development of the 2002 capital and operating budgets. The estimated cost to fully implement the Bike Plan is approximately \$72.8 million over ten years. It is estimated that incremental increases in the Economic Development, Culture and Tourism Operating Budget of \$10,000 per additional kilometre of new or upgraded trail will also be required.

The Acting Chief Financial Officer and Treasurer has reviewed this report and concurs with the financial impact statement.

Recommendations:

It is recommended that:

- (1) The Toronto Bike Plan – Shifting Gears, June 2001, be adopted by City Council as the strategic plan for implementing cycling policies, programs and infrastructure improvements over the 10 year period, 2002-2011;
- (2) An inter-departmental Bike Plan Co-ordinating Committee, as outlined in this report, be established to co-ordinate the implementation of the Plan, in consultation with the Toronto Cycling Committee, and that the Transportation Services Division take the lead in establishing and chairing the Committee;
- (3) The Commissioners of Works and Emergency Services, Urban Development Services, and Economic Development, Culture and Tourism be requested to clearly identify the Bike Plan projects identified as short term priorities in their five year Capital and Operating Budget submissions for the years 2002-2006;
- (4) The Commissioner of Works and Emergency Services be requested to prepare annual progress reports to City Council, in consultation with the Bike Plan Co-ordinating Committee, documenting the progress of the Bike Plan and presenting implementation priorities and funding requirements for the following year, and that the first report be presented in the fall of 2001 outlining Bike Plan projects to be implemented in 2002;
- (5) The Commissioners of Works and Emergency Services, Urban Development Services and Economic Development, Culture and Tourism be requested to review staffing resources required to implement the Bike Plan and report to the Planning and Transportation Committee on any proposed changes to the current establishment beginning January 2003;
- (6) The bikeway routes proposed in the Bike Plan be subject to the existing approval process (detailed analysis, design and public consultation) before being considered by City Council for implementation;
- (7) Staff be directed to begin negotiations with Hydro One to establish a protocol for securing access to active hydro corridors for the provision of new off-road trails as part of the bikeway network;
- (8) The Commissioner of Economic Development, Culture and Tourism, in consultation with the Bike Plan Co-ordinating Committee, be requested to undertake a study of all issues relating to winter maintenance of off-road trails, including cost implications, and report back in 2002; and
- (9) This report be referred to the Economic Development and Parks Committee and the Works Committee for information.

### Background:

City Council, at its meeting of May 13 and 14, 1998, adopted Clause 4, Report 6 of the Special Committee to Review the Final Report of the Toronto Transition Team which directed the Interim Functional Lead, Transportation and the Interim Functional Lead, Planning to prepare a comprehensive Cycling Plan which would identify future staffing levels and resources to support an expanded cycling program.

In addition, City Council at its meetings of March 4, 5 and 6, 1998 and March 2, 3 and 4, 1999, requested that appropriate staff investigate the feasibility of bicycle lanes on Dundas Street East, from Kingston Road to River Street, and Vaughan Road, from St. Clair Avenue to Oakwood Avenue, respectively. These bicycle lane requests have been reviewed as part of the recommended bikeway network developed as part of the Toronto Bike Plan and are discussed later in this report.

### Comments:

#### Introduction

This report summarizes the key issues documented more fully in the accompanying report, the Toronto Bike Plan – Shifting Gears. This report also presents a set of recommendations which, if adopted by City Council, will set in motion the process for implementing the Plan over the next ten years.

The Toronto Bike Plan is the result of two years of work by transportation, planning and parks staff and a consulting team led by Marshall Macklin Monaghan, in consultation with the Toronto Cycling Committee and many members of the public who participated in the community workshops. It is a strategic planning document intended to guide the City in the development and implementation of new policies, programs and infrastructure to support bicycle transportation. The Plan is intended to be flexible so that it can evolve and be modified over time in response to new challenges and opportunities as they unfold. Staff will prepare annual progress reports to City Council documenting the progress of the Plan and presenting implementation priorities and funding requirements for the following year.

#### Why A Bike Plan?

Prior to amalgamation, bicycle facilities, programs and policies varied greatly between the six local municipalities and The Municipality of Metropolitan Toronto. The formation of the new City of Toronto has presented an important opportunity to develop a consistent and comprehensive strategy for promoting and supporting bicycle transportation across all City districts.

The Toronto Bike Plan is based on the fundamental premise that there is broad public support for improving cycling conditions, and that increasing bicycle use will contribute to the health and

liveability of the City. In this regard, the Plan complements other planning efforts such as the development of the City's new Official Plan and the redevelopment of the Toronto waterfront.

The vision set out in the Toronto Bike Plan is *to create a safe, comfortable and bicycle friendly environment in Toronto, which encourages people of all ages to use bicycles for everyday transportation and enjoyment.*

The two primary goals of the Plan are to:

- double the number of bike trips by 2011; and
- decrease the number of bicycle collisions and injuries.

### Public Support for Cycling

Decima Research was retained in the fall of 1999 to undertake a public attitude survey to measure cycling activity; to better understand the concerns of adult cyclists and non-cyclists; and to determine which initiatives are most likely to increase the levels of cycling in the city. The survey of 1,000 Toronto households revealed that cycling is an important mode of transportation and form of recreation for City of Toronto residents. Approximately 48% or 939,000 adult residents over age 15 are cyclists, and 62% of households own at least one bicycle. While cycling is primarily a recreational activity for many, there is a large and growing number of Toronto residents - 20% of the adult population or 388,000 people - who use their bicycles for practical transportation; that is to travel to work and school, for shopping, running errands or visiting.

While household bicycle ownership levels are consistent throughout Toronto (2.2 bikes per household), bicycle use varies greatly by area of the city. Residents of central Toronto (former York, East York and Toronto) take far more utilitarian cycling trips per week than residents outside this area. The number of recreational cycling trips per capita are less variable by area of the city. One of the challenges in implementing the Bike Plan is to recognize and respond to the different conditions and needs in the diverse communities that make up the city.

The 1999 Decima survey indicates that there is broad public support for cycling improvements. Survey respondents were asked what changes would improve cycling in Toronto. The most frequent responses were more bike lanes (33%) and trails (13%), better education for cyclists (7%) and drivers (3%), increased enforcement of traffic laws for both drivers and cyclists (4%) and more bicycle parking (3%). The levels of support among non-cyclists were comparable to levels among the cycling population.

### Structure of the Bike Plan

The Bike Plan is structured along six integral components: bicycle friendly street policies, the bikeway network, safety and education programs, promotion of cycling, links with transit, and bicycle parking. To be effective in achieving the two primary goals of the Plan the six component parts must be implemented together, as part of a multi-faceted strategy. It is not sufficient to provide plentiful bike parking at destinations without also providing safer routes to

reach them, and education programs to improve the skills and awareness of cyclists and motorists sharing the roads.

Bicycles are recognized as vehicles under the Highway Traffic Act and, as such, should be afforded the same consideration as motor vehicles on the City's street system. The Bicycle Friendly Streets chapter of the Plan addresses day-to-day operational issues which are important to make Toronto streets as bicycle friendly as possible. These include efforts to improve bicycle detection at signalized intersections, ensuring that traffic calming measures enhance safety and maintain access for cyclists, and giving special emphasis to cyclist needs during road reconstruction and repair.

The Bikeway Network chapter describes the strategy for establishing a 1,000 km network of off-road trails and on-road bike lanes and routes. This represents a six-fold expansion from the 166 km of trails and bike lanes in place today. A north-south and east-west grid of routes will complement the existing waterfront and river valley trail systems. Approximately 500 km of bicycle lanes, 250 km of signed routes and 250 km of off-road trails are included in the network. A signage and information system will be developed to guide cyclists, and seamless connections will be provided to adjacent municipalities.

The 1999 Decima survey revealed that cyclists and motorists share common concerns about bicycle safety. The Safety and Education chapter responds to this concern with a strategy to expand current education programs and develop innovative new programs to increase skills and foster co-operation among roadway users. City staff will be working with the Toronto Police Service and the Ontario Ministry of Transportation to deliver bicycle safety information and to reduce bicycle collisions and injuries.

Promotion is a critical tool in achieving the goal of doubling the number of bike trips over the next ten years. The Toronto Bike Plan sets out a strategy to make cycling attractive to the non-cyclist, and to encourage recreational cyclists to use their bikes for everyday personal transportation. City staff will be working with schools to promote bike-to-school and with employers to promote bike-to-work.

Cycling and public transit both provide transportation alternatives to the private automobile. But for many travellers, neither form of transport alone can compete with the car's range, flexibility and convenience. However, if bikes and transit work as a team, they make a formidable alternative to the car. City staff, in conjunction with the Toronto Transit Commission and GO Transit, will be exploring several means to improve and promote the "bike and ride" connection.

One of the most visible symbols of the City's support for cycling is the post-and-ring bicycle parking stand. Toronto leads all North American cities in the provision of bicycle parking stands. To date, 7,500 post-and-ring stands have been installed within the public right-of-way, largely in response to requests from cyclists and small business operators. The Toronto Bike Plan builds on this popular program through several enhanced parking measures, including bicycle lockers and city-wide parking guidelines for developers.

Each of the six components of the Plan have several specific recommendations (Appendix A) which are proposed to be implemented over the next ten years. The recommendations generally fall into one of the following three categories:

- harmonizing ‘best practices’ across all City districts;
- maintaining or expanding existing programs and facilities; and
- establishing new bicycle friendly policies, programs and infrastructure.

### Implementing the Bikeway Network

Implementing the 1,000 km Bikeway Network represents the largest challenge of the plan, in terms of investment, as well as the most significant opportunity for encouraging cycling. Implementing facilities such as bike lanes often involves trade-offs and may impact other road or parks users. As a result, staff are proposing that full public consultation be undertaken prior to the implementation of any new cycling facilities. Proposed bikeway routes have been selected which strike a balance between providing direct, continuous and connected routes for cyclists while attempting to minimize impacts on other parks and road users, and on adjacent properties. The selected routes have been reviewed by transportation, planning and parks staff in all districts, by the Toronto Cycling Committee, and by members of the public attending the four workshops conducted across the city.

Adoption of the Plan does not mean that the Bikeway Network is approved for implementation. In developing this strategic cycling plan, it was not practical to undertake a detailed technical analysis and public consultation process for every bikeway in the proposed 1,000 km network. The bikeway routes proposed in the Bike Plan will be subject to the existing approval process (detailed analysis, design and consultation with Ward Councillors and the affected community) before being considered by City Council for implementation.

The recommended Bikeway network builds on the existing network of 166 km of off-road trails, bike lanes and signed routes. Works and Emergency Services will be responsible for implementation and maintenance of bicycle lanes and routes on the roadway, boulevard bikeways within the road right-of-way, and off-road trails within hydro and rail corridors which serve a primary transportation function. Economic Development, Culture and Tourism will be responsible for existing and new off-road trails within park lands, and some off-road trails within hydro and rail corridors which serve a parks function.

The estimated total cost for building the complete bikeway network is approximately \$66.8 million. The on-road bikeways represent approximately 75% of the network length and can be implemented relatively quickly and at a much lower cost per kilometre compared with constructing off-road paths. The following chart provides a detailed breakdown of the lead department, estimated cost and length of the existing and proposed new bikeways, for each of the bikeway types which form the network. The estimated costs include upgrading some existing bikeways to current standards and constructing new bikeways, bridges, overpasses and related improvements.

TABLE 1: Estimated Costs For The Bikeway Network By Bikeway Type

Facility Type & Lead Dept.	Existing	Proposed New	Total	Est. Cost <sup>1</sup>
Bike Lanes (WES)	35 km	460 km	495 km	\$11.6 M
Bike Routes (WES)	10 km	250 km	260 km	\$1.5 M
R.O.W./Blvd. Trails (WES)	11 km	31 km	42 km	\$14.3 M
Utility Corridor Trails (WES)	7 km	82 km	89 km	\$26.6 M
Parks Trails (EDCT)	103 km	15 km	118 km	\$12.8 M
TOTAL	166 km	838 km	1,004 km	\$66.8 M

Note:

1. Estimated Cost does not include acquisition/leasing, soil remediation in utility corridors, lighting and other trail landscaping and amenities.

The majority of proposed new off-road trails are contained within utility corridors, including both active and abandoned rail and hydro corridors. The City has reached agreement or is in the process of negotiating the acquisition of several abandoned rail corridors, including the CP PS Lead spur, a section along the north edge of the CN Weston line, and the CN Leaside branch, which are part of the proposed bikeway network. The cost of acquiring the abandoned rail corridors identified as part of the proposed bikeway network is not reflected in the above chart. As well, there are potential costs associated with cleaning up or remediating contaminated soils in these rail corridors to bring them to an acceptable standard for the intended public use.

Proposed hydro corridor trails, particularly the Finch corridor across the top of the city and the Gattineau corridor in Scarborough, form a very important part of the overall network. The City has several existing trail sections within active hydro corridors. However, the reorganization of Ontario Hydro has resulted in changes to their policies respecting providing access to hydro corridors for off-road trails. It is recommended that staff be directed to begin negotiations with Hydro One to establish a protocol for securing access to active hydro corridors for the provision of new off-road trails as part of the bikeway network.

It is proposed that the implementation process for the proposed Bikeway Network begin in all City districts simultaneously. Transportation Services has set a goal to install 100 km of new on-road bicycle lanes and routes in the first two years, 2002-2003. In addition, detailed planning and design work will be undertaken for the following major off-road bikeway projects: upgrading the Eglinton Avenue West boulevard bikeway; completing the Lakeshore Boulevard East boulevard bikeway; and providing a new connection between the Waterfront and Humber Trails. Discussions will begin with Hydro One to develop a strategy for building the proposed Finch Hydro corridor bikeway across the top of the city.

Off-road trails and on-street bike lanes and routes to be reviewed by staff for implementation in the first two years will be selected from a list of short term priorities (see Appendix B). The list of short term priorities will be reviewed and revised each year by Works and Emergency Services and Economic Development, Culture and Tourism, in consultation with the Cycling Committee, Ward Councillors and the public. For some of these routes, detailed feasibility

assessment and design has been started or completed. In addition, some routes have already been identified in the capital budget planning for implementation in future years. Short term priorities have been identified, based on one or more of the following criteria:

- extends or connects existing routes;
- serves employment nodes or major destinations;
- upgrades existing routes to current standards; and
- complements planned construction work.

Staff have undertaken a preliminary investigation of the feasibility of bicycle lanes on Dundas Street East (Broadview Avenue to Kingston Road) and Vaughan Road (St. Clair Avenue to Oakwood Avenue), as part of the process for developing the proposed bikeway network. Based on the preliminary analysis, Dundas Street East has been recommended for bike lanes and Vaughan Road has been recommended as a signed bike route. Both streets are included in the list of short term priorities. A more detailed technical analysis and public consultation process is required to develop a design proposal which can be considered by the community and City Council. The Fall 2001 Bike Plan progress report will identify a proposed schedule for these two routes.

#### Bike Plan Co-ordination and Management

The Toronto Bike Plan contains 49 recommendations which involve several City departments and agencies. Effective implementation of the Toronto Bike Plan will require co-operation between City departments and agencies and an ongoing monitoring and evaluation process. In order to manage and co-ordinate the Plan, it is recommended that an inter-departmental Bike Plan Co-ordinating Committee be established. The primary role of this Committee will be to co-ordinate public consultation, budgeting and timing of large infrastructure projects and to ensure effective co-operation and sharing of resources in developing programs and policies. The Bike Plan Co-ordinating Committee will work in co-operation with the Cycling Committee to ensure their continuing involvement in the development and evaluation of the Bike Plan. The Transportation Services Division will take the lead in establishing and chairing the Bike Plan Co-ordinating Committee. It is anticipated that the Coordinating Committee will meet three to four times per year, or as deemed necessary. The inter-departmental Bike Plan Co-ordinating Committee will have staff representation from:

- Transportation Services Division, Works and Emergency Services
- Technical Services, Works and Emergency Services
- City Planning Division, Urban Development Services
- Parks and Recreation Division, Economic Development, Culture and Tourism
- Policy and Development Division, Economic Development, Culture and Tourism
- Community Health Division, Corporate Services
- Toronto Transit Commission
- Toronto Police Service
- GO Transit

The success of the Bike Plan will be measured by its implementation. In an effort to keep the implementation of the Plan on track, it is recommended that staff prepare an annual progress report describing accomplishments of the current year, identifying financial commitments and priorities for the coming year and any significant changes in direction. This will also ensure that implementation issues will be visible to City Council, the Cycling Committee and the public. The annual progress reports will assist staff in determining the progress being made and in implementing program changes necessary to meet evolving needs.

The Bike Plan represents a significant increase in the level of new infrastructure and services for cyclists and may be difficult to achieve with the existing staff resources. Implementation will begin at a slower pace in the first two years and then be increased incrementally over the final eight years of the Plan. This initial phase will enable a more realistic assessment of the staffing and other resources required to fully implement the Bike Plan.

Currently, staff dedicated to implementing cycling specific infrastructure projects and education and promotion programs are housed in three departments: Works and Emergency Services, Urban Development Services and Economic Development, Culture and Tourism. It is recommended that, within the first year of the Plan, the Commissioners of Works and Emergency Services, Urban Development Services and Economic Development, Culture and Tourism review staffing resources required to implement the Bike Plan, and report to the Planning and Transportation Committee on any proposed changes to the current establishment. This review should also include the distribution of resources and responsibilities for implementing cycling programs and improvements, between Urban Development Services and Works and Emergency Services. There may be benefits to consolidating these staff members into one group to provide one-stop service for the public, and to ensure closer co-ordination of new facilities with promotion and education initiatives.

#### Funding the Bike Plan

Completing the Bike Plan over the ten year period, from 2002 to 2011, will require more funding than is currently provided for cycling projects within the City's annual operating and capital budgets. The total estimated cost for implementing the Bike Plan over this period is approximately \$72.8 million in capital (\$68.3 million) and operating funding (\$4.5 million). The majority of the capital cost is related to the bikeway network (\$66.8 million), and the remaining \$1.5 million is dedicated to bike parking and bike friendly streets projects. As the bikeway network is implemented, it will be necessary to incrementally increase the Operating Budgets of Works and Emergency Services and Economic Development, Culture and Tourism to ensure that the new infrastructure is maintained to current standards. Any projected increases in operating costs will be reported in the annual progress reports and be considered as part of the normal Operating Budget review process.

Estimated costs have been identified for most of the Bike Plan's recommendations (See Schedule A in the Toronto Bike Plan - Shifting Gears report). In some cases, particularly where a recommendation is establishing or reaffirming a policy, there may be no cost associated with the recommendation because it can be implemented within existing program resources. Some recommendations direct staff to review existing practices in order to establish a new city-wide

policy. If the review is to be undertaken by staff, no cost has been identified for the review, although a change in policy may result in new long term capital or operating costs. For example, lack of winter maintenance on off-road trails and on-road bike lanes emerged as an important issue for cyclists at all the public meetings. The Plan contains a recommendation directing staff to review current practices and establish consistent city-wide policies for winter maintenance on both off-road and on-road bikeways. This review must consider all issues, including cost implications of changing the current winter maintenance policies. Any changes to existing policies, along with any costs associated with implementing new policies, will be reported to City Council in the annual Bike Plan Progress Report.

Implementing the recommendations of the Bike Plan will represent a significant increase over the current pace of cycling improvements and programs. In order to more realistically assess the staffing and resource levels needed to fully implement the Plan over ten years, the pace of new improvements will be increased incrementally over the first two years. The experience of the initial years will assist in identifying appropriate resource levels to accelerate this pace over the remaining years to fully implement the Bike Plan by 2011. Ultimately, the schedule for implementing the Plan's recommendations will be subject to available resources as determined by Council's annual budget review process.

The majority of the projected Bike Plan costs are capital budget expenses (\$68.3 million) as illustrated in Table 2 below.

TABLE 2: Projected Capital Budget Requirements by Department

Year	WES <sup>1</sup>	EDCT <sup>2</sup>	TOTAL
2001 Approved	\$750,000	\$40,000	
2002	\$1.5 M	\$1.0 M	\$2.5 M
2003	\$2.0	\$1.0	\$3.0
2004	\$3.0	\$1.2	\$4.2
2005	\$4.5	\$1.2	\$5.7
2006	\$6.0	\$1.5	\$7.5
2007 and beyond	\$38.5M	\$6.9	\$45.4
TOTAL 2002+	\$55.5M	\$12.8 M	\$68.3 M <sup>3</sup>

Notes:

1. WES costs include all bikeways on the roadway, within the right-of-way and most utility corridors, bike parking and bike friendly streets projects.
2. EDCT costs include all off-road paths within parklands.
3. Cost does not include acquisition/leasing, soil remediation in utility corridors, lighting and other trail amenities and landscaping.

Parks and Recreation currently spends \$5-15,000/km to maintain the parks trails. Upgrading trails and constructing new ones to a consistent standard may permit the costs to average approximately \$10,000/km. The detailed operating budget increases necessary to support the new infrastructure will be included in the annual report to City Council, to be submitted in advance of budget submissions.

The current funding provided for safety, education and promotion programs has remained at the level provided by the former City of Toronto. The Urban Development Services 2001 Operating Budget provides \$108,000 for bicycle safety and promotion programs. The Bike Plan recommends that funding for these programs be increased to \$300,000 per year to reflect the additional costs of providing a consistent level of service across a much larger city. In response to this challenge, the Bike Plan also recommends a number of strategies to use the City's resources to encourage public-private partnerships for developing and delivering safety and promotion programs. The Bicycle Safety Partnership would invite organizations which have an interest in bicycle safety to work together with the City and pool resources for developing new safety programs.

The Bike Plan projects operating budget costs of approximately of \$4.5 million, or \$450,000 annually, over the ten year plan for the Safety and Education, Promotion, Cycling and Transit, Bicycle Parking, and Implementation components of the Bike Plan. The bulk of these operating costs, approximately \$300,000 annually, are dedicated to Urban Development Services projects, including developing new bicycle parking zoning by-law requirements and expanding bicycle safety and promotion programs. There are also approximately \$150,000 in projected operating costs to continue production of the bike map every two years, produce an annual cycling guide, undertake surveys and research on bicycle use and collisions, and to develop bike-and-ride transit promotion and demonstration projects over the next ten years.

Projected Operating and Capital Budget costs identified by the Toronto Bike Plan will be reviewed annually as part of Council's annual budget review process. In order to assist this review, it is recommended that the Commissioners of Works and Emergency Services, Urban Development Services, and Economic Development, Culture and Tourism be requested to clearly identify Bike Plan projects in their 2002-2006 five-year Capital and Operating Budget submissions.

#### Public Consultation:

This is an ambitious plan, yet one which staff believe is pragmatic and achievable over time. Adoption of the Bike Plan by City Council is not the end of the process, but rather marks the beginning of a new process for implementing the Plan's recommendations. Implementation will require ongoing consultation between City departments and agencies, the Cycling Committee, Ward Councillors and the public.

The Toronto Cycling Committee has had a very active role in the development of the Bike Plan, and will continue to play a very important role in providing input on priorities, new policies and programs as well as liaising with the cycling public. Eight community meetings in different City districts provided an opportunity for the public to offer input in identifying potential bikeway routes, and to review proposed bicycle policies and programs. As mentioned earlier in this report, all new bikeway projects will include a detailed analysis and public consultation process prior to implementation. There will also be ongoing opportunities for the general public to provide feedback on the Plan's implementation through newsletters, the City's web-site and

public meetings and events. The annual progress reports will also be available to any member of the public interested in the Plan.

The full report, the Toronto Bike Plan – Shifting Gears, has been distributed to Ward Councillors, relevant staff, the Cycling Committee and other key stakeholders. The report will also be made accessible to the public in a variety of ways, including public libraries, the City's web-site, and will also be available for purchase (to recover printing costs) in paper and CD-ROM format. A concise Executive Summary and Bike Plan related newsletters will be distributed free of charge to a wider public audience.

Summary:

The 1999 Cycling Survey conducted by Decima Research revealed widespread public support for improving cycling conditions in Toronto. The Toronto Bike Plan – Shifting Gears report is the result of two years of work by transportation, planning and parks staff and a consulting team led by Marshall Macklin Monaghan, in consultation with the Cycling Committee, Ward Councillors and the public. The two primary goals of the Plan are to double the number of bicycle trips and reduce bicycle injuries and collisions over ten years. The Bike Plan is structured to include six key components: bicycle friendly streets policies, the bikeway network, safety and education, promotion programs, cycling and transit, and bike parking. Each of these components contains recommended actions for encouraging cycling and improving safety for cyclists.

The estimated cost for fully implementing the Plan is approximately \$72.8 million. The majority of this estimated cost (approximately \$66.8 million) is dedicated to expanding the 166 km of existing bikeways to a city-wide 1,000 km network of off-road trails, on-road bike lanes and signed routes. To ensure effective implementation, the Bike Plan recommends that an inter-departmental Bike Plan Co-ordinating Committee be established, that Works and Emergency Services, Urban Development Services and Economic Development, Culture and Tourism clearly identify Bike Plan projects in their annual operating and capital budgets, and that annual progress reports be presented to City Council.

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Attachments: Appendix A List of Recommendations  
Appendix B List of Short Term Bikeway Projects

## APPENDIX A TORONTO BIKE PLAN – SHIFTING GEARS

### Summary of Recommendations

The following recommendations are grouped by Plan component, in the order in which they appear in the Toronto Bike Plan – Shifting Gears report (June 2001).

#### Chapter 4 Bicycle Friendly Streets

##### **4 – 1 Improve Bicycle Detection at Traffic Signals**

That the City continue to install bicycle actuation at all semi-actuated traffic signals, and investigate options for improving the effectiveness of bicycle detection.

##### **4 – 2 Amend By-laws to Exempt Bicycles**

That the City review existing turn and entry restrictions and, where it is safe to do so, amend the by-laws to exempt bicycles.

##### **4 – 3 Enhance Safety and Maintain Access Through Traffic Calming Projects**

That the City ensure that all new traffic calming projects enhance safety and maintain access for cyclists.

##### **4 – 4 Investigate Two-way Bike Access on One-way Streets**

That the City investigate and implement solutions for allowing two-way bicycle access on one-way local streets that experience a low volume of motor vehicle traffic.

##### **4 – 5 Provide Wide Curb Lanes on Arterial Roadways**

That, during road resurfacing or reconstruction projects on arterial roadways, the City provide wide curb lanes, where possible.

##### **4 – 6 Provide Bicycle Friendly Features for Bridges/Underpasses**

That the City incorporate bicycle friendly features in bridge and underpass projects as part of the annual capital works program.

##### **4 – 7 Develop a Pavement Repair Reporting System**

That the City develop a pavement repair reporting system designed specifically to include cyclists.

##### **4 – 8 Ensure Street Cleaning Practices Respond to Cyclists' Needs**

That the City ensure that the scheduled revision of street cleaning practices recognize and respond to the needs of cyclists.

##### **4 – 9 Continue Catchbasin Grate Replacement Program**

That the City continue to replace catchbasin grates in all construction projects and on all City streets beginning with the bikeway network and popular cycling streets.

#### **4 – 10 Review Practices for Cyclist Safety during Road Construction**

That the City ensure the accommodation of cyclist safety and access during road construction activities. This should include, but not be limited to:

- construction notices posted on the City’s website;
- advance signing for construction activities;
- temporary conditions that are compatible with bicycles such as non-slip surfaces, ramped utility cuts and timber decking placed at right angles to direction of travel; and
- bicycle specific detours where appropriate.

### **Chapter 5 Bikeway Network**

#### **5 – 1 Implement a Bikeway Network**

That the City of Toronto implement a 1,000 km bikeway network.

#### **5 – 2 Demonstrate Innovative Designs**

That the City research, design and demonstrate innovative measures to enhance the bikeway network.

#### **5 – 3 Develop Bikeway Network Information System**

That the City develop a bikeway network information system, including maps, signs and information boards, and also publish appropriate information on the City’s website.

#### **5 – 4 Improve Bikeway Maintenance to Ensure Safe Operation**

That the City maintain the bikeway network, including:

- ongoing inspection and remediation of pavement surfaces, bikeway signs and amenities;
- quick restoration of bikeways after an adverse event; and
- the review and development of policies for winter maintenance of bikeways on the roadway and off-road paths.

#### **5 – 5 Identify High Collision and Injury Locations**

That the City establish a mechanism for identifying high cycling collision and injury locations in the bikeway network, review such locations on an annual basis, and implement counter-measures.

#### **5 – 6 Increase Police Resources**

That the Toronto Police Service be requested to increase the enforcement of illegal parking/stopping in bicycle lanes, and increase off-road path patrols.

#### **5 – 7 Establish Seamless Connections with Neighbouring Municipalities**

That the City work with neighbouring municipalities to create seamless bikeway connections across municipal boundaries.

## **Chapter 6 Safety and Education**

### **6 – 1 Establish a Bicycle Safety Partnership**

That the City establish a broad-based City of Toronto Bicycle Safety Partnership to develop and implement bicycle safety programming.

### **6 – 2 Develop and Implement Safety Programs**

That the City maintain its commitment to bicycle safety programs by:

- providing a stable level of core funding in the annual operating budget;
- supporting an entrepreneurial approach to generating revenue for expansion and sustainability of programs; and
- investigating new, innovative programs to make bicycle safety information and training more accessible to specific target audiences.

### **6 – 3 Expand and Improve Access to CAN-BIKE Courses**

That the City continue to improve access to, and the delivery of, CAN-BIKE courses.

### **6 – 4 Complete CAN-BIKE Driver-Training Unit**

That the City complete the new CAN-BIKE driver-training material, and develop an instructor-training program.

### **6 – 5 Review Bicycle Collisions**

That the City establish a process to review cycling fatality and collision data on an ongoing basis, and determine education, enforcement and infrastructure priorities for improving bike safety.

### **6 – 6 Develop Educational Material to Assist Cyclists Involved in Collisions**

That the City work with the Toronto Police Service to develop materials to assist cyclists involved in collisions, as well as other agencies that have, or could share responsibilities related to bicycle collisions.

### **6 – 7 Continue Toronto Police Service Role in Bicycle Safety**

That the Toronto Police Service be requested to continue their active role in bicycle safety by:

- increasing the number of bicycles and bicycle patrol officers in every Division;
- working with City staff to establish enforcement priorities based on collision research;
- continuing to play a co-ordinating role in CAN-BIKE training for parking enforcement officers and paramedics; and
- providing representation on the City's Bicycle Safety Staff Team.

**6 – 8 Request MTO to Develop/Implement Bicycle Safety Strategies**

That the City request the Ontario Ministry of Transportation to take a lead role in developing and implementing bicycle safety strategies by undertaking to:

- set up an expert review panel to make changes to the Highway Traffic Act;
- improve cycling safety content in all publications and driver training courses;
- include cycling safety material in training programs for driver examiners, police recruits and other officials;
- provide funding for bicycle promotion and safety programs to assist Toronto and other municipalities in reducing cycling injuries; and
- become a member of the City of Toronto Bicycle Safety Partnership.

**Chapter 7 Promotion**

**7 – 1 Expand Bike Week**

That the City continue to expand Bike Week and ensure that events are available in all City districts.

**7 – 2 Develop a Bike-to-School Program**

That the City work with school boards and other agencies to develop a bike-to-school program, which will identify safer routes to schools, and provide secure bicycle parking, CAN-BIKE training and incentive programs for students and their parents.

**7 – 3 Promote Cycling Programs, Facilities and Events**

That the City work with other groups and agencies to promote cycling facilities, programs and events through a variety of media, including:

- an annual cycling guide;
- bike maps;
- the City's website; and
- special cycling events throughout the year.

**7 – 4 Maintain the Road and Trail Safety Ambassador Program**

That the City continue to maintain the Road and Trail Safety Ambassador Program as a cost-effective vehicle to deliver educational and promotional campaigns.

**7 – 5 Encourage and Support Cycling by City Employees**

That the City take a leadership role in encouraging and supporting cycling as a mode of transportation for City staff, including:

- developing a plan for providing high quality bicycle parking and shower/change facilities at all civic work places;
- offering CAN-BIKE training to all City employees through the regular employee training and development programs;
- providing a pool of bicycles for City employees to use in conducting City business; and
- compensating City employees (through kilometre disbursement) for using their own bicycle to conduct City business.

**7 – 6 Encourage Employers to Promote Bicycle Commuting**

That the City encourage other employers in Toronto to promote and support bicycle commuting, including:

- providing information and technical advice on the provision of bicycle parking facilities;
- developing a plan for establishing Bicycle User Groups; and
- continuing the annual Bicycle Friendly Business Awards program.

**7 – 7 Encourage Bicycle Tourism in Toronto**

That the City work with Tourism Toronto to explore opportunities with other interest groups, agencies and governments to promote bicycle tourism in Toronto.

**Chapter 8 Cycling and Transit**

**8 – 1 Undertake Bike-and-Ride Survey**

That the City, in co-operation with GO Transit and the Toronto Transit Commission (TTC), undertake a detailed survey of bike-and-ride activity, and repeat this survey every two years.

**8 – 2 Undertake Demonstration of Bike Racks on Buses**

That the TTC undertake a demonstration project of bike racks on buses.

**8 – 3 Review Access to Transit Stations & Implement Improvements**

That the City of Toronto undertake a comprehensive review of bicycle access to all transit stations in the City and implement improvements wherever possible.

**8 – 4 Develop Bike-and-Ride Promotion Strategies**

That the City of Toronto, GO Transit and the TTC develop a co-ordinated bike-and-ride promotion strategy and related initiatives.

**Chapter 9 Bicycle Parking**

**9 – 1 Manage City-Wide Bicycle Parking Strategy**

That the City of Toronto's Transportation Services Division manage a comprehensive city-wide bicycle parking program, which will:

- install 1,000 new post-and ring bicycle stands per year at requested locations;
- provide replacement bike parking when parking meters are removed with joint funding by the Toronto Parking Authority;
- install bicycle parking at all civic centres and work sites, recreation facilities, libraries, transit stations and other civic buildings; and
- develop alternative bike rack designs appropriate for a variety of public spaces.

**9 – 2 Research Enhanced Bicycle Parking Facilities**

That the City research and develop demonstration projects for enhanced bicycle parking facilities, including bicycle lockers and bicycle parking shelters.

**9 – 3 Determine Viability of Operating a Bikestation**

That the City, in co-operation with the Toronto Parking Authority, the TTC and other potential partners, undertake a feasibility study to determine the viability of operating a Bikestation to serve Toronto cyclists.

**9 – 4 Evaluate Zoning By-laws for Bicycle Parking Requirements**

That the City undertake a study to evaluate the existing zoning by-law bicycle parking requirements and to develop new requirements for bicycle parking and shower/change facilities that would apply to all appropriate uses in all Districts of the City.

**9 – 5 Produce Bicycle Parking Guidelines for Developers**

That the City produce bicycle parking guidelines for developers and property managers to assist in the provision of high quality bicycle parking facilities.

**9 – 6 Develop a Strategy for Reducing Bicycle Theft**

That the City, in co-operation with the Toronto Police Service, bicycle retailers and the insurance industry, research and develop a strategy for reducing bicycle theft.

**Chapter 10 Implementation and Evaluation**

**10 – 1 Establish Inter-Departmental Bike Plan Co-ordinating Committee**

That an inter-departmental Bike Plan Co-ordinating Committee be established to co-ordinate the implementation of the Plan, in consultation with the Toronto Cycling Committee, and that Transportation Services Division take the lead in establishing and chairing the Committee.

**10 – 2 Prepare Annual Progress Report to Council**

That the Commissioner of Works and Emergency Services be requested to prepare annual progress reports to City Council, in consultation with the Bike Plan Co-ordinating Committee, documenting the progress of the Bike Plan and presenting implementation priorities and funding requirements for the following year; and that the first report be presented in the Fall of 2001 outlining Bike Plan projects to be implemented in 2002.

**10 – 3 Review Staff Resources Required for the Bike Plan**

That the Commissioners of Works and Emergency Services, Urban Development Services and Economic Development, Culture and Tourism be requested to review staffing resources required to implement the Bike Plan, and report to the Planning and Transportation Committee on any proposed changes to the current establishment beginning January 2003.

**10 – 4 Undertake Design and Public Consultation for Bikeway Routes**

That the bikeway routes proposed in the Bike Plan be subject to the existing approval process (detailed analysis, design and public consultation) before being considered by City Council for implementation.

**10 – 5 Commit Funding for Implementation of Toronto Bike Plan**

That the City of Toronto commit funding, estimated in the amount of \$73 million, to be phased in over a period of ten years; and that this funding be used for the exclusive purpose of implementing all six components of the Toronto Bike Plan, as set out in the recommendations of this report.

**10 – 6 Explore Alternative Funding Sources**

That the City explore alternative funding sources and opportunities, including the federal and provincial governments and the private sector, to assist in the implementation of the Toronto Bike Plan.

**10 – 7 Collect and Analyze Cycling Data**

That the City collect and analyze high quality cycling data to measure the progress of the Bike Plan, including:

- bicycle traffic counts to monitor cycling trends;
- focussed user surveys on specific cycling issues;
- public attitude surveys every 3 to 5 years; and
- annual bicycle collision data analysis.

## APPENDIX B TORONTO BIKE PLAN – SHIFTING GEARS

### List of Short Term Bikeway Priorities

Off-road trails and on-street bike lanes and routes to be reviewed by staff for implementation in the first two years will be selected from the following lists of short term priorities. This list will be reviewed and revised each year by Works and Emergency Services and Economic Development, Culture and Tourism, in consultation with the Cycling Committee, the public and Ward Councillors. For some of these routes, detailed feasibility assessment and design has been started or completed. In addition, some routes have already been identified in the capital budget planning for implementation in future years. Short term priorities have been identified based on one or more of the following criteria:

- extends or connects existing routes;
- serves employment nodes or major destinations;
- upgrades existing routes to current standards; and
- complements planned construction work.

### Upgrades to Existing Off-road Paths

Location	Wards
Eglinton West boulevard path from Scarlett Road to Centennial Parkway	3 & 4
Martin Goodman Trail from Coxwell Avenue to Fernwood Avenue	32
Natal Park path	36
L'Amoreaux Park path	39
Wilket Creek Park path	25
Scarlett Mills Park path	4
South Humber Park path – The Queensway to Stephen Road	5

## New Bicycle lanes

<b>Road</b>	<b>Start/End</b>	<b>Wards</b>
Bayview Avenue	Crescent School to Truman Road	26 & 29
Bayview Avenue	Rosedale Valley Road to Merton Street	25
Brimorton Drive	Brimley Road to Orton Park Road	38 & 43
Commissioners Street	Leslie Street to Cherry Street	30
Cosburn Avenue	Woodbine Avenue to Broadview Avenue	29 & 31
Dawes Road; Victoria Park Avenue	Danforth Avenue to Victoria Park Avenue; Dawes Road to St. Clair Avenue	31
Dundas Street East	River Street to Kingston Road	28, 30 & 32
Harbord Street	Shaw Street to Ossington Avenue	19
Horner Avenue; Judson Street	Browns Line to Judson Street; Horner Avenue to Islington Avenue	6
Martin Grove Road	Eglinton Avenue West to Steeles Avenue West	1, 2 & 4
Morningside Avenue	Sheppard Avenue East to John Stoner Drive	42
Orton Park Road	Lawrence Avenue East to Ellesmere Road	43
Peter; Blue Jay Way; Bremner; Rees Street	Queen Street West to Queens Quay West	20
Pharmacy Avenue	Danforth Avenue to Ellesmere Road	35 & 37
Pharmacy Avenue	Sheppard Avenue East to Steeles Avenue East	39 & 40
Queens Quay West	Spadina Avenue to Yonge Street	20, 28
River Street	Queen Street East to Gerrard Street	28
Roselawn Avenue	CN Newmarket Rail Corridor to the Allen Road	15
Royal York Road	Ashley Road to Lake Shore Boulevard West	4, 5 & 6
Runnymede Road	Bloor Street West to St. Clair Avenue West	11 & 13
Senlac Road	Finch Avenue West to Sheppard Avenue West	23
Sheppard Avenue East	Kingston Road to Morningside Avenue	42 & 44
Shuter Street	Victoria Street to River Street	27 & 28
Steeles Avenue East	Markham Road to Beare Road	42
Steeles Avenue East	Pharmacy Avenue to McCowan Road	39 & 41
Victoria Park Avenue	Denton Avenue to Donside Drive	31 & 35
Wellesley Street	Parliament Street to Queens Park Crescent West	27
Willowdale Avenue	Steeles Avenue East to Sheppard Avenue East	23 & 24
Wilmington Avenue; Faywood Boulevard	Finch Avenue West to Sheppard Avenue West; Sheppard Avenue West to Clanton Park Road	10

## New Signed Routes

<b>Streets and Boundaries</b>	<b>Wards</b>
Botany Hill Road from Orton Park Road to Bow Valley Drive; south to Copping Road; east to new off-road connection of Highland Creek Trail	43
Carluk Crescent to Fifeshire Road; east to Bayview Avenue	25
Copperfield Road from Manse Road to Beechgrove Drive	44
Cosburn Avenue from Woodbine Avenue to Hampstead Avenue; east to Main Street; south to Lumsden Avenue; east to Eastdale Avenue; south to Secord Avenue; east to Avonlea Boulevard; south to Park Avenue; east to Bryant Avenue; south to Denton Avenue; east to Victoria Park Avenue	31
Dunvegan Road from Kilbarry Road to St. Clair Avenue West	22
Ellis Avenue from Lake Shore Boulevard West to Morningside Avenue; west to Kennedy Avenue; north to Deforest Road; west to Runnymede Road; north to Bloor Street West	13
Elm Ridge Drive from the Allen Road to Bathurst Street; Roselawn Avenue from Bathurst Street to Edith Drive; south to Montgomery Avenue; east to Yonge Street; Broadway Avenue from Yonge Street to Serena Gundy Park	16, 21, 25 & 26
Grantbrook Street from Finch Avenue West to Drewry Avenue; west to Chelmsford Avenue; north to Village Gate; north to Steeles Avenue West	10 & 23
Harrison Street from Shaw Street to Crawford Street; north to Montrose Avenue; north to Bloor Street West; Crawford Street from north of Bloor Street West to Barton Avenue	19
Highview Avenue from Birchmount Road to Claremore Avenue; north to Aylesworth Avenue	35
Horner Avenue from Etobicoke Valley Park to Browns Line	6
Judson Street from Islington Avenue to Royal York Road	6
Lee Avenue from Queen Street East to Glen Ames; east to Southwood Drive; north to Kingston Road; north on Main Street to Swanwick Avenue	32
Main Street from Doncaster Avenue to Lumsden Avenue	31
Pharmacy Avenue from Ellesmere Road to Hwy 401	40
Pharmacy Avenue from Hwy 401 to Sheppard Avenue East	40
Runnymede Road from St. Clair Avenue West to Henrietta Street; west to Castleton Avenue; north to Rockcliffe Boulevard; north to Lambton Avenue; east to Guestville Avenue; north to Eglinton Avenue West	11
Russell Hill Road from the Beltline Trail to Heath Street West	22
Strachan Avenue from King Street West to Queen Street West	19
Sutherland Drive from Bayview Avenue to Broadway Avenue	26
Vaughan Road from Northcliffe Boulevard to Glen Cedar Road	21
Wellington Street West from Strachan Avenue to Niagara Street	19 & 20
Willowdale Avenue from Sheppard Avenue East to Glendora Park	23

**New Off-road Paths**

<b>Location</b>	<b>Wards</b>
Christie Pits Park path from Montrose Avenue to Crawford Street, north of Bloor Street West	19
Connection from Martin Goodman Trail to Humber path under Lake Shore/Gardiner Expressway bridges	5, 6 & 13
Connection from Copping Road to Highland Creek trail	43
CN Leaside Branch rail corridor - Overland Drive to Bond Park	25
CP PS Lead/CN Weston rail corridor - Osler Street to Strachan Avenue	18 & 19
David A. Balfour Park path around reservoir	27
Eglinton West boulevard path from Jane Street to Guestville Avenue	11
Elizabeth Simcoe Park path connecting Catalina Drive to Sylvan Avenue	43
Finch Hydro Corridor – Yonge Street to Wilmington Avenue	10 & 23
Gatineau Hydro corridor – various sections	37, 38, 43 & 44
Glendora Park to Carluke Crescent under Hwy 401	23 & 25
Kipling boulevard path from Finch Avenue West to Steeles Avenue West	1
Lake Shore East boulevard path from Leslie Street to Coxwell Avenue	32
Mimico Linear Park path	6
Mid-Humber connection – Cruickshank Park extension to St. Phillips & boulevard path on Weston Road to Fair Glen Crescent	11
Morningside corridor from Sheppard Avenue East and Dean Park Road to Neilson Road	42
North Humber Park and Rowntree Mills Park path connecting Kipling Avenue with Riverside Drive	1 & 7
Riverdale Park East path adjacent to Broadview Avenue	30
York Beltline from the Allen Road to CN Newmarket rail corridor	15