Summerhill Residents Association

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27 January 2023

VIA EMAIL: iec@toronto.ca

Infrastructure and Environment Committee
Attention: Ellen Devlin
Toronto City Hall
100 Queen Street West
Toronto Ontario M5H 2N2

IE1.4 Cycling Network Plan Updates: Yonge Street Bicycle Lanes

Dear Chair McKelvie and Committee Members:

The *Summerhill Residents Association* ("SRA") represents the landlocked area bounded by Yonge Street to the west, the old Iroquois Shoreline escarpment to the north, the Vale of Avoca ravine to the east, and the CPR railway tracks to the south.

While the SRA supports properly planned complete streets and cycling networks, it expressed serious concerns with the selection of Yonge Street as the principal Midtown cycling corridor in a reasoned submission to Council in April 2022 (for the benefit of the many new Councillors, attached as **Appendix A**).

Council did not follow the staff recommendation to extend the pilot project to 31 July 2023 and, instead, approved only a provisional continuation of the temporary project with a report to Council as soon as possible, but no later than January 2023. Council directed staff to perform some specified activities, including a public consultation strategy and additional data collection/sharing (see **Exhibit 1**). The additional data reported by Transportation Services - and new information produced through our own research - not only does not allay the concerns of the SRA but validate and even reinforce its earlier contentions that the Midtown bicycle lanes do not belong on Yonge Street:

Contention 1: A 12.8 m wide pavement within a 20 m right-of-way ("ROW") between Bloor Street and Heath Street is too narrow to hold bicycle lanes in addition to four vehicular travel lanes required to accommodate dedicated exclusive bus lanes, as called for by TransformTO on all arterials to reach the net zero climate change target and by Metrolinx as relief intervention to support the overcapacity Line 1 Yonge subway.

Contention 2: The future impact on all travel modes of reducing the road capacity by 50% - when COP26 calls for a doubling of public transit in the next decade to reach the 1.5°C climate change target by 2031 - has never been assessed. Unlike the Yonge Street segments of Queen to College (*yongeTOmorrow*) and Sheppard to Finch (*REimagining Yonge*), this project was not subject to either a Municipal Class EA process or a multimodal future travel demand modelling study.

Contention 3: The future travel demands and construction-related traffic resulting from the intensification of the Yonge Street corridor required by the Growth Plan was not even considered when selecting Yonge Street as pilot project. There are 28 major active tower proposals and 10,000 residential units currently in the development pipeline for the 20 m wide segment of Yonge Street between Bloor Street and Heath Street alone.

Contention 4: The multi-modal access study by Planning, Transportation, and the TTC between Midtown and Downtown, requested by Council in 2018 as part of Midtown-in-Focus, was not done. This was to include the identification and coordination of north-south corridors for improved surface transit priority routes and for dedicated cycling facilities.

Contention 5: The evaluation of the Midtown Corridors (Avenue Road, Yonge Street, and Mount Pleasant Road), required by the 2019 Cycling Network Plan Update, was superficial and ignored fundamental planning factors, including right-of-way widths, existing and planned land use densities, pre-pandemic per lane traffic volumes, landlocked neighbourhoods, number of signalized intersections, and even the City's own assessment (with the University of Toronto) of low-traffic-stress cycling accessibility.

Contention 6: The data reported in early 2022 was unreliable, selective, and misleading: The original *ActiveTO Midtown Public Intercept Survey Evaluation Report* was prepared by cycling advocates using dubious statistical methods based on surveys performed during the pandemic and the *ActiveTO Midtown Complete Street Pilot: Before and After Study* simply relied on this misleading data.

Contention 7: The updated June/August/September/October 2022 data provides more questions than answers – considering discrepancies related to cycling volumes and travel times addressed by the SRA in an interim Submission of September 2022, attached as **Appendix B**. Specifically, it offers cycling volume growth rates without noting that the base month of May 2021 was subject to a Stay-at-Home Order and that the first-year Yonge Street counts are a fraction of the comparable Bloor Street counts.

The following chronology summarizes the relevant activities, events, and disclosures related to the ActiveTO Midtown Complete Street pilot from the SRA perspective, following Council's decision of 06 April 2022.

11 MAY 2022

City Announces New Turn Lanes on Yonge Street

Following an examination of all intersections with *"particular attention to any measures which can address access and egress concerns related to east-west streets intersecting with Yonge Street in the area of the pilot project"* - staff announces four new left turn lanes with a target installation date of 11-27 May 2022 (see **Exhibit 2**). This minor tinkering still leaves eight (8) streets or 57% on the east side of Yonge Street between Aylmer Avenue and St. Clair Avenue East with no south-bound left turn lanes. Similarly, it still leaves ten (10) streets or 77% on the west side of Yonge Street between Belmont Street and St. Clair Avenue West with no north-bound left turn lanes. Except for the Woodlawn Avenue East dead-end street, the entire landlocked Summerhill area still relies on only one (1)

south-bound left turn lane at Shaftesbury Avenue. A single egress to Yonge Street is at the unsignalized intersection with Summerhill, given the multi-year Shaftesbury closure due to the TTC-station upgrade.

15 JUN 2022

City Confirms Absence of Midtown Transit/Bike Lane Coordination

The Final Report on the Midtown Infrastructure Implementation Strategy (Item IE30.7) confirms that the multi-modal access study by Planning, Transportation, and the TTC between Midtown and Downtown, including the identification of north-south corridors for improved surface transit and bike lanes, requested by Council in 2018, had never been performed.

15 AUG 2022

City Releases Updated ActiveTO Midtown Pilot Project Data

According to the City's News Release, the data showed *"that the highest increase in vehicle travel times was observed during the midday period with a 1.5 minute increase compared to pre-pandemic travel times in the fall of 2019."* The City also claimed that *"cycling volumes on Yonge Street in the pilot increased between 35 per cent and 193 per cent, between May 2021 and June 2022."* Both claims are highly misleading and based on data manipulation, as explained in **Appendix B**. Furthermore, Active TO Midtown withholds the fact that the cycling counts in the first year of operation of the Bloor Street bike lanes were 4 to 5 times higher than those of Yonge Street (see **Exhibit 3**).

16 AUG 2022

City Releases Stage 1 Consultation Report of Avenue Road Study

On 01 October 2021, Council requested Transportation Services to ensure that the Avenue Road Study north of Bloor Street evaluated the complete street concept prepared by the *Avenue Road Safety Coalition* (see **Exhibit 4**). The Stage 1 Consultation Report, which summarizes the findings based on 1,307 on-line responses, identified introducing new cycling facilities as the highest ranked improvement considered important following reducing speed limits and increasing sidewalk widths.

26 SEP 2022

City Responds to SRA's Observations and Questions on New Data

The City's responses provide additional data on the seasonal adjustments of cycling volumes and on weekend travel times. It dismissed the other concerns raised, including: the use of atypical data collected during pandemic lockdowns with much reduced traffic volumes; statistical comparison of unequal data sets; lack of data concerning impacts on landlocked areas; large gaps in cycling volume data; dubious validity of intercept survey results; or, lack of future travel demand data based on modelling.

27 SEP 2022

City Clerk Releases Traffic Studies in Response to FOI-Request

A member of the SRA had submitted a Freedom of Information Request for *"any and all traffic studies done for the Yonge Street corridor between*

Davisville Ave and Bloor Street regarding the installation of the new bike lanes (prior to/before/or after installation) Records search from March 2020 to the present." Full access was granted to the only four records found by Transportation Services: two *Existing Conditions Traffic Analyses* by IBI-Group; a *North-South Cycling Infrastructure: Alternative Analysis Report* by the University of Toronto; and the June 2022 Dashboard.

These records reveal that the Staff Report, dated 09 March 2021 and reporting on the Midtown Corridor Analysis, that recommended the Bloor to Davisville alternative had failed to disclose that the U of T research identified Avenue Road – not Yonge Street – as providing cycling access on Low Traffic Stress ("LTS") streets to more destinations (see **Exhibit 5**): *"With regards to the alternatives between Davisville Avenue/Chaplin Crescent and Bloor Street (alternatives 4, 5 and 6), the Avenue road cycle track outperforms the ones on Yonge Street and Mount Pleasant Road, expanding area accessibility by 14.3% on average."* [emphasis added]

30 SEP 2022

City's ActiveTO Midtown Staff meets with SRA on Site Walk

The SRA brought the following key issues to the attention of staff:

- There are currently twenty-eight (28) approved or proposed developments between Bloor and Heath Street with about 10,000 planned residential units. Why were the related construction traffic and new travel demands not considered (see **Exhibits 6, 7 & 8**)?
- There are eighteen (18) landlocked streets between Gibson and Jackes. Why were these constraints not considered in the planning analysis for the pilot (see **Exhibit 9**)?
- The statistics provided show travel times from Bloor to Davisville when the most congested stretch is from Crescent to St. Clair, thereby making the travel times seem more attractive.
- There is a 2-year water main construction project at Rowanwood and Yonge starting soon which was not considered.
- Both the Summerhill and the Rosedale subway stations are under construction until 2024 or longer to make them fully accessible. This means that the Shaftesbury exit onto Yonge Street remains closed.
- Traffic diverted from Yonge Street to escape its congestion brings large trucks and traffic congestion into residential neighbourhoods.
- What are the granular response time statistics for fire and emergency services in the area between Crescent Road and St. Clair Avenue where the congestion is the greatest?
- Surface transit on Yonge Street is needed to provide relief intervention during frequent planned and unplanned Line 1 subway closures with buses stuck in congestion on a two-lane road (see **Exhibit 10**).
- Fighting climate change requires much more public transit, as both UN Climate Change Conference in Glasgow (COP26) and TransformTO recently emphasized.
- This area is part of old Toronto where Yonge Street is only 20 meters wide. A paving width of 2.8 m does not allow for four travel lanes needed for priority surface transit in addition to bike lanes.
- Why has no multi-modal modelling study been completed for this stretch of Yonge Street, comparable to those for yongeTOmorrow (Queen to College) and REimagining Yonge (Sheppard to Finch)?

- With the proposed narrowing of Avenue Road from the existing six (6) traffic lanes, 49% of survey respondents indicated that the addition of bike lanes would be one of the most important improvements (see **Exhibit 4**).
- There are approximately 470 homes in the landlocked section of the Summerhill neighbourhood which have one single unsignalized exit onto Yonge Street at Summerhill Avenue (see **Exhibit 11**).
- Yonge Street is not just a local road but a crucial component element of the regional transportation network that connects the three (3) most active designated Growth Centres in the province.
- A Complete Street must accommodate all users and, therefore, the design needs to consider not just pedestrians, cycling and cars but also freight movements, deliveries, construction vehicles, and surface transit – all components ignored even in the latest data release.

24-28 OCT 2022

City Infrastructure Repairs turns Yonge Street into One-Lane Road

For an entire week, Yonge Street at its intersection with Summerhill Avenue was subject to infrastructure repairs that cut the number of travel lanes to a single one for use by both directions on an intermittent basis. Given the age of the infrastructure in this older area, it must be expected that this type of unacceptable situation creating a huge traffic chaos will be occurring on a more regular basis (see **Exhibits 12 & 13**).

31 OCT 2022

City Clerk Confirms that no Midtown Travel Demand Studies exist

A member of the SRA had submitted a Freedom of Information Request for the *"Results of all multi-modal transportation studies (including mid- and long-term projections) and traffic volume counts (vehicles, transit, bicycles, and pedestrians) between September 2019 and September 2022 for the Midtown corridors (Avenue Road, Yonge Street, and Mount Pleasant Road) between Bloor Street and Eglinton Avenue."* The City Clerk confirmed that the studies do not exist (see **Exhibit 14**).

25 NOV 2022

City Releases Additional Data and Responds to SRA Site Walk

The City provides the following additional information:

- Segmented travel time increases show that the major increases in the Summerhill area are being washed away by decreases elsewhere due to the lower than pre-pandemic vehicular volumes, given that only average travel times between Bloor Street and Davisville Avenue are being reported (see **Exhibit 15**).
- Ignoring the fact that the Yonge Street corridor is undergoing a massive intensification beyond the current projects identified in the pipeline, the City claims that when actual "testing" of existing conditions was possible, modelling of future travel demands was not necessary.
- City releases aggregated response times for the entire pilot by Toronto Fire Services and Emergency Management Services when granular, area-specific data for landlocked areas are required.
- City claims that an earlier analysis confirmed that Yonge Street was the better option than Avenue Road but, in fact, the U of T research

showed that Avenue Road outperforms the other options regarding cycling LTS-access to various important destinations (see **Exhibit 5**).

03 JAN 2023

City clarifies Status of Emergency Response Times

The City provides the following additional information to the SRA:

- The project team did request segmented response time data for the study area from emergency services. However, the data sets for smaller segments of the corridor were too small to carry out reliable data analysis.
- Fire Services has informed staff that they will continue to review response times in the pilot area and look at opportunities for smaller area analysis as the data set grows over time.

18 JAN 2023

City Clerk denies FOI Request on Emergency Response Times

The City denies the FOI Request because *"the information requested is to be addressed in a staff report that will be published as part of the Infrastructure and Environment Committee of Council agenda on January 30th, 2023"* (see **Exhibits 16 & 17**).

In fact, the Staff Report does not contain any of the information requested regarding the communications between the agencies and ActiveTO to ascertain why only pilot-wide figures are available – not granular data as requested by Council - when all emergency requests are recorded on specific address-by-address basis, not on an area basis

Conclusions and Recommendations

Based on the additional data collected and shared by Transportation Services, the SRA finds that its original submission (see **Appendix A**) correctly concluded that bicycle lanes cannot be accommodated on Yonge Street between Bloor Street and Heath Street with a 20 m ROW for the following reasons:

1. All data collected and shared by staff are strictly limited to currently existing conditions with zero considerations of future planning horizons for the Midtown corridors, as was performed with multi-modal transportation modelling studies, including of parallel routes, by independent consultants for other parts of Yonge Street in the *yongeTOmorrow* and *REimagining Yonge* projects (see **Appendix A**, p. 2 and p. 12).

2. No additional data has been shared regarding the future transportation impacts of the government-mandated intensification of the Yonge Street corridor in the Yonge- St. Clair and Yonge-Eglinton Secondary Plan areas with over 35,000 proposed new residential units (see **Appendix A**, p. 8).

3. No additional data has been shared regarding the transportation impacts of the currently twenty-eight (28) major development projects in the development pipeline along Yonge Street with a 20 m right-of-way

between Bloor and Heath with about 10,000 proposed new residential units – a massive intensification of the SRA's immediate area that has been completely ignored both in terms of construction-related traffic restrictions and new travel demands (see **Exhibits 4 & 5)**.

4. No additional data has been shared about the transportation impacts caused by the 2-year watermain construction project at Rowanwood or the multi-year accessibility construction projects at both the Rosedale and Summerhill subway stations.

5. No additional data has been shared regarding the operation and capacity of the Line 1 subway Yonge segment and the need for surface transit relief intervention because of the Yonge North Subway Extension to Richmond Hill and the Eglinton LRT east and west extensions (see **Appendix A**, p. 18-19) prior to the Bloor-Yonge Capacity Improvements and Ontario Line entering into service by 2031.

6. No additional data has been shared regarding the use of dedicated priority bus routes on Yonge Street to meet the 1.5° C climate change target in 2031 and the net zero target by 2041 or 2050.

7. No additional data has been shared about the traffic delays and congestion on Yonge Street with increased levels of GHG-emission experienced by the eighteen (18) landlocked streets from Gibson Avenue to Jackes Avenue (see **Appendix A**, p 9-11).

8. No additional data has been shared about project support or perception of congestion to update the 2021 Street Intercept Survey - also used as basis for the Before and After Study - which had been conducted during pandemic restrictions with severely depressed and non-typical traffic volumes (see **Appendix A**, p. 14-15).

The SRA, respectfully, urges the Committee to recommend to Council that the provisional extension of the temporary pilot be terminated immediately and that the bicycle lanes on Yonge Street be relocated on more appropriate parallel Midtown north-south routes, particularly Avenue Road or Mount Pleasant Road.

Yours Sincerely,
Summerhill Residents Association

Deborah Briggs
President

Exhibits 1 – 17
Appendix A: SRA-Letter, dated 03 April 2022
Appendix B: SRA-Response to Data Dashboard, dated 19 August 2022
Copies:
Mayor John Tory and Members of City Council
Paul Johnson, City Manager
Tracey Cook, Deputy City Manager
Other Interested Parties

Council Decision of 06 April 2022

23. City Council authorize the provisional continuation of the temporary ActiveTO 2021 Cycling Network Expansion Projects listed below and direct the General Manager, Transportation Services to undertake additional data collection and sharing, further consultation with resident associations and Business Improvement Areas, monitoring and evaluation, including traffic congestion, transit service and accessibility needs and to report to City Council as soon as possible, but no later than January 2023 with additional data and recommendations regarding these projects:

a. Bayview Avenue: River Street to Front Street East (multi-use trail, Ward 13); and

b. Yonge Street: Davisville Avenue to 100 m south of Bloor Street (cycle tracks, Ward 11 and 12).

24. City Council direct the General Manager, Transportation Services to examine all intersections along the ActiveTO Midtown pilot project and City Council delegate authority to the General Manager, Transportation Services to make any changes deemed necessary to address traffic congestion, transit service, business, and accessibility issues arising from the project, including but not limited to the possible implementation of dedicated turn lanes or any other technical or other traffic management tools, on an expedited basis and in coordination with CaféTO; this will include particular attention to any measures which can address access and egress concerns related to east-west streets intersecting with Yonge Street in the area of the pilot project.

25. City Council request City staff to provide a community consultation strategy that, along with stakeholder groups, involves neighbourhood residents, and request Emergency Management Services and Toronto Fire Services to provide granular data regarding response times in the pilot area and an analysis of the delays caused mid-week by the bike lanes to surface vehicles used during Toronto Transit Commission breakdowns on Line 1.

Left Turn Lanes between Aylmer Avenue and St. Clair Avenue

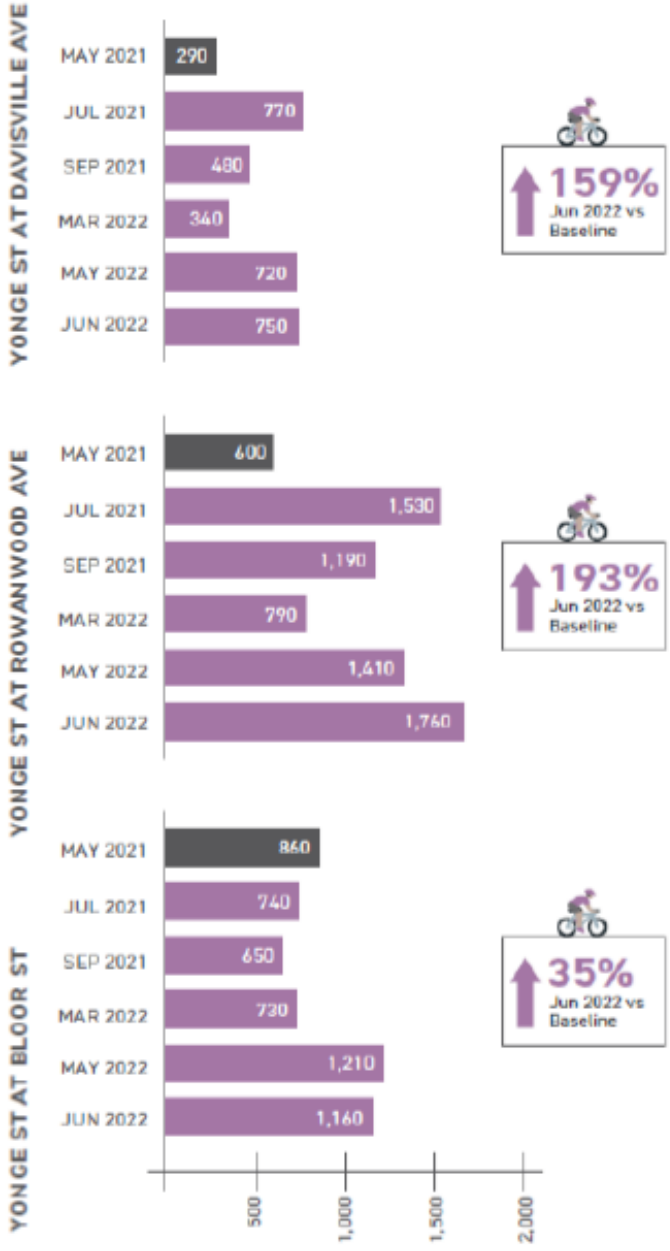
		North-bound	South-bound	Comments
	East Side of Yonge			
1	Aylmer Avenue		YES	
2	Crescent Road		YES	
3	Roxborough Street East		NO	
4	Rowanwood Avenue		NO	
5	Price Street		NO	land-locked Area
6	Scrivener Square		YES	land-locked Area
7	LCBO Parking Lot		NO	land-locked Area
8	Shaftesbury Avenue		YES	New Left Turn
9	Summerhill Avenue		NO	land-locked Area
10	Woodlawn Avenue East		YES	land-locked Area
11	Jackes Avenue		YES	New Left Turn
12	Rosehill Avenue		NO	
13	Pleasant Boulevard		NO	
14	St. Clair Avenue East		NO	
	West Side of Yonge			
15	Belmont Street			no Left-turn
16	Belmont Rear Lane	NO		land-locked Area
17	Basil Johnston Terrace	NO		land-locked Area
18	Ramsden Park Road	NO		land-locked Area
19	Gibson Avenue	NO		land-locked Area
20	Roxborough Street West	YES		New Left Turn
21	MacPherson Avenue			no Left Turn
22	Marlborough Avenue	NO		land-locked Area
23	Birch Avenue	NO		land-locked Area
24	Alcorn Avenue	NO		land-locked Area
25	Walker Avenue	NO		land-locked Area
26	Woodlawn Avenue West	YES		
27	Farnham Avenue	YES		New Left Turn
28	Balmoral Avenue	NO		
29	St. Clair Avenue West	NO		

Comparison of First-Year Yonge Street with Bloor Street Pilot

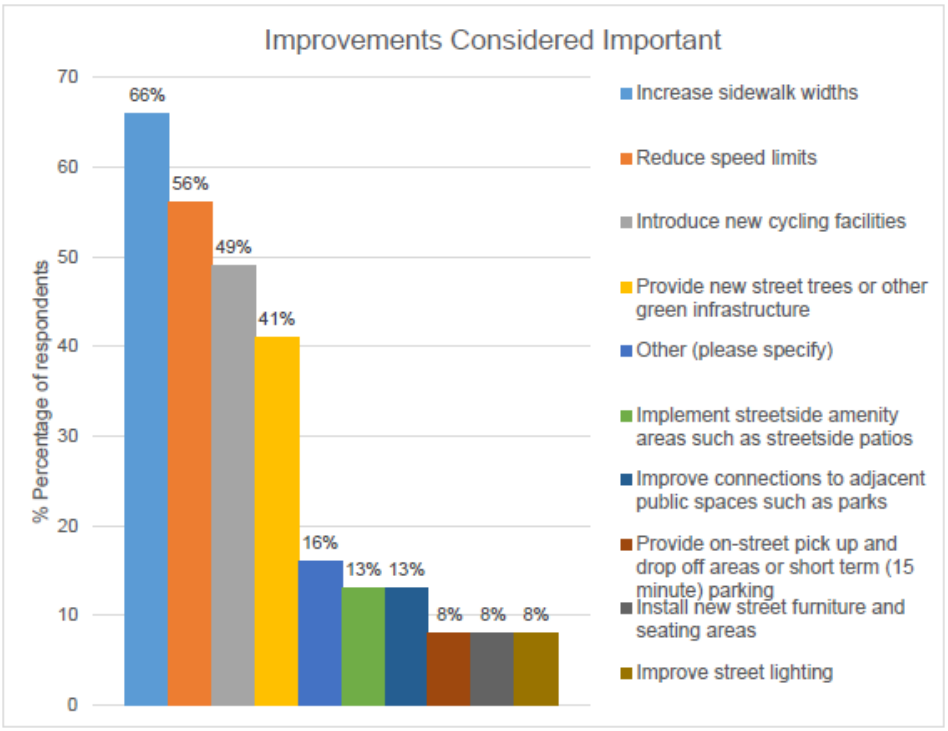
Bloor Street attracted 4 to 5 times the number of Yonge Street Cyclists despite two popular parallel cycling routes on Harbord Street and Dupont Street. The reported Yonge Street growth rates are invalid since they relate to base of May 2021 when Toronto was under a Stay-at-Home Order.

Table 1. Corridor Average 24 Hour Bicycle Volume Summary

Street	June 2016	October 2016	Change June - Oct		June 2017	Change June 2016 - June 2017	
Bloor St. W	3,309	4,501	+1,192	+36%	4,925	+1,616	+49%
Dupont St.	956	798	-158	-17%	852	-104	-11%
Harbord St.	4,631	3,892	-739	-16%	3,490	-1,141	-25%



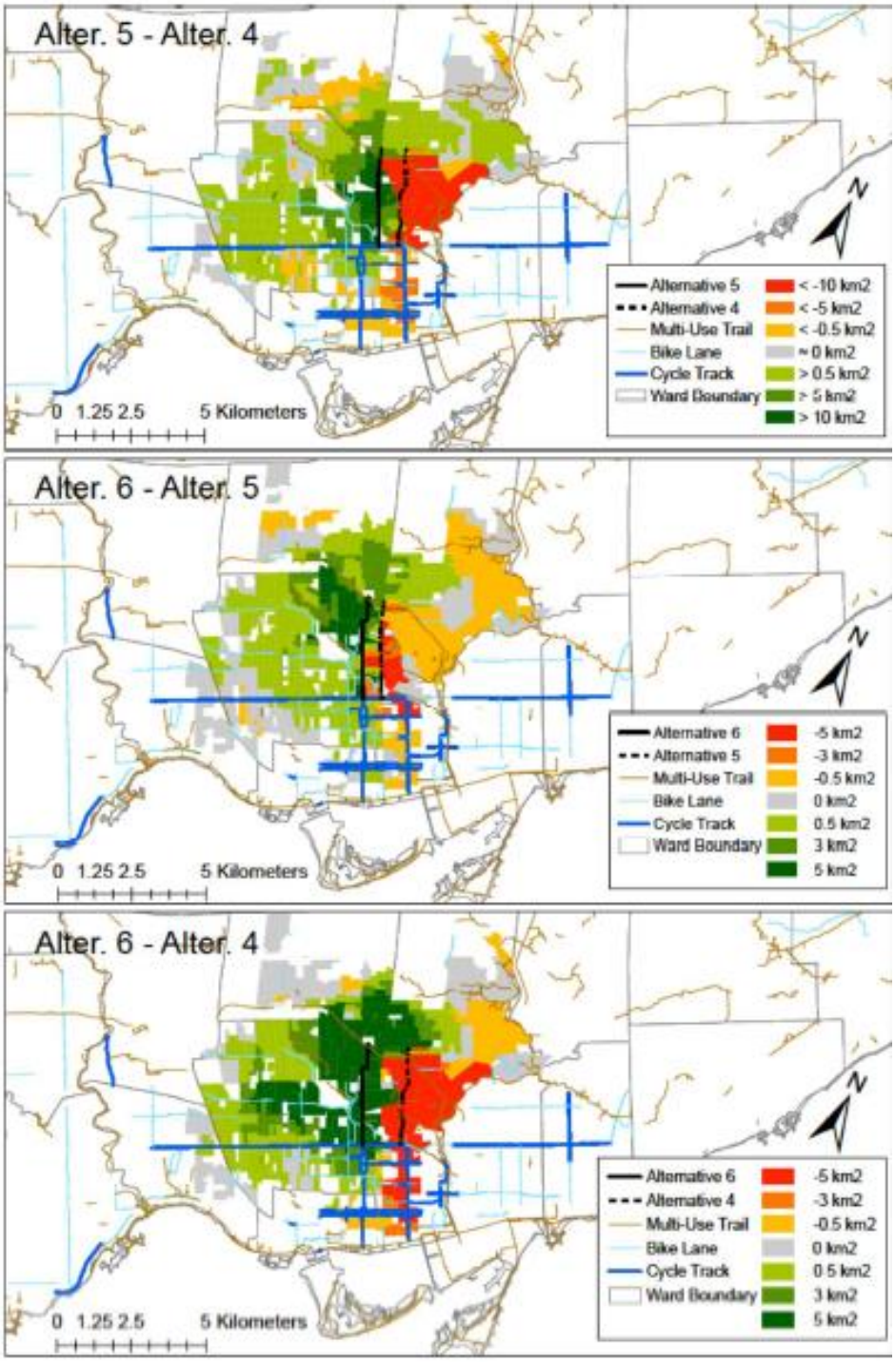
Avenue Road Bicycle Lanes



Source: Avenue Road Safety Coalition and Brown and Storey Architects

Pairwise Comparisons of LTS Cycling Accessibility of Midtown Corridors with Avenue Road (Alt. 6) being the Best Alternative

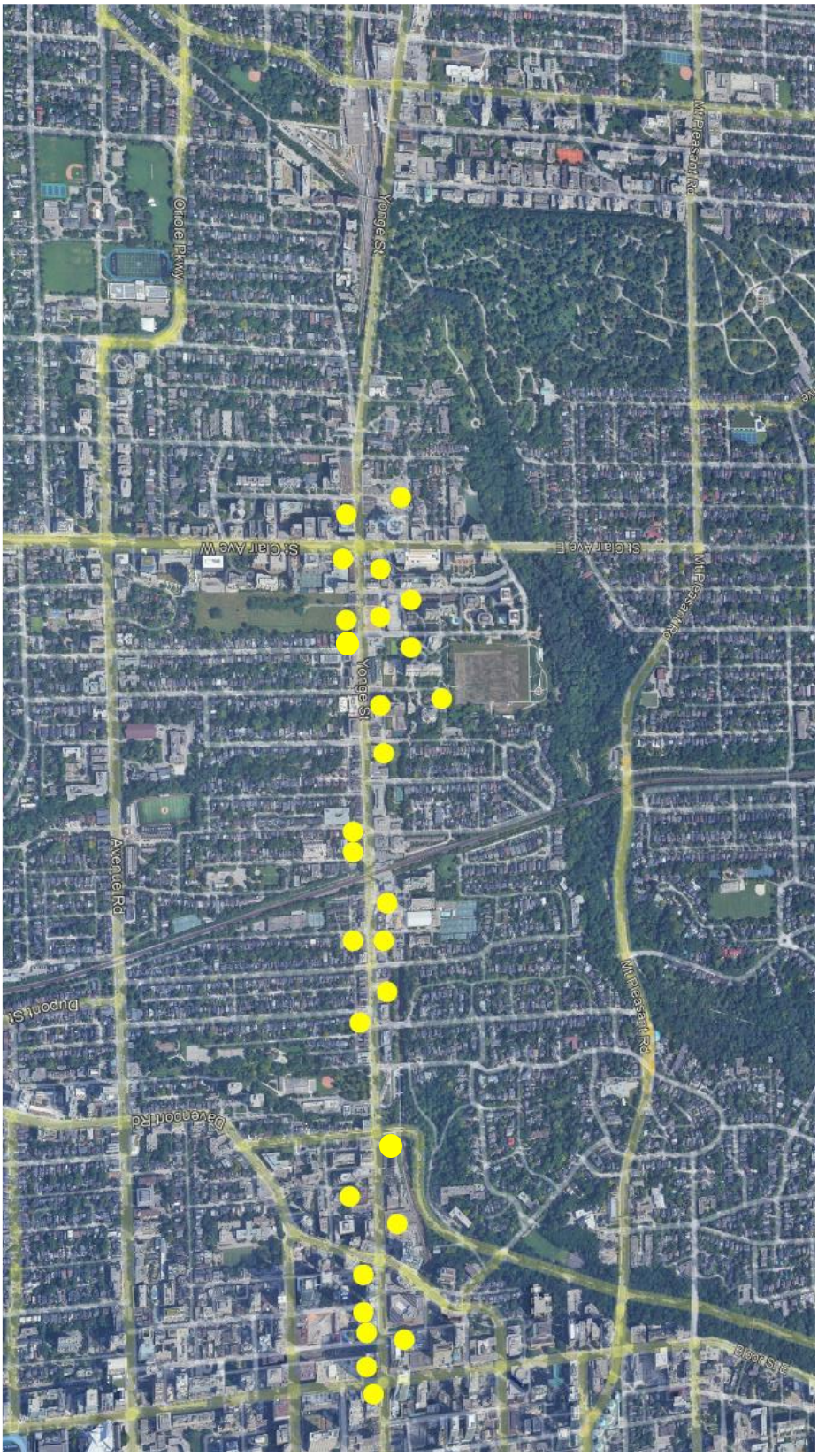
Alt. 4: Mount Pleasant Road, Alt.5: Yonge Street, Alt. 6: Avenue Road



Source: Bo Lin, Timothy C. Y. Chan, and Shoshanna Saxe, University of Toronto, North-South Cycling Infrastructure: Alternative Analysis Report, 2021

EXHIBIT 6

Midtown Corridors: Development Projects on 20 m ROW



Development Pipeline between Bloor and Heath with 20 m ROW


931 Yonge Street


1 Bloor Street West


767 Yonge Street


8 Cumberland Street


1 Yorkville Avenue


874 Yonge Street


835 Yonge Street


906 Yonge Street


1080 Yonge Street


1087 Yonge Street


5 Scrivener Square


1196 Yonge Street


1220 Yonge Street


1303 Yonge Street


49 Jackes Avenue

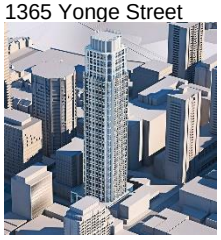

33 Rosehill Avenue


1365 Yonge Street


1375 Yonge Street


19 Pleasant Blvd.


1406 Yonge Street


1417 Yonge Street


1 St. Clair Avenue W


1 Delisle Avenue


1485 Yonge Street

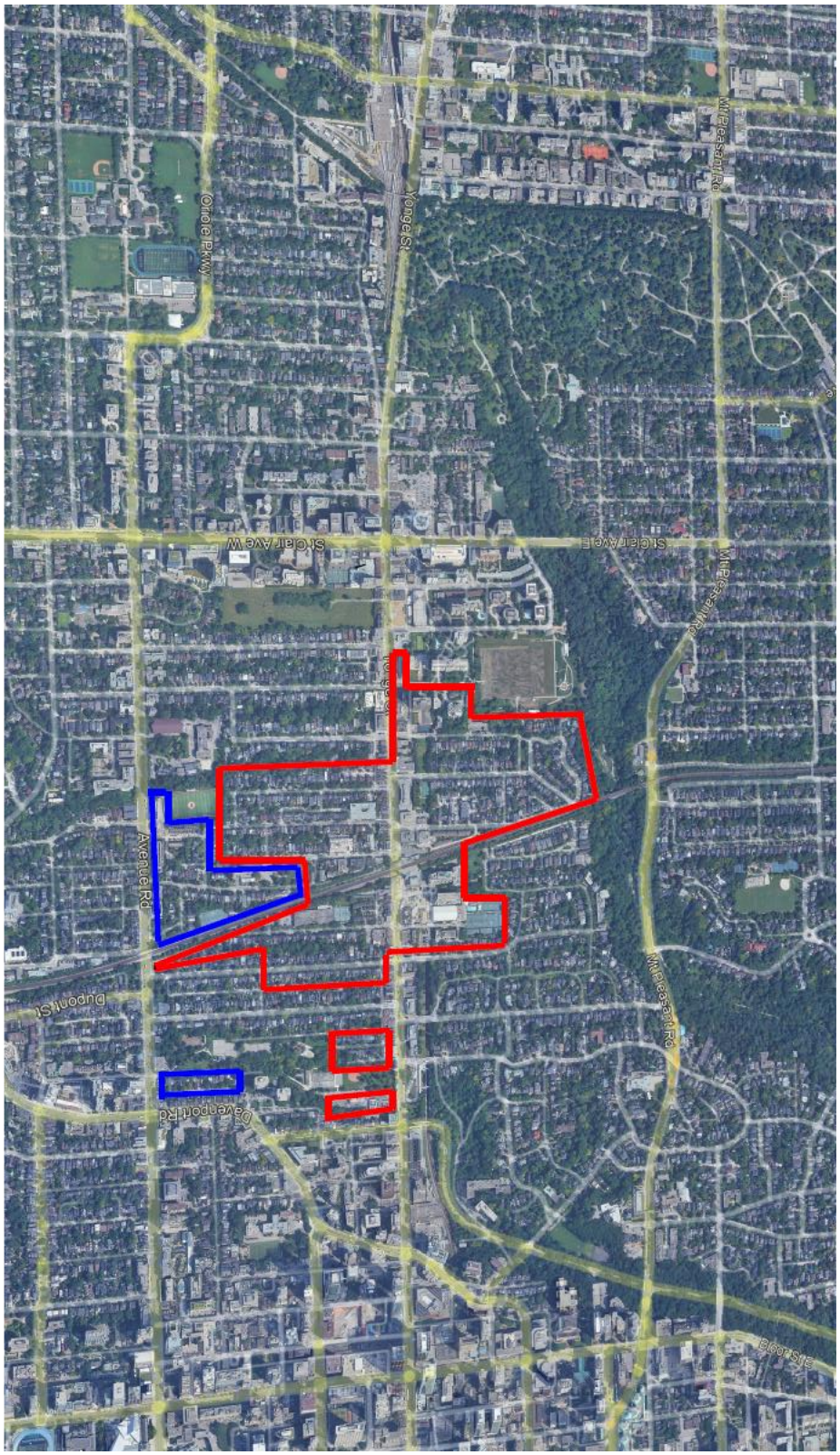
Source: City of Toronto, Application Information Centre

Development Pipeline between Bloor and Heath with 20 m ROW

9	Address	Floors	Units Proposed	Units Approved	Development Status
1	1 Bloor Street West	82	505	416	under construction
2	2 Bloor Street West	50, 61, 75	1,595	1,595	approved
3	767-773 Yonge Street	25	202	202	approved
4	2-8 Cumberland Street	51	400	400	under construction
5	1 Yorkville Avenue	56	575	575	under construction
6	874-878 Yonge Street	51	152	152	OMB approved
7	839 Yonge Street	45, 49	950		under review
8	906 Yonge/25 McMurrich	19, 33	401	401	approved
9	935 Yonge Street	21	165		under review
10	1067 Yonge Street	4	0		under construction
11	1080-1088 Yonge Street	12	30		under review
12	1140 Yonge Street	10	66	64	OLT approved
13	1087-1091 Yonge Street	19	143		under review
14	5 Scrivener Square	21	141	141	under construction
15	1196-1210 Yonge Street	15	59		under review
16	1220 Yonge Street	22	185		under review
17	1233 Yonge Street	13	110		under review
18	1303 Yonge Street	11	102		under review
19	49 Jackes Avenue	29	217		at OLT
20	33 Rosehill Avenue	29	263	263	LPAT approved
21	1366 Yonge Street	41	489		under review
22	1375 Yonge Street	17	237	237	approved
23	19-29 Pleasant Boulevard	32	281	281	approved
24	1406-1428 Yonge Street	39	406		under review
25	1417-1431 Yonge Street	34	198	198	OMB approved
26	1 St. Clair Avenue West	49	340		under review
27	1 Deslisle Avenue	44	383	383	approved
28	1485-1525 Yonge Street	13, 27, 39, 44	1,361	1,361	approved
	TOTAL		9,956	6,669	

EXHIBIT 9

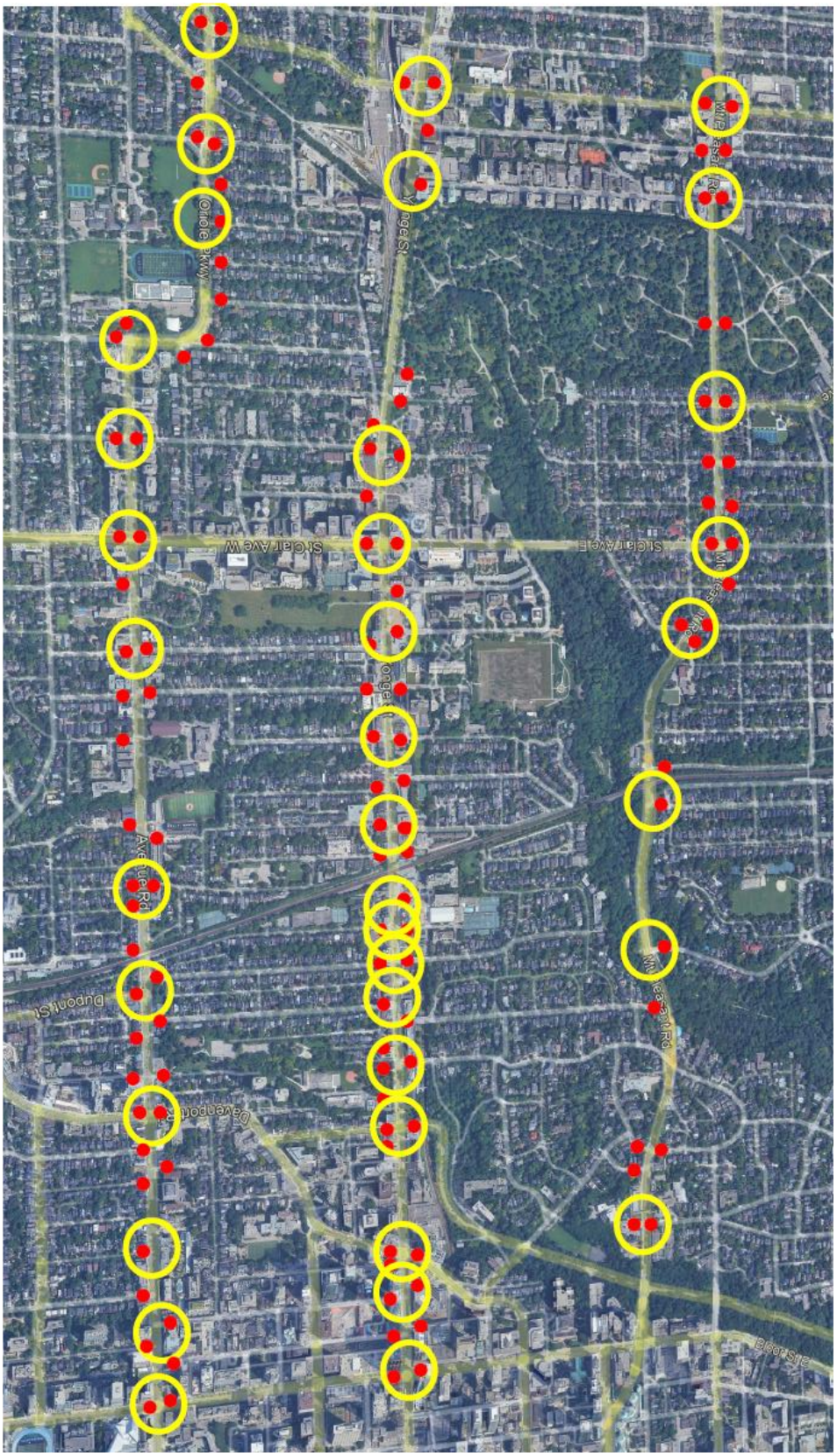
Midtwon Corridors: Landlocked Communities



Shuttle Buses on 11 June 2022 with 22°C and empty Bike Lanes

EXHIBIT 11

Midtown Corridors: Signalized and Unsignalized Intersections



Yonge Street operating as One-Lane Road during Maintenance

Two-Lane Yonge Street operating as Construction Staging Area

FOI Request: Multi-Modal Transportation Studies

TORONTO

City Clerk's Office
John D. Elvidge, City Clerk

Corporate Information Management Services
City Hall, West Tower, 13th Floor
100 Queen Street West
Toronto, Ontario M5H 2N2

Kristie Pratt
Deputy City Clerk

Tel: 416-392-9683
Fax: 416-392-4900
e-mail: Kristie.Pratt@toronto.ca

FOR FURTHER INFORMATION
Pauline Lam
416-392-9687

October 31, 2022

Mr. James Andrews
32 Summerhill Avenue
Toronto, Ontario
M4T 1A8

Dear Mr. Andrews:

Subject: **City of Toronto Access Request Number 2022-02096**

I am replying to your access request under the *Municipal Freedom of Information and Protection of Privacy Act*.

You have requested access to a copy of the results of all multi-modal transportation studies (including mid- and long-term projections) and traffic volume counts (vehicles, transit, bicycles, and pedestrians) between September 2019 and September 2022 for the Midtown corridors (Avenue Road, Yonge Street, and Mount Pleasant Road) between Bloor Street and Eglinton Avenue. Record search is from September 1, 2019 to Sept. 30, 2022.

Staff of Transportation Services conducted a search for records responsive to your request. This decision reflects the results of their search.

Decision

Transportation Services staff have advised that, despite a thorough search, they have been unable to locate any records other than those provided in response to your Freedom of Information request 2022-01839. Access, therefore, cannot be granted as the records do not exist.

The records located for 2022-01839 were provided by the following units: Cycling & Pedestrian Projects, Data & Analytics, Capital Projects & Programs. All three units searched for additional records responsive to this request but could not locate any.

The Area Transportation Planning Unit and the Development Planning and Review Unit searched for responsive records but were unable to locate any records.

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However, staff of the Area Transportation Planning Unit advised that:

> The Area Transportation Planning team is currently working with our consulting team, Parsons, on a corridor characterization report about Avenue Road which includes some analysis of existing conditions, with respect to traffic speed and volume, but does not model future travel demand. That report is still in the process of being vetted and data validated. Once it is finalized, it will enter into the public record as the centrepiece of our next public engagement on the study.
>
> We are not currently planning to use travel demand modelling in the Avenue Road study. While the practice of travel demand modelling is still used at the local scale (e.g. to validate intersection functionality associated with new developments) the practice of travel demand modelling for corridor studies and other macro-scale planning has been under scrutiny in recent years due to the risk of 'self-fulfilling prophecy' whereby streets designed to accommodate growth in motor vehicle demand serve to induce the demand. The practice has come under even greater scrutiny during the Covid-19 pandemic which has demonstrated that assumptions about travel patterns that comprise the model (e.g. commuting behaviour of office workers; delivery behaviour associated with online shopping) are subject to unpredictable change in response to public policy and technological advancements. It is no longer considered responsible planning to assume that past trends in travel patterns can be extrapolated into the mid-term and long-term future.

Staff of the Development Planning and Review Unit advised that:

> Development Planning and Review Unit does not typically undertake independent transportation studies, our unit mandate is to review development application submissions which includes review of transportation studies submitted in support of development applications. These studies are undertaken by **consultants retained by developers and are publicly available on Planning's Application Information Portal** Application Information Centre – City of Toronto.

In addition, staff of the following units were unable to locate any records responsive to the request: Vision Zero Projects, Traffic Operations, and Active Traffic Management.

Right to appeal our decision

You may ask for a review within 30 days as of the date of this decision by contacting: The Registrar, Information and Privacy Commissioner/Ontario, 2 Bloor Street East, Suite 1400, Toronto, Ontario, M4W 1A8, telephone: 416-326-3333 or toll free 1-800-387-0073.

If you choose to appeal, please provide the Commissioner with the following:

- the request number assigned to your request;
- a copy of this decision letter;
- a copy of your original request;
- the appeal fee for general records of $25, payable by cheque or money order to the Minister of Finance.

For more information, you may wish to visit the Information and Privacy Commissioner/ Ontario's website: http://www.ipc.on.ca.

Should you have any questions, please contact **Pauline Lam at 416-392-9687 or Pauline.Lam@toronto.ca.**

Yours truly,

S. Campbell (for)

John D. Elvidge
City Clerk

Segmented Travel Time Data

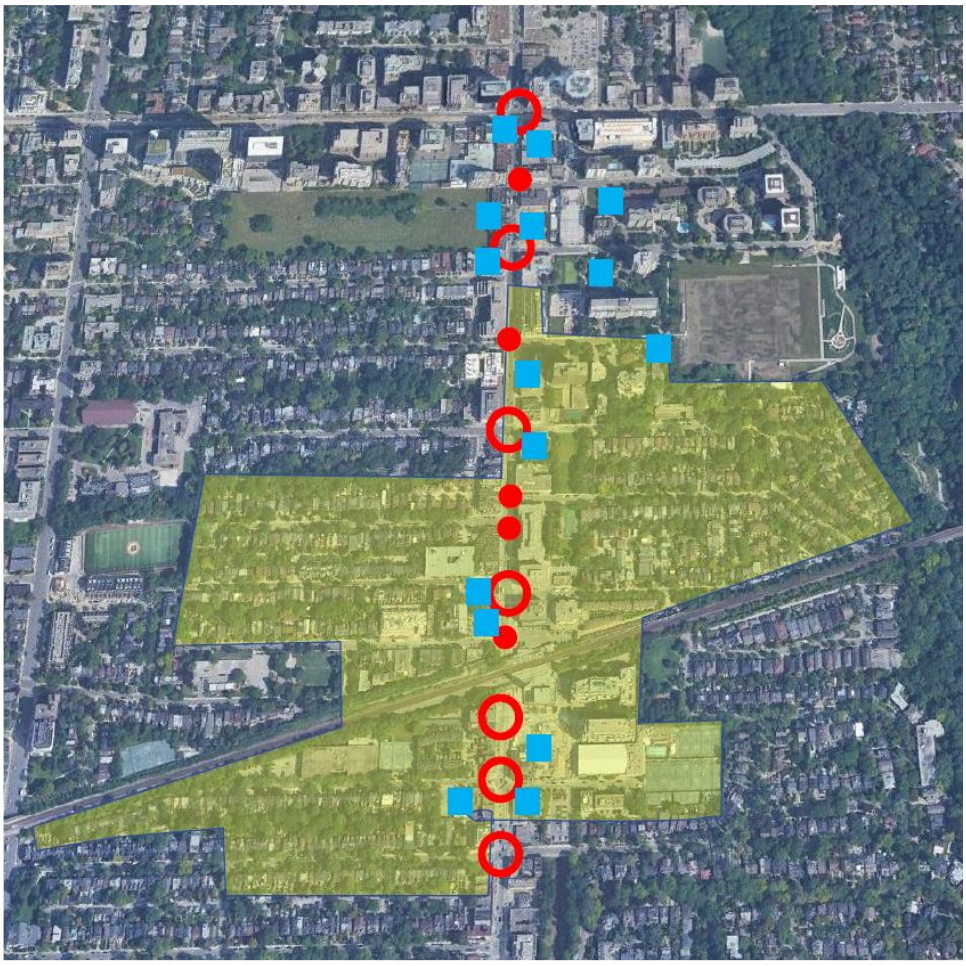
Substantial Increases limited to 1 km stretch through landlocked Summerhill Area with 6 signalized Intersections from Rowanwood Avenue to St. Clair Ave and 15 of the 27 major approved or planned developments in the entire pilot project area. The reported average travel times deliberately hide this fact by using the decreases in the two other segments – pre-pandemic 2019 travel volumes have not yet been reached - to compensate. Similarly, the reported Toronto Fire Services and Emergency Management Services response times have not been broken down to account for this area-specific anomaly.

TORONTO

ActiveTO Midtown Complete Street Pilot

Change in Vehicle Travel Time (Seconds) September 2019 versus September 2022

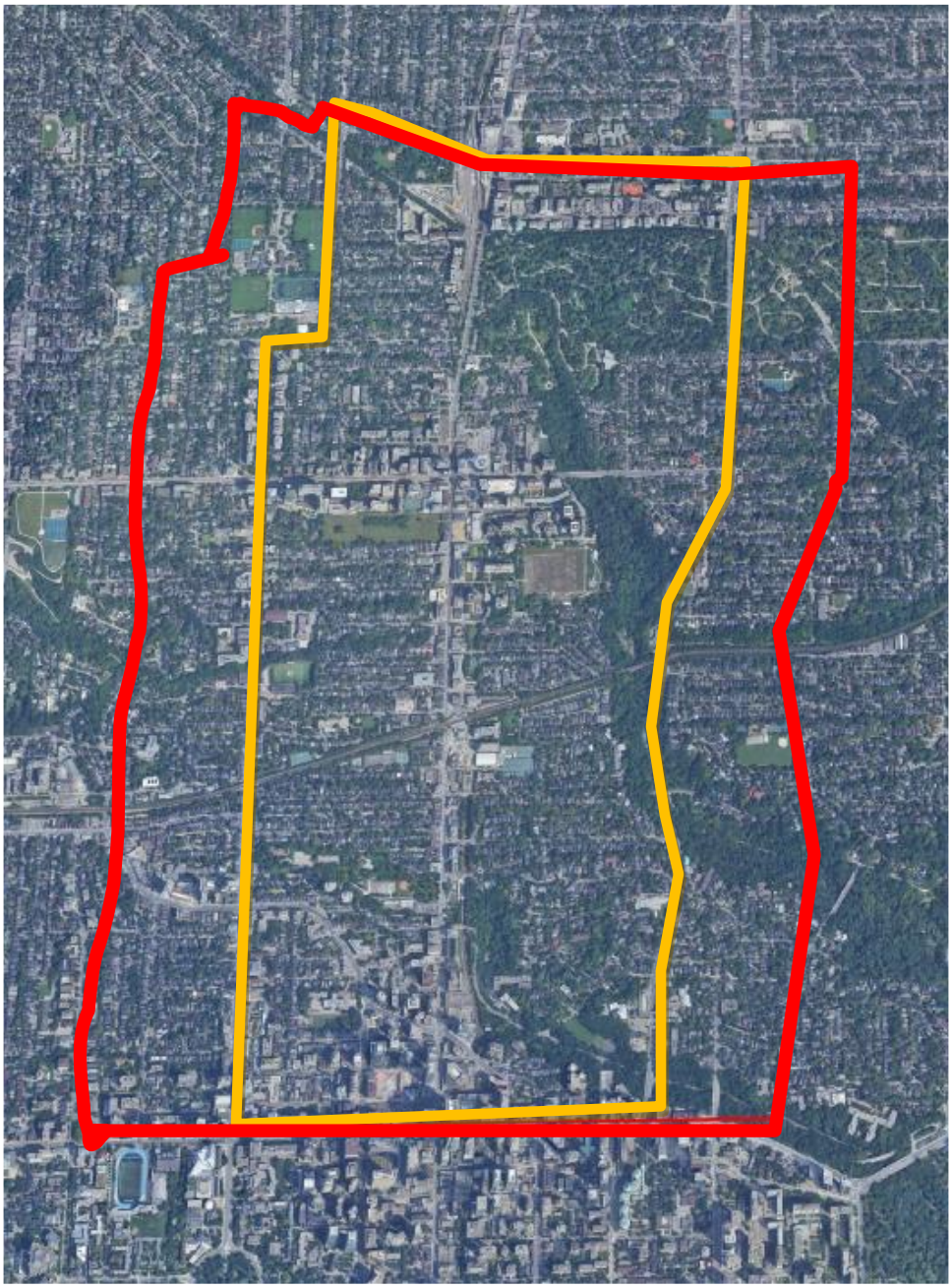
Yonge St, Northbound				
Weekday a.m. peak	Weekday midday	Weekday p.m. peak	Corridor segment	Distance (km)
-6	27	21	Bloor Street to Rowanwood/MacPherson Ave	1.0
4	29	46	Rowanwood/MacPherson Ave to St. Clair Ave	1.0
16	11	3	St Clair Ave to Davisville Ave	1.2
Yonge St, Southbound				
-41	-26	-11	Davisville Ave to St Clair Ave	1.2
17	34	45	St Clair Ave to Rowanwood/MacPherson Ave	1.0
-10	18	5	Rowanwood/MacPherson Ave to Bloor St	1.0



Emergency Response Times: Study Areas

Toronto Fire Services:
Avenue Road to Mount Pleasant Road and Davisville Avenue to Bloor Street

Toronto Paramedic Services:
Yonge Street Corridor from Bloor Street to Davisville Avenue plus 1,000m Buffer



TORONTO

Kristie Pratt
Deputy City Clerk

City Clerk's Office
John D. Elvidge, City Clerk

Corporate Information Management Services
City Hall, West Tower, 13th Floor
100 Queen Street West
Toronto, Ontario M5H 2N2

Tel: 416-392-9683
Fax: 416-392-4900
e-mail: Kristie.Pratt@toronto.ca

FOR FURTHER INFORMATION
Vanessa Miraples
416-392-7236

January 18, 2023

Mr. James Andrews
32 Summerhill Avenue
Toronto ON
M4T 1A8

Dear Mr. James Andrews:

Subject: **City of Toronto Access Request Number 2022-02581**

I am replying to your access request under the *Municipal Freedom of Information and Protection of Privacy Act*.

You have requested access to the following information:

"All information related to Sections 23, 24, and 25 of the City Council Decision on April 6, 2022, regarding Item IE28.7- 2021 - ActiveTO Cycling Network Expansion Project Update including, but not limited to, all data, reports, pilot area definitions, communications with Toronto Fire Services, Emergency Management Services, and Toronto Transit Commission.
Records search from January 1, 2020, to November 28, 2022."

Staff of Toronto Fire Services and Transportation Services have conducted a search for the requested records. This decision reflects the results of their search.

Decision

Access is denied in full pursuant to section 15 of the Municipal Freedom of Information and Protection of Privacy Act.

> Section 15(a) A head may refuse to disclose a record if, the record or the information contained in the record has been published or is currently available to the public.

Please note that the information requested is to be addressed in a staff report that will be published as part of the Infrastructure and Environment Committee of Council agenda on January 30th 2023.

Following the publishing of the report, if you wish to continue with this FOI request, please revise the scope of your request based on the published information. Any information that has already been made publically available will not be provided by the City. Any responsive records will be released to you pending any applicable exemptions and fees.

Right to appeal our decision

You may ask for a review within 30 days as of the date of this decision by contacting: The Registrar, Information and Privacy Commissioner/Ontario, 2 Bloor Street East, Suite 1400, Toronto, Ontario, M4W 1A8, telephone: 416-326-3333, or toll free 1-800-387-0073.

If you choose to appeal, please provide the Commissioner with the following:

- the request number assigned to your request;
- a copy of this decision letter;
- a copy of your original request;
- the appeal fee for general records of $25, payable by cheque or money order to the Minister of Finance.

For more information, you may wish to visit the IPC's website:
http://www.ipc.on.ca/english/Home-Page/

Should you have any questions, please contact **Vanessa Miraples, Access and Privacy Officer, at 416-392-7236 or Vanessa.miraples@toronto.ca.**

Yours truly,

S. Campbell (for)

John D. Elvidge
City Clerk

Encl.

ATTACHMENT A

Summerhill Residents Association

https://summerhillresidentsassociation.ca/
summerhillresidentsassociation@gmail.com

03 April 2022

VIA EMAIL: councilmeeting@toronto.ca

Toronto City Council
Attention: Marilyn Toft
Toronto City Hall
100 Queen Street West
Toronto Ontario M5H 2N2

IE28.7 Cycling Network Plan - Active TO Midtown

Dear Mayor Tory and Members of City Council:

The *Summerhill Residents Association* ("SRA") represents the area bounded by Yonge Street to the west, the old Iroquois Shoreline escarpment to the north, the Vale of Avoca ravine to the east, and the CPR railway tracks to the south. The SRA supports properly planned complete streets and cycling networks. Unlike the Yonge Street segments of Queen to College and Sheppard to Finch, this project was not subject to either a Municipal Class EA process or a multi-modal traffic analysis.

However, no new data is needed to confirm the obvious: a 12.8 m wide pavement cannot hold the minimum 4 travel lanes needed for shuttle buses or priority surface transit in addition to bike lanes.

Accordingly, the SRA objects to extending the Yonge Street pilot to 31 July 2023 and asks that the bike lanes be removed immediately for the following reasons:

1. The future impact on travel modes of reducing the road capacity by 50% while intensifying development has not been assessed.
2. A rushed selection of Yonge Street as pilot produces a short bike route fragment instead of an integrated network component.
3. The evaluation of the Avenue Road, Yonge Street, and Mount Pleasant Road corridors ignored basic planning parameters.
4. The future congestion resulting from the intensification of the Yonge Street corridor required by the Growth Plan was not considered.
5. The existing congestion, emergency access impact, and elevated GHG-emissions in the land-locked area was ignored.
6. Much of the evidence in support of the pilot is based on errors, false comparisons, and lack of relevant traffic data.
7. The coordination of Midtown bicycle lanes and priority surface transit to relieve the overcapacity Line 1 has not been studied.

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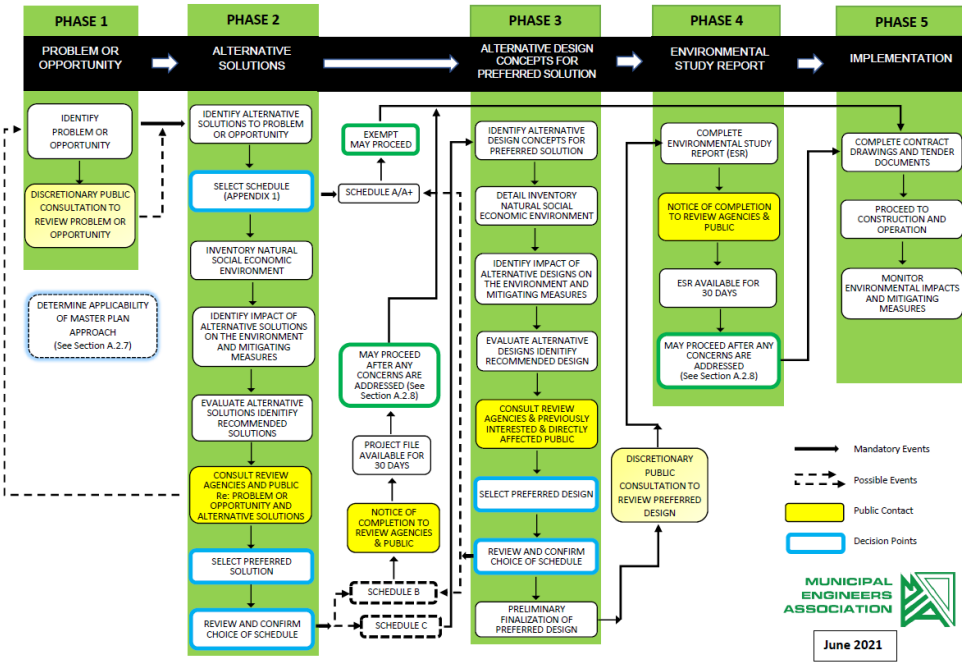
1. The future impact on travel modes of reducing the road capacity by 50% while intensifying development has not been assessed.

The City wants to extend for another 16 months a temporary pop-up installation designed to address short-term COVID-needs. It links Ontario's most active designated Growth Centre (Downtown), the second most active one

(Yonge-Eglinton), and an undesignated one (Yonge-St. Clair) in between, with a two-lane road on a 12.8 m wide pavement occupied also by cycle tracks, restaurant patios, loading areas, turning lanes, bus stops, planters, and parking spaces. To complete the picture: a massive intensification along this corridor - with tens of thousands of new residential units - is already in the development pipeline; the ultimate Line 1 subway capacity after all possible enhancements will be reached by 2026; and, Metrolinx, already in its 2015 *Yonge Relief Network Study*, recommended dedicated bus lanes as appropriate relief interventions – long before the 2017 and 2019 Growth Plans mandated a much higher intensification.

When confronted with evidence of congestion even under existing low traffic conditions, city officials promise to make adjustments to signs and traffic control signals to support the installation and mitigate negative impacts on drivers and local residents. The City's approach to long-term planning and climate action without any relevant land use and transportation analysis reflects Charles Lindblom's theoretical model of 'Disjointed Incrementalism', better known as 'The Science of Muddling Through'[1] No tinkering with turning lanes or traffic signals will ever overcome the fundamental conceptual flaws of this slapdash pilot.

Transportation Services, in its reporting on the *yongeTOmorrow* project acknowledges the following: *"Physical changes to a roadway that permanently impact the future use or traffic capacity of the street trigger a Municipal Class Environmental Assessment ... A project of this magnitude requires multiple years of design and planning prior to construction."* The Province has actually enacted legislation to significantly modify the environmental assessment system in place since 1975. The amended Act[2] replaces the Class EA system for 'undertakings' with a Project List system that identifies the 'projects' subject to Provincial assessment requirements in Regulations yet to be issued.[3]



[1] John Friedmann**, Planning in the Public Domain: From Knowledge to Action**, Princeton NJ: Princeton University Press, 1987

[2] Ontario Bill 197, **The COVID-19 Economic Recovery Act, 2020**, enacted 21 July 2020

[3] Ministry of the Environment, Conservation and Parks, Environmental Assessment Modernization: Moving to a Project List Approach Under the Environmental Assessment Act, 21 November 2021

Figure 1

Regardless of whether this project will be exempt from a Provincial review, the City needs to perform a responsible and professional assessment of this complex project, at least equivalent in process and scope to the original Municipal Class EA Schedule 'C' process (**Figure 1**). <u>While this is being done, the bike lanes need to be removed.</u> If the City is serious in adapting its transportation system to make it more resilient and responsive to climate change, then it must consider more comprehensive and integrated actions that support – not interfere with - an efficient and attractive long-term operation of the public transit system.[4] [5] (**Exhibit 1**)

2. A rushed selection of Yonge Street as pilot produces a short bike route fragment instead of an integrated network component.

This pilot was initiated through a Motion by Councillor Colle of 17 September 2020 and titled *Request to get Bike Lanes in Midtown along Yonge Street* (**Exhibit 2**). Notwithstanding Council's endorsement of the updated *Cycling Network Plan* (**Figure 2**) only a year earlier, on 16 July 2019, which called for the study of three Midtown corridors (Avenue Road, Yonge Street, Mount Pleasant Road), the Committee recommended this Motion to Council unchanged. Only a last-minute amendment at Council to add the words *"or parallel routes* after *Yonge Street"* preserved at least the appearance that the 2019 work plan was still being followed.

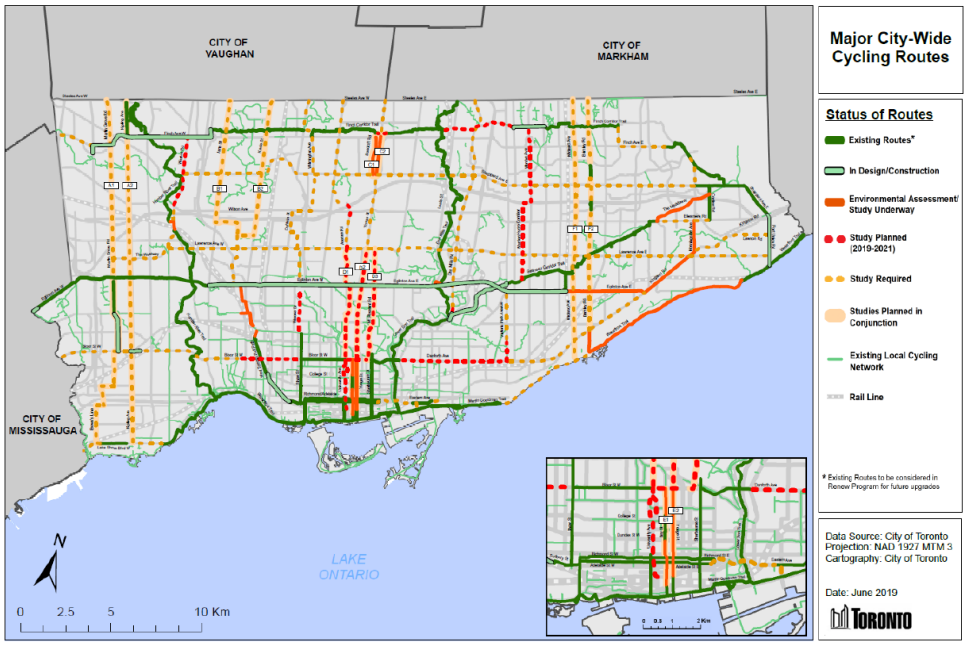


Figure 2

Five months later, on 02 February 2021, Council adopted the *yongeTOmorrow Recommended Design Concept,* based on a Municipal Class EA process[6] that found Yonge Street <u>not</u> suitable for cycling infrastructure:

"The Cycling Network Plan identifies Yonge Street as a major corridor that presents opportunities to create City-wide connections. The yongeTOmorrow EA has evaluated the appropriateness and feasibility of cycling infrastructure on Yonge Street by reviewing technical constraints, stakeholder feedback, and guiding policy, and

[4] RAND Corporation, Incorporating Resilience into Transportation Planning and Assessment, 2019

[5] McKinsey, Focused Adaptation: a strategic approach to climate adaptation in cities, July 2021

[6] City of Toronto, **yongeTOmorrow Environmental Study Report**, November 2021

does not recommend cycling infrastructure on Yonge Street between Gerrard Street and Queen Street where there is a 20-metre right-of-way, very high pedestrian volumes and a high concentration of tourism and events. As a result, University Avenue, Bay Street, and Church Street were evaluated for cycling infrastructure as part of the yongeTOmorrow EA process."

A minimal 20 metre right-of-way exists also on Yonge Street between Bloor Street and Heath Street. Only one month later, Transportation Services determined the obvious: The Staff Report, dated 09 March 2021 and titled *ActiveTO: Lessons Learned from 2020 and Next Steps for 2021,* concluded that the *Active TO Midtown* route on Yonge Street cannot be extended from Davisville to Eglinton and beyond for many years given the magnitude of the area's ongoing LRT-construction and planned intensification:

"While the IE15.11 motion requested Transportation Services explore the implementation of complete streets features including bike lanes on Yonge Street between Bloor Street and Lawrence Avenue, Transportation Services recommends that major roadway changes on Midtown Yonge Street north of Davisville Avenue not be pursued further at this time. The intersection of Yonge Street and Eglinton Avenue has significant construction work underway by Metrolinx for the Eglinton Crosstown Light Rail Transit project. There are also several large private developments under construction or expected to start construction in the near-term, which have varying impacts to the area and will need to be coordinated."

3. The evaluation of the Avenue Road, Yonge Street, and Mount Pleasant Road corridors ignored basic planning parameters.

The corridor selection process was perfunctory, if not biased, and bereft of any systematic analysis of transportation demand management issues such as prioritizing transit, linking strategic growth centers, reviewing existing and future major trip generators, or impacts on adjacent neighbourhoods.[7] It disregarded the City's *Complete Street Guidelines* which prescribe a context analysis.[8] It overlooked the Province's *Transit-Supportive Guidelines* which call for "*complete streets to reflect both the existing and planned land use, urban form and transportation contexts."* [9] It ignored the Manual on *Cycling Facilities* which outlines a network planning process that directs to *"respect current, and plan for future land uses and socio-economic and demographic contexts."*[10] And, it flouted the Official Plan which requires an integration of transportation and land use planning."[11]

Among the 19 indicators used in the evaluation, there is only one dedicated to land use: *"Routes with higher percentages of commercial and mixed-use frontages receive a higher ranking"* (**Exhibit 3**). Equally disturbing, the feasibility of accommodating the change was not considered despite acknowledging that *"the scores serve as the preliminary prioritization of projects, which must then be assessed for feasibility before they are programmed."*[12] The Yonge Street pilot, unlike Avenue Road and Mount Pleasant Road, has for 70% of its length a 20 m ROW.[13] Between Bloor Street and Heath Street, Avenue Road has six traffic lanes in a 36 m ROW whereas Yonge Street had four traffic lanes in a 20 m ROW.

[7] Government of Ontario, Growth Plan for the Greater Golden Horseshoe, 2020, Section 3.2
[8] City of Toronto, Toronto **Complete Street Guidelines,** 2016
[9] Ontario Ministry of Transportation, **Transit-Supportive Guidelines**, 2012
[10] Ontario Ministry of Transportation, **Ontario Traffic Manual – Book 18: Cycling Facilities**, 2021
[11] City of Toronto, Official Plan Policy 2.2.1
[12] Staff Report, Item IE6.11 - Cycling Network Plan Update, 13 June 2019
[13] City of Toronto, Official Plan – Map 3: Right-of-Way Widths Associated with Existing Major Streets

This evaluation process also ignored Council's direction of July 2018 to identify north-south corridors for both cycling facilities and surface transit priority routes. Worse, this essential coordination study requested by Q2 2019 was still neither 'Underway' nor 'Planned' as of June 2021.[14] (**Exhibit 4**) Point 17 of Council's decision on Item PG31.7 reads as follows:

"City Council request the Chief Planner and Executive Director, City Planning, the General Manager, Transportation Services, and the Toronto Transit Commission to study multi-modal access between Midtown and Downtown, including identifying north-south corridors for improved surface transit priority routes and for dedicated cycling facilities, and bring forward recommended additions to the Midtown cycling network, including the feasibility, timing and cost of dedicated cycling facilities, as part of the 10 Year Cycling Network Plan update."

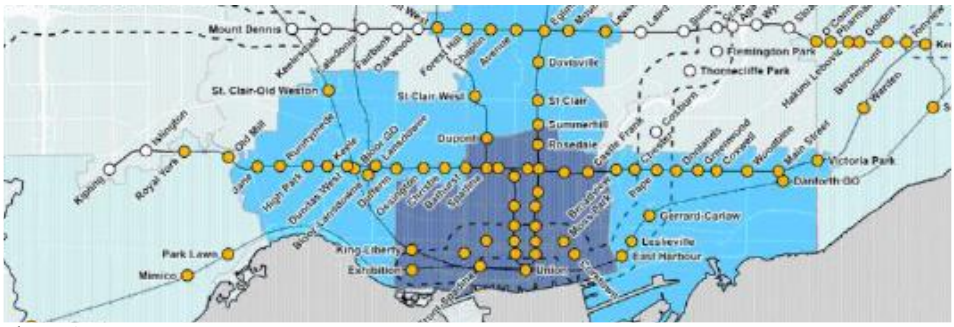


Figure 3

Unlike Avenue Road and Mount Pleasant Road, the Yonge Street corridor contains several *Major Transit Station Areas* (MTSAs) where intensification is mandated (**Figure 3**). Tens of thousands of new residents in the Yonge Street corridor will generate future travel demands not evident in existing traffic volume counts. The project team even discounted this issue and claims in its Consultation Report that *"while new development can contribute to an increase in trips, these changes are typically only noticeable over a longer term horizon than the Yonge pilot project (i.e. more than one-two years)."* Making the pilot permanent, surely, is longer term.

According to the corridor analysis: *"Traffic volumes on the three corridors at the intersections of Bloor St, St. Clair Ave, Eglinton Ave, and Lawrence Ave were considered over the past three years. Volumes on Yonge Street are comparatively lower, at an average of 405 vehicles per hour per lane versus 460 vehicles per hour per lane on both Mount Pleasant Road and Avenue Road."* As the table below shows, this claim is false. (**Figure 4**)

Corridor	Intersection	Date	8-Hour Peak Volume	Hourly Volume	Hourly Volume/Lane
Avenue Road	Bloor St	2018-01-11	24,059	3,007	752
	St. Clair Ave W	2016-04-18	29,303	3,663	610
	Eglinton Ave W	2012-10-15	26,329	3,291	823
	Lawrence Ave W	2013-09-04	27,712	3,464	866
Yonge Street	Bloor St	2018-01-11	14,398	1,800	450
	St. Clair Ave	2014-05-03	20,437	2,555	639
	Eglinton Ave	2014-05-03	23,360	2,920	730
	Lawrence Ave	2017-10-02	24,489	3,061	765
Mount Pleasant Road	Charles St/Jarvis St	2016-11-01	16,280	2,035	509
	St. Clair Ave E	2017-01-14	16,436	2,055	514
	Eglinton Ave E	2017-01-09	20,734	2,592	648
	Lawrence Ave W	2017-01-16	16,832	2,104	526

Source: Toronto Open Data Portal - Traffic Signal Vehicle and Pedestrian Volumes

Figure 4

[14] City of Toronto, Cycling Network Plan Update: External Stakeholders Briefing Summary, June 2021

Using the City's own pre-pandemic 8-hour peak volume data shows the opposite: the highest volume at St. Clair Avenue is on Yonge Street with 639 vehicles per hour per lane versus 610 vehicles at Avenue Road and 514 vehicles at Mount Pleasant Road. The traffic data for St. Clair Avenue are the relevant ones since staff does not recommend an extension beyond Davisville Avenue for years to come.

Rather than setting measurable objectives, defining realistic options, assessing long-term impacts, and selecting the optimal solution based on relevant land use and transportation data, the project team reversed the planning process. It decided on Yonge Street first and then rationalized its decision. Accordingly, it missed an obvious solution to avoid the congestion on Yonge Street (20 m ROW) between Bloor Street and Heath Street: extend the Bay Street and University Avenue bicycle lanes on Avenue Road (23-36 m ROW) to Chaplin Crescent and the Sherbourne Street bicycle lanes on Mount Pleasant Road (20-23 m ROW) to Davisville Avenue, then join them on Yonge Street (27 m ROW) going north.

Bicycle lanes in the right locations can offer a reliable, sustainable and affordable alternative to cars. The smart approach, however, is to find roads that can go on a 'diet' – roads that can slim down and free up space for bicycle lanes – without exceeding a V/C (volume-to-capacity) ratio of 0.75 that causes severe congestion.[15] This was ignored on Yonge Street.

Yonge Street between Bloor Street and Heath Street does not qualify for cutting the number of lanes by 50%. It is classified by City Council as a 'Major Arterial Road' with a minimum requirement of four peak period lanes, excluding bicycle lanes, a speed limit of 50-60 km/h, and a daily traffic volume in excess of 20,000 vehicles (**Figure 5**).[16] Avenue Road has the opposite problem. A report prepared by the *Avenue Road Safety Coaalition* with *Brown and Storey Architects* proposes to reduce the six traffic lanes to four and adding a linear park and, perhaps, bicycle lanes.[17]

Characteristic	Locals	Collectors	Minor Arterials	Major Arterials	Expressways
Traffic movement versus property access	Property access primary function	Traffic movement and property access of equal importance	Traffic movement primary consideration; some property access control	Traffic movement primary consideration; subject to property access control	Traffic movement primary consideration; no property access
Typical daily motor vehicle traffic volume (both directions)	< 2,500	2,500 - 8000	8,000 - 20,000	> 20,000	> 40,000
Minimum number of peak period lanes (excluding bicycle lanes)	One (one-way streets) or two		Two	Four	Four
Desirable connections	Locals, collectors	Locals, collectors, arterials	Collectors, arterials	Collectors, arterials, expressways	Major arterials, expressways
Flow characteristics	Interrupted flow	Interrupted flow	Uninterrupted except at signals and crosswalks	Uninterrupted except at signals and crosswalks	Free-flow (grade separated)
Legal speed limit, km/h	40 - 50	40 - 50	40 - 60	50 - 60[1]	80 – 100
Accommodation of pedestrians	Sidewalks on one or both sides	Sidewalks on both sides			Pedestrians prohibited
Accommodation of cyclists	Special facilities as required		Wide curb lane or specia	facilities desirable	Cyclists prohibited
Surface transit	Generally not provided	Permitted	Preferred	Preferred	Express buses only
Surface transit daily passengers	Not applicable	< 1,500	1,500 - 5,000	> 5,000	Not applicable
Heavy truck restrictions (e.g. seasonal or night time)	Restrictions preferred	Restrictions permitted	Generally no restrictions		No restrictions
Typical spacing between traffic control devices[2], (metres)	0 - 150	215 - 400	215 - 400	215 - 400	Not applicable
Typical right-of-way width, (metres)	15 - 22	20 - 27	20[3] – 30[4]	20[3] – 45[4]	> 45[4]

Notes: - Private roads and lanes (public or private) are not part of this classification system.
1. A number of major arterial roads have speed limits which fall outside this range.
2. Traffic control devices include; traffic control signals, pedestrian crossovers and 'Stop' signs.
3. 20 metre rights-of-way exist on many downtown or older arterial roads. New arterial roads should have wider rights-of-way.
4. Wider rights-of-way are sometimes required to accommodate other facilities such as utilities, noise mitigation, installations, transit, bicycle facilities, and streetscaping. For new streets, wider rights-of-way should be considered to accommodate such facilities.

Figure 5

[15] FiveThirtyEight, Bike lanes don't cause traffic jams if you're smart about where you build them

[16] City of Toronto, **Road Classification System** – Summary Report, published August 2013, as amended by City Council on 24-27 April 2018

[17] Gleaner, Report urges reduction of traffic lanes on Avenue Road, 08 September 2021

4. The future congestion resulting from the intensification of Yonge Street required by the Growth Plan was not considered.

Toronto is the second fastest growing central city in North America (**Figure 6**). Reducing the road capacity when the future travel demand is projected to exceed the ultimate subway capacity is not smart transportation planning. Toronto's situation is materially different in this respect from such bike-friendly cities as Copenhagen, Amsterdam, Portland, Boulder, San Francisco, Chicago, Boston, New York or Paris. In fact, New York, Chicago, San Francisco, Boston, or Paris all experience a population decline in the central city.[18] There is no precedent anywhere that mirrors the irrational plan proposed for the rapidly developing and narrow Yonge Street corridor with a transit system at or beyond capacity.

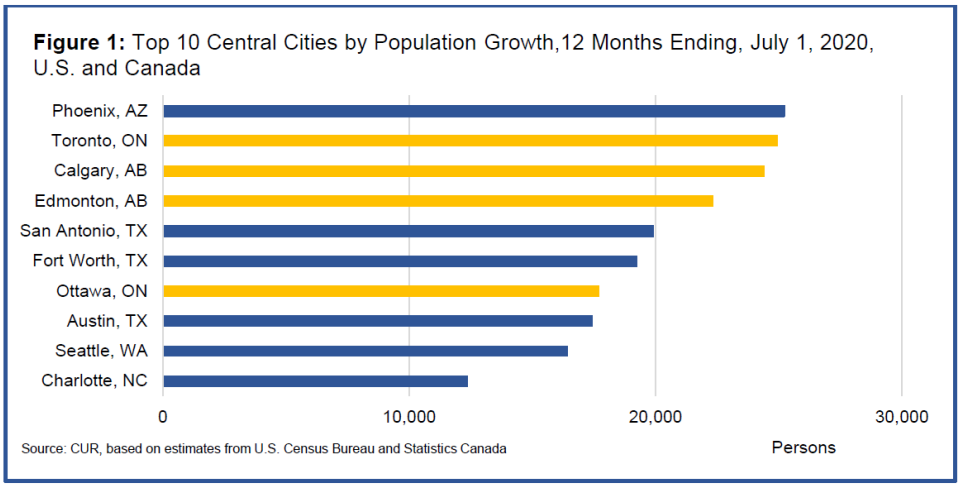
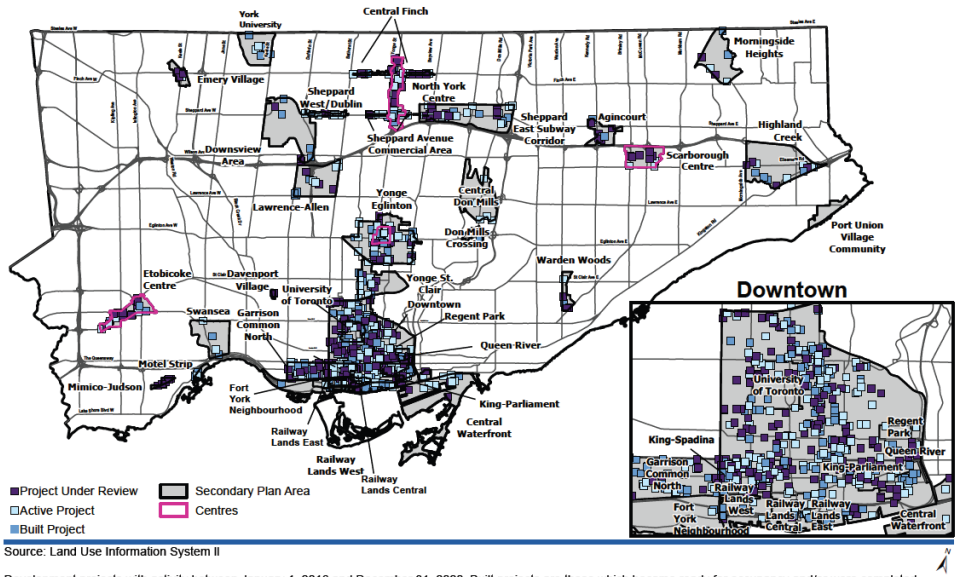


Figure 6

The 2019 Minister's approvals of OPA 405 and OPA 406 increased the densities in the downtown and midtown Secondary Plan areas. (**Figure 7**) and the 2029 Growth Plan modified the MTSAs minimum density targets



Source: Land Use Information System II

Development projects with activity between January 1, 2016 and December 31, 2020. Built projects are those which became ready for occupancy and/or were completed. Active projects are those which have been approved, for which Building Permits have been applied or have been issued, and/or which are under construction. Projects under review are those which have not yet been approved or refused and those which are under appeal.

Prepared by: Toronto City Planning Division, Planning Research and Analytics - June 2021

Figure7

[18] Ryerson University Centre for Urban Research and Land Development, June 2021

Below is an illustration (**Figure 8**) of some significant projects in the current pipeline located in the Yonge Street corridor that will put further strains on the Line 1 subway level of service. Further examples of developments proposed closer to the land-locked Summerhill area can be found in **Exhibit 5**.


Yonge and St. Clair


Yonge and Davisville


Yonge and Eglinton


Yonge and Steeles


Yonge and High Tech Road

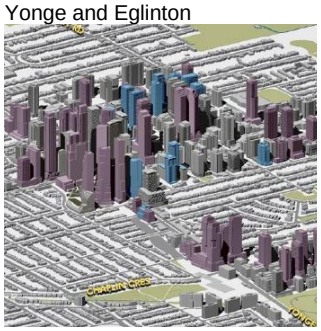

Midtown

Figure 8

As of June 2021, Toronto's Development Pipeline Bulletin shows 28,186 residential units and 245,817 m² of non-residential GFA proposed at Yonge-Eglinton and 3,980 residential units and 53,476 m² of non-residential GFA proposed at Yonge-St. Clair. An additional 924 residential units have already since been proposed at Yonge-St. Clair (1196-1210 Yonge: 68 units, 1233 Yonge: 110 units; 1406-1428 Yonge: 406 units; and 1 St. Clair W:340 units) which results in a total of 33,090 residential units currently proposed in the two Secondary Plan areas alone. The suggestion that this magnitude of growth may not necessarily result in more vehicular trips when the subway is at overcapacity is simply absurd.

Such a situation - as Councillor Mike Layton cogently argued relative to comparatively minor development pressures at Bloor and Spadina – calls for a comprehensive assessment of the cumulative development impacts on the transportation system which has yet to be performed at Yonge and St. Clair (**Exhibit 6**):

"This high level of planned growth warrants a comprehensive lens to inform the redevelopment of this major downtown intersection. Thousands of new residents will potentially be housed at this single intersection. While there are planning studies and frameworks, development guidelines, and policy documents such as the Official Plan and TOCore, the breadth of development that is now anticipated for this area exceeds what was initially expected. While there are height restrictions and building envelope guidelines, coordination of the development proposals and understanding of the cumulative impact of development (human density) to infrastructure is an important piece that needs to be considered."[19]

[19] Councillor Mike Layton, Letter to Toronto and East York Community Council, 24 November 2021

5. The existing congestion, emergency access impact, and elevated GHG-emissions in the land-locked area was ignored.

The thousands of residents living on at least 16 streets that rely exclusively on Yonge Street for vehicular access have experienced congestion and gridlock as a result of the pilot. (**Figures 9 & 10**). This has caused reduced air quality, delayed fire trucks, ambulances, and police, blocked access for contractors performing emergency repairs, delayed courier services, grocery deliveries, construction trucks, school buses, taxis, and Ubers, and long delays for many residents that need cars for various valid reasons. When confronted with such concerns, city officials suggested that the impacts will be the worst at the onset as drivers need to relearn behaviours as changes take place and adjustments are made. This optimistic view overlooks, at least, four factors: 1) traffic is still below the pre-pandemic volumes; 2) the intensification of the Yonge Street corridor will create not only construction-related traffic but substantial new travel demands that cannot be met by the overcapacity Line 1; 3) the increase in e-commerce, predicted to double again by 2023, results in new urban freight traffic growth;[20] and, 4) the increased use of private transportation services, often to avoid an unattractive transit service, contributes to vehicular traffic growth even by residents who are not car owners.


2021-05-09


2021-10-29


2022-03-13


2021-10-28


2021-11-05

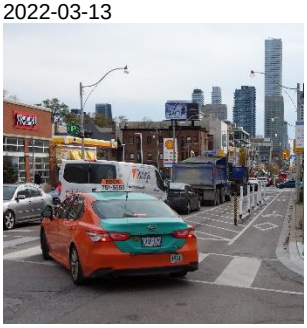

2021-11-11

Figure 9

The City's own research shows a rapid growth of trips performed by Private Transportation Companies:

"PTC trips have grown rapidly since September 2016, when the service was first licensed by the City.176,000 trips were made daily in March 2019, an increase of over 180% since September 2016. As of March 2019, 105 million trips have been completed in the City of Toronto using PTCs … Trends in comparable North America cities point towards rapid growth in PTC trips The City of Toronto is still in the early stages of PTC adoption relative to other comparable cities in North America. For context, Chicago, a city of comparable population, experiences approximately 330,400 PTC trips daily, almost twice that of Toronto." [21]

[20] University of Washington Supply Chain Transportation & Logistics Center, How Your Onlne Shopping Snarls Traffic On City Streets, 2019

[21] City of Toronto, The Transportation Impacts of Vehicle-for-Hire in the City of Toronto, June 2019

Figure 10: Land-locked Area from Price Street to Jackes Avenue

Safety concerns have been dismissed by City officials since various emergency services had reviewed the installation plans and, apparently, had not expressed any apprehensions. However, *Toronto Fire Services* is on the record as having serious concerns in this regard:

***"New Roadway Design Standards**: When responding to emergency incidents, TFS already contends with ever increasing levels of traffic congestion as a result of planned capital works projects, unplanned delay in emergency road repairs and a host of major and localized special events. Increased congestion not only impacts travel times, it also increases the risk of incidents and demand for emergency response. Recently, Toronto Transportation Services and City Planning have advanced a number of Transportation Strategies and Guidelines that seek to achieve a safer pedestrian and cycling environment and create a more holistic and inclusive design approach for all users of the public right-of-way through a Complete Streets Strategy. These goals will be achieved through the implementation of various traffic calming initiatives; that advocate for reductions in the number of travel lanes and/or effective widths of roadways to enhance the safety of cyclists and pedestrians, through the implementation of various right-of-way amenities such as protected bike lanes and reduced turning radii's at intersections. While TFS understands the benefits of the Complete Streets Strategy, it is imperative that City Divisions work together to ensure that potential impacts on emergency response routes and times are considered on a project-by-project and/or location-by-location basis. Looking ahead into the next five years and into the future, population growth and the associated congestion will be the primary impact on the roads. This is an impediment to service provision and a primary consideration as TFS plans for future service delivery."* [22]

Similarly, *City Transportation Services* acknowledges the need to better manage traffic congestion:

[22] Toronto Fire Services, **2015-2019 Fire Master Plan**

"Travel demand continues to rise in the City of Toronto as the population increases and our economy grows. Existing road infrastructure is not able to keep pace with this increase in travel demand – in fact it is impractical to build enough roads and infrastructure to comfortably accommodate this demand. The resulting situation – where travel demand exceeds the capacity of the transportation network – is traffic congestion. Each area of the city has different factors that contribute to traffic congestion. Roads in one area may be affected by issues related to parking and stopping or construction work zones; others by infrastructure bottlenecks that decrease road capacity; and still others by traffic signals that could be better coordinated with existing traffic flow … The impact of this congestion is significant. Estimates from 2008 for the Greater Toronto and Hamilton Area (GTHA) suggest that congestion costs commuters as much as $3.3 billion annually in terms of delay and increased vehicle operating costs, while the cost to the local economy was an additional $2.7 billion due to lost economic output and accompanying job loss." [23]

Since the land-locked condition is pre-existing, it was entirely predictable that access for everyone would be severely impacted by the congestion created by the pilot configuration. According to the Government of Canada, idling cars contribute significantly to GHG-emissions: *"In fact, if Canadian motorists avoided idling for just three minutes every day of the year, CO_2 emissions could be reduced by 1.4 million tonnes annually. This would be equal to saving 630 million litres of fuel and equivalent to taking 320,000 cars off the road for the entire year. Eliminating unnecessary idling is one easy action that Canadians can take to reduce their GHG emissions that are contributing to climate change."* [24] Cycle tracks that cause congestion due to an elevated V/C ratio on a narrow road and, in addition, obstruct surface transit are not climate friendly.

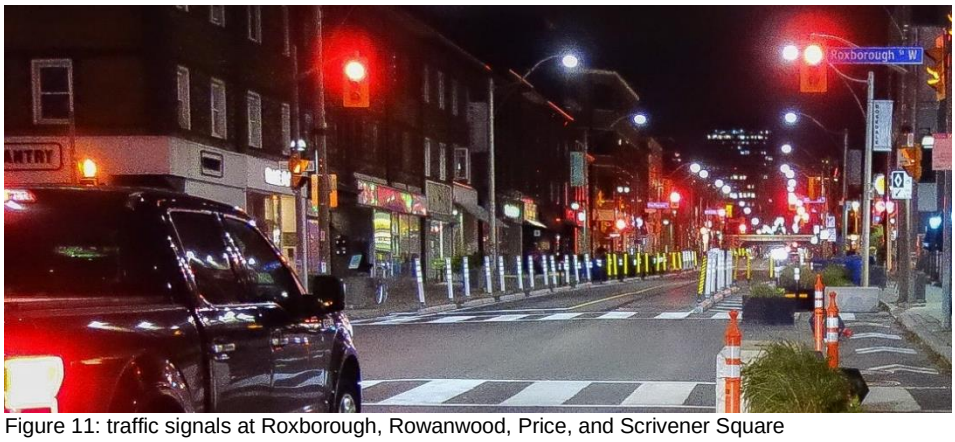


Figure 11: traffic signals at Roxborough, Rowanwood, Price, and Scrivener Square

Congestion specific to the Summerhill area is also caused, partly, by the absence of sufficient left-turn lanes and, partly already before the pilot, by a proliferation of signalized intersections (**Figure 11**). In the 575 m stretch of Yonge Street between Crescent Road and Shaftesbury Avenue, there are six signalized intersections with an average spacing of only 115 m between signals (**Exhibit 7**) when the optimal distance for coordination between signalized intersections considering a two-way arterial with a 50 km/h speed limit, according to Provincial guidelines[25], is 416 m to 625 m, depending on the cycle length from 60 s to 90 s, and 215 m to 400 m according to the City's own spacing criteria (**Figure 5**).

[23] City of Toronto, Transportation Services, **Congestion Management Plan, 2016-2020**
[24]https://www.nrcan.gc.ca/energy/efficiency/communities-infrastructure/transportation/cars-light-trucks/idling/4415
[25] Ontario Ministry of Transportation, **Ontario Traffic Manual – Book 12: Traffic Signals**, July 2001

6. **Much of the evidence in support of the pilot is based on errors, false comparisons, and lack of relevant traffic data.**

Council asked *"to consider and explore … a temporary protected bikeway along Yonge Street or parallel routes … following the complete streets approach applied to Danforth Avenue."* Unlike the Yonge Street Pilot, the Danforth Avenue Complete Street was informed by an area-wide Planning Study[26] which showed comparatively little development pressures. The most significant physical difference between the two situations which undercuts transferability of the lessons learned is the existing road configuration. Danforth Avenue has a pavement width of 16.4-16.8 m whereas that of Yonge Street between Bloor Street and Heath Street is only 12.8-13.0 m - a material difference in road capacity with one additional traffic lane. (**Figure 12**)

Figure 12

For comparison purposes, below is an illustration (**Figure 13**) of the lane configuration on the 12.8-13.0 m wide pavement in the Bloor Street to Heath Street segment of the Active TO Midtown Complete Street Pilot:

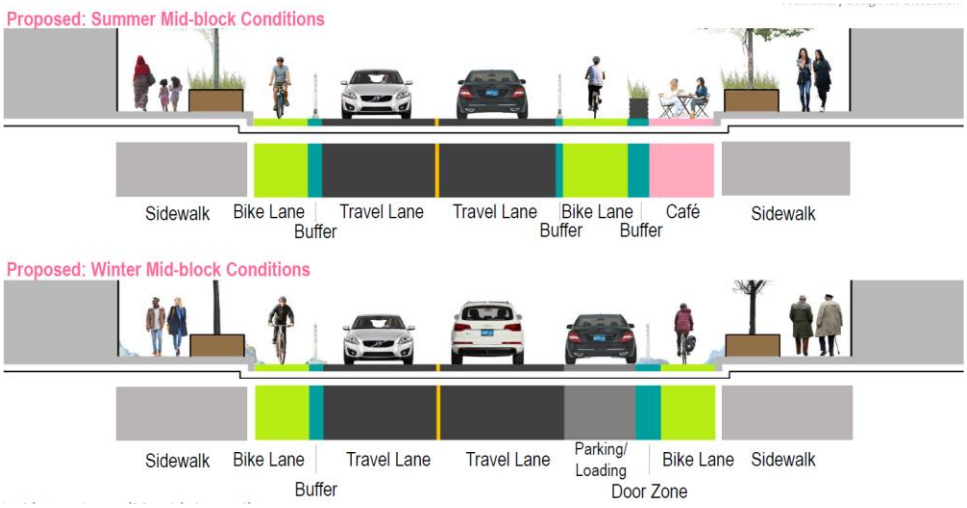


Figure 13

In stark contrast to this Bloor to Heath cross-section, a much more appropriate example of introducing bicycle lanes and creating a complete street is the *Transform Yonge* project for Yonge Street segment between Sheppard Avenue and Finch Avenue (**Figure 14**). It maintains four traffic lanes, as required for major arterial roads according to City Council's road classification system, and allows for additional turning lanes to minimize congestion.

[26] City of Toronto, **Danforth Avenue Planning Study Area: Profile Report Broadview Avenue to Coxwell Avenue**, An Integrated Complete Street and Planning Study, January 2020

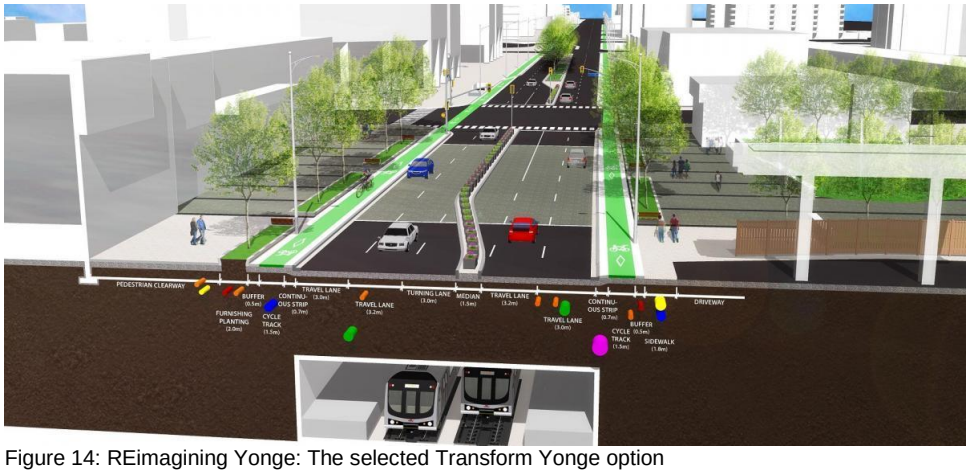


Figure 14: REimagining Yonge: The selected Transform Yonge option

Mayor John Tory had called for a rigorous testing of bike lanes, emulating former New York City major Michael Bloomberg: *"I won't compare myself to him because he was obviously a tremendously successful entrepreneur, but we were both business people… and what you try to do [in business] is make your decisions based on rational sets of facts – and that comes from measurement, in some form or another."*[27]

Travel times along Yonge Street during most times of the day are now reported to be only slightly above the pre-pandemic (Fall 2019) baseline with only up to a 30 second increase in am/pm peak periods and a 102 second increase during midday. These travel times averages do not distinguish between the travel times of pilot segments with a 20 m ROW from Bloor to Heath and a 27 m ROW from Heath to Davisville. During the pilot, the speed limit was lowered from 50 km/h to 40 km/h. This 10 km/h reduction itself increases the average travel time somewhat, suggesting that the pilot obstacle course may have actually reduced travel time.[28] .

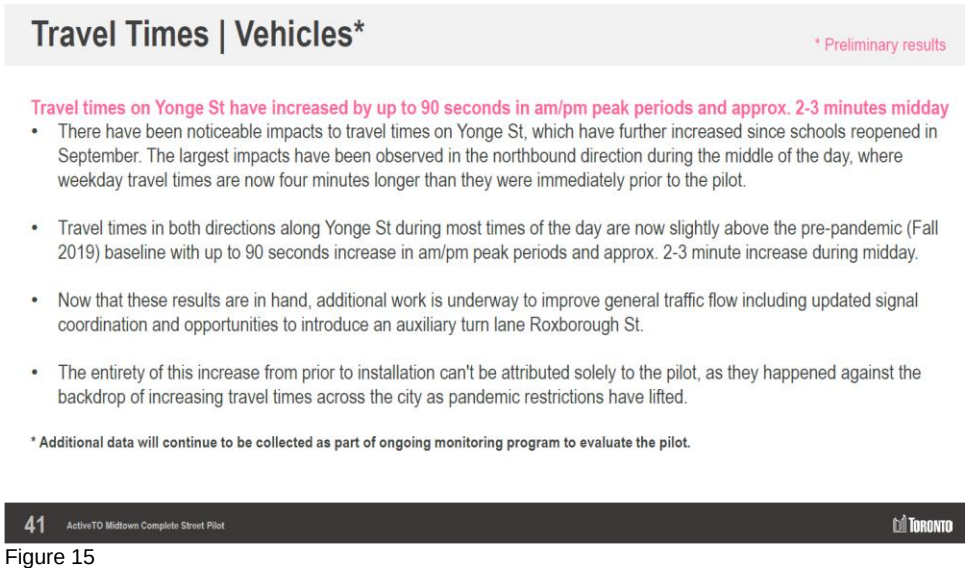


Figure 15

The project team reported a 105% increase in cycling volume between May 2021 and July 2021 (**Figure 17).** The average High/Low (°C) temperatures in Toronto during May 2021 were 19°/10°, whereas during July 2021 they were the highest of the year at 27°/18° - a significant temperature difference that, most likely, accounts for the increase in cycling volume.

[27] Globe and Mail, 'New Bloor bike lanes in Toronto must pass 'rigorous' tests', 11 August 2016
[28] Monash University - Accident Research Centre, The Impact of Lowered Speed Limits in Urban and Metropolitan Areas, January 2008

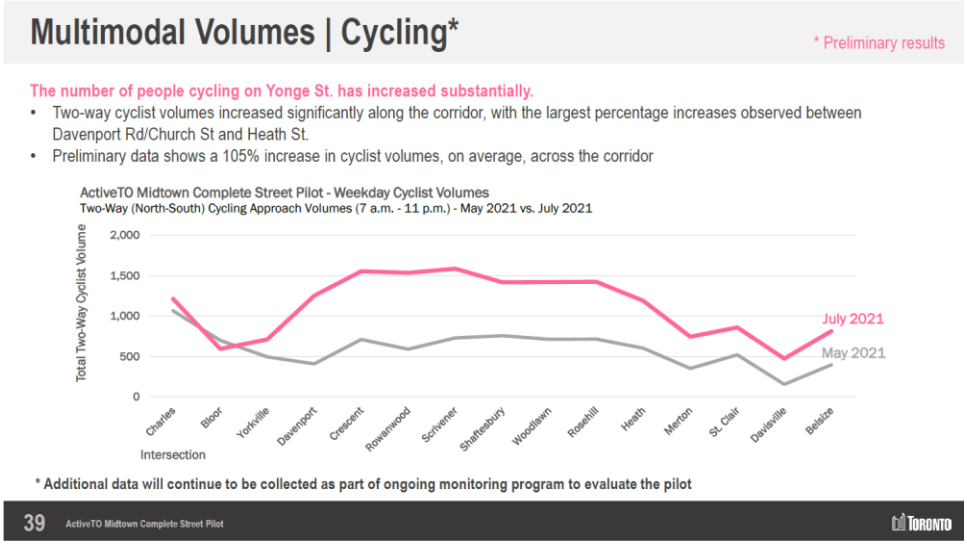


Figure 16

Pre-Installation Intercept Surveys were conducted on 3 & 5 June 2021. The installation was complete by 30 June and Post Installation Surveys were done on 11, 14, 16, & 18 September 2021. Accordingly, a 10-week period from 01 July to 11 September, with the lowest traffic volumes of the year during July and August and with congestion reduced by 45% due to the COVID-lockdown was the test period for congestion. (**Exhibit 8**) Despite these favourable and non-typical conditions, the majority of the respondent still noted a worse congestion during this low-volume period.

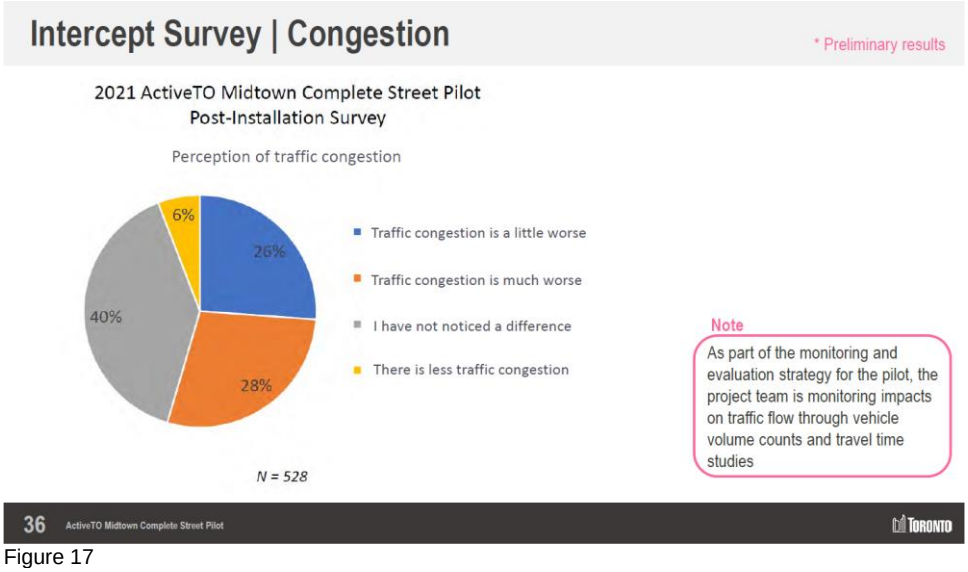


Figure 17

The survey sample did not reflect the target population since the surveys were conducted in the Bloor, Rosedale, St. Clair, and Davisville study zones but not in the Summerhill zone (from Scrivener Square to Woodlawn) – the congested land-locked area. 40% of pre-installation respondents were from Bloor and 36% of the post-installation ones from Davisville (**Exhibit 9**) The surveys did not capture the views of motorists in cars.

An amazing 76% project support was reported based on the following question: *"The goals of Active TO Midtown on Yonge are to provide support for local businesses and surrounding communities by expanding outdoor patio areas, improving safety and comfort for everyone, and providing a safe and protected bike lane along the Line 1 subway. Do you agree Active TO Midtown on Yonge has met these goals."* (**Figure 18**)

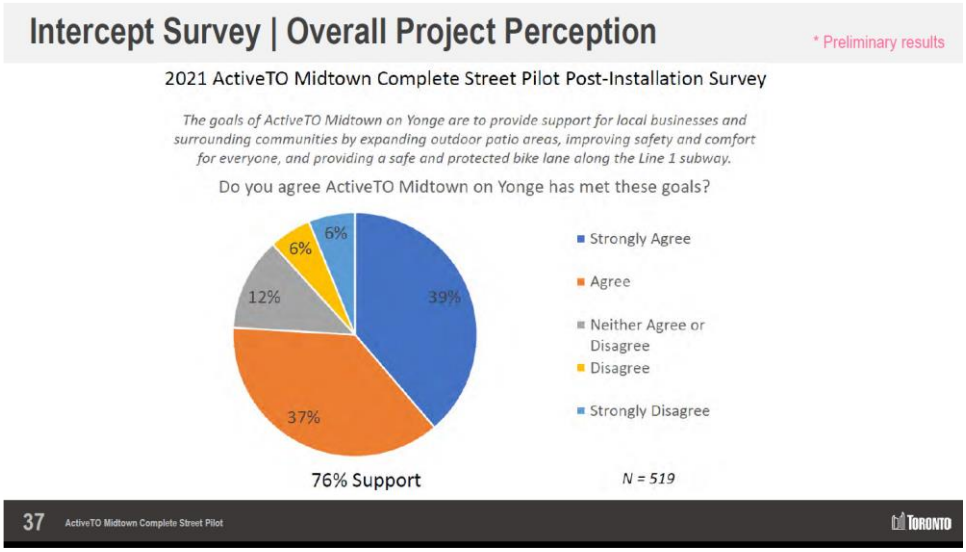


Figure 18

When confronted with the observation that this was, first, a leading question, second, a triple-barreled question that did not allow respondents to differentiate degrees of support or non-support for the quite different goals of supporting businesses, improving comfort, or providing safe bike lanes, and third, a social desirability question with an inherent conformity bias, the project team offered the following response:

> *"The team is has focused on understanding whether the project succeeded in meeting its three stated goals, as part of Council's direction regarding the ActiveTO Midtown Complete Streets Pilot. Surveyors explicitly read a list of options for respondents to choose from: Strongly Agree / Agree / Neither Agree or Disagree / Disagree / Strongly Disagree and then recorded their response each time, so as to minimize conformity bias. While the question collectively asked about the project's three goals, respondents were surveyed about the impact of individual elements on their experience of the street. Patios and planters improved over 70% of respondents' experiences of the street, with cycle lanes improving 60% of respondents' experiences (91% for cyclists, 57% for pedestrians, 55% for transit users, 51% for drivers). When asked about safety and comfort separately, 53% felt safer post-installation, 33% felt the same, and 14% felt less safe. Overall, both pre- and post-installation, 72% of respondents felt safe or very safe with 11-12% feeling neither safe nor unsafe. However, the percentage of people feeling very safe increased from 25% to 35% post-installation."* [29]

These rationalizations only reinforce the view that this survey is riddled with measurement errors. Furthermore, the arbitrary classification of respondents as pedestrians, cyclists, drivers, and transit users is dubious at best since most people fit more than one category and many fit all four. Clearly, the measurement errors combined with the coverage errors render the survey results more than suspect.

Based on the 2016 Transportation Tomorrow Survey, Toronto's mode share is as follows: car (driver and passenger) 58.35%; public transit 26.14%; walking 10.66%, cycling 2.82%; and, other 2.03%.The physical distribution of the cycling mode share across the entire city is shown below (**Figure 19**).[30]

[29] City of Toronto, Active TO Midtown Complete Street Pilot: Consultation Report, December 2021
[30] Mischa Young et al, Mapping the demand and potential for cycling in Toronto, International Journal of Sustainable Transportation, Volume 15, Issue 4, April 2020

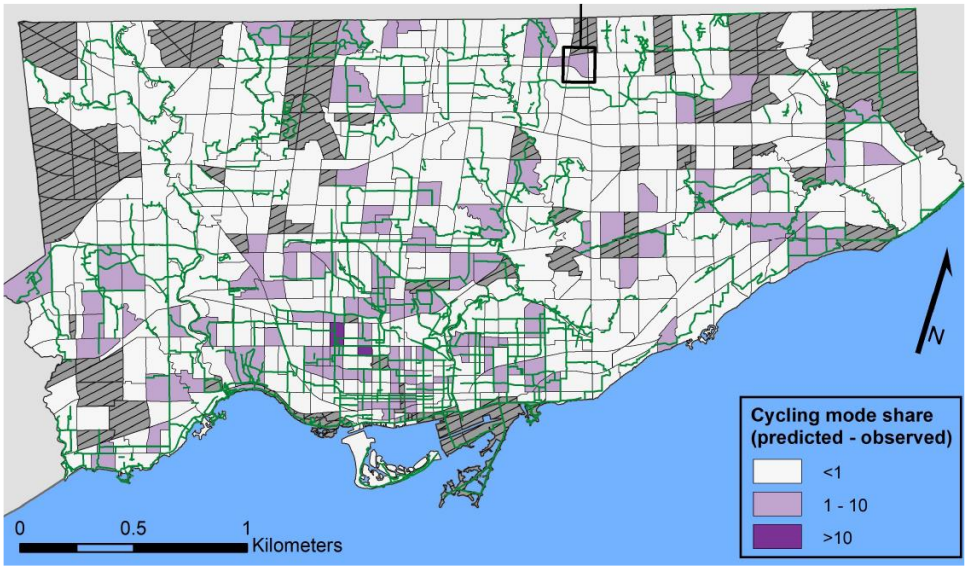


Figure 19

One of the T*ransformTO* initiatives to reach a net-zero-carbon future is to have *"nearly 70% of all trips taken in the city either by bike e-bike, walking, or transit."*[31] The in-bound person trips in the am peak period (7 am to 10 am) in the Downtown are already close to this target at 62% (**Figure 20**) and the work travels within the Downtown itself exceed this target at 79% (**Figure 21**). The discrepancy exists in areas outside of the core with long commuting distances and poor transit level of service.

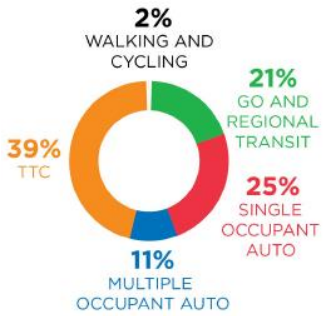


Figure 20

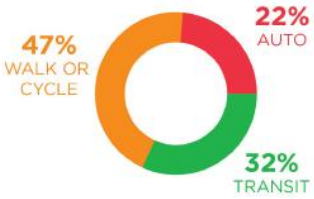


Figure 21

Cyclist and pedestrian volumes daily averages and average motor vehicle travel times in the am peak period are meaningless metrics given the identified priority actions: *"Enhancements to existing transit services will add capacity and improve travel reliability… Surface transit improvements are needed to support planned growth within and near the Downtown."* [32]

For a data-driven decision, the following key questions must be answered: Given the Growth Plan's mandated growth targets to 2051, what are the current and projected figures for am and pm peak traffic volumes, modal splits, and TTC-ridership (subway, LRT, bus) in 10, 20, and 30 years - with and without a complete street design? There is a need to think more regionally, to better integrate transportation with land use planning, and, to privilege evidence over political 'work-arounds' incompatible with an effective transit system.[33]

[31] City of Toronto, TransformTO Net Zero Strategy – Technical Report, November 2021
[32] Cattiity of Toronto, Downtown Mobility Strategy, April 2018
[33] Matti Siemiatycki and Drew Fagan, **Transit in the Greater Toronto Area: How to get Back on the Rails**, Munk School of Global Affairs and Public Policy, 2019

7. The coordination of Midtown bicycle lanes and priority surface transit to relieve the overcapacity Line 1 has not been studied.

The City of Toronto is projected to add a minimum of 617,000 people and 282,000 jobs over the next 30 years in a region (*Greater Toronto and Hamilton Area*) which is projected to grow in population by 44% from 7,747,000 to 11,172,000 – with the iconic Yonge Street in the centre of this growth.[34] What is lacking is a reliable land use and transportation analysis of possible scenarios for the growing city and region.

In 2015, Metrolinx predicted that the ultimate capacity of Line 1 would be reached by 2031.[35] It outlined numerous potential relief interventions, including various surface transit bus services. This prediction was based on then available land use information and did not include the new policies of the 2017 Growth Plan nor the Minister's density increases in 2019 for OPA 405 (Yonge-Eglinton) and OPA 406 (Downtown). Some issues with the ridership projections are summarized below:

"Future demand growth will be a critical issue in the analysis given that the Yonge line is projected to be effectively "full" by 2031. Except for a recent levelling-off of demand (which itself could be a factor of capacity constraints and unattractive service), an annual growth rate of 2% is not out of the question especially with strong growth of office space in the core area. Only a slight change in that rate would eat through any residual capacity very quickly."[36]

Figure 22

More recently, the TTC predicts that the maximum Line 1 capacity – with all possible enhancements, including the Automatic Train Controls – will already be reached by 2026, long before the Ontario Line (relief line) and the Yonge North Subway Extension (**Figure 22**) will enter into service in 2029/2030 and the $1.5 B Yonge-Bloor Station expansion will be completed in 2033. (**Exhibit 10**) Also not considered have been the frequent subway closures and the need to run shuttle buses on Yonge Street.[37]

"Increases in ridership are mainly as a result of population and employment growth. Continued growth, along with planned transit expansion projects, is driving forecasted future ridership demand even higher. Current plans will permit modest increases in capacity over the next few years, until approximately 2026. After that

[34] Hemson Consulting Ltd., **Greater Golden Horseshoe: Growth Forecasts to 2051**, 16 June 2020
[35] Metrolinx, Yonge Relief Network Study, July 2015
[36] Steve Munro, The Dwindling Capacity of the Yonge Subway, 07 July 2016
[37] TTC, Subway Closures – 2021 Review and Forecasts 2022, 2022-02-10

point, the continued increase in ridership demand will introduce concerns for the continued safe, reliable, and effective ability of Line 1 to serve transit customers … A failure to deliver the necessary capacity on Line 1 will have serious effects on the transit system throughout Toronto. If the line ridership regularly exceeds capacity, the quality of the transit service will decline. Delays will become longer and more common. Customers at some stations will be unable to board trains at busy times. ... Ridership will decline, trust in the transit system will be damaged, and the wider economic and social benefits of a well-functioning transit service will not be fully achieved." [38]

Reconfiguring streets to prioritize public transit and active modes can significantly increase the people-moving capacity of a street.[39] However, priority surface transit lanes - one potential relief intervention recommended by the *Yonge Relief Network Study*[40] – would be blocked by cycle tracks, forcing transit users back into cars. Similarly, the interesting scheme for a seamless mobility in major metropolitan cities by 2030 - with a projected bicycle share of 5% - proposed by the *McKinsey Center for Future Mobility* would also be blocked by cycle tracks in a 20 m ROW. [41] (**Exhibit 11**)

"Various schemes have been proposed to deal with Line 1 crowding. In addition to ATC and more trains/hour, these include diversion of traffic to the TYSSE (Vaughan extension) and to GO/RER/SmartTrack. Demand will rise from population and employment growth, from new LRT service feeding in on Eglinton, and further if the subway is extended north to Richmond Hill. The net effect of all this is to take the projected demand to only slightly below the design capacity with ATC and 33 trains/hour. However, we know that the TTC does not actually operate all of its scheduled service and that missing ten percent is equivalent to 3 trains/hour. A further problem with the projections (contained in a 2015 report on the effect of a Richmond Hill extension) is that any additional capacity provided on the subway will immediately be swamped by latent demand that is constrained only by the existing level of service." [42]

Infrastructure Ontario, on behalf of the Province, is working with York Region on the development of the High Tech Station area Transit Oriented Community TOC) as part of the proposed 3-stop Yonge North Subway Extension (YNSE) with a target in-service date of 2029/2030 to follow Ontario Line entry into service. This TOC with towers as high as 80 floors alone, submitted for approval in August 2021, will add 21,000 new residential units to the Yonge Street corridor and Line 1 (**Figure 23**).

Figure 23; Proposed Transit Oriented Community (TOC) at High Tech Road, Richmond Hill

[38] TTC Board Report, Line 1 Capacity Requirements - Status Update, 11 April 2019
[39] TCAT, Improving Active Transportation and Public Transit Integration: A Guidebook July 2019
[40] Metrolinx, Yonge Relief Network Study, Technical Summary, July 2015
[41] McKinsey & Company, An Integrated Perspective on the Future of Mobility, January 2019
[42] Steve Munro, Toronto's Transit Capacity Crisis, 15 February 2018

Metrolinx predicts that the YNSE will produce up to 8,500 net new transit riders in the AM peak hour by 2041 compared to business-as-usual.[43] On the other hand, Metrolinx predicts that the Ontario Line – the new rapid transit line that is supposed to provide a relief for the overcrowded Line 1 – will reduce the number of subway riders at Eglinton Station during the busiest hour by only 5,000.[44] Put another way: Line 1 will reach its ultimate capacity with all possible technical enhancements by 2026 and the safe, reliable, and effective ability of Line 1 to serve transit customers will continue to decline with no relief in sight.[45] [46] This analysis does also not take into account the additional ridership from the planned future GO/TTC interchange at Summerhill.[47] York University Professor Mark Winfield summarizes the bottleneck issues at Yonge and Eglinton:

"*Two fundamental problems have emerged. The first is that the form of development that has actually taken place has been almost exclusively residential, and overwhelmingly in the form of high-rise condominiums. The development of significant new employment sites, and in fact, of any other activities, such as cultural destinations, has been virtually nil … With no new employment at Yonge and Eglinton, most of the people moving into the area will be working somewhere else – a somewhere else they likely expect to reach onto Toronto's already overcapacity Yonge subway southbound. To these commuters, the one major infrastructure project in the area, the Eglinton LRT line, will add additional passengers from the East and West, who will be coming not to work at Yonge and Eglinton, but to transfer south onto an even more overcrowded Yonge line."*[48]

Metrolinx projects that even in 2041, a majority of residents (62%) and of jobs (51%) within its area (**Figure 24**) will <u>not</u> be within walking distance to frequent rapid transit, measured as 400 m from Priority Bus, BRT and LRT lines, and 800 m from subway and 15-minute GO stations.[49] But an increasing number of regional commuters will continue to arrive in the agglomeration's central city and rely on an efficient public transit system.

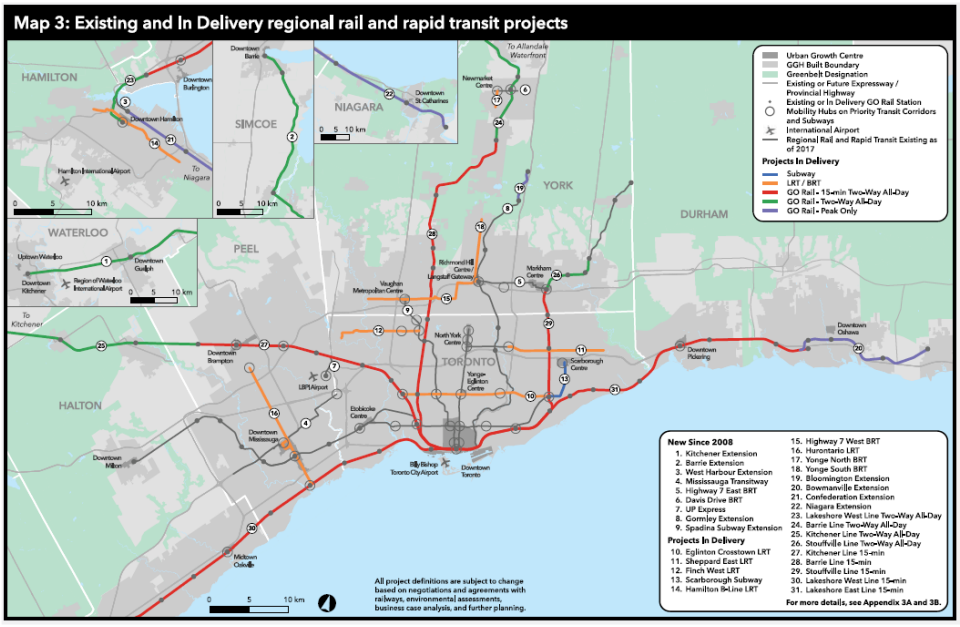


Figure 24

[43] Metrolinx, Yonge North Subway Extension: Initial Business Case, 17 March 2021
[44] https://www.metrolinx.com/en/greaterregion/projects/ontario-line.aspx
[45] Torontoist, Extending the Yonge line will only make crowding worse, 20 February 2018
[46] http://drlnow.com/yongecapacity.html
[47] City of Toronto, Official Plan, Map 4: Higher Order Transit Corridors
[48]https://marksw.blog.yorku.ca/2021/06/21/has-the-yonge-eglinton-centre-become-a-case-study-in-how-not-do-to-urban-intensification/
[49] Metrolinx, 2041 Regional Transportation Plan – For the Greater Toronto and Hamilton Area, 2018

Summary and Conclusions:

In summary, the SRA objects to making the temporary Active TO Midtown permanent and asks that the bike lanes on Yonge Street be removed:

1. The future impact on travel modes of reducing the road capacity by 50% while intensifying development has not been assessed.
2. A rushed selection of Yonge Street as pilot produces a short bike route fragment instead of an integrated network component.
3. The evaluation of the Avenue Road, Yonge Street, and Mount Pleasant Road corridors ignored basic planning parameters.
4. The future congestion resulting from the intensification of the Yonge Street corridor required by the Growth Plan was not considered.
5. The existing congestion, emergency access impact, and elevated GHG-emissions in the land-locked area was ignored.
6. Much of the evidence in support of the pilot is based on errors, false comparisons, and lack of relevant traffic data.
7. The coordination of Midtown bicycle lanes and priority surface transit to relieve the overcapacity Line 1 has not been studied.

Toronto, with 3 million people spread over 630 km² and a transit mode share of 26% - within a census metropolitan population of 6 million spread over 5,900 km² with a car mode share of 70%[50] (**Exhibit 12**) - cannot seriously address climate change with cycle tracks that block priority transit lanes. As a recent global survey confirms, the magnitude of Toronto's sustainability gap requires prioritizing the public transit system to effect meaningful mode shifts.[51] (**Exhibits 13&14**)

Electronic data of <u>current</u> traffic flows, including cycling volumes, are meaningless in the second-fastest growing central city in North America and, especially, in the Yonge Street corridor where most of the intensification mandated by the Growth Plan is to occur. What is needed are integrated land use and multi-modal transportation <u>projections</u> for Avenue Road, Yonge Street, and Mount Pleasant Road in 5, 10, and 30 years to reach the Growth Plan targets of 2051.

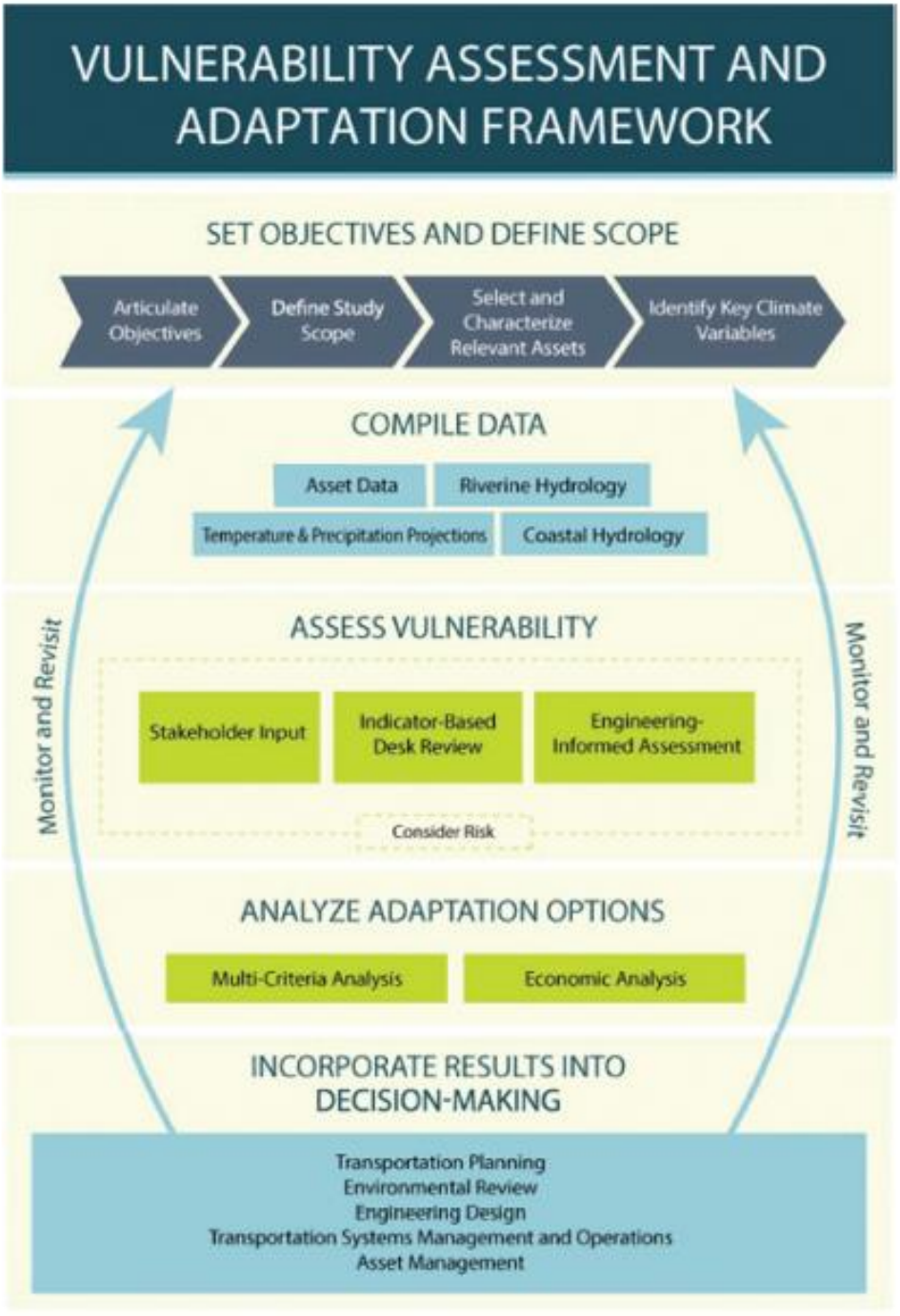
The SRA, respectfully, urges the Committee to recommend to Council that the temporary pilot <u>not</u> be extended to 31 July 2023 and that the bicycle lanes on Yonge Street be removed forthwith. Sufficient evidence exists already to confirm that they are harmful to the *TransformTO* goals.

Yours sincerely,
Summerhill Residents Association

Deborah Briggs
President

<u>Exhibits 1 - 14</u>
<u>Copies</u>:
Mayor John Tory and Members of City Council
Other Interested Parties

[50] Deloitte, Toronto Mobility Index, 2018
[51] McKinsey & Company, **Urban Transportation Systems Of 25 Global Cities**, July 2021



SOURCE: U.S. Department of Transportation, FHWA, 2018a.

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TORONTO

IE15.11
Councillor Mike Colle

Ward 8 Eglinton-Lawrence
City Hall, 100 Queen Street West
2nd Floor, Suite A20
Toronto, Ontario M5H 2N2

September 17th, 2020

To: Infrastructure and
Environment Committee

Re: Request to get Bike Lanes in Midtown along Yonge Street

SUMMARY:
The ActiveTO initiative has played a vital role in Toronto's recovery and rebuild process, providing city residents of all ages and abilities with new, temporary and permanent, bikeways, which allow them to enjoy fresh air, obtain healthy exercise, and safely get around the city.

The benefit of these cycling facilities must now be expanded to reach other parts of the city. *"Our streets are going to look different in many places in the post-COVID world...we will need more bike infrastructure,"* said Mayor John Tory when launching the ActiveTO initiative, which is *"going to mean more business for shop owners, it's going to mean that we're going to take some of the pressure off our transit system and protect the health of the city."*

Building a resilient city not only means providing clean and safe transportation alternatives during the current pandemic but achieving existing city policies, including the Vision Zero Road Safety Plan, the Cycling Network Plan, TransformTO's climate mitigation plan through the reduction of short trips travelled by car, as well as the City's equity and public health initiatives.

Given the aforementioned policy goals, the need to accommodate active transportation during the COVID-19 pandemic, and the strong local community support, it is crucial that we prioritize a temporary bikeway along Yonge Street in Midtown, aligned with TTC's Line 1.

RECOMMENDATIONS:
The Infrastructure and Environment Committee request that:

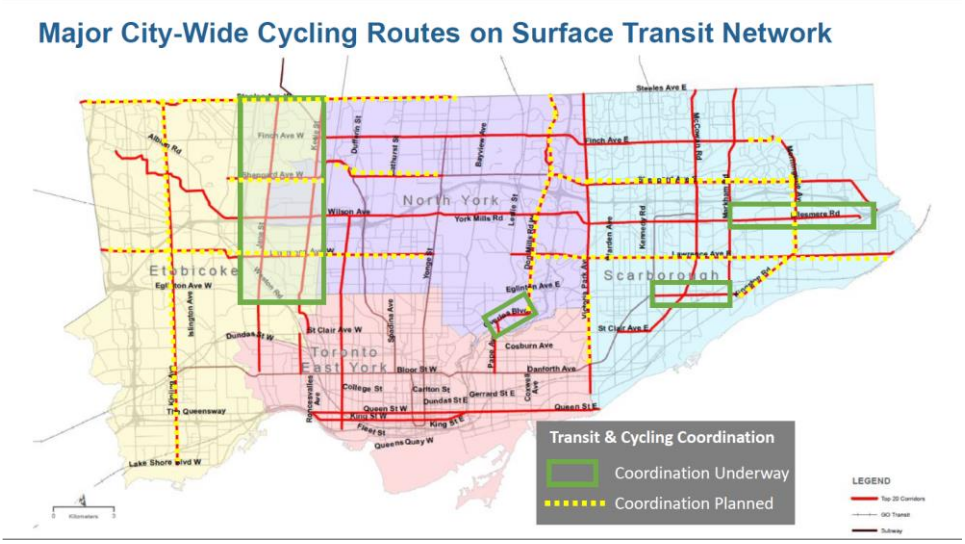
1. The General Manager, Transportation Services, to include, as part of either the 2021 update to the cycling network plan or COVID-19 pandemic cycling network expansion response plan, a temporary protected bikeway along Yonge Street from south of St. Clair Avenue to north of Lawrence Avenue in conjunction with on-street patios, road safety and traffic-calming measures, and other streetscape improvements identified through consultation with local businesses and community groups, following the complete streets approach applied to Danforth Avenue, with implementation by Q2 2021, and iteration and evaluation throughout 2021.

Thank you,

The below table provides a description of the indicators evaluated and the related project goals.

Indicator	Description
Policy Support	Routes that are identified in existing policy and planning documents for complete streets improvements receive a higher ranking
Traffic Volume to Lane Ratio	Routes with lower existing traffic volumes carried per traffic lane receive a higher ranking
Equitable Access	Routes with lower Toronto neighbourhood equity index scores in adjacent and intersecting neighbourhoods receive a higher ranking
Functional Road Classification	Routes with more emphasis on access receive a higher ranking (i.e. collectors preferred over arterials)
Potential to Reduce Pedestrian Collisions	Routes with higher numbers of serious pedestrian collisions (KSI collisions) receive a higher ranking
Potential to Reduce Cycling Collisions	Routes with higher numbers of serious cyclist collisions (KSI collisions) receive a higher ranking
Potential to Reduce Auto Collisions	Routes with higher numbers of serious auto collisions (KSI collisions) receive a higher ranking
Business Improvement Areas	Routes with a higher percentage of Business Improvement Area (BIA) coverage receive a higher ranking
Land Use Context	Routes with higher percentages of commercial and mixed-use frontages receive a higher ranking
Employment	Routes with a higher number of employees working within 150 m receive a higher ranking
Anticipated Parking Impacts	Routes where parking can be maintained (reduced impact), where there is a larger percentage of no stopping or parking zones (reduced curb lane space competition), and where parking can be added receive a higher ranking
Surface Transit	Routes with lower ridership and frequency of surface transit receive a higher ranking due to reduced demand/competition for curb access
CaféTO Street Permits	Routes with more existing CaféTO street permits receive a higher ranking due to demonstrated demand
Accessible Curb Access Needs	Routes with needs for accessible curb side access to businesses, housing, essential services and other destinations receive a higher ranking
Toronto Cycling Network Plan Priority Score	Routes with higher cumulative priority scores receive a higher ranking – priority score reflects current and potential cycling demand, trip generators, transit access, connectivity and coverage, barriers, safety and equity.
Bike Share Utilization	Routes with more highly utilized bike share stations receive a higher ranking
Topography (Elevation)	Routes with less elevation change receive a higher ranking
Proximity to Parallel Routes	Routes farther away from a viable alternative receive a higher ranking

Indicator	Avenue Rd	Yonge St	Mount Pleasant Rd
Indicator 1: Context and Role of Corridor in Network			
Policy Support	Better	Best	Good
Traffic Volume to Lane Ratio	Good	Best	Good
Equitable Access to Active Transportation Facilities	Similar	Similar	Similar
Functional Road Classification	Similar	Similar	Similar
Indicator 2: Road User Safety			
Potential to Reduce Pedestrian Collisions	Good	Best	Good
Potential to Reduce Cycling Collisions	Similar	Similar	Similar
Potential to Reduce Auto Collisions	Good	Best	Better
Indicator 3: Business Benefits			
Business Improvement Areas	Good	Best	Good
Land Use Context	Good	Best	Good
Employment	Better	Best	Good
Indicator 4: Curb Lane Potential			
Parking	Good	Best	Better
Surface Transit	Best	Fair	Best
CaféTO Street Permits	Good	Best	Better
Accessible Curb Access Needs	Similar	Similar	Similar
Indicator 5: Cycling Connectivity and Impact			
Toronto Cycling Network Plan Impact Analysis Score	Good	Best	Good
Bike Share Utilization	Better	Best	Good
Topography (Incline)	Good	Best	Better
Proximity to Parallel Routes	Similar	Similar	Similar
Low Stress Cycling Accessibility Impact	Better	Best	Good


Major City-Wide Cycling Routes on Surface Transit Network
North York
Etobicoke
Scarborough
Toronto
East York
Transit & Cycling Coordination
Coordination Underway
Coordination Planned
LEGEND

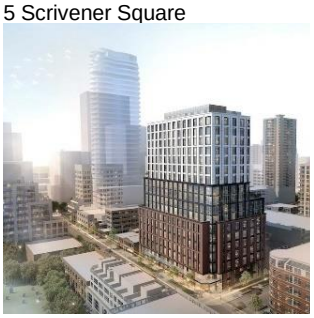

116
MORNINGSIDE
TO KENNEDY STN
8716
BOUNDLESS


1140 Yonge Street

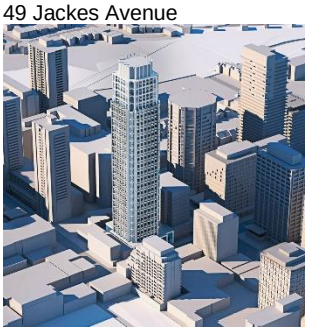

5 Scrivener Square


1233 Yonge Street

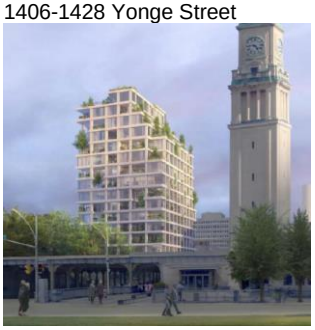

49 Jackes Avenue


1365 Yonge Street


1406-1428 Yonge Street


1421 Yonge Street


1 Delisle Avenue


1198-1210 Yonge Street


Rosehill Tower


1 St. Clair Avenue West


St. Clair Place


878 Yonge Street


1910-1944 Yonge Street


29-39 Pleasant Boulevard

Councillor
Mike Layton
Ward 11 University—Rosedale

TORONTO
mikelayton.to

November 24, 2021

Dear Chair and Members of Toronto and East York Community Council,

Re: Addressing Development Pressure at Bloor Street West and Spadina

The four corners at Bloor Street West and Spadina intersection is facing significant transformation in the near future due to large-scale anticipated growth. Both northern corners of the intersection currently have applications submitted to the City to permit high-rise towers and the southeast corner has been identified as a development site for the University of Toronto. This high level of planned growth warrants a comprehensive lens to inform the redevelopment of this major downtown intersection.

Thousands of new residents will potentially be housed at this single intersection. While there are planning studies and frameworks, development guidelines, and policy documents such as the Official Plan and TOCore, the breadth of development that is now anticipated for this area exceeds what was initially expected. While there are height restrictions and building envelope guidelines, coordination of the development proposals and understanding of the cumulative impact of development (human density) to infrastructure is an important piece that needs to be considered.

The Bloor-Spadina intersection also holds significance for Indigenous communities. The name Spadina itself originates from Ojibway "Ishpadinaa", "a place on a hill". Immediately to the north of Bloor on Spadina, there are two important Indigenous cultural and housing organizations, Wigwamen Terrace, a seniors housing residence managed by Wigwamen Inc, Ontario's largest Aboriginal urban housing provider as well as Native Canadian Centre of Toronto. Through engagement with Toronto-based Indigenous organizations, the importance of the south east corner in terms of its significance as a gathering space for indigenous people in the city, including those who have recently arrived to Toronto, was highlighted.

During the Working Group meetings for the Development Application of 334-350 Bloor, the importance of meaningful Indigenous engagement to inform the redevelopment of the Bloor and Spadina intersection came up as an important element, that both residents, the Applicant, and City Staff felt should be properly pursued in all applications in this area.

RECOMMENDATION

1. City Council request the Chief Planner undertake to, in consultation with the local councillor and community, coordinate the application review process for the existing and future applications at the corner of Spadina and Bloor, that include public realm, urban design, transportation impacts,

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Phone: (416) 392-4009 | Fax: (416) 392-4100 | councillor_layton@toronto.ca

sustainability and potential for district energy, city servicing and heritage, and undertake any studies Planning staff deem necessary and policy reviews Planning staff deem necessary, as a result of this coordinated approach

2. City Council request the Chief Planner to initiate Indigenous-led engagement to inform the redevelopments at the Spadina and Bloor intersection.

Thank you,

Councillor Mike Layton
Ward 11, University-Rosedale

EXHIBIT 7

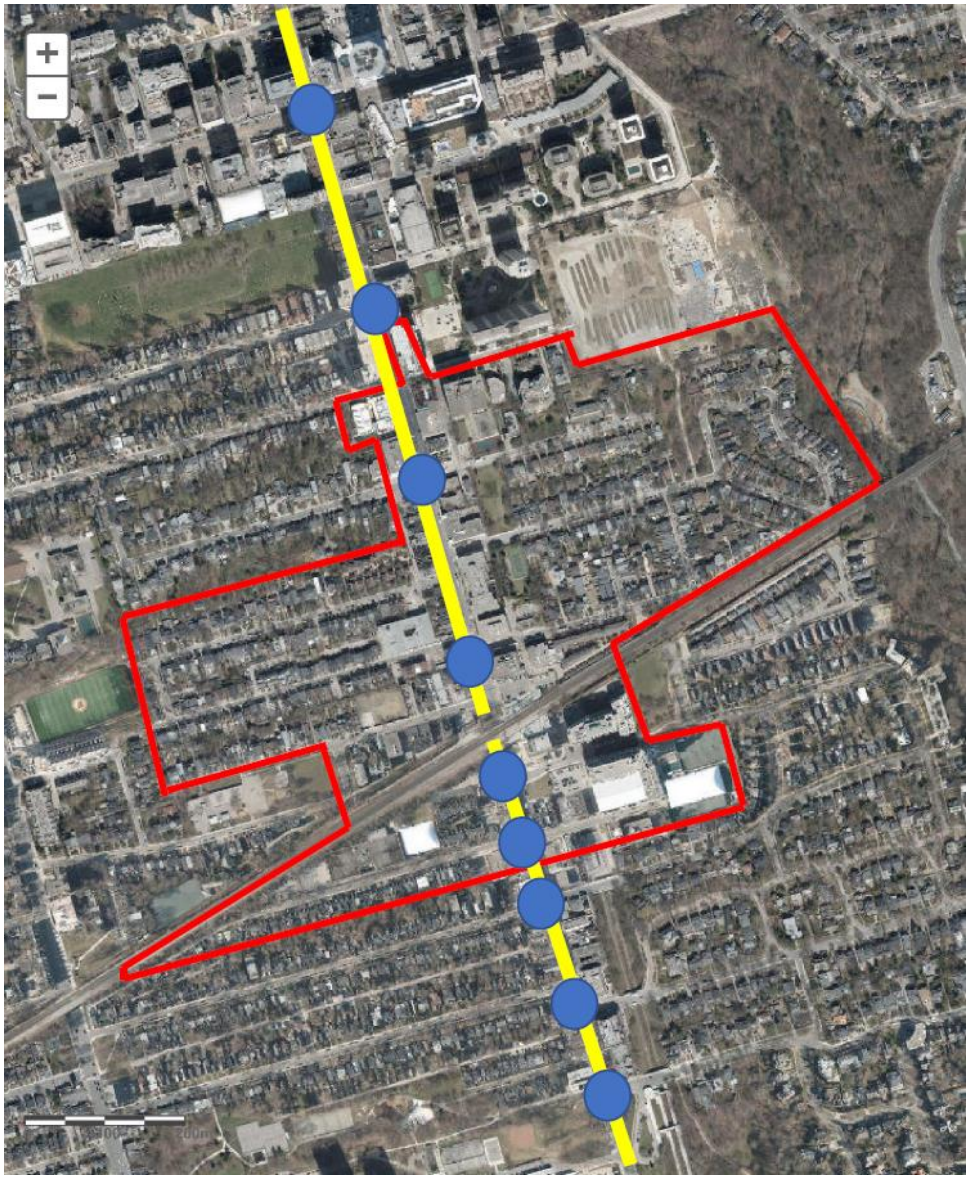


EXHIBIT 8

2021 Impact Rank (2020 Rank)	Urban Area	Country	2021 Hours Lost	Compared to Pre-COVID	2021 Last Mile Speed (MPH)	Last Mile Speed over Normal
1 (16)	London	UK	148	-1%	11	10%
2 (6)	Paris	FRA	140	-15%	11	10%
3 (25)	Brussels	BEL	134	-4%	10	11%
4 (4)	Moscow	RUS	108	-15%	16	7%
5 (3)	New York	USA	102	-27%	13	18%
6 (7)	Chicago	USA	104	-28%	15	36%
7 (18)	Rome	ITA	107	-35%	14	27%
8 (1)	Bogota	COL	94	-51%	13	44%
9 (23)	Palermo	ITA	109	-20%	9	13%
10 (33)	Istanbul	TUR	88	-42%	14	27%
11 (2)	Bucharest*	ROU	98	-	14	-
12 (34)	Lyon	FRA	102	-2%	11	10%
13 (5)	Philadelphia	USA	90	-37%	13	30%
14 (28)	Rostov-on-Don	RUS	97	16%	13	0%
15 (30)	Budapest	HUN	92	0%	15	0%
16 (20)	Dublin	IRL	89	-42%	13	30%
17 (45)	Turin	ITA	93	-24%	12	33%
18 (36)	Boston	USA	78	-47%	15	25%
19 (453)	Bursa	TUR	82	75%	17	6%
20 (11)	Saint Petersburg	RUS	75	-50%	15	7%
21 (123)	Poznan	POL	87	45%	15	-12%
22 (86)	Toronto	CAN	74	-45%	14	27%
23 (26)	Mexico City	MEX	67	-58%	14	17%
24 (42)	München	DEU	79	-9%	11	0%
25 (42)	Wroclaw	POL	84	9%	15	15%

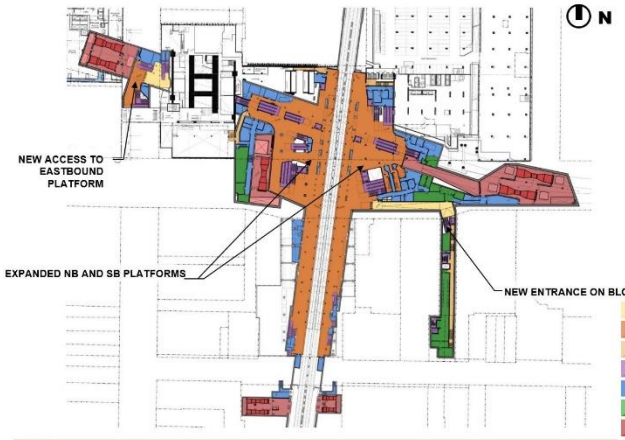
*New to Scorecard in 2020

Source: 2021 INRIX Global Traffic Scorecard, December 2021

EXHIBIT 9

Source: Public Active TO Midtown Intercept Survey – Evaluation Report, March 2022

Bloor-Yonge – Line 1 Platform Level

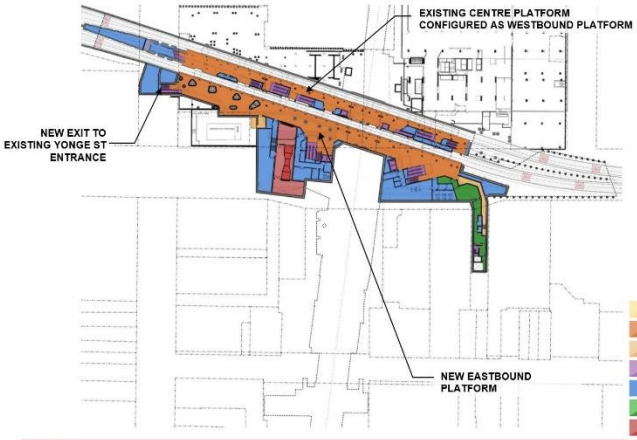


Scope of Work

- Expansion of Line 1 NB and SB platforms
- New electrical substation
- New fan plants
- Vertical circulation elements: escalators, elevators, stairs
- Modified main entrance and fare line
- New accessible entrance on Bloor St. (south side)

9

Bloor-Yonge – Line 2 Platform Level



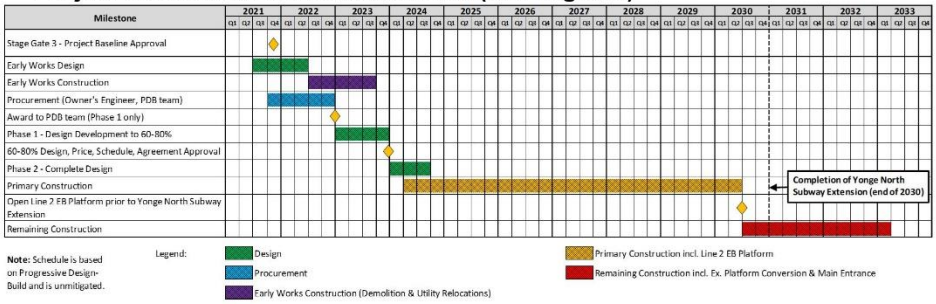
Scope of Work

- Second platform to Line 2 (eastbound)
- New fan plants
- Vertical circulation elements: escalators, elevators, stairs

11

Bloor-Yonge – Project Preliminary Design Baselines

- **Project Schedule with Risk Allowance (Unmitigated)**



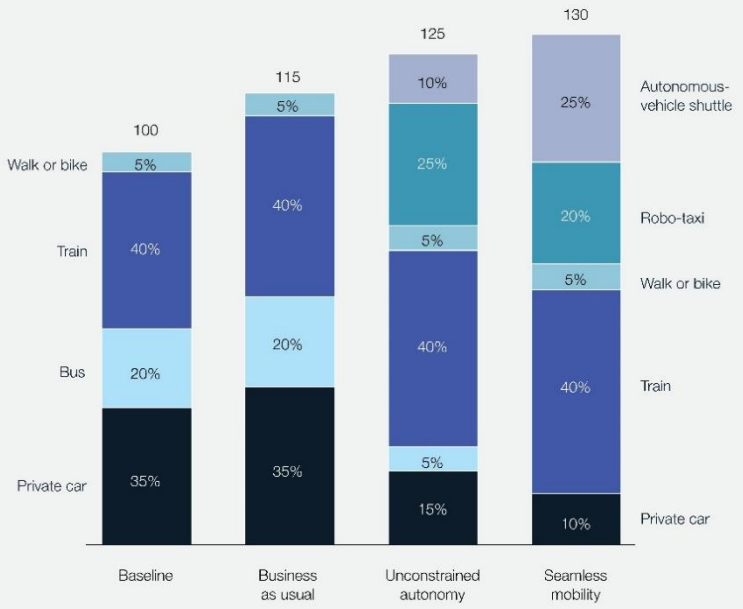
Note: Schedule is based on Progressive Design-Build and is unmitigated.

- **Project Cost Estimate**
  - Class 3 cost estimate – total project cost = $1.505 billion ($1.514 billion budget)
  - Based on 30% design
  - Completed peer review, value engineering, and quantitative risk analysis

15

Exhibit 5 **The type of transportation people gravitate toward would vary by scenario.**

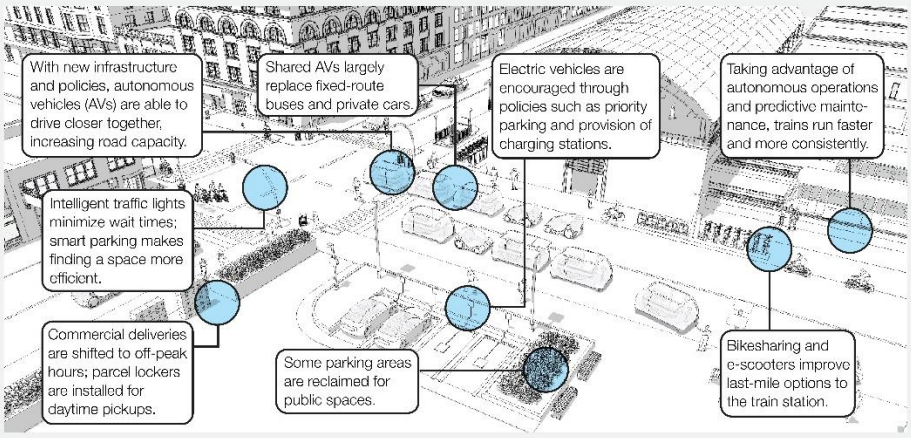
Type of travel by scenario,[1] passenger-kilometers per year[2]



[1] Example is for developed, dense metropolitan area.
[2] Index (baseline = 100).
Source: McKinsey analysis

Exhibit 3

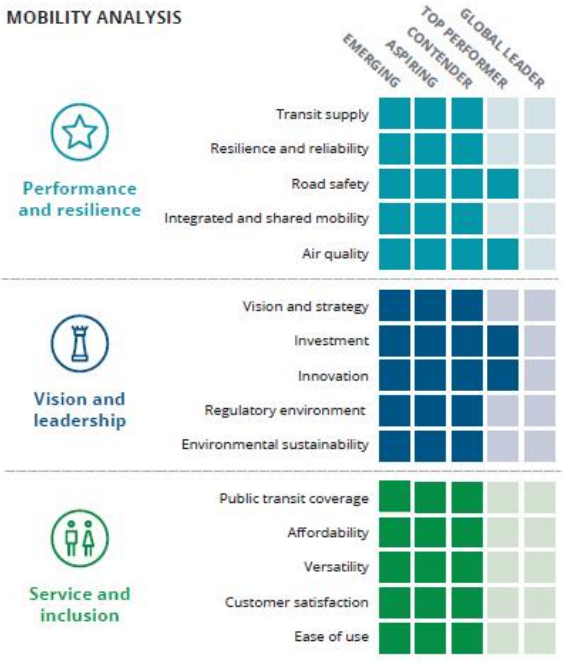
Scenario 3 shows a typical intersection under seamless mobility in 2030.



Toronto

Analysis area: 5,906 km² | **Population:** 5,928,040 (2014) | **Population density:** 1,004/km²
Definition of analysis area: Toronto Census Metropolitan Area defined by Statistics of Canada

MOBILITY ANALYSIS



KEY MOBILITY STATISTICS

Metro, light rail, bus
Public transit options

45.6 hours/year
Time spent in congestion

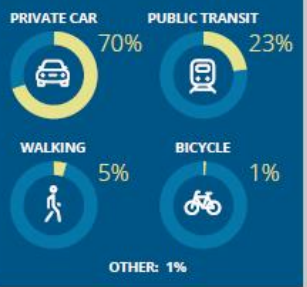
$99
Average public transit pass/month

$276 billion
GDP
(OECD report, 2013)

Major transit authority
Metrolinx
(Other transport agencies: TTC, Go Transit, MiWay/Mississauga Transit, Brampton Transit, Durham Region Transit, Oakville Transit, Milton Transit)

Note: All dollar amounts are in USD.

JOURNEY MODAL SPLIT



FUTURE OF MOBILITY ANALYSIS

STRENGTHS

- Commitment to developing mobility sharing services, and plans to evaluate autonomous vehicles and traffic management solutions
- Launch of driverless car research hub
- Smart driving initiative helps people find alternative travel options to driving

CHALLENGES

- No city plan around electric vehicles and low adoption despite provincial investment
- Journey planning tools not user-friendly and fail to integrate journeys across the Greater Toronto Area

Sustainable development index

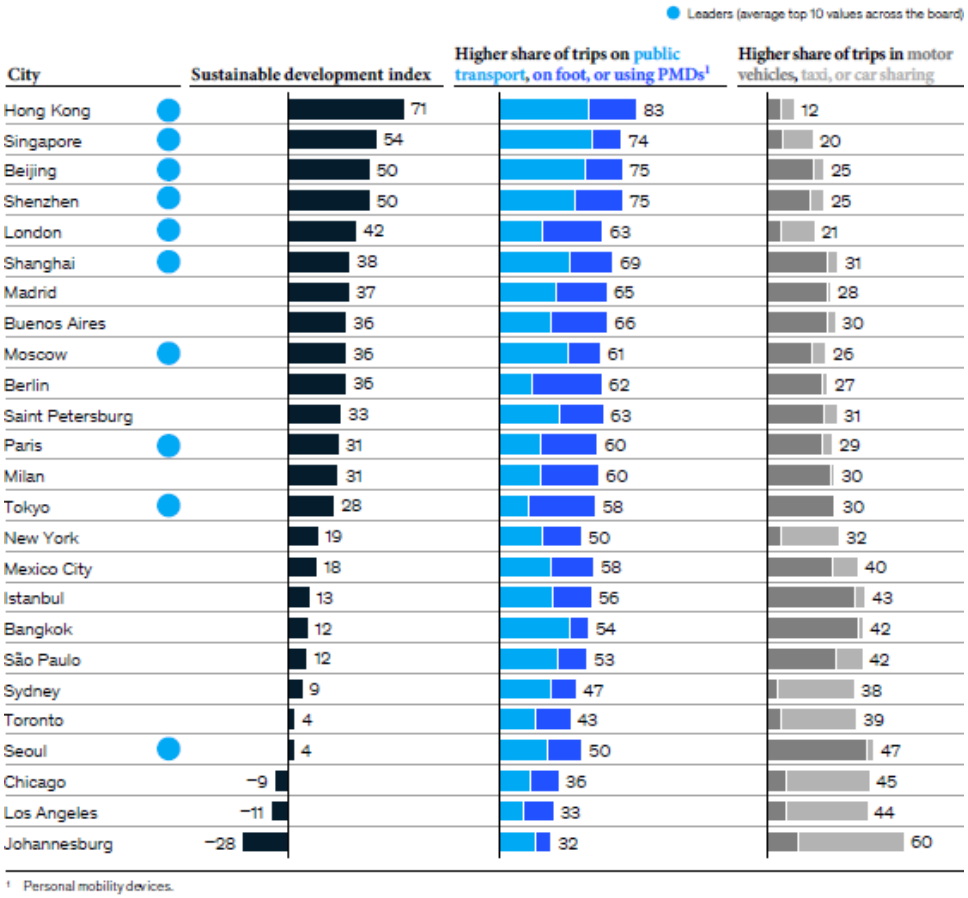
We calculated sustainable development index values based on resident survey data. The index is measured as the difference between the share of respondents who have, over the last several years, increased the use of public transport and personal mobility devices (including walking on foot) and the share of those who have increased the use of motor vehicles.

In most cities, transport systems are progressing toward sustainable development. On average, their residents indicate that over the last several years, they have been using public transport and personal mobility devices more frequently, thereby reducing the load on the road network.

There is a clear correlation between sustainable development indexes of certain cities and the level of sophistication of their transport systems, including public transport and personal mobility infrastructure (Exhibit 12). In those cities, residents may be prompted to switch over to public transport because it is more convenient than using personal transport.

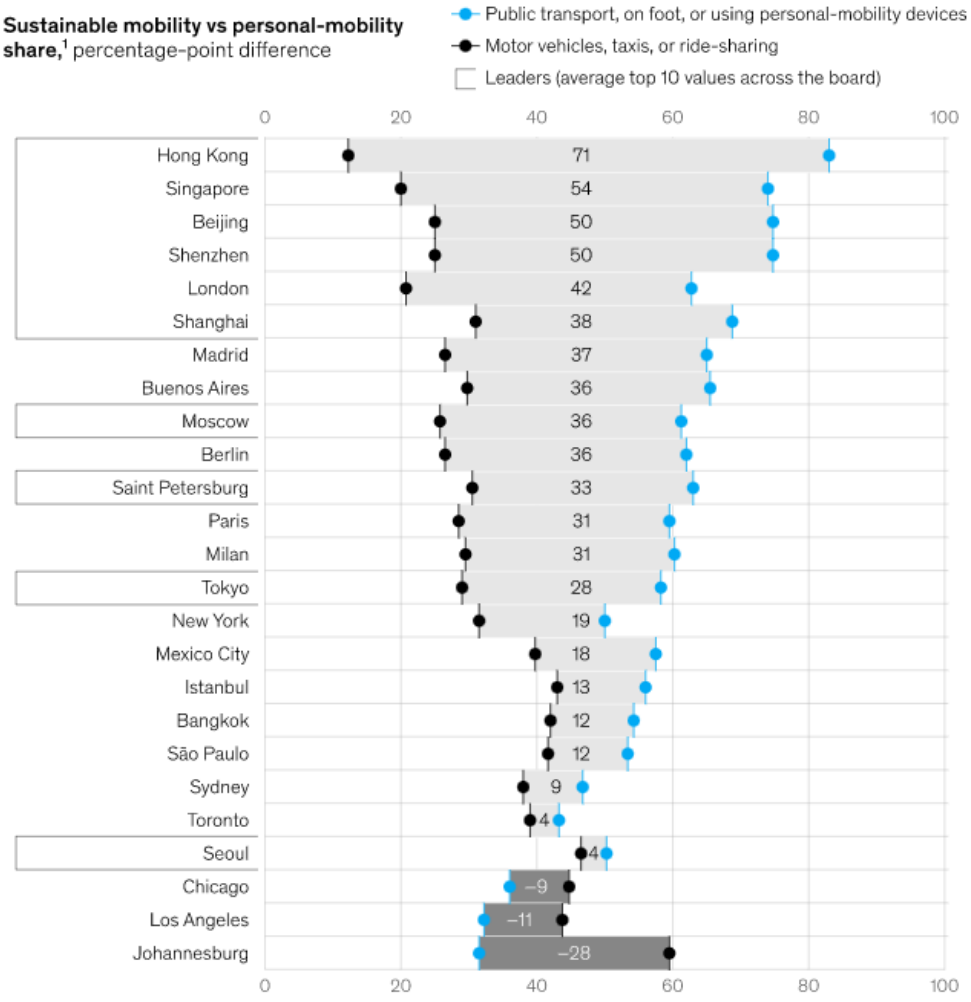
Exhibit 12

Sustainable development index and its components



[1] Personal mobility devices.

Leading cities that prioritized sustainability enjoyed greater use of their public-transport systems.



Note: Figures may not sum, because of rounding.
[1]This metric is calculated based on resident survey data.

McKinsey & Company

ATTACHMENT B

Summerhill Residents Association: Observations and Questions

ActiveTO Midtown Complete Street Pilot: June 2022 Data Release

GENERAL OBSERVATION

1. The pandemic lockdowns and restrictions - which started in Ontario on 17 March 2020 when the government declared a state of emergency – put a cloud over the validity of much of the reported data since even today, most businesses and the Ontario government itself continue to operate with a hybrid office/home office model. Accordingly, the traffic volumes have still not returned to pre-pandemic levels. Also, of concern is the lack of attention paid to the various levels of pandemic restrictions that affected data collected during the first six months of this pilot following Council approval in April 2021 and taint its use in comparisons, as explained further below.

VEHICLE TRAVEL TIMES

2. The data reported is not based on a valid statistical analysis which contains two serious conceptual flaws: 1) it compares the averages of three Fall months (October/November/December) with the averages of two Spring months (May/June); and 2) it compares pre-pandemic traffic volumes of 2019 with still reduced traffic volumes of 2022. Solely using the data of comparable months October/November/December 2019 with October/November/December 2021 would result in a maximum increase of vehicle travel times of approximately 3 minutes – twice the figure reported – which represents an increase of 33% while not even accounting for the higher pre-pandemic traffic volumes.

Question 1: Will this misleading analysis of Weekday Travel Times be corrected, and the figures also adjusted for the differences in traffic volumes?

3. No Weekend Vehicle Travel Times have been reported although some of the worst traffic congestions are occurring at Yonge and St. Clair on weekends with 27 Line 1 full weekend closures planned by the TTC for 2022 alone.

Question 2: Will Weekend Travel Times also be reported?

TRAFFIC VOLUMES

4. The multi-modal nature of a Complete Street includes not only vehicles, cycling, and walking as travel modes but also public surface transit. No data on transit volumes or travel time changes have been presented. Given the large number of planned and unplanned subway closures necessitating shuttle buses in addition to regular buses.

Question 3: Will the impacts of the pilot's elimination of two travel lanes on the surface transit operation be explored and documented?

5. The Cycling Volumes reported are not based on a valid statistical analysis since it contains two serious conceptual flaws: 1) the volume increases are measured against May 2021 when Toronto was under a Stay-at-Home Order until June 02; and 2) there is a data gap of six months that misses the entire Fall and Winter seasons from 26 September 2021 to 28 March 2022. For example, a 193% volume increase was reported from May 2021 to June 2022 at Yonge and Rowanwood. Using July 2021 data instead shows a modest increase of only 15%. Or, making the same adjustment for the Davisville location shrinks the reported 159% increase to a 3% decrease.

Question 4: Will this misleading analysis of Cycling Volumes be corrected?

6. You note that "*cycling volumes have been seasonally adjusted based on temperature and precipitation levels to allow a direct comparison of cycling volumes across seasons."* It is not clear how these adjustments were made since, as noted above, no cycling volumes have been reported for Fall and Winter despite our assurance that these counts were carried out by a contractor *"starting with baseline data collection in May 2021 and repeating every 2-4 months throughout the pilot."*

Question 5: Will Fall and Winter Cycling Volumes as well as unadjusted raw data for all cycling figures be released?

7. Cycling volumes have been presented as aggregate figures. We note that the composition of the bike lane user group is increasingly changing. Besides regular bicycles, there is now a proliferation of e-bicycles, e-motorbikes, e-scooters, e-wheelchairs, e-tricycles, Uber food deliveries, etc. inflating cycling volumes.

Question 6: Will you present an appropriate breakdown of the "Cycling" types?

INTERCEPT SURVEY

8. The Intercept Survey data presented to Council in April 2022 had been prepared by cycling advocates, not non-partisan consultants, and was based entirely on public perceptions on project effectiveness, public support, congestion, and modal shifts gained during an 11-week period from 01 July 2021 to 15 September 2021. This period at the very start of the pilot included the months of July and August, with lowest traffic volumes of the year, as well as various levels of pandemic restrictions in Steps 2 and 3 of the 'Roadmap to Reopen'. Put another way: the entire survey is based on non-typical conditions and, therefore, misleading.

Question 7: Will an Intercept Survey covering a full year of pilot operation be conducted by independent professional consultants?

FUTURE PROJECTIONS

9. New future demands for priority surface transit on Yonge Street have been identified by both subway relief studies to address Line 1 overcrowding until the Ontario Line and the Bloor-Yonge Station upgrade are completed and beyond that as a general policy to accommodate priority surface transit on all arterials as part of the City's TransformTO net zero climate change strategy.

10 All new data reported reflect still only past and present conditions with limited usefulness as a planning tool for the future. According to our information, for example, in the Yonge corridor there are currently 26 significant developments in the development pipeline between Bloor Street and Heath Street alone with 8,467 planned residential units of which 5,778 have already been approved, Neither the required construction-related traffic restrictions nor the new travel demands are reflected in any of this historic data. You note that *"ongoing data collection, monitoring, and evaluation is planned prior to reporting back to Council by January 2023."*

Question 8: Will this forthcoming work include a multi-modal transportation analysis comparable to those performed for both *yongeTOmorrow* (Queen to College) and *REimagining Yonge* (Sheppard to Finch)?