

Micromobility Update

Date: September 12, 2025

To: Infrastructure and Environment Committee

From: General Manager, Transportation Services

Wards: All

SUMMARY

Electric micromobility options have become more prevalent as they offer affordable, sustainable alternatives to personal vehicles, help to address first- and last-mile gaps, reduce congestion, and improve accessibility. While micromobility presents scalable solutions to urban challenges such as climate change, air quality and traffic congestion, its growing use also introduces safety risks, particularly for vulnerable road users including the rider and pedestrians such as seniors, children and people living with disabilities. Coordinated efforts in public awareness, infrastructure review and policy development are needed to ensure safe and equitable integration.

In 2024, Transportation Services released [Toronto's Micromobility Strategy](#), establishing key policy goals and evaluation criteria to guide the integration of emerging micromobility options. This report provides an update as requested by Council (2024.IE13.1) on actions taken to enhance safety for micromobility users and pedestrians, including progress on a public education campaign, the formation of a dedicated working group and next steps to understand the impact of current behaviours and to support behaviour change and safe micromobility practices.

RECOMMENDATIONS

The General Manager, Transportation Services recommends that:

1. City Council receive this report for information.

FINANCIAL IMPACT

Transportation Services confirms that there are no financial implications resulting from the recommendations included in this report.

The Chief Financial Officer and Treasurer has reviewed this report and agrees with the financial impact information.

EQUITY IMPACT STATEMENT

In Toronto, micromobility offers sustainable, flexible and affordable transportation options that can support a wide range of users, including commuters, delivery workers and leisure riders. This work aims to improve micromobility safety through education and behaviour change. The proposed work for safe micromobility practices will ensure messaging is inclusive, accessible and responsive to the diverse needs of all road users. Special attention is given to groups who may face greater risks or barriers, including delivery workers, vulnerable pedestrians such as children, seniors and people living with disabilities as well as equity-deserving communities.

DECISION HISTORY

On July 24th, 2025, City Council directed the General Manager, Economic Development and Culture and the General Manager, Transportation Services to review the use and impact of micromobility vehicles, associated with delivery apps, on sidewalks and on the immediate and long-term measures to address issues and consult with local business districts through Toronto Association of Business Improvement Areas, the City's Accessibility Committee, Walk Toronto and the all of the App companies who rely on micromobility vehicles for deliveries.

[Agenda Item History - 2025.MM32.40](#)

On June 11, 2025, Infrastructure and Environment Committee directed the General Manager, Transportation Services, to report back with recommendations to create a single harmonized set of rules on which vehicles are eligible for use in all Toronto bike lanes.

[Agenda Item History - 2025.IE22.14](#)

On May 23, 2024, City Council reaffirmed its decision not to participate in Ontario's electric kick-scooter pilot project. Council directed Transportation Services to convene a multi-partner table, including stakeholders such as app-based delivery companies, delivery workers, BIAs, and community groups, to collaborate on a public education campaign focused on rules of the road, safe riding and related issues raised by the table. Additionally, Council requested seasonal educational and enforcement blitzes, led by the Toronto Police Service in partnership with Transportation Services, to address key safety concerns such as sidewalk riding and improper use of bike infrastructure and to report back to City Council.

<https://secure.toronto.ca/council/agenda-item.do?item=2024.IE13.1>

On February 5, 2024, the Toronto Accessibility Advisory Committee (TAAC) recommended that the Infrastructure and Environment Committee (IEC) recommend that City Council direct the General Manager, Transportation Services to conduct no further electric kick-scooter (e-scooter) pilots or trials, because e-scooters: a) present a

significant safety hazard; b) cause serious injuries; c) are a barrier to accessibility; and d) enforcement is untenable.

<https://secure.toronto.ca/council/agenda-item.do?item=2024.DI5.1>

On July 19, 2023, City Council requested the General Manager, Transportation Services, to consult with relevant divisions, ABCs and many various stakeholders to report back by end of Q1 2024 on a micromobility strategy including whether or not to launch micromobility pilot projects that: a) take precautions to protect pedestrians, including those with disabilities; b) claim climate benefits; c) have appropriate safety standards; and d) include liability insurance; as well as mandating helmets in any future e-scooter pilot; education and enforcement; options for identification markings on e-scooters; and to request that Transport Canada regulate micromobility vehicle safety standards.

<https://secure.toronto.ca/council/agenda-item.do?item=2023.IE5.5>

On June 28, 2023, IEC forwarded Item IE5.5 Planning for an E-Scooter Pilot to City Council without recommendations.

<https://secure.toronto.ca/council/agenda-item.do?item=2023.IE5.5>

On May 10, 2023, City Council requested the City Solicitor, in consultation with the General Manager, Municipal Licensing and Standards, the General Manager, Transportation Services and others as appropriate, to report back on options for requiring unique identifiers on motor-assisted micro-mobility vehicles (except motorized wheelchairs) used for commercial purposes on public streets; and for courier companies to educate their delivery staff on the rules of the road; and requested the City Manager to report to IEC on how to deter dangerous illegal behaviour by those who operate motorized or motor-assisted vehicles on sidewalks, including a jurisdictional scan.

<https://secure.toronto.ca/council/agenda-item.do?item=2023.DM6.3>

COMMENTS

Background

Micromobility is transforming urban transportation, with electric options such as e-bikes offering affordable, eco-friendly alternatives to cars. These electric transportation vehicles help address first- and last-mile gaps, ease road congestion and support more sustainable travel. They are especially useful for people with physical limitations and delivery workers who need flexible, low-cost mobility. However, increased use introduces safety risks for both riders and pedestrians, particularly vulnerable groups.

In 2024 Transportation Services released a Micromobility Strategy for Toronto to address the opportunities and challenges that are arising from the rapid increase of micromobility on our streets. It identified key policy goals for emerging micromobility initiatives and introduced evaluation criteria of safety, mobility, environmental impact, equity and inclusion, public health, economic vitality and costs and liability. The

Micromobility Strategy also prioritizes safety for all road users, especially vulnerable groups like seniors and people with disabilities. It emphasizes safe infrastructure design, maintenance, and public education.

In support of the Micromobility Strategy, Council passed several motions directing staff to advance education and enforcement efforts related to micromobility use. Council also requested staff to engage other levels of government on regulatory matters that are outside the City's authority. This report provides an update on Council-directed actions aimed at improving safety for micromobility users and pedestrians. It outlines progress on the public education campaign, the establishment of a dedicated working group, and next steps to support education and encourage safe riding behaviours. It also summarizes efforts to engage other levels of government on regulatory matters beyond the City's jurisdiction.

Public Education Program & Communications Strategy

Public awareness and understanding of the rules governing micromobility have not kept pace with the increase in the use of both traditional and electric forms of micromobility. This gap has led to growing frustrations and safety concerns among Torontonians.

To address emerging safety concerns, staff delivered two targeted educational campaigns focused on micromobility use. The messaging was evidence-based and addressed key points related to the issues most frequently seen on Toronto's streets and sidewalks. The outreach approach leveraged partnerships and connections with other Divisions, businesses, schools, hospitals and community organizations to amplify and widely disseminate campaign messaging.

Campaign 1: Youth and E-Scooters / E-Bikes

This Fall 2024 campaign responded to the rising injury rates among youth under 16 which are being reported by pediatric emergency departments. Since 2020, the SickKids Hospital Trauma Registry has recorded a significant increase in the number of serious injuries related to battery-powered mobility vehicles.

City staff developed tailored content for caregivers of youth under 16 years. This included organic social media posts and informational updates to the City's webpage. Staff engaged and coordinated with Toronto School Boards, the Conference of Independent Schools and Green Communities Canada to share information across various platforms, including newsletters and school communications. Toronto Public Health included the campaign information in their end-of-year school newsletter distributed to all Toronto School Boards in June 2025.



Campaign 2: Rules for Rideables

The Rules for Rideables campaign launched on July 28, 2025, and introduced 'rideables' as a new term for small-format transportation that is more easily understood than micromobility. The campaign was actively in market until early September and strategically placed sidewalk decals will remain in place until November.

The goal of this multi-platform public education campaign was to inform Torontonians and micromobility users about the rules for safe riding. The four targeted behaviours that are commonly seen on the streets of Toronto and that this campaign addressed in response to Council motion 9 (2024.IE13.1) are:

- Illegal riding on sidewalks.
- Wrong way riding in cycle tracks.
- Illegal e-moped use in cycle tracks.
- Illegal parking in bike lanes.



The campaign featured bright colours, bold text and short, catchy messages that invited audiences to visit the City's website to learn more about the rules for all rideables, as seen in Attachment 1.

Campaign messages:

- Avoid being the rider everybody has to avoid.
- You've got wheels. They've got heels. Don't ride on the sidewalk.
- Nobody wants to sidestep you on the sidewalk.
- Riding the wrong way in the bike lane grinds everyone's gears.
- It's a real pain when you stop in the bike lane.
- If it takes gas, it moves too fast for the bike lane.
 - In all cases, messaging concludes with "learn the rules for all rideables at toronto.ca/rideables."

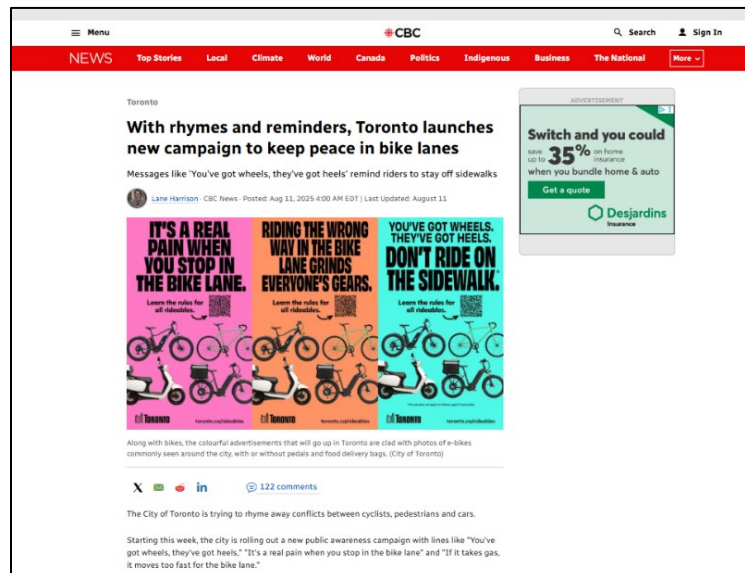
These key messages are an essential complement to enforcement efforts by Toronto Police and develops a foundation for long-term behavior change that will make Toronto streets safer for everyone.

Effectively communicating rules for micromobility is challenging due to the diversity of users, varied rules by vehicle type, rapid growth of the sector and varying levels of awareness and understanding. The campaign's creative materials were designed to spark curiosity and prompt self-education while raising awareness of safe and lawful micromobility use. The target audience includes delivery workers, students, commuters and casual riders riding bikes, e-bikes, human-powered scooters and other legal forms of micromobility.

The Rules for Rideables campaign used a multi-platform approach to reaching target audiences.

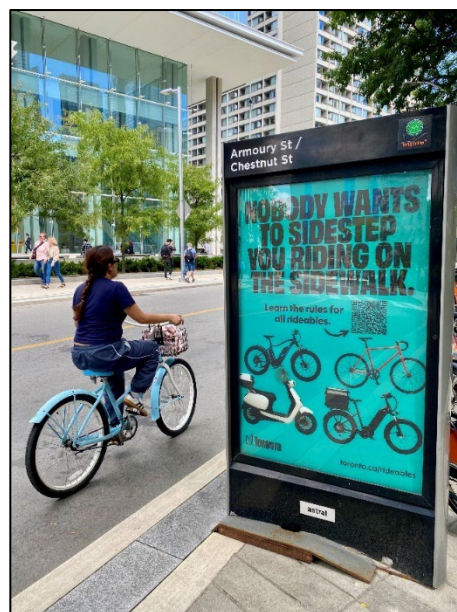
Campaign tactics:

- Transit shelter ads (TSAs) – print and digital.
- Printed posters on Toronto Bike Share docking stations.
- Paid social media ads (Facebook and Instagram).
- Online banner ads – English and multilingual.
- Printed out of home ad placements on TTC and GO Transit vehicles.
- Printed sidewalk decals.



Unpaid campaign tactics:

- Organic social media posts elevating the Rules for Rideables campaign messaging as seen in Attachment 2.
- Standard print posters for Civic Centres, Community Centres, Toronto Public Library branches and interested community partners (e.g., Greektown BIA).
- City newsletters, including Councillor Updates, Smart Commute and Live Green Toronto.



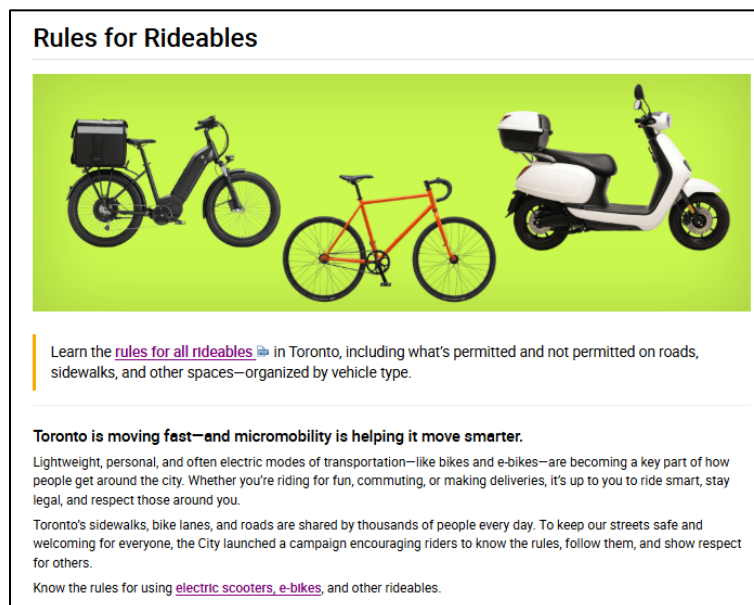
Audience targeting and translations:

For online ad placements, audiences were divided into two key groups: commuters or general users and delivery workers. Online ads were translated to Simplified Chinese, Tamil, Urdu, Hindi and Punjabi based on consultation with app-based delivery companies to support outreach to their workers in their preferred languages.

The Rules for Rideables messaging was shared with app-based delivery companies like Uber, Skip the Dishes, and Doordash who agreed to include them in their company newsletters directed to delivery riders.

Web updates and campaign landing page:

In all cases, audiences were directed to **toronto.ca/rideables** for everything they need to know about riding safely and responsibly in Toronto. With support from Digital Engagement and Transportation Services, web updates were deployed including a simple one page “Where can I ride in Toronto?” guide included in Attachment 3.



In addition to the Transportation Services micromobility webpage, our key messages have been published in plain language on the Welcome to Toronto webpage. This helps ensure the information is accessible and easy to understand for new residents and delivery workers engaging with city resources.

Collaboration with community partners and Toronto Police Service

For both these campaigns, staff strategically engaged with a diverse network to amplify the messages, enhance credibility and relevance, and ensure the right audiences were reached. Collaborators included Toronto School Boards, Toronto Public Health and app-based delivery companies.

The Rules for Rideables public education campaign was coordinated with an enforcement blitz carried out by Toronto Police Service (TPS) beginning in August 2025.

Enforcement Strategy

Since the adoption of the Micromobility Strategy by City Council in May 2024, the TPS has conducted two targeted enforcement campaigns in response to City Council direction. These are an important complement to the City's public education initiatives, with TPS and City staff collaborating closely to ensure alignment timing, messaging and strategic focus.

TPS conducted a traffic safety enforcement campaign from November 4 – 17, 2024. The campaign focused on micromobility, specifically the unsafe operation of micromobility vehicles, including e-bikes and e-scooters. The campaign, "Safe Rides, Safe Streets", aimed to educate the public and enforce traffic laws and City bylaws related to these vehicles. Officers addressed dangerous behaviors like speeding, running red lights, riding on sidewalks, and failure to wear a helmet.

Over the two-week period, Toronto Police engaged a total of 252 micromobility users and issued:

- 106 Part 1 Tickets for moving violations such as stop signs, red lights etc.
- 13 Part 3 Summons through the Highway Traffic Act for severe violations requiring court appearance.
- 72 Tickets for Toronto Municipal Code By-law offences such as riding on sidewalks.
- 61 Warnings.

To complement the "Rules for Rideables" education campaign, TPS conducted a second enforcement campaign. Enforcement began on August 25 and ran for three weeks until September 12, 2025.

Enforcement Challenges of Electric Micromobility Devices

The micromobility enforcement blitzes are an important tool to raise awareness and improve compliance with safety regulations however, effective enforcement of electric micromobility is challenging. The rapid evolution of electric micromobility vehicles has outpaced current regulations, creating uncertainty around device classification and providing few visible features to distinguish between types. Anecdotal evidence suggests that many e-bikes are modified beyond legal limits, making manufacturer specifications unreliable indicators of actual performance. Clear, standardized categorization is essential to support effective regulation, ensure user compliance, and maintain safety on Toronto's streets and pathways.

Transportation Services will continue the coordination of public education and enforcement efforts in coordination with Toronto Police Service, while also working with Toronto Fire Services, Toronto Public Health and Economic Development and Culture to support training and outreach for micromobility riders.

Micromobility Safety Working Group

As part of the Micromobility Strategy for Toronto, City Council directed staff to convene a multi-partner table to collaborate on a public education campaign to address micromobility safety issues ([2024.IE13.1 A Micromobility Strategy for Toronto](#)).

As the first step in establishing this table, Transportation Services, with support of the Public Consultation Unit, held one-on-one meetings with a wide range of stakeholders including some well-known collaborators as well as organizations that are less traditionally engaged by the City. These meetings helped build trust, surface insights, identify priorities for collaboration and inform the table's structure and terms of reference. The meetings confirmed strong support for initiating a safety-focused behaviour change program and laid the groundwork for an inclusive, well-informed process.

Based on these foundational meetings, the multi-partner table has been formally named the Micromobility Safety Working Group (MSWG) and will include representatives from a variety of organizations. Participation includes:

- City of Toronto Divisional Leads:
 - o Transportation Services
 - o Public Consultation Unit
- City Staff Experts and Partners:
 - o Toronto Public Health
 - o Toronto Police Services
 - o Bike Share Toronto
- External Organizations:
 - o Injury prevention specialists
 - o Cycling advocacy groups
 - o Vulnerable pedestrian safety advocacy groups
 - o Businesses who sell and rent micromobility
 - o App-based delivery companies
- Unaffiliated Riders:
 - o Delivery by e-bike riders (delivery workers)
 - o E-scooter riders

These varied perspectives will support the development and implementation of actions for behaviour change programs, including but not limited to public education, that aim to reduce injuries among micromobility riders and vulnerable road users.

The group will focus on identifying actionable recommendations that are within the authority of the City. The scope of the program is focused on micromobility riders (e.g. pedal bike, e-bike, and e-scooter riders) and how their behaviour impacts their own safety and the safety of others, with special attention to vulnerable pedestrians.

The MSWG, to be chaired by Transportation Services, will hold a series of strategic meetings throughout 2025 and 2026 to guide the development of a multi-year micromobility behaviour change program which will be delivered in phases.

Meetings will aim to align stakeholders on scope and goals, assess current conditions on Toronto's streets, explore and refine intervention ideas, identify quick wins, and define implementation strategies, including timelines, resource needs, and leadership opportunities. The process will result in an action plan with recommendations for the City to guide a coordinated delivery across City divisions and external partners. MSWG member organizations are encouraged to take leadership on actions and to leverage their networks, communication channels and resources to broaden the reach and credibility of the group's work.

Regulation of Devices

Clear and consistent market regulations for electric micromobility are essential to ensure public safety, equitable access, and sustainable integration into urban transportation systems. Without a unified regulatory framework, municipalities face challenges in managing and enforcing safe riding practices and ensuring compatibility with existing transit infrastructure. By proactively shaping the micromobility market through thoughtful policy, the governments of Canada and Ontario can unlock the full benefits of these emerging modes while minimizing risks to riders and the public. The Ontario Safer Roads and Communities Act, 2024 received Royal Assent on November 19th, 2024. Through this Act, the Provincial Government has flexibility to make amendments to the term 'power assisted bicycle' under the Highway Traffic Act and establish new classes of vehicles and set out rules respecting such classes. The Province has not yet exercised its authority under this Act.

In the absence of a clear timeline for the Province to review or update the definitions of electric micromobility, Transportation Services staff will undertake a comprehensive review of existing regulations in the Toronto Municipal Code governing bike lane usage, identify inconsistencies and opportunities for improvement, and seek input from the public and stakeholder groups on appropriate updates to the City's by-laws regarding how micromobility use should be accommodated on Toronto's cycling infrastructure.

In May 2024, City Council requested that staff seek amendments to the City of Toronto Act to give the authority to license courier businesses and transportation businesses, including vehicles used for hire, and to require adequate insurance coverage. These changes aim to improve road safety compliance, support enforcement efforts, ensure fair compensation for injuries caused by couriers, and hold businesses accountable for violations committed by their delivery personnel. In August 2024, City staff met with representatives from the Ministry of Transportation Ontario and the Ministry of Municipal Affairs and Housing to discuss this request. No additional direction of authority or update on the status of this request has been provided by the Ministry.

Managing the Impacts of Bike-Based Delivery

Micromobility plays a vital role in mobility and bike-based delivery, but it also presents challenges in urban spaces. Delivery workers need safe areas to rest and wait between trips without impeding pedestrians; businesses using micromobility services may require

tailored loading and access solutions. Competing needs on sidewalks are adding pressure to already crowded spaces, impacting safety and accessibility for all users. Transportation Services is reviewing the impact of micromobility delivery vehicles on sidewalk space and will consult with Economic Development and Culture, BIAs, accessibility advocates, and delivery platforms to identify both immediate and long-term solutions. A safety and congestion impact study are being considered to guide future infrastructure and policy decisions.

Upcoming Safety Outreach for Newcomers and Visiting Riders

To support safe travel for newcomers and visitors, especially during major events like FIFA World Cup 26™, Transportation Services will launch targeted micromobility safety outreach. With support from Host City Secretariat, Economic Development and Culture, and Bike Share Toronto, the initiative will include clear, accessible education materials. Equity-focused efforts will prioritize novice riders, tourists, and newcomers to Toronto, promoting safe riding practices and inclusive mobility across Toronto's streets. The goal is to ensure riders new to the city can confidently plan their mode of transportation and safely navigate Toronto's streets while respecting local laws and shared spaces.

Summary

As Toronto continues to embrace micromobility and new modes of travel, it is expected that challenges will arise in adapting infrastructure, regulations, and public behaviour. The safe and widespread adoption of micromobility for everyday use, including community and delivery work, requires collaboration beyond the City. It will depend on coordinated efforts with stakeholders including cycling advocates, delivery-workers, delivery platforms, community organizations, researchers, road safety groups and injury prevention professionals. Federal and provincial governments also play a critical role in ensuring micromobility is safe and inclusive and supports broader environmental, economic and transportation objectives.

Addressing these issues requires a long-term, sustained strategy including public awareness, education, infrastructure improvements and other targeted interventions to increase safety and support the successful integration of micromobility into the City's transportation network.

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SIGNATURE

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ATTACHMENTS

Attachment 1: Out of Home Campaign Ads
Attachment 2: Organic Social Media Post
Attachment 3: "Where can I ride in Toronto?" Guide

Attachment 1: Out of Home Campaign Ads



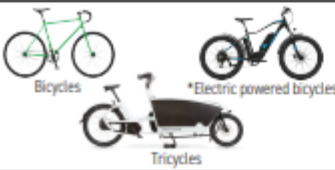
Where can you ride these micromobility vehicles in Toronto?

		
BICYCLES & ELECTRIC POWERED BICYCLES	CARGO & E-CARGO BIKES	THROTTLE, ELECTRIC MOTOR-SCOOTERS
☒ Roads	☒ Roads	☒ Roads
☒ Painted bikeway	☒ Painted bikeway	☒ Painted bikeway
☒ Physically separated bikeway	☒ Physically separated bikeway	☒ Physically separated bikeway
☒ Trail*	☒ Trail	☒ Trail
☒ Sidewalk (Except for kids under 14)	☒ Sidewalk	☒ Sidewalk

***MUST WEIGH UNDER 40 KILOGRAMS**

Attachment 3: “Where can I ride in Toronto?” Guide

Where can I ride in Toronto?

Vehicle Type / Description	Road	Painted Bikeway	Physically Separated Bikeway	Trail	Sidewalk
 Bicycles *Electric powered bicycles Tricycles				 *E-bike weighing less than 40kg & requires some muscular power	 13 year old or under can cycle on a sidewalk
 Cargo/e cargo bike/tricycle					
 Throttle, electric motor-scooter					
 Electric kick-scooter *Electric skateboard *Electric kick-scooter with a seat *Electric unicycle *Electric one-wheel or hoverboard					
 Skateboard In-line skates/roller blades Kick-scooter				 Except where posted to prohibit	 Must not ride recklessly or negligently
 Moped (motor scooter) Motorcycle					
 Low-speed vehicle (LSV) (e mini-car)					
 *Electric enclosed three-wheeler *Electric enclosed 4- wheeler not meeting LSV standards					


toronto.ca/rideables