TORONTO

REPORT FOR ACTION

Congestion Management Plan - 2025 Update

Date: March 27, 2025
To: Infrastructure and Environment Committee
From: General Manager, Transportation Services and Chief Procurement Officer
Wards: All

SUMMARY

Transportation Services is continuing to manage congestion across the City of Toronto in light of a population growth that saw 125,756 more people in Toronto in just one year, a 26% increase in vehicle registrations since 2014 and being constrained by 5,600km of road network that hasn't expanded in decades. Additionally, Toronto continues to be the busiest city in all North America in terms of construction due to increased private development activity, major infrastructure renewal and the implementation of higher order transit and the City's traffic data shows that this continues to be the most exacerbating factor towards congestion in the City.

A four-pronged, systems-based strategy is being recommended to address these challenges by integrating capital coordination, project delivery, procurement, and congestion management into a unified framework. Outlined in the following reports, this approach will be reviewed by [the respective Committees/IEC] in April and presented to City Council for consideration at its meeting on April 23-25.

1. Strategic Capital Coordination Office – First Annual Report
   - Focus: Foundational steps in program coordination
2. Enhancing Capital Construction Delivery
   - Focus: Improving project execution to align with the growing delivery rate and increasing coordination complexity
3. Review of Bid Award Panel
   - Focus: Modernizing procurement practices to better support evolving project delivery needs and industry capacity
4. Congestion Management Plan - 2025 Update (this report)
   - Focus: Managing congestion including mitigating the impacts of critical construction on mobility

One critical piece of this overall strategy to better mitigate the impacts of congestion within the City is the Congestion Management Plan (CMP). The updated CMP outlined in this report provides an additional set of measures that will be implemented to mitigate

the congestion impacts of major capital construction projects planned in 2025, in parallel with temporary closures associated with private development and critical utility work.

The following are the five (5) key congestion management measures being undertaken in 2025:

- Leveraging technology to move people as efficiently and as safe as possible
- Helping transit move faster and more reliably.
- Managing intersections with on-the-ground traffic management and enforcement support.
- Enhancing traffic management for major special events and adopting a travel demand strategy around major events.
- Active planning and coordination of City-wide construction projects in year.

In addition to the key measures listed above, this report also provides an update on key items requested by Council as part of the adoption of the 2024 CMP update. It also includes an update on the partnership with the Ontario Innovation Network (OVIN) to pilot, test and develop new innovative technology solutions targeted at mitigating congestion and improving accessibility for all road users.

Staff have also reviewed the Toronto Regional Board of Trade's (TRBOT) report, "Breaking Gridlock: Congestion Action Plan for Toronto", and this report includes a comparison of the recommendations in the TRBOT report with the current CMP, including some commentary on those recommendations.

While the recommendations in this report will not eliminate congestion, they provide the next steps to actively manage congestion against the ongoing pressures of growth and development that continue to shape our city.

As this report is an update and responds to previous Council requests, Transportation Services will be bringing forward a report on an updated Congestion Management Plan in the fall of 2025. This follow-up report will provide details on the effectiveness of the congestion management measures in 2025 as well as the plan and funding requirements going forward over the next five (5) years.

RECOMMENDATIONS

The General Manager, Transportation Services recommends that:

1. City Council direct the General Manager, Transportation Services to report back on the effectiveness of the traffic mitigation measures implemented to support the Gardiner and King/Church construction, Gardiner-Harbour Nexus, and the Liberty Village traffic mitigation plans, in the fall Congestion Management Plan report.

2. City Council authorize Transportation Services Division in cooperation with Economic Development & Culture Division, to allow Green Market Acceleration Program (GMAP)

to expand the definition of "local" to include GTHA, GGHA and Ontario green industry technology companies, and intake projects funded by Ontario Centre of Innovation for small and medium enterprise (SMEs) businesses outside of Toronto, GTHA and GGHA, to include all Ontario businesses. This would encourage significant Canadian participation in the innovation ecosystem and invite more technology companies to commercialize, have physical presence in Toronto, operate physical space and or directly employ people in the City of Toronto.

3. City Council authorize the General Manager, Transportation Services to negotiate and enter into a contract with pointA for the amount of $400,000.00 net of all taxes and charges ($407,040 net of Harmonized Sales Tax recoveries), for the delivery of Smart Commute Program services in Transportation Management Associations for a one (1) year period from May 1, 2025 to March 31, 2026, on terms and conditions satisfactory to the General Manager, Transportation Services and in a form satisfactory to the City Solicitor.

4. City Council direct the General Manager, Transportation Services, to undertake all necessary steps including public consultation for the implementation of an escalating Road Disruption Activity Reporting System (RoDARS) fee, and report back to enable the fees to take effect in September 2025.

5. City Council direct the General Manager, Transportation Services report back on the effectiveness of the Road Disruption Activity Reporting System (RoDARS) Fees in the fall Congestion Management Plan report, along with an update on the plans for a Construction Congestion Management Levy.

6. City Council direct the General Manager of Transportation Services, in consultation with the Executive Director of the Housing Secretariat and the Executive Director of Development Review, to report back on the feasibility of and steps required to implement an exemption to the Road Disruption Activity Reporting System (RoDARS) fees for development projects containing affordable housing.

FINANCIAL IMPACT

Contract Award for the Delivery of Smart Commute Program

The financial impact of entering into a contract with pointA is $400,000 net of all taxes and charges and $452,000 including all applicable taxes and charges. The total potential cost to the City is $407,040 net of HST Recoveries.

Funding for this contract award will be managed through the 2025 Corporate Non-Program Expenditure Budget. Staff will request an in-year budget adjustment at the first opportunity through the quarterly variance report process to transfer required funds to Transportation Services' 2025 Operating Budget for the delivery of Smart Commute Program services. Funding details are provided in Table 1.

Table 1: Financial Impact Summary

Year	Cost Centre / WBS Element	Cost Element GL	Cost (Net of HST Recoveries)
2025	TS7010	4199	$305,280
2026	TS7010	4199	$101,760
Total	TS7010	4199	$407,040

Strategies for Construction Related Congestion Management Recovery Fees

This report recommends the next steps being developed and considered, including the potential for new escalating fees to account for the cost impacts of longer-duration temporary closures within the City and the potential for a Construction Congestion Management Levy. The estimated revenues from the implementation from an escalating RODARS fee to take effect in September 2025 will be included in subsequent staff report going to City Council in 2025 Q2 following public consultation to implement the new fees. Full year annualization impacts of the estimated revenues will be identified and included in the upcoming 2026 Operating Budget Submission for Transportation Services.

As part of the Congestion Management Plan, implementation of intelligent intersections for congestion management associated with the Gardiner closures are included in the 2025-2034 Capital Budget and Plan for Transportation Services categorized as State of Good Repair (CTP122-09).

All the 2025 planned capital works for the design and implementation of Smart Signals, Intelligent Intersections not relating to Gardiner closures, CCTV Cameras not relating to FIFA, Traffic Signal Modifications, Transit Signal Priority and related activities are included in the 2025-2034 Capital Budget and Plan for Transportation Services categorized as service improvement and enhancement projects (CTP721-01).

Funding of $150,000 associated with the implementation of FIFA-related CCTV camera installations has been allocated within 2025 Operating Budget for Toronto Emergency Management (TEM) as part of the overall FWC26 Budget. For this reason, an in-year budget adjustment will be made to reallocate the required funds from TEM to Transportation Services' 2025-2034 Capital Budget and Plan through the quarterly variance report process in order to support upcoming procurement activities.

Review is currently underway to assess and update future needs for the program taking into consideration the changing landscape of congestion occurring within the City. Transportation Services will be bringing forward a report on an updated Congestion Management Plan identifying capital and operating needs in a subsequent report in the fall of 2025. All financial impacts for future years' budget will be included in the 2026 Budget submission process.

The Chief Financial Officer and Treasurer has reviewed this report and agrees with the financial implications as contained in the Financial Impact Section.

DECISION HISTORY

City Council, at its meeting of February 27, 2025, of the Infrastructure and Environment Committee requested the General Manager, Transportation Services to report back to the Infrastructure and Environment Committee on April 9, 2025, on the Toronto Region Board of Trade's Breaking Gridlock: A Congestion Action Plan for Toronto report
Agenda Item History - 2025.IE19.14

City Council, at its meeting on September 16, 2024, adopted the Congestion Management Plan (2023-2026) - Fall Update with amendments.
https://www.toronto.ca/legdocs/mmis/2024/ie/bgrd/backgroundfile-248783.pdf

City Council at its meeting of July 3, 2024, adopted, 'Five Impactful Actions to Improve Congestion' which requested Transportation Services to report back to the Infrastructure and Environment Committee at its meeting on September 27.
Agenda Item History - 2024.IE15.12 (toronto.ca)

City Council at its meeting of April 17, 2024, adopted, as amended, 'Increase in Penalty Amounts for Parking Offences and Establishment of New Electric Vehicle Parking Offences of Off-Streets Parking Facilities' and also requested that, "…the General Manager, Transportation Services, to report to the Infrastructure and Environment Committee by the third quarter of 2024, with a plan to increase fines for the "Stop – Signed Highway – During Rush Hour Period " offence in Section 950-405 D.1 of the City of Toronto Municipal Code Chapter 950, Traffic and Parking, with the intention of increasing compliance and improving traffic and congestion during rush hour."
https://secure.toronto.ca/council/agenda-item.do?item=2024.IE11.2

City Council, at its meeting on March 20, 2024, adopted the Congestion Management Plan (2023-2026) Update with amendments and authorized the implementation of Transportation Innovation Challenges (TICs) outside of Exhibition Place when warranted.
https://www.toronto.ca/legdocs/mmis/2024/ie/bgrd/backgroundfile-243081.pdf

City Council, at its meeting on November 8, 2023, adopted the Congestion Management Plan 2023-2026 with amendments.
https://www.toronto.ca/legdocs/mmis/2023/cc/bgrd/backgroundfile-240533.pdf

City Council, at its meeting on May 5, 2021, authorized the implementation of the Transportation Innovation Challenge program to explore new and emerging transportation technologies at the Transportation Innovation Zone at Exhibition Place.
https://www.toronto.ca/legdocs/mmis/2021/ie/bgrd/backgroundfile-165845.pdf

City Council, at its meeting of November 25, 2020, adopted the Move TO 2021-25 - Congestion Management Interim Action Plan and Non-Competitive Contract for Smart Signals Report.
http://app.toronto.ca/tmmis/viewAgendaItemHistory.do?item=2020.IE17.6

City Council at its meeting on January 29, 2020, adopted the Smart Commute Program Transition report which authorized the Director, Environment and Energy to negotiate on behalf of the City of Toronto, the necessary agreements and ancillary documents with Service Delivery Agents point A, SustainMobility and UrbanTrans for the delivery of Smart Commute Program services in Transportation Management Associations, subject to available funding, and in a form satisfactory to the City Solicitor.
https://www.toronto.ca/legdocs/mmis/2020/ie/bgrd/backgroundfile-141420.pdf

City Council, at its meeting of November 3, 2015, endorsed an updated Congestion Management Plan to span 2016-2020.
http://app.toronto.ca/tmmis/viewAgendaItemHistory.do?item=2015.PW8.1

City Council, at its meeting of December 16, 2013, endorsed the Congestion Management Plan 2014-2018 to manage congestion across the City of Toronto, and the Downtown Transportation Operations Study implementation plan.
http://app.toronto.ca/tmmis/viewAgendaItemHistory.do?item=2013.PW27.12
http://app.toronto.ca/tmmis/viewAgendaItemHistory.do?item=2013.PW27.13

COMMENTS

The Congestion Management Plan (CMP) is a critical component of the City's overall strategy to manage traffic congestion. A significant cause of congestion is the many construction activities taking place, including development and utility works, the City's own capital program, Provincial projects and those of the private sector. The CMP is therefore part of an integrated approach, which focuses on improved capital coordination, capital delivery, and expanded traffic mitigation measures, that have been successful in 2024 by reducing travel times around the City. This was especially evident around areas that were impacted by major construction including work on the Gardiner Expressway and transit expansion projects. The CMP presented in this report builds on last years successes to further expand upon efforts with respect to:

- Leveraging technology to keep everyone moving efficiently and safely.
- Helping transit move faster and reliably.
- Managing intersections with on-the-ground traffic management and enforcement support.
- Enhancing traffic management for major special events and adopting a travel demand strategy approach to be implemented around major events.
- Active planning and coordination of City-wide construction projects in year.

Leveraging Technology to keep everyone moving efficiently and safely

The first CMP was presented to Council in 2013, with a focus on building out and upgrading existing traffic management infrastructure. This included implementation of Smart Signals, traffic cameras on arterial streets, multi-modal traffic data collection systems, variable message signs, upgrading the City's RESCU traffic operations centre facility, and enhancing communications for traffic signals to improve the City's abilities to remotely monitor and control all ~2400 of the City's traffic signals in real-time. By 2018,

the installation of these new technologies began to deliver data and information to help staff understand citywide travel patterns with greater clarity, shifting the focus of the next CMPs towards implementing new programs to combat rising congestion and deliver travel time savings, such as Construction Hubs, Traffic Agents, and Special Event Management Zones. Attachment 1 provides a detailed summary of the various investments made to date with respect to the CMP since 2014 to 2025. Attachment 2 provides a detailed summary of all legacy traffic management projects that were started previously and will continue through 2025.

Highlighted below are two key projects that will be expanded or initiated in 2025.

Expanded Traffic Management Support for Liberty Village

In 2024, Transportation Services commenced efforts to mitigate the impacts of traffic congestion in Liberty Village, driven by the combination of the Gardiner closure, the King Street closure, and major special events at The Exhibition Place, which led to significant congestion. While a number of very impactful construction projects have finished, others are about to begin and the neighborhood continues to be challenged by major events. Combined with the added pressure to get ready for FIFA games in 2026, the need for traffic management support in Liberty Village remains critical in 2025.

These efforts to mitigate the impacts of construction include continued traffic management support from Traffic Agents, signal timing changes and modifications and enhanced coordination with The Exhibition Place, the Ontario Line constructors and local residents. The efforts in 2025 will serve as a strong precursor to the efforts that will need to be implemented for FIFA 2026.

Re-engineering Traffic Flow at the Gardiner-Harbour Nexus

Since the removal of the York-Bay-Yonge eastbound off-ramp of the Gardiner there have been concerns expressed, and congestion caused, by the short weaving length on Harbour Street between the new Gardiner off ramp and York Street for vehicles wishing to make the left turn onto York Street. The February 2025 report released by the Toronto Regional Board of Trade, "Breaking Gridlock: Congestion Action Plan for Toronto" suggested physically separating the traffic streams and restricting turning movements on Harbour and York Streets to eliminate weaving conflicts.

Upon initial review, this idea appears to hold merit and Transportation Services in collaboration with Engineering Construction Services will be investigating this further and developing it in more detail including, assuming the analysis supports implementation, a more detailed implementation plan and measures to gauge the effectiveness of the changes once implemented.

Helping Transit Move Faster and Reliably

A fundamental strategy within the Congestion Management Plan is to support surface transit operations to move faster and more reliably in order to further encourage

increased ridership. Aside from the environmental benefits, promoting transit achieves the ultimate goal of the CMP to move more people through corridors more efficiently and safely. In 2025 however, there are significant construction efforts planned that will have impacts on TTC surface street operation and Transportation Services is focused on implementing a suite of measures targeted at supporting transit through this heavy construction year as outlined below.

Streetcar Transit Diversionary Route Support of the King/Church Streetcar Track and Watermain Rebuilds

The closure of the King/Church intersection from May to August 2025 will require transit diversionary routes for the 503 Kingston Road, 504 King and, 508 Lake Shore streetcars. While there are contract requirements that emphasize a compressed construction timeline, there will be an increase in the number of streetcars operating on Queen Street, east of Spadina to Broadview Avenue, from 7 to 25 streetcars in the peak hour in addition to the existing diversion associated with the Ontario Line construction. To ensure the streetcars on this diverted route operate as reliably as possible during this disruption, a combination of traffic agents, on-street parking removals and signal timing changes will be deployed to support the operations. These measures focus on key pinch points along Richmond Street and Adelaide Street, from York Street to Church Street.

New Process to Coordinate the Planning and Implementation of Temporary Parking Adjustments that Reduce Congestion along Corridors with TTC Routes during Capital Projects. (IE16.4)

Through the City/TTC coordination work being led by the Strategic Capital Coordination Office (SCCO), Transportation Services and TTC have established a working group to review all Engineering Construction Services and TTC capital projects that have surface street diversionary impacts on TTC operations. The goal is to develop coordinated plans to support TTC operations and mitigate related traffic congestion impacts during construction. Traffic simulation models are developed to assess the impacts and to create alternative traffic signal timing plans that favour transit. These models also consider temporary adjustments to on-street parking to help reduce congestion and better support TTC operations.

Since parking adjustments may require Community Council or City Council authority, the goal moving forward is to develop traffic mitigation plans well in advance, allowing ample time for review and input from local stakeholders and impacted Ward Councillors. Diversions often can result in significant increases in the number of buses or streetcars on a particular corridor that span multiple wards. The working group will consider this in their analysis and ensure proper notification is provided for any proposed changes that could have a significant impact.

Expansion of the Transit Signal Priority System

Transit Signal Priority (TSP) is a technology implemented at traffic signals that prioritizes TTC vehicles. The City began installing TSP in the mid-1990s and, to date,

420 signalized intersections operate with TSP, primarily along seven (7) major streetcar and four (4) major bus routes. Since 2022, the City and TTC have accelerated the implementation of additional TSP, adding or upgrading 131 intersections across the TTC route network to increase speed and reliability. As part of this ongoing effort, 50 more locations will be upgraded or equipped with TSP by the end of 2025.

Measuring the Effectiveness of the Transit Support Efforts

Transportation Services staff are conducting a review in partnership with TTC to ensure that all major surface street routes within the City are equipped with technology to measure travel times and delays at intersections experienced by transit. Many of the routes are already covered with video analytics devices and Bluetooth readers that can provide valuable metrics around travel times and delays experienced by transit. The same technology could provide metrics around motorists violating the bylaws by driving in dedicated bus lanes and making prohibited turns restricted to transit only. Data collected by the system will help inform traffic simulation models and provide valuable inputs on how to maintain reliability for transit despite construction impacts. This data also provides information on how well the traffic management measures are working.

Managing Intersections with on-the-ground traffic management and enforcement support

The 2025 budget includes additional funding to expand the Traffic Agent program to 100 Traffic Agents. The expansion in the number of Traffic Agents coupled with the continued support from Toronto Police Service with respect to the Traffic Direction Pilot and enforcement support for the 'Don't Block the Box' initiative will improve the City's abilities to manage congestion at the intersection level. In addition, Transportation Services has partnered with several other City agencies to try to accelerate the implementation of an automated enforcement program to support safety/congestion related violations.

Expansion of the Traffic Agent Program

Currently, the program has 22 Traffic Agents, with an additional 45 recruits in training, bringing the total to 67 active Traffic Agents by early summer 2025. Transportation Services is actively recruiting new agents, with a plan of having all 100 agents deployable by the end of 2025. With the increase in Traffic Agents, the program will expand coverage to 16 corridors. There are 13 new corridors being added for coverage as well as the 3 existing corridors where additional Traffic Agents will be deployed. The list of these 16 corridors is shown below.

Corridor #	Corridor / Project	Section
1	Lake Shore Blvd W	Parliament St to Strachan Ave
2	King St	Jarvis St to Bathurst St
3	Jarvis St	Dundas St to Queens Quay

Corridor #	Corridor / Project	Section
4	Yonge St	Roehampton Ave to Harbor St
5	University Ave	College St to Front St
6	Front St	Jarvis St to Bathurst St
7	Liberty Village	King St to Lake Shore Blvd to Dufferin St
8	Bloor St	Spadina Ave to Yonge St
9	Danforth Ave	Broadview Ave to Pape Ave
10	Bathurst St	Dupont St to Lake Shore Blvd
11	Spadina Ave	Dupont St to Adelaide St
12	Bay St	Dundas St to Queen St
13	Parliament St	Dundas St to Lake Shore Blvd
14	Sherbourne St	Dundas St to Front St
15	Church St	Dundas St to Front St
16	Queens Quay	Parliament St to Reese St

Toronto Police Traffic Direction Support

The Toronto Police Traffic Direction program will continue providing support at critical downtown core locations including Lakeshore and York, York and Bremner, York-Front-University, Spadina and Lakeshore, Spadina and Bremner and, Front and Bay.

Traffic management support from Toronto Police continues to be extremely beneficial to the City given the inherent issues with Traffic Agent staff retention and the time it takes to train and obtain legal delegations for new Traffic Agents to be deployed. Transportation Services will continue coordinating with Toronto Police Service with the intent to continue with this support.

Expansion of the New 'Don’t Block the Box' Signage

In August 2024, the City was successful in receiving provincial approval to increase fines for failing to clear signalized intersection/blockage of signalized intersection, raising the fine from $90 to $450. New 'Don't Block the Box' signs were installed at select locations along King Street to support ongoing Traffic Agent operations and Toronto Police enforcement efforts.

The City's Traffic Management Centre operators have monitored the impact of the 'Don't Block the Box' signs through the City's traffic cameras and found that the combination of the new signs with periodic Traffic Agent and Toronto Police support have been effective in encouraging sustained compliance from motorists. Building on these observations, starting this summer, Transportation Services will install the new signs at intersections designated for Traffic Agent support along the 16 new corridors identified.

Toronto Police Enforcement Support for 'Don't Block the Box'

In November 2024, Toronto Police successfully conducted a Citywide blitz in support of the 'Don't Block the Box' initiative, issuing 333 tickets across the City, with over 100 tickets issued by the Toronto Police Divisions that encompass King Street. Toronto Police Traffic Services and Transportation Services are coordinating for at least two additional blitzes to be conducted in the summer and fall of this year to further support the program.

Transportation Innovation Challenge (TIC) on Automated Enforcement

A working group has been formed to advance automated enforcement, comprising of Transportation Services, Toronto Police - Parking Enforcement/Traffic Services, TTC, Court Services, Legal Services and Toronto Parking Authority. The focus of this working group is to combine and accelerate ongoing efforts to introduce the new forms of automated enforcement, with a focus on knowledge sharing, addressing lessons learned, and pooling resources and expertise under a common objective. While there are major pillars of work required to bring each of these new automated enforcement programs into operation, combining efforts and leveraging best practices could potentially shorten the typical required timeframes for program implementation.

In addition to the established working group, the next steps in the TIC will occur this summer and include testing and piloting of technologies at various locations around the City. Staff are currently interviewing short-listed applicants for the Automated Enforcement Transportation Innovation Challenge (TIC). Concurrently, staff are undertaking information management and privacy impact assessments of each applicant and evaluating possible deployment locations in the public realm and TTC bus priority routes. Following cybersecurity checks, confirmation of selected TIC Participants will commence in Q2 2025 with deployments and data analyses to follow. No tickets will be issued during this pilot phase.

Enhancing Traffic Management and Travel Demand Management for Major Special Events

New to the Congestion Management Plan in 2025 is the incorporation of a Travel Demand Management Strategy with a focus on major events in order to promote the usage of transit and other more sustainable modes of transportation for event attendees. This strategy was successfully piloted for the Taylor Swift concert series to try to promote the use of either TTC or GO Transit for people coming into the downtown core during the event.

The following sections provide more details on proposed plans and efforts in 2025 for special event traffic management.

New Travel Demand Management (TDM) Strategy

As of January 2, 2025, the Smart Commute program was transferred from the Environment, Climate & Forestry Division (ECFD) to Transportation Services Division. Since 2005, the Smart Commute program has been delivering Travel Demand Management (TDM) services in Toronto by helping employers and commuters explore sustainable smart travel options by providing tools, resources, and campaigns to encourage reduced single-occupant vehicle trips. Smart Commute helps to ease congestion, improve air quality, and reduce greenhouse gas emissions by motivating and supporting people in shifting to more sustainable modes of transportation including walking, cycling, transit and carpooling.

While the Smart Commute team has ongoing efforts and programs in place, the intent going forward is to further build upon and expand those efforts as the team integrates within Transportation Services and becomes an integral part of the congestion management programs.

Continued Support for the Smart Commute Program through Consultant Support

To support the efforts of the Smart Commute team, the City had previously contracted with Service Delivery Agents who have worked collaboratively with City staff over the years to deliver the Smart Commute program to hundreds of businesses/organizations and over 300,000 commuters in Toronto. pointA (formerly Smart Commute North Toronto Vaughan) is a not-for-profit organization that has been delivering the Smart Commute program in the Transportation Management Association areas known as Smart Commute North Toronto Vaughan and Smart Commute Northeast Toronto since 2005 and were one of three vendors contracted by the City to deliver the program in Toronto since 2019. pointA delivers the Smart Commute program to over 208,000 commuters. In 2024, the Smart Commute program held 52 outreach and engagement events promoting sustainable transportation. The Smart Commute application logged 15,080 trips (carpool, cycling, transit and walking) representing a total distance of 276, 614 km and 52,811 kg green house gas savings.

To enable this work to continue for the next year, and due to scarcity of alternate service providers, Transportation Services is requesting the authority to enter into a non-competitive contract with pointA for the delivery of Smart Commute Program services in Transportation Management Associations areas for a one (1) year period from May 1, 2025 to March 31,2026 in the amount of $400,000 net of all taxes and charges ($407,040 net of HST Recoveries). This term will bridge the efforts that pointA started when the Smart Commute Program was with EFCD for one additional year term. Subsequently, Transportation Services anticipates seeking continued support with a new focus more integrated with other congestion management plan efforts as a 'request-for-proposals' type procurement.

Purchasing & Materials Management advised ECFD in October 2024 that reporting back to committee was required to increase the target value and extend the contract term for this purchase. Unfortunately, the division was not able to prepare a staff report in time for the year end closing requirements and to ensure continuity of service until such time that the staff report could be prepared for the first available meeting in February 2025.

Purchasing & Materials Management approved a new 3-month non-competitive procurement contract for the delivery of Smart Commute program services in Transportation Management Associations with pointA from January 1, 2025 – March 31, 2025 in order to provide continuity of the Smart Commute program while seeking City Council authority for a one-year non-competitive procurement contract.

This Non-Competitive Procurement is required to mitigate the current situation and the details of this procurement are to be included in the 2025 Staff Report (for information) to meet reporting obligations. The staff report to be submitted will request approval for an amendment to sustain the program for a period of 1 year pending a more robust review of the program.

The non-competitive contract with pointA for the delivery of Smart Commute program services in Transportation Management Associations for a one-year period will ensure continuity of the Smart Commute program service delivery in Toronto while providing an opportunity to review and assess the Smart Commute program and better align to the Transportation Services division and City goals including TransformTO NetZero Strategy and the Congestion Management Plan. During this one-year period Transportation Services division will develop a long-term solution for the delivery of the Smart Commute program in Toronto.

City Council approval is also required in accordance with Municipal Code Chapter 195-Purchasing, where the current request exceeds the Chief Procurement Officer's authority of the cumulative five-year (5) commitment for each supplier, under Article 7, Section 195-7.3 (D) of the Purchasing By-Law or exceeds the threshold of $500,000 net of HST allowed under staff authority as per the Toronto Municipal Code, Chapter 71 Financial Control, Section 71-11A.

Active Planning and Coordination of Citywide Construction Projects in Year

The Transportation Services, Work Zone Coordination team has been partnering with Engineering Construction Services and the Strategic Capital Coordination Office to develop traffic mitigation plans to help ease congestion around the major construction projects planned for the 2025 construction season. In addition, some of the new technology tools piloted in 2024 such as the RoDARS Online Booking System are going live this year to assist in coordinating in-year road closure requests for development related construction staging and in-year utility construction initiatives that were not included within the larger capital program planning. The following sections provide more detail with respect to the specific efforts planned for 2025.

Traffic Management Support for Gardiner Construction Initiatives

In addition to the ongoing Gardiner Stage 2 work from Dufferin to Strachan, the City will be initiating the Gardiner Section 3: Early Works on Five Bridges project in the spring of 2025. Minimizing traffic impacts has been a central complement of project planning, including the timing of the construction work phases. The traffic management strategy implemented in 2024, which resulted in a 5–18-minute travel time savings reduction on the Gardiner, will be modified to accommodate the impacts of the bridge work occurring from Highway 427 to the Humber River. The traffic management measures will include Traffic Agent support at on-ramp approaches, traffic signal timing adjustments and traffic signal modifications as well as the technology to measure the impacts and collect data, informing further adjustments as necessary throughout the duration of the works.

New RoDARS Online Booking System 'Live'

The Strategic Capital Coordination Office (SCCO) oversees the development of the City's multi-year capital construction plans, while Transportation Services Work Zone Coordination team coordinates the in-year decisions around unexpected incoming construction temporary road closure requests, such as those from private development or utility projects. The team's goal is to avoid conflicts with the pre-approved capital construction plan.

In 2024, the Work Zone Coordination team managed 11,652 such requests referred to as Road Disruption Activity Reporting System (RoDARS) requests. Given the complexities associated with having to review and approve the significant volume of requests, an online booking tool has been introduced to streamline operations.

With the combined support and leadership from the Technology Services Division, City Clerks Office - Corporate Information Management Services and the Office of the Chief Information Security Officer the new online booking system was evaluated in 2024 with an official live date expected soon this year, subject to corporate compliance, in line with the commencement of the new RoDARS Fees.

Contingency plans will be in effect to ensure that the City can commence collecting the new RoDARS Fees via a manual process in the event that the new online system cannot go officially live on when the new fees take effect.

Data from the system will provide greater insight into who is on the right-of-way, the duration of closures and other critical analytics that can help with traffic modeling and other ongoing efforts to improve traffic management strategies to minimize the impacts of congestion from construction.

New Road Restriction Web Site and QR Code Signs on Construction Projects

With development support from the Technology Services Division, Transportation Services is launching the new public facing Road Restriction web page to provide real-time information on construction closures. The web page features an interactive map showing closure locations, and details on how they impact all road users including lanes closed to traffic, bike lanes and sidewalks.

The new QR Code construction signs will also be implemented across the City in Q2 2025. These will enable people to hold their phone up to a sign and it will link them to the new City Road Restriction web site with details on the construction site in front of them. These QR Code signs will be mandatory as of April 1st and there will be a fee of $306.04 applied to constructors who fail to meet this requirement. The City is also currently working with CNIB through a project partially funded by OVIN to provide a solution for people with visual impairment.

RODARS Fees and Construction Congestion Management Levy

The new RoDARS Fees were introduced in the City's 2025 budget and came into effect on April 1st, 2025. These new fees are already influencing constructors to reconsider their approaches to closing lanes within the City. Recent examples have seen both developers and utilities reviewing and revising their proposed road closure plans once they were made aware of the pending RoDARS fees. This report provides the next steps being developed and considered, including the potential for new escalating fees to account for the cost impacts of longer-duration temporary closures within the City and the potential for a Construction Congestion Management Levy.

Implementation of the New RoDARS Fees

In addition to the new online booking system, which streamlines the process for applicants and City staff, persons requesting occupation of the right-of-way are subject to the new RoDARS Fees. These fees, in addition to existing permit fees, are designed to recover the direct costs to the City to provide traffic management services to mitigate the impacts of the construction closures. The fee covers traffic management measures such as, but not limited to:

- Implementation of Smart or AI Traffic Signals
- Parking amendments,
- Traffic signal modifications and/or retiming of the lights,
- Staff coverage in the RESCU Traffic Operations Centre (i.e. staff who monitor traffic 24/7 and have the ability to remotely control the traffic lights),
- Traffic Agents and the Toronto Police Traffic Direction program and,
- Staff resources for construction work zone permitting, coordination, inspection and enforcement.

The Work Zone Coordination team continues to engage with applicants including developers, utilities, TTC, Toronto Waterfront and Metrolinx transit expansion related contractors on the new fees and the applicants' proposed temporary road closures. The emphasis is on ensuring that roads are temporarily closed for the minimum amount of time and space.

Proposed Exemption from the RoDARS Fees

The General Manager of Transportation Services, in consultation with the Executive Director of the Housing Secretariat and the Executive Director of Development Review,

will be exploring the feasibility of and steps required to implement an exemption to the RoDARS fees for development projects containing affordable housing and will be reporting back on findings.

Proposed Plans for the Introduction of Additional Fees and a Levy

Transportation Services is exploring escalated fees that could apply for longer duration temporary road occupancy projects. The intent could be to recover the City costs associated with having to potentially reschedule or defer City projects as a result of private sector projects that require portions of the right-of-way to be closed for longer durations or that are late from their proposed time of completion. The fee escalation being explored might take the form of a percentage surcharge above and beyond the new RoDARS Fees. Transportation Services would use road closure data from this year's summer construction season to help inform Transportation Services' work on any new escalating fees. The design for any escalating fees will be presented in the fall when the analysis has been completed.

In parallel with the efforts above and as directed by Council, Transportation Services has actively been exploring a Construction Congestion Management Levy that would be charged in addition to the new RoDARS Fees. While the recently introduced RoDARS fees recover traffic management costs incurred by the City as a result of temporarily closing the right-of-way, the levy being explored could serve as a deterrent for applicants who close the roads for longer periods of time which may have greater impacts on congestion. A financial analysis will be conducted based on the effectiveness of the new RoDARS Fees from this year and the design for the new Construction Congestion Management Levy will be presented when the analysis has been completed.

How Transportation Services Tracks Congestion Management Mitigation Efforts

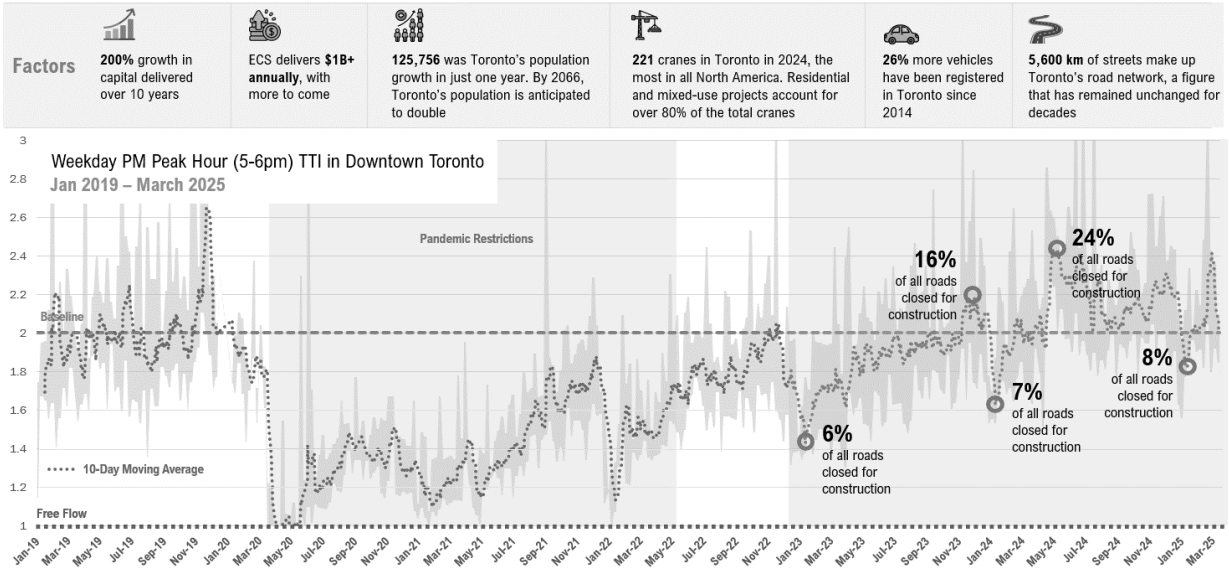
In 2020, Transportation Services created a measure for congestion in the City referred to as the Travel Time Index (TTI) based on data obtained from a third-party vendor. This metric provides a basis for comparison of congestion levels in the City before and after the pandemic and also provides a basis for comparison to measure the benefits of the congestion measures implemented to date.

Understanding the Travel Time Index

Figure 1 shows a graph of the TTI values for the downtown core of the City since January 2019 prior to the pandemic and up until March 2025. A TTI value of 1.0 represents free flow traffic conditions that would occur if there were minimal to no vehicles on the road. Each decimal value on the graph above the 1.0 free flow condition, reflects from a percentage perspective how much longer travel times have increased around the City. For example, a TTI value of 1.2 means that it takes 20% longer than complete free flow to make a typical journey around the City. When the City is at a TTI value of 1.2, a 30-minute trip under free-flow conditions would now take an additional 6 minutes, for a total of 36 minutes.

The baseline, illustrated by a dashed line, on the graph represents the average level of congestion experienced prior to the pandemic which is used for reference and comparison of congestion levels now versus the past. The baseline for typical congestion experienced in the City is largely impacted by: 26% increase in more vehicles registered in the City of Toronto, a rapidly growing population that saw 125,756 more people in the City in just one year, an average downtown occupancy that has now reached 75% as reported by the Strategic Regional Research Alliance (See Attachment 3), the busiest construction season highlighted by 221 cranes in 2024 all compounded by the fact that the overall road network has not increased in total beyond 5,600km in decades.

Figure 1 - The Travel Time Impacts of Construction in the Downtown Core



As seen on the graph, there was a period during the pandemic from March 2020 through to June 2020 where there were little to no vehicles on the road and travel times were essentially free flowing throughout the City. The graph also shows how travel times have been increasing post-pandemic and often meeting and exceeding levels experienced by commuters prior to the pandemic. Of note from the graph is the significant correlation between the percentage of roads temporarily closed due to construction and the corresponding TTI index that occurred. For example, during the summer of 2024, construction in the City at its peak saw the temporary closure of 24% of all roads which resulted in the travel times being more than double free-flow travel times.

Measuring the Impact of the Cities Congestion Management Efforts

Attachment 4 provides an expanded view of the TTI graph focusing specifically on the period post-pandemic from January 2023 to March 2025. Through this period there were a number of major construction closures that had large impacts particularly on the downtown core. These include the closure of Queen Street that started in May 2023, the Adelaide Construction closures that commenced in November 2023 and, the Gardiner - Dufferin to Strachan closure in May 2024. In each case, traffic mitigation measures

were put in place that resulted in travel time savings for both motorists and transit. The graph also shows that moving traffic more efficiently on these corridors had notable benefits, ranging from 10-20% reduction in travel times, to the surrounding larger downtown core.

Congestion Management Strategy Surmised from the Data

The data presented shows the effectiveness of the measures completed so far however, it also provides guidance for the next stage of the Congestion Management Plan to be presented to Council in the fall of 2025. Some of the key guiding principles going forward are outlined below:

- The need to conduct detailed modelling of the impacts of future construction projects early so that congestion mitigation measures can be identified and implemented before the construction begins.
- In addition to the efforts conducted thus far it is important to focus on supporting transit and active modes of transportation to move people around the City as safely and reliably as possible.
- Travel demand management will also be crucial to the CMP going forward by helping to educate the public on more sustainable ways to commute into and out of the City.

Previous Council Direction Updates

Attachment 5 provides a detailed summary on some key items requested by Council through previous updates on the CMP to Council in 2024.

Toronto Regional Board of Trade Report - Breaking Gridlock: Congestion Action Plan for Toronto Comparison Against the City Congestion Management Plan

Attachment 6 includes a comprehensive summary of the ideas presented in their report and comparison against the efforts currently underway within the City.

CONTACT

Roger Browne, P. Eng. Director, Traffic Management, Transportation Services, 416-392-5372, Roger.Browne@toronto.ca

Marianne Gonzalez Angulo, Acting Manager, Purchasing Client Services, Purchasing and Materials Management Division, 416-338-3109, Marianne.GonzalezAngulo@toronto.ca

SIGNATURE

Barbara Gray
General Manager
Transportation Services

Geneviève Sharkey
Chief Procurement Officer

ATTACHMENTS

Attachment 1: CMP Accomplishments (2014-2025)

Attachment 2: Traffic Management Innovation Projects

Attachment 3: Strategic Regional Research Alliance Occupancy Index - February 15, 2025

Attachment 4: Effectiveness of our efforts on downtown travel times

Attachment 5: Previous Council Direction Updates

Attachment 6: Toronto Regional Board of Trade Report - Breaking Gridlock: Congestion Action Plan for Toronto Comparison Against the City Congestion Management Plan