

CMP Accomplishments

Congestion Management Plan 2014-2018 approved by Council					Congestion Management Plan 2019-2020 approved by Council					MoveTo 2021-2025 Congestion Management Interim Action Plan approved by Council					Congestion Management Plan 2023-2026 approved by Council				
Before 2014	2014	2015	2016	2017	2018	2019	2020	2021	2022	2023	2024	2025	2025 +						
SIGNAL TIMING OPT STUDIES VARIABLE MESSAGE SIGNS ON-EXPY EXPY TRAFFIC CAMERAS TRANSIT SIGNAL PRIORITY STATE-OF-ROAD REPAIR	NEW RESOU TOC, ATMS SOFTWARE, OVERALL TRAFFIC SIGNAL COMM SYSTEM UPGRADES																		
	ARTERIAL CCTV/CAMERAS - REMOTELY MONITORING AND CONTROLLING TRAFFIC SIGNALS																		
	★	EXPY TRAVEL TIME SYSTEMS																	
			TTC QUEUE JUMP LANE POLICY AND DEPLOYMENT																
			LED BLANK OUT SIGNS POLICY AND DEPLOYMENT																
			TRANSIT PRIORITY LANES																
			★ CONSTRUCTION HUB PROGRAM																
			★ UNIVERSAL FIRE STATION PRE-EMPTION STUDY AND PILOT																
			★ TRAFFIC AGENT PROGRAM																
			NEW SMART SIGNAL DEPLOYMENTS																
Managing Intersections in the Field Enhancing Traffic Management for Special Events Active Coordination of Citywide Construction ★ First in Ontario																			
	INTELLIGENT INTERSECTION DEPLOYMENTS																		
	NEW TRANSIT SIGNAL PRIORITY DEPLOYMENTS																		
	TRAVEL DEMAND MANAGEMENT																		
	CONSTRUCTION PROJECT COORDINATION THROUGH TECHNOLOGY																		
	IMPROVING TRAFFIC MGMT & PLANNING FOR MAJOR EVENTS																		
	PROVIDING INCREASED SUPPORT FOR TRANSIT OPERATION DURING CONSTRUCTION																		
	INCREASED FINES DON'T BLOCK THE ROAD																		
	★ NEW CONSTRUCTION CONGESTION FEES																		
BUDGET \$10.5m								BUDGET \$55m						BUDGET \$111.5m					

Attachment 2: Traffic Management Technology Expansion

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, 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, 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 significant merit and Transportation 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.

Traffic Camera Expansion Plan

There are currently 347 CCTV traffic cameras installed throughout the City of Toronto, both on the expressways and on arterial streets at signalized intersections. These cameras are monitored 24/7 at the City's RESCU traffic operations centre. When staff observe major traffic disruptions, they have the ability to remotely control the traffic signals and in parallel monitor the impacts of their changes in real-time. These video feeds are also provided to media outlets (e.g., CP24) which rebroadcast the footage to the public, providing real-time updates on the traffic conditions observed by RESCU traffic operations staff.

Transportation Services plans to add an additional 25 cameras to the network in 2025 with priority given to areas affected by ongoing construction works (e.g. Gardiner) and special events (e.g. 2026 FIFA world cup). Staff will continue to review the capital

project plan to ensure that there is adequate camera coverage in the areas impacted to provide this traffic management support.

Intelligent Intersection Expansion Plan

Intelligent Intersections refers to the installations of video analytics cameras that provide real-time multi-modal counts of vehicles, transit, cyclists and pedestrians at signalized intersections and devices that provide corridor travel time metrics. These systems provide the City with tools to aid in project planning, delay analyses and signal timing adjustments.

Currently, there are 242 Intelligent Intersection installations in the City being used for this purpose with an additional 30 locations planned for 2025. Additionally, Transportation Services will be conducting a market study of new innovations in the industry.

SCATS Smart Signals Expansion Plan

In 2023, the City commenced installing the SCATS Smart Traffic Signal system at locations across the City. Smart Signals use traffic data collected for all modes of travel to automatically adjust the traffic signals operations, promoting safety while minimizing delays for all road users. These Smart Signals have been found to be very effective in mimicking human intervention on traffic signals in less complex operating scenarios as seen on major arterials outside the downtown core. By doing so, they alleviate pressures on RESCU traffic operations staff, allowing them to focus more on manually adjusting the more complex downtown intersections.

The City has continued the expansion of the Smart Traffic Signal Program, with a total of 155 signals now operating under the new SCATS system. Transportation Services plans to deploy an additional 65 signals in 2025. Planning is also underway for further expansion of the smart signal network with a priority for installation based on locations most impacted by upcoming construction and/or congestion activity.

RESCU Traffic Operations Centre Video Wall Replacement Project

The existing RESCU Traffic Operations Centre video wall infrastructure was, commissioned in 2013, and is now reaching the end of its service life and insufficient to meet the City's growing operational and technological needs. In addition, the original vendor is no longer manufacturing equipment for this aging system, so continued maintenance will become unfeasible.

The Video Wall Replacement project is currently being undertaken as part of a larger study to transform the City's Traffic Operations Centre (TOC) into a modern, resilient and collaborative hub for real-time traffic management. As the City continues to experience numerous construction and special events-related road closures, as well as increasing demand for efficient corridor traffic management, the need for enhanced visualization and coordination tools has become critical.

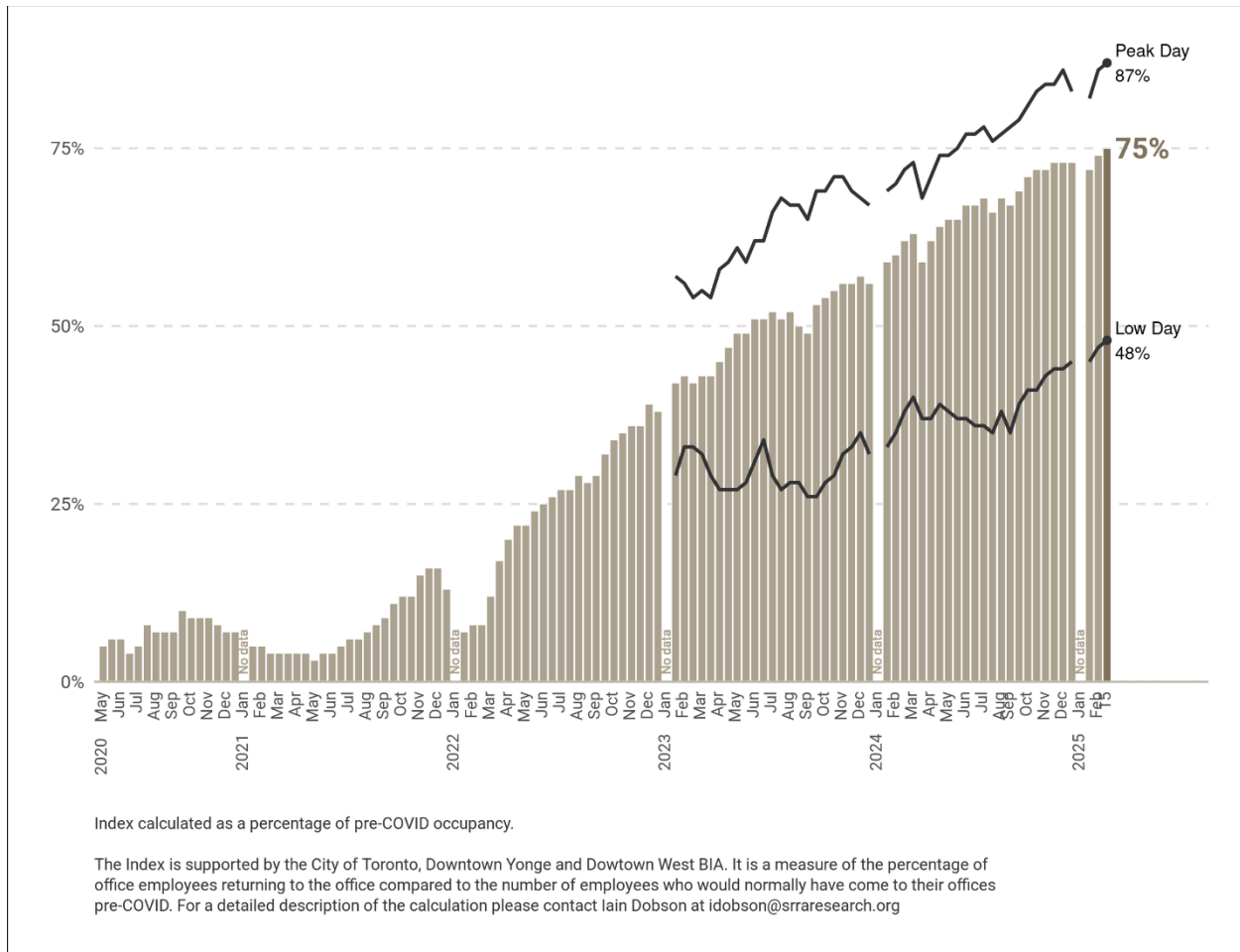
Funding for this project will be requested as part of the Congestion Management Plan report being brought forward in Q3 2025.

Pilot Technology Projects to Support Congestion Management in Partnership with the Ontario Innovation Network

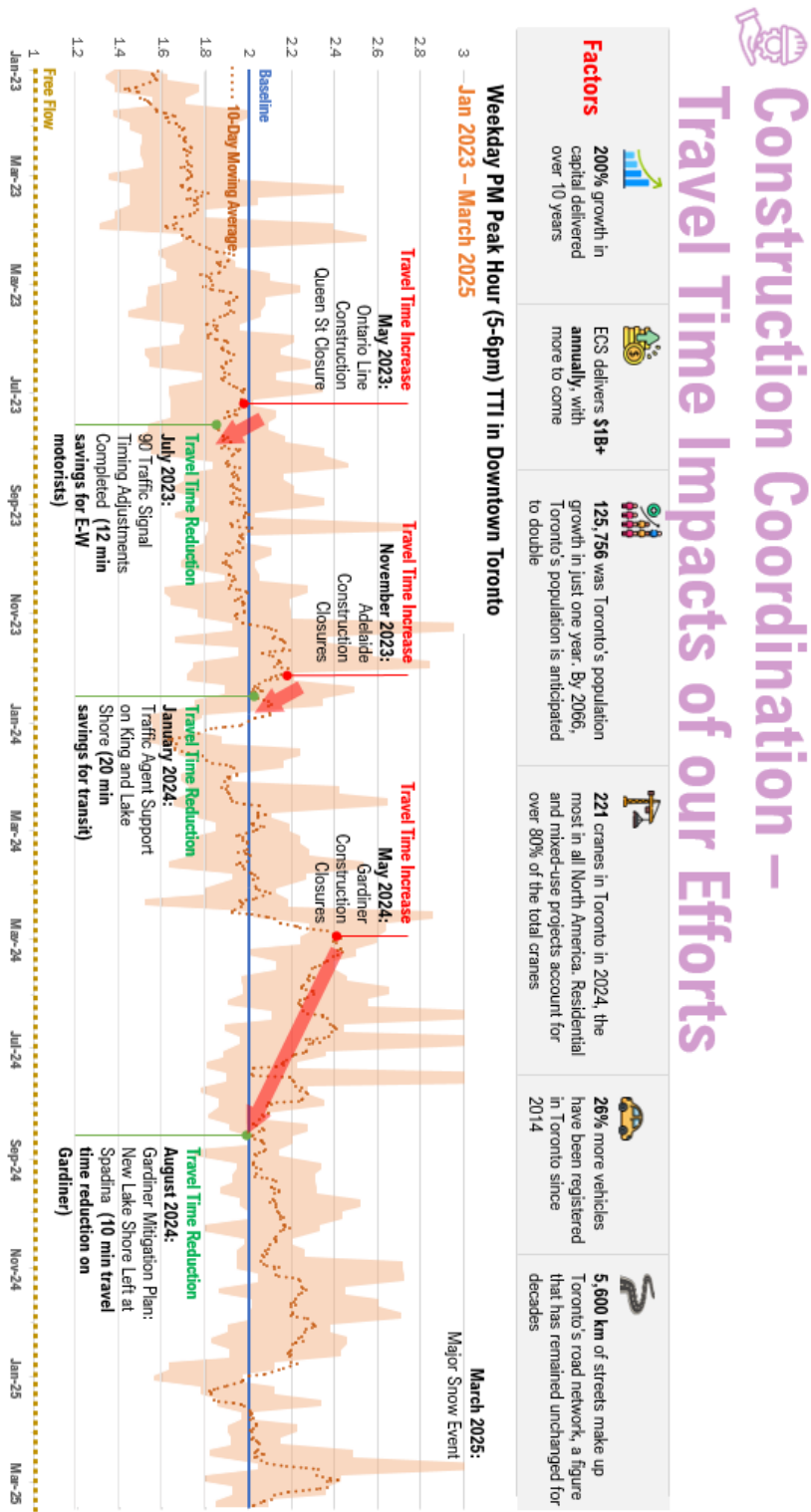
In May 2024, the City announced a partnership with the Ontario Vehicle Innovation Network (OVIN) whereby funding from the federal government would be granted to local Ontario small and medium enterprise businesses to support the development of technologies to support congestion management and promoting accessibility on Toronto streets. To date, OVIN has made two calls to gauge interest in the local market, resulting in several submissions. Transportation Services staff have reviewed and identified a number of applicants that should move forward with pilot implements.

The process for successful applicants involves first entering into a legal agreement with OVIN. Following this, applicants must through the City's Green Market Acceleration Program (GMAP) led by the Green Sector, Economic Development & Culture Division. Currently, GMAP is authorized to enter into agreements with only Toronto-based companies. However, Transportation Services is seeking Council approval to allow companies in Ontario, with funding support from OVIN, to also participate in the GMAP process.

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

The following subsections provide updates on some key items requested by Council as part of the adoption of the CMP adoption in 2024 including:

- Roll out strategy on implementation of peak hour delivery restrictions (IE 11.1)
- Strategy to promote and encourage more road usage on Monday and Friday (IE 11.1)
- Information on number of vehicles, modal split trends, information signage plan for major capital works. (IE 16.4)

Roll out strategy on implementation of peak hour delivery restrictions (IE 11.1)

City Council had requested that the General Manager, Transportation Services develop a strategy for the implementation of peak hour delivery restrictions. Although it may make sense on the surface to restrict deliveries during peak hours of the day, it would also lead to a number of issues and challenges for many shippers and receivers as outlined in the points below:

- While restricting delivery trucks during peak hours might ease traffic congestion temporarily, it would lead to a surge in truck activity before and after the restricted period. Some areas might experience bottlenecks if multiple trucks attempt to deliver goods at the same time when restrictions lift.
- Many businesses rely on timely deliveries, especially restaurants, grocery stores, and retailers. Restrictions could disrupt their supply chains, leading to inventory shortages. Also, small businesses with limited storage space may struggle to stock up in advance.
- For some businesses forced to receive deliveries overnight or early morning, they may be required to hire additional staff, leading to higher operational costs, creating a financial hardship.
- For some delivery companies, they may have to adjust their schedules, increasing costs that would ultimately be passed on to businesses and consumers.
- Implementing and enforcing such restrictions would require additional resources, such as monitoring and penalties, which could strain city budgets.

For the above reasons, it is recommended that peak hour restrictions not be pursued. Instead, a more measured approach, where an off-peak delivery program be explored with shippers and businesses on a voluntary basis.

Off-peak deliveries (OPD) is a transportation management strategy that shifts deliveries to the evening and overnight periods (typically between 7:00 p.m. and 6:00 a.m.), thereby reducing the number of delivery-related trucks on the roads during the day. The FIFA 2026 World Cup will bring massive crowds, road closures, and logistical challenges. Off-peak deliveries will likely be crucial in ensuring smooth operations for many businesses in Toronto during the World Cup.

In the summer of 2015, the Ministry of Transportation of Ontario, several municipalities in the GTHA (including the City of Toronto) and over 110 local businesses, voluntarily partnered on an OPD pilot with the aim of mitigating congestion during the Pan Am Games. The pilot results showed that OPD can result in lower road congestion, lower transportation costs, reduced idling, fuel consumption and emissions. For many that participated, the benefits were evident and continued making deliveries during off-peak periods following the Pan Am Games.

Managing transportation demand to benefit the FIFA 2026 World Cup has provided the impetus to broaden awareness and participation for OPD once again. With this and coordinated outreach effort to carriers and receivers advising of the opportunity and benefit, some businesses who have not incorporated OPD in their logistics model may be prepared to 'experiment' with the concept. A maturing urban environment more tolerant of noise beyond the typical 'business day' and less tolerant of daytime congestion may make OPD more attractive following the World Cup.

Transportation Services has started exploring and planning for another off-peak delivery program in time for the FIFA 2026 World Cup.

Strategy to promote and encourage more road usage on Monday and Friday (IE 11.1)

Of the many metrics followed by Transportation Services to gain an understanding of congestion within the City, the Strategic Regional Research Alliance produces a monthly report called the 'Occupancy Index' that depicts as a percentage the number of employees returning to the office to the number of employees who would normally come into their offices pre-COVID (See Attachment 3).

Their data suggests that the amount of people coming in to work during the week varies from 48 percent (i.e. as typically seen on Fridays) up to 87 percent (as typically seen on Wednesdays) with an overall average weekly of 75 percent. Now that the Smart Commute team has joined Transportation Services, they will be developing a plan to start promoting Monday to Friday road usage from within the City of Toronto first and then leveraging their consultant to bring this plan to key downtown employers.

Information on Number of Vehicles, Modal Split Trends, Information Signage Plan for Major Capital Works (IE 16.4)

Toronto is the fastest growing and third largest city in North America. Below are some key facts taken from the recently developed Congestion Management Plan Dashboard (<https://www.toronto.ca/wp-content/uploads/2024/12/966b-2024-12-19-TS-Congestion-Management-Dashboard.pdf>) as well as other sources that help depict why congestion continues to be an issue in Toronto:

- Approximately 3.026 million people live in Toronto as of 2023 and the City's population grew by 125,756 people in just one year.
- The number of kilometers of available road capacity has remained at 5,600km within the City for decades. There isn't any available room left to expand the existing road network.

- Based on provincial vehicle registration data, a 26per cent increase in registered vehicles has been observed in the City since 2014.
- In 2024, there were 221 cranes in Toronto establishing it again as the busiest City in all of North America in terms of construction.
- The Transportation Services has developed a metric referred to as the Travel Time Index (TTI) which takes third party navigation data to establish a relative benchmark for comparison and to assist in measuring the impacts congestion management measures implemented to date. Post-COVID, the TTI values have increased over time and plateaued just below pre-pandemic traffic conditions. There are periodic spikes in the data that can be attributed in part due to major arterial or expressway closures that occurred due to critical construction work. In parallel, the data reveals the TTI values dropping back to the plateau level once the appropriate congestion management mitigation measures have been put into effect and motorists take advantage of the changes. The most recent graph can be seen in Attachment 4.
- At its meeting on November 13 and 14, City Council considered item CC23.1 - respecting local Democracy and Cities. As part of the material presented to council for review, there was confidential document that was subsequently mad public on December 19, 2024 that provided the most recent details regarding modal split trends within the City of Toronto. The link to that attachment can be found below:
<https://www.toronto.ca/legdocs/mmis/2024/cc/bgrd/backgroundfile-250546.pdf>

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

TRBOT Suggestion	TRBOT Suggestion	City of Toronto Position
Reduce Lane Closures	Price lane closures to incentivize faster, better construction While Toronto charges \$37,000 per month to close a lane of traffic for construction, Steer calculated the social and economic costs of a major arterial lane closure at \$1.7 million per month. These costs should be embedded into the decision-making process for granting lane closures, with the most impactful closures being subject to the greatest requirements.	The City recently implemented the new RoDARs Fees which increase the costs for applicants closing the road incentivizing faster and better construction that took effect on April 1, 2025. There have already been examples coming forward whereby constructors are rethinking their construction closure plan given the new fees put in place. While City staff recognize that the full costs of broader social and economic impacts are likely greater than the lane closure and traffic management recovery fees we also recognize that fees are ultimately passed on by the road occupiers to their end consumers. The level of fees therefore needs to achieve a balance between helping manage the length of time of road occupation and not negatively impacting other key provincial and city goals such as more housing, and affordable housing, provision.
	Making off-peak construction on major arterials the norm Cities such as Singapore, New York, and London don't permit road closures during peak travel hours. Toronto can do the same by restricting closures on major arterials during peak travel times and discounting permit prices for work conducted off-peak. Where possible, allowing up to 24/7 construction would substantially shorten the completion timelines for all projects that adopt it — just as it has for the Gardiner Expressway.	In general, the City does restrict peak hour closures associated with short duration road and utility work however, there have been instances where utilities must work on emergency calls during peak hour. Most construction projects on the right-of-way are continuous in nature over multiple weeks and so it is not possible to restrict them to off-peak hours. Engineering & Construction Services does design work to include detailed consideration of traffic impacts to

		stage construction. They have also recently reviewed their practices and that of industry to shorten overall construction time by providing incentives and opportunities for 24/7 construction combined with noise control measures is a consideration.
Enforce the Rules of the Road	Enforce enforcement at intersections The city's red-light cameras have the capability to issue block-the-box infractions at the intersections where they are located. A simple amendment to Ontario's Highway Traffic Act can put an end to box-blocking through automated enforcement.	Our current red-light cameras do have the ability to capture a vehicle entering the intersection on green and then being caught in the intersection when the traffic light turns red. Testing would have to be done to ensure that the existing cameras can conduct both types of enforcement simultaneously without impact to performance. However, a new contract would still be required as this is beyond the scope of the existing contract. The timeline for moving forward with a new automated enforcement program is largely predicated on the time it will take to create a processing centre for the charges, hire and train officers to review the evidence from the automated enforcement system and actually lay charges as well as the time required to hire and train prosecutors to support the program when individuals opt to challenge charges and the system/software development time to create a web portal to allow individuals charged to either pay or challenge the charges. The time taken to develop and implement this backend support for the program could be used to implement a procurement process to consider multiple vendor options in terms of cost and performance.
	Enhance enforcement on major arterials	The City has created an internal working group comprising of Toronto Police – Parking Enforcement, TTC

	The city and Province should begin discussions on the use of camera and license plate recognition technology to issue infractions for double-parking or stopping in bike lanes and bus stops. Adopting the technology for these infractions will cost effectively deter this behaviour.	and Toronto Parking Enforcement to collaborate on efforts to try to accelerate efforts on all congestion related infractions (e.g. Don't Block the box, illegal blocking bike lanes, illegally passing streetcars and illegal parking in general on critical corridors during peak hours). The City will be engaging with the province on any legislative changes necessary to implement these new programs.
Unclog the Arteries	Designate select east-west priority connector roads for vehicular traffic Major “connector” roads should be clearly defined and actively managed as a network, with a clear understanding of which connectors will absorb additional traffic when another is disrupted. These roads should be subject to annually published Key Performance Indicators (KPIs) in terms of travel time, volumes, or throughput.	The SCCO conducts a review of the annual capital program to identify projects that are planned for the same time along adjacent commuter roadways known as the 3P process. Projects are then reprioritized and sequenced to ensure alternate routes are unencumbered by construction and available for road users to navigate around the city. The goal is to maximize the delivery of critical infrastructure projects while mitigating the impacts to the public.
	Rebalance the complete streets objectives for priority connector roads To optimize dedicated connector roads for vehicles, competing uses may have to be moved to neighbouring streets – either temporarily or permanently: • Move bike lanes off dedicated connector roads so that both motor vehicles and bicycles have a dedicated network throughout the city core. • Move parking off-street wherever neighbouring off-street parking lots, many of which are currently underutilized, can handle parking demand — whether during peak periods or all hours of the day. • Limit curb lane cafés based upon their impact on circulating traffic. • Incentivize off-peak deliveries through regulatory adjustments, financial incentives, and targeted pilot programs. Measures could include reduced permit	The City has reviewed on a case-by-case basis Moving bike lanes to secondary roads/side streets is not feasible and increases the risk of collisions on arterial streets. The City remains committed to safely and efficiently moving all modes of traffic through the City. The City evaluates curb lane café locations on a case-by-case basis, in consideration of traffic by-laws and the local streetscape. City staff work with CaféTO operators, BIAs and a traffic engineering consultant to develop neighborhood streetscape plans and individual traffic safety plans for each location that are integrated in a balanced approach to curb lane use. This approach supports participating businesses

	fees for nighttime or early-morning operations of businesses that receive off-peak deliveries.	while supporting the flow of traffic, the safety of all road users and considers the accessibility of loading zones, garbage/recycling pickup zones and cycling infrastructure There are currently no permits required for deliveries and hence no mechanism currently to charge potential applicants. Currently, the restrictions in place regarding when deliveries can be made are focused on noise constraints associated with construction deliveries (i.e. cannot have noisy work during early morning or late evening hours).
Clear the bottlenecks	Re-engineer traffic flow at the Gardiner-Harbour nexus Physically separating the traffic streams and restricting turning movements on Harbour and York Streets will eliminate weaving conflicts. Implementing lane-change restrictions on the Gardiner between York and Spadina will serve the same purpose.	The City is open to the idea of conducting a feasibility study into the possibility for implementing this solution however, recognizing that modelling will be required to assess the impacts to all of the adjacent and side streets.
	Pilot ramp metering for key on-ramps Adding traffic signals to the Gardiner on-ramps at York and Spadina will provide greater predictability, prevent surges, and maintain smoother flow.	

	Promote zipper merging The “zipper method” takes the guesswork out of merging onto busy expressways. With targeted signage and public education, zipper merging can reduce backups by up to 40%.	The promotion of zipper merging will require a significant public education campaign as well as driver training. Some drivers are more aggressive by nature and will quickly adopt to this concept whereas less confident drivers tend to change lanes early to ensure that they are not caught unable to merge at the point of the road closure. It may be beneficial to partner with other organization such as CAA to help in promoting a program like this.
Implement Accountability Mechanisms	Establish a culture of accountability for gridlock at City Hall. Toronto City Council should establish a new reporting structure, such as a cross-departmental commissioner, to consistently review all city business through a congestion impact lens and troubleshoot congestion hot spots. The recommendations of this Action Plan serve as inspiration for what such a structure’s duties might be: monitoring and publishing KPIs for traffic flow; overseeing enforcement initiatives and the management of dedicated connector roads; reforming the city’s lane closure permit and pricing regime; and more.	The City is open to the idea of creating an accountability table to share data and findings through the expedition of the plans going forward.
	Implement a mechanism for decision-making at the regional level. Traffic congestion is a regional issue that impacts the entire Greater Toronto and Hamilton Area (GTHA). Key transportation arteries cross municipal boundaries, making regional coordination essential, including among transit agencies. An intergovernmental table could ensure that municipalities and agencies are not working at cross purposes, which can exacerbate gridlock and waste resources.	While there are numerous traffic engineering forums that the City engages with to exchange ideas and confirm alignment on regional congestion issues, decisions on actual directions that municipalities can take only come from the respective governing councils.

Toronto's Future: What Lies Ahead	Make safe, efficient, and reliable transit the backbone of regional mobility. With a focused approach on rapid transit expansion, service integration, public-private partnerships for first- and last-mile solutions, and a commitment to ensuring transit is secure, accessible, and dependable.	Aligns with current City policies.
	Maintain and grow multi-modal transportation capacity by protecting critical logistics hubs, expanding freight corridors, and strengthening connections between air, rail, road, and marine networks. Strategic land-use planning must balance urban growth with the infrastructure needed to sustain goods movement and economic competitiveness	Aligns with current City policies.
	Future-proof our thinking about urban transportation. including the implementation of limited pilot projects for congestion pricing once sufficient transit options are available, and planning for the integration of technologies such as e-scooters, drones, and autonomous vehicles.	Aligns with current City policies.