

Congestion Management Plan - 2026 Spring Update

Date: March 20, 2026
To: Infrastructure and Environment Committee
From: Chief Congestion Officer and Executive Director, Strategic Capital Coordination Office; Acting General Manager (A), Transportation Services
Wards: All

SUMMARY

Managing congestion is a top priority for the City of Toronto (the “City”). Like many large and thriving urban centres, Toronto experiences congestion as demand for road space exceeds available capacity. In Toronto, this challenge has been exacerbated by a history of car-oriented land use planning; transit expansion that has not kept pace with growth; extensive state-of-good-repair and growth-related capital work; rapid population growth; and a substantial increase in development activity. Since 2013, the City has maintained a Congestion Management Plan (“CMP”), under which it has advanced measures to reduce and manage congestion.

In 2025 City Council approved the creation of Toronto’s first Chief Congestion Officer (“CCO”). This new senior role has a mandate to reduce and mitigate congestion in the city by providing strategic advice and guidance to the City’s senior leadership, Mayor and City Council, working across divisions to coordinate city actions, and engaging as the primary liaison with external partners on congestion-related matters. The CCO commenced duties on January 5, 2026.

This report provides the initial observations of the CCO in relation to the management of congestion. It also outlines the early actions of the CCO in the role, areas identified for further work and the approach envisioned by the CCO to deliver long-term congestion management in the city. The approach identifies four streams for focus: policy and planning, capital investment, operations, and internal City processes.

This broader approach to managing congestion will require a more robust and holistic Performance Measurement Framework. The CCO in collaboration with other City divisions and agencies will develop and implement a robust new Performance Measurement Framework, including several key performance indicators (“KPIs”). This Performance Measurement Framework will be aligned with the City’s objectives for managing congestion, and strive to capture the impact of current and future initiatives and external factors, in a transparent, consistent, and data-driven manner. This will help ensure that investments and operational initiatives to manage congestion deliver

tangible benefits for the public and advance core objectives around congestion management.

This report also provides a Spring 2026 update on initiatives detailed in previous CMPs, including ongoing efforts to expand successful programs, strategically upgrade infrastructure, and implement new data-driven technologies.

Since 2013, successive CMPs have advanced several key operational and tactical measures to reduce the impact of the various pressures on the transportation network. These measures are having a positive impact, as demonstrated by improvements to the City's Travel Time Index ("TTI"), implementation of the Road Disruption Activity Reporting System ("RoDARS") system leading to a reduction of average road occupancy duration, and faster transit travel times as a result of signal priority on Lines 5 and 6. Other positive outcomes are associated with increased Traffic Agent presence, and expansion of Smart Traffic Signals and Intelligent Intersections infrastructure.

Five key tactical pillars underpin the multi-year CMP (2026-2028) outlined in this report:

- Pillar 1: Reduce the Impact of Construction;
- Pillar 2: Expand Traffic Management;
- Pillar 3: Improve Surface Transit;
- Pillar 4: Use AI and Smart Technologies; and
- Pillar 5: Shift How People Travel.

As part of Pillar 1, Transportation Services proposes updates to Chapter 743 of the Toronto Municipal Code which will support enhancements to managing the impact of construction encroachments in the public right-of-way ("ROW"). These Chapter 743 updates include structural changes and additions to enhance clarity and better reflect the current regulatory process related to the intake and review of applications, requests for modifications, and inspections; they also refine the RoDARS system by strengthening enforcement tools, clarifying fees, and adding a close-out process. Finally, the report proposes exemptions and/or a proportional reduction of certain RoDARS fees for street events and for residential development projects with eligible affordable and rent-controlled housing.

In response to Council direction ([2025.MM35.15](#)), and aligned with efforts under Pillar 3, Transportation Services has reviewed the existing Transit Signal Priority ("TSP") program and has begun implementing measures under an Enhanced TSP policy along the two new Light Rail Transit ("LRT") corridors and the Spadina streetcar route. This includes working with the CCO on a plan to accelerate implementation of Enhanced TSP measures at current and new TSP locations in 2026 and beyond.

Implementation of this CMP requires a \$299.4 M total investment between 2026 to 2028. The recently approved Transportation Services 2026 Budget includes the funding and resources to deliver the initiatives described in this report (see Appendix 4 for more details).

The report is jointly delivered by the CCO and Transportation Services.

RECOMMENDATIONS

The Chief Congestion Officer and Executive Director, Strategic Capital Coordination Office and the General Manager, Transportation Services recommend that:

1. City Council amend City of Toronto Municipal Code Chapter 743, Streets and Sidewalks, Use of, to provide clarity and improve compliance with respect to Road Disruption Activity Reporting System (RoDARS) applications, fees, inspections, and enforcement, and to add an exemption from certain fees for street events, consistent with the amendments described in the report and detailed in Attachment 3A: Proposed Changes to Toronto Municipal Code Chapter 743 and Attachment 3B: Proposed Draft Amendments to Toronto Municipal Code Chapter 743 to the report (March 20, 2026) from the Chief Congestion Officer and Executive Director, Strategic Capital Coordination Office and the General Manager, Transportation Services, and direct the City Solicitor to prepare and submit the necessary bill directly to the next meeting of City Council.

2a. City Council adopt the Eligible Affordable and Rent-Controlled Housing Project RoDARS Fee Policy, attached as Attachment 3C: Proposed Eligible Affordable and Rent-Controlled Housing Project RoDARS Fee Policy (the “RoDARS Fee Policy”), to exempt residential development projects containing eligible affordable and rent-controlled housing units approved under the City’s Rental Housing Supply Program and Toronto Builds Policy Framework from the RoDARS application fee and reduce applicable Traffic Management Recovery Fees in accordance with the RoDARS Fee Policy, and that such policy come into force sixty (60) days from Council approval;

2b. City Council delegate authority to the General Manager, Transportation Services to amend the RoDARS Fee Policy from time to time, in consultation with the Executive Director, Housing Secretariat and Executive Director, Housing Development Office; and

2c. City Council direct the City Solicitor to prepare and submit the necessary bills required to amend Toronto Municipal Code Chapter 743, Streets and Sidewalks, Use of consistent with the amendments described in Attachment 3A: Proposed Changes to Chapter 743 of this report and detailed in Attachment 3B: Proposed Draft Amendments to Toronto Municipal Code Chapter 743 to the report (March 20, 2026) from the Chief Congestion Officer and Executive Director, Strategic Capital Coordination Office and the General Manager, Transportation Services to the next meeting of City Council, and that such bill amendments come into force sixty (60) days from Council approval.

3. City Council authorize the Executive Director, Housing Secretariat and the Executive Director, Housing Development Office, jointly and severally, to negotiate and enter into, on behalf of the City, municipal housing project facility agreements, including any necessary amendments, to secure the financial assistance referenced in Part 2 for the affordable housing to be developed and operated, on such terms and conditions satisfactory to the Executive Director, Housing Secretariat and/or Executive Director, Housing Development Office, and in a form approved by the City Solicitor.

4. City Council request the Toronto Transit Commission board to report on the resources required to accelerate the installation of Enhanced Transit Signal Priority through the 2027 Budget Process.

5. City Council request the General Manager, Transportation Services to report on the resources required to accelerate the installation of Enhanced Transit Signal Priority through the 2027 Budget Process.

FINANCIAL IMPACT

The proposed 2026-2028 Congestion Management Plan budget of \$299.4 million is comprised of \$74.2 million in capital and \$225.2 million in operating. The funding is required to enable the sustained growth of this critical program. The Congestion Management Plan budget amounts per major category are shown in Attachment 4.

The estimated capital funding required to continue with sustained advancement of the Congestion Management Plan between 2026-2028 is approximately \$74.2 million gross (\$73.36 million debt) and is already included within the current 2026-2035 Capital Budget & Plan for Transportation Services.

The estimated operating funding required in 2026 to continue advancing the Congestion Management Plan includes operational programs (e.g., Traffic Agents, incident response, RoDARS administration). Funding for 2026 operating requirements at approximately \$70.0 million gross is available within the 2026 Operating Budget for Transportation Services; operating requirements for 2027 and 2028 will be brought forward for consideration in future budget submissions and evaluated alongside other City priorities.

By-law Amendments, Fees and Revenue Implications (RoDARS / Chapter 743)

- Fee Structure and Compliance. In 2026, RoDARS fees were adjusted through the budget process to more closely reflect administrative costs and to help support construction related congestion management, and Chapter 743 amendments are proposed to strengthen enforcement, clarify fees, and establish a close-out process. These actions are expected to improve compliance and operational coordination; any incremental revenues from compliance are not quantified at this time.
- Targeted Fee Exemptions/Reductions (Financial Incentives) to Advance Council Priorities. Exemptions from RoDARS application fees and Traffic Management Recovery Fees for temporary road occupations for street events, and an exemption from RoDARS application fees plus a reduction of Traffic Management Recovery Fees for qualifying residential projects, proportional to their eligible affordable and rent-controlled housing units, are expected to result in an estimated annual revenue reduction of approximately \$0.744 million beginning in 2026.
- Future Financial Tools. Transportation Services will explore additional tools to improve outcomes in the right-of-way. Any recommended tool would be the subject of a subsequent report.

Program Growth and Future Budget Considerations

- Accelerated Transit Signal Priority (TSP). To continue the accelerated deployment of Enhanced TSP, the additional resources required to accelerate the transit signal priorities will be included and considered as part of the 2027 Operating Budget process for Transportation Services and Toronto Transit Commission.

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

DECISION HISTORY

City Council, at its meeting on December 16 and 17, 2025, adopted the item “Speeding Up Light Rail Transit and Streetcars” without amendments. Council requested an update on the progress and a plan for future work in the first quarter of 2026.

<https://secure.toronto.ca/council/agenda-item.do?item=2025.MM35.15>

The Infrastructure and Environment Committee, at its meeting on July 10, 2025, adopted the report entitled “Establishing a Chief Congestion Officer for the City of Toronto” without amendments.

<https://secure.toronto.ca/council/agenda-item.do?item=2025.IE23.4>

City Council, at its meeting on April 23 and 24, 2025, adopted the “Congestion Management Plan – 2025 Update” report; the “Annual Strategic Capital Coordination Report”; and the “Enhancing Capital Construction Delivery” report with amendments.

<https://secure.toronto.ca/council/agenda-item.do?item=2025.IE20.3>

<https://secure.toronto.ca/council/agenda-item.do?item=2025.IE20.2>

<https://secure.toronto.ca/council/agenda-item.do?item=2025.IE20.1>

City Council, at its meeting on October 9 and 10, 2024, adopted the “Congestion Management Plan (2023-2026) - Fall Update” with amendments.

<https://secure.toronto.ca/council/agenda-item.do?item=2024.IE16.4>

The Infrastructure and Environment Committee, at its meeting of July 3, 2024, adopted the item entitled “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, 2024.

<https://secure.toronto.ca/council/agenda-item.do?item=2024.IE15.12>

City Council, at its meeting on November 8 and 9, 2023, adopted the “Congestion Management Plan 2023-2026” with amendments.

<https://secure.toronto.ca/council/agenda-item.do?item=2023.IE7.2>

City Council, at its meeting on May 5 and 6, 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://secure.toronto.ca/council/agenda-item.do?item=2021.IE21.8>

City Council, at its meeting on November 25 and 26, 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 without amendments.

<https://secure.toronto.ca/council/agenda-item.do?item=2020.IE11.16>

City Council, at its meeting on November 3 and 4, 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 on December 16, 2013, endorsed the “Congestion Management Plan 2014-2018” report 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>

<https://secure.toronto.ca/council/agenda-item.do?item=2013.PW27.13>

COMMENTS

Congestion is common in large cities where demand for road space exceeds supply. It is a condition in which the total travel demand exceeds the available capacity of the system – whether for private vehicles, buses, streetcars, or rail – resulting in slower speeds, increased travel times, reduced service reliability, and crowding across modes.

In some respects, it is a positive indicator of success. Cities that are congested are places where people want to live and visit, where business wants to locate, and where major events are attracted and expected. Growth is taken for granted, and there is an understanding that congestion is a byproduct of this success.

The impacts of congestion, however, are not positive. When congestion occurs, impacts can include slower travel speeds, longer travel times, excessive queuing, and gridlocked intersections. This leads directly to negative outcomes for residents and businesses within the city.

In Toronto, congestion has been exacerbated by several factors: a history of car-orientated land use planning, transit expansion that has not kept pace with growth, an extensive amount of both state of good repair and growth-related capital work, significant population growth, and a surge in private development.

Through efforts such as the coordination of major capital works and the CMP, the City has responded to congestion with practical measures that are yielding positive results. The City works to ensure capital projects are delivered in a strategic manner, avoiding concurrent work on parallel corridors and proximate areas, bundling work to reduce overall congestion, and planning capital delivery to speed up construction and achieve reliable completion. Through the CMP, the City has, among other actions, deployed

Traffic Agents to actively manage congested intersections, leveraged new technology to improve traffic signals, supported transit priority, and launched the RoDARS program to manage lane occupancy.

Reductions in travel times have been observed alongside the implementation of these measures. The TTI, a broad aggregate indicator focused on vehicle travel, shows reductions in average travel time in 2025 versus 2024, most notably a twelve per cent reduction in the downtown core and three per cent reduction citywide during the evening peak hour in the months when construction activity is highest.

Figure: Travel Time Index: Construction Season: Weekday PM Peak Hour (5 to 6 p.m.), 10-Day Moving Average | April to August (2024 versus 2025)



While this is a positive development, the drivers of congestion noted above that exacerbate the situation have not substantially changed, indicating that the issue will remain a significant challenge. Toronto also faces additional pressures due to returning to in-person workplaces, the impacts of which are still to be determined.

Looking further ahead, long-term population growth and development will continue to stress a road network that is not increasing in size; induced demand in which vehicles reoccupy available capacity can offset improvements; and travel behaviours will continue to change in ways that may put additional stress on our transportation networks, for example the growth in use of ride-hailing and food delivery services.

As such, addressing congestion is not only an immediate priority for the City, it is also a long-term challenge.

In the near term, the City can intensify its efforts to manage the transportation network proactively and efficiently to maximize performance in the face of congestion driven by ongoing construction, growth, and capacity constraints. Over the longer term, managing congestion requires strategic, coordinated, and comprehensive action across multiple fronts including: policy and planning; capital investments; operations; and process. These efforts need to be supported by strong research and analysis, an evidence-based approach, robust data and metrics, and enhanced communications.

This report begins with an overview of the work of the CCO over the first months of his tenure. This includes initial observations, early actions and priorities, and a description of a longer-term approach to manage the congestion challenge in the city which is comprehensive in nature and incorporates the existing efforts of the CMP. Next, the report outlines how future reports will publicly report on enhanced metrics and KPIs related to congestion to ensure transparency and accountability with the public, stakeholders, and Council. The report goes on to describe the tactical pillars underlying the CMP 2026-2028, found in Attachment 1, and the Enhanced TSP implementation.

1. Chief Congestion Officer Update

The CCO began work with the City on January 5, 2026 with a mandate to reduce and mitigate congestion across Toronto.

Among the core functions of the CCO are providing strategic advice and guidance to the City's senior leadership, Mayor and City Council, working across divisions to coordinate City actions, and engaging as the primary liaison with external partners on congestion related matters. The CCO is empowered to advance congestion matters with the full support of the Deputy City Manager, Infrastructure Services and the City Manager.

The CCO is also to play a critical role in ensuring there is a comprehensive communications strategy in place related to congestion, consistent consideration of congestion when the City is undertaking activities that impact the ROW, a robust reporting and analytics framework developed related to congestion, and ongoing review of best practices and opportunities to take lessons learned from past projects and apply them going forward.

Immediate priorities for the CCO upon joining the City were to:

- Review, provide input into and present the CMP 2026 Spring Update to City Council. This report details these items;
- Provide input and leadership on the development of a mobility plan for the FIFA World Cup 2026 ("FWC26"). A separate report entitled "FWC26 Toronto Mobility Plan" describing this plan is anticipated for Council consideration at its April 2026 meeting; and
- Provide oversight to the Strategic Capital Coordination Office. The CCO serves as the Executive Director of the Strategic Capital Coordination Office ("SCCO"). A separate report from the SCCO will be forthcoming to the May 2026 Infrastructure and Environment Committee meeting.

Since assuming the role, the CCO has undertaken a range of activities to build a deeper understanding of the congestion challenge in Toronto, including:

- Meetings with City counterparts and elected officials including division heads, senior leadership, Councillors, and the Mayor. These meetings are ongoing;
- Engaging and establishing working relationships with City agencies such as the Toronto Transit Commission ("TTC"), Toronto Hydro, and Toronto Police Service;

- Receiving briefings on relevant policies and programs across the City that are part of congestion management or can have an impact on congestion, such as the Traffic Agent program and the program for the Gardiner Expressway construction; and
- Meeting and hearing from external stakeholders and communities with interest in congestion issues.

Initial CCO Observations

There are several initiatives and measures in place across the city which are helping to alleviate congestion including:

- The adoption and continuous evolution of the CMP, consisting of numerous specific initiatives, including Traffic Agents, signal enhancements, the modernization of lane occupation fees, and others to manage congestion (as described in this and past CMP reports). Through the CMP, the City is achieving positive outcomes in response to pressing congestion challenges;
- The establishment of the Strategic Capital Coordination Office in April 2024, which is leading efforts within the City and with external partners such as the TTC and utility companies to align long-term plans for major construction in the city in a manner that minimizes disruption to residents; and
- An initiative to Enhance Capital Construction Delivery which is driving greater reliability and incentivizing the faster delivery of construction projects with less disruption. An early example of the impact of this work was the use of performance-based incentives to accelerate construction on the Gardiner Expressway. Other features that are part of a culture change in this area include: better project monitoring and program planning to sequence work, such as the Don Valley Parkway off-ramp to Richmond Street work which started immediately after the opening of the Lake Shore Boulevard Bridge over the Don River; rapid redesign when issues occur in the field, as was the case to keep work at the intersection of King Street and Church Street on schedule; and enhanced communications on projects to keep residents informed.

There are also opportunities to build on these efforts to further manage congestion. Areas where current efforts could be expanded include:

- Ensuring all initiatives and actions of the City that have the potential to generate congestion are reviewed with a consistent strategic lens. Across City divisions, there is a significantly large amount of work that can impact the ROW, including not only transportation and construction activity, but extending to events, festivals, economic and cultural activities, sporting activities, logistics and deliveries, and others;
- Implementing active congestion management including changes to construction when issues occur leading to unanticipated impacts. While considerable planning goes into the timing of projects to mitigate congestion impacts, it is inevitable that in some cases projects will be delayed or impacts will not be foreseen. There are opportunities in these cases to become more agile in quickly responding to either adjust delivery approaches or implement measures to more effectively manage the impacts;
- Broadening the scope of consideration for each project to take into account impacts beyond the immediate surrounding area. It is a best practice in the City to try to avoid major work on parallel routes and/or in proximate locations. Extending

consideration of travel patterns can also inform approaches for construction and mitigation;

- Implementing enhanced communications on projects as described in the “Enhancing Capital Construction Delivery” report and better integrating these efforts into the planning processes;
- Building internal modelling capacity and appropriate tools to support congestion management efforts in both operational management and long term planning; and
- Collaborating with other levels of government, agencies and private industry who each play a role in advancing initiatives to improve the management of congestion.

Early Actions to Enhance Congestion Management

Responding to immediate priorities, a number of actions to manage congestion have already been initiated by the CCO:

- Enhancing the original FWC26 Toronto Mobility Plan by developing Transportation Demand Management (“TDM”) strategies with a focus on the business community and key employers, supporting expanded TTC service and operational adjustments to meet demands, and convening interagency partners to conduct in-depth analysis of proposed FWC26-related road closures;
- Strengthening the City’s ability to anticipate, monitor, and respond to emerging construction related congestion by convening internal working groups to develop congestion-mitigation measures for:
 - Downtown Projects: A review of projects planned in the downtown prior to and following the conclusion of the FWC26 identified that while projects were not explicitly in parallel locations, the overall volume of work would result in concurrent closures through an area ranging from King Street north to College Street. By reviewing schedules, adjustments have been found to reduce the overlap. A recent example of this was adjusting the timing of TTC work on Yonge Street at College Street, which was facing delay due to unexpected utility conditions, to avoid overlap with the closure of the Bay Street and College Street intersection.
 - Overlea Boulevard: A reconstruction of the Overlea Bridge deck and Don Mills Road intersection is planned to begin in 2026 to keep them in a state-of-good-repair. This work is critical and will enhance safety and public realm. It will also reduce access to the Thorncliffe Park area and impact routes for local residents to access schools, services, and other areas of the city. The working group is integrating efforts across construction, traffic management, communications, and partner coordination to lessen impact. The working group is also taking into consideration the needs of the local community and businesses; and
- Compiling an inventory of City programs and functions across divisions that impact the ROW. This effort will lead to a better understanding of how traffic congestion impacts are considered as part of their programs and functions today, and identify best practices and gaps.

Near-Term Opportunities to Advance Congestion Relief

Additional priorities identified for focus over the remainder of the year include:

- Identifying opportunities from the City’s existing inventory of potential projects to advance those that correlate to areas of known congestion. This has the potential to offer relief across the city for locations that may be contributing to delay, performing poorly in terms of traffic flow or safety, or leading to traffic infiltration in surrounding neighbourhoods. Projects would be for consideration in the 2027 Budget process. Examples include turning lanes, signalling, bus lay-bys, or other measures;
- Formalizing a process within the City to ensure a congestion review is undertaken for policies or proposals where there is significant impact on the ROW;
- Exploring the idea of developing a corporate “Congestion Commitment” to tell residents, businesses, and visitors what they can expect when moving around Toronto. Establishing this commitment will help elevate consideration of congestion within the City; and
- Advancing work to develop a digital twin model of the City’s road network – an essential capability that will allow the City to model, forecast, and test road network changes in real time.

Long-Term Congestion Management

As noted earlier in this report, congestion is a challenge which must be responded to in the present, but also planned for in the future with the understanding that growth will continue to place pressure on existing road and transit networks.

This means that differing approaches for managing congestion must be advanced to address both current and future demands. For example, efforts to help improve traffic and mobility in the present are focused on increasing throughput on our current networks, examples of which include supporting surface transit priority, improving signalling, and reducing delay at key intersections for motor vehicles. However, for the longer-term, planning and capital investment should provide alternatives to low occupancy vehicles such as transit and active transportation, to increase the ability to move more people and goods in the city in limited space. Such efforts assist all modes by increasing capacity and alleviating pressure on road networks.

Recognizing these time scales can help ensure efforts are effective in both the immediate and the long-term. The figure below illustrates how the activities of the City can be aimed at congestion challenges ranging from the immediate to those of 10 years from now or longer.



To support and better align City efforts, and to ensure that these efforts address both the immediate and longer-term nature of the congestion challenge, work will be undertaken to consider how the City could build a multi-year approach for congestion management looking at four key streams:

- **Policy and Planning:** City policies and plans, which govern the approach to land use, mobility, and transit, lay the foundation for how the City will operate and function over the long-term. As the city grows and changes, such planning is critical to the functioning of our future transportation network and its ability to move people in and around the city. A congestion lens applied to City efforts such as the Official Plan, Transit Strategy, Area Mobility Strategies, and Street Design are examples of mechanisms through which congestion goals and objectives can be supported. There is also opportunity to consider whether new initiatives or policies targeting congestion directly might be suitable for Toronto;
- **Capital:** Capital investments put in place the infrastructure on which we move. The significant timelines and costs associated with capital investment mean that projects proposed and advanced should be well calibrated to support congestion mitigation in future years. Transit projects are clear examples of efforts that can move large volumes of people in and around the city with less impact on our roads. Other projects ranging from cycle infrastructure to goods movement and roads also play a role to manage congestion;
- **Operations:** Operational activities of the City directly influence how well the City can manage congestion in the present and near future through initiatives such as Traffic Agents and signal timing, and encompasses much of the work currently being advanced through the CMP detailed elsewhere in this report; and
- **Process:** The City, through its broad scope of activity, has its own impact on congestion and ability to mitigate it. Work in this area involves installing the corporate processes and procedures so that a congestion lens is applied cross-divisionally to City activities that impact the transportation network. Process also extends to the leadership role the City can play in collaborating and coordinating with external partners including agencies, the private sector, and other orders of government.

The illustration below provides examples of the types of initiatives that may be advanced under each component of focus.



Like any complex area, congestion mitigation efforts also require a solid foundation of research, data, engagement, and communications.

- Metrics and Key Performance Indicators are discussed in the subsequent section of this report, and are essential to the capacity of the City to understand the flow of people and goods on our transportation network.
- Research plays a critical role in support, as Toronto is not alone in experiencing congestion or finding ways to manage it.
- Communications and engagement are important in two key ways, as a channel through which to inform and advise the public, and to more broadly keep the public apprised of the City's efforts and gather input and insight from the public on the issue.

The outcomes of this work will inform an updated report on congestion management to City Council in early 2027.

2. Measure and Report on the Effectiveness of the City's Efforts

A critical component of the City's approach to congestion management is ensuring that investments and operational initiatives deliver tangible benefits for the public. Measuring success is challenging due to factors outside the City's control such as population and employment patterns and growth, return-to-office mandates, and related provincial and federal policies. Understanding and capturing these external factors while measuring the impact that can be attributed to the City's congestion management measures presents a significant challenge, yet remains critical to overall monitoring and evaluation efforts.

To date, the City has used the TTI to measure levels of congestion and changes in congestion over time. The TTI has shown the travel time impacts of significant events such as major snow falls, and of major construction such as the Gardiner Expressway rehabilitation. The TTI, however, currently only considers travel of motor vehicles and neither reflects all modes nor captures time-specific or location-specific travel time variability.

In 2026, the CCO, working with Transportation Services, will collaborate closely with other City divisions and agencies to develop and implement a robust new Performance Measurement Framework, including several KPIs, that better aligns with the broader approach to congestion management. This Performance Measurement Framework will strive to capture the impact of current and future congestion management initiatives, along with external factors, in a transparent, consistent, and data-driven manner.

This new Performance Measurement Framework will focus on quantifiable outcomes across all travel modes. Where possible, the Performance Measurement Framework will rely on person-based metrics to capture how changes to the transportation network are impacting not only individual vehicles, but reflecting total person-trips regardless of mode. On corridors that carry both personal vehicles and public transit, for example,

aggregate travel time metrics will strive to account for ridership on transit. This will represent an evolution from traditional vehicle-based measures, ensuring that the Performance Measurement Framework captures benefits to all City residents. Finally, the Performance Management Framework will seek to assess progress relative to growth in population and travel demand, recognizing there is success if travel times remain constant, but the number of person trips increases.

Metrics within this Performance Management Framework will broadly span four categories:

- City-wide travel time and travel time reliability indicators, with a near-term focus on capturing personal vehicles and transit;
- Corridor-level travel time, travel time reliability, and total volume (throughput) indicators;
- Intersection-level person delay and throughput metrics, inclusive of personal vehicles, transit, pedestrians, and people cycling; and
- Operational efficiency and progress against program and initiative-level targets.

To ensure transparency and public accountability, the City will report on several KPIs through a combination of the City's Open Data Portal, an enhanced congestion management dashboard, and future reports to Council. This reporting will prioritize easy-to-understand performance summaries and trend data to demonstrate how well the City is responding to congestion challenges, and where further improvements may be needed. This commitment to evidence-based planning and public reporting will help build trust with the public, support better decision-making, and ensure that the City's congestion management continues to evolve based on results, lessons learned, and emerging needs. Further details on the Performance Measurement Framework will be outlined in future staff reports, anticipated in 2027.

3. Five Key Tactical Pillars of the Congestion Management Plan 2026-2028

The CMP measures play a critical role advancing improvements to road network that enhance reliability and safety across the transportation network. The CMP 2026 Spring Update takes an operational approach to addressing the congestion-inducing pressures on the City's road network. It is in effect the Operations and Technology component of the more comprehensive approach to congestion management described above.

This CMP Spring 2026 Update reports on measures described in previous plans; it outlines ongoing efforts to expand successful programs, strategically upgrade infrastructure, and implement new data-driven technologies. These past and proposed measures are grouped into five tactical pillars that build on focus areas from previous reports, but which were adapted to reflect emerging priorities and opportunities. More details on the measures described below can be found in Attachment 1.

Pillar 1: Reduce the Impact of Construction

In April 2025, the City introduced new road closure fees and a streamlined road space booking system through the Road Disruption Activity Reporting System ("RoDARS").

The early data shows promising trends, including a nearly 2.4 day (-11.3 per cent) reduction in the average duration of road closures from April 1, 2025 to December 31, 2025 compared to the same period from the previous year. Across the 10,570 applications during that period in 2025, which had an average length of closure of over 125 metres, this nearly 2.4 day reduction in average duration of closures has significant cumulative impacts on the available road space in the transportation network. Compliance with RoDARS requirements also increased allowing for better coordination of closures and communication with the public. Through the 2026 Budget process, Transportation Services increased RoDARS fees to better reflect the cost of administering the system and to partially support managing construction-related congestion (see Attachment 2). The Division will continue to closely monitor the impact of RoDARS with updates anticipated in future Council reports. Beyond addressing congestion impacts, work is underway to reduce the effects of construction activities on the public realm, including pedestrian and cycling networks. Transportation Services, in collaboration with other divisions and external partners, is updating standards and developing a new guideline that clarifies requirements for construction activities occurring on the ROW and promotes best practices to keep areas around active construction sites safe, accessible, and visually appealing.

Building on the early experience administering RoDARS, Transportation Services conducted a comprehensive review of Chapter 743; the outcome was recommendations for structural changes and additions to enhance clarity. Specific proposed changes to Chapter 743 are detailed in Appendix 3A and a full draft of the proposed changes can be found in Appendix 3B. These changes will better reflect the current regulatory process related to the intake and review of applications, requests for modifications, and inspections; they will also refine the RoDARS system by strengthening enforcement tools, clarifying fees and adding a close-out process. Additionally, the Division proposes an exemption for street events from RoDARS application and temporary road closure fees.

For residential development projects with eligible affordable and rent-controlled housing, Transportation Services proposes an exemption from RoDARS application fees and a proportional reduction from temporary road closure fees, proportional to the percentage of eligible affordable and rent-controlled units in the development. These incentives directly support the City's objectives around increasing the supply of affordable housing in Toronto, consistent with the Housing TO 2020-2030 Action Plan, and provide social benefits to the community and city as a whole. Reducing the overall cost to build affordable and rent-controlled homes would help remove financial barriers to project viability for developers. A Municipal Housing Project Facility Agreement must be executed and charge registered on title and conditions in the agreement must be satisfied prior to receiving the RoDARS fee exemption and proportional reduction. Staff would be guided by the proposed Eligible Affordable and Rent-Controlled Housing Project RoDARS Fee Policy, attached as Attachment 3C. The Housing Secretariat has requested that such amendments come into effect sixty days following Council approval.

Transportation Services is also consulting with stakeholders to identify further RoDARS improvements. While the new online system has made for more timely application and

review processes, benefiting both constructors and the City, system improvements are planned, especially with respect to short-term closures, with a target implementation of priority changes during the course of 2026. In parallel, Transportation Services is exploring if additional financial tools, including incentives and a Construction Congestion Management Levy, would have a positive impact with respect to use of the ROW. The division will leverage third party expertise to assist with this review.

Pillar 2: Expand Traffic Management

Transportation Services continues to improve safety and movement through intersections by growing the Traffic Agent Program; there are currently over 100 active Traffic Agents which will grow to 127 by Q1 2027. To complement this on-the-ground traffic management, the Division is collaborating with Toronto Police Service ("TPS") to better address congestion-causing incidents and traffic violations; this includes piloting a dedicated TPS traffic management team with specific congestion management training and direct access to the City's Traffic Operations Centre.

Transportation Services will also modernize the City's Traffic Operations Centre to create the new Congestion Management Centre ("CMC"). Renovations are required due to the end-of-life condition of the current video wall and to better meet evolving and growing congestion management needs. Upgrades will include new state-of-the-art displays, AI-powered decision support systems, and enhanced communications tools to enable dynamic signal control and improved response coordination. In tandem, together with the CCO, Transportation Services will review operational needs by exploring new opportunities to further increase congestion management capacity including additional facility space, external partnerships, and increased use of predictive AI modelling tools.

Pillar 3: Improve Surface Transit

Transportation Services has established a Surface Transit Reliability Task Force consisting of traffic and transit operations staff from Transportation Services and the TTC. The primary focus of this Task Force is to speed up transit and transit reliability on primary routes throughout the City. Key approaches to increasing transit reliability include: i) upgrading and expanding the City's Transit Signal Priority ("TSP") policy and routes equipped with TSP; ii) in collaboration with Toronto Parking Authority, pursuing opportunities to adjust curbside parking and stopping restrictions in ways that relieve impediments to transit movement; iii) supporting TTC in their exploration of solutions to bunching and gapping; and iv) seeking out additional opportunities to advance surface transit priority measures and reliability.

Recent efforts include accelerating the work to implement a new Enhanced TSP policy along the Line 5 and Line 6 Light Rail Transit ("LRT") corridors and piloting three intersections along the Spadina streetcar route. Riders along these routes will already notice some time savings and can expect further reductions as full measures are implemented and expanded. This work is described in more detail in the section "Speeding Up Light Rail Transit and Streetcars." Building on this success, the Task Force will accelerate plans to upgrade existing locations while working in parallel to expand the TSP network.

Pillar 4: Use AI and Smart Technologies

Transportation Services continues to expand its Artificial Intelligence (“AI”)-based traffic management infrastructure through adding more Smart Traffic Signals and Intelligent Intersections to the road network. Smart Traffic Signals operate best where intersections are more standardized with high, yet relatively predictable, traffic volumes. This allows the signal to adapt in real time to changing traffic volumes with minimal human intervention. The City currently has over 190 Smart Traffic Signals installed and is targeting a total of over 325 locations by the end of 2028. At intersections with more complex movement, the City enhances traffic signal performance by using Intelligent Intersection infrastructure which incorporates advanced multimodal detection technology. While these locations still require manual adjustments to signal timing, they enable the controller to make more informed real-time decisions that reduce unnecessary delay and improve corridor throughput. The City has over 325 Intelligent Intersections and is targeting a total of over 400 locations by the end of 2028.

Alongside the expansion of technological improvements to intersection management, Transportation Services continues to invest in maintenance of the existing system to ensure that the current assets support the reliable delivery of essential City services with minimal disruption.

Pillar 5: Shift How People Travel

As host to many major special events, the City has advanced Transportation Demand Management (“TDM”) efforts in the past 12 months, honing strategies in advance of the upcoming FWC26. Recent efforts include close collaboration with event organizers, such as at the Rogers Stadium concert series, Pride Parade, and the Caribbean Carnival Grand Parade, to encourage event attendees to choose transit, cycling, and walking, or multi-modal trips to access the events. An analysis conducted in partnership with Northeastern University showed attendees coming into Toronto for the Pride Festival and Caribbean Carnival are increasingly using transit and hybrid trips and moving away from low-occupancy vehicles to get to the events.

More broadly, Transportation Services, through the Smart Commute team, continues to work with employers to reduce commuter congestion by promoting carpooling, transit, and active transportation as well as alternative work arrangements such as flexible hours and hybrid or remote work, where possible. To further facilitate mode shift, the Division continues to invest in making transit and active transportation attractive options for individuals switching from low-occupancy vehicles. This includes expanding and increasing the connectivity of the cycling network to ensure this mode of transportation is a safe, reliable, and convenient option, dovetailing with the growth of the Bike Share Program under the Toronto Parking Authority.

4. Speeding Up Light Rail Transit and Streetcars

Under the previous TSP policy, surface transit vehicles would receive either a green extension and a red truncation depending on when the transit vehicle arrives at the intersection to give priority over other vehicles at intersections (see Attachment 5B for a

map of TSP locations in Toronto). In 2025, City Council directed staff ([2025.MM35.15](#)) to pursue a more assertive transit signal priority policy that prioritizes through transit movement relative to left turning vehicle traffic. The Enhanced TSP policy achieves this direction through use of additional TSP measures such as lagging left turns. Under Enhanced TSP, Transportation Services will ensure that transit will get unconditional priority at intersections over other vehicles. With the focus on speeding up transit on routes, the exact measures deployed at any intersection will be context-specific following a technical evaluation of the Enhanced TSP options. Where necessary, digital twin modelling will be conducted to test scenarios to ensure the maximum amount of TSP is given without negatively impacting other directions of traffic.

Starting in December 2025, the City began work developing and implementing Enhanced TSP measures. Enhanced TSP measures have now been deployed along three key intersections of the Spadina streetcar route: King Street, College Street, and Dundas Street. To date, changes at these intersections have already yielded as much as 25 seconds of time savings per location. On the Line 5 and Line 6 routes, some Enhanced TSP measures have been deployed and work is ongoing to incorporate rotational phasing into the measures deployed and full signal retiming at each intersection. On the Finch West corridor, Enhanced TSP is expected to reduce travel times by as much as 3.5 minutes in each direction, representing a seven minute reduction in round trip travel time. Finally, on the Eglinton LRT corridor, the same measures are expected to achieve as much as 1.5 minutes of improvement in each direction, or 3 minutes per round trip. Combined with TTC operational improvements, cumulative time savings to date are 10 minutes (Line 5) and 20 minutes (Line 6) round trip. Continued improvements may yield further time saving for riders. A full description of the measures employed and the plan to implement Enhanced TSP at more locations throughout the City can be found in Attachment 5A.

Building on the success of these initial deployments, Transportation Services and the TTC have developed a plan to implement Enhanced TSP measures at current and new routes/locations, with emphasis on surface routes anticipated to play a critical role in supporting transit patterns during the FWC26. In total, the targeted Enhanced TSP deployments represent a 50 per cent increase in the number of intersections equipped or upgraded with TSP in any previous year to a targeted 2026 total of 72 locations. In 2027 and beyond, the TTC and Transportation Services plan to increase the TSP network to around 800 locations over the next four years, using Enhanced TSP measures where possible. Additional resources required to continue this accelerated pace will be included and considered through future year operating budget submissions for Transportation Services and Toronto Transit Commission.

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ATTACHMENTS

Attachment 1: Congestion Management Plan 2026-2028

Attachment 2: Table of 2025 and 2026 RoDARS Fees

Attachment 3A: Proposed Changes to Toronto Municipal Code Chapter 743

Attachment 3B: Proposed Draft Amendments to Toronto Municipal Code Chapter 743

Attachment 3C: Proposed Eligible Affordable and Rent-Controlled Housing Project
RoDARS Fee Policy

Attachment 4: Breakdown of Proposed Budget Allocation

Attachment 5A: Accelerating Implementation of Enhanced TSP Measures

Attachment 5B: Map of Transit Signal Priority Locations in the City of Toronto

Attachment 6: Status Update on Traffic Mitigation Measures at Key Locations

Attachment 7: Update on Previous Council Directions