

# Congestion Management Plan 2026-2028

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Yonge Street looking north.



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City skyline featuring urban buildings and green space.



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## Introduction

Toronto's transportation network faces ongoing congestion pressures from growth, construction, special events, and high vehicle use. The Congestion Management Plan outlines five pillars to advance congestion management measures that improve travel time and reliability, and encourage greater use of transit and active transportation.

Toronto's transportation network continues to face numerous pressures, resulting in congestion and disruption for road users. These include pressures reflective of a large, healthy, and vibrant city including: the increasing volume of commuters; major special events; and high number of construction projects for needed transit, housing, and utility infrastructure. Additionally, roads are used for a variety of purposes other than transportation, such as cafés and street events, that, while they may be desirable uses, contribute to congestion by reducing available space for travel. Furthermore, vehicle use remains high, exacerbated by the increasing number of ride hailing trips. Data shows, however, that residents and regional commuters are shifting away from reliance on low-occupancy vehicles, which has the potential to greatly reduce congestion across all modes through more efficient movement of people.

Data from 2025 point to some decline in congestion and reduced travel time. These reductions in travel times have been observed alongside the City's implementation of congestion management measures including temporary road occupation fees through the Road Disruption Activity Reporting System ("RoDARS"), increased Traffic Agent presence, and expansion of Smart Traffic Signals and Intelligent Intersections infrastructure. This CMP 2026-2028 reports on these measures, and outlines ongoing efforts to expand successful programs, strategically upgrade infrastructure, and implement new data-driven technologies.

The CMP outlines five key tactical pillars that will guide work going forward. These pillars build on focus areas outlined in previous reports, adapted to reflect emerging priorities and opportunities:

- **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.**

Full implementation of this plan will not eliminate congestion, especially as the city continues to grow and thrive, but these initiatives will target improvements in travel time and reliability across all travel modes, promote more use of transit and active transportation, ensure safety, and provide more predictable travel times.

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## Transportation Network: Pressures

Toronto's transportation network continues to face significant pressures, resulting in congestion and disruption for road users. These include pressures reflective of a large, healthy, and vibrant city.

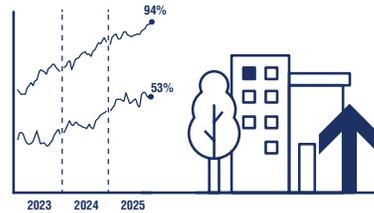
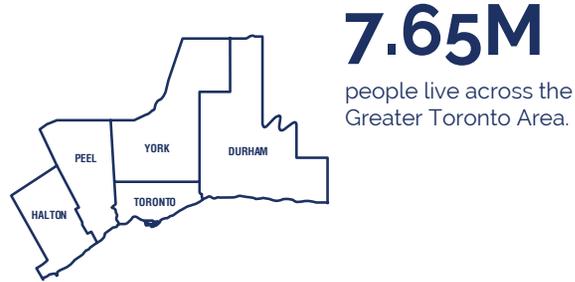
Toronto's transportation network continues to face numerous pressures resulting in congestion and disruption for road users. Roads are used for a variety of purposes other than transportation. Street events and café patios contribute to vibrant city life and construction addresses housing needs and critical infrastructure upgrades, but all these contribute to congestion by temporarily reallocating road space away from movement of people and goods. Additional pressures include:

- A **population** of over 3.2 million Toronto residents, which is expected to grow in the long-term; and 7.6 million in the GTA, many of whom commute into Toronto for work;
- The increasing volume of commuters, with average **office occupancy** reaching 83 per cent of pre-pandemic levels and 94 per cent on the peak day in the first half of December 2025;
- A large and increasing number of **major special events** hosted, with 74 major meetings and events in 2025, an increase of more than 17 per cent compared to 2024; and
- The high number of **construction projects** for needed transit, housing, and utility infrastructure, with more than 88 cranes active in downtown alone in Q3 2025.

While vehicle use remains high, exacerbated by the growth of ride-hailing trips, data suggests that both Toronto residents and commuters are shifting toward other modes of travel:

- In 2025, the overall number of **vehicle registrations** in Toronto slightly increased to over 1.35 million and nearly 4.11 million in the Greater Toronto Area;
- In the Toronto Census Metropolitan Area, **private vehicles** remain the most popular travel mode (69.4 per cent) for commuters, although transit (24.7 per cent) is trending up, according to Statistics Canada. For downtown residents, transit is the preferred choice with automobile-based travel (including ride hailing) representing less than 30 per cent of trips in the Transportation Tomorrow Survey (2022);
- **Transit boardings** are increasing: Metrolinx reported over 36.1 million boardings at Toronto stations compared to 31.5 million in 2024 while the TTC reported 800 million in 2025, consistent with 2024;
- The **Bike Share** program recorded 7.8 million rides in 2025 compared to 6.9 million in 2024; &
- **Ride hailing** trips beginning or ending in Toronto have increased by over 17% in 2025 compared to 2024 to over 87.5 million trips.

More people relying on the network every day.



A growing and vibrant city creates operational pressures.



Travel behaviour continues to evolve.



## Transportation Network: Travel Time Impacts

Amid growing pressure on the network, travel times improved in 2025, with the Travel Time Index showing reduced congestion—especially during peak construction months. This report outlines the City's 2026–2028 Congestion Management Plan to further improve travel reliability and support growth.

Despite the increasing pressures on the transportation network, the City's Travel Time Index ("TTI") points to a decline in congestion and reduced travel time. The TTI, a broad aggregate indicator focused on vehicle travel, shows reductions in 2025 versus 2024. Most notably, from April to September, when construction activity is highest, the TTI for the evening peak hour revealed a 12 per cent reduction in travel time in the downtown core and 3 per cent citywide. On an annual basis, comparing 2025 with 2024, the TTI showed a 8 percent reduction in travel time in the downtown core and 2 per cent citywide.

This report describes the City's Congestion Management Plan for 2026 to 2028 – a multi-faceted approach to further improve travel times and travel reliability, and to accommodate the City's growth without a significant negative impact on traveler experience and quality of life.



Travel Time Index (TTI) – PM Peak Hour (5 to 6 p.m.)

Danforth Avenue looking west.



University Avenue and Front Street West.



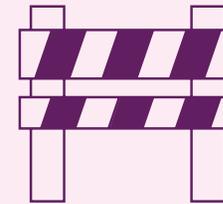
## Five Key Tactical Pillars of the Congestion Management Plan 2026 - 2028

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**Five key tactical pillars underpin the multi-year Congestion Management Plan 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**
- **Pillar 5: Shift How People Travel**

These pillars build on focus areas outlined in previous reports, adapted to reflect emerging priorities and opportunities. This approach balances short-term operational improvements with long-term capacity building efforts across all modes of transportation to support the City's evolving mobility needs.



## Pillar 1: Reduce Impact of Construction

Construction-related road, bikeway, and sidewalk closures create congestion by reducing the total available public right-of-way ("ROW") for transportation, and disrupting normal travel patterns. ROW closures are managed through a combination of long-term planning to avoid projects that create significant disruptions in close proximity, short-term planning to coordinate activity and financial incentives to encourage constructors to reduce the amount of space and time for which they disrupt the ROW, particularly on major arterials.

# Impact of RoDARS Fees

RoDARS fees and a modernized digital booking system help the City recover part of the cost of managing congestion related to construction, improve coordination of road closures, and increase transparency and communication with the public. Early data shows shorter average closure durations and improved compliance with notification requirements.

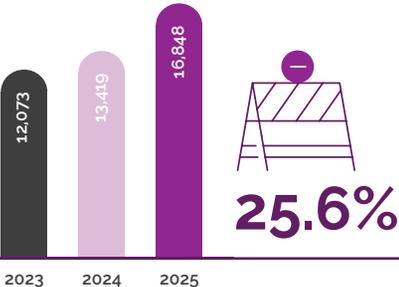
Transportation Services implemented the RoDARS temporary road closure and inspection fees on April 1, 2025. These fees recover part of the cost of managing the congestion caused by ROW closures and they incentivize more responsible planning and efficient building practices. The introduction of RoDARS fees was complemented by the launch of a modernized digital booking system. Constructors benefit from increased ability to coordinate work with other scheduled closures of the ROW while the public benefits from increased communication and transparency about closures, as well as positive changes with respect to constructor use of the ROW.

The data to date suggests a shift to shorter duration road closures with 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 last 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. A secondary benefit is that the 2025 volume of RoDARS applications was nearly 26 per cent higher than 2024 while permit numbers remained relatively constant; this indicates growing compliance in road closure notifications. Monitoring in 2026 will determine if these benefits are sustained, or even increase, with greater familiarity with the system. The Division anticipates further benefits as more constructors have opportunity to incorporate changes into their project planning, and as the system is improved based on stakeholder experience and feedback, particularly around short-term closures. Designing these process improvements will involve continued stakeholder engagement and will inform target implementation of priority changes during the course of 2026.



## Reduced Duration of ROW Closure

Between April 1, 2025 and December 31, 2025 the average road closure duration has reduced by nearly 2.4 days.



## RoDARS Road Closure Notifications

RoDARS application volume in 2025 was nearly 26% higher than in 2024, while permit numbers remained relatively constant.

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## Update RoDARS and RoDARS Fees

Transportation Services reviewed the RoDARS by-law and proposes updates to improve clarity, enhance enforcement, and introduce targeted fee exemptions and reductions for street events and projects with eligible affordable housing and rent-controlled housing.

Based on the early experience administering RoDARS, Transportation Services conducted a comprehensive review of Chapter 743, Article III.1 (RoDARS) of the Toronto Municipal Code. The Division recommends structural changes and additions to improve clarity and better reflect the current regulatory process related to the intake and review of applications, requests for modifications, and inspections, while enhancing the RoDARS system by strengthening enforcement tools, clarifying fees, and adding a close-out process. Transportation Services proposes exempting street events from RoDARS application and temporary road closure fees. For residential development projects with eligible affordable and rent-controlled housing units, the Division proposes a full exemption from the application fee and a proportional reduction of the temporary road closure fees. The proportional reduction would be based on the percentage of new affordable and rent-controlled units eligible under the City's Rental Housing Supply Program and Toronto Builds as part of the suite of supports offered to facilitate increasing the city's affordable housing supply.

Transportation Services also reviewed the RoDARS fee amounts based on the principle of cost recovery in alignment with the City's User Fee Policy. The review found that many RoDARS fees required right-sizing to more accurately reflect the City's related costs, including the temporary road closure fees which vary based on the type and length of road occupied and are calculated on a daily basis. To address this right-sizing, these RoDARS fees were updated through the 2026 Budget process. All funds from RoDARS fees are reinvested in staff, programs, and infrastructure related to managing construction-related congestion and recover a portion of the cost for successful programs such as the Traffic Agent Program. The RoDARS fee review also included examining the potential for an escalating RoDARS fee, as previously directed by City Council. The review found that an escalating RoDARS fee that had an increased per day charge for longer duration periods would not align with cost recovery under the City's User Fee Policy; the Policy requires that fees are charged on a cost-recovery basis and there are no additional costs to the City that would justify an escalating fee structure.

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## Explore Additional Financial Tools

Transportation Services is exploring additional financial tools, including incentives and a potential Construction Congestion Management Levy, leveraging third-party expertise to assist with further analysis and stakeholder consultation. An update to Council anticipated in early 2027.

In response to Council direction, Transportation Services is exploring additional financial tools, including incentives and a Construction Congestion Management Levy, to promote desired behavior with respect to use of the ROW. Through consultation with Legal Services, Transportation Services determined that implementing a levy would entail development of a new Tax Chapter and a financial assessment in addition to quantifying what aspect of general congestion on the road network can be attributed to each project. The structure, implementation, and enforcement of any new recommended tax would need to be carefully considered to ensure compliance with the City of Toronto Act and determine if provincial permission is required.

To complete the required analysis, Transportation Services will engage third party expertise to evaluate the suite of available financial tools. Options for such tools require detailed study, robust consultation, and thorough analysis to properly assess the current environment, the impact of potential changes, and the feasibility of implementation. Throughout the 2026 construction season, the Division anticipates greater compliance with RoDARS requirements which will contribute to reducing congestion caused by road closures. Data on compliance, size, and duration of ROW occupations, and usage of more minor roads will help measure the impact of the current RoDARS fees, and more accurately project the potential risks and benefits of additional financial tools. Transportation Services anticipate that an updated consultant assignment will be tendered in Q2 2026; their report will position Transportation Services to evaluate options, consult with stakeholders and make any recommendations for action. Transportation Services will report back in early 2027 on the status of this work.

Traffic Agent at University Avenue and Front Street West.



## Pillar 2: Expand Traffic Management

Toronto's ongoing congestion challenges and increased pressures on the City's transportation network demand a more robust, coordinated, and technology-driven response in addition to strategic on-the-ground traffic management and enforcement.

## Grow the Traffic Agent Program

Demand for the Traffic Agent Program has increased significantly over the past year, reflecting its value in managing traffic impacts from construction, major infrastructure projects, and large events, with the program growing to 127 agents by Q1 2027.

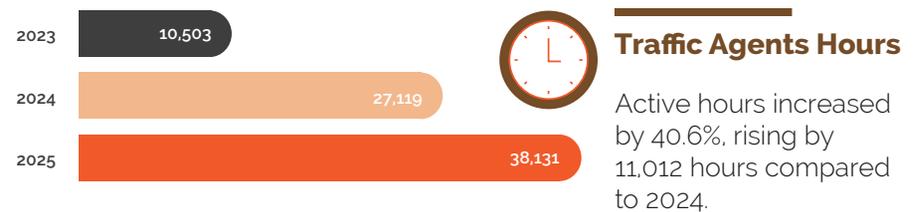
Over the past year, the Traffic Agent Program has seen an increasing volume of support requests from constructors, community members, City staff, agencies, and Councillors, demonstrating the benefits they deliver and the importance the public and stakeholders place on the role of Traffic Agents. The program maximizes its impact by deploying agents to high-priority intersections and responding to dynamic needs such as construction projects, special events, and other contributing factors.

Currently there are over 100 active Traffic Agents which will grow to 127 by Q1 2027. Traffic Agents play a critical role supporting road users at key intersections, assisting major infrastructure projects such as the Ontario Line subway construction, and mitigating impacts of high-profile events such as concerts and professional sports games.



### Traffic Agents

Over 100 Traffic Agents are currently active, with the total expected to reach 127 by Q1 2027.



## Increase Congestion-Related Enforcement through Collaboration with Toronto Police Service

Toronto Police Service officers are shifting from intersection support roles to targeted traffic enforcement alongside Traffic Agents, focusing on key congestion-related violations as part of an enforcement campaign that will continue through the end of 2026.

For the last two years, Toronto Police Service ("TPS") have deployed Police Officers alongside Traffic Agents at key intersections to ensure adequate coverage and support. With the growth in the number of Traffic Agents, these TPS Officers, who have received specific training for congestion management, are instead prioritizing enforcement of traffic laws, focusing on the most significant congestion-related violations including no stopping, no parking, and blocking the box, particularly during peak hours. Officers will also target prohibited turns, speeding, distracted driving, and traffic signal violations to further improve both safety and efficiency.

Having a dedicated TPS traffic management and enforcement team also facilitates direct communication between on-call sergeants and the City's Traffic Operations Centre, enabling rapid deployment to address gridlock, illegal stopping, and construction related conflicts. Based on the success of the original 3-month traffic congestion enforcement pilot launched in October 2025, TPS will continue this campaign through the end of 2026, after which outcomes will be evaluated.



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## **Modernize and Expand Congestion Management Capacity**

Transportation Services proposes modernizing the Traffic Operations Centre into a new Congestion Management Centre with advanced technology and expanded capacity to better coordinate real-time traffic management, respond to disruptions, and manage the City's growing transportation network.

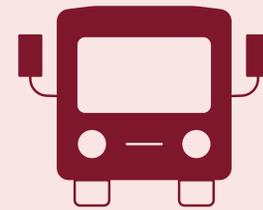
Transportation Services currently operates the RESCU Traffic Operations Centre ("TOC"), providing 24/7 monitoring of the City's expressways and arterial roads, supporting emergency incident response, remote traffic signal adjustments during major disruptions, and maintaining traffic signal and Intelligent Transportation Systems ("ITS"). The TOC also supports the winter maintenance initiatives, RoDARS program, coordinates road closures, and dispatches Traffic Agents and School Crossing Guards.

In the last few years, the TOC has faced increasing demands to support the City's enhanced traffic management programs. At the same time, the existing TOC video wall – now over 11 years old and considered outdated – requires modernization to meet those expanding operational needs. To address operational concerns with the existing aging system and support the increased workload of the TOC, Transportation Services proposes upgrading the TOC with new state-of-the-art displays, AI-powered decision support systems, and enhanced communications tools to enable dynamic signal control and improved response coordination. The upgraded facility will become the Congestion Management Centre ("CMC"), serving as the centralized command hub for real-time traffic operations across the city. This newly upgraded centre will also manage the traffic signals integrated within the LRT corridors, including working with emergency services to ensure that they are notified of incidents and can assist to enable swift resumption of transit operations.

In tandem, together with the CCO, Transportation Services will review operational needs by exploring new opportunities to further increase congestion management capacity. Options to expand capacity may include: an additional facility focused on the downtown core with greater emphasis on construction coordination and traffic management; partnerships with universities to support expanded capacity; and ongoing testing of new technology, including predictive AI modelling tools.

This modernization and expansion of congestion management capacity, alongside ongoing testing of emerging solutions, are a major step forward in Toronto's ability to manage its complex transportation network at scale and with precision, using next-generation technologies to improve efficiency, reduce delay, and deliver safer, smarter streets across the city.

Streetcar on Yonge Street at College Street.



## **Pillar 3: Improve Surface Transit**

Improving surface transit reliability and reducing travel times represents a significant opportunity to facilitate mode shift away from low-occupancy vehicles, reduce overall congestion levels, and improve travel for as many people as possible. This also advances equitable access to destinations across modes, providing all residents with more mobility choice, particularly those who are unable to drive due to income, age, or disability.

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## **Surface Transit Reliability Task Force**

A Surface Transit Reliability Task Force has been established to coordinate efforts between the City, TTC, and partners to expand transit signal priority and implement strategies that improve the reliability and efficiency of surface transit service.

To support the City's commitment to delivering faster, more reliable transit, a Surface Transit Reliability Task Force has been established. This inter-agency team includes staff from Transportation Services and the TTC and will collaborate with others, including the Toronto Parking Authority ("TPA"), to deliver a unified, effective approach to promoting surface transit reliability across transit corridors. The Task Force's work will complement the TTC's efforts to advance the "5-Year Service & Customer Experience Action Plan", the "Bunching and Gapping Pilot" on eleven key routes to improve service reliability, and RapidTO initiatives.

The primary objectives of the Task Force are to upgrade and expand the Transit Signal Priority ("TSP") network and expedite other measures to improve surface transit operations. The Task Force will serve as the coordinating body to drive this work forward, ensuring consistency in approach, cross-agency collaboration, and a shared commitment to evidence-based decision-making that supports the TTC's and City's broader goals around transit reliability, efficiency, and increased ridership. The Task Force is an integrated working group that will allow for faster testing and implementation of strategies to improve TSP operations through new approaches and technologies.

## Maximize TSP on the New LRT and Spadina Streetcar Routes

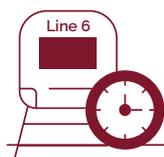
Transportation Services has implemented Enhanced TSP measures along the new LRT lines and Spadina streetcar route. These measures are already producing improved travel times and reliability for transit users.

Transportation Services has always supported TSP and since the mid-1990's has worked collaboratively with TTC to prioritize and implement TSP when and wherever possible, within resource limitations. Recently, the Task Force has updated the TSP policy and has begun rolling out Enhanced TSP policy measures at the new Finch West and Eglinton LRT lines, and locations along the Spadina streetcar route. Riders along these routes will already notice some time savings. Transit riders can expect further reductions in overall travel times along the Line 5 and Line 6 routes as the Task Force implements the full suite of Enhanced TSP measures. Along the Spadina streetcar route, based on the success of the current pilot, Enhanced TSP measures will be implemented at additional intersections, generating further time savings.

This Enhanced TSP policy will give priority to surface transit to meet route schedules. In some cases where a transit vehicle is on-time or ahead of schedule, it may still stop at a red light in order to prevent bunching and gapping issues. However, the added priority for transit vehicles through the Enhanced TSP policy will increase throughput of person trips at intersections, improve surface transit reliability, and reduce average surface transit travel times.

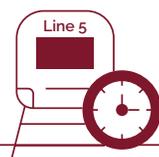
### Enhanced Transit Signal Priority

The new Enhanced TSP policy incorporates lagging left turns, rotational phasing or phase insertion, and passive TSP as potential measures used to give transit vehicles priority at intersections, in addition to the existing approach which uses green extensions and red truncations. Under the Enhanced TSP policy, the City will implement one or all of the measures, depending on location conditions.



**20 mins**

of travel time saved, round trip, since Line 6 opened through coordinated TTC and City efforts.



**10 mins**

of travel time saved, round trip, since Line 5 opened through coordinated TTC and City efforts.



**10-25 sec**

of travel time saved per intersection through the enhanced Transit Signal Priority Pilot (9-42% faster).



**50%**

increase in annual TSP installations and upgrades compared to previous years.

## Upgrade and Expand the Existing TSP Network

Building on earlier successes, the City is expanding Enhanced Transit Signal Priority across high-ridership corridors, guided by a new policy, to improve transit progression and reliability, including routes expected to see increased demand during FIFA World Cup 2026.

Building on the successful outcomes of the initial Enhanced TSP deployments, the Task Force has developed a program to advance this new approach across the City through a combination of new installations and upgrades of existing locations. The program prioritizes high ridership corridors, including routes with additional anticipated ridership during the FIFA World Cup 2026 ("FWC26"). A new warrant framework is being developed to guide decision making on a location-by-location basis to ensure that transit vehicles receive favorable progression and improved coordination as they move along the route.

### 2026 Priorities

Complete implementation of Enhanced TSP along **Line 5, Line 6,** and **510** Spadina routes.

Other routes planned for 2026 with emphasis on FIFA 2026 support:

- **509** Harbourfront streetcar
- **504** King streetcar
- **505** Dundas streetcar
- **7** Bathurst
- **63/63B** Ossington
- **512** St Clair streetcar

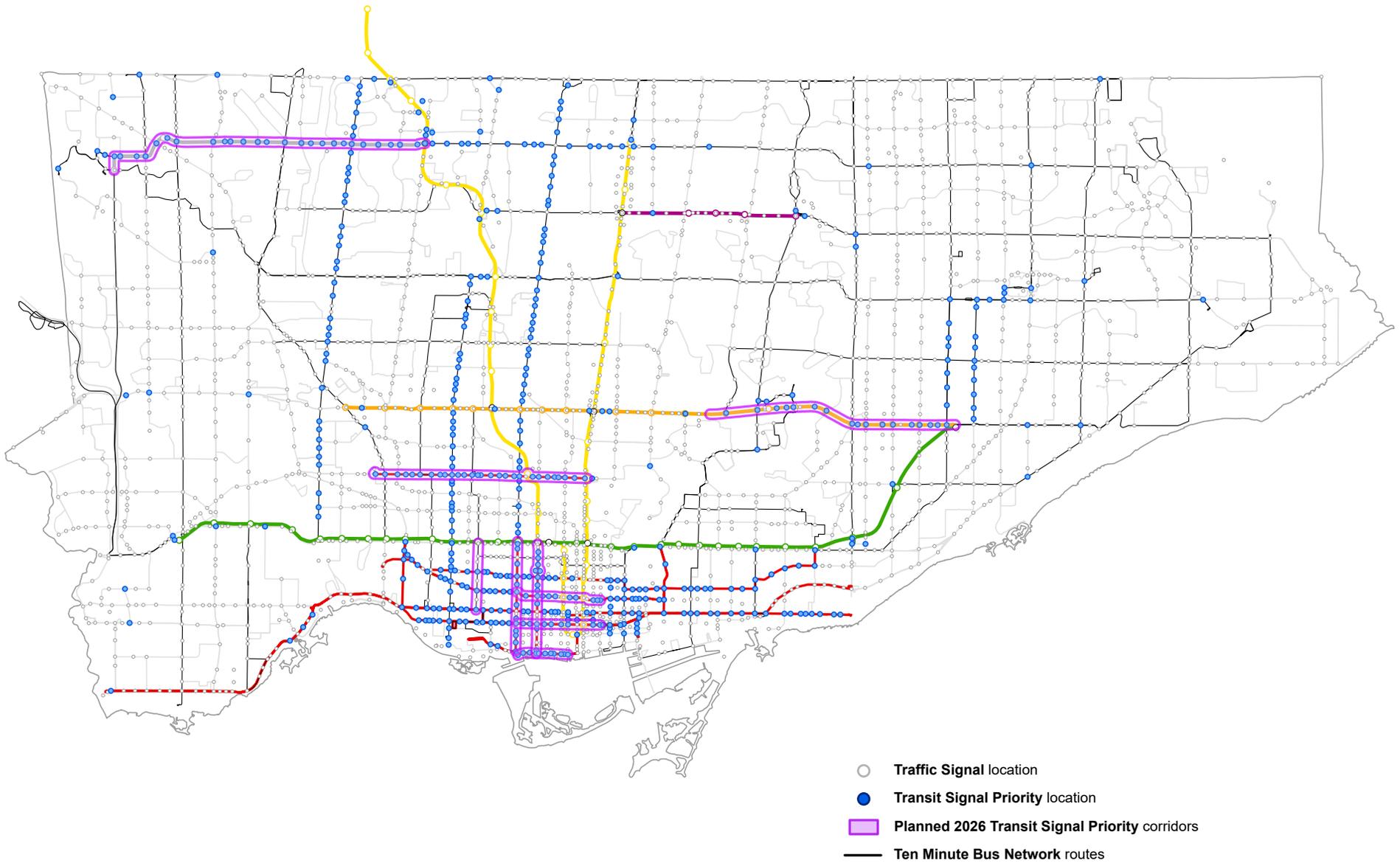
### 2027 and Beyond Priorities

Enhanced TSP measures planned for the highest ridership routes:

- **29** Dufferin
- **35** Jane Express
- **96** Wilson
- **86** Scarborough
- **44** Kipling South
- **65** Parliament
- **25** Don Mills
- **75** Sherbourne
- **24** Victoria Park
- **22** Coxwell
- **64** Main
- **41** Keele
- **39** Finch

**Total TSP network target is over 800 locations within four years.**

## Transit Signal Priority in the City of Toronto (as of March 5, 2026)



## **Expedite Additional Measures to Improve Transit Operations Along Key Corridors**

The Task Force will review major transit corridors to introduce curbside and traffic measures that prioritize transit operations, building on past successes and targeting key streetcar routes to improve travel times and service reliability.

The Task Force, in consultation with the TPA, will review major transit corridors for opportunities to adjust curbside regulations and introduce other transit priority measures to help improve surface transit operations. This would include changes such as expanding parking and stopping restrictions during times of day which have historically experienced slower transit speeds and left turn restrictions. When implemented along Dundas Street, transit priority measures resulted in as much as a 20 per cent travel time reduction.

Moving forward, the Task Force will review additional streetcar routes such as the 501 Queen, 504 King, and 506 Carlton. This work will align with ongoing initiatives and help advance the "Moving Toronto, Connecting TTC Corporate Plan 2024-2028 & Beyond" objectives by attracting new riders and retaining customer loyalty through improved surface transit reliability and predictability.





## Pillar 4: Use AI and Smart Technologies

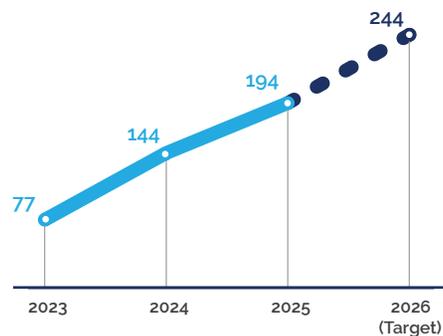
As part of its strategy to modernize traffic operations and improve network efficiency, Transportation Services continues to maintain and expand technology at intersections to respond in real time to changing travel patterns.

## Expand the Smart Traffic Signal and Intelligent Intersection Networks

Smart Traffic Signals and Intelligent Intersections use advanced detection and data technologies to improve signal timing, reduce delays, and enhance traffic flow, while providing real-time data to support ongoing optimization of Toronto's traffic signal network.

Smart Traffic Signals are adaptive signal systems that use real-time traffic data combined with machine learning and reinforcement to automatically optimize signal timing without the need for ongoing manual intervention. By automatically adjusting to day-to-day variations in traffic demand such as weather-related congestion, school dismissal patterns, or disruptive incidents, Smart Traffic Signals are able to consistently reduce travel time and intersection delay, particularly in environments where manual signal adjustments are not feasible on a continual basis. The benefits delivered by Smart Traffic Signals strongly support their deployment in Etobicoke, North York, and Scarborough, where intersections are more standardized and traffic volumes are high, yet relatively predictable. In addition, deployment along select downtown corridors, such as Lake Shore Boulevard and The Queensway, where the traffic signal system can respond effectively to rapidly changing and event-driven travel patterns.

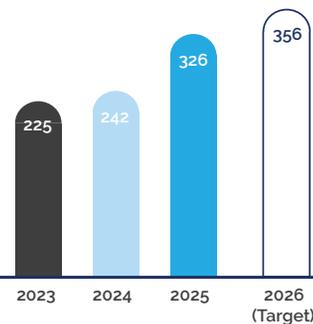
Intelligent Intersections, on the other hand, incorporate advanced multimodal detection technology to enhance traffic signal performance. These systems use cameras, radar, and sensors to detect the presence and flow of pedestrians, cyclists, transit vehicles, and general traffic. Unlike Smart Traffic Signals, Intelligent Intersections still require manual adjustments to signal timing, however, they enable the controller to make more informed real-time decisions that reduce unnecessary delay and improve corridor throughput. Beyond operational improvements, Intelligent Intersections also provide Transportation Services with real-time data to monitor and improve performance over time. These diagnostics assess how effectively the signal is managing all modes of traffic and provide data-driven recommendations for timing adjustments, enabling proactive and continuous optimization of signal operations across the network.



### Smart Traffic Signals



The City has over 190 Smart Traffic Signals installed and is targeting a total of 325+ locations by the end of 2028.



### Intelligent Intersections

Transportation Services has over 325 Intelligent Intersections active and is targeting a total of 400+ locations by the end of 2028.

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## **Maintain a State of Good Repair of Intelligent Transportation Systems**

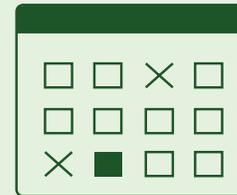
Maintaining assets in a state of good repair is a key congestion management priority, ensuring aging transportation systems and infrastructure are upgraded and maintained to support reliable City services and reduce safety risks and disruption.

Maintenance and state of good repair ("SOGR") requirements are a key CMP priority because they assist in removing sources of congestion and improving safety by ensuring that the current assets are able to support the reliable delivery of essential City services with minimal disruption. The aging of the City's existing and expanding Intelligent Transportation Systems and related assets increases the need to upgrade, repair, maintain, or replace items to ensure a SOGR across the network.

Installation of traffic signal infrastructure.



Pride Parade on Yonge Street at Wellesley Street East.



## Pillar 5: Shift How People Move

Transportation Services continues to work to reduce the demand on the road network by advancing transportation demand management ("TDM") strategies to shift travel to transit, cycling, and walking. These efforts are mainly targeted at travel for major events and engaging with employers to encourage flexible work arrangements and commuting by transit and active transportation modes.

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## **Implement TDM Strategies for Special Events**

The City supported major events by promoting transit and active transportation for attendees. Using anonymized mobility data will enable the City to better evaluate travel patterns and refine TDM strategies ahead of future large events.

City staff in the Smart Commute team worked with event organizers at the Pride Festival, Caribbean Carnival, and the new Rogers Stadium to develop improved promotional material encouraging attendees to use transit and active transportation instead of low-occupancy vehicles. This initiative is the first time the team has undertaken such a project, and the materials developed this year are now available for use at future major events. For the Rogers Stadium concert series, the Smart Commute team also helped to organize a bike valet for event patrons who chose to ride their bikes to the concerts. Looking ahead, the Smart Commute team intends to expand this work to additional special events, with the long-term goal of integrating similar messaging into many of the large-scale events that take place in Toronto. This approach complements increased transit service offered by TTC and Metrolinx to better meet demand during special events.

Using TELUS and Bell cell phone data, the City now has access to anonymized movement data. This data is generated from aggregated cellular network activity and mapped to key travel corridors including expressways, GO Transit, and TTC routes. This new capability enables Transportation Services to estimate modal split and assess the effectiveness of TDM strategies with unprecedented accuracy and speed, enabling a more data-driven approach to supporting large-scale events. Appendix A contains more details. This analysis enabled an evaluation of the effectiveness of promotional efforts related to Pride Parade and Caribbean Carnival Grand Parade.

This will allow for ongoing refinement of the City's TDM strategies for special events and help Toronto become a more resilient, multimodal city. Additionally, the lessons learned from implementing and honing TDM strategies at recent special events will serve the City well as it prepares for the upcoming FWC26. More details on the traffic management plans and TDM strategies for the FWC26 are addressed in the report entitled " FWC26 Toronto Mobility Plan."

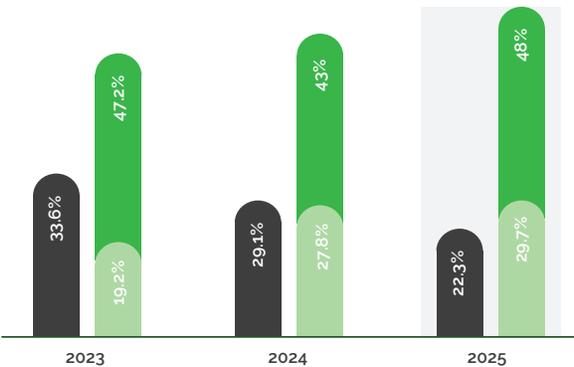
# Facilitate More Balanced Modal Split

The Smart Commute team works with employers to promote transit, carpooling, and active transportation, along with flexible work arrangements, complementing City investments in transit reliability and cycling infrastructure.

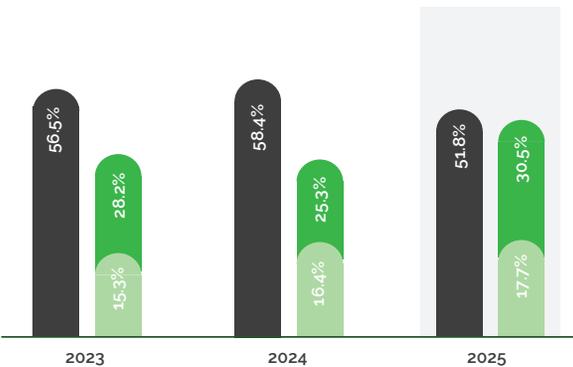
Besides special events, the Smart Commute team continues to regularly work with employers throughout the GTA on TDM strategies to reduce car-based transportation. This includes promoting carpooling, transit, and active transportation options through educational material and incentives. Additionally, the Smart Commute program encourages employers, where possible, to adopt alternative work arrangements to reduce transportation demand including flexible shift times and remote or hybrid work, subject to employer policies.

An important aspect of TDM and facilitating a balanced modal split is ensuring that all modes are attractive options. Increasing the mode share of transit and active transportation represents one of the greatest opportunities to reduce congestion in the transportation network, especially with the ongoing expansion of transit options and increased capacity as well as the continued growth of the cycling network.

**Mode Share for Pride Parade**



**Mode Share for Caribbean Carnival Grand Parade**



**Mode Share**  
 ● Car Trips  
 ● Hybrid Trips  
 ● TTC/GO Transit Trips  
 ● Smart Commute Promotion

**77.7%**

of trips to the 2025 Pride Parade used TTC/GO transit and hybrid travel combined — up 6.9% from last year.

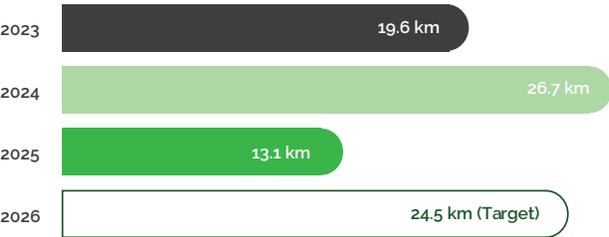
**48.2%**

of trips to the 2025 Caribbean Carnival Grand Parade used TTC/GO transit and hybrid travel combined — up 6.2% from last year.

Regarding transit, the work of the Surface Transit Reliability Task Force to improve travel times and reliability, discussed under "Pillar 3: Improve Surface Transit," will further increase the attractiveness of this mode. In terms of cycling, Transportation Services continues to invest in growing and increasing the connectivity of the cycling network to ensure this mode of transportation is a safe, reliable, and convenient option, facilitating mode shift away from low-occupancy vehicles. In 2025, Transportation Services added 13.1 km to the cycling network, even as some projects were impacted by new provincial legislation which now prohibits the creation of bike lanes in cases where a lane of vehicular traffic would be removed. In 2026, the Division is targeting 24.5 km of new bikeways, relatively consistent with 2024's figure of 26.7 km. These efforts, complemented by the ongoing expansion of the Bike Share Toronto program, focus on encouraging mode shift away from low-occupancy vehicles and facilitating a more balanced modal split by ensuring all options are safe, reliable, and convenient for more users.

Building on the success of these efforts, the City will continue working with its consultants and community partners to:

- Promote transit and active transportation options and multi-modal trips for visitors and residents traveling from outside and within the City;
- Expand the cycling network to provide safe and convenient routes for cyclists; and
- Enhance public outreach and education around cycling safety and wayfinding to improve confidence and participation in active transportation.



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## Conclusion

The Congestion Management Plan 2026–2028 outlines five key pillars to improve travel time and reliability across all modes while addressing growth-related pressures and promoting safer, more predictable travel on Toronto's busiest corridors.

The Congestion Management Plan 2026–2028 outlines five key tactical pillars to facilitate better management of traffic and advance congestion mitigation tools. The measures described also mitigate the effect of the ongoing pressures of growth and development in the city through managing ROW occupations, including through RoDARS bookings and fees, and promoting more balanced modal split, especially at special events. Collectively, the activities outlined in this report will target improvements in travel time for all travel modes, focusing on key transportation corridors and areas with the longest delays, and work to create safe and predictable travel for all road users.

Traffic Agent at King Street East and Jarvis Street.



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## **Appendix A:**

### Measuring the Effectiveness of Travel Demand Management Efforts for Special Events

To encourage transit, active transportation, and multimodal trips to major events in Toronto this summer, the Smart Commute team collaborated with City staff and organizers for three major special events, Pride Festival, Caribbean Festival, and the Rogers Stadium concerts, to enhance travel-related information provided to participants. As part of this initiative, the team reviewed the travel-related content provided on the event's website and in the event's promotional materials. Building on this review, the team developed improved content that encouraged attendees to avoid driving to the event where possible, outlining key considerations for attendees when deciding how to get to the event such as road closures, limited parking, and associated costs. The content also emphasized the benefits of avoiding travel by low-occupancy vehicles, making it easier for participants to make informed travel choices.

Using anonymized cell phone data from TELUS and Bell networks, representing 58% of Canada's 31 million mobile users, and applying statistical scaling to estimate nationwide mobility patterns, year-over-year comparisons of modal split data for the Pride Parade and the Caribbean Carnival Grand Parade were created to inform future TDM and Smart Commute efforts. The system analyzes daily and hourly device movements across journey modalities, including public transit, highway systems, major intersections, and locations. It tracks flows from specified regions (Durham, Halton, Peel, and York) to event destinations via highways and public transit, using shapefiles to remove spatial duplicates and categorize transportation modes. However, the method has limitations: it assumes that device location accurately indicates transportation mode, potentially misclassifying workers, residents, pedestrians, and cyclists near transit hubs, and may capture devices on parallel train tracks or outside target boundaries due to overlapping cell tower coverage.

Regardless of the data limitations, the overall trend shows a year-over-year reduction in low-occupancy vehicle usage and increase in public transit use or mixed modes of transportation. This success demonstrates the potential of targeted messaging and coordination to shift mode choices for large gatherings. The modal-split data from this partnership will inform ongoing strategy development and promotional outreach, and can be updated on an annual basis.

**Table:** Attendees from the Four Neighbouring Regions by Event and Mode of Transportation

<b>Event Name</b>	<b>Year</b>	<b>TTC and/or GO Transit (%)</b>	<b>Vehicles on Expressways (%)</b>	<b>Mixed Modes* (%)</b>
Pride Parade	2023	19.2	33.6	47.2
Pride Parade	2024	27.8	29.1	43.0
Pride Parade	2025	29.7	22.3	48.0
Caribbean Carnival Grand Parade	2023	15.3	56.5	28.2
Caribbean Carnival Grand Parade	2024	16.4	58.4	25.3
Caribbean Carnival Grand Parade	2025	17.7	51.8	30.5

\* Mixed modes include devises that appeared in both public transit hubs or expressways and ended up in the event location. Mixed modes could include multi-modal trips, pedestrians, and cyclists.

