

5

FRAMEWORK FOR A TRANSPORTATION DEMAND MANAGEMENT PROGRAM AND IMPLEMENTATION STRATEGY

The Planning and Economic Development Committee recommends the adoption of the recommendations contained in the following report dated September 22, 2011, from the Acting Commissioner of Planning and Development Services.

1. RECOMMENDATIONS

It is recommended that:

1. Council endorse the proposed framework for developing a Transportation Demand Management Program and Implementation Strategy.
2. Council authorize the issuing of a Request for Proposals to retain a Consultant to assist in the development of the Transportation Demand Management Program and Implementation Strategy.
3. The Regional Clerk forward a copy of this report to the Clerks of the local municipalities.

2. PURPOSE

This report seeks Regional Council's endorsement for the creation of a comprehensive Transportation Demand Management Program and Implementation Strategy for York Region and authorization to issue a Request For Proposal for consultant assistance in developing the strategy.

3. BACKGROUND

York Region has included Transportation Demand Management policies in a number of Council-adopted Plans

In addition to expanding our transportation network, York Region is working to reduce the travel demands on our roads. Transportation Demand Management (TDM) is a suite of policies and programs designed to reduce single-occupant vehicle trips and promote sustainable transportation. TDM can include increased use of transit, carpooling, walking, and cycling, as well as trip elimination through initiatives such as telecommuting. TDM programs implemented to date, such as Smart Commute, have helped to reduce congestion on the Region's road network and provided more travel options for residents.

York Region's Transportation Master Plan (2009) recommended that, even with ongoing capital improvements to the Region's road network, aggressive TDM policies are required to accommodate the anticipated growth in population and employment, and the trips they generate, between now and 2031. Also, through the Pedestrian and Cycling Master Plan, adopted by Council in 2008, the Region is working to create a Region-wide network of cycling facilities and supporting outreach programs that aim to facilitate cycling as an alternative to automobile trips. The newly updated Regional Official Plan (2010) includes a series of aggressive trip reduction policies, including requiring that transportation studies and development applications include TDM measures and programs.

Many partners play a role in implementing transportation demand management measures, including Regional departments, local municipalities, non-profit organizations, and the private sector

Promoting sustainable transportation can be done in many ways and support a number of policy objectives. As such, a number of different partners and stakeholders are involved in implementing TDM in York Region. Regional staff have taken an active role in developing and implementing TDM programs. Programs include:

- Smart Commute, which is now partly funded by Metrolinx, York Region and local municipalities, and works with businesses in York Region to provide commute options for their staff. The Region continues to fund three Smart Commute offices: Central York, Markham Richmond Hill, and North Toronto Vaughan. In 2010, they reduced vehicle km traveled in York Region by more than 2,000,000 km and avoided 466 tonnes of greenhouse gas emissions. Smart Commute was originally developed by the municipalities in the GTHA, led by York Region.
- Staff coordinate the Employee Trip Reduction program for Regional employees, which has seen a 17.5% overall increase in the number of staff 'smart commuting' to work since 2006, liaise with the three Smart Commute organizations that operate in different parts of York Region, and review the TDM measures included in transportation studies that accompany development applications.
- The Transportation Services Department implements Complete Streets programs that include initiatives such as High Occupancy Vehicle lanes and bicycle facilities on Regional roads.
- The Community and Health Services Department delivers a number of initiatives that aim to increase physical activity and improve air quality. These initiatives support TDM's goal of reducing trips and increasing the use of sustainable transportation.
- Local municipalities have parallel TDM initiatives that support their own transportation master plans and objectives, including bike facilities on local roads and initiatives that encourage kids to walk and bike to school.

- The development industry, at the request of the Region and local municipalities, has begun including TDM measures in new developments in York Region as part of the development approval process.

4. ANALYSIS AND OPTIONS

NEED FOR THE TRANSPORTATION DEMAND MANAGEMENT PROGRAM AND IMPLEMENTATION STRATEGY

A Program and Implementation Strategy is required to maximize the effectiveness of investments in sustainable transportation options and minimize any duplication of effort

York Region is a leader in implementing TDM initiatives, and has integrated TDM policies into its Transportation Master Plan update and new Regional Official Plan. However, TDM measures have often been implemented in an ad hoc approach. Many measures have been piloted, with a number of successes, such as Smart Commute, but without a well-defined plan or optimal coordination. A TDM Program and Implementation Strategy will allow the Region to implement TDM initiatives in a methodical way so that needed resources and infrastructure can be allocated and coordinated with the phasing of the TDM Program and Implementation Strategy.

In terms of best practices, a number of jurisdictions have improved the impact of their Transportation Demand Management measures by incorporating a variety of programs into a cohesive approach, including the Seattle Region's Commute Trip Reduction Strategy; and Waterloo's Travel Wise program, which coordinates social marketing with the introduction of new transit service, as well as providing employer-based TDM. Within York Region, Smart Commute has won numerous awards for its employer-based work. The Region also recently completed a pilot of a household marketing program that provided travel option information to interested households in Thornhill, resulting in a 17% drop in single-occupant vehicle trips. The Strategy will include research into a number of best practices across Canada and internationally.

The Strategy will identify any necessary new policies, recommend clear roles for all partners, including local municipalities, Regional departments, and non-governmental partners, and clarify the Region's role in TDM initiatives, including those where it is not the lead agency. A comprehensive strategy is also needed to establish a coordinated implementation approach that maximizes the resources of all partners and minimizes duplication. The final TDM Program and Implementation Strategy will clearly spell out the costs, funding sources, and resources required to implement a broad-based TDM program in York Region.

PROPOSED FRAMEWORK FOR DEVELOPING THE TRANSPORTATION DEMAND MANAGEMENT PROGRAM AND IMPLEMENTATION STRATEGY

The TDM Program and Implementation Strategy will have a number of components, including an analysis of existing TDM programs, research on best practices, and an implementation strategy. A Technical Advisory Committee (TAC) will be established, consisting of representatives from the following partners:

- York Region –Planning.
- York Region – Public Health.
- York Region – Transportation Services.
- York Region Transit.
- York Region Public and Catholic School Boards.
- Three Smart Commute TMAs in York Region.
- Nine Local Municipalities in York Region.

Consultation with partners and stakeholders will be a key component of the Program and Implementation Strategy

Consultation with stakeholders, particularly local municipalities, will be extensive and collaborative to ensure that the Strategy components will not overlap with similar initiatives that may be undertaken by local municipalities and the school boards. Beyond the work of the Technical Advisory Committee, consultation will include the following, at a minimum:

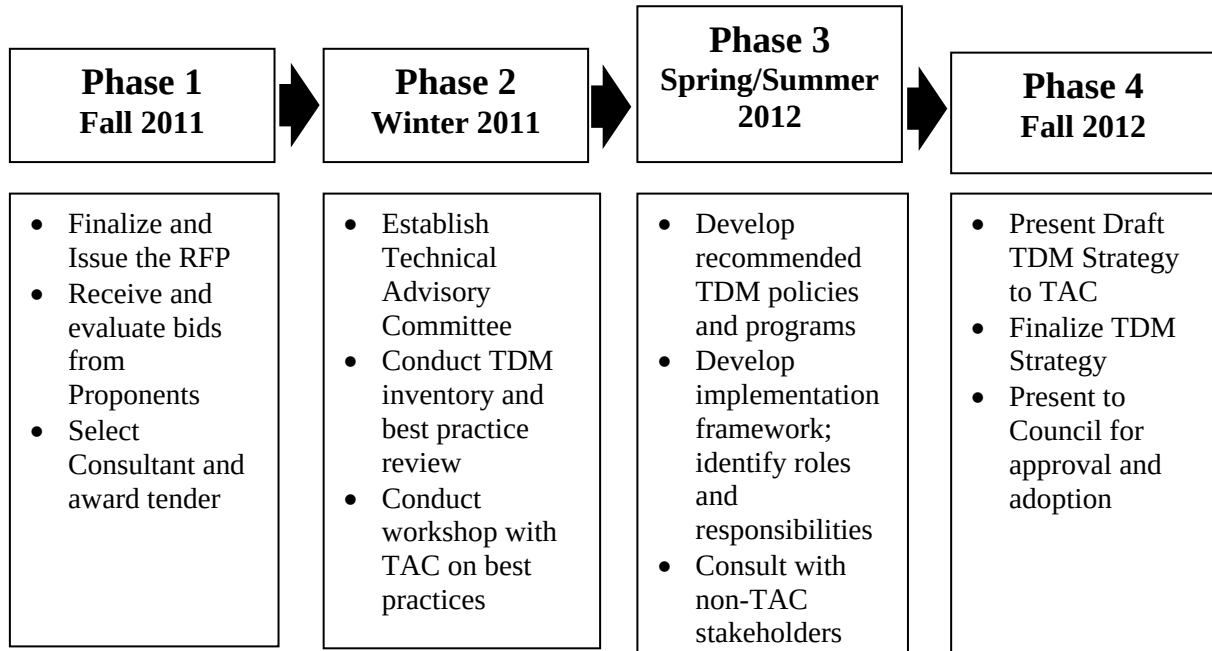
- A workshop to present TDM best practices to the Technical Advisory Committee members.
- Consultation with internal Regional agencies and departments.
- Consultation with outside stakeholders and agencies, such as the development industry.

Preliminary consultations with the development industry have already occurred at a GTA-wide level. In collaboration with other GTA Regions and municipalities and the Canadian Urban Institute, York Region participated in a workshop with the development industry in June of this year to elaborate on the TDM concept and the value it could add to new developments.

Developing the Program and Implementation Strategy will consist of key steps through Fall 2012

Figure 1 illustrates the proposed steps in the work plan to create The TDM Program and Implementation Strategy.

Figure 1
Proposed Phasing Schedule and Key Steps



The TDM Program and Implementation Strategy will have the following key objectives and deliverables that will be developed through the process outlined in *Figure 1*:

- Provide a review and summary of York Region and GTHA-wide TDM policies and an analysis of how these policies relate to each other, including any other Regional priorities and policies that could be furthered through Transportation Demand Management (e.g. Public Health policies that promote healthy communities, Intelligent Transportation System efforts to provide real-time travel information to travelers such as traffic and transit service conditions and alerts).
- Provide an overview of the TDM programs that have been implemented, either presently or in the past, by various partners and stakeholders in York Region, including an evaluation and assessment of completed and on-going initiatives (based on program impact and cost effectiveness).
- Identify partners that play a role, or could play a role, in developing and implementing TDM programs, including governments, non-governmental organizations, and the private sector.
- Identify best practices, based on case studies of TDM programs that have been implemented successfully in other jurisdictions that are applicable to York Region's context.
- Recommend TDM policies and programs for York Region to implement within 1 year, 5 years, and 10 years, and longer-term, with appropriate partners for each program.

- Develop a framework for implementing these policies and programs, which outlines the roles of the stakeholders identified in the report, as well as the role of various departments within the Region, with an estimate of the staff requirements and financial resources required, on an annual and overall basis, to implement the recommended TDM policies and programs.

An Implementation Strategy will be as important as the recommended transportation demand management policies and programs

Effective TDM requires an ongoing commitment from all involved partners that play a role in delivering TDM programs. For this reason, creating an implementation framework that utilizes the resources of all partners effectively, minimizing duplication, is just as critical to the Program and Implementation Strategy as the policies and programs that are developed as part of the work plan. Consequently, the preferred Consultant will be expected to have experience in implementing TDM programs as well as developing TDM policies. The implementation framework will identify the appropriate phasing of the policies and programs, identifying those that can be implemented within one year, five years, ten years, and even longer term programs.

Partnering with developers to implement transportation demand management programming establishes sustainable travel options in new development areas, and saves both the developers and the Region money on new transportation infrastructure

The Region has partnered with a number of developers to create TDM programs and facilities in new developments, such as outreach programs. This approach offers an important opportunity to improve the travel options for residents without any cost to the Region. These programs are a cost-effective alternative to road widenings and new construction which carry significant up-front costs for the development industry, the Region, and local municipalities. Formalizing the process of working with developers to implement and monitor TDM will be an important part of the work plan for the TDM Program and Implementation Strategy.

A Request for Proposals will be issued in Fall 2011 for the Study to be completed in the Fall of 2012

The project is expected to be completed nine months from the time a consultant is selected to assist with the Program and Implementation Strategy. The Strategy will set out policies and programs to be implemented over the short, medium, and long-term. Once completed, the Program and Implementation Strategy will be brought to Council for review and endorsement.

5. FINANCIAL IMPLICATIONS

The cost for the consultant assignment to develop the Transportation Demand Management Program and Implementation Strategy is expected to be in the range of \$200,000. The precise cost will be determined once the work program and terms of reference are developed in more detail, and the proposals are received from proponents. The budget for the study is approved as part of the Roads 10-year capital plan.

6. LOCAL MUNICIPAL IMPACT

Local municipal staff will play a key role in the Technical Advisory Committee

Local municipalities will have many opportunities to contribute to the Program and Implementation Strategy. Unlike other areas of municipal service where there are clear delineations in the role of local municipalities and the Region, both support TDM policies and programs, and both target the same 'end-user', being either the commuter or resident. As such, the Region will work closely with local municipalities throughout the TDM Program and Implementation Strategy development process to ensure all parties are clear on their roles and responsibilities.

Some local municipalities are in the process of developing transportation demand management strategies or plans, concurrent with the Region's work plan

Regional staff have received input and comments from Markham, Richmond Hill, Vaughan, and Newmarket staff to identify ways to support each other's efforts and develop the Terms of Reference for the Program and Implementation Strategy. The Region will provide input to the local municipal studies and vice versa. There are certain areas, such as parking requirements and standards, where it is more appropriate for local municipalities to play a lead role. In such cases, the Region will play more of an advisory role.

7. CONCLUSION

Transportation demand management programs support the Region's efforts to maximize the utility of its existing infrastructure and minimize the need for new or widened roads. Transportation demand management consists of a broad array of initiatives that promote increased use of transit, walking, cycling, carpooling, and alternative work arrangement such as telecommuting.

Developing a Transportation Demand Management Program and Implementation Strategy will allow York Region to apply its experience in TDM implementation in a manner that maximizes its resources and achieves the policy objectives of several Regional departments. Increasing use of sustainable modes of travel and reducing trips support the efforts of the Region's sustainability objectives.

The work plan to develop the Transportation Demand Management Program and Implementation Strategy includes research on existing TDM programs in York Region, an examination of best practices, and recommendations of the most appropriate policies and programs for York Region. Local municipalities and regional departments will be consulted extensively through participation in a Technical Advisory Committee. Just as crucial to the Strategy will be the creation of an implementation framework that sets out concrete and realistic steps to make the Strategy a reality, and leverage the resources of all potential implementation partners.

This report seeks Council's endorsement to retain an outside consultant to assist staff in developing the Program and Implementation Strategy.

For more information on this report, please contact Richard Hui, Manager, Transportation Planning, at 905-830-4444, Ext. 1578 or Loy Cheah, Director, Infrastructure Planning at Ext. 5024.

The Senior Management Group has reviewed this report.