4. MUNICIPAL TDM PRACTICES ELSEWHERE

4.1 Ontario

Ontario communities, like those across Canada, are still in the relatively early stages of developing comprehensive and effective municipal TDM programs that are supported by strong policies. Some examples of the most progressive TDM programs follow:

- **The Black Creek Regional Transportation Management Association** (see [www.bcrtma.org](http://www.bcrtma.org)) was initiated as a TDM pilot project of the City of Toronto. The Black Creek TMA which offers its members (about a dozen employers in northwest Toronto) ridematching and guaranteed ride home programs, coordination of special events, and general assistance in developing commuter options programs. The TMA is largely driven by the needs and activities of its most dynamic member, York University, which (like McMaster University) is trying to manage parking and congestion challenges while supporting growth in campus population and building needs.

- **The Kitchener-Guelph Traffic Reduction Initiative** (see [www.wpirg.org/traffic](http://www.wpirg.org/traffic)) is a community-based project of the Public Interest Research Groups (PIRGs) of Waterloo and Guelph, sponsored by (among others) the cities of Guelph, Kitchener and Waterloo and the Region of Waterloo. It works with major employers (including the City of Guelph, the University of Waterloo, the University of Guelph, and Cambridge Memorial Hospital) to improve commuter options. It offers Internet-based ridematching among other services.

- **The City of Ottawa’s TravelWise program** (see [www.ottawa.ca/travelwise](http://www.ottawa.ca/travelwise)) is a community-wide TDM initiative that has focused primarily on special events and public education. The program has two full-time staff members. Its accomplishments include creation of an interdepartmental TDM Task Force, creation of a Round Table for employers with TDM programs, development of a comprehensive Web site with information on using sustainable travel modes, development of a successful commuter options program with Nortel Networks, a high-quality cycling route map, an annual cycling guide distributed to households across the community, the installation of bike lockers at rapid transit stations, successful Commuter Challenge and International Walk to School Day events, an Active and Safe Routes to School pilot project, and annual cycling awards. The City’s plans to more actively engage area employers appear to have lost forward momentum due to fallout from 2001’s municipal amalgamation and subsequent budgetary issues.

4.2 Rest of Canada

A number of Canadian cities are working to build community-wide TDM programs. These include:

- **Greater Vancouver’s Go Green Choices program** (see [www.gogreen.com/choices](http://www.gogreen.com/choices)), delivered by a non-profit group (Better Environmentally Sustainable Transportation, or BEST) on behalf of the Greater Vancouver Transportation Authority (TransLink). Go Green Choices supports employer-based TDM programs (including several TMAs) through training and program development assistance, information sharing events (e.g. quarterly seminars), promotional events (e.g. transportation fairs, Commuter Challenge, Bike Month), cycling skills training. Go Green Choices also promotes the ridesharing programs of the Jack Bell Foundation, an independent provider of vehicles and ridematching services for carpools and vanpools.
• **Calgary’s Escape the Rush information campaign** (see [www.calgary.ca](http://www.calgary.ca)) increases awareness among businesses and the general public of TDM’s benefits, and encourages local employers to improve commuter options for their workers. The program focuses on promoting modal shift to walking, cycling, transit and carpooling, as well as on flexible work hours and teleworking.

• **The Allégo program of Montreal’s Agence métropolitaine de transport** (see [www.amt.qc.ca](http://www.amt.qc.ca)) works with businesses to improve commuter options for their employees. Allégo has supported the creation of a number of TMAs and supported projects in the areas of employee commuting surveys, ridesharing and workplace shuttles.

• **Halifax’s TRAX program** (see [www.trax.ns.ca](http://www.trax.ns.ca)) is delivered by the non-profit Ecology Action Centre with support from federal, provincial and local governments. TRAX offers ridematching, cycling promotion, special events, employee surveys, and other services to area employers.

### 4.3 United States

Community TDM practices in the United States are substantially more widespread and comprehensive than those in Canada. The principal reasons for this include an earlier start (about 10 years earlier), substantial federal and state money for programs that fight mounting air quality and congestion problems, and progressive federal taxation policies that make employer-provided commuting subsidies non-taxable.

U.S. practices have also been credited with greater success, due in part to their earlier start and greater funding levels, but also because they have been applied during a period when the incremental improvement in public transit services has greatly outstripped that seen in Canada, where transit funding has stagnated or dropped in many jurisdictions.

One of the most significant differences between Canada and the US is the treatment of transit and vanpool benefits. In Canada, employer provided transit benefits are a taxable benefit. Conversely, in the U.S., the most recent Federal legislation (TEA 21) allow for $100/month in tax-free benefits to employees using public transportation and vanpools. As a result, a number of companies specializing in the implementation of transit-pass programs on behalf of employers have been established.

Due to the large differences between Canada and the United States in the areas of tax incentives for TDM, this report does not provide a detailed review of best practices outside of Canada.

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2 Association for Commuter Transportation (ACT), http://tmi.cob.fsu.edu/act/tea21/tea21X.asp
5. TDM POLICY ISSUES

Effective TDM requires a supportive policy foundation that can ensure consistent long-term direction and resource availability. The inclusion of TDM policies in Official Plans and Transportation Master Plans is evidence of a principled and lasting commitment, and confirms that demand management is an essential part of a community’s overall transportation strategy.

There are five key issues that, ideally, would be addressed in a TDM policy document. These are listed below and discussed in the subsequent sections:

- Need and justification
- Objectives
- Positioning
- Roles and responsibilities
- Program development

5.1 Need and Justification

Communities across North America have firmly declared the era of predict-and-supply transportation strategies to be over. The new sustainability paradigm calls for the active, concurrent management of demand and supply to achieve an optimal balance among financial, social and environmental objectives.

Master plans and official plans should reflect a long-term perspective, anticipating future needs and effective responses to them. Examining the importance of TDM in American cities gives us a clue of where Canadian communities, even those who have yet to actively pursue TDM strategies, are likely headed. The transportation funding crisis that our communities find themselves in only strengthens this conclusion. If cities like Hamilton do not (and likely will not, for the foreseeable future) have sufficient funds to build and maintain the transportation infrastructure they need, managing demand is not only part of a balanced scenario—it could become a principal tool for managing our urban transportation systems.

But financial considerations are not the only driver for TDM. A number of other quality of life objectives, like those identified in Hamilton’s Vision 2020, are directly supported by demand management measures. These include improved air quality, more active lifestyles, support for businesses, energy efficiency, and personal choice and equity. Explicit linkages to these areas can strengthen the rationale for TDM.

Directions for TMP policy:

- Validate the concept of TDM as an essential part of Hamilton’s transportation strategy
- Explain that demand management is a necessary complement to infrastructure supply and operation
- Identify TDM’s benefits for the transportation system
- Identify TDM’s benefits for the community vision or other municipal goals
5.2 Objectives

A municipality is likely to set two types of objectives for TDM in its policy documents:

- **System objectives** are higher-level transportation goals, such as:
  - Shifting travel from single-occupant vehicles to walking, cycling, transit and/or carpooling
  - Limiting growth in traffic volumes, congestion and parking demands
  - Shifting transportation demand to off-peak hours
  - Improving air quality and preserving efficient goods movement
  - Maintaining accessibility of strategic areas such as downtowns, business parks or university campuses

System objectives indicate the intent of a certain policy or program direction. However, they cannot be relied on as the sole descriptors of desired program outcomes because they are too general to be used for monitoring or evaluation purposes. The factors that influence success (or lack of it) in reaching these objectives are simply too numerous, and frequently complex. For example, TDM programs may not increase transit use if service cuts lead to reduced route frequencies and higher fares.

- **Program objectives** are specific to an endeavour, and for TDM could include such general outcomes as:
  - Building public awareness and support for sustainable travel options
  - Providing practical, user-oriented information about sustainable travel options to residents, employers and institutions
  - Providing tools and assistance to partners who are undertaking their own TDM measures (e.g. employers, post-secondary institutions, non-profit community groups)
  - Increasing the number of employers and educational institutions that actively support commuter options for their employees and/or students
  - Leading by example through internal TDM programs that improve commuter and business travel options for municipal employees, and through improvements to public facilities that encourage sustainable travel by the public

Accomplishment of these objectives, to some extent, can be measured and attributed to measures undertaken as part of a TDM strategy.

**Directions for TMP policy:**

- Identify the system objectives that are most relevant to Hamilton’s situation, and that may provide a sense of overall direction for the development of TDM strategies. These might focus on rebuilding transit ridership, increasing cycling and carpooling, maintaining access to McMaster University, and helping to improve air quality. (Note that the objective of reducing parking demand in the downtown area is excluded.)
because the most effective tools to do so are likely to be parking supply restrictions and pricing disincentives. From the viewpoint of building public support for TDM, both of these tools are better applied outside the scope of a TDM program. See Section 4.3 for more on this point.)

- Identify program objectives that are consistent with the challenges and opportunities that are known or expected to arise. The use of an appropriate level of detail is important, because more detailed program planning is likely necessary to establish detailed or quantified targets (e.g. number of employers with programs, specific TDM tools to offer to partners). Program objectives for Hamilton might include all those listed above, with specific references made to developing a pilot TMA in concert with the upcoming GTA-wide Smart Commute Initiative, and to working with McMaster University to strengthen its TDM program.

5.3 Positioning

When TDM is introduced through policy channels, it is important to place it in proper perspective. The following qualifications should be made to ensure that decision-makers, senior staff and members of the public maintain a positive but realistic view of what TDM can do for the community:

- TDM does not force people to change how they travel. Rather, it modifies the social and economic contexts within which people make their travel decisions. It is not reasonable to expect people to choose a method of travel that is not best for them. Likewise, “wishful thinking” approaches are ineffective. TDM should strive to make real improvements that help people make travel choices that are best for both themselves and the community.

- Long-term TDM success will rely on effective land use planning and development controls, and on the delivery of essential transportation infrastructure and services that make walking, cycling and public transit viable as travel options.

- Expectations for TDM must be realistic, and recognize that it takes time to change the complex social systems that surround transportation. They must also be in accordance with the resources and priority the community is willing to accord to TDM.

- TDM should be presented as a tool to achieve positive change and better travel options, as much as possible. While disincentives (road tolls, parking fees, driving prohibitions, etc.) are well within the TDM toolbox, they are best reserved for situations where crisis is imminent or where public receptiveness has otherwise been confirmed. TDM programs can easily become a target for public discontent, so they should continually present those responsible for TDM as allies of the travelling public.

- TDM in an environment like Hamilton’s should not be “anti-car”, and should actively include drivers by helping them save money through responsible vehicle operation. TDM messages should stress the positive benefits of desirable travel options (e.g. cheaper, healthier, more fun). More aggressive approaches may work in communities where drivers can easily see the disbenefits of their current behaviours, but in a community with little congestion and few parking problems they are more likely to be counterproductive.
Directions for TMP policy:

• Clearly establish a positive role for the TDM program by delegating disincentive-based transportation measures (e.g. user fees) to other policy areas (See Funding and Financing Paper)

• Manage expectations by clarifying that the most meaningful TDM goals are likely long-term. The TMP policies will be a starting point, and must be followed up with program development. Progress will be incremental and will require steady support, determination and patience

• Identify linked needs such as compact mixed land uses and higher transit service levels

5.4 Roles and Responsibilities

It is helpful for TMP-level policies to identify or allocate responsibility for different actions. Required tasks that lie outside the scope of Council’s authority should be clearly identified as such, to minimize confusion and maximize their odds of actually getting done. Policies are also an opportunity to lay the groundwork for future relationships with others by clearly establishing related Council positions.

Policies should place responsibilities into one of three categories:

• Actions by the City that lie within its mandate and authority, such as developing tools and services, conducting outreach and education, and operating its own facilities

• Actions by others that the City can influence through the provision of assistance, the creation of partnerships, the use of its powers of approval, and so on. These could include measures undertaken by business groups, developers, employers, schools or community groups

• Actions that the City may ask others to undertake, such as legislative changes, resource contributions or project participation by senior levels of government

Directions for TMP policy:

• Identify tasks that the City will be responsible for, including leading by example and offering tools or services that help others

• Identify tasks that the City will actively encourage and help others to do, such as setting up employer-based commuter options programs, including bike racks and shower facilities in new commercial developments, or developing active and safe routes to school for students

• Identify things that City would like the provincial and federal governments to do, such as contribute to pilot projects, enact legislation to encourage employer-provided transit benefits, and so on
5.5 Program development

Key principles to help guide the development of municipal TDM programs include:

- One of the most effective ways to demonstrate the viability and benefits of TDM measures is to **lead by example**. Municipalities are large employers and thus generate significant commuting activity. They also operate facilities that act as major travel generators for the public, including administrative buildings, arenas, libraries, conference centres and entertainment venues.

- Programs should be based on a **strong community dialogue** around sustainable transportation needs and solutions, which may already exist or which may need to be created. Advisory Committees, public information sessions, stakeholder workshops and outreach to school boards or business groups are all useful ways to get in touch with what people want, and what they are willing to do. Dialogue will help lead to TDM programs that **fit the unique context** of a given community, with its own opportunities and challenges. Measures that work in other cities may need to be adapted significantly before local application.

- Governments must **leverage resources** by providing the motivation for others to act, and by enabling and assisting their actions. Accessing these resources may be made easier by **structuring programs around “channels”** or delivery mechanisms. These include other municipal departments (e.g. to enable leadership by example), employers (as individuals or in groups like TMAs), educational institutions (from elementary schools through to post-secondary institutions), non-profit organizations (like neighbourhood associations and environmental interest groups), and individual households.

- Policies may **highlight the wide variety of TDM measures** that are possible, if only to demonstrate openness and preserve options at an early stage.

- There are benefits to be gained by **highlighting linkages** among program elements, so that individuals see the improvements to their transportation choices as more than a collection of unrelated changes. Most TDM programs **adopt an identity** (or “brand”) that provides a foundation for a stronger relationship with transportation consumers.

- It is important to **monitor and evaluate programs**, especially in the early stages, to enable continuous improvement. Program managers should learn from experience and modify programs if it improves the odds of success. It’s also wise to build in opportunities for user feedback, otherwise the thoughts of those people making the effort to communicate are likely to be negative.

**Directions for TMP policy:**

- Make leadership by example a priority, but emphasize the need for realistic, positive and inclusive steps (as discussed in Section 4.3) and refrain from committing to measures that may prove too difficult or costly. Address the need for measures to improve commuting and business travel options for employees, and to improve travel options for visitors to municipal facilities.

- Commit to consultation as a part of program development, perhaps as a temporary task force or advisory committee. The end product will have greater credibility among stakeholders, partners and the public if it reflects their input.
• List the diverse areas of possible TDM activity, including but not limited to communications, education, promotional events, technical assistance, tool development, service provision, and research and monitoring. Mention existing commitments to major initiatives.

• Identify key program delivery channels (employers, educational institutions, community groups and households), and the need and desire to work with stakeholders within those channels. Highlight groups that represent priority channels (e.g. employers through TMA formation).

• Explore the notion of branding the program to make TDM tools and services more identifiable and accessible to the public.

• Affirm that program development will be an iterative process that relies on monitoring and evaluation.
6. **RECOMMENDED POLICIES**

The purpose of this Phase 2 component of the Transportation Master Plan is to set out a series of policy directions to guide the development of the final Transportation Master Plan. This section identifies recommended TDM policies for inclusion in Hamilton’s TMP. These concise recommendations build on the discussion in Section 5, and presume that the TMP will contain additional discussion that provides context for both policy and implementation recommendations.

There are a number of steps that are required, including the completion of Phase 3, that need to occur before the final plan can be implemented. However, in building momentum for the Transportation Master Plan, and subsequent Official Plan, a number of possible implementation actions could be considered as identified below. It is noted that these are implementation initiatives only and may evolve after the approval of the basic policy recommendations.

<table>
<thead>
<tr>
<th><strong>Recommended Policy</strong></th>
<th></th>
</tr>
</thead>
<tbody>
<tr>
<td>Apply travel demand management strategies as an essential part of land use controls and the provision of transportation infrastructure and services, in pursuit of a more sustainable transportation system.</td>
<td></td>
</tr>
</tbody>
</table>

**Implementation**

- Create and fill the position of TDM Coordinator within the city staffing structure, to be responsible for leading and managing the City’s implementation of these recommended policies
- In close consultation with local residents, businesses and other initiatives such as the Smart Commute Initiative, develop a comprehensive TDM implementation plan that will confirm key objectives, set priorities for short-term action, and identify required resources
- Assign direct and indirect responsibilities for TDM-related action within the municipal organization, ensuring consistency and mutual support among diverse programs including those related to traffic, transit, parking, environment, development approvals, health and recreation

<table>
<thead>
<tr>
<th><strong>Recommended Policy</strong></th>
<th></th>
</tr>
</thead>
<tbody>
<tr>
<td>Actively consider TDM as a component of other initiatives intended to increase walking, cycling, transit use and carpooling, particularly to and from major travel destinations including the downtown core and McMaster University</td>
<td></td>
</tr>
</tbody>
</table>

**Implementation**

- Explicitly consider TDM in all municipal transportation plans and studies (e.g. Class EA projects and Neighbourhood Traffic Management Plans) including the degree to which it can help achieve key objectives, and what actions are required to do so
- Through appropriate forums, working groups and other avenues, encourage partners and other external organizations to consider TDM fully in their own transportation plans
Recommended Policy
Demonstrate a strong organizational commitment to TDM through adoption of a “leadership by example” role

Implementation
- Improve commuter options and business travel options for municipal employees, including providing more shared use vehicles for employees to travel to meetings during working hours
- Improve travel options for clients and visitors to municipal facilities, including better pedestrian connections, bicycle parking, transit information and so on. (See Walking and Cycling Paper and Transportation Targets Paper)

Recommended Policy
Build public awareness of sustainable travel options and their personal and community benefits

Implementation
- Promote sustainable transportation choices through communications and outreach methods including Web sites, cycling route maps, cycling skills training, household flyers, media relations, and special events that raise the profile of sustainable transportation choices and encourage trial by individuals
- Consider the use of a TDM program identifier to link initiatives and provide a recognizable platform (or “brand”) for TDM tools, services and communications

Recommended Policy
Maximize the effectiveness and value of municipal TDM investments by fostering partnerships with local businesses, educational institutions and community groups

Implementation
- Develop a suite of TDM tools and services that can be applied by employers, schools and community groups
- Work with the business community to identify and address TDM opportunities such as tools and training to improve employer-based commuter options programs
- Develop a pilot transportation management association (TMA) with local institutions and employers, in conjunction with the SmartCommute Initiative
- Work with McMaster University to strengthen its local leadership role in developing and evaluating new TDM initiatives, and facilitating their TDM program
- Work with elementary and secondary schools to identify and address TDM opportunities, such as the development of an Active and Safe Routes to
School program

- Help community associations, interest groups and non-governmental organizations develop and implement TDM-related initiatives, particularly those aimed at families and individuals
- Regularly recognize and reward community partners in TDM initiatives

**Recommended Policy**

Work with other governments and agencies to strengthen TDM initiatives in Hamilton through intergovernmental partnerships like the SmartCommute Initiative

**Implementation**

- Solicit the active support and participation of the Province of Ontario and the federal government in TDM initiatives, including financial assistance for pilot projects and legislative amendments to encourage employer-provided transit benefits
- Work with adjacent municipalities, particularly those in the GTA, to implement consistent and mutually-supportive TDM initiatives on a regional level

**Recommended Policy**

Monitor TDM initiatives and their effects, with the goal of continually improving related tools and services

**Implementation**

- As part of a broader TDM implementation plan, establish a framework for measuring and reporting on TDM activities, starting by measuring progress of the Smart Commute Initiative
7. IMPACTS OF POLICY OPTIONS

7.1 Assessment Factors

The assessment of policy options is based on factors for achieving sustainable growth and development across all of the policy papers developed in this project. They fall under the three major categories of social, economic and environmental impacts, and they are briefly described below.

<table>
<thead>
<tr>
<th>Impact</th>
<th>Acts on</th>
<th>Description (or examples)</th>
</tr>
</thead>
<tbody>
<tr>
<td>Social</td>
<td>Residential communities</td>
<td>Improves quality of life in neighbourhoods</td>
</tr>
<tr>
<td>Safety and security</td>
<td></td>
<td>Reduces collisions; improves personal safety and security</td>
</tr>
<tr>
<td>Ease of implementation &amp; governance</td>
<td></td>
<td>Provides clarity, measurability, accountability</td>
</tr>
<tr>
<td>Economic</td>
<td>Development</td>
<td>Attracts employment, capital, optimal use of transportation infrastructure capacity, and future land use</td>
</tr>
<tr>
<td>Land value</td>
<td></td>
<td>Increases land value, or does not decrease land values</td>
</tr>
<tr>
<td>Operating and capital costs</td>
<td></td>
<td>Reduces or defers public and private costs of transportation capital (construction or acquisition of fixed infrastructure and rolling stock) and operations (maintenance, enforcement, delay, fuel, etc.)</td>
</tr>
<tr>
<td>Congestion</td>
<td></td>
<td>Improves traffic flow (or slows deterioration thereof)</td>
</tr>
<tr>
<td>Environmental</td>
<td>Air quality</td>
<td>Reduction of Criteria Air Contaminants</td>
</tr>
<tr>
<td>Noise and vibration</td>
<td></td>
<td>Minimizes noise impacts</td>
</tr>
<tr>
<td>Natural environment</td>
<td></td>
<td>Improves water quality, green spaces, flora and fauna etc.</td>
</tr>
</tbody>
</table>

The rating system that will be used to apply these criteria is a visual five-point scale, to reflect a range from strong positive impact to strong negative impact. (+, +, 0, −, −)

+ Represents the strong positive impact, 0 represents absence of significant impact either way, and − represents strong negative impact.

7.2 Summary of Impacts

Exhibit 7.2 provides an overall summary of the potential impacts of the proposed recommended TDM policy options. By nature, TDM policies should produce social and environmental benefits because they are intended to improve and expand the travel options available to individuals. The only potential negative implication (for any resident including current car users) of TDM is that the
City may need to apply staff and financial resources to implement these policies. However, the pay-offs in terms of improved travel options and reduced auto trips are expected to far outweigh these resource requirements, particularly if the private sector is encouraged to participate and contribute.
### Recommended Policies

<table>
<thead>
<tr>
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</tr>
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<td>+</td>
<td>+</td>
<td>+</td>
</tr>
<tr>
<td>Demonstrate a strong organizational commitment to TDM through adoption of a “leadership by example” role</td>
<td>0</td>
<td>0</td>
<td>+</td>
</tr>
<tr>
<td>Build public awareness of sustainable travel options and their personal and community benefits</td>
<td>+</td>
<td>+</td>
<td>+</td>
</tr>
<tr>
<td>Maximize the effectiveness and value of municipal TDM investments by fostering partnerships with local businesses, educational institutions and community groups</td>
<td>+</td>
<td>+</td>
<td>-</td>
</tr>
<tr>
<td>Work with other governments and agencies to strengthen TDM initiatives in Hamilton through intergovernmental partnerships like the SmartCommute Initiative</td>
<td>+</td>
<td>+</td>
<td>+</td>
</tr>
<tr>
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</table>