

Transportation Demand Management Plan for Greater Sudbury

Background:

Greater Together (2015), the Corporate Strategic Plan for the City of Greater Sudbury contemplates a more sustainable approach to how the City plans and delivers infrastructure. A priority of Greater Together is for the City to provide quality multimodal transportation alternatives for roads, transit, trails, paths and sidewalks that connect neighbourhoods and communities in Greater Sudbury.

The Transportation Master Plan (TMP) was updated in 2016 to better align with these priorities by taking a sustainability-focused approach to optimizing and enhancing the transportation network. The TMP outlines a cycling facility network, and recommends a suite of policy options to support the delivery of pedestrian and cycling infrastructure and a Complete Streets approach in Greater Sudbury. In line with this approach, the TMP recommends that the City prepare a Transportation Demand Management Plan for the community to ensure the infrastructure being delivered is complemented by appropriate policies and programs.

In May 2017, the Operations Committee was presented with an introductory report on transportation demand management, which defined TDM as the application of strategies and policies to influence travel behaviour, with the objective of both reducing overall demand, especially from single-occupant vehicle use, and seeking to influence when and where this demand occurs. The report further outlined the potential benefits of developing a TDM Plan for Greater Sudbury.

In late 2017, the City of Greater Sudbury began working to develop a Community Energy and Emissions Plan, which will be a comprehensive, long-term plan to improve energy efficiency, reduce greenhouse gas emissions and foster local sustainable energy solutions in the community. Transportation is identified as a priority Action Area in the provincial [Climate Change Action Plan](#) and the Transportation sector is responsible for contributing more than 35% of greenhouse gas emissions in Ontario today. Moving forward with implementing transportation demand management measures and encouraging more sustainable travel will contribute to reducing emissions in Greater Sudbury.

In January 2018, the City of Greater Sudbury was recognized with a Bronze Bicycle Friendly Community Award from Share the Road Cycling Coalition. By participating in this voluntary evaluation process, staff received valuable feedback on how the community can move towards the Silver level designation. This feedback included a recommendation that the City expand education efforts to more thoroughly engage the schools in Greater Sudbury through active school travel programs and cycling education, which is part of a comprehensive TDM Plan.

Plan Development Process and Public Consultation:

Development of the Transportation Demand Management Plan for Greater Sudbury is made possible by the Canada-Ontario Public Transit Infrastructure Fund (PTIF). WSP was retained by the City of Greater Sudbury in April 2017 to lead the preparation of the TDM Plan.

From May 15 to June 9, 2017, Greater Sudbury residents were invited to complete an online survey to provide the consultant team and City with information on how, why, and where they travel. The survey was completed by nearly 1500 residents, which provided the team with excellent data from which to develop a community profile.

Further resident engagement took place in September 2017, with a Public Consultation Session that was complemented by a Stakeholder Workshop, which brought together staff from various City divisions, major employers, school boards and travel service providers in the community. Members of the Sustainable Mobility Advisory Panel (SMAP) also took part in a workshop style meeting during this period.

The draft TDM Plan was circulated to internal staff in Planning Services, EarthCare Sudbury, Greater Sudbury Transit, Leisure Services and within Infrastructure Capital Planning Services for feedback. The draft TDM Plan was also circulated to members of the Sustainable Mobility Advisory Panel (SMAP) for their feedback prior to finalizing the document. Further details on consultation efforts are included in Attachment 2.

Themes Emerging from Public Consultation:

1. Transit – The transit system needs to be safe and efficient, with more frequent service. An application with real time updates will encourage more people to take transit, as this makes it easier to plan their day.
2. Infrastructure – There is a need for an increase in active transportation infrastructure in Greater Sudbury. From sidewalks, bike lanes, trails, connections to destinations and end-of-trip facilities, residents believe that investment in more infrastructure will give more people the opportunity to be active.
3. Community Partnerships – There is a need in Greater Sudbury to have organizations and the municipality partner in the pursuit of a more sustainable community. Keeping the community up to date with new facilities and trails can act as advertisements for active transportation. Integrating rideshare programs or an Uber-like service into the public transit system could also encourage more people to use the system.

4. Education – More awareness of programs available and education on how to use facilities in Greater Sudbury is necessary. From purchasing tickets to taking bicycles on the bus and how to transfer from one line to the other, education is key in getting residents on the move. More education programs should be available through promotional events.
5. Accessibility – Accessibility was a major concern for those in the stakeholder group. There are many seniors in Greater Sudbury that rely on the transit system for travel and without accessible platforms and service, they are unable to travel. Transit drivers and students should be trained in how to help the elderly or people with disabilities to board a bus, while seniors should be educated on their travel options.
6. Parking – It was suggested that parking measures could be put in place to encourage residents to take more sustainable modes of transportation to work. Having Park and Ride facilities, priority parking for carpoolers, and a carbon tax for those who do drive could deter those who do not have to drive to do so.

Vision and Principles:

The Vision and Principles for the TDM Plan were developed based on feedback received during public and stakeholder consultation. Residents, members of the Sustainable Mobility Advisory Panel, City staff from various Divisions and other community stakeholders including representatives of major employers, local school boards and agencies contributed to the development of this Vision and Principles.

The Vision is what has guided the development of the TDM Plan, and also highlights what may be achieved as a result of implementing the recommendations of the TDM Plan:

Greater Sudbury is a community that embraces sustainable mobility through efficient use of the transportation network and services to ensure that all residents have equal and equitable access to the services they need, the destinations they want to go to and the people they want to see.

The Principles further guide how Greater Sudbury will achieve this vision. By creating a framework that supports the vision, the principles will guide the City's approach for the delivery of TDM measures and programs. These principles are an important part of the TDM Plan and are necessary to support a more mobile Greater Sudbury:

- Safe – The City will provide residents and visitors within the community with sustainable transportation options that will help people feel safe and secure when they are moving around the city.

- Shift Travel Behaviour - The City will create a set of programs and measures that will encourage residents to use sustainable travel modes throughout the year and over the long-term to develop a culture that embraces sustainable travel.
- Integrated – The City will develop a set of policies, programs and measures that will create a seamless sustainable transportation network to encourage the use of sustainable modes. It will also help interested parties to better define their role and assist in the delivery and promotion of sustainable transportation.
- Effective – The programs, policies and measures developed must be reflective of the community and be cost-effective. They must also lead to measurable results indicating that changes in travel behaviour are occurring.
- Inclusive – A set of TDM based programs and sustainable infrastructure which allows all residents and visitors, regardless of age, ability, gender, or socioeconomic background to travel through Greater Sudbury using any sustainable mode they choose.

TDM Plan for Greater Sudbury:

This section presents a high-level overview of what is included in the complete Transportation Demand Management Plan for Greater Sudbury, which forms part of this report, as Attachment 1.

Chapter 1: Introduction to Transportation Demand Management

The introductory chapter of the document lays the groundwork by defining TDM and outlining the vision and principles for the TDM Plan, as well as the benefits it may bring for Greater Sudbury.

Chapter 2: Background and Data

Chapter 2 introduces a community profile of Greater Sudbury and provides a detailed overview of results of the online survey and public consultation activities. This chapter also highlights best practices in delivering TDM measures and programs and presents a policy analysis of select topics.

Chapter 3: Overview of TDM Programs

This chapter introduces a number of proven TDM measures that the City can use to promote and educate residents and visitors on the personal, environmental and community benefits of choosing sustainable modes of transportation. Measures presented here are organized by target audience and whether they are intended for households, workplaces, schools or are identified as other TDM-supportive programs and infrastructure.

Chapter 4: TDM Promotion, Engagement and Development Tool Kit

Chapter 4 presents a tool kit of approaches that the City can use in the promotion of sustainable travel and engaging residents in discussions about TDM in the community.

Chapter 5: Action Plan

The Action Plan details a set of recommended measures and actions that, when taken together, will raise awareness and support Greater Sudbury residents use of sustainable modes of transportation. This chapter also presents an outline for the development of a comprehensive monitoring program.

Appendices:

The Appendices to the TDM Plan provide additional background information and data that was used to inform development of the plan. A summary of public consultation efforts and partnerships is also presented in the Appendices.

Recommendations of the Transportation Demand Management Plan for Greater Sudbury and Action Plan:

The TDM Plan, as prepared by WSP, makes 21 recommendations to assist the City in developing programs and policies for residents and businesses in Greater Sudbury to better manage their travel demand. These recommendations have been organized into broad categories and are presented in Table 1.

Table 1: Recommendations of the Transportation Demand Management Plan for Greater Sudbury

Community Partnerships	
1.	The City should develop a working relationship with community organizations to implement the measures and programs outlined in this plan to provide the support and encouragement needed to residents that will result in long-term changes in travel behaviour.
2.	The City should develop partnerships with local school boards to develop and deliver programs that will support parents, children and staff in making sustainable travel decisions. The City should consider taking part in the Active and Safe Routes to School program and/or the School Travel Planning program in partnership with the school boards and Green Communities Canada. If the City wishes to apply to be a Silver Level Bicycle Friendly Community, it should work with its partners to pilot a School Travel Planning program at a few of the schools within the City in the short term.
3.	The City should continue engaging the community in reducing the use of single occupant vehicles for everyday travel.
4.	Community groups that have invested in sustainable transportation should continue to be supported and be provided with information. These groups, such as the Friends of Sudbury Transit, Rainbow Routes Association and others have invested in providing residents with information, infrastructure and other supportive measures. The City should work with these groups to provide necessary support measures, allowing them to continue in their encouragement of sustainable transportation use.

5.	The City should continue to further develop existing programs and work with the community to develop new initiatives that align with the City's transportation priorities. The Transportation Master Plan should set the stage for identifying program priorities by analyzing existing transportation patterns and the potential for TDM measures and tools to form the basis of new TDM strategies that make better use of existing infrastructure or provide equivalent levels of mobility and accessibility at a lower cost than large scale physical infrastructure.
TDM Working Group	
6.	The City should develop an internal TDM Working Group to, among other things, help integrate TDM and transit into major construction projects. The internal working group can assist in promoting the use of all sustainable transportation options and the linkages between transit and TDM.
7.	Both transit and transportation staff need to work collaboratively in the delivery of TDM programs. This will include promoting and marketing TDM and transit, encouraging the use of sustainable travel options and working with members of the community to shift travel behaviours.
Outreach, Marketing and Education Programs	
8.	The City should evaluate the full list of municipally delivered programs outlined in Chapter 3 against the new objectives of the Transportation Master Plan to establish funding and policy priorities for future outreach, marketing and education programs. This will allow for strategic alignment between the City's Official Plan policy priorities, TMP and TDM objectives.
9.	To promote the use of sustainable modes, a position should be established to market the TDM programs. Sharing this position with transit would be appropriate as the transit system in Greater Sudbury will form the basis of a sustainable transportation network.
10.	The City should establish a promotional and education program as soon as the proposed Marketing and Communications position is filled.
11.	The City should establish ongoing funding for the implementation of the promotion and education campaign as well as for the proposed Marketing and Communications position. This should also be extended to making the Active Transportation Coordinator role permanent.
Wayfinding	
12.	The City should develop a wayfinding program to indicate the routes that are recommended to travel to key destinations. This program should be introduced when a map is created for the community showing active transportation corridors, major transit terminals, key destinations, steep grades and other barriers. This program can significantly increase the level of cycling in the City whether it is for utilitarian or recreational purposes.
TDM Requirements for Development and Official Plan policy	
13.	<p>The City should update the Official Plan to include policies related to the TDM programs and measures. The amendments should include adding to the objectives in Section 11.1, including:</p> <ul style="list-style-type: none"> • 11.1 d. to include reference to compact, mixed-use developments that promote the use of sustainable travel options; • 11.1 e. in addition to promote all travel modes, expand to include incentives, encouragement and education; • 11.1 d. also include long-term shift in travel behaviour; • 11.1 e. add connections to transit via walking and cycling to develop a more comprehensive sustainable travel network.

14.	The City should further add to the new Official Plan policy under 11.2.3 to include: "at the discretion of City staff, TDM programs and measures, as well as supportive infrastructure and services may be required within a traffic study."
15.	The transit policies in section 11.3.2 (6) of the Official Plan be expanded to include bicycle lanes, cycle tracks and pathways to improve access to transit stops.
16.	Programs listed under section 11.9 of the Official Plan should be updated and strengthened to reflect the TDM plan. The Official Plan should include not only promoting the use of sustainable travel modes, but also include educating and encouraging the use of sustainable transportation, developing programs for schools, households and workplaces and developing partnerships with groups who could deliver the programs and measures.
17.	The integration of transit with cycling and walking routes to ensure that the development of a sustainable transportation network is developed that will enable the use of more than one mode to travel to a destination or enable the use of one mode in one direction and then another sustainable mode in the opposite direction due to topography, changes in weather or time of day.
18.	Develop a formalized process for incorporating: <ul style="list-style-type: none"> • TDM soft and hard measures/TDM supportive infrastructure in the existing development applications process as part of a TDM Plan under existing legislation (Planning Act and City by-laws) • TDM Statements, Short and Full TDM Plans into the development process
19.	Lobby the Province for amendments to the Planning Act that would allow municipalities to create enforceable undertakings that would require developers to: <ul style="list-style-type: none"> • Provide several TDM hard measures in accordance with a new policy that would require a certain TDM standard to be met as part of the urban development process • Provide, support and oversee the implementation and monitoring of TDM soft measures beyond the opening day of developments for a defined time-period
Developing a Multi-modal Network	
20.	The City of Greater Sudbury should develop a network of integrated corridors to support and encourage the use of sustainable modes and ensure that there is a multi-modal sustainable transportation network within the City.
21.	Where possible, the City should continue to provide more than one sustainable option along major transportation corridors.
Collaboration with other Northern Communities	
22.	The City of Greater Sudbury should work with other northern communities to share information, ideas, programs and results as they develop and implement TDM programs and measures within the city.
Monitoring	
23.	Greater Sudbury should develop and implement a monitoring program based on the above for TDM measures to ensure that the goals and objectives of this Plan are met and travel behaviours shift toward more sustainable modes.

The TDM Plan proposes an Action Plan to guide the City in the development and delivery of transportation demand management supportive programs and materials. The early phases of the Action Plan, presented in Table 2, highlights 'quick wins' that are

focused on forming partnerships and building confidence in residents and decision-makers that transportation demand management is an effective approach to make efficient use of our infrastructure. It is anticipated that many of these short-term Action Plan items can be delivered with existing resources.

Table 2: Action Plan for implementation of the Transportation Demand Management Plan for Greater Sudbury

Phase 1: Short Term / Quick Wins (Years 1 and 2)	Phase 2: Medium Term (Years 3 to 5)	Phase 3: Long Term (Years 6 to 10)
<ul style="list-style-type: none"> ✓ Identify sustainable, long-term staffing resources to implement TDM programs and measures ✓ Identify potential financial and staff resources for marketing and promotion of TDM measures for active transportation and transit ✓ Develop partnerships internally through the TDM Working Group ✓ Develop partnerships externally to deliver TDM programs ✓ Develop a proposal for a workplace program ✓ Enhance Official Plan policies ✓ Develop a TDM web page and clearinghouse to provide information to the public ✓ Improve the use of social media to promote sustainable transportation within the community ✓ Create TDM collateral targeting to different community groups (i.e. web content, brochures, handouts, bookmarks, etc.). These groups may include seniors, students and families ✓ Continue to develop active transportation infrastructure 	<ul style="list-style-type: none"> ✓ Evaluate short-term projects to assess effectiveness and make improvements ✓ Create a TDM outreach program based on work undertaken in first phase ✓ Work with community groups to encourage long term behaviour changes ✓ Update TIS Guidelines to include TDM-supportive infrastructure ✓ Develop TDM recognition program for new and existing developments ✓ Develop a workplace program that will be delivered to workplaces that have signed up for the program 	<ul style="list-style-type: none"> ✓ Update the TDM strategy and implementation plan to ensure it is up to date with current technology, programs and research ✓ Evaluate change in TDM delivery and incorporate into updated strategy ✓ Update outreach and education programs ✓ Continue to deliver the programs established in earlier phases ✓ Review policies within the Official Plan and the Transportation Master Plan that support TDM programs and measures

Phase 1: Short Term / Quick Wins (Years 1 and 2)	Phase 2: Medium Term (Years 3 to 5)	Phase 3: Long Term (Years 6 to 10)
<ul style="list-style-type: none">✓ Promote existing and new Active Transportation facilities as they are being implemented within the City✓ Develop a pilot project to deliver School Travel Plans within the City in partnership with community organizations, the school boards and/or Public Health Sudbury and Districts		

Communications Plan:

To promote the completion of the Transportation Demand Management Plan for Greater Sudbury, staff will work with Corporate Communications to ensure the City webpage for TDM is updated with a copy of the Plan and that this information is promoted to the public via our social media channels.

As programs and measures are planned, developed and implemented, staff will continue to work with Corporate Communications to ensure a fulsome communications campaign is executed so that all residents, visitors and businesses have the opportunity to participate in programs being offered by the City and/or its partners.

Next Steps:

Adoption of the TDM Plan for Greater Sudbury does not commit the City of Greater Sudbury to deliver any or all of the recommended measures as described within the Attachment 1. Staff will continue to refine the details and full cost of implementation of measures of the TDM Plan to develop business cases for consideration and discussion during future budget processes. The TDM Plan is designed to be a collaborative document. City divisions and staff will work together with community partners to identify opportunities for synergies and to access funds from other levels of government.

Wherever possible, TDM measures will be delivered as part of existing City events, programs and services to find cost efficiencies and minimize staff time required. Staff will continue to explore opportunities to form partnerships with community agencies to further leverage and extend any municipal funding to be dedicated to transportation demand management. If approved, funding of up to \$25,000 may be used to

implement short-term recommendations to develop promotional and educational materials related to safe cycling and walking, to move forward with partnerships with community agencies and to support the delivery of TDM-specific events.

Staff will monitor the implementation of short-term measures outlined in the TDM Plan and provide an update to Council in 2019 on progress made in shifting the travel behaviour of Greater Sudbury residents towards more sustainable modes of transportation.

Conclusion:

The Transportation Demand Management Plan for the City of Greater Sudbury presents a framework for how the City can move forward with becoming a more sustainable community that promotes a high quality of life for residents and encourages retention of youth and professionals and encourages seniors to relocate to our community, as expressed in Greater Together. Further, the implementation of measures recommended in the TDM Plan will support other corporate strategic objectives such as increasing efficiency of existing infrastructure, reducing greenhouse gas emissions and becoming a more healthy, active and vibrant community.

The City of Greater Sudbury has a unique opportunity to be a leader in the delivery of transportation demand management measures and sustainable transportation infrastructure and services. Residents have expressed interest in pursuing opportunities to integrate sustainable travel modes into their every day commutes, and to capitalize on this interest, infrastructure, incentives, and programs need to be available in a timely manner. Implementing the measures and programs outlined in the TDM Plan and continual monitoring of their success will ultimately lead to more residents choosing to walk, bike, take transit or carpool to access destinations.

Resources Cited:

Transportation Demand Management Plan for Greater Sudbury, Report to Operations Committee, May 15, 2017. Accessed online:
<http://agendasonline.greatersudbury.ca/index.cfm?pg=agenda&action=navigator&lang=en&id=1142&itemid=13159>