

REPORT
1997 February 03

CITY OF BURNABY

TRAFFIC AND TRANSPORTATION COMMITTEE
(TRANSPORTATION AND TRANSIT DIVISION)

*HIS WORSHIP, THE MAYOR
AND COUNCILLORS*

Re: REGIONAL TRANSPORTATION DEMAND
MANAGEMENT PROJECT: FINAL REPORT

RECOMMENDATION:

1. **THAT** Council forward a copy of the attached report to Councillor G. Puil, Chair, Greater Vancouver Regional District, Ms. Kelly-Ann Speck, British Columbia Transportation Financing Authority and Mr. D. Corrigan, Chair, B.C. Transit.

REPORT

The Traffic and Transportation Committee (Transportation and Transit Division), have approved the attached report outlining conclusions of the Final Report of the Regional Transportation Demand Management Project.

MEMBERS:

Mrs. Y. Coveney-Boyd
Ms. L. Tatangelo
Mr. W.B. Roxburgh
Mr. L. Werden

Respectfully submitted,

Councillor D. Evans
Chair

: COPY - CITY MANAGER
- DIRECTOR ENGINEERING
- DIRECTOR FINANCE
- DIR. PLNG. & BLDG.

Councillor J. Young
Vice Chair

TO: CHAIR AND MEMBERS
TRAFFIC AND TRANSPORTATION COMMITTEE
(TRANSPORTATION AND TRANSIT DIVISION)

1996 JANUARY 24

FROM: DIRECTOR PLANNING AND BUILDING

SUBJECT: REGIONAL TRANSPORTATION DEMAND
MANAGEMENT PROJECT: FINAL REPORT

PURPOSE: To advise the Traffic and Transportation Committee of the conclusions of the Final Report of the Regional Transportation Demand Management Project.

RECOMMENDATION:

1. **THAT** a copy of this report be forwarded to Councillor G. Puil, Chair, Greater Vancouver Regional District, Ms. Kelly-Ann Speck, British Columbia Transportation Financing Authority and Mr. D. Corrigan, Chair, B.C. Transit.

REPORT

1.0 BACKGROUND

At its regular meeting of 1996 November 04 , Council received the final report from G. Halsey-Brandt, Chair, Greater Vancouver Regional District on the Greater Vancouver Transportation Demand Management Project. The report identifies a recommended strategy for implementation of Transportation Demand Management Strategies (TDM) over the next fifteen years. Transportation demand management refers to measures designed to change travel behaviour to make better use of the transportation system and encourage a shift to alternative transportation modes. The TDM strategy has been developed by a Steering Committee comprising senior staff of the BCTFA, B.C Transit, GVRD, MOTH and the Cities of Vancouver and Coquitlam.

The correspondence from the GVRD invites comments from member municipalities and other interested agencies. Upon consideration of this report, Council referred the report to the Traffic and Transportation Committee. In view of the importance of the TDM strategy to the City of Burnaby, this report provides an evaluation for the consideration of the Traffic and Transportation Committee.

2.0 THE REGIONAL TDM PROJECT

2.1 Background

The Livable Region Strategic Plan and Transport 2021 identified Transportation Demand Management (TDM) as one of the key components necessary to reduce the number of trips by automobile. Transportation Demand Management consists of a range of measures designed to change travel behaviour from single occupant vehicle use to transit, cycling, and walking. TDM can accomplish this through "carrot" measures which encourage alternative modes eg. HOV lanes or "stick" measures which discourage auto use such as road user fees and parking charges.

2.2 Process

The report submitted by the GVRD to Council was produced by the TDM Steering Committee comprising members from the BC Transportation Financing Authority (BCTFA) the GVRD, BC Transit, the Ministry of Transportation and Highways, the City of Vancouver and the City of Coquitlam. The mandate of the Steering Committee was to develop proposals and concepts to implement TDM programs in Greater Vancouver with the objective of achieving a 10% reduction in automobile vehicle trips by the year 2021. The initial task of the Steering Committee was to define a scope for the project. Candidate TDM programs including land use management and development policies to road pricing were reviewed to develop a short list of five categories including the following:

- (i) travel reduction programs
- (ii) comprehensive parking management
- (iii) financial incentives for reduced automobile use
- (iv) tolls/road pricing
- (v) ways to encourage non-motorized modes

The recommendations of the Regional TDM Project focussed on each of these areas.

3.0 RECOMMENDATIONS

The final report of the TDM Steering Committee recommends that TDM programs be implemented in three phases as shown in Figure 1.

(i) Short Term (1-2 years)

- ▶ Introduction of a **Regional Trip Reduction Service** focussing on a variety of "carrot" incentives to promote alternatives to single occupant vehicle travel as shown in Figure 1.

(ii) Medium Term (3-5 years)

- ▶ **Comprehensive Parking Management Strategy** to use the pricing and availability of parking to discourage single occupant vehicle use and encourage car pooling.
- ▶ **Converted Insurance and Licence Payment methods** refer to ways of paying for auto insurance and licences on a usage basis to discourage use of the automobile during peak periods.

(iii) Long Term (6+ years)

The last phase would apply **Road Pricing/Tolling** following development of this program over the preceding two phases.

The next section of this report outlines the content of each of these TDM programs and assesses its implications for Burnaby.

4.0 IMPLICATIONS FOR BURNABY

4.1 Burnaby Transportation Plan Context

The Burnaby Transportation Plan recognizes the key role of Transportation Demand Management Measures in supporting the goals of the Transportation Plan to (i) move people efficiently by road and (ii) to promote the use of alternative modes. Specifically, the Burnaby Transportation Plan defines the following Action Plans to implement TDM strategies:

- (i) Action Program 2 - development of a High Occupancy Vehicle (HOV) Networks including by efforts to reserve rights-of-ways for HOV lanes
- (ii) Action Program 14 - pursue the development of employer trip reduction programs in Burnaby

- (iii) Action Program 15 - encourage car pooling on a coordinated regional basis
- (iv) Action Program 16 - develop safe and convenient cycling and pedestrian facilities.

Finally, the Transportation Plan includes a Long Range Burnaby Transportation Program 1997-2012 which defines the road, transit, cycling and pedestrian facilities required to meet the travel growth levels in Burnaby assuming implementation of the Transport 2021 goals. Facility requirements are developed to accommodate the travel needs in Burnaby assuming early implementation of TDM at a moderate level. Without implementation of TDM region - wide at a significant level, it is clear that greater capital expenditures on road facilities will be required to meet the objectives of the Burnaby Transportation Plan.

4.2 Evaluation of TDM Programs

4.2.1 Travel Reduction Programs

(i) Content

The report of Greater Vancouver Region TDM Project proposes as an initial step in the TDM strategy the establishment of a Regional Trip Reduction Service to assist people to use alternative transportation and to help employees implement trip reduction programs in the workplace. The GVRD as the appropriate lead agency would focus on developing Rideshare/Committee information services, communications, and marketing programs and employee support services. Many of these programs have already been initiated under the "Go Green" umbrella.

(ii) Staff Comment

The Burnaby Transportation Plan defines a role for the City of Burnaby in the implementation of travel reduction programs under Action Program 14 - Employer Trip Reduction Programs. The Transportation Plan envisioned the City assisting major employers in Burnaby to develop voluntary programs at their work sites. In this respect, the involvement of the GVRD in coordinating these programs on behalf of the municipalities is welcomed and would allow the City to focus on other aspects of Transportation Demand Management.

4.2.2 Comprehensive Parking Management Strategy

(i) Content

The report proposes that the GVRD develop and implement a comprehensive parking management strategy. This proposal aims both to manage the supply of parking and to influence the demand for parking through pricing strategies. Supply strategies could involve limiting the amount of parking developers are allowed to build, controlling minimum parking standards and restricting temporary parking operations. Pricing strategies could involve regional regulation of parking rates and imposition of parking taxes. Other supporting strategies would involve preferential parking for car pools, time restrictions for on-street parking and parking permit districts.

(ii) Staff Comment

Currently the municipalities through zoning and parking bylaws have the major influence on the supply and demand for parking. Implementation of the primary elements of the Comprehensive Parking Strategy, however, could favour the reduction of automobile trips as the principal objective in the provision of parking overriding local objectives to promote orderly development, support commercial activity and protect residential neighbourhoods. For example, the proposal in Transport 2021 to increase parking rates in regional town centres to 75% of downtown Vancouver rates, if implemented through a Comprehensive Parking Management strategy, could affect the competitiveness of regional town centres relative to other centres. It could also result in diverting parking to adjacent local residential streets where free parking is available. In summary it is not recommended that the City of Burnaby support a Comprehensive Parking Management Strategy which would result in a loss of local autonomy over the provision of parking in the municipality.

4.2.3 Conversion of Automobile Fixed Costs

(i) Content

The objective of this program is to convert some of the fixed costs of automobile use e.g. insurance and licence fees costs which vary with usage. Converting these costs from fixed to variable costs would provide a financial incentive for reduced automobile use. Insurance costs could for example, vary depending on the number of kilometres driven thereby providing a financial incentive to reduce usage. The TDM Steering Committee envisions the BCTFA as the lead agency in the analyses and consultations required to implement this program in 1997/98.

(ii) Staff Comment

This TDM program providing financial incentives for reduced automobile use could be of benefit. However, there are a number of issues such as impact on business vehicle users or those involved in car pooling that requires clarification. A further evaluation of this approach by the City should be done once the initial consultation and analysis phase is complete.

4.2.4 Road Pricing/Tolling

(i) Content

Road pricing refers to measures which directly charge road users for the use of the road, possibly by location, by time of day or by class of user (e.g. car pool, vanpool, etc.). By increasing the costs of automobile use, road pricing can encourage less use and can also generate revenues to fund TDM facilities. In this sense Road Pricing/Tolling can be the most effective tool to manage the demand for transportation.

To underline the importance of Road Pricing as a TDM measure, the TDM Steering Committee has noted that without road or bridge tolls the proposed 10% reduction from "trend" auto use will not be achieved. Further analysis needs to focus on the disposition of the revenues generated by tolls to address the question of whether these revenues are used to finance further TDM improvements or general transportation projects.

(ii) Staff Comment

The Burnaby Transportation Plan recognized a potential role for Road Pricing/Tolling in the realization of the objectives of the Transportation Plan to move more people by roads and to promote alternative modes. The Regional TDM Project in the final report notes that the range of "carrot" measures proposed by the TDM Project while necessary would not be sufficient to achieve even the comparatively modest regional objective of a 10% reduction in automobile trips.

Currently the TDM Project does not envision implementation of Road Pricing/Tolling until the year 2003 or beyond. From a region wide perspective, there could be implications with this approach. The fact that this element of a total comprehensive TDM strategy has important technical and user-impact verifications argues in favour of treating this as a long term (6 years +) component of the strategy. However, while it is recognized that significant technical work is required to implement Road Pricing on a regional scale, a delay of six years or more could have the following implications:

- (i) with the growth in travel of 5 - 6% per year and the continued dominance of automobile over transit trips, each year of delay in implementation of a full TDM program results in a continued erosion of the transportation system.
- (ii) the revenues from Road Pricing/Tolling would not be available to finance transit and other TDM programs until some years from now placing increased reliance on other potential sources including the property tax.
- (iii) more road facilities may need to be constructed than would be necessary with earlier implementation of Road Pricing/Tolling.
- (iv) major facilities such as the Lions Gate Bridge could be constructed by the Province out of phase with the Road Pricing/Tolling Program.

4.2.5 Improvements to Facilities and Services for Pedestrains and Cycslists

(i) Context

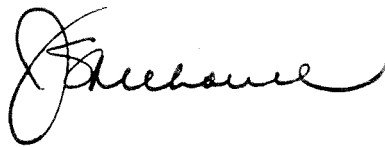
The TDM Final Report recognizes the need to encourage cycling and to pedestrianize the urban environment not only to encourage walking, but to support transit use. The Cycling Network Program has made a significant contribution in supporting municipal programs in this area. Recognizing the extent of municipal programs already in place the TDM report does not recommend new provincial or regional programs in this area.

(ii) Staff Comment

The Burnaby Transportation Plan identifies a number of programs to support cycling and pedestrians including the Urban Trials program and the Cycle Roads Program. As the former program has benefitted substantially from funding under the Cycling Network Program, its continuation is highly desirable.

5.0 CONCLUSION

The Final Report of the Greater Vancouver Regional Transportation Demand Project identifies a long range strategy for implementation of TDM measures in Greater Vancouver. The importance of a balanced TDM program in achieving the objectives of Transport 2021 and the Burnaby Transportation Plan is strongly emphasized. The Final Report focuses on a range of both "carrot" and "stick" programs to achieve its overall objective of a 10% reduction in automobile usage. The initiatives mentioned coupled with a reduced reliance on a regionally based comprehensive parking management strategy would provide a generally acceptable TDM Strategy to meet the transportation challenges of a growing region.



/ D.G. Stenson, Director
PLANNING AND BUILDING

RG\ma

cc: Director Engineering
Director Finance

Potential Phasing of TDM Programs

INITIATIVE	Program Phasing										Est. Costs for Next 3 Years (in thousands)		
	1997	1998	1999	2000	2001	2002	2003	2004	2005	2006	1997	1998	1999
Trip Reduction Programs											\$ 600	\$ 900	\$ 1,200
Comprehensive Parking Management											\$ 100	\$ 250	\$ 300
Financial Incentives for Reduce Auto Use											\$ -	\$ -	\$ 100
Road Pricing/Tolling											\$ -	\$ 200	\$ 200
TOTAL:											\$ 700	\$ 1,350	\$ 1,800

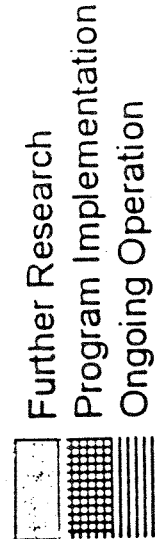


FIGURE 1