



**Rogue Valley
Metropolitan Planning Organization**

Regional Transportation Planning

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DATE: December 10, 2008
TO: Technical Advisory Committee
FROM: Dan Moore and Eric Heesacker, Rogue Valley Council of Governments
SUBJECT: TDM Refinement Plan: Technical Memo 1 – TDM Actions Which Complement Alternative Measures and ILUTPs

TDM Goal

The goal for the Rogue Valley Metropolitan Planning Organization (RVMPO) Transportation Demand Management (TDM) program is the promotion of strategies and actions that can help lower demands made on the road/highway system and to improve air quality. The TDM program focuses on the facilitation of carpooling, vanpooling, public transit, bicycling, walking, adoption of land use alternatives, transportation system alternatives, and policies implemented by larger employers in the region.

The goal of a TDM program is to reduce the number of single occupancy vehicles (SOVs) utilizing the local road networks. TDM works by decreasing the attractiveness of SOVs utilizing a variety of methods. The Oregon Transportation Planning Rule (TPR) and federal law (SAFETEA-LU) both require all MPOs to focus on TDM programs.

TDM goals increase travel choices for the public, encouraging them to use each option most efficiently. Properly implemented, these goals help create a more balanced, less automobile-dependant transportation system. The best TDM strategies and actions strive to achieve significant results by utilizing several non-conflicting TDM measures on a cumulative basis; i.e. taking a bicycle on one of RVTD's bicycle-friendly buses to get from home to work, or walking to a rideshare facility. When used alone TDM strategies are still desirable; linking these strategies together (i.e. walking to a bus stop) may be even more effective.

TDM goals are not mutually exclusive and tend to fall into one of five general categories:

- **Reduction of peak-hour demand** on roadways by eliminating person trips, or shifting these trips to shoulders of peak hours (a little before/after peak periods). This involves employers' willingness to adopt policies allowing flexible work schedules for their employees.

- **Discouraging SOVs** so that as many necessary person-trips as possible utilize as little roadway capacity as possible.
- **Encouraging non-vehicular alternatives to SOVs** such as promotion of bicycling and/or walking for shorter trips. This involves a willingness on the part of employers to support these kinds of programs at their respective workplaces. Additionally, new adopted land use standards (such as parking space requirements) could be used by employers to reduce SOV trips.
- **Encouraging vehicular alternatives to SOVs** such as use of carpooling, vanpooling, and transit for intermediate and somewhat longer trips.
- **Decreasing the total distance to be traveled** in hopes that the number of VMT goes down and that a smaller portion of the overall transportation network is utilized. This involves adoption of land use procedures to increase residential densities and promote mixed-use developments. This category is critical to achieve compliance with the TPR, which requires Integrated Land Use and Transportation Plans (ILUTP).

To comply with the TPR, the RVMPO adopted seven alternative measures (2030 Regional Transportation Plan, Appendix C). Implementation of TDM measures will help the RVMPO region meet the requirements of those measures and TPR requirements for integrating local land use ordinances and transportation plans (ILUTP). Following is a discussion of these adopted alternative measures. Proposed strategies which can be taken to assist in implementation of these adopted alternative measures are the subject of Technical Memo #2. The intent of all these measures is to decrease overall VMT and usage of SOVs.

MEASURE 1: TRANSIT, BICYCLE, AND PEDESTRIAN MODE SHARE

TRANSIT:

Briefly, transit is mostly utilized in making medium range trips. Most commuters would find that longer commute trips on a transit might take longer than desired. An example of this would be a car commute that might take twenty to thirty minutes while the same commute on transit might take 90 minutes or longer to cover the same distance (due to stops and/or transfers). See Technical Memo #3 for more discussion of Transit.

BICYCLE AND PEDESTRIAN:

As stated previously, cycling and walking are great alternatives for making shorter trips and transit is great assistance with shorter to medium range trips. A key here is “connectivity”; connections need to exist between walking paths, bike routes, and pathways to transit that are often utilized in conjunction with cycling/walking.

PROPOSED ACTIONS:

In order to increase the usage of transit, cycling, and walking, TDM strategies dictate the need to more efficiently fund and promote the MPO’s transit service, and provide

connectivity to the bus system. Combined with Measure 2 (see below), the provision of required infrastructure to enhance connectivity promotes the use of these non-SOV modes.

Local jurisdictions have been working to provide more bike paths, accomplished by constructing off-street facilities like the Bear Creek Greenway. Other cycling opportunities can evolve through elimination of on-street parking spaces then restriping those roadways with bike paths. New road construction can also include sidewalk and bikeway provision (see discussion under Measure 3).

Sidewalks are being constructed where none exist to provide more pedestrian opportunities. Some jurisdictions have adopted land use measures (especially in areas of Urban Renewal) to construct pedestrian amenities, such as benches, bus shelters, and landscaping in order to make pedestrian activities more attractive. New developments have been constructed with pedestrian/bicycle pathways that connect cul-de-sacs with each other providing access to parks, other sidewalks, and transit lines.

Some jurisdictions are promoting themselves as pedestrian/cycling friendly towns which provide off-street pathways, walking tours, and rental services for bicycles, segways, and skates. The primary action which enhances the cycling/pedestrian activities mentioned in this alternative measure is the provision of infrastructure for these activities so they may safely/comfortably occur.

In terms of increasing ridership on the MPO's only transit facility, the fact is that this MPO really does not have the congestion problems of larger jurisdictions that tend to "force" people to change their travel behavior. Commuters have a hard time giving up their car when it is simply not that stressful to utilize an SOV to get to the workplace. One could therefore conclude that the local population is not large enough to adequately support a full-serving transit agency. More discussion of transit is contained in Technical Memo #3.

MEASURE 2: PERCENTAGE OF DWELLING UNITS WITHIN ¼-MILE WALKING DISTANCE OF 30-MINUTE TRANSIT

Combined with Measure 1, this measure seeks to locate more of the area's population closer to transit lines that provide a minimum of 30-minute service intervals. This measure is intended to demonstrate improvements in transit accessibility. Research indicates that a distance of ¼ mile from a dwelling is assumed to provide reasonable pedestrian access to a transit line.

PROPOSED ACTIONS:

Some transit systems are having problems maintaining viable service levels, mostly due to funding problems. Smaller urban areas typically have a difficult time maintaining levels of transit service that adequately service the local populations.

In the RVMPO there are jurisdictions opting for the land use alternative of transit-oriented development (TOD) addressed later in this report. A proposed action would be

to provide more routes and more frequent service, but as mentioned previously, funding issues, especially in smaller urbanized areas, might prohibit increases in the local transit service provision.

Implementation of Transit Oriented Development (TOD) standards is a land use action that can be taken to allow and/or require higher residential densities/accessibility to transit lines. A TOD is a master-planned area that contains high density residential development, commercial uses, and office uses. Designed as local “nodes” of activity, a TOD is an area (a district, not a site) which lends itself to transit, cycling, and pedestrian opportunities. More discussion of this proposed action is contained under Measure 4, below.

MEASURE 3: PERCENTAGE OF COLLECTOR AND ARTERIALS WITH BICYCLE FACILITIES

Consistent with the (TPR), current RVMPO policy is that all new collector/arterial streets in the MPO be improved with bicycle lanes striped along each side of the street. In rural areas, the same policy holds for roadway shoulders that have greater than a four foot width.

PROPOSED ACTIONS:

RVMPO policy is for all MPO collectors/arterials to be improved with at least striped bikeways (as opposed to Class I bikeways which are dedicated pathways constructed mostly away from road rights-of-way). Policy dictates that those collectors/arterials that are being modified/improved include these on-street bikeways as part of the improvement. Some jurisdictions have been known to remove on-street parking to make way for bicycle lanes. While the RVMPO does not have record of such a thing happening here, local jurisdictions should be encouraged to improve all collectors and arterials with on-street bike paths where existing roadway width can accommodate them.

To further this concept, RVMPO policy could be expanded to make recommendations to each local jurisdiction to adopt this policy as part of their respective land use ordinances.

MEASURE 4: PERCENTAGE OF COLLECTORS AND ARTERIALS IN TOD AREAS WITH SIDEWALKS

Seven areas have been identified within the RVMPO that are currently planned for mixed-use, pedestrian-friendly development, or are already in downtown areas. The intent of this measure is to develop pedestrian accessibility in these portions of the MPO area, where pedestrian access is most critical.

PROPOSED ACTIONS:

As TODs are proposed, it is RVMPO policy that these areas provide the greatest level of pedestrian accessibility possible. It is also intended that these areas be developed with the highest residential densities possible, and that these areas contain employment

centers. The intent of TOD development is to decrease VMTs traveled in SOVs, as required by the TPR. Provision of connectivity, provision of mixed uses, and provision of opportunity to foster multiple modes of travel are land use ordinance actions which can be utilized to promote TOD and/or “nodal” development.

MEASURE 5: PERCENT OF NEW DEWLLING UNITS IN MIXED USE/PEDESTRIAN-FRIENDLY AREAS, and

MEASURE 6: PERCENT OF NEW EMPLOYMENT IN MIXED USE/PEDESTRIAN-FRIENDLY AREAS:

Working in tandem, these alternative measures (5 and 6) are intended to demonstrate progress towards creating mixed use, pedestrian-friendly developments (like TOD developments) within the MPO. Mixed use, pedestrian-friendly development occurring/already existing within downtown areas in Medford, Central Point, Phoenix, Ashland, and Jacksonville, as well as within proposed TOD sites, are examples of the intent of these measures.

PROPOSED ACTIONS:

As with TOD development, the proposed action here would be for local jurisdictions to adopt multi-use standards for new developments, especially for those developments located near downtowns and existing/proposed TODs. Jurisdictions within the MPO are aware of the intent of the TPR, and federal requirements aimed at reducing reliance on SOVs and land use ordinances/regulations are encouraged to be modified to reflect that intent.

MEASURE 7: ALTERNATIVE TRANSPORTATION FUNDING:

The intent of this measure is to demonstrate the RVMPO’s commitment to implement the alternative transportation projects upon which many of these proposed measures rely. The RVMPO has complete discretion only over those funds received through the Surface Transportation Program (STP). Historically, these funds have been used for vehicular capacity expansion projects.

PROPOSED ACTIONS:

RVMPO jurisdictions have agreed to redirect 50% of the STP funding towards alternative transportation projects. Half of these STP funds are now utilized to enhance bicycle/pedestrian and TOD-type, mixed-use development supportive projects. Another portion of this amount is also aimed at RVTD to expand transit programs.

TOD DEVELOPMENTS:

Several Transit-Oriented Districts (TODs) are currently proposed in the RVMPO. Aside from Central Point’s Twin Creeks TOD development, The only other TOD close to implementation at this point is the West Main (or West Medford) TOD. Development plans for this TOD call for

increased residential densities, mixed-use developments that could include residential, commercial, and office space, pedestrian/bicycle pathways, access to transit, shared parking, on-street parking, traffic calming measures, and other Integrated Land Use and Transportation Plans (ILUTPs). Medford has proposed locations for other TOD sites: Southeast Medford, Downtown Medford, and Delta Waters. There are also proposals for a TOD in Jacksonville and another in Phoenix.

TOD developments are well suited for the reduction of SOVs. Their mixed-uses combined with other incentives for traffic reduction indicate a willingness on the part of local governments to propose wide-sweeping changes in the status quo. TODs seek to discourage urban sprawl with increased residential densities that create close networks of homes/jobs. The provision of infrastructure for other modes of travel (bikes, transit, and walking) combined with a reduction in the number of parking spaces provided, almost force SOV users to make other, more sensible, transportation choices.

These conditions provide a host of “domino-effect” benefits:

- * Fewer VMTs in SOVs saves on gasoline, a finite resource.
- * With less gasoline being burned, the environment fares better in terms of air and water (runoff from busy streets) quality.
- * The less time people spend in a car that is stuck in a traffic jam helps to alleviate stress.
- * By reducing stress, people arrive at work in a better condition to work.
- * Arriving in a better condition to work means more productivity for an employer, better health (less absenteeism) for employees, and higher worker morale.
- * Employers located in a TOD might also be more likely to provide flexed work schedules, or a telecommuting option, which attracts better employees, and also raises morale and reduces absenteeism.
- * With provision of more TODs in the RVMPO, there is more opportunity for compliance with federal and state regulations requiring reduction of VMTs in SOVs.

2009-34 RTP UPDATE:

As the RVMPO increases efforts to update the 2005-30 Regional Transportation Plan (RTP) to 2009-34, TDM program research is underway. The Alternative Measures will be carried over to the 2034 RTP. Specific actions that need to be taken in order to carry out TDM programs have been identified. The participation of local jurisdictions will be critical for TDM implementation.