



***Rogue Valley
Metropolitan Planning Organization***

Regional Transportation Planning

*Ashland • Central Point • Eagle Point • Jacksonville • Medford • Phoenix • Talent • White City
Jackson County • Rogue Valley Transportation District • Oregon Department of Transportation*

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 3 – History of the Regional TDM Program and Funding

TDM General History

Through research on the Internet, the North Carolina Department of Transportation (NCDOT) informs us the acronym for Transportation Demand Management (TDM) has been utilized since the mid-1980s. However, the concept of TDM has existed since World War II when people were urged by the government to carpool in order to conserve gasoline.

The NCDOT also tells us that TDM is defined as: “the art of influencing traveler behavior for the purpose of reducing or redistributing travel demand.” The main goal of TDM is the reduction of the number of vehicles (especially single-occupancy-vehicles or SOVs) utilizing the transportation network while at the same time providing other mobility options for those desiring to get from one point to another.

Around the mid-1970’s, TDM became institutionalized as a part of the nation’s transportation management system requirement fostered by joint transportation planning regulations instituted by the Federal Highway Administration (FHA) and the Urban Mass Transportation Administration, which is now call the Federal Transit Administration (FTA).

Since the mid-1970’s TDM has attained a large role in federal and local transportation policies. TDM is mentioned in passages of:

- The Clean Air Act Amendments of 1990;
- The Intermodal Surface Transportation Act of 1994 (ISTEA);
- The Transportation Equity Act for the 21st Century (TEA-21) passed in 1998; and,

- The Safe, Accountable, Flexible, Efficient Transportation Equity Act: a Legacy for Users (SAFETEA-LU) passed in 2005.

TDM measures are also contained in many local traffic reduction ordinances (including most jurisdictions in the Rogue Valley) and in development agreements and transportation plans. TDM has come to be viewed as a policy tool having acquired professional legitimacy backed by political validity. TDM has become a concept utilized in regional transit/ride-sharing agencies, such as the Rogue Valley Transit District (RVTD), transportation management associations, such as Rogue Valley’s RVTMA, employers, and local ordinances (in the form of Transit Oriented Districts: TODs).

Local TDM History

The 1980 Census found the Medford urbanized area with more than 50,000 people, the threshold at which a Metropolitan Statistical Area (MSA) is created. Transportation planning activities in these MSAs are to be coordinated through a Metropolitan Planning Organization (MPO) and the Rogue Valley Council of Governments (RVCOG) was designated as the local MPO (RVMPO) by the Governor of Oregon in July of 1982. At that time, the cities of Central Point and Medford were the only jurisdictional members along with Jackson County. Since that time, Jacksonville, Eagle Point, Talent, Phoenix, Ashland, the White City Urban Renewal Agency have joined the MPO as member jurisdictions. The Rogue Valley Transit District (RVTD) and the Oregon Department of Transportation (ODOT) also participate in RVMPO transportation planning activities.

The Rogue Valley Transportation District (RVTD) was established in 1975 under ORS 267.510 as a state-tax and federally funded transportation district. Since RVTD depends on ridership (and grants) to continue service, it then became the case that the first efforts aimed at TDM in the RVMPO were initiated by RVTD. Their service depends upon people abandoning their SOVs for transit. To this end, RVTD began to advertise transit as a viable alternative to the automobile in the Rogue Valley in the later 1970’s. This advertising strategy essentially marks the beginning of an informal effort to promote TDM in the region.

RVTD’s efforts to promote TDM became more formalized in the early 1990’s when RVTD staff began to promote carpooling and vanpooling to local employers in an effort to get their employees to combine trips and thus reduce congestion on MPO roadways. During the next 18+ years (to present), RVTD has continued to promote TDM programs through a variety of means, including but not limited to:

- Public outreach/education;
- Maintenance of ride-matching programs for local employers;
- An interactive program called WAY-TO-GO that teaches people from all walks of life how to safely/efficiently utilize local transit;
- A safe routes to school program; and

- Through close coordination with local jurisdictions to ensure new land use ordinances and proposed developments are approved with increased transit use in mind. There is much more discussion regarding RVTD's current TDM efforts contained in Technical Memo #5.

Why TDM?

TDM programs foster transportation alternatives to the single occupancy vehicle (SOV) and support strategies which encourage the use of these alternatives. TDM application occurs in both the public and private sectors with developers and employers playing a significant role along with government officials, especially when large employers are grouped together as one would find in any central business district (CBD).

On a regional basis like the Rogue Valley Metropolitan Planning Organization (RVMPO), government agencies serve to direct the initiative for TDM programs. Through policies and funding decisions, the RVMPO promotes TDM efforts in a partnership with RVTD. It then becomes a primary focus of the local TDM program to affect as many travelers as possible utilizing the local transportation network.

TDM programs include, but are not limited to:

- **Public mode support** -- Publicly provided alternatives to single-occupant-vehicle (SOV) travel, including services and facilities that encourage and support other travel modes.
- **Pricing:** Taxing and pricing mechanisms that affect the cost of transportation and thereby provide monetary disincentives to some travel behaviors.
- **Telecommunications:** Emerging demand-management solutions that are based on advanced telecommunications technologies.
- **Land-use policies:** Potentially the most effective long-term TDM strategies which have the abilities to shape population density, urban design, land-use mix, travel needs and travel patterns.
- **Public policy and regulation:** Restrictions and regulations that govern private vehicle use and provide political support and guidance to new institutional relationships.
- **Employer-based support** – Public and private-sector programs and services that encourage employees to change their commuting practices. Strategies include:
 - Incentives that make publicly provided travel modes more attractive;
 - Disincentives to solo commuting; and
 - Employer management policies that offer employees flexibility in travel mode choices.

At the employment site, typical TDM alternatives to single-occupant vehicles may include:

- Carpools and vanpools;

- Public and private transit, including buspools and shuttles; and
- Nonmotorized travel such as bicycling and walking.

Employers' TDM programs also may include alternatives which influence the times of day when travel occurs, or if it occurs at all on certain days. These efforts, which are usually referred to as "alternative work hours," include compressed work weeks, in which employees work a full-time, 40-hour week in less than five working days, and flexible work schedules, which encourage employees to shift their starting and ending times for the work day, which in turn shifts their commuting times to less-congested hours of the day.

Why commuters?

A major emphasis of TDM strategies and actions exists to reduce SOV travel and the number of trips made by SOVs. Reducing this type of travel limits congestion and enables the existing transportation infrastructure to move traffic more efficiently.

Commuters going to/from work frequently are the focus of TDM actions because of their regular, predictable driving patterns, the possibilities of employer partnerships, and the opportunities for ride-sharing programs. It therefore makes sense that TDM programs should be aimed at this group of people performing the same predictable behavior on an almost daily basis. When one gets in a car to commute to work, there is inevitably one choice, the driver's place of employment. Since the destination is predictable, and the time of day the trip occurs is also predictable, it becomes far easier to attempt to get these drivers to change their commute behavior.

Conversely, it would be much more difficult for example, to change a driver's behaviors about driving to the grocery store. Trips such as these are often unpredictable and these trips may not even lead to the same location each time. There are many more destination choices for drivers heading out shopping.

Experience with TDM programs reveals the need to rely on participation of local employers, in the form of a public sector/private sector partnership, in order to have a successful regional TDM program. A good TDM program includes strategies that enjoy support from the public and employers and a good program also utilizes costs and land use policies as incentives to get commuters out of their SOVs. One of the more modern aspects of TDM is the emerging field of telecommuting which relies on modern technology to allow people to work at home, thus reducing the need for people to commute to a workplace.

Current RVMPO TDM Programs:

While RVTD was the first agency to foster TDM in the RVMPO, several other local jurisdictions have implemented TDM programs of their own. There have been many measures (see Technical Memo #1) adopted by the RVMPO which foster the proliferation of TDM programs throughout the region.

While this Technical Memo serves to give a history of TDM, Technical Memo 5 provides a detailed description of the current TDM programs operating within the RVMPO.

History of TDM Funding for the RVMPO

As detailed in this document, the RVMPO's TDM program started with RVTD. According to RVTD staff, the exact date that TDM funding was made available to RVTD (from ODOT) was sometime in the late 1980s. It is also not known exactly how much this initial funding level represented; however, those initial dollars were devoted to promotion of teleworking concepts and carpool matching for various employers.

There have been no annual fluctuations in the amount of funding that RVTD receives for TDM programs. The amount seems to have hovered around \$100,000, with the latest amount being closer to \$141,000 each year. This amount includes a local match. RVTD has periodically requested ODOT for increases in the funding, and some increases have been forthcoming (from \$100k to \$141k). ODOT has informed RVTD that this amount will increase to \$150,000 for a brief period (includes RVTD matches), but in 2012 this funding is expected to drop to \$75,000 and remain at that level indefinitely. In light of this information, RVTD staff will seek additional funding opportunities.

In order to acquire ODOT funding for their TDM programs, RVTD is required to:

- Provide/promote TDM programs in Jackson County and surrounding areas with the goal of reducing vehicle miles traveled (VMT), and to promote non-single occupant motor vehicle (SOV) transportation options;
- Maintain a Carpool Program (<http://www.carpoolmatchnw.org/>) for Jackson County and surrounding areas that will match carpool candidates. RVTD is to provide rideshare and carpooling information and facilitate participation in the program;
- Meet with the ODOT Contract Manager on a quarterly basis to review work progress and the work plan for the next quarter;
- Complete a more detailed Statement of Work each fiscal year that includes tasks, timeline, deliverables, and budget amounts for major program areas, such as: Education, Public TDM Outreach, Employer TDM Outreach, Governmental TDM Outreach and Rideshare Activities; and
- Set a goal of delivering one or more miles of VMT reduction for each \$0.25 spent in conjunction with the RVTD TDM Program.

A much more detailed discussion of current funding, and tasks/deliverables associated with that funding is contained in Technical Memo 4.

Conclusion:

TDM Programs in the United States are a relatively “young” concept, but may be long overdue. In today's global culture, reducing SOV VMTs is becoming very important. This brief history details how the concept started, and is maintained, in the Rogue Valley Metropolitan Planning Organization area.