



**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: Eric Heesacker
SUBJECT: TDM Refinement Plan: Technical Memo 6: Supportive TDM Actions from Other Sources (TPR and MPO Member Jurisdictions)

Introduction:

The State of Oregon and member jurisdictions of the Rogue Valley Metropolitan Planning Organization (RVMPO) have goals, policies, strategies, and actions which support the efforts of the MPO and the Rogue Valley Transit District (RVTD) in their mutual promotion of Transportation Demand Management (TDM) goals in the region. This document will detail these supporting goals and policies from the state and the member jurisdictions.

Supporting TDM Actions: Oregon Transportation Plan

The Oregon Transportation Plan (TPR) contains two goals and multiple policies and strategies related to Transportation Demand Management (TDM).

Goal 1 (Mobility and Accessibility):

To enhance Oregon's quality of life and economic vitality by providing a balanced, efficient, cost-effective and integrated multimodal transportation system that ensures appropriate access to all areas of the state, the nation and the world, with connectivity among modes and places.

Policy 1.1 – Development of Integrated Multimodal System

It is the policy of the State of Oregon to plan/develop a balanced, integrated transportation system with modal choices for the movement of people and goods.

Under this goal and policy are four different strategies (1.1.1 – 1.1.4). In summary, these strategies call for:

- 1) the planning/development of a multimodal transportation system that increases efficient movement of people/goods in coordination with regional/local plans;
- 2) promotion of growth of intercity transit, and cargo conveyance systems to link all areas of Oregon with national/international transportation facilities;
- 3) identification of transportation needs that go beyond state borders, increasing multimodal passenger/freight connections within the state and beyond; and,
- 4) development of transportation plans responding to transportation needs, using the most cost-effective modes/solutions over the long term.

Policy 1.2 – Equity, Efficiency and Travel Choices

It is the policy of the State of Oregon to promote a transportation system with multiple travel choices that are easy to use, reliable, cost-effective and accessible to all potential users, including the transportation disadvantaged.

Under this policy are two strategies (1.2.1 and 1.2.2):

- 1) develop/promote inter and intra-city public transportation and,
- 2) better integrate, locate and design passenger/freight multimodal transportation facilities/connections, expediting travel and provide travel options – facilities are to be designed to connect with other modes.

Policy 1.3 – Relationship of Interurban and Urban Mobility

It is the policy of the State of Oregon to provide intercity mobility through and near urban areas in a manner which minimizes adverse effects on urban land use and travel patterns and provides for efficient long distance travel.

Two strategies (1.3.1 and 1.3.2) support this policy:

- 1) use regional/inter-regional planning approaches to address multijurisdictional problems; and,
- 2) coordinate with affected jurisdictions to develop/manage the transportation network so that local trips can be conducted primarily on the local system while the interstate/statewide facilities can primarily serve intercity movement and interconnect the systems.

Goal 2: (Management of the System):

To improve the efficiency of the transportation system by optimizing the existing transportation infrastructure capacity with improved operations and management.

Policy 2.1 – Capacity and Operational Efficiency

It is the policy of the State of Oregon to manage the transportation system to improve its capacity and operational efficiency for the long term benefit of people and goods movement.

Under this policy are nine strategies (2.1.1 – 2.1.9), summarized as follows:

- 1) Promote TDM and other transportation system operations/techniques reducing peak period travel, shifting traffic volumes away from the peak period to improve traffic flow;
- 2) Protect the integrity of statewide transportation corridors/facilities from encroachment by managing access to state highways, limiting interchanges, creating safe modal crossings, and controlling land uses around airports, ports, pipelines, and other intermodal conveyances;
- 3) Use advanced traveler information devices, incident/speed management, improved signalization, and other technologies to improve efficiency, safety, capacity of transportation systems;
- 4) Enhance efficiency/reduce conflicts among transportation users;
- 5) Utilize a systematic review process to analyze a project's design and make recommendations for improvement of design to reduce overall costs;
- 6) Support incentives/regulations for locating high-traffic-generators near fixed route/high frequency public transit;
- 7) Use a systematic approach to pricing across modes;
- 8) Evaluate peak period pricing, flexed work schedules/teleworking to reduce congestion; and
- 9) Evaluate use of tolled express lanes to reduce congestion.

Policy 2.2 – Management of Assets

It is the policy of the State of Oregon to manage transportation assets to extend their life and reduce maintenance costs.

Three strategies underlay this policy (2.2.1 – 2.2.3) and are summarized as follows:

- 1) provide and support a strong policy of size/weight enforcement to preserve existing infrastructure;

- 2) develop/enhance/implement management systems for transportation network assets including pavement, bridges, rights-of-way, public facilities/equipment, safety features, and other infrastructure; and,
- 3) work with all levels of government and agencies to revise current regulations/standards to improve efficiency/reliability of goods and passenger movements consistent with environmental and safety goals/regulations.

Supporting TDM Actions: MPO Jurisdictional TSPs

Jurisdictional Transportation Systems Plans (TSPs) are discussed below in member jurisdiction alphabetical order. Only the currently adopted TSPs were reviewed although some jurisdictions may have newly adopted TSPs in the next few months. Assumptions cannot be made about documents yet to be approved/adopted.

Ashland

TDM measures currently adopted by the City of Ashland include:

- improved pedestrian and bicycle system connectivity, access, and circulation;
- enhanced transit coverage and service (this enhanced service has been reduced due to lack of funding);
- employer-based transit subsidy (e.g. SOU student pass program);
- ridesharing, carpool/vanpool programs; and,
- promotion of mixed land use developments.

Ashland also has five areas of town that consist of mixed uses and can be considered Transit-Oriented Districts (TODs). These TODs are the Downtown-Historic Railroad District, Ashland Community Hospital area, North Mountain Avenue area, Hersey Street Employment District, and the Southern Oregon University zone.

Briefly, TODs are areas that are served by transit and contain commercial, office, and higher density residential uses. TODs are mixed use developments that rely on a jurisdiction's willingness to increase residential densities on or within ¼ mile of an established public transit line, in this case an RVTB bus route. TODs are defined in more detail later in this document under the RVTB narrative.

Central Point

Central Point's land use code does allow for TODs. Central Point has so far designated one TOD (Twin Creeks) wherein commercial, office, and residential uses are located within the same area, next to transit service. A TOD minimizes the need for SOV travels due to their locations

near transit, and due to the fact that a TOD is designed for people to live and work within the same land use district. This means that many people will be able to bike, walk, or bus to their work locations which are hopefully located nearby.

TOD areas have higher residential densities than normal and they are planned around the concept of needing to drive fewer miles to get places – the opposite of what we find with the “outdated” planning concept of urban sprawl. Being in love with the automobile is no longer the goal of many people across the globe, especially in today’s environmentally sensitive world. Mixed use development concepts, like TODs, are catching on, especially with aging “Baby Boomers”, desiring to live in condensed geographic areas containing multiple land uses. See more TOD discussion in the RVTD narrative later in this report.

Eagle Point

Unable to find an adopted TSP for Eagle Point, staff did find a DRAFT (revised June, 2001) that did not contain any specifics on TDM programs, but had long narratives describing pedestrian, and bicycle pathways and their connectivity to each other under a “Bicycle and Pedestrian Plan” segment of the DRAFT document. In summary, Eagle Point is providing alternatives to travel in single-occupancy vehicles (SOVs) through promotion of sidewalks along arterials and collectors and provision of bicycle paths throughout the city.

Jackson County

While Jackson County’s currently adopted TSP does not contain a specific TDM section, there are goals (Modal Components) devoted to such a program. Goals and strategies mentioned are designed to:

- plan an integrated transportation system that maintains existing facilities by providing effective multi-modal options through preservation and maintenance of the existing road system, rather than increasing vehicular capacity;
- maintain existing traffic calming effects to provide safe use of pedestrian and bicycle pathways; implement TDM primarily through application of an integrated land use and transportation plan;
- encourage other methods of TDM as feasible opportunities arise; and,
- ensure parking provision is proportional to proposed development; and through maintenance of .85 vehicle to (network) capacity ratio during weekday peak periods.

Jacksonville

Jacksonville’s currently adopted TSP does not contain a specific section for TDM programs, but does contain a provision for altering land use densities to reduce demand for SOV travel and to meet travel needs through other modes of travel. A DRAFT of a new TSP includes more

discussion of bikeways, pedestrian ways, TODs, transit, and even resurrection of an old electric railway.

Medford

Medford's TSP contains TDM strategies to reduce vehicle miles traveled (VMT) in SOVs. These strategies include:

- the promotion of the use of alternative modes of transportation by participating in the local Transportation Management Association (RVTMA);
- providing incentives for Medford city employees to participate in any/all TDM programs;
- for the city of provide opportunities for a compressed work week, flexible schedules, and telecommuting;
- encouragement of employees to design/implement trip-reduction plans;
- discouragement of trips in SOVs;
- encouraging private employers to follow suit with alternative work plans and formation of private TMAs, carpools/vanpools;
- supporting RVTD in their TDM efforts to create park/ride lots and promote TDM programs; and,
- perform public outreach and education programs to get more commuters out of their SOVs.

Another feature of Medford's TDM package is Transit-Oriented Development (TOD: see detailed description under the RVTD section below). Essentially, TOD development (Medford has designated four such areas) is mixed use development that promotes use of pedestrian and cycling opportunities while discouraging SOV travel. Uses are compact, mixed so that people only need to commute a few blocks to work, and uses are located with high residential densities as close to a transit line as possible.

Phoenix

The City of Phoenix TSP contains four policies regarding TDM strategies:

- the city is to consider/implement staggered/flex work hours along with telecommuting where feasible for their employees;

- larger employers seeking approval for development within city limits will be required to implement TDM strategies of their own as an alternative to further construction for parking/roadways;
- future larger employers will also be required to pursue carpool/vanpools through incentives such as preferential parking; and,
- the city will consider adoption of mandatory TDM programs for larger employers.

The city itself is currently experimenting with staggered work hours, flextime, and telecommuting with some of its own workers to some degree of success. While these alternative work schedules may not be feasible for all city workers, depending on type of work performed, those employees that have been a part of this “pilot” program have found success under implementation of these TDM strategies.

RVTD

Review of RVTD’s Long Range Plan (and Technical Memo 5 in this series) reveals substantial information regarding their TDM. RVTD plays a key leadership role in regional TDM programs in order to minimize SOV travel, reduce congestion, increase worker health, foster increased mobility, and improve air quality. RVTD implements their TDM program through education, public outreach, facility design, and facility placement.

Combined with land use goals, TDM programs promote facility design that complements transit access/convenience. RVTD relies on the jurisdictions within the MPO to promote TDM in their own TSPs through land use changes/adoptions, provision of connections to other modalities (bicycle/pedestrian pathways), and adoption of mixed use development ordinances, such as Transit Oriented Developments (TODs).

As described in earlier sections of this report, a TOD is a mixed use development that is located along established transit lines encouraging residents in higher density dwellings to utilize transit service. Included in the design are the provision of commercial, office, and open space uses in an effort to keep people from following their counterparts’ examples of living amongst areas of urban sprawl. The intent is to discourage this sprawl and long trips to work on congested roadways. With provision of this higher density mixed-use development, pedestrian/bicycle pathways are provided which also foster connectivity to the transit lines. The SOV is thus discouraged in these types of developments. Downtown Central Business Districts (CBDs) are earlier examples of what future TODs might look like.

In order to expand service, RVTD reviews development proposals of each member jurisdiction. Through this review, RVTD staff identify:

- transit enhancement possibilities (new stops, rerouting, etc.);
- opportunities to preserve roadway right-of-way for new facilities (bus pullouts, shelters, etc.); and,

- review plans for creation of future bus routes.

In support of this review process, RVTD staff asks member jurisdictions to prioritize those areas amenable to increases in, or creation of, transit service. Transit on these corridors should be able to compete with the public's ideals that cause them to use their SOVs. The corridor should lend itself to:

- TOD type development (i.e. contain a mix of land uses);
- provision of access to institutional uses (schools, hospitals) and open spaces; and,
- creation of transit demand for many hours of the day, not just during am/pm commutes.

According to RVTD, an average housing density of seven units per acre, within ¼ mile of the transit corridor is optimum, with higher densities being located as close as possible to the transit line.

RVTD points out that planning for future transit must be done in concert with the local jurisdictions. While RVTD depends on the local jurisdictions to promote land uses that support transit opportunities through land use ordinances, they also depend on member jurisdictions to discourage developments which might lead to decisions to utilize SOVs. Simultaneously, member jurisdictions rely on RVTD to provide transit service to their more dense developments and to populations which need transit but for some reason (disabilities, distance from transit lines) cannot connect to it. Working in concert, RVTD and member jurisdictions have the opportunity to create an efficient multi-modal transportation system.

In addition to the above, RVTD has implemented many TDM programs over the years, all of which are still being pursued, or have placed infrastructure at RVTD's disposal which is still being used today. See Technical Memo #5, "Review of Rogue Valley Transportation District's (RVTD) TDM Program" for much more detail of RVTD's contributions to the RVMPO's TDM programs.

Talent

The City of Talent's currently adopted TSP contains a goal related to TDM programs. This goal is to reduce demands placed on the current/future transportation network by the SOV. Objectives and policies of the goal include:

- the use of alternative travel modes;
- assisting the public with choosing these alternative modes;
- working with employers to provide alternative work schedules and facilitate telecommuting;

- encouraging ridesharing and transit opportunities; and,
- the adoption of trip reduction goals in those areas with high trip generation.

Conclusion:

Member jurisdictions of the RVMPO have done much to enhance their respective TDM programs. The MPO continues to recommend that ever more TDM programs are formulated and implemented in order to:

- 1) Comply with federal standards;
- 2) Improve the air quality of the region;
- 3) Conserve a finite resource (petroleum);
- 4) Avoid expensive construction of expanding transportation facilities;
- 5) Encourage the use of other modes of transport besides the SOV; and,
- 6) Create a healthy and productive workforce.

By enhancing/promoting the above, the region can attract more highly skilled people to the region; TDM implementation creates a more attractive and livable region and that circumstance brings in a more productive/competitive workforce.