



## **Ashland Downtown Revitalization Plan**

City of Ashland; ODOT

### **Technical Memorandum 1: Goals, Policy Review, Funding Forecast**

September 12, 2019

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## 1. Introduction

The City of Ashland's downtown is a thriving community center and the hub of the community, supporting a mix of commercial and residential land uses and tourism activities. This heavily used urban center falls short of delivering a multi-modal, well-integrated transportation network that meets all of the users' transportation needs. The study area (Figure 1) is generally bound by B Street, 4th Street, Hargadine Street, and Helman Street and includes the downtown couplet (Main Street and Lithia Way/C Street), intersections where the separated couplet terminates, parallel streets. The area is primarily commercial with a modest amount of second/third story residential that serves both the local community and tourists. The primary transportation facility through the downtown core is a district level highway under the jurisdiction of the State of Oregon. The downtown is currently auto dominated, with many opportunities to improve mobility and safety for pedestrians, bicyclists, and transit riders.

Current limitations and deficiencies observed in the study area include:

- Existing sidewalks that have numerous constriction points and that are too narrow for such a heavily trafficked downtown corridor;
- Some areas lack pedestrian-scale, energy efficient lighting to promote a safer and more attractive walking experience for the community;
- Traffic signal timing coordination is in place along the corridor, however improvements are needed at unsignalized intersections and crossings to fully utilize coordinated signal timing;
- A lack of managed truck loading zones, which creates conflict with through traffic and increases congestion issues;
- A need for enhancements to better define and advertise existing transit locations and facilities;
- No dedicated bike connectivity within the Main Street and Lithia Way Couplet to adjacent bike lanes on North Main and Siskiyou Boulevard, and a lack of bicycle parking facilities;
- 3 lanes of traffic, merging vehicles from Plaza Loop, and vehicles traveling north across Main Street on Oak Street create many conflicts and pedestrian safety issues at the south side crosswalk at Oak Street and E Main Street;
- A lack of Americans with Disabilities Act (ADA)-compliant sidewalk ramps;
- Issues with both pedestrian and vehicle site distance at unsignalized intersections;
- Parking congestion, need for additional EV charging stations, and a perceived lack of convenient parking;
- Potential loss of the bike share program at the upcoming end of the current funding term;
- Tree spacing, landscaping, and irrigation issues, including tripping hazards caused by tree wells throughout the area;
- Beauty, cleanliness, and maintenance;
- Tour bus parking related conflicts with residential parking on Helman Street near hotels. Due to a lack of dedicated bus parking during peak tour bus season, buses often park on Winburn, taking up 10-15 parking regular spots;
- Unknown effect of Transportation Network Companies (TNCs) and electric scooters and bike share operating in the downtown core;
- Lack of public seating and limited availability of existing seating due to impact from transient population;
- Lack of public restrooms;
- Lack of bike parking facilities throughout the downtown couplet;
- A need for enhancements and consistency with respect to the existing signage and wayfinding system.

The following improvements are known to be happening soon or underway in the downtown core:

- ADA improvements to Lithia Way and 3rd Street
- Bike sharrows connecting N. Main Street to Siskiyou Boulevard
- Lithia Way Bicycle Boulevard (CIP project)
- Potential ODOT funding for transportation safety improvements along the corridor.

Figure 1: Ashland Downtown Revitalization Study Area



The Ashland Downtown Revitalization Plan builds upon a foundation of previous work, including the City's Transportation System Plan (TSP), which was last updated in 2012, the Downtown Parking Management and Multi-Modal Circulation Plan adopted in 2014, and the Transit Feasibility Study completed in 2018. Both the TSP and Downtown Parking and Multimodal Circulation study noted the need for improvements to the multi-modal system in the downtown core. The overarching goal of this project is to create an affordable, balanced, safe and functional multi-use transportation with increased opportunities for a safer and more attractive pedestrian experience, enhanced bicycle connections and parking, convenient access to transit, and functional parking and loading zones to better sustain the unique qualities and improve the prosperity of downtown Ashland. This project is one of many current City initiatives, including developing action strategies identified in the Downtown Parking Plan, performing a transit feasibility study, implementing recommendations in the recently adopted Climate Energy Action Plan (CEAP), and developing an ordinance to allow Transportation Network Companies (TNCs) access to the City's transportation system.

## 2. Goals and Objectives

The following draft goals and objectives are intended to guide the planning process and final outcomes of the plan. These goals and objectives are preliminary in nature; they will need to be reviewed by the project team and the advisory committees to ensure that they reflect the community's vision and priorities.

### 2.1 Goal 1: Conduct an open and transparent planning process.

- **Objective 1.1:** Ensure that those affected by the plan recommendations are given meaningful ways to participate in the process.
- **Objective 1.2:** Solicit the views of disabled, visually impaired, and aging citizens to ensure their needs are represented in the planning process and plan recommendations.
- **Objective 1.3:** Actively engage major property owners, institutions, and businesses that will be impacted by the plan.
- **Objective 1.4:** Employ a variety of tools and methods to provide opportunities for the broader community to learn about the project and provide meaningful feedback at key points throughout the planning process.

### 2.2 Goal 2: Plan for a safe and functional multi-modal transportation network.

- **Objective 2.1:** Identify enhancements to the built environment that create a sense place and of ownership in the downtown.
- **Objective 2.2:** Identify projects that address key deficiencies and issues related to pedestrian and bicycle infrastructure and safety.
- **Objective 2.3:** Increase opportunities for a safer, more attractive, and more comfortable walking experience to and through the downtown area for community members and visitors alike.
- **Objective 2.4:** Enhanced bicycle connections for cyclists of all comfort levels and abilities and increase the availability of bicycle parking in the downtown area.
- **Objective 2.5:** Consider the recommendations in the Transit Feasibility Study and further the development of convenient access to transit in the downtown area.
- **Objective 2.6:** Identify and implement functional parking and loading zones to better sustain and improve the economic prosperity and unique characteristics of the downtown area.
- **Objective 2.7:** Ensure that projects identified through this process will consider the needs of aging and disabled populations and that accessibility for people of all ages and abilities.
- **Objective 2.8:** Ensure that there are affordable transportation options for people traveling downtown.
- **Objective 2.9:** Identify solutions that facilitate efficient and safe vehicular movement through the area.

### 2.3 Goal 3: Support citywide goals related to climate change and energy consumption.

- **Objective 3.1:** Expand and enhance existing pedestrian and bicycle infrastructure to encourage active modes of travel and help reduce the number of auto trips and vehicle emissions.
- **Objective 3.2:** Identify projects that enhance the downtown environment for pedestrians, bicyclists, and transit users including wider sidewalks, pedestrian treatments, alley enhancements, and bicycle parking.

- **Objective 3.3:** Integrate parking management strategies with existing transit services to incentivize shared transportation modes.
- **Objective 3.4:** Identify enhancements to improve the natural elements of the streetscape, including planning for street trees and landscape buffers between sidewalk and street.

#### **2.4 Goal 4: Create an adoptable plan with implementable outcomes.**

- **Objective 4.1:** Identify specific short, medium and long-term improvements to multi-modal transportation, signage and wayfinding, streetscapes, and parking and loading zones in the downtown area.
- **Objective 4.2:** Identify future funding streams to support implementation.
- **Objective 4.3:** Clearly identify needed amendments to the City's TSP and develop CIP project sheets with associated data and planning-level cost estimates.
- **Objective 4.4:** Document consistency with adopted local plans, such as the Ashland Comprehensive Plan and the Ashland Municipal Code, as well as with State requirements.

### 3. Policy and Regulatory Review

Ashland's unique and historic downtown is the most important area of economic activity for the City, the center of tourist activity, and also serves as the heart of the community. To better understand the policy and regulatory context for developing a context-sensitive Downtown Revitalization Plan, this section includes a review of relevant plans, policies, standards, and land use regulations applicable to land use and transportation planning in the study area. The review considered the following plans and documents:

A summary of each of these documents and how they inform this planning process can be found in **Appendix A**.

Previous planning efforts for the downtown area date back to 1967 with the adoption of the City's Central Area Plan. The Ashland Downtown Revitalization Plan will build upon a strong foundation of previous work, including the City's Transportation System Plan (TSP), Downtown Parking Management and Multi-Modal Circulation Plan, Phase II Downtown Plan, Transit Expansion Feasibility Study, and Climate Energy and Action Plan. Several key themes have emerged through the planning document review:

1. Ashland's downtown is the true heart of the City, and it is important to sustain the City's unique and historic character and aesthetic appeal.
2. Previous planning efforts and conversations with the community have identified a number of specific needs and issues regarding pedestrian, bicycle, and vehicle travel through the downtown area—most of which are focused along the OR 99/E Main Street and Lithia Way corridors.
3. Ashland has a long history of encouraging bicycle and pedestrian transportation both as a recreational activity and as a key mode of travel to and from work.
4. There is a need to change community and visitor perceptions regarding the availability and location of parking areas that serve the downtown core; one strategy to address this issue is to provide wayfinding that identifies both local destinations and parking areas.
5. Truck loading and unloading presents a challenge to traffic flow and safety in the downtown core, particularly during peak travel hours and tourist seasons; one strategy to address this issue is to provide safe loading zones for freight and limit movement of goods to non-peak times if possible.
6. There is a need to update the City's parking management strategies to address ongoing parking capacity and turnover issues in the downtown area.
7. The City is looking at opportunities to deter crime and reduce unwanted behavior through changes to the physical environment downtown.

The Ashland Downtown Revitalization Plan will consider these points, as well as other relevant goals, policies, recommendations, and projects included in the background documents reviewed for this project.

## 4. Funding Forecast

The future funding forecast section details anticipated available funds for capital improvements, as well as cost estimates for improvements, and future projects that are planned within the study area. Anticipated funding may be used for transportation, parks and recreation, and other improvements within the City.

### 4.1 Transportation Funding Forecast

The City of Ashland has four main revenue streams that can be used for transportation related projects. This section highlights the four potential funding streams and provides an overview of both current and forecasted revenues from each funding source, which include the gasoline tax (statewide), transportation system development charges, transportation utility fee, and food and beverage tax.

#### Gasoline Tax

Oregon’s gasoline tax is a per-gallon tax used for the creation, preservation, and maintenance of Oregon’s transportation infrastructure. It continues to be the most important funding source for the improvement of Oregon’s roadways, and locally, because this state highway operates and maintains OR-99 (locally, East Main Street and Lithia Way) through downtown Ashland. **Table 1** provides forecasted annual revenues from the statewide gasoline tax.

Table 1: Gasoline Tax	
Year	Total Revenue
FY19	\$1,460,000
FY20	\$1,550,000
FY21	\$1,680,000
FY22	\$1,696,000
FY23	\$1,700,000
FY24	\$1,730,000
FY25	\$1,748,000
FY26	\$1,765,000
FY27	\$1,783,000
FY28	\$1,800,000
FY29	\$1,819,000

Source: 2018-2019, Street Revenue Projections, City of Ashland

**Transportation System Development Charges (SDC)**

Since 1991, the City of Ashland has collected SDC’s to assist in paying for the impacts of new development on the City’s existing various systems, including water, wastewater, transportation (streets, sidewalks, bike lanes, etc), storm drains and parks. The purpose of the SDC’s are to impose an equitable share of the public costs of capital improvements upon those developments that create the need for or increase the demands on capital improvements.

Oregon law has specific requirements about what charges can be levied on new development. They cannot be charged for schools, police, fire or other government services. The fee structure for the systems development charges has been established and modified through extensive public involvement with an ad-hoc citizen committee. **Table 2** below provides forecasted annual Transportation SDC revenues. SDC rates for residences and commercial uses is provided in **Tables 3** and **4** below.

Table 2: Expected Revenues from Transportation SDCs	
Year	Total Revenue
FY19	\$173,500
FY20	\$173,500
FY21	\$173,500
FY22	\$100,000
FY23	\$100,000
FY24	\$100,000
FY25	\$100,000
FY26	\$100,000
FY27	\$100,000
FY28	\$100,000
FY29	\$100,000

Source: 2018-2019 SDC Transportation Revenue Projections, City of Ashland

**Table 3: SDC Rates for Residential Development**

	Under 500 sq. ft.	501 sq. ft. – 800 sq. ft.	Over 800 sq. ft.
Single Family Dwelling/Townhome	\$1,548.26	\$2,322.39	\$3,096.53
Apartment/Condominium/ARU	\$1,200.28	\$1,800.41	\$2,400.55

Source: Transportation System Development Charges by Residential Development, City of Ashland

**Table 4: SDC Rates for Commercial Development**

Description	Unit of Measure	SDC Cost
Hotel/Motel	Per Room	\$2,741.88
Theater	Seats	\$577.08
Pharmacy/Drug Store	Per TGFSF	\$14,857.38
Quality Restaurant	Per TGFSF	\$7,974.50
Gasoline/Service Station	Per Vehicle Fuel Position	\$12,976.50
Walk-In Bank	Per TGFSF	\$8,368.10
Coffee/Donut with Drive-Through	Per TGFSF	\$29,598.93
US Post Office		\$34,092.53

Source: Transportation System Development Charges by Land Use, City of Ashland

**Transportation Utility Fee**

The City of Ashland collects a monthly Transportation Utility Fee from residences and businesses within the city limits based on use of the transportation system. The fee is based on the number of trips a particular land use generates and is collected through the City's regular utility bill. It is designated for use in the maintenance and repair of the City's transportation system. Users of the road system share the costs of the corrective and

preventive maintenance needed to keep the street system operating at an adequate level. **Table 5** below provides forecasted annual Transportation Utility Fee revenues.

Table 5: Expected Revenues from Transportation Utility Fees	
Year	Total Revenue
FY19	\$1,564,000
FY20	\$1,611,000
FY21	\$1,659,000
FY22	\$1,692,000
FY23	\$1,726,000
FY24	\$1,760,000
FY25	\$1,796,000
FY26	\$1,832,000
FY27	\$1,868,000
FY28	\$1,906,000
FY29	\$1,944,000

Source: 2018-2019 Transportation Utility Fee Projections, City of Ashland

**Food and Beverage Tax**

The City of Ashland collects a five percent tax on all prepared food sold within the city limits. This money is collected to fund important City projects and programs (Ordinance 2991). A portion of the Food and Beverage tax is allocated for pavement rehabilitation related projects, making it a viable revenue source for projects within the Ashland Downtown Revitalization Plan. **Table 6** provides forecasted annual Food and Beverage revenues for FY2019-2029. It is important to note that fluctuations in the number tourists visiting Ashland will impact the amount of revenue generated from this tax.

Table 6: Food and Beverage Tax	
Year	Total Revenue
FY19	N/A
FY20	\$700,000
FY21	\$740,000
FY22	\$836,000

FY23*	\$2,585,000
FY24	\$2,637,000
FY25	\$2,690,000
FY26	\$2,744,000
FY27	\$2,799,000
FY28	\$2,855,000
FY29	\$2,911,000

Source: 2018-2019 Food and Beverage Tax Revenue Projections, City of Ashland

\*Beginning of the allocation of the Street Fund

## 4.2 Cost Estimates

A result of the ADRP is to develop solutions to improve areas where deficiencies and limitations have been identified. A full list of these deficiencies is provided in the Introduction section of this memo, which includes narrow or obstructed sidewalks, curb ramps that are not ADA compliant, and problematic signal timing or other transportation related issues. **Table 7** highlights improvements that might be made to address issues in downtown and provides a rough cost estimate depending on the treatment or project.

Table 7: Project Cost Estimates	
ITEM	COST RANGE
Design Upgrades for Compliance with the Americans with Disabilities Act (ADA)	Curb ramp upgrades per corner: \$\$ Per newly constructed public restroom: \$
Sidewalk and Other Pedestrian Improvements	Sidewalk per linear foot: \$ Curb extension/bulb-out per intersection: \$\$\$\$ Pedestrian refuge island per crossing: \$\$ Marked crosswalk per intersection: \$ Per midblock crossing: \$\$\$ Per bench: \$
Lane Reconfiguration and Circulation Improvements	Striping per linear foot: \$ Bike lane per lane-mile: \$\$ Buffered bike lane per lane-mile: \$\$\$\$\$ Sharrow per lane-mile: \$ Bike boxes per intersection: \$\$ Per traffic sign: \$ Per wayfinding sign: \$
Signalization	Audible ADA countdown signals per intersection: \$\$ Pedestrian hybrid beacon per intersection: \$\$ Per RRFB: \$\$ Change in signal timing: \$ Traffic signal per intersection: \$\$\$\$

Parking	Per on street parking space (striping): \$ Per off-street parking space (striping): \$ Per bike rack/corral: \$ Per bus parking space (striping): \$
Crime Prevention Through Environmental Design (CPTED) Improvements	Per tree: \$ Landscaping buffer: \$ Per pedestrian sidewalk light: \$

Source: Potential Downtown Couplet Projects, Ashland Downtown Revitalization Plan, City of Ashland; Project cost estimates developed by Jacobs.

**Table 8** provides the cost ranges categories that are used to assign estimates to the treatments listed in **Table 7**.

Table 8: Cost Range Estimates	
Cost Range	Designation
\$0 to \$25,000	\$
\$25,000 to \$150,000	\$\$
\$150,000 to \$350,000	\$\$\$
\$350,000 to \$1 mil	\$\$\$\$
\$1 million and above	\$\$\$\$\$

### 4.3 Study Area Projects

#### Jurisdictional Transfer

ODOT and the City of Ashland are exploring a jurisdictional transfer of the section of Oregon State Highway 99 (OR-99) that runs through Ashland. In downtown Ashland, OR-99 serves the community as a couplet, East Main Street and Lithia Way. The speed limit through downtown is 20 mph, where OR-99 operates more like a local street than a state highway. A jurisdictional transfer of the roadway from ODOT to the City would enable the City to prioritize improvements that would benefit local mobility and access needs as well as placemaking and revitalization.

Considerations for the jurisdictional transfer of OR-99 from ODOT to Ashland include:

- Many vehicle trips within the study area are local in nature
- Ashland wants to make improvements to support economic development and livability objectives
- Ashland wants to apply their standards/land use decision to promote their community (i.e. local control)

Executing a jurisdictional transfer would allow the City to focus on two improvement projects: improving the downtown couplet and implementing a road diet to create safer and more livable street environment in downtown Ashland. A jurisdictional transfer would allow the City to more easily manage the design and function along the couplet and implement improvements that would slow traffic speeds, reconfigure the roadway, and improve pedestrian access along and across the couplet. Planning for improvements to the downtown couplet has begun with the start of this Plan, which has been funded through a Transportation and Growth Management (TGM) Grant awarded by ODOT.

**Downtown Couplet**

The downtown couplet (E Main St and Lithia Way) is mostly an urban environment with traditional “main street” land uses consisting of commercial and retail businesses that front the street. Adjacent to the couplet are walkable downtown neighborhoods to north and south ends of the corridor.

The Oregon Shakespeare Festival is an annual festival that extends from March to October and is one of the community’s largest attractions. The Festival plays out in multiple theaters located roughly two blocks from the couplet. Downtown businesses, restaurants and hotels also serve festival attendees during their stay in Ashland.

The downtown couplet project would include a variety of transportation and mobility projects aimed at improving and widening sidewalks, enhancing pedestrian crossings, improving parking facilities, and enhancing transit facilities for all users including transit, bicycle, and pedestrians as well as vans and tour buses. **Table 9** shows the City’s estimates for project costs to implement the downtown couplet.

Table 9: Estimated Expenses for Downtown Couplet Projects	
Category	Expense
Feature Expenses	\$607,422
Structure Expenses	N/A
Surface Preservation Expenses	\$1,283,000
Maintenance Surfacing Expenses	\$102,000
Thermoplastic Striping	\$73,000
Project Value Total	\$2,068,000*
<i>*Represents today's investment dollars needed to support 20 years of maintenance.</i>	

Source: 20-Year Maintenance Expense Estimates for Rogue Valley Hwy, ODOT

**Road Safety Reconfiguration**

The jurisdictional transfer of OR-99 would give Ashland the authority to reconfigure the roadway to better serve local needs in terms of safety, circulation, and future economic development. The City has studied implementing a road diet along OR-99 in the downtown couplet. The road safety reconfiguration would include a roadway redesign to add elements that slow down vehicle speeds, improve pedestrian mobility, and provide a more livable downtown environment.

Table 10: Estimated Expenses for Road Diet Project	
Category	Expense

Feature Expenses	\$1,113,000
Structure Expenses	N/A
Surface Preservation Expenses	\$1,360,000
Maintenance Surfacing Expenses	\$103,000
Thermoplastic Striping	\$234,000
Project Value Total	\$2,800,000*
*Represents today's investment dollars needed to support 20 years of maintenance.	

Source: 20-Year Maintenance Expense Estimates for Rogue Valley Hwy, ODOT

**Lithia Way Bicycle Boulevard**

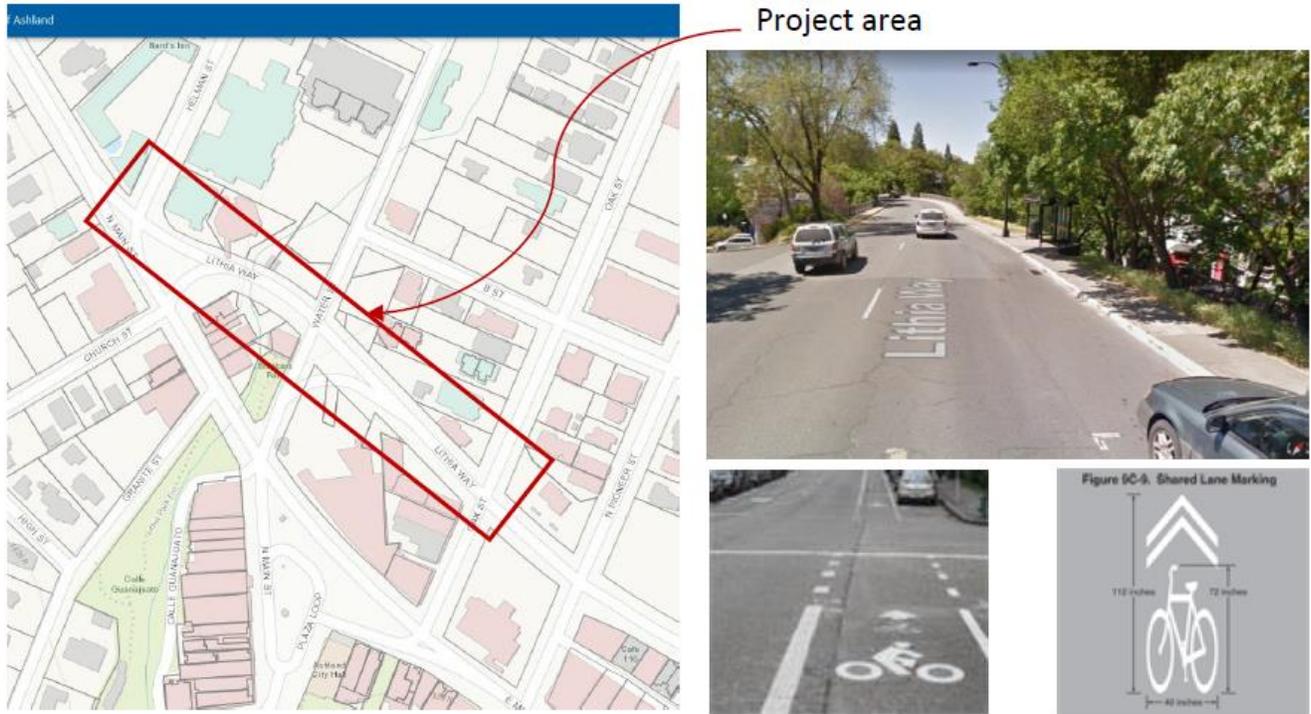
Total Project Cost: \$149,270

Location: Lithia Way, Oak St to Helman St

Duration: 1 year (2021-2022)

The Lithia Way Bicycle Boulevard project fills the gaps in the bicycle network and provides a bicycle boulevard facility in a very active portion of the City that serves a variety of community connections. Lithia Way is classified as a boulevard and carries both commercial and residential traffic. Bicycle boulevards are design conversions of streets that are low volume with low traffic speeds that have been improved for bicycle travel. They typically include traffic calming strategies enhanced for cyclists and further enhancements such as green infrastructure. Anticipated long-term expenses consist of striping/line painting and sweeping. **Figure 2**, from the Ashland CIP, provides a project area map, a current conditions photo, a precedent photo of a bicycle pavement treatment, and a bicycle sharrow diagram that could be used for the project.

**Figure 2: Lithia Way Bicycle Boulevard**



Source: Capital Improvement Program, 2019-2039, City of Ashland

**Table 11: Lithia Way Bicycle Boulevard**

Expenses	2021-2022
Design	\$14,927
Construction	\$73,278
Revenues	
Fees	\$83,740
SDCs	\$50,603
Other	\$14,927

Note: The “Other” revenue category is intended to be grant funding but may not be available. If unavailable, design cost will be borne in the engineering budget

Source: Capital Improvement Program, 2019-2039, City of Ashland

### Main Street Bicycle Boulevard

Total Project Cost: \$67,850

Location: Main Street Bicycle Boulevard, Helman St to Siskiyou St

Duration: 1 year (2021-2022)

The Main Street Bicycle Boulevard is a high priority project that fills the gaps in the bicycle network and provides a “bicycle boulevard” along a very active portion of the City that serves various community functions through the downtown core on this “boulevard”. Bicycle boulevards modify local streets to allow the through movement of bicycles yet maintaining local access for automobiles. Bicycle boulevards typically include bicycle route signage and pavement markings and often feature traffic calming to slow vehicle speeds and provide a more comfortable environment for cyclists. Anticipated long-term expenses consist of striping/line painting and sweeping. **Figure 3**, from the Ashland CIP, provides a project area map, a current conditions photo, a precedent photo of a bicycle pavement treatment, and a bicycle sharrow diagram that could be used for the project.

**Figure 3: Main Street Bicycle Boulevard**



Source: Source: Capital Improvement Program, 2019-2039, City of Ashland

Table 12: Main Street Bicycle Boulevard	
Expenses	2021-2022
Design	\$6,785
Construction	\$61,065
Revenues	
Fees	\$38,064
SDCs	\$23,001
Other	\$6,785
The "Other" revenue category is intended to be grant funding but may not be available. If unavailable, design cost will be borne in the engineering budget.	

Source: Capital Improvement Program, 2019-2039, City of Ashland

**Lithia Way/E Main Street Intersection Improvements**

Total Project Cost: \$73,750

Location: Lithia Way (OR 99 NB) and E Main Street Intersection

Duration: 1 year (2020-2021)

The Lithia Way/E Main Street Intersection Improvement consists of installing speed reduction treatments to slow vehicles on northbound approach. The National Cooperative Highway Research Program (NCHRP) Report 613 Guidelines for Selection of Speed Reduction Treatments at High-Speed Intersections will be used for guidance on the treatments that will be installed. **Figure 4** below, a current conditions photo of the intersection, and a project area map.

**Figure 4: Lithia Way/E Main Street Intersection Improvement**

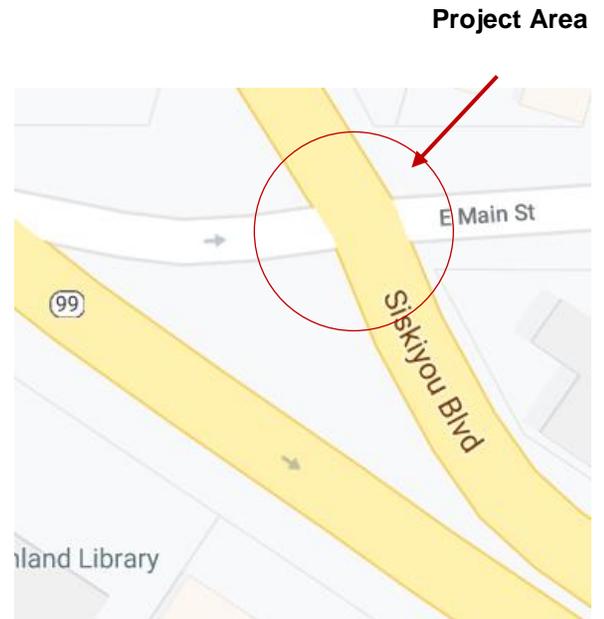


Table 13: Lithia Way/E Main Street Intersection Improvements	
Expenses	2020-2021
Design	\$7,500
Construction	\$66,250
Revenues	
Fees	N/A
SDCs (10%)	\$7,357
Grant (ODOT STIP funding)	\$66,375

Source: Capital Improvement Program, 2019-2039, City of Ashland

## Appendix A. Documents Reviewed

### City of Ashland Comprehensive Plan

Ashland's Comprehensive Plan is the guiding document for directing future land use within the City of Ashland. The Plan incorporates goals and policies related to land use, including citizen participation, environmental resources, population projections, urbanization, growth, housing, economy, aesthetic resources, public services, transportation, and energy. The Comprehensive Plan recognizes the idea that over time the City will continue to grow and change, and that the Plan will serve as a guide to make sure that the growth and changes are in the best interests of current and future Ashland residents. The City adopted its first Comprehensive Plan on November 2, 1982, which was a revision of the City's General Plan completed in 1966. The Comprehensive Plan was most recently updated in August 2016; however, the City is currently undertaking an update to the Plan's Housing Element, which is expected to be adopted in summer 2019.

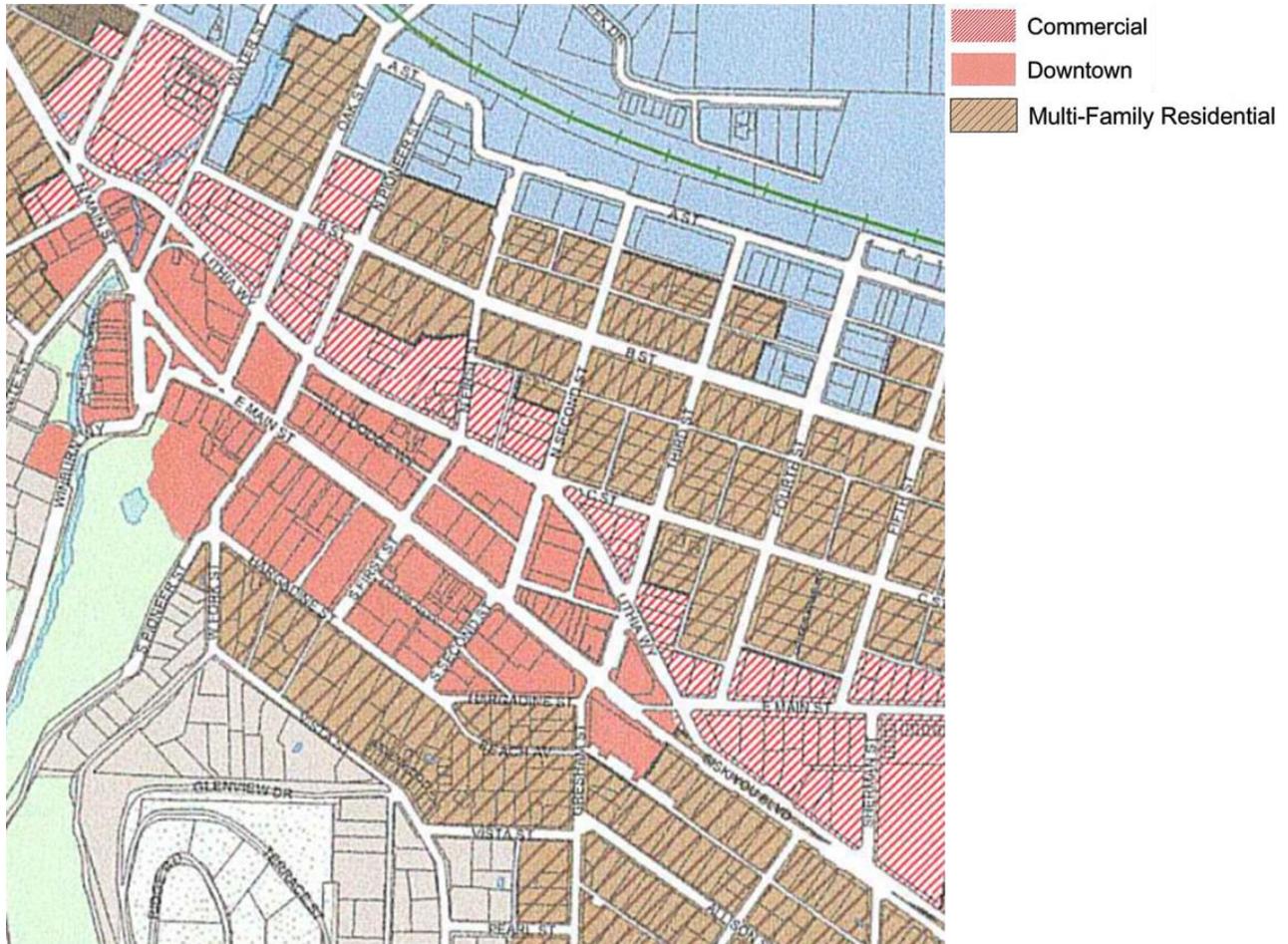
### Land Use Designations

The City's Comprehensive Plan map is intended to guide development of the City to ensure the best use of financial, natural, and energy resources. The Comprehensive Plan map is not intended to be a zoning map; its boundaries are expected to be more flexible, with classifications meant to guide uses, not to specify permitted and non-permitted uses. It does, however, divide the City into a number of districts that can be incorporated into implementing ordinances in attempt to enforce the designated purpose of a district by incorporating development and performance standards rather than by relying solely on permitted and non-permitted uses.

As shown in Figure , the study area includes two Comprehensive Plan designations: Commercial and Multi-Family Residential. The area is primarily designated Commercial, with the Multi-Family Residential designations located southwest of Hargadine Street and northeast of Lithia Way/C Street. Much of the area between Lithia Way and Hargadine Street also falls within the Downtown Overlay designation.

Areas designated commercial are designed for commercial activities and are intended to encourage retail businesses to locate close to each other, with minimum traffic disruption on adjacent streets. Private off-street parking facilities are required, but joint use of facilities is encouraged. In the Downtown Overlay area, off-street parking is not required. The Multi-Family Residential designation is intended to be a higher-density residential area, with up to 20 units per acre and developed with multiple-family units, single-family homes, small professional offices, and small, home-oriented, light retail commercial uses in the historic Railroad District.

Figure 4: Comprehensive Zone Designations in the Study Area



**Relevant Findings and Insights**

Although much of the Comprehensive Plan contains dated information, the background information provides several insights into long-standing opportunities and challenges for the downtown area:

- Ashland has a long history of community members who choose to walk, bike, or carpool to get to work, rather than drive alone, and this behavior has been encouraged through the City’s policies and land use patterns.
- The downtown area is the heart of the City and serves as the first and most important area of economic activity for the City, as well as the center of tourist activity.
- The downtown core has experienced long-standing parking issues.
- There are a number of pedestrian and bicycle improvements that are desired in the downtown core area, including safer crossings on Siskiyou Boulevard/Main Street and bike lanes or a bike path through the downtown core.
- The Plan recognizes that in order to retain the City’s small-town character, while still allowing for growth, the City must proactively plan for a multi-modal (rather than auto-oriented) transportation system that is integrated into the community and enhances its livability, character, and natural environment.

- The downtown core experiences the highest traffic congestion levels and the highest level of vehicle and pedestrian flow in the City, both due local traffic flow and tourist movement.

The following policy statements from the Ashland Comprehensive Plan are relevant to the Downtown Revitalization Plan.

### **Housing Element**

The following policy is from the draft update to the Housing Element, which underwent its second reading at City Council on June 18, 2019. The update revisited the goals and policies from the original Housing Element and revised them based on current data, assumptions, and community values.

*Policy 14: Provide for minimal off-street parking requirements in locations where it is demonstrated that car ownership rates are low for resident populations in order to help reduce housing costs and increase affordability and where the impact on neighborhoods allow.*

### **The Economy**

Policy 2.c.2: Development along Siskiyou Boulevard and Ashland Street will not primarily be automobile-oriented but will also include attractive landscaping and designs that encourage pedestrian, bicycle, and mass transit forms of travel.

### **Transportation Element**

The narrative, goals, and policies of the Comprehensive Plan's Transportation Element are largely focused on providing and proactively planning for a multi-modal (rather than auto-oriented) transportation system that enhances the City's livability, character, and natural environment. The Transportation Element, which was adopted in 1996, cites census data from 1990 and utilizes a 1992 traffic model with a 2005 forecast year as the basis for many of its assumptions. Although the data in the Transportation Element is dated, the following goals and policies remain relevant to this planning effort.

#### **Street System Goals and Policies:**

- 8) Design the Land Use Ordinance to ensure that Siskiyou Boulevard is developed as a multi-modal corridor with sidewalk and bike lane facilities appropriate to the volume and speed of motor vehicle traffic.
- 9) Design the Land Use Ordinance to ensure that A Street and B Street are developed as multi-modal corridors. Development along A Street and B Street shall be compatible with and support a multimodal orientation.
- 10) When designing and funding facilities, consider all the costs of automobile use compared with using other forms of transportation. These costs include social costs, and air, noise and water pollution.
- 23) Off-street parking for all land uses shall be adequate, but not excessive, and shall not interfere with multi-modal street uses.
- 24) Manage the supply, operations and demand for parking in the public right-of-way to encourage economic vitality, traffic safety and livability of neighborhoods. Parking in the right-of-way, in general, should serve land uses in the immediate area.
- 25) Reduce the number of automobile parking spaces required for new development, discouraging automobile use as the only source of access and encouraging use of alternative modes.
- 31) *Coordinate the transportation planning efforts of the adopted Ashland Downtown Plan with the goals and policies of the Transportation Element of the Comprehensive Plan, including the provision parking lots and parking structures.*
- 35) *Re-evaluate parking space size requirements due to the increased use of smaller cars.*
- 36) Encourage sharing of existing and future parking facilities by various nearby businesses.

**Pedestrian and Bicycles Goals & Policies**

- 1.5) Target walkway and bikeway improvements that link neighborhoods, schools, retail and service areas, employment centers and recreation areas.
- 1.7) Design walkways and bikeways for all types of users including people with disabilities, children and the elderly.
- 1.12) Design street intersections to facilitate pedestrian and bicycle travel by using design features such as, but not limited to, raised medians and islands, curb extensions, colored, textured and/or raised crosswalks, minimum necessary curb radii, pedestrian crossing push buttons, left and right bike turn lanes, signal loop detectors in bike lanes and signal timing conducive to pedestrian and bicycle travel speeds.
- 1.13) Design intersections with equal attention to pedestrian, bicyclist and motorist safety. Identify existing intersections that are dangerous for pedestrians and bicyclists, and develop plan for redesign of unsafe areas.
- 4. 1) Identify funding sources for walking and bicycling promotion, planning and facilities construction.
- 4. 5) Consistently incorporate pedestrian and bicycle facilities in the City of Ashland Capital Improvement Plan.

**City of Ashland Transportation System Plan (2012)**

Ashland’s Transportation System Plan (TSP) was updated in 2012 and serves as the principal document for identifying the function, form, and location of future transportation facilities, directing resources to transportation projects, and providing the community with the level of investment that will be needed to support anticipated development. The TSP details policies, goals, studies, and capital improvements for the City’s transportation modes, with a focus on policies, projects, programs, and studies that:

- Improve bicycle and pedestrian facilities and enhance transit service to make Ashland a less auto dependent community;
- Integrate future land use considerations to plan for and preserve opportunities for development that supports and facilitates bicycle, pedestrian and transit modes; and
- Enhance livability, small-town character, and the natural environment.

**Relevant Findings and Insights**

- Portions of OR 99 (Siskiyou Boulevard) have been designated by ODOT with Special Transportation Area (STA) and Urban Business Area (UBA) designations which allow OR 99 to deviate from typical ODOT District OR standards.
- The downtown core is a significant pedestrian destination and accommodates the highest levels of pedestrian activity within the city.
- In general, the downtown and other high-density locations are well served with frequent crossing opportunities.
- Designated on-street parking is primarily located in the downtown core of Ashland. While on-street parking is permitted in other areas of Ashland, designations in terms of time and use (e.g., loading zones, commercial uses) occur primarily in the downtown area.
- A system of protected or buffered bike lanes along OR 99 or a parallel alternative route along lower volume streets or an off-street multiuse path is recommended to encourage cyclists, particularly those who fall into the “interested but concerned” group.

**Relevant Goals, Policies, Programs, and Projects**

**Overall TSP Goals & Objectives**

- 1A. Create a prioritized list of active transportation (e.g., travel by bicycle, by foot and/or a combination of non-auto modes), green projects that reduce the number of auto trips, auto trip length, and vehicle emissions.

- 1B. Expand active transportation infrastructure to include features that encourage non-auto travel. Potential features include bicycle boulevards, bicycle lanes, wider bicycle trails, and improved lighting for bicycles and pedestrians.
- 1D. Develop plans for pedestrian-oriented, mixed land-use activity centers with an active transportation focus and green infrastructure.
- 1E. Identify ways to reduce carbon impacts through changes to land use patterns and transportation choices to make travel by bicycle, as a pedestrian and by transit more viable.
- 1H. Investigate creative, cutting edge ways including policies to increase active transportation trips in the City of Ashland.
- 2C. Strategically plan for safety and operational improvements for bicyclists and pedestrians.
- 3B. Consider modal equity when integrating land use and transportation to provide travel options for system users.
- 4A. Identify ways to improve street connectivity to provide additional travel routes to the state highways for bicyclists, pedestrians, and autos.
- 4B. Identify ways to provide sufficient levels of mobility and accessibility for autos while making minimal investment in new automobile focused infrastructure.
- 4C. Upgrade pedestrian facilities to ADA compliant standards.
- 4F. Recommend creative, innovative ways to more efficiently manage, operate, and fund the transportation system.
- 4G. Create a comprehensive transportation system by better integrating active transportation modes with transit and travel by auto.

**General Policies and Studies**

**Policy #3-9 (L3 through L9) Downtown Enhancement Policies**

Policy #3 (L3) Incorporate Wider Sidewalks – As feasible, incorporate wider sidewalks into the downtown core area on E Main Street, Lithia Way, and the supporting cross streets (e.g., Oak Street). The purpose of wider sidewalks is to provide additional capacity for pedestrians and pedestrian activities (Goals 3 and 4).

Policy #5 (L5) Incorporate Preferred Pedestrian Treatments – As feasible, incorporate preferred pedestrian treatments into downtown area projects, including pedestrian countdown signals, landscape buffers, pedestrian refuge islands, and benches. These treatments will help enhance the environment for pedestrians (Goals 2 and 4). Exhibits 6-2 and 6-3 illustrate two of these treatments.

Policy #6 (L6) Encourage Alley Enhancements – Work with the Chamber of Commerce and downtown business owners, to encourage property owners along downtown alleys to enhance the environment through improved landscaping, orienting businesses towards the alley, and other similar characteristics (Goals 3 and 4).

Policy #7 (L7) Incorporate Bicycle Parking – As feasible, incorporate bicycle parking into downtown projects to encourage and facilitate bicycle travel (Goal 4). Locally affected business owners will be included in the process of determining where bicycle parking is located.

Policy #8 (L8) Develop Incentives for Truck Loading/Unloading – Work with the Chamber of Commerce and downtown business owners to reduce delivery and pick-up of goods during peak times through strategies such as incentives or time restrictions. The purpose of this policy is to limit potential truck loading/unloading impacts on other downtown activities (Goals 3 and 4).

Policy #9 (L9) Update Downtown Parking Management - Work with the Chamber of Commerce and downtown business owners to update parking management strategies such that the strategies encourage the use of

existing parking garages, increase the turn-over of on-street parking, and work towards paid parking to manage parking within and to reduce auto trips to downtown (Goals 3 and 4).

## Pedestrian Plan

### Policies and Programs

*Policy #13 (L13) Incorporate Preferred Pedestrian Treatments – As feasible, integrate preferred pedestrian treatments into city-wide projects that arise through CIP investments or development. Preferred pedestrian treatments include pedestrian countdown signals, audible pushbuttons, landscape buffers, pedestrian refuge islands, benches, curb extensions, enhanced crosswalks, signalized crossings, and ADA compliant curb ramps (see A B for Bike and Pedestrian Design Treatment Toolbox). These treatments will help enhance the environment for pedestrians and facilitate travel as a pedestrian (Goals 2 and 4).*

### Projects

- (P64) Water Street Sidewalk Infill: Construct new sidewalks from Van Ness to B St on both sides.

## Bicycle Plan

### Policies and Programs

Program # (O4) Retrofit Bicycle Parking Program – Establish a retrofit bicycle parking program allowing interested property owners to apply for bicycle racks or bicycle corrals to be installed in front of their establishment. The City will coordinate with local business owners as to where bicycle racks are installed to be sensitive to the potential impacts on pedestrian space and vehicle parking.

### Projects

- (B13) B Street Bicycle Boulevard: Construct a Bicycle Boulevard from Oak Street to N Mountain Avenue.
- (B16) Lithia Way Bicycle Boulevard: Construct a Bicycle Boulevard from Oak Street to Helman Street.
- (B17) Main Street Bicycle Boulevard: Construct a Bicycle Boulevard from Helman Street to Siskiyou Boulevard.
- (B20) Water Street Bicycle Boulevard: Construct a Bicycle Boulevard from Hersey Street to N Main Street.
- (B21) Oak Street Bicycle Boulevard: Construct a Bicycle Boulevard from Nevada Street to E Main Street.
- (B34) 1st Street Bicycle Boulevard: Construct a Bicycle Boulevard from A Street to E Main Street.

## Transit Plan

Policy #18 (L18) Increase and Improve Pedestrian Crossing Opportunities – As project opportunities arise through CIP investments or development, improve pedestrian crossing opportunities across major roadways to facilitate access to transit stops (Goals 2 and 4).

## Intersection and Roadway Plan

Policy #24 (L24) Traffic Calming – Traffic calming elements will be integrated as appropriate into transportation improvement projects particularly those taking place on designated Safe Routes to School routes, within a quarter-mile walking distance from a school, and within a quarter-mile walking distance of a transit stop. The following traffic calming elements are the City's preferred traffic calming tools to be considered. The measures below can be modified as needed on a case-by-case installation such that they will not prohibit or degrade the City's ability to conduct winter maintenance activities such as snow removal.

### Projects

- (R5) Lithia Way (OR99 NB)/E Main Street Intersection Improvements: Identify and install treatments to slow vehicles on northbound approach. See the National Cooperative Highway Research Program (NCHRP) Report 613 Guidelines for the Selection of Speed Reduction Treatments at High Speed Intersections for guidance and potential treatments.
- (R11) Lithia Way (OR 99 NB)/Oak Street Intersection Improvements: Install a traffic signal.
- (S2) Downtown Parking and Multi-Modal Circulation Study (*completed*)
- (S3) N Main Street (OR 99) from Helman Street to Sheridan Street: Conduct access management spacing study and provide near- and long-term recommendations for improvement.
- (S7) E Main Street from Siskiyou Boulevard to Wightman Street: Conduct access management spacing study and provide near- and long-term recommendations for improvement.

### City of Ashland Municipal Code

The City of Ashland Land Use Ordinance is codified as Title 18 of the Ashland Municipal Code (AMC). AMC Chapter 18.2.1 establishes zoning districts pursuant to the designations identified in the City's Comprehensive Plan.

### Base Zones

The majority of the study area is zoned Commercial – Downtown (C-1-D) and Commercial (C-1). The C-1 and C-1-D zones allow for a wide range of commercial uses to be permitted outright, including amusement/entertainment uses, bakeries and restaurants, offices, and retail sales and services. A number of other uses are permitted conditionally or with special standards, including automotive and truck repair, sales, or rentals; commercial laundry facilities; drive-up uses; hostels, hotels, and motels; and marijuana retail sales. Both zones permit single-family, multi-family, duplex, and home occupation residential uses subject to special standards, as well as select public and institutional uses such as childcare facilities, clubs or fraternal organizations, government offices, and public parking facilities.

Pursuant to AMC 18.2.2.030.G regarding mixed-use development, uses allowed in a zone individually are also allowed in combination with one another, in the same structure or on the same site, provided all applicable development standards and building code requirements are met. The key development standards of the C-1 and C-1-D zones are summarized in Table 1.

Table A1. Summary of development standards, C-1 and C-1-D zones

	Commercial (C-1)	Commercial – Downtown (C-1-D)
<b>Residential Density</b>	30 du/ac	60 du/ac
<b>Lot Area, Width, Depth, Lot Coverage</b>	n/a (except to comply with special district or overlay zone)	
<b>Setback Yards</b>	n/a (except where the subject site abuts a residential zone, in which case a side yard of not less than 10 ft and a rear yard of not less than 10 ft per story is required)	
<b>Building Height</b>	40 ft (buildings located more than 100 feet from a residential zone are permitted conditionally up to 55 ft)	40 ft (buildings up to 55 ft permitted conditionally)
<b>Minimum Landscaping</b>	15% of developed lot area	n/a (except parking areas and service stations, subject to AMC 18.4.3-4)

Lands along the outer edges of the study area are zoned for residential uses, including Low Density Multi-Family Residential (R-2) and Single Family Residential - 7,500 square feet (R-1-7.5). Both zones allow for a range of housing types both outright and subject to special standards, as well as group living and agricultural uses. They also allow for select public and institutional uses to be permitted conditionally, including childcare facilities, hospitals, religious institutions and schools, and C-2 allows for some tourist/travel-related and office uses conditionally.

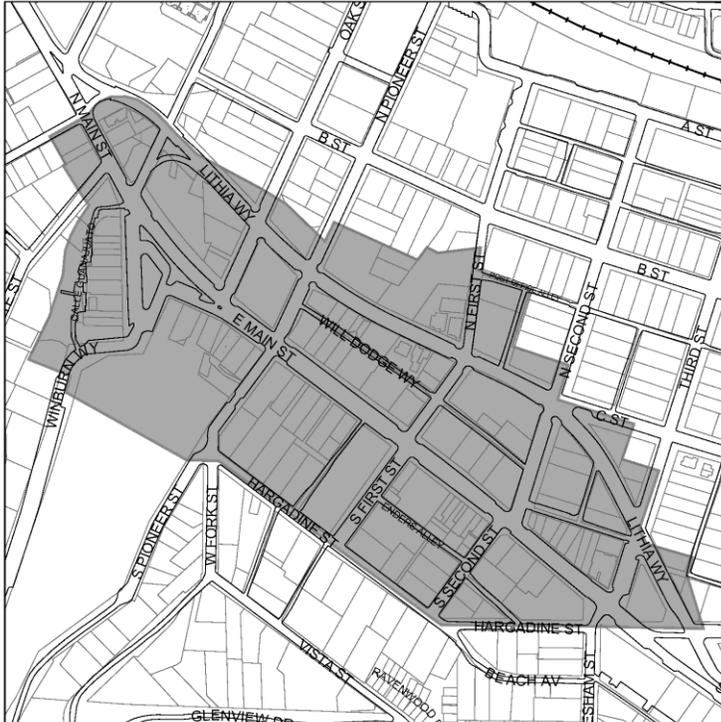
**Overlay Zones and Special Districts**

The study area also falls within a number of overlay zones, including the Downtown Design Standards Overlay and the Detailed Site Review Overlay.

**Downtown Design Standards Overlay**

Development in the Downtown Design Standards Overlay is subject to the provisions of AMC 18.4.2.060, in addition to all other applicable sections of the Land Use Ordinance. The purpose of the Downtown Design Standards is to respect the unique heritage of Ashland’s historic downtown and to enhance the appearance and livability of the area as it develops and changes. The design standards are derived from key themes and policies identified in the City’s Downtown Plan and are based on common features currently found in the downtown core. The Downtown Design Standards regulate building height, setbacks, building width, window and door openings, facades, roof forms, building materials, awnings, and other elements related to building form and orientation. The standards provide a foundation for prospective applicants, citizens, and community decision makers to direct change in a positive and tangible way. It is not the intent of the Downtown Design Standards to freeze time and halt progress or restrict an individual property owner’s creativity, but rather to guide new and remodeled proposals to be in context with their historic surroundings.

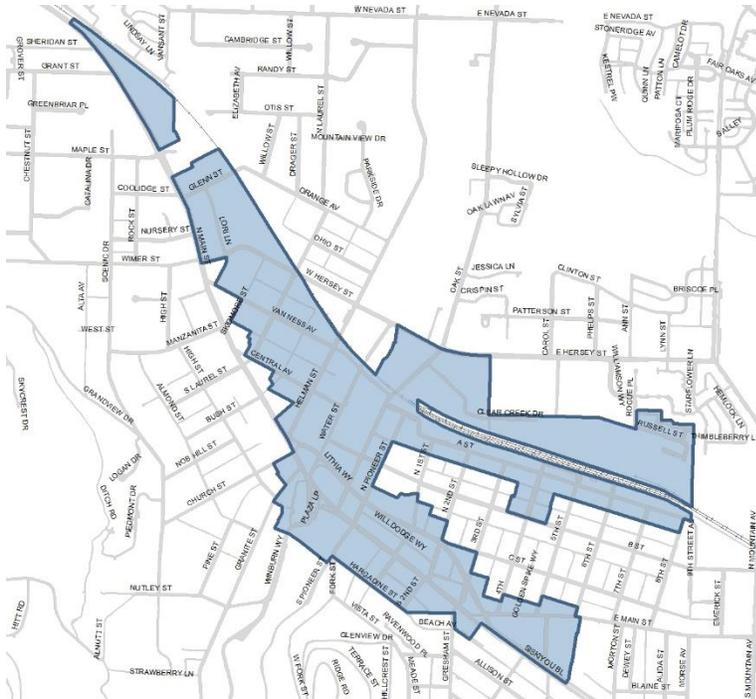
Figure 5. Downtown Design Standards Overlay



**Detailed Site Review Overlay**

The Detailed Site Review Overlay is subject to the provisions of AMC 18.4.2.040.C in, addition to all other applicable sections of the Land Use Ordinance. Development that occurs within the Detailed Site Review Overlay is subject to specific standards regarding building orientation and scale, streetscape design, buffering and screening, and building materials. Developments that are greater than 10,000 square feet or contain more than 100 feet of building frontage are subject to additional requirements found in AMC 18.4.2.040.D, which include additional standards for the provision of public spaces and transit amenities.

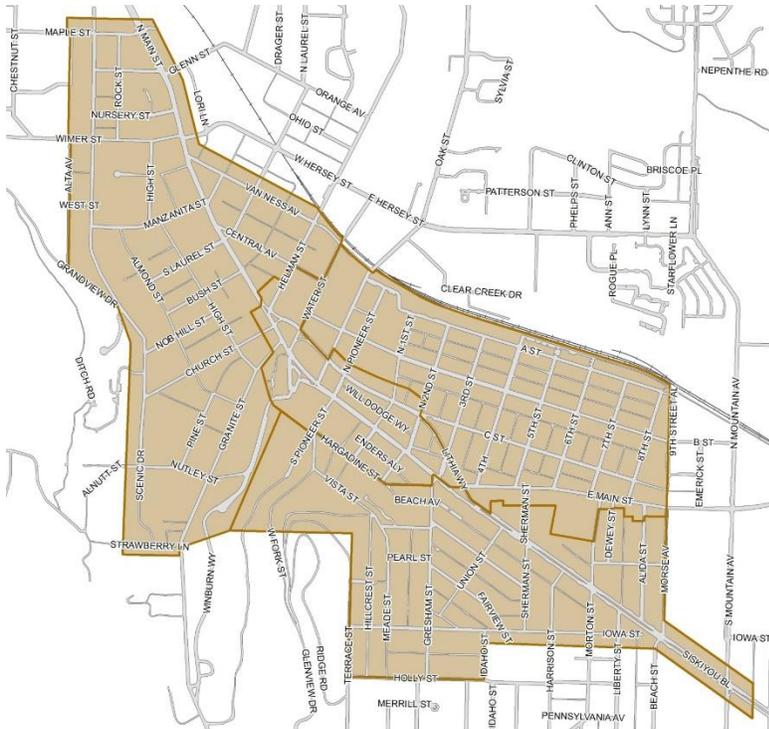
Figure 6. Detail Site Review Overlay for North Main, Historic District, and Oak Street



**Historic District Overlay**

The study area is also part of the City’s Historic District Overlay, primarily within the Downtown District, although the outer edges of the study area fall within the boundaries of the Siskiyou-Hargadine and Railroad Districts. The Historic District Overlay is regulated by Section 18.4.2.050 of the AMC, the purpose of which is to ensure that all development that occurs in the Historic District overlay remains compatible with the existing integrity of the Historic District. Standards apply to building height, scale, massing, setbacks, roofing, openings, base and platforms, entrances, building form, imitations of historic features, additions to existing buildings, and garage placement. In addition to the standards for new construction, there are also detailed regulations regarding the rehabilitation or remodeling of existing buildings. The standards in AMC 18.4.2.050 primarily apply to single-family residential uses; developments that require a Type I, II, or III review procedure or for any use greater than a single-family use, the Staff Advisory and the Planning Commission may require modifications in the design to match these standards. In this case the Historic Commission advises both the applicant and the Staff Advisor or other City decision maker.

Figure 7. Historic District Overlay



**Parking and Loading**

Chapter 18.4.3 contains requirements for automobile and bicycle parking in all zones, except those specifically exempted, whenever any building is erected or enlarged; parking, access, or circulation is expanded or reconfigured; or the use is changed. Parking ratios can be found in Table 18.4.3.040 and are determined for all zones by land use categories. However, pursuant to AMC 18.4.3.020.E, a variance to the parking standards may be granted up to 50 percent for commercial uses within the Historic District Overlay in order to provide as much off-street parking as practical while preserving existing structures and allowing them to develop to their full commercial potential. The City, through this ordinance provision, finds that reuse of the building stock within the Historic District overlay is an exceptional circumstance and an unusual hardship for the purposes of granting a variance.

Pursuant to AMC 18.4.3.070, all uses, with the exception of residential units with a garage and uses in the C-1-D zone, are required to provide a minimum of two sheltered bike parking spaces at which time an existing residential building or dwelling is altered or enlarged by the addition or creation of dwelling units, or when a non-residential use is intensified by the addition of floor space, seating capacity, or change in use. Much of the study area for this project is within the C-1-D zone and is therefore exempt from bicycle parking standards.

There are limited regulations in the City’s Land Use Ordinance regarding loading zones. Section 18.4.2.040 notes:

*“The most common form of modern commercial development is the placement of a small buffer of landscaping between the street and the parking area, with the building behind the parking area at the rear of the parcel with loading areas behind the building. This may be desirable for the commercial use because it gives the appearance of ample parking for customers. However, the effect on the streetscape is less than desirable because the result is a vast hot, open, parking area which is not only unsightly but results in a development form which the City discourages. The alternative desired in Ashland is to design the site so that it makes a positive contribution to the streetscape and enhances pedestrian and bicycle traffic.”*

Subsection 18.4.4.030.G.3 regulates loading facilities and service corridors, and states that “commercial and industrial loading facilities and service corridors shall be screened when adjacent to residential zones. Siting and design of such service areas shall reduce the adverse effects of noise, odor, and visual clutter upon adjacent residential uses.” These standards apply to developments that are subject to Site Design Review, which includes non-residential development in C-1 zones.

#### **City of Ashland Downtown Parking Management and Multi-Modal Circulation Plan (2014)**

The identification of a Downtown Parking Management and Multi-Modal Circulation Study as a high-priority project (project S2) was an outcome of the City’s 2012 TSP update. The study, which included development of a parking strategy and preliminary analysis for modal improvements, was completed in 2014 and defined a clear set of implementation strategies and programs that included improving wayfinding (signage), parking turnover and timing, and extending timed parking within the downtown core and into the adjacent Railroad District. The planning process included extensive work and engagement with the Downtown Parking Management and Circulation Advisory Committee; a review of the previous parking planning effort, the 2014 University of Oregon Community Planning Workshop; data collection; and development of the guiding principles and the 36-month strategy plan. Key findings of the study included the following:

- During peak periods, parking demand has reached 85% capacity.
- Off-street parking presents an opportunity for absorbing demand.
- More data needs to be collected during non-peak periods.
- Status quo systems will not result in desired solutions.
- The comprehensive nature of managing parking will require on-going and focused management, reporting, marketing/communications, and public engagement.
- Tasks associated with implementing a new parking management plan will require a level of time, resources, and engagement that are not currently in place.
- Active participation of the private sector will be essential to success.

The key recommendations of the Plan are a set of Guiding Principles and a two-phased approach, with Phase 1 occurring between 0-18 months from adoption, and Phase 2 occurring within 18-36 months. Phase 1 includes strategies for solving near-term problems, implementing basic improvements, gathering data, maximizing existing supply, and setting the stage for new infrastructure. Phase 2 strategies set the stage for pricing parking, creating new access capacity, coordinating neighborhood parking management, identifying funding options for new capacity, and sustained program management.

In May 2017, the City Council voted not to adopt the resulting Downtown Parking Management & Circulation plan, primarily due to the lack of identified funding to support implementation. The Plan was brought back at a subsequent meeting in August for reconsideration, at which time the Council agreed to accept the Plan as submitted, with a focus on accomplishing the most immediate and least costly strategic actions initially and delaying the creation of a position to manage the Plan until which time funding is available.

The current Plan requires additional work to complete the multi-modal analysis component, as it currently does not include a multi-modal recommendation. Additionally, the Plan was created prior to development of the City’s Climate and Energy Action Plan, which was adopted in March 2017 and may impact some of the strategies of the Plan.

#### **City of Ashland Downtown Plan – Phase II (2001)**

The Ashland Downtown Plan – Phase II (“Phase II Plan”) is an update to the 1988 Ashland Downtown Plan, with the goals of providing guidance on ways to improve conditions for pedestrians and bicyclists, manage parking supply, improve the streetscape, and promote appropriate infill development. The study area was defined by the E Main Street and Lithia Way couplet and includes the historic downtown as well as more recently developed

commercial uses along Lithia Way. Although the Phase II Plan was completed eight years ago, many of the conditions noted above continue to be issues today.

The Phase II Plan notes that both vehicle and pedestrian use of the downtown area is high, especially during peak tourist seasons. Streets are regularly used by delivery trucks for loading and unloading, particularly the third lane on E Main Street. The couplet has challenging intersections at both ends, particularly at Siskiyou Boulevard, where numerous turning movements, combined with important public buildings such as the library and fire station, make both motor vehicle and pedestrian movements complicated and uncomfortable. Sidewalks throughout the study area were noted to be continuous, although too narrow or crowded by planters in some places. Crossings pose the greatest problem for pedestrians throughout the downtown area. On E Main Street, crosswalks are not always well-marked, crossings distances were long, and occasionally, the distance between crosswalks is too long. On Lithia, pedestrian problems are created by skewed intersections resulting in long crossing distances and poor access for disabled persons.

The Phase II Plan was organized into a Streets Plan, a Parking Plan, and a Land Use and Streetscape Plan. The Streets Plan element focused on intersections through the downtown core along Lithia Way and E Main Street. A number of maintenance issues were identified, including the severe crowning on E Main Street, which needed to be reconstructed before many of the recommended pedestrian improvements could be implemented. Recommended improvements in the Streets Plan primarily involved restriping of crosswalks from parallel bars to zebra style. Other, longer-term recommendations include removal of the third lane along Main Street and restriping the street to include a bike lane and diagonal parking. On most intersections, curb extensions are recommended to better align crossing points and reduce crossing distances.

The Parking Plan element ultimately resulted in the development of a preliminary downtown parking management strategy. Key issues identified included capacity, misuse by downtown employees, the need for better or more off-street facilities, and inconsistent signage and wayfinding. Near-term recommendations include enhancing the existing parking inventory database to include turnover data, reviewing enforcement activities to ensure that existing time zones are being honored, and a revision of the City's existing parking management nodes to three zones: Zone A (Core), B (Intermediate), and C (Periphery). Longer term recommendations include implementing a series of parking management strategies for the core zone, consider pricing parking to facilitate more efficient turnover once 85% capacity is reached, encouraging the use of specific facilities in management zones (i.e. short-term vs. employee parking), encouraging the use of alternative modes, and providing a funding source for new supply and alternative mode options. A uniform wayfinding system was also recommended to increase the use of public parking. Many of the issues and recommendations addressed in the Parking Plan were carried forward into the subsequent Downtown Parking Management and Multi-Modal Circulation Plan that was completed in 2014.

The Land Use and Streetscape Plan addresses both land use and zoning, as well as issues and improvements to the streetscape environment. The primary land use recommendation is to expand the C-1-D district to include the northern side of Lithia Way to encourage dense infill development in the area. The streetscape discussion is broken into the following components: East Main Street, Lithia Way, streets perpendicular to East Main and Lithia, alleys, street-oriented urban open spaces, downtown gateways, public restrooms, and infill buildings. Recommendations for East Main Street and Lithia Way primarily include reconfiguring intersections and right-of-way to include additional pedestrian amenities and sitting areas. For the cross streets downtown, improving the pedestrian environment will increase the connection between parking lots on or around Lithia Way and E Main Street. Recommendations for the gateways to downtown on either end of the couplet include incorporating elements such as planters and local granite rocks, large signs, or large public art.

### **City of Ashland Downtown Plan (1988)**

The Ashland Downtown Plan, adopted in 1988, was an update of the 1967 Central Area Plan. The update included a number of goals to achieve the vision of downtown Ashland as an economically healthy, attractive, an important cultural and arts center that accommodates walkers, bicyclists, and motor vehicles with equal ease, appeals to locals, and tolerates the varying lifestyles of both visitors and citizens.

The Plan also identified a number of issues affecting the City's downtown, including the influx of seasonal tourism, limited parking, traffic congestion, and a lack of pedestrian streetscape amenities. Since the Plan was

adopted, a number of new or expanded parking areas were identified, some of which were developed. Many of the recommended streetscape and public improvements to Guanajuato Way, Bluebird Park, Lithia Plaza, Black Swan Plaza, Lithia Way, Oak Street, Pioneer Street, First Street, and Second Street have also been made. However, Lithia Way remains less pedestrian friendly than E Main Street, and the side streets continue to need improvements for pedestrians. Parking management, which was a key recommendation in the Plan, has been implemented, although parking regulation continues to be a major concern in downtown.

### **City of Ashland Central Area Plan (1967)**

The Ashland Central Area Plan was adopted in 1967 and is one of the earliest plans developed regarding Ashland's downtown. Many of the issues and goals recognized by the 1967 plan remain important today. The Plan includes many concepts for improving the pedestrian environment of downtown, and some elements of the Plan, such as the use of decorative lighting and colored concrete, have been realized. Other suggestions have yet to be implemented or were set aside due to concerns about accessibility or retention of parking.

### **University of Oregon Community Planning Workshop Parking Study (2014)**

The University of Oregon Community Planning Workshop (CPW) worked with the City of Ashland to conduct a downtown parking and multi-modal circulation study to review pedestrian, bicycle, and vehicular circulation and vehicle and truck parking within Ashland's downtown core. The study was intended to evaluate the effectiveness of existing downtown parking management, truck loading zones, and travel demand management strategies to improve the overall accessibility of downtown for tourists, citizens, students, and employees. CPW conducted several monitoring visits and surveys at various points over the course of the study. Some of the study's key findings are summarized below.

- Automobiles are a preferred mode for accessing downtown, particularly for tourists.
- Parking capacity is an issue during peak periods.
- Downtown visitors alter their parking habits during the Oregon Shakespeare Festival (OSF).
- Business owners frequently get complaints from downtown patrons about the lack of available parking.
- Many downtown employees use on-street parking.
- There is desire for improved wayfinding signage in the downtown core, particularly for parking areas.
- Business deliveries continue to present challenges, and there is support for changes to loading zone restrictions.
- Most respondents think pedestrian facilities are safe and adequate; however, downtown bicycle facilities are perceived as inadequate.

### **City of Ashland Transit Expansion Feasibility Study (2019)**

The City of Ashland Transit Expansion Study was adopted in March 2019. The purpose of the study was to better understand how public transportation can best support local mobility needs and advance the City's long-range goals. The study identified a flexible "menu" of public transportation strategies, operational feasibility, quick wins and long-term actions, potential partners, and cost estimates. It also identified a number of transit needs and opportunities, including reducing single-occupancy vehicle trips, particularly in the downtown core; expanding existing transit coverage and service hours; and enhancing multi-modal transportation options. Integration with and management of a downtown parking program is a recommended action to incentivize shared transportation modes for several of the key strategy elements identified in the study.

One of the key strategy elements of the study is the recommendation for a Central Corridor Shuttle that would enhance transit service along the city's primary corridors of Main Street, Siskiyou Boulevard, and Ashland Street through the downtown core. Rogue Valley Transit District (RVTD) currently operates one fixed-route service line through the downtown core (Route 10); however, frequency is not reliable on these lines during mid-day due to traffic. The Central Corridor Shuttle route would provide additional frequency and capacity to serve

the city's key destinations and supports other City efforts to add alternatives to driving, reduce greenhouse gas emissions, and improve transit convenience. Park-and-ride facilities at either end of the route would also encourage people to park outside of downtown and take transit it, reducing the strain on downtown parking availability.

### **City of Ashland Climate Energy and Action Plan (2017)**

The Ashland Climate Energy and Action Plan (CEAP) was approved unanimously at the March 7, 2017 Council meeting. The Plan contains a strategy to reach defined goals and targets to reduce carbon emissions and to plan for and adapt the community to anticipated local climate changes. The Plan is organized into six core focus areas, each with their own set of identified actions to meet the goals and targets set in the Plan.

The final Revitalize Downtown Ashland Plan will support the City's CEAP efforts, including the following relevant strategies:

- Strategy ULT-1: Support better public transit and ridesharing.
  - ULT-1-1. Coordinate with neighboring local governments to promote use of transit, carpooling, and car-sharing.
  - ULT-1-2. Work with RVTD to implement climate-friendly transit.
  - ULT-1-3. Establish policies to support development near transit hubs without displacing disadvantaged populations.
  - ULT-1-4. Evaluate feasibility of expanded local transit options.
- Strategy ULT-2: Make Ashland more bike and pedestrian-friendly.
  - ULT-2-1. Implement bicycle- and pedestrian-friendly actions in the Transportation System Plan and Downtown Parking Management Plan.
  - ULT-2-2. Explore opportunities to convert to shared streets where appropriate to provide multimodal connectivity.

### **Lithia Park Master Plan: The Next 100 Years (2019)**

The Lithia Park Master Plan was adopted by the Ashland Parks and Recreation Commission (APRC) in 2019. The Master Plan will guide the management of the park's resources, facilities and visitor experiences over the next 100 years. Lithia Park is adjacent to Ashland's downtown core, with the northernmost tip of the park along Winburn Way located inside the study area boundary. One key theme of the Master Plan addresses park access and connections, including both the pathways within Lithia Park and the physical and visual connections to and from the park. The main entrance to Lithia Park is from this northern end, where N Main Street becomes Winburn Way. During the City's peak tourist season, the Plan notes that this entrance is often congested. Winburn Way is a two-way road with sidewalks on both sides north of Nutley Street but no sidewalks to the south. Parking for the park is provided in a variety of locations throughout the park. Nearest to the study area, there is parallel and angled street parking along Winburn Way and along S Pioneer Street. The Master Plan notes that none of the park's parking areas contain stormwater treatment facilities, which causes all the water that falls on these parking areas to drain into Ashland Creek. The addition of stormwater facilities in the parking areas in the northern part of the park are an identified recommendation in the Lithia Park Master Plan.

### **Crime Prevention Through Environmental Design: Pioneer Street (2018)**

The Crime Prevention Through Environmental Design (CPTED) report for Pioneer Street in Ashland was authored by the Ashland Police Department in January 2018. It includes recommendations for environmental changes along Pioneer Street to reduce incidences of crime and unwanted behavior. CPTED is a way to create, change, or adapt the physical environment of a particular area to deter or reduce negative or illegal behavior. It is a technique that is in use all throughout the world, and some communities have even set standards to incorporate CPTED into their planning review processes or local regulations. The Pioneer Street study included

a review of streetscape elements including landscaping, lighting, wayfinding, activity generators, and maintenance issues. Recommendations in the study include increasing maintenance, topping planter boxes with uneven surface design to discourage utilizing them as benches and/or removing certain benches that were identified as negative activity generators, increasing surveillance, and increasing street lighting.

### **Rogue Valley MPO Regional Transportation Plan (2017)**

The Rogue Valley Regional Transportation Plan (RVRTP), adopted in March 2017, is a multi-modal transportation plan designed to meet the anticipated 25-year transportation needs within the Rogue Valley Metropolitan Planning Organization (RVMPO) planning area boundary. The Plan is updated every four years and contains specific projects and information about funding.

There are three projects on the RVRTP project list that are in or adjacent to the study area:

- 166 - Chip Seal: Project entails grading, prepping and installing a double chip seal on approximately 44,903 square yards of existing dirt roads within the Ashland City Limits (including a segment of S 1<sup>st</sup> Street between Hargadine Street and Vista Street adjacent to the study area)
- 912 - OR99 Ashland Creek Bridge: Repair Concrete Deterioration (where Lithia Way crosses Ashland Creek in the northwestern end of the study area)
- 925 - OR99 Ashland Pedestrian Upgrades: Add street lighting at Lithia/3rd and Siskiyou/Morton. Install traffic signal at Main Street/Water. Add pedestrian signs and RRFB at Siskiyou/Tolman Creek Rd.

### **Rogue Valley MPO Transportation Improvement Program (2017)**

The RVMPO Transportation Improvement Program (TIP) for Federal Fiscal Years 2018-2021 was adopted in June 2017 and identifies transportation projects in the RVMPO that are expected to be implemented in federal fiscal years 2018-2021. Projects included in the TIP are drawn from the RVMPO 2017-2042 RTP. All of the projects selected and scheduled for implementation in the TIP are consistent with the RTP, and all the projects listed in the TIP are “financially constrained,” meaning that funds required for completion are identified and expected to be available as indicated. All three RTP projects in and adjacent to the study area and summarized above are included in the 2018-2021 TIP.

### **Rogue Valley MPO Unified Planning Work Program (2019)**

The Unified Planning Work Program (UPWP) is a plan developed annually by the RVMPO to describe its proposed work activities for the fiscal year, beginning July 1. The 2019-2020 UPWP was adopted in April 2019. The program describes how RVMPO uses federal, state and local planning funds to fulfill federal and state metropolitan planning requirements. The program includes RVMPO's Self-Certification, which describes how RVMPO activities fulfill federal MPO planning requirements. The RVMPO's Regional Transportation Priorities include the following:

- Maintaining the 2018-2021 Transportation Improvement Program
- Maintaining the 2042 Regional Transportation Plan
- Soliciting CMAQ and STBG funded projects as needed
- Coordinate with ODOT/ FHWA/FTA on MPO performance measures
- Integrated Land Use and Transportation Planning
- Data collection/analysis for addressing future travel demand, transit demand, land use and Title VI/Environmental Justice
- Maintain Intelligent Transportation Systems (ITS) Operations and Implementation Plan
- Jurisdiction planning assistance

- RVACT coordination
- Provide assistance to RVTD on their Transit Master Plan

### Rogue Valley MPO Environmental Justice and Title VI Plan (2018)

The RVMPO Environmental Justice and Title VI Plan has been developed to meet federal and state requirements for MPOs to fulfill obligations under Title VI of the 1964 Civil Rights Act, the President's Executive Order on Environmental Justice (1994) and subsequent orders and enforcement regulations. Referred to generally as Title VI and Environmental Justice, the provisions are intended to prevent federally funded actions from having disproportionate impacts on certain populations and ensure that members of the public have equal access to the decision-making process. The RVMPO Environmental Justice and Title VI Plan was first adopted in August 2014 and recently underwent an update in April 2018. The Plan includes information on the organization and operation of the RVMPO, the principles and regulations related to nondiscrimination and environmental justice; a demographic profile of the Medford metropolitan planning area, including maps that identify areas that containing populations higher than the regional average for the various socio-economic groups; and a summary of how nondiscrimination and environmental justice principles and requirements have been incorporated into planning activities. Consistent with the RVMPO Environmental Justice and Title VI Plan, it is a key goal of the Downtown Revitalization Plan to have an open and transparent planning process to ensure that those affected by the decisions—including populations with disabilities, minority populations, and aging populations—are involved in the process.

### Rogue Valley Transit District 2040 Transit Plan

The Rogue Valley Transportation District (RVTD) provides transit service to the City. RVTD is currently undertaking a process to review the transit services and facilities provided in the Rogue Valley service area with the purpose of identifying near-, mid-, and long-term transit services for the existing service area and the surrounding areas into which RVTD may extend. Once developed, the 2040 Transit Master Plan will provide RVTD Board of Directors, managers, and staff a framework for providing transit and transit-related services to the Rogue Valley and beyond. It will be the only plan in Jackson County and the Rogue Valley dedicated to transit and is intended to be used by RVTD to identify new services, further policy discussions, and achieve significant progress in RVTD departments.

RVTD currently operates under its Ten-Year Long Range Plan, 2007-2017, which was adopted in 2007. Although it served as a starting point for community discussion regarding transit, the current plan is outdated both in terms of service planning and approaches to providing public transportation.

The May 2019 draft of the Master Plan identifies the two fixed-route services through the study area:

- **Route 10.** Route 10 connects Front Street Station in Medford with Phoenix, Talent, and Ashland. The route primarily travels on Highway 99 but diverts onto Center Drive in Medford to serve Wal-Mart and onto Talent Avenue to serve downtown Talent. The route turns around in Ashland via Highway 66 and Tolman Creek Road back to Highway 99. Key destinations served include Wal-Mart, Harry and David Corporation, Ray's Food Place in Phoenix, downtown Talent, Jackson Well Springs, Ashland Plaza, Southern Oregon University, and Bi-Mart in Ashland. The draft 2040 Master Plan includes a long-term recommendation to remove Route 10 and replace it with Route 10X, a High-Capacity Transit route.
- **Route 5.** The Ashland Circulator is identified as part of the near-term 2027 preferred system. It is an 8.7-mile bus route that runs north of Siskiyou Boulevard, spanning the majority of the City of Ashland. The route has stops that are spaced ¼ mile apart, has an approximate runtime of 35 minutes, and would initially operate at 20- to 40-minute frequencies Monday through Saturday. The Ashland Circulator provides key connections to Ashland's most essential destinations. The route provides improved access to Southern Oregon University, Ashland Middle School and High School, several parks, the YMCA, and the Ashland Community Hospital. The Circulator connects with RVTD's Route 10, which provides service between the cities of Ashland and Medford.

## **Rogue Valley Active Transportation Plan**

Jackson County is serving as the lead agency in the development of the Rogue Valley Active Transportation Plan (RVATP), which is currently underway. The Rogue Valley Active Transportation Plan (RVATP) will identify regional active transportation routes within the RVMPO that connect communities, transit, and other places where people live, work, and play. The RVATP aims to identify missing links and barriers between key destinations and develop ideas to make connections that will further opportunities for walking and biking in the Rogue Valley. Creating active transportation networks is vital for making the valley safer and more accessible to residents, employees and visitors. Improving active transportation options also help the entire transportation system perform better. This is particularly important as more people move to the region. Planning for the future will help meet the needs of the current population and accommodate future growth.