REVITALIZE DOWNTOWN ASHLAND CITIZEN ADVISORY COMMITTEE
October 23, 2019
AGENDA

I. **CALL TO ORDER:** 4:00 PM, Council Chambers, 1175 East Main Street, Ashland, OR

II. **ANNOUNCEMENTS**

III. **PUBLIC FORUM (15 minutes)**

IV. **APPROVAL OF MINUTES**

A. September 26, 2019

V. **OLD BUSINESS**

A. Staff Project Update (5 minutes)

VI. **NEW BUSINESS**

A. Introductions-Jacobs Project Management Team (5 minutes)
B. Revitalize Downtown Project Visioning (20 minutes)
C. Technical Memorandum #1 (20 minutes)
    - Discuss Goals, Policy Review and Funding Forecast
D. Technical Memorandum #2 (20 minutes)
    - Discuss Existing Conditions and Future No-Build Traffic Engineering Analysis
E. Future Open House "Needs and Concerns" (November 6th, 2019 5-7 pm) (30 minutes)
    - Discuss Public Involvement

VII. **ADJOURNMENT:** 6:00 PM

CITY OF ASHLAND

Revitalize Downtown Ashland-Citizen Advisory Committee
MINUTES
September 26, 2019

These minutes are pending approval by this Committee

CALL TO ORDER

Staff starts meeting at 4:00 pm.

Committee Members Present: Maria Lange, Mike Gardiner, Gary Blake, Roy Laird, Dona Zimmerman, Ted Delong, Don Anway, Eli Katlin, Jackie Bachman, Kathryn Thalden
Council Liaison: Stephen Jensen (absent)
Ex-officio: Kelly Madding (absent)
Staff present: Paula Brown PE, Public Works Director, Scott Fleury PE, Deputy Public Works Director

ANNOUNCEMENTS

None

Old Business

New Business

A. Introductions

Staff provides some background on the Transportation Growth and Management (TGM) grant received for the Revitalize Downtown Ashland Project. The plan is meant to develop a prioritized list of modal transportation enhancements in the downtown core (E. Main Street and Lithia Way). The City has received $118,900 in grant funding and will supply $16,300 in soft match staff time for the project.

The City in conjunction with the Oregon Department of Transportation (ODOT) selected Jacobs as the consultant firm in charge of developing the plan.

Committee members introduce themselves to the group and provide relevant background. introduces the project and attendees introduce themselves and their relevant background.

The Committee discussed public input as part of the project and would like to see a form of enhanced input both via electronic submittals but also at meetings. Committee questions staff about the ability to capture public input during the public input portion of the agenda to ensure citizens remarks are accurately obtained. Staff will determine if this can be accomplished. Staff also informed the Committee the future meetings will be recorded in order to ensure remarks documented in minutes are accurate. Staff to work on creating a specific email address for citizens to use in order to submit input electronically. The Committee requested there be more public noticing and information provided to the public and businesses in the downtown core. All input will be tracked and provided to CAC and consultants during project development.

B. CAC Roles and responsibilities

Staff discussed roles and responsibilities for both the TAC and CAC for this project with the group.
TAC:

- Provide technical advice based on standards.
- Provide technical advice based on your discipline.
- Provide clarity to the project management team on all aspects of the project.
- Vet issues at hand with a focus on safety for the traveling public within the downtown core.
- Assist with prioritization.
- Be open to new ideas.
- Voice opinions on all project matters regardless of your respective discipline.
- Consult other colleagues for varied input in order to develop potential out of the box solutions to known issues and deficiencies.
- Advocate for consensus.

CAC:

- Provide a voice that represents the Ashland community to enhance the downtown core.
- Provide ideas that represent all community needs.
- Participate in robust discussions.
- Be open to new perspectives.
- Develop a prioritized list of implementable improvement projects that provide a safe, function multimodal transportation system.
- CAC members are urged to discuss ideas with friends, family, visitors and others in order to engage and understand the needs of others with differing perspectives.
- Recommend the final plan with a prioritized list of projects to the City Council.
- Advocate for the plan within the community.

In order to prepare effectively for the project, the Committee would like to have access to background information from previous planning efforts to review and assist with their charge. Staff informs group the TAC requested similar information and staff will be posting previous documents on the City's website shortly and will provide each group with a link once complete. Brown offers Committee individualized time if needed to meet and discuss anything regarding the project.

Brown also requests Committee members provide a "top five" list of items they would like to see improved and enhanced within the downtown core for discussion moving forward.

C. Election of Chair and Vice Chair

By consent of the Committee Mike Gardiner and Don Anway will act as Chair and Vice-Chair respectively for future meetings.

D. Project schedule

Staff reviews proposed project schedule. Project is slated for 12 months and staff expects to meet with the CAC every other month or more frequently as needed for project development. The consultant team is scheduled to meet with the CAC three times specifically during project development.

These minutes are pending approval by this Committee

E. Technical Memorandum #1 Goals, Policy Review, Funding

The first formal discussion with Jacobs will occur at the October 23, 2019 meeting and include discussion on Technical Memorandum #1, Goals, Policy Review and Funding. Staff is hopefully that Technical Memorandum #2, Existing and Future No-Build Conditions (traffic analysis) will be complete and available as well.

F. Future CAC meeting time schedule (October 23rd, 2019 4-6)

The next CAC meeting is scheduled for October 23rd, from 4-6 pm. The meeting is scheduled in the Siskiyou Room located in the Community Development Building. The group is concerned about adequate meeting space and would like to see the meetings remain in Council Chambers. Staff to investigate possibility of moving meeting to the Council Chambers for the 23rd.

G. Future Open House (November 6th, 2019 TBD)

The time and location of the open house still needs to be formally determined. The open house will be both in person and online. Staff to update CAC with details once more information is available and post specifics on the City's website.

ADJOURNMENT: at 5:48 pm

Respectfully submitted,
Scott Fleury PE
Deputy Public Works Director

Memo

CITY OF ASHLAND

Date: October 17, 2019

From: Scott Fleury PE

To: Nadine Appenbrink & CAC

RE: Citizen Advisory Committee Priorities

Below is a list of priorities drafted by the CAC as requested by Public Works at the first CAC meeting. The priorities are meant to be a guide in developing a "vision" for Downtown Ashland.

A. Revisions to/modernization of the Sign Code
B. Can we consider closing Pioneer Street where it runs through the OSF campus to create a (mostly) pedestrian zone?
C. Can we consider a traffic roundabout at the Hargadine/Fork/Pioneer intersection?
D. More parking designated for individuals with disabilities
E. More parking in general
F. Continue to address downtown behavioral issues
G. Improved wayfinding throughout downtown

A. Civic Space:
    a. Physical changes to the downtown environment should be made with a view to keeping our civic space safe and inviting.
    b. The city has made great strides in this area and the problems are not as acute as they once were.
    c. I think we should keep in mind that the challenges will evolve. Today's solution to these problems may not work tomorrow.
    d. Avoid demonizing people.

B. Parking:
    a. Find additional and accessible parking for peak visitor times.
    b. A parking garage at Lithia and Pioneer?
    c. Keeping the needs of downtown employees in mind as parking rules are changed.
    d. Clear signage and posted rules for street parking.
    e. Adding additional bicycle parking.

C. Traffic Flow:
    a. Define who we are – a highway or a downtown or both.
    b. Balance efficient traffic flow and the business deliveries with the goal of maintaining the downtown character.
    c. Look for opportunities to enhance bicycle access and safety.

D. Sidewalk Improvements:
    a. Identify and address obstacles for people in wheelchairs and walkers or vision impaired.

E. Landscaping:
    a. Address areas of neglect

F. Downtown Signage:
    a. The fear of garish displays often stifles creativity
    b. The process is set up for large projects (does not take into consideration gnome doors on the sides of buildings)

G. Emergency preparation and awareness: fire, flood, earthquake, mass shootings.
    a. While this is beyond the scope of this committee, any action we take should keep these realities in mind.

A. Parking
B. Pedestrian Friendly: Two lane road with larger sidewalks, More room for sidewalk dining
C. Beautification and Charm: Sidewalks, Flowers, Benches
D. Transportation: Trolley or Downtown Bus
E. Signage

A. Feel good while being downtown - sense of belonging and wanting to be there
B. Feel safe – walking, sitting, shopping and not being stuck with panhandlers blocking walking areas
C. Feel safe driving – not stuck behind a parked truck in the middle of a travel lane; full awareness of pedestrians as they cross the street
D. Bicycles have a way to travel safely
E. Beauty and desire to be downtown and being able to park

A. Provide a downtown where residents and visitors feel safe on the streets both day and night.
B. Provide adequate parking for residents, workers and visitors to access entertainment, restaurants, shopping, community functions, jobs and conduct everyday business.
C. Provide a functional and visually pleasing environment.
D. Maintain a "Downtown" feeling.

A. Pedestrian safety enhancements around the Plaza, on Main Street and on Lithia Way.
B. Main Street and Lithia Way streetscape that is appealing to pedestrians.
C. Public spaces that are green and have a positive effect on downtown.
D. Reasonable delivery vehicle parking throughout the downtown corridor and on the Plaza.
E. Helpful, best practice, wayfinding signage throughout the downtown corridor.

A. More safe parking options for Patrons & Employees *paid parking options for those that want to spend several hours downtown
B. Designated delivery spaces for large trucks to load & unload
C. Improved lighting in public spaces
D. Improved safety-Higher visibility of police presence in peak tourist seasons
E. Better wayfinding signage

JACOBS®

Ashland Downtown Revitalization Plan

City of Ashland; ODOT

Technical Memorandum 1:
Goals, Policy Review, Funding Forecast

September 12, 2019

Contents

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 Avenue, 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 St 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, and the Downtown Parking Management and Multi-Modal Circulation Plan adopted in 2014. 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 an affordable, 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 and more attractive 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 Expansion 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.

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.

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 TGSF	$14,857.38
Quality Restaurant	Per TGSF	$7,974.50
Gasoline/Service Station	Per Vehicle Fuel Position	$12,976.50
Walk-In Bank	Per TGSF	$8,368.10
Coffee/Donut with Drive-Through	Per TGSF	$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. The Food and Beverage tax can only be used 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

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*
**Represents today's investment dollars needed to support 20 years of maintenance.*	

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

Road Diet

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 diet 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

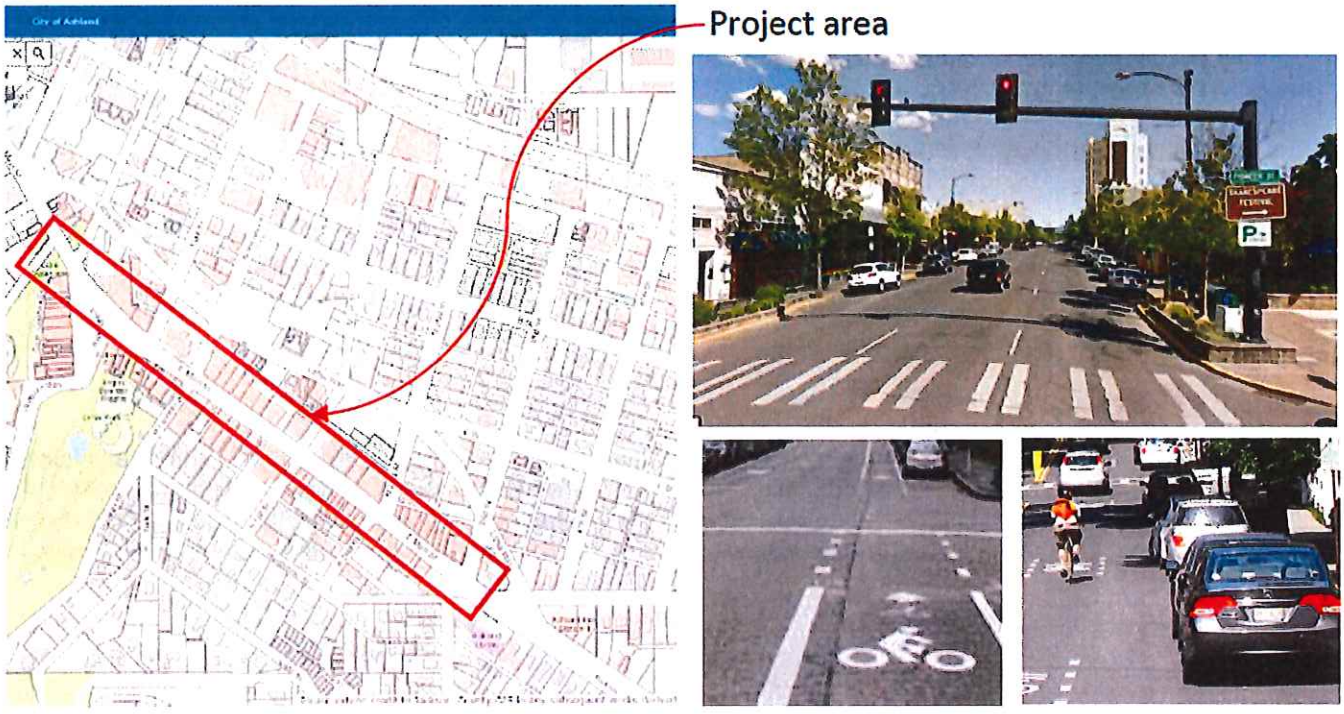
Total Project Cost: $67,850

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

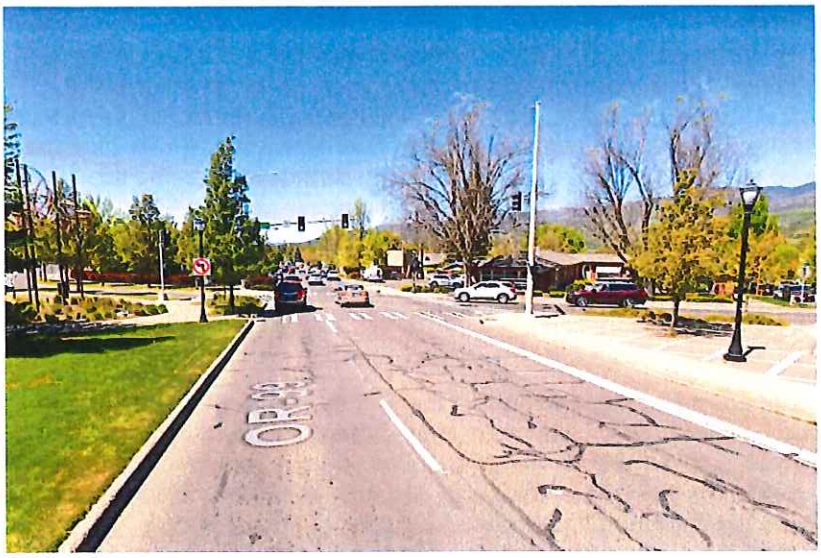
Total Project Cost: $73,750

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



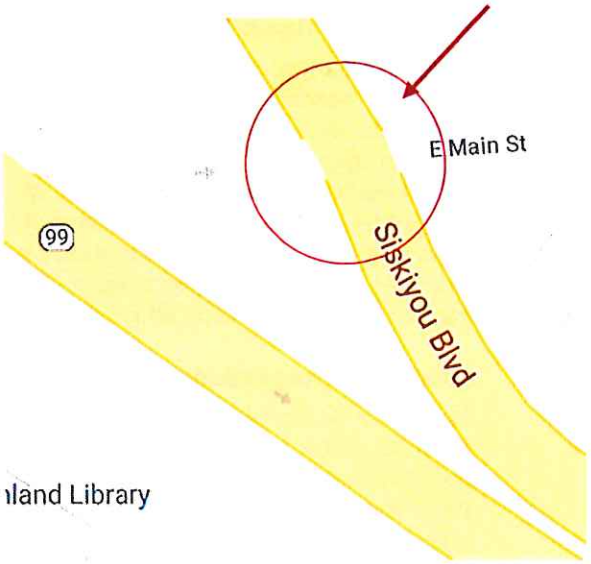


Table 13: Lithia Way/E Main Street Intersection Improvements	
Expenses	2020-2021
Design	$7,500
Construction	$66,250
Revenues	
Fees	N/A
SDCs (10%)	$7,357
Grant (ODOT STIP funding)	$66,375

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 it's 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)
Residential Density	30 du/ac	60 du/ac
Lot Area, Width, Depth, Lot Coverage	n/a (except to comply with special district or overlay zone)	
Setback Yards	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)	
Building Height	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)
Minimum Landscaping	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.

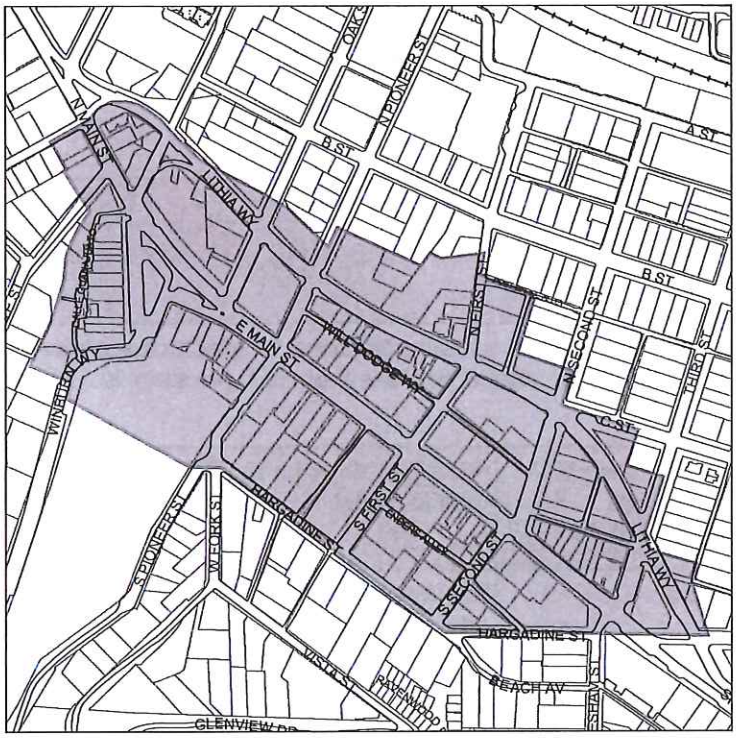
Overlay Zones and Special Districts

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.

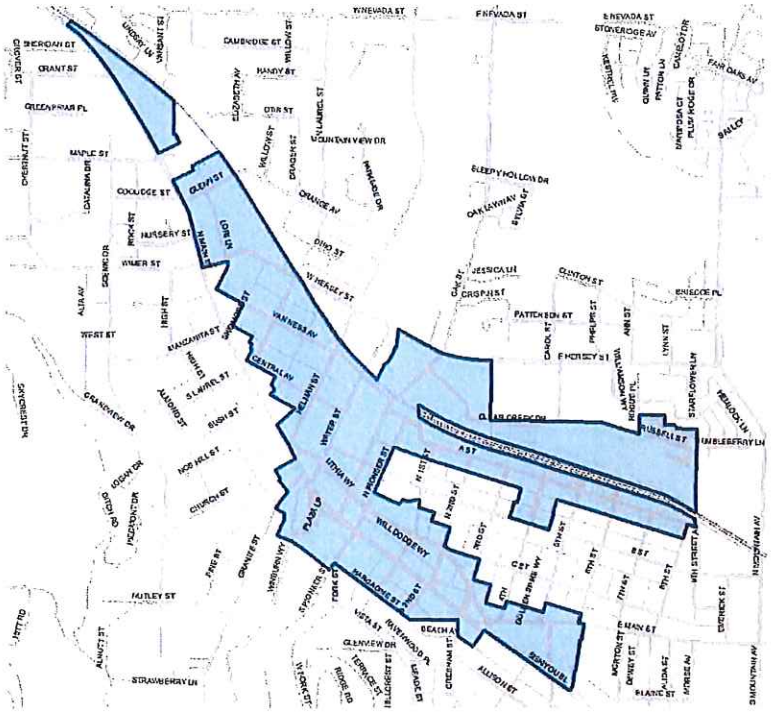
Figure 5. Downtown Design Standards Overlay



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.

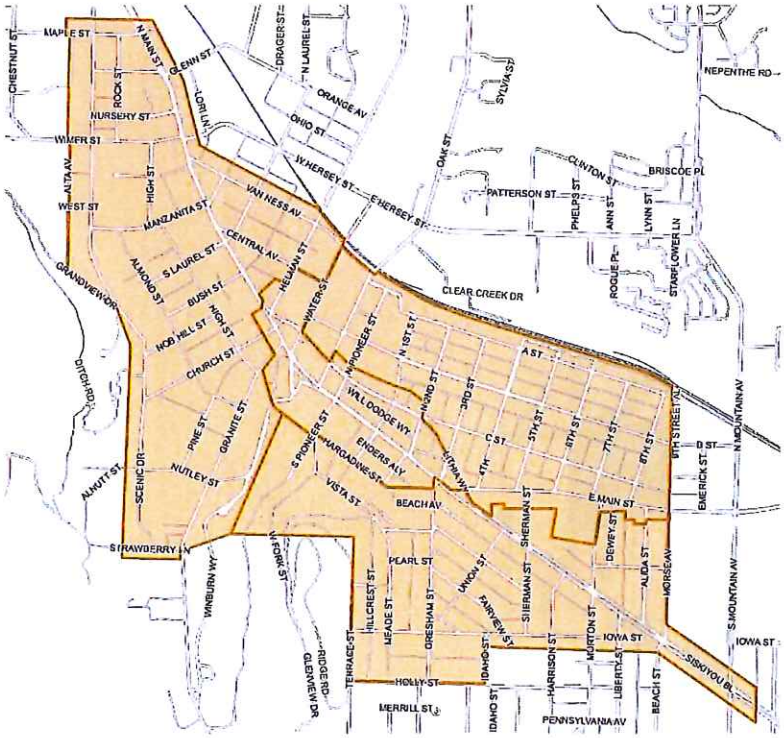
Figure 6. Detail Site Review Overlay for North Main, Historic District, and Oak Street



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 enhances 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 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 1st 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 serviced 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.

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Ashland Downtown Revitalization Plan

City of Ashland; ODOT

Technical Memorandum 2:
Existing and Future Conditions of the Downtown Couplet

October 16, 2019

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Contents

1. Introduction

This memo presents an evaluation of how downtown Ashland's streets operate today and, in the future, if we do not make changes or improvements. It summarizes the Oregon Department of Transportation (ODOT)'s Ashland Downtown Revitalization Plan Technical Memorandum 2 – Existing and Future No Build Conditions. The City of Ashland, along with ODOT, are in the early stages of a planning initiative called the Ashland Downtown Revitalization Plan. The overarching goal is to create an affordable, balanced, safe, and functional multi-use transportation system for downtown Ashland, notably along the Main Street and Lithia Way couplet. Recommendations from this planning process will be incorporated into the city's Transportation System Plan (TSP) and the prioritized list of fundable transportation improvements will be added to the slate of near-term projects.

For this memo regarding existing and future conditions without any improvements ("No Build"), the main areas of focus are the Main Street and Lithia Way couplet, Oak Street, and Pioneer Street.

1.1 Background and Study Area

The purpose of the Ashland Downtown Revitalization Plan ("the Plan") is **to identify and prioritize a series of fundable improvements** to improve the sense of community and place while creating an affordable, safe, and functional multi-use transportation network in the downtown core. Downtown Ashland is auto-dominated, so a major objective will be to identity opportunities to shift the transportation network from auto-dominated into a balanced system that provides improved connections and better incorporates other modes of transportation, like taking transit, walking, getting around using a mobility device such as a wheelchair (often called "rolling"), or bicycling. The Plan will build on past planning efforts, perform new analysis, and work with the community to identify a clear vision and implementable projects to improve downtown.

Downtown Ashland is a thriving mixed-use commercial downtown with a small mix of residential developments that serve the local community and visitors. Neighborhoods adjacent to downtown are walkable and well connected to downtown, as well as the nearby Railroad District, which is a mixed-use area of commercial and residential, roughly bound by the railroad tracks to the north, Lithia Way and E Main Street to the south, and Ninth Street Alley to the east. The study area includes the downtown couplet and surrounding streets. The study area is bound by B Street to the north, E. Main Street on the east, Hargadine Street on the south, and Helman Street to the north (see **Figure 1**).

Street Designations

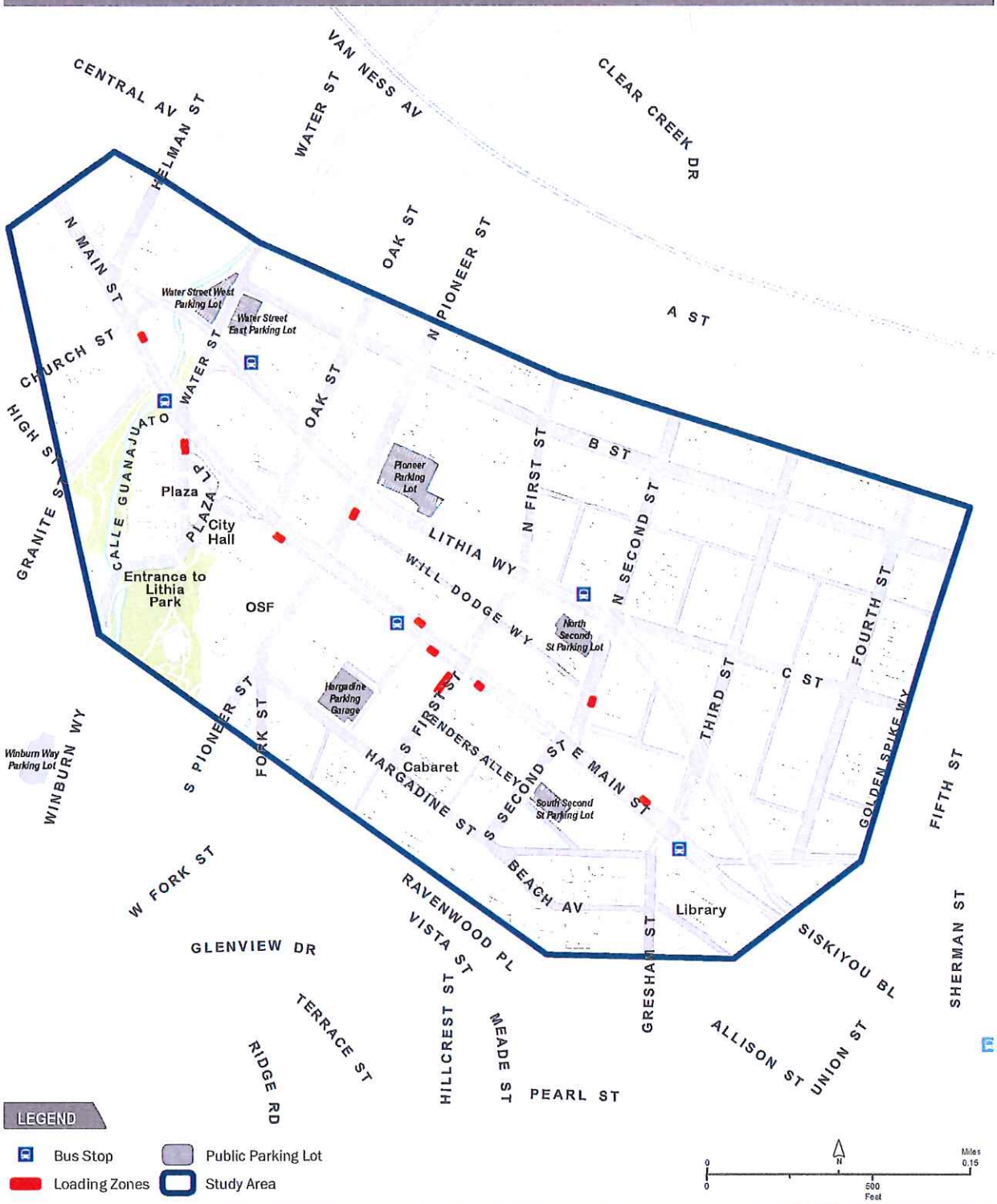
Main Street and Lithia Way (which combine into Siskiyou Boulevard in the southeast end of downtown) are both designated as State Route OR99, which means that the Oregon Department of Transportation (ODOT) owns and operates the roadway, with coordination as required from the City of Ashland. The section of Main Street from the western study area boundary to Third Street, and Lithia Way from Third to Helman Street are under ODOT jurisdiction as part of the district-level #63 Rogue Valley Highway. The remaining sections of Main Street, Lithia Way and Siskiyou Boulevard in the study area are functionally classified as a City of Ashland (boulevard) principal arterial. East Main Street is classified as a minor arterial ("boulevard"). Helman, Church, Granite, North Main (plaza area), Oak, and B Streets along with Winburn Way are classified as collectors ("avenue"). See Table 1 below for details on the City's street classifications. Speeds in the study area are generally statutory limits: 15 mph for alleys, 20 mph for downtown (the Main/Lithia couplet) and 25 mph for the surrounding residential areas.

Table 1: Ashland Street Functional Classifications

Functional Class	*Description*
Boulevard (arterial) 8,000 to 30,000 average daily traffic	Provide access to major urban activity centers for pedestrians, bicyclists, transit users and motor vehicle users, and provide connections to regional traffic ways such as I-5.
Avenue (major collector) 3,000 to 10,000 average daily traffic	Provide concentrated pedestrian, bicycle, and motor vehicle access from boulevards to neighborhoods and to neighborhood activity centers.
Neighborhood Collector (minor collector) 1,500 to 5,000 average daily traffic	Distribute traffic from boulevards or avenues to neighborhood streets.
Neighborhood Street (local street) Less than 1,500 average daily traffic	Provide access to residential and neighborhood commercial areas.
Alley	A semi-public neighborhood space that provides access to the rear of property; the alley eliminates

	the need for front yard driveways and provides the opportunity for a more positive front yard streetscape.
Multiuse Path	Off-street facilities used primarily for walking and bicycling; these paths can be relatively short connections between neighborhoods or longer paths adjacent to rivers, creeks, railroad tracks, and open space.

Ashland Downtown Revitalization Plan



Data Sources:
City of Ashland,
Oregon Department of Transportation (ODOT)

Figure 1. Study Area

2. Identifying Safety Issues: A Look at Past Collisions in Downtown

The purpose of the crash analysis is to document existing safety issues in the study area that might be further impacted by future projected traffic. Understanding the number of crashes, crash types, and causes for crashes are critical to developing treatments that will improve the current and future transportation system for all users. Through a crash analysis, the project team and community can easily identify locations that have a high number of crashes. In more urban settings like downtown Ashland, crashes are typically most frequent at intersections, and often have an increased chance to involve vulnerable road users, such as people walking, people using a wheelchair, and people riding bikes. The crash analysis is based off the officially reported crashes submitted to ODOT's Crash Analysis and Reporting Unit for the study area roadways from 2013 to 2017.

The sections below will provide an overview of all crashes in the study area, types of crashes, and look closely at a few key locations for the project.

2.1 Crash Types

The crashes in the project area are typical for an urban area with most crashes being rear-end, turning (from streets or accesses) or angle types. There is also significant amount of sideswipe-overtaking crashes. Below are basic definitions of crash types, and **Figure 2** provides a visual diagram of crash types.

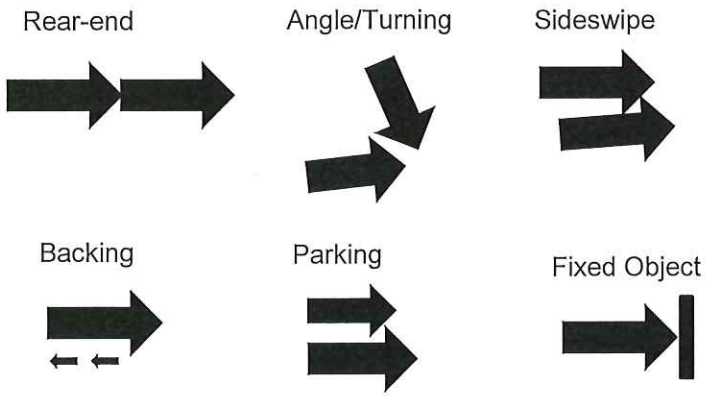
- **Rear-end collisions** are generally caused by drivers following too close or traveling too fast for conditions or being inattentive and often colliding into the last vehicle in the queue stopped at an intersection.
- **Turning and angle collisions** are caused by drivers taking improper gaps in traffic and failing to yield the right-of-way.
- Drivers failing to check blind spots when changing lanes or making sudden lane changes in heavy traffic usually cause **sideswipe crashes**.

Other types of collisions happen less frequently, such as backing, parking, and fixed object crashes. These are often caused by inattention or poor visibility and generally do not have a concentrated pattern in any one area.

- **Backing crashes** are usually caused by a lack of visibility due to parked cars or street-side vegetation.
- **Parking crashes** are usually failing to check for traffic when leaving a parking space.

- **Fixed object crashes** are typically run-off-the-road crashes that may occur when the driver is driving too fast for conditions or impaired/distracted.

Figure 2: Collision Types



Severity Types

Below are the three main injury severity categories. For the purposes of this memo, minor injuries and possible injuries are counted together as minor injuries.

- **Serious Injury (incapacitating injury):** An injury that results in broken limbs, significant burns, major lacerations, unconsciousness, or paralysis.
- **Minor Injury (non-incapacitating injury):** An injury that is evident at the scene of the crash, other than fatal or serious injuries. Examples include lump on the head, abrasions, bruises, minor lacerations (cuts on the skin surface with minimal bleeding and no exposure of deeper tissue).
- **Possible Injury (complaint of Pain):** An injury reported or claimed which is not a fatal, suspected serious, or suspected minor injury. Examples include momentary loss of consciousness, claim of injury, limping, complaint of pain or nausea.

Crashes involving pedestrians and bicyclists

Anytime pedestrians are involved in a collision, it's cause for concern. Crashes involving pedestrians are flagged during data collection for special consideration. Pedestrian crashes are also isolated in the crash analysis if a pedestrian was

struck by a vehicle traveling straight or turning. Additional crashes were coded to be "pedestrian-related" if a pedestrian was involved but not hit. These are typically rear-end collisions where a vehicle stopped to allow a pedestrian to cross a street.

Bike crashes are coded as turning movement crashes as most bike crashes occur when a driver fails to check their blind spots for parallel-moving bicyclists when turning into a street or driveway.

Summary of crashes in downtown Ashland

The following sections show the summarized crash analysis statistics for OR99 and the key local streets in the study area. In total, there were 164 crashes in the study area from 2013 to 2017. Most crashes that occurred were property damage only crashes (for example, a vehicle hit a fence, tree, or another vehicle), followed by minor injury crashes (for example, two vehicles collide, and a person is able to easily walk or drive away). While property damage only crashes were the most common crash type, serious and minor injury crashes also occurred throughout the study area. Serious injuries from crashes include bone fractures, whereas minor injuries include soreness, cuts, and complaints of pain.

One fatal crash occurred in 2012 when a driver struck and killed a pedestrian crossing the street in the crosswalk at Main Street and Water Street. Because this crash occurred before 2013, it is not captured in the most recent five-year data used for this memo, but still critically important to understanding crashes within the study area.

For the entire study area between 2013 and 2017:

- There were no reported fatal or severe injury crashes;
- Over 80% of the crashes occurred in dry daylight conditions;
- About 10% of the crashes occurred in wet or winter conditions;
- 13% of the crashes occurred at night;
- About 60% of the crashes occurred at intersections, alleys, or driveways;
    - The biggest causes were failure to yield the right-of-way or following too closely which correlates to the 40% angle/turning/parking/pedestrian collisions and 40% rear-end collisions in the study area.
    - Causes such as improper lane changing or turning were evident in about 20% of the crashes.
- Driving too fast for conditions or speeding does not appear to be a significant reported cause in the overall study area crashes; however,

operating speeds are over the 20-mph limit on both Main Street and Lithia Way, which may impact overall severity levels.

Figure 3 shows property damage only crashes in the study area

Figure 4 shows minor injury crashes in the study area

Figure 5 shows moderate injury crashes in the study area

Figure 6 shows crashes involving pedestrians in the study area

Figure 7 shows crashes involving cyclists in the study area.

Figure 8 shows turning/angle crashes in the study area.

Figure 9 shows rear-end crashes in the study area.

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Data Sources:
City of Ashland,
Oregon Department of Transportation (ODOT)

Figure 3. Property Damage Only Crash
ODOT Crash Data 2013-2017

Ashland Downtown Revitalization Plan

Figure 4. Minor Injury Crash
ODOT Crash Data 2013-2017

Data Sources:
City of Ashland,
Oregon Department of Transportation (ODOT)

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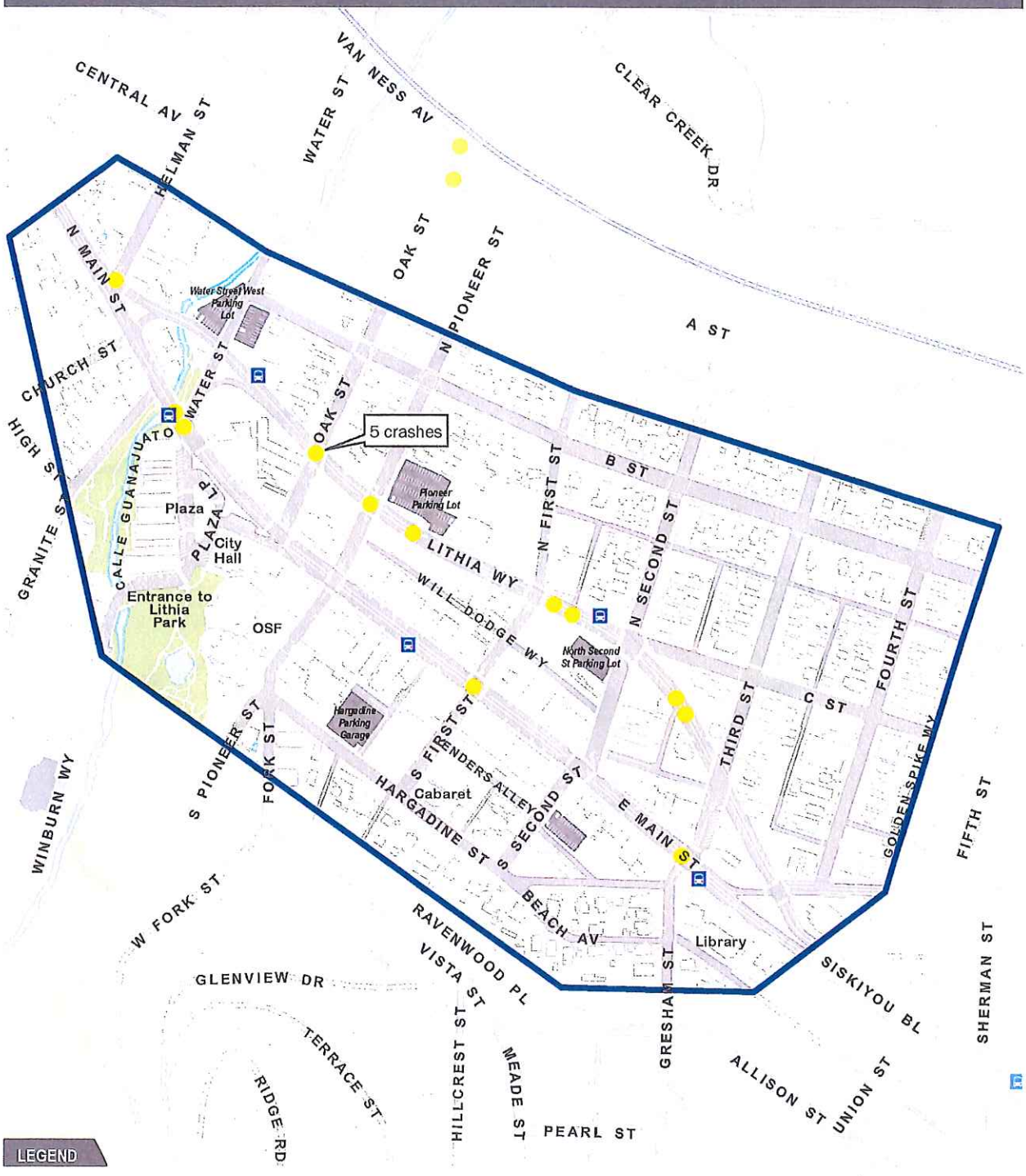

Data Sources:
City of Ashland,
Oregon Department of Transportation (ODOT)

Figure 5. Moderate Injury Crash
ODOT Crash Data 2013-2017

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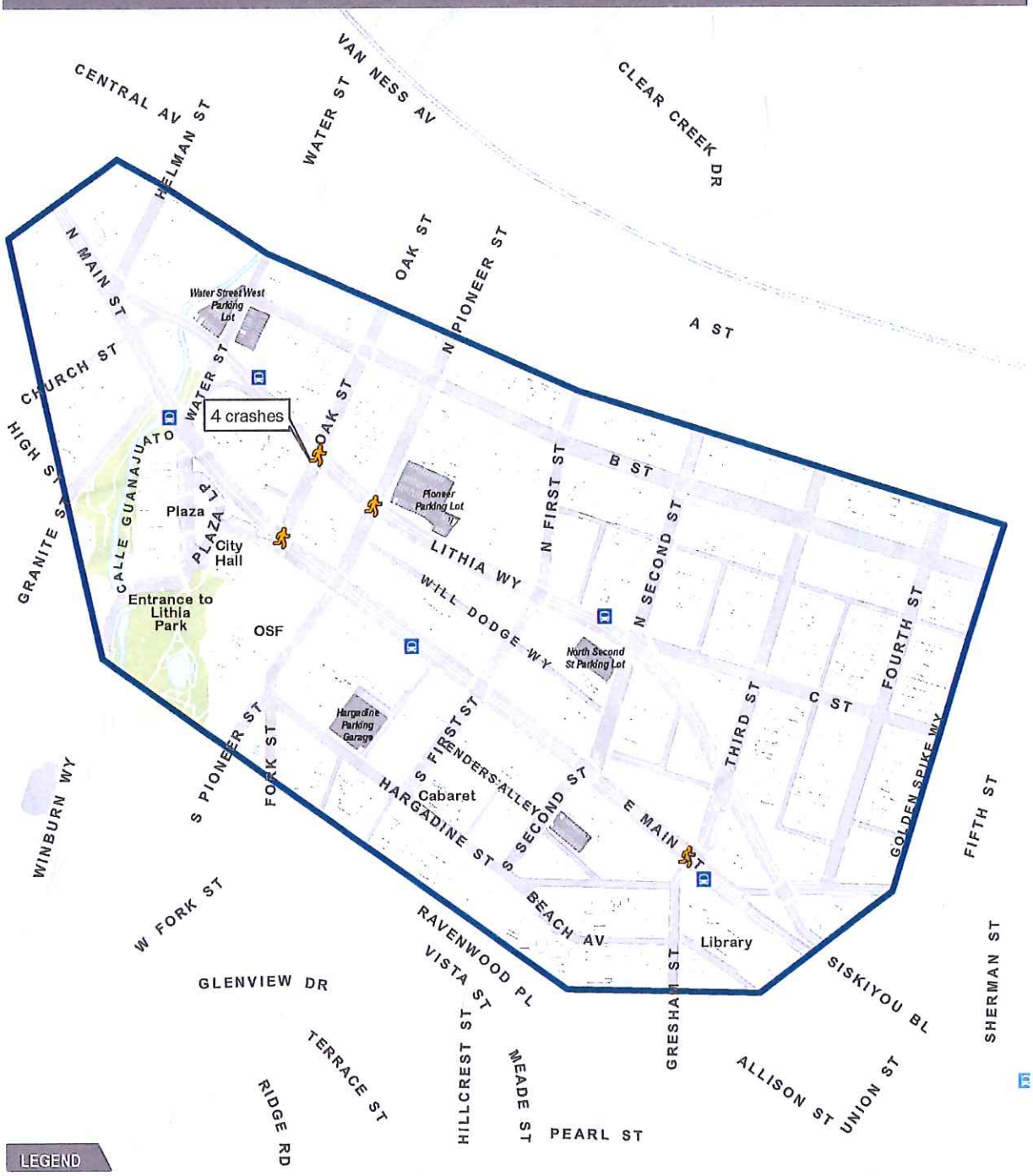

Data Sources:
City of Ashland,
Oregon Department of Transportation (ODOT)

Figure 6. Pedestrian Involved Crash
ODOT Crash Data 2013-2017

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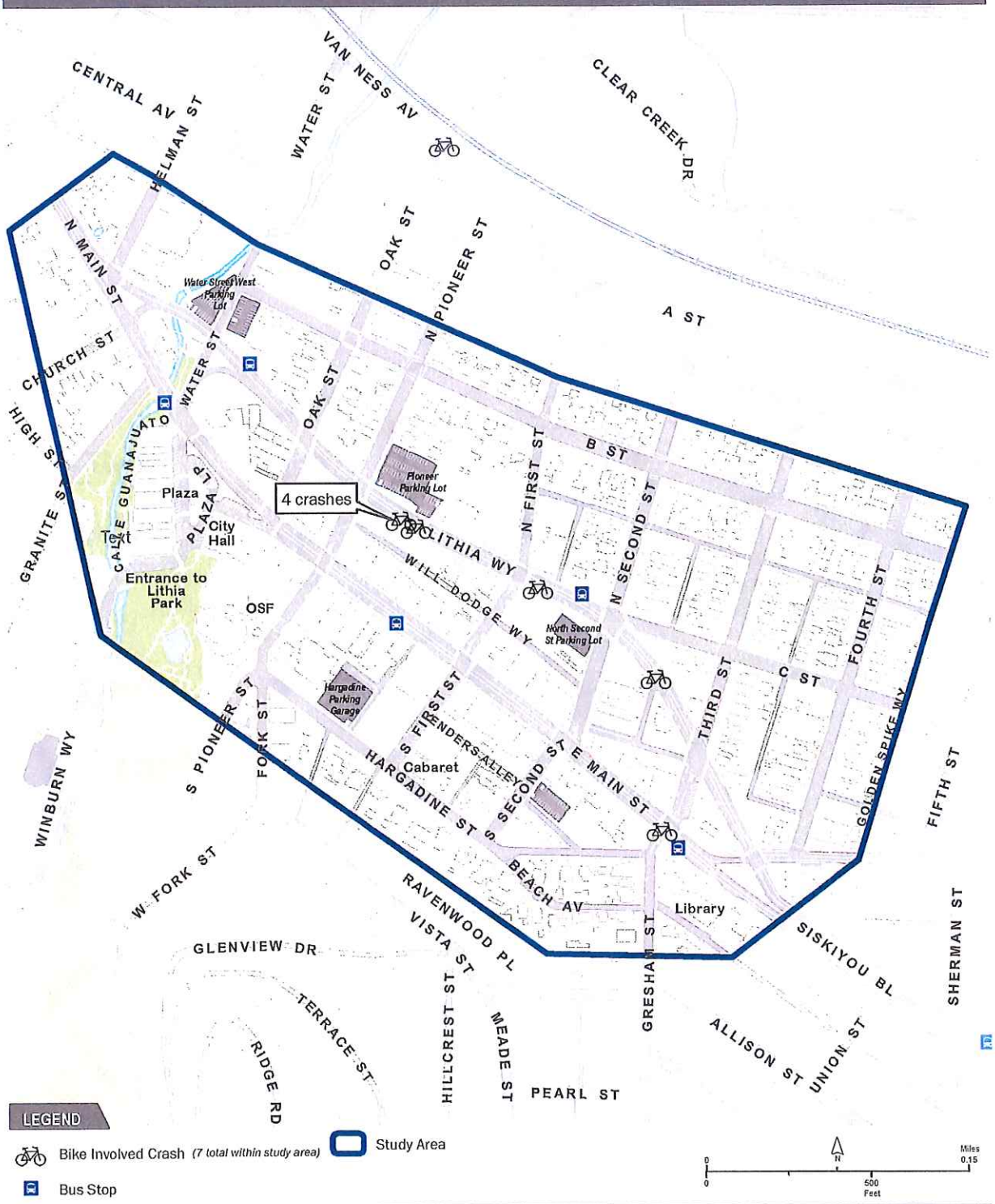


Data Sources:
City of Ashland,
Oregon Department of Transportation (ODOT)

Figure 7. Bicycle Involved Crash
ODOT Crash Data 2013-2017

Ashland Downtown Revitalization Plan

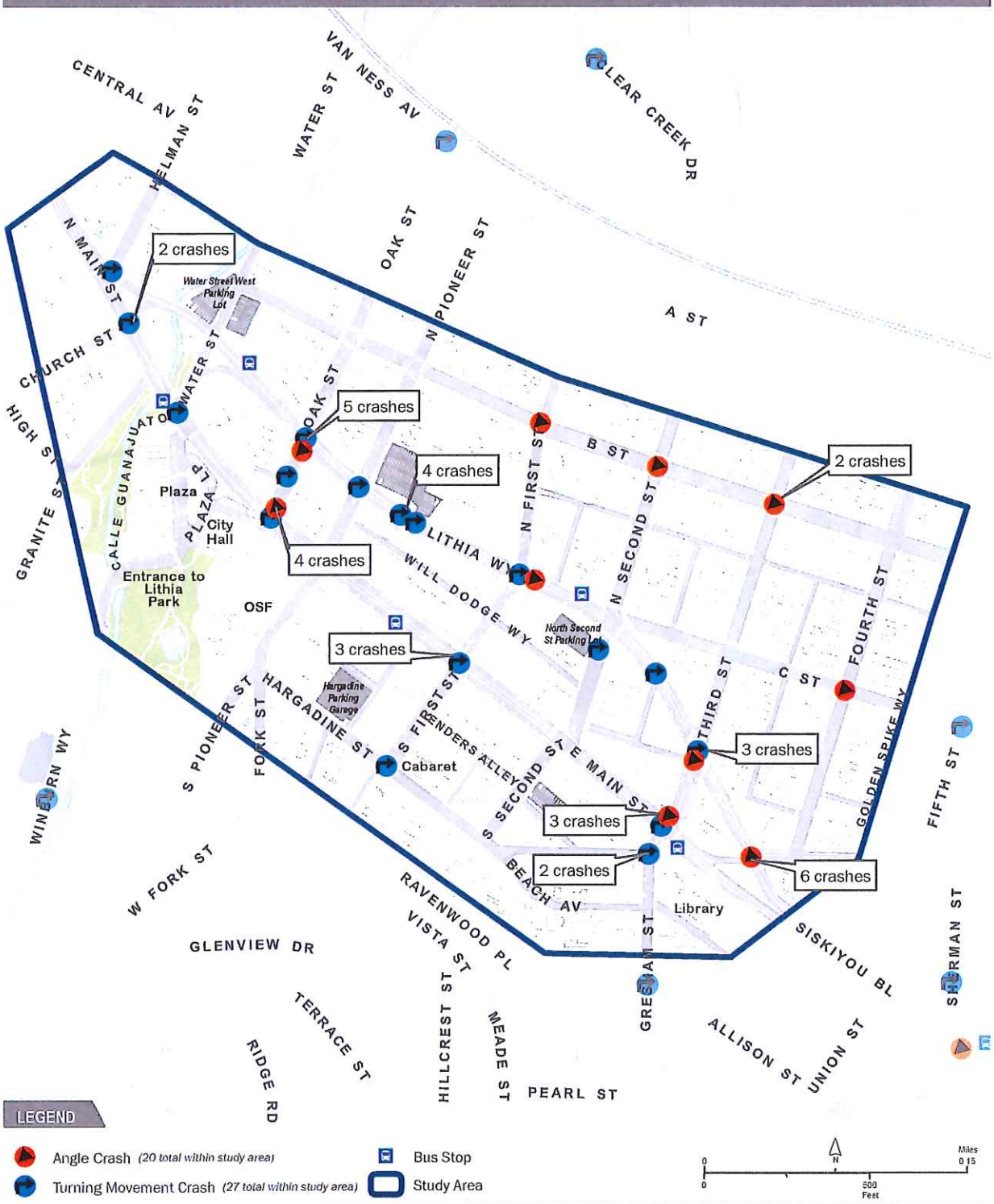
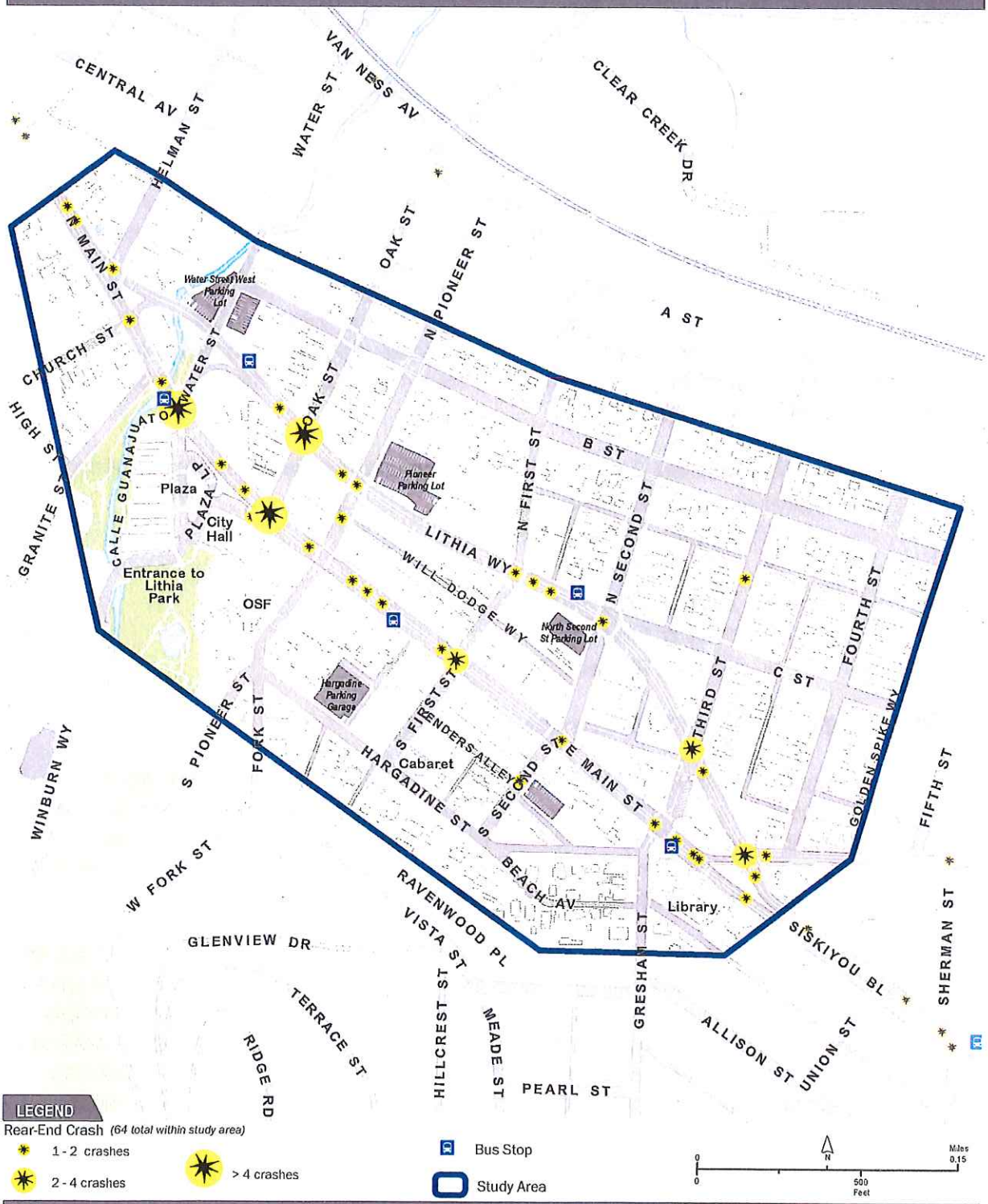


Figure 8. Turning/ Angle Type Crash
ODOT Crash Data 2013-2017

Data Sources:
City of Ashland,
Oregon Department of Transportation (ODOT)

Ashland Downtown Revitalization Plan



Data Sources:
City of Ashland,
Oregon Department of Transportation (ODOT)

Figure 9. Rear-End Crash
ODOT Crash Data 2013-2017

2.2 Summary of Collisions on Main Street

There were 67 crashes on Main Street between 2013 and 2017, and most crashes occurred under dry surface conditions and during daylight hours. The posted speed limit is 20 mph on Main Street in the study area, but average speeds are in the 21-24 mph range for most of the day, reaching as high as 27 mph under free-flow conditions in the early morning.

About half of all crashes (33 of 67) were rear-end collisions caused by vehicles following too closely and failing to stop soon enough when intersections begin to back up or when vehicles stop to let a pedestrian across at a crosswalk. The high amounts of these two crash types and a low number of angle, turning and direct pedestrian crashes result in a low number of serious injury crashes. However, even with a low number of serious injury crashes, 15% of all crashes resulted in serious injury and 85% resulted in minor injury; 18% of all crashes in this location involved pedestrians/bicycles.

- **Intersection-related Crashes:** A large majority of the total crashes along Main Street were intersection-related.
    - 50% intersection related crashes
        - 22% at Oak Street
        - 20% at Water Street
        - 16% at First Street
        - 10% at Pioneer Street

2.3 Summary of Collisions on Lithia Way

There were 63 crashes on Lithia Way between 2013 and 2017, and most crashes occurred under dry surface conditions and during daylight hours. The posted speed limit is 20 mph on Lithia Way in the study area, but average speeds are in the 23-25 mph range for most of the day, reaching as high as 28 mph under free-flow conditions in the early morning.

Over a third of all crashes (25 of 63) were rear-end collisions caused by vehicles following too closely and failing to stop soon enough when intersections begin to back up or when vehicles stop to let a pedestrian across at a crosswalk. Angle and turning crashes account for over another third of the total number of crashes and are one of the main reasons that the injury rate is over half of the crashes, with 31% resulting in serious injury crashes and 69% resulting in minor injury crashes.

Lithia Way has more injury crashes than Main Street, with twice as many serious injury crashes. A contributing factor in the injury severity may be the overall

operating speed of the roadway. This is slightly higher than on Main Street, which makes sense as Lithia Way has more of an open feeling rather than the denser conditions experienced on Main Street.

- **Pedestrian and Bicycle Related Crashes:** The higher number of pedestrians and bike crashes (30% of all crashes) have over half of them being serious injuries. Almost half of the turning crashes are bicycle right-hook crashes where drivers turn in front of bicyclists in the bike lane.

- **Intersection-related Crashes:** Almost three-quarters of the intersection-related crashes on Lithia Way are located at three intersections: East Main at the Fire Station, Third, and Oak Streets.
    - 78% intersection related crashes:
        - 33% at Oak Street
        - 24% at East Main Street
        - 14% at Third Street

2.4 Summary of Collisions on B Street

There were seven crashes on B Street between 2013 and 2017, making it the local street with the highest number of crashes, other than Lithia Way and Main Street. About 40% were injury angle crashes where drivers failed to see an oncoming vehicle after stopping in three of the four cases; the fourth was caused by a driver disregarding the stop sign. The remainder of crashes were property-damage only and backing crashes, which all had a similar theme from backing out of alleys near Water, Pioneer, and First Streets. Except for the running the stop sign crash, all the crashes indicate potential visibility issues with parked cars, vegetation, or stop bar placement, which makes it hard to see oncoming vehicles. The crash trend has been stable over the analysis period.

Along B Street, there were seven total reported crashes between 2013 and 2017:

- 42% minor injury angle crashes
- 42% Backing crashes caused by lack of visibility from alleys
- 86% of total crashes have visibility issues (caused by parked cars or vegetation)
- 57% of crashes are intersection-related
    - 25% at First Street
    - 25% at Second Street
    - 50% at Third Street

2.5 Summary of Collisions on Second Street

Four crashes were recorded on B Street between 2013 and 2017. B Street was identified as the local street with the second highest number of crashes, other than Lithia Way and Main Street. All were property damage-only crashes meaning a vehicle might have hit a fence, tree, or damaged another vehicle. One was an injury crash resulting from failing to yield when leaving an alley near C Street. Half of the crashes resulted from parking movements when drivers failed to yield to oncoming vehicles when trying to park or move out of a parking space. Both the parking and the turning crash may indicate visibility issues with oncoming vehicles because of other parked vehicles and vegetation. The crash trend has been stable over the analysis period.

Along Second Street, there were four total reported crashes between 2013 and 2017:

- 75% were property damage only crashes
- 75% of crashes involved potential visibility issues
- 50% parking crashes

2.6 Crash Rate Screening

Roadway Segment Analysis

One way to determine roadway safety is to use crash rates. Crash rates are a measure of the number of crashes in relation to the amount of traffic volume served. They are useful in identifying and prioritizing problematic locations where safety improvements could make a big difference for the community. To do this, ODOT uses an indexing method (the Safety Priority Index System, or "SPIS") to identify potential safety issues. This safety priority tool compares the number of crashes on Oregon's entire road network and gives each road segment a score depending on number of crashes, how often crashes occur, and how severe crashes are. The higher the score the more safety improvements are needed. The project team reviewed the "top priority" list from 2013-2017 and found that there were no top safety priority sites in the study area.

Intersection Analysis

The intersections in the study area were also analyzed using the Highway Safety Manual (HSM) Part B method, which provides a way of identifying locations that warrant further study by using the "critical crash rate." The critical crash rate is specific to each intersection and evaluates each intersection crash rate compared to the average crash rate of that site's reference population. Intersections of concern have average crash rates that exceed the critical crash

rates, which means that they are in particular need of further investigation and potential improvements.

In downtown Ashland, there are two intersections that exceed the critical crash rate:

Lithia Way and Oak Street: Exceeds the critical crash rate. Of the 16 crashes at this intersection, the majority were rear-end (6) and pedestrian related (4) collisions. These collision types were mostly due to drivers following too closely, failing to avoid the vehicle in front of them, or not paying attention.

Lithia Way and East Main: Exceeds the critical crash rate. Of the 12 crashes at this intersection, the majority were angle (6) and rear-end (3) collisions. These collision types were mostly due to drivers disregarding the traffic signal or following too closely.

A third intersection could also warrant further study and action:

Main and Oak Street: The intersection of Main and Oak Street is just under the critical crash rate threshold, but one more crash or a change of 400 daily vehicles will push it over, so this location should probably also be considered for safety solutions.

2.7 Traffic Operations

Two measures are used to evaluate traffic operations: the "Volume to Capacity" ratio and "Level of Service." ODOT uses V/C ratio to evaluate roadways and identify needs, whereas the City of Ashland uses Level of Service to determine needs and problem areas in the road network.

- **Volume to capacity (V/C) Ratio** is a measure that reflects mobility and quality of travel of a facility. It compares roadway demand (number of vehicles) with roadway supply (how many vehicles a roadway can carry). For example, a V/C of 1.00 indicates that a roadway facility is operating at its capacity, and likely experiences congestion and delay.

- **Level of service (LOS)** is a qualitative rating (Level A through Level F) based on the average delay experienced by people driving through the intersection.

    - **Level A, B, and C** indicate conditions where traffic moves without significant delays over periods of peak hour travel demand, which typically is 7-9 a.m. and 4-6 p.m.

- **Level D and E** are progressively worse operating conditions.
- **Level F** represents conditions where average vehicle delay has become excessive and demand has exceeded capacity. This condition is typically evident in long queues and delays.

Evaluating Traffic Operations in Downtown Ashland

The unsignalized intersections of Oak Street with Main Street and Lithia Way all exceed the volume to capacity target during peak hours. The Oak Street intersections exceed because of a high number of left-turning vehicles, which is understandable given the high volumes on Lithia Way and that left turns need to yield to all others. Except for Main & Granite Street, all the Main Street and Lithia Way unsignalized intersections would meet or exceed a future Level E standard if in the future Ashland gained ownership of this section of roadway from ODOT. Figure 10 shows intersections experiencing Level F delays, today and in the future.

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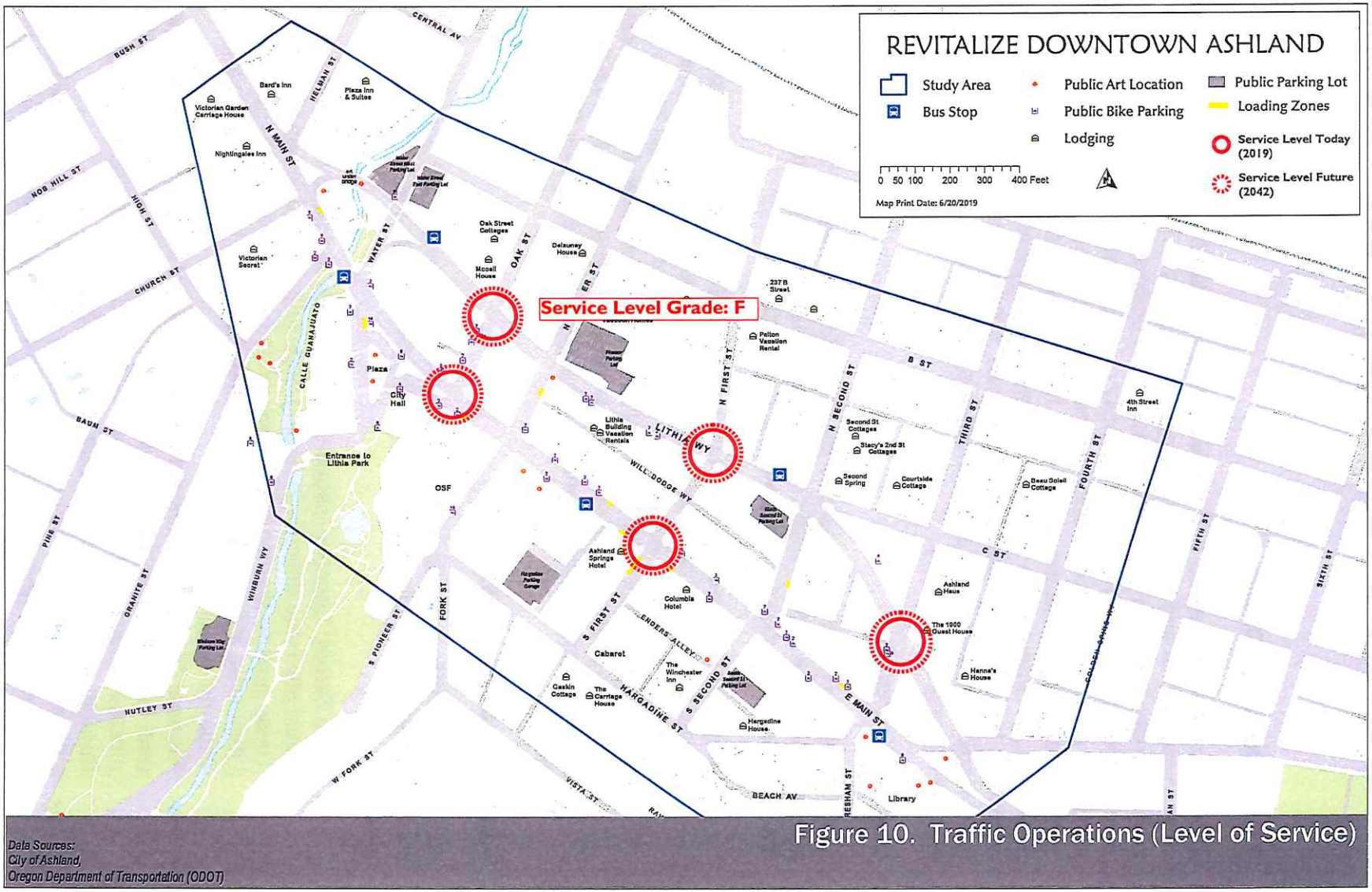


Figure 10. Traffic Operations (Level of Service)

Data Sources:
City of Ashland,
Oregon Department of Transportation (ODOT)

2.8 Queueing Delays

ODOT uses traffic analysis and modeling to understand the delays drivers face when queues form and cause back-ups. Queues can form because of drivers trying to make left hand turns at signalized and unsignalized locations; due to inadequate signal timing or signal capacity or an overabundance of vehicles in a particular area. At peak times such as morning and evening rush hour, queues of delayed vehicles can cause enough of a back up to impact preceding intersections. Studying the amount of delay that is typical can help roadway engineers to decide how best to design lanes, turning pockets, signal timing and other traffic controls to best accommodate expected traffic and reduce delays for everyone using the roadway.

Current Conditions

ODOT's traffic modeling for queues can be understood as the "worst case scenario" for peak traffic conditions. Understanding these queues help determine the appropriate length of turn pockets at intersections.

- **Main Street:** Queuing issues caused by traffic on Main Street are delay-based as vehicles have difficulty in finding gaps to turn left onto Main Street (for example, turning from Oak Street) or cross Main Street (which happens often at Water Street). These queues on Main Street are long enough in peak conditions to cause a back-up that extends to Lithia Way at the Church Street/couplet turnaround or past the Beaver Slide on Water Street.

Future Conditions (2042)

Modeling for traffic patterns in 2042 suggests queues would be generally the same or at least a couple vehicles longer (25-50') than in the existing conditions today.

- **Main Street:** Queuing issues on Main Street are delay-based as vehicles would still have difficulty in finding gaps to turn left or cross Main Street. These queues would be long enough in peak conditions to back out onto Lithia Way at the Church Street/couplet turnaround or past the Beaver Slide on Water Street.
- **Pioneer Street:** Queues at the Pioneer Street intersection could extend past the Oak Street intersection, which adds to the difficulty of exiting the plaza area especially if someone wants to head back north via Oak or through a series of lane changes to Pioneer.
- **Lithia Way:** Pioneer Street intersection remains the local bottleneck. Queues are projected to back through the Second Street intersection,

which then would back past East Main Street in peak conditions past the fire station.

- **Side Street Queues:** The longest side-street queues are at the northbound Oak and Third Street approaches. These high-delay locations could result in queues backing out onto Main Street (assuming that traffic did not divert to Pioneer or other couplet cross-streets).
- **B Street**: As more traffic is projected to divert to B Street, queues have increased especially at the Oak Street intersection where they could almost extend back to Pioneer Street.

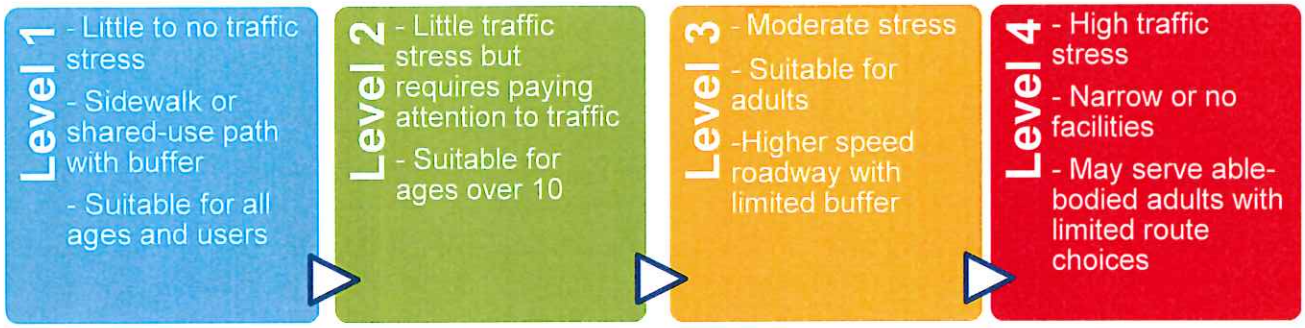
3. Traffic Stress on Pedestrians and Bicyclists

The Ashland Downtown Revitalization Plan aims to improve conditions in downtown Ashland for all people, regardless of how they get around. ODOT and the City use a measure known as "level of traffic stress" which is a metric based on the travel speed and distance from vehicle traffic that people experience when walking or biking downtown. Slower vehicle speeds and wider buffer distances from the road can improve the experience for people walking, rolling and biking in downtown Ashland.

3.1 Pedestrian Level of Traffic Stress

There are four levels of stress pedestrians may experience when walking or rolling, as defined by ODOT.

- Level 1 is the lowest stress street environment, where people of all ages and abilities are able to use the road comfortably. Level 1 is the target level of all streets near schools.
- Level 2 is considered a reasonable minimum target for pedestrian routes and is suitable for adults and children age 10 and over.
- Level 3 is considered a moderate stress level for pedestrians due to their close proximity to higher speed roadways with limited buffers.
- Level 4 is identified as a high traffic stress environment in which facilities are located along high-speed roadways and either do not exist or are challenging to use and access.



Low Stress: Over half of the study area is categorized as Level 1 or 2 which means that walking is relatively comfortable for the majority of the study area, and all types of people are able to walk and roll in these areas. The only street that has a completely low-stress level is Gresham Street (Level 1).

Moderate Stress: Most streets in the study area are a mix of Level 2 and 3. Moderate traffic stress for pedestrians is generally caused by poor quality curb ramps that make travel and especially crossings difficult for people with mobility impairments. For ramps, "poor quality" generally means they do not meet ADA

standards due to issues such as very steep slopes or no flat area to stop (for both able-bodied and wheelchair users). Ramps that appeared to be operable but had older markings were judged as fair. Ramps that were ranked as good needed flatter grades or plastic ramp inserts.

High Stress: There also is a scattering of Level 4 for too-narrow sidewalks or pinch points, missing buffers, or missing sidewalks. Level 4 applies when sidewalks are less than four feet wide at any point, or if long stretches sidewalk are at four feet wide. A four-foot sidewalk should only be used at limited short locations due to obstacles like retaining walls or street light bases.

Level of Pedestrian Stress, Today and Future

Over half of the study area (59% of all analyzed street segments) is expected to be low stress for pedestrians in the future (Level 1 or 2) – an approximate 2% increase from 2019 to 2042. Higher stress street segments (Level 3 and 4) are expected to make up roughly 40% of the study area, showing a slight improvement in stress level between 2019 and 2042 for both Level 3 and Level 4. Improvements that will further reduce the level of pedestrian stress experienced in downtown will be a key consideration and important step in making pedestrian mobility safer and more efficient.

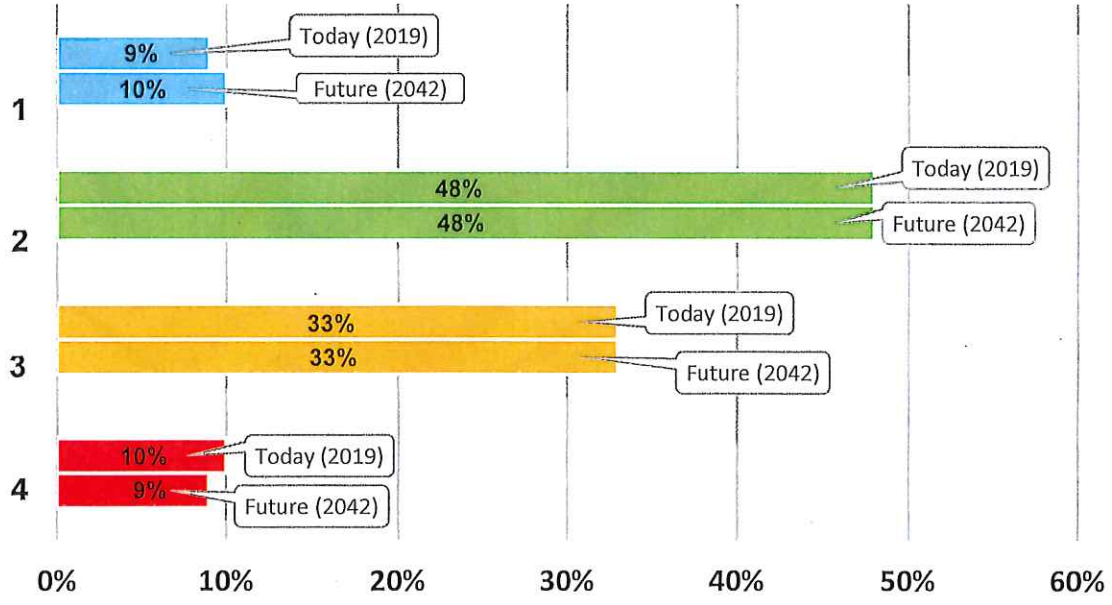


Figure 11 shows the overall pedestrian stress levels for the study area today.

Ashland Downtown Revitalization Plan

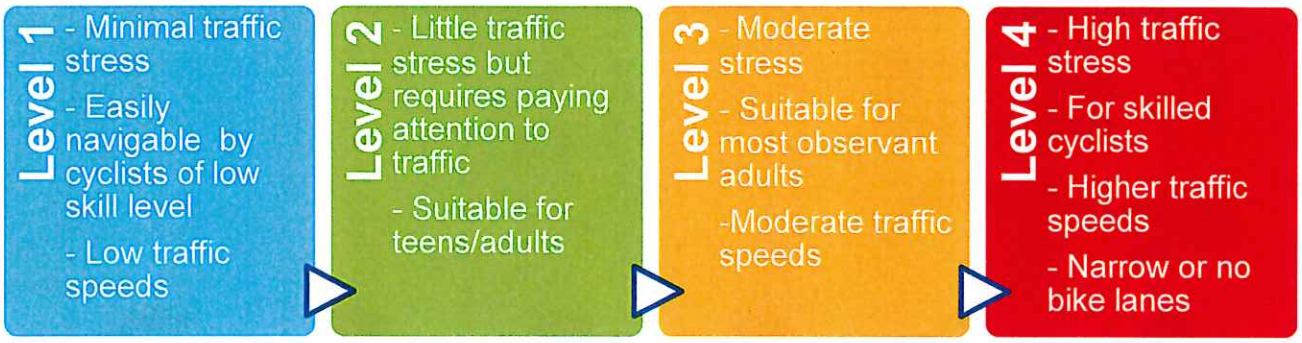
Figure 11. 2019 Pedestrian Level of Traffic Stress

Data Sources:
City of Ashland,
Oregon Department of Transportation (ODOT)

3.2 Bicycle Level of Traffic Stress

There are four levels of stress bicyclists may experience, as defined by ODOT. Bicycle Level of Traffic Stress ratings range from Level 1 (little traffic stress, suitable for all cyclists) to Level 4 (high stress and suitable for experienced and skilled cyclists).

- Level 1 is the lowest stress street environment, where minimal vehicle traffic and easy to navigate facilities mean cyclists of all skill levels can use the road comfortably.
- Level 2 is considered a reasonable minimum target for pedestrian routes and is suitable for adults and children age 10 and over.
- Level 3 is considered moderate stress and suitable for adult cyclists – those who are enthused and confidence riders, with speeds slightly higher and roadways slightly wider than level 2.
- Level 4 represents high stress environments that are made up of high speed, multi-lane roadways with large complex intersections. Level 4 is likely only suitable for fearless and skilled cyclists.



Most cyclists desire separation from motor vehicle traffic, especially as traffic speed and volume increases. The typical cyclist is sensitive to added traffic stress, and if a route has a poor segment or intersection, would-be bikers will often not make the trip at all or drive instead.

Most of the study area (84% of all analyzed segments) is at Level 1 or 2, which is all roadways except for Main Street, Lithia Way and Siskiyou Boulevard. This means that north-south travel is generally easy (other than slope impacts) but cautious riders who want to go east-west must go out-of-direction and travel around the fringes of the commercial area on B and C Streets. Hagardine Street is also a low-stress east-west route, but the steep grades can be challenging.

Level of Bicycle Stress, Today and Future

Future conditions were estimated based on the Main Street and Lithia Way infrastructure investment projects recommended in the City's Capital Improvements Plan; no other improvements were considered. The majority of the study area (87% of all analyzed street segments) is expected to be low stress for bicyclists (Level 1 or 2), with a 3% increase in number of Level 2 streets. The exceptions are Main Street, Lithia Way and Siskiyou Boulevard. High-stress streets (Level 4) are expected to decrease to 0% in the future, presenting a more comfortable environment for people riding bikes throughout the entire study area in 2042.

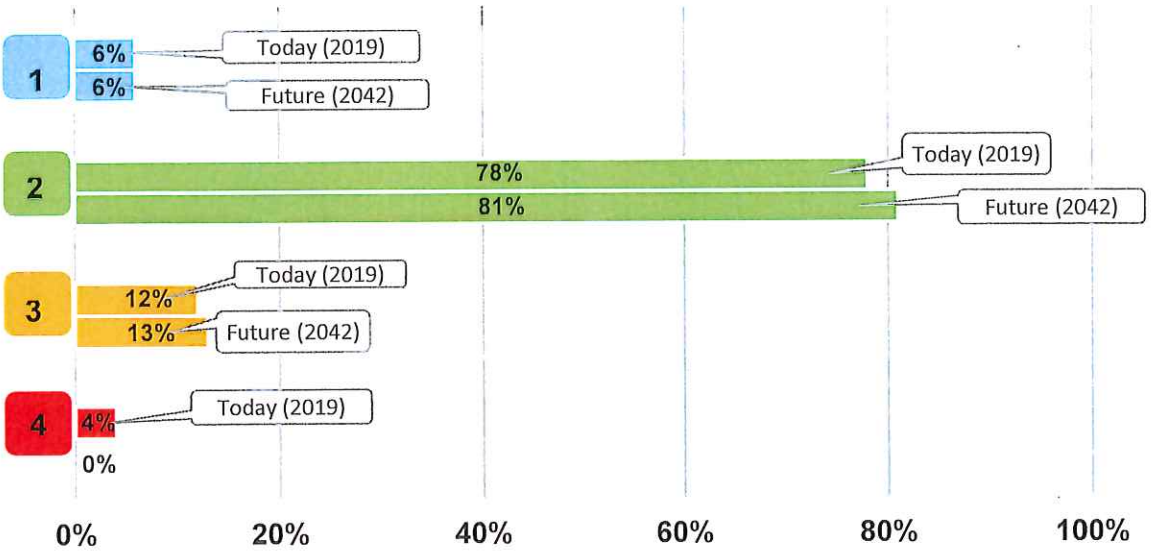


Figure 12 shows the overall bicycle service levels for the study area today.

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Ashland Downtown Revitalization Plan

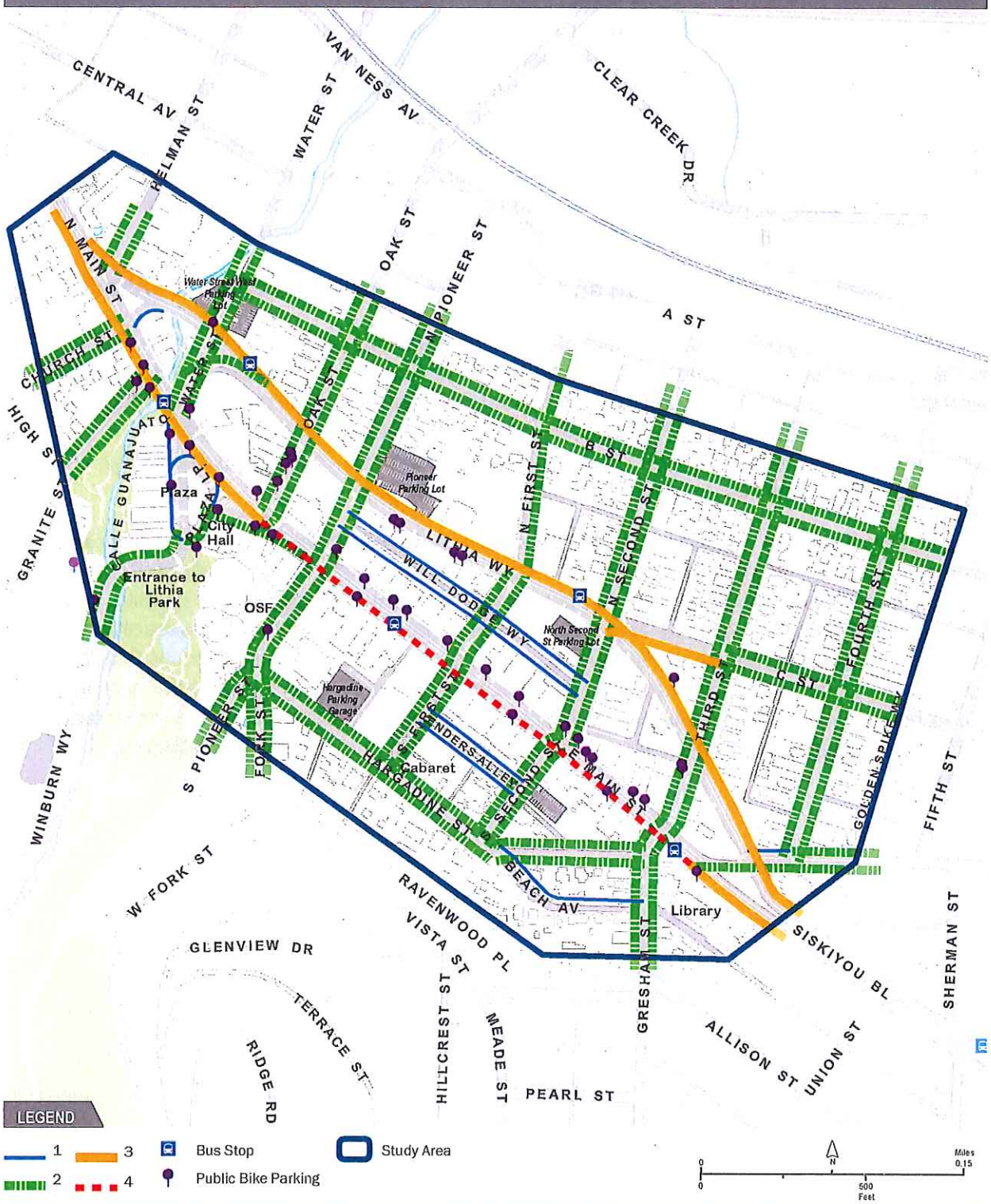

Figure 12. 2019 Bicycle Level of Traffic Stress

Data Sources:
City of Ashland,
Oregon Department of Transportation (ODOT)

3.3 Streets that Serve Bikes, Pedestrians and Transit

Better urban conditions, such as wider sidewalks and bike facilities, slower speeds and lower traffic volumes, make for higher quality experience for pedestrians, bicyclists, and transit users. To understand current and future conditions for people walking, biking and taking transit in downtown, ODOT analyzed the Main Street/Lithia Way couplet using the Multimodal Level of Service (MMLOS) methodologies for pedestrian, bicycle and transit. Multimocal Level of Stress scores are also based on four components: traffic speed, traffic volume, number of lanes, and presence/quality of pedestrian and bicycle facilities; road segments are graded from best (Level A) to worst (Level F).

3.4 Quality of the Pedestrian and Bicycle Environment (Level of Service)

The quality of the pedestrian and bicycle environment in downtown Ashland was modeled for street segments in the study area; intersection evaluation is included in a separate section below. Approximately 10 locations have a level of service that falls below City standards (Level E or Level F) and will need further consideration for potential improvements. **Figure 13** shows street segments that do not meet City standards of good or fair quality for walking and/or biking.

Most sidewalks are in good or fair condition; which shouldn't pose any issues for any user. Significant cracking, uneven surfaces and the like warrant poor rating of Level E or Level F, which indicate sidewalks not meeting a standard of good or fair quality. If sidewalk segments looked like they would cause significant issues for a wheelchair user, then they were given a poor grade of E or F. For example, sections on Main Street around Helman Street assigned Pedestrian Level E have issues with narrow points between retaining walls and pole bases. Locations where there are three lanes of traffic also present unpleasant environments for pedestrians using the adjacent sidewalks.

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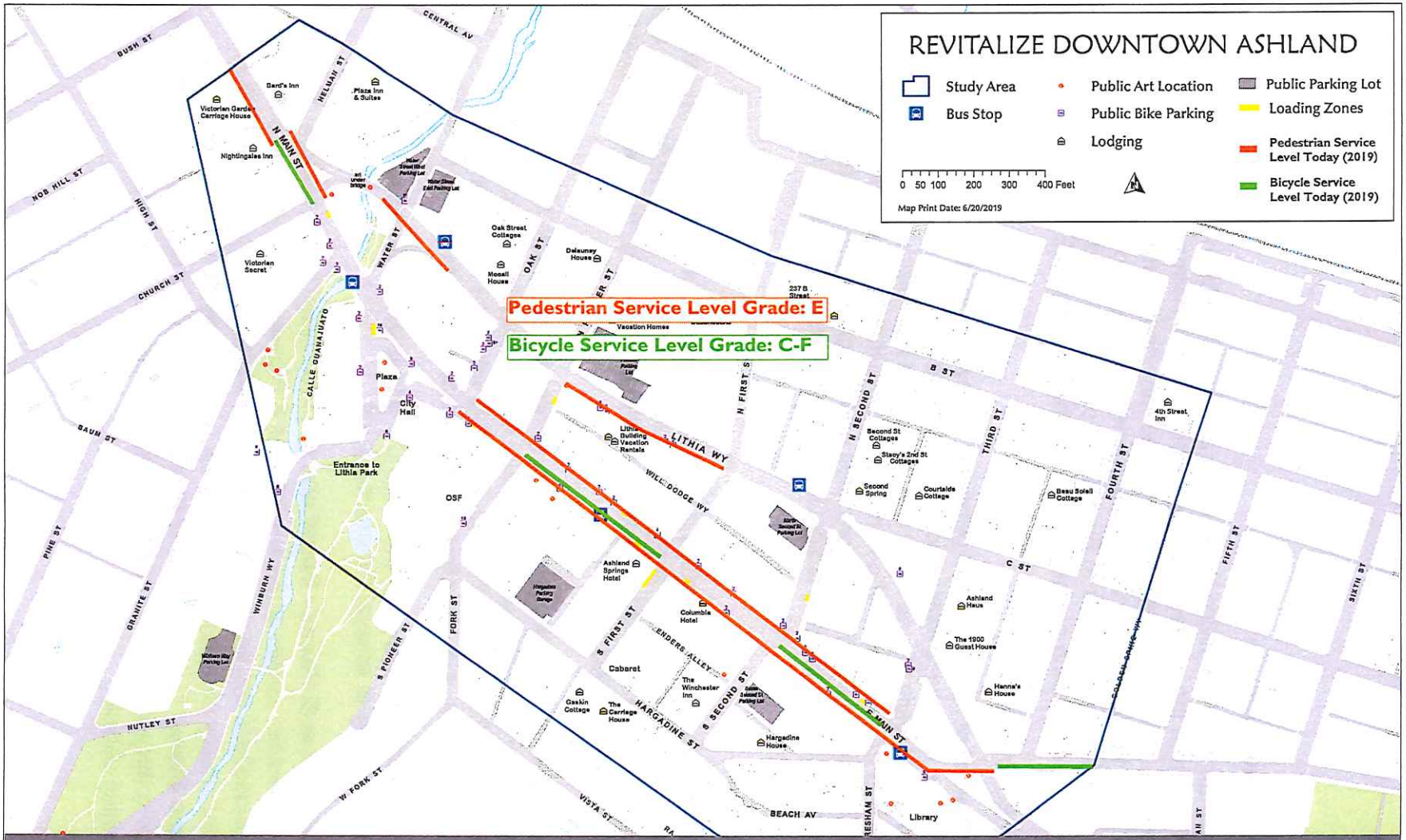

Figure 13. Pedestrian and Bicycle Environment (Level of Service) 2019

Data Sources:
City of Ashland,
Oregon Department of Transportation (ODOT)

Pedestrian Environment

The pedestrian level of service is generally at Level C on Main Street except for the of the segments from the western study area boundary to Helman Street, which are Level E because of a narrow sidewalk and the three-lane section from Oak to E Main Street. On Lithia Way, the level of service is also generally Level C other than the narrow sidewalk sections from Pioneer to First Street on the south side of the street and the Water Street overcrossing on the north side, which are Level E.

Bicycling Environment

The bicycle level of service is also generally at Level C on Main Street except in sections where driveways exist which drop the level of service to Level C-F. About 85% of users would classify this as Level C-F with about half falling into Level E-F range. Driveways add an extra level of potential conflicts with vehicles, which require more caution from bicyclists. Lithia Way provides new on street sharrows that create a shared lane for cyclists, but because it is shared, it does little to improve the bicycle level of service.

Intersections

Signalized intersections in the study area were analyzed for their impact on pedestrian and bicyclist safety (e.g. crossing distance, turning conflicts, provided facilities) and based similarly to the level of traffic stress methods. Generally, the level of service criteria can be interpreted as:

- **Level A or B**: Conditions should be generally acceptable for users
- **Level C or D**: Some issues exist that may make users uncomfortable
- **Level E or F**: Significant issues exist that will make most users feel uncomfortable. It is likely that this intersection will deter users to some degree.

None of the locations exceeded the Level D analysis threshold; however, there are some lurking issues at several the intersections.

- **Main Street & Pioneer Street and Second Street intersections**: The Level C & D pedestrian scores at the Main Street & Pioneer Street and Second Street intersections are because of overall poor condition curb ramps, which prevent a good quality crossing (both would be Level A if these were corrected).
- **Main Street:** The Level C & D bicycle scores on the Main Street locations are due to bicyclists sharing the lanes with vehicles and potential conflicts with right turning vehicles.

- **Lithia Way and Second and Pioneer Street intersections:** The Level C bicycle scores at the Lithia Way and Second and Pioneer Street intersections are mostly because of left and right turning conflicts with bicyclists.

Unsignalized Crosswalks

Pedestrian level of service analysis was also performed for the crosswalks at unsignalized intersections. **Figure 14** shows the unsignalized crossings with high pedestrian delay (amount of time a pedestrian must wait to cross) in the downtown couplet.

Pedestrians generally do not like to wait more than about 45 seconds to cross, and as wait times increase, pedestrians are more likely to take a shorter gap and dart into traffic. This creates safety issues for both pedestrian and drivers. A recent Oregon law passed in 2017 (ORS 811.028) requires a vehicle to stop and remain stopped for a pedestrian in the following locations:

- In the lane in which the driver's vehicle is traveling;
- In a lane adjacent to the lane in which the driver's vehicle is traveling;
- In the lane into which the driver's vehicle is turning;
- In a lane adjacent to the lane into which the driver's vehicle is turning, if the driver is making a turn at an intersection that does not have a signal; or
- Less than six feet from the lane into which the driver's vehicle is turning, if the driver is making a turn at an intersection that has a traffic control device under which a pedestrian may proceed

However, even with the recent pedestrian yielding law change, the low driver yielding rates are substantially unaffected at standard crossings without any enhancements or active features (such as extra signing, signals or beacons).

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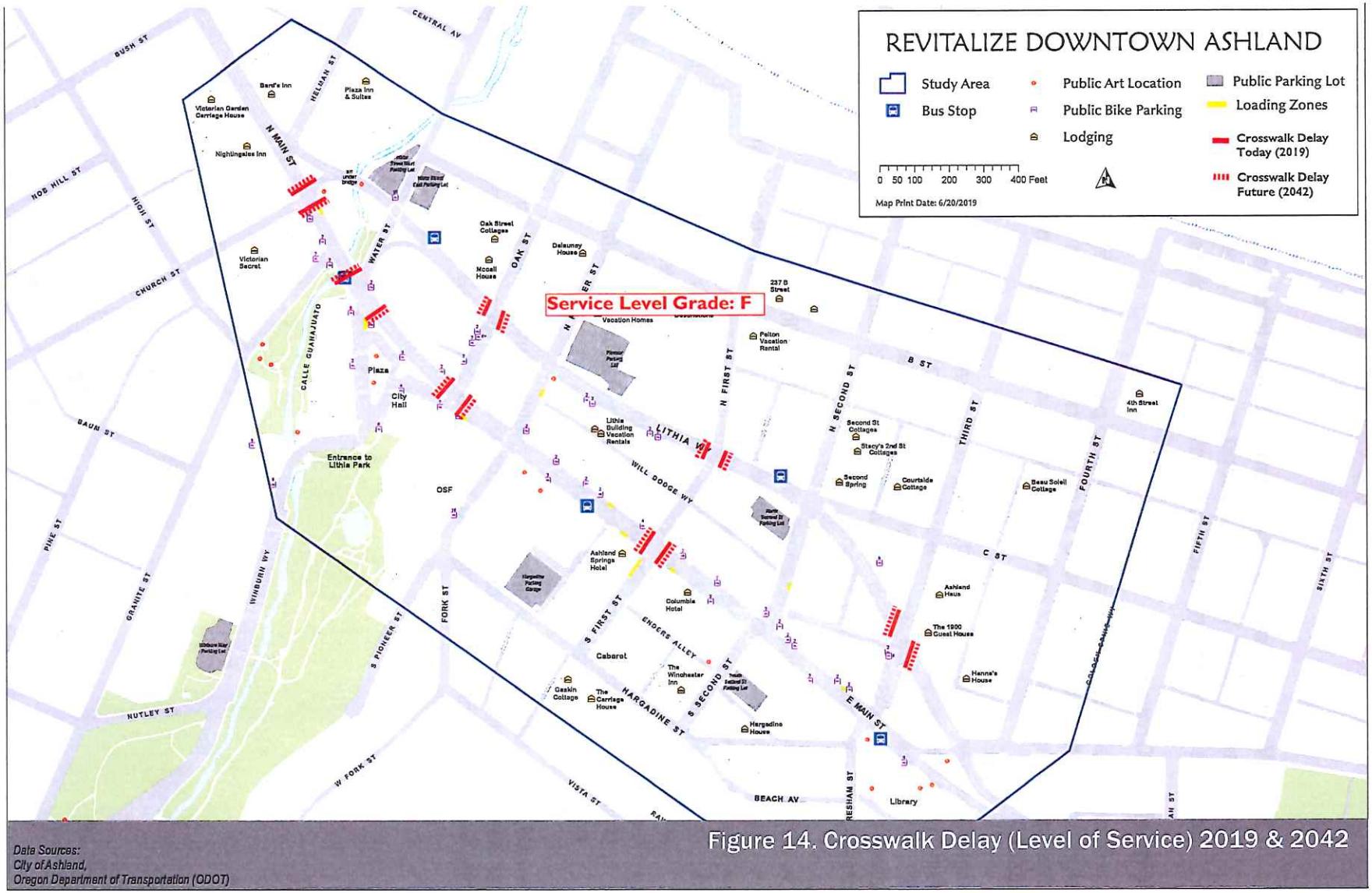

Data Sources:
City of Ashland,
Oregon Department of Transportation (ODOT)

Figure 14. Crosswalk Delay (Level of Service) 2019 & 2042

Transit Evaluation

The Rogue Valley Transportation District provides service on Main Street and Lithia Way through the study area via Ashland Route 10, which travels from the Front Street transit center in Medford to the Bi-Mart on Tolman Creek Road. Transit stops are provided on Main Street at the downtown plaza, near the Ashland Springs Hotel near First Street, and at the city library at Third Street. On Lithia Way, stops are at Second Street and across from the Beaver Slide west of Oak Street. Weekday service is from 5 AM to 9 PM with 20-minute intervals from 7 AM to 6 PM with 30-minute service for the off-peak periods. Saturday service is also offered from 7 AM to 7 PM but on a 30-minute frequency.

With 20-minute service, this allows a transit rider the scheduling flexibility of travel without waiting for excessive periods and the overall study area transit LOS C. For off-peak weekday and Saturdays, the level of service drops to Level D as the 30-minute frequency tends to drive rider's schedules when they have to leave their origin points or when they can arrive at destinations.

4. Summary of the Transportation System Needs

This section provides summaries of the existing and future conditions of the transportation system of downtown Ashland, and highlights known deficiencies that warrant further study and possible intervention. The sections below identify areas in need of safety improvements, driving and mobility improvements, areas where pedestrian infrastructure is needed or in need of repair, and locations where bicycle facilities are needed.

4.1 Safety

- **Lithia Way & Oak Street:** This intersection has the highest crash rate in the study area. Many of the crashes are direct pedestrian strikes or pedestrian related rear-end collisions when a vehicle stops to let a pedestrian cross the street. High speeds and a lack of awareness of pedestrians contribute to crashes here.

- **Main Street between Oak & Pioneer Streets:** Significant amount of rear-end collisions especially when stopped for pedestrians and sideswipes from the added lane on Oak Street.

- **Lithia Way & East Main Street:** There are a high number of angle-crashes at this intersection, potentially caused by visibility issues.

  Lithia Way between First and Pioneer Streets: This section contains most of the bicycle-related crashes where drivers fail to see bicyclists in the bike lane when turning into the public parking lots and street approaches.

- **B Street:** Visibility issues along B Street create difficulty in seeing on-coming vehicles with nearby parked cars and/or vegetation.

- **Second Street:** Turning and parking crashes along Second Street may indicate a potential visibility issues with parked vehicles and/or vegetation.

4.2 Mobility Deficiencies

- **Main & Oak Street:** This intersection is over capacity, which means it suffers from congestion and delay, due to side-street capacity issues and drivers turning left from Oak.

- **Main & Pioneer Streets:** Congestion causes back-ups which block often block the Oak Street intersection because of the relatively short block spacing.

- **Lithia Way & Oak Street:** This intersection is substantially over capacity, suffering from congestion and delay (the highest delay of any location in the

study area), which impacts other streets in the area. Pedestrians are at risk in these situations because drivers make unexpected decisions that could cause collisions.

- **Lithia Way & Pioneer Street:** This intersection is a local bottleneck. Queues, the amount of time a driver has to wait at an intersection, could reach back to Second and Third Streets.

- **Lithia Way & Third Street:** This intersection is projected to be over capacity by 2042. Wait times on Lithia Way are projected to extend past East Main Street, and northbound Third Street back-ups could impact the Main Street intersection.

4.3 Pedestrian Deficiencies

- **Main Street and Lithia Way**: Pedestrian are required to wait a long time at unsignalized crosswalks, and forced to travel out-of-direction to the next signalized intersection, or risk crossing in a dangerous location.

- **Main Street**:
  - There are a number of narrow sections that indicate a poor level of service or higher stress level from the pedestrian's perspective at the following locations:
    - West study area boundary– Helman Street (south side): narrow pinch point and curb-tight sidewalk
    - Oak Street – East Main Street (south side)
    - Third Street – Oak Street (north side)
    - Church Street – Helman Street (north side): narrow pinch point
    - Helman Street – west study area boundary (north side); curb-tight sidewalk
  - There are a number of locations that have poor sidewalk and/or ramp conditions that could deter or hamper disabled users:
    - The sidewalk ramps crossing Church, Granite, Water, First, and Second Streets are in poor condition.
    - The north side sidewalk between Water Street and Oak Street is in poor condition.
- **Lithia Way**:
  - There are a number of narrow sections that indicate a poor level of service or higher stress level from the pedestrian's perspective at the following locations:
    - Pioneer Street – First Street (south side)
    - Oak Street - Beaver Slide (south side)
    - Water Street overcrossing (north side)

- Sidewalk and ramps crossing Beaver Slide missing which prevents full use of this sidewalk section. ***There is a CIP project identified to add curb ramps and related sidewalk at this location.***
- Five-leg intersection at Second Street puts pedestrians at risk due to frequent driver turning movements.

- **B Street:**
  - Water to Oak Street is partially missing sidewalk on south side and narrow poor condition sidewalk on the north side.
  - Crossing Pioneer and Second Streets on the south side and Oak and Second Streets on the north side have ramps in poor condition.

- **Helman Street:** West side sidewalk is narrow and in poor condition.

- **Church Street:**
  - Sidewalk from Lithia Way to Main Street is narrow.
  - West side sidewalk south of Main Street is narrow and ramps are in poor condition crossing Main Street.

- **Granite Street:** East side sidewalk is in poor condition.

- **Water Street:**
  - East side sidewalk from Main Street to Beaver Slide is very narrow.
  - The crossing of B Street on east side has ramps in poor condition.

- **Plaza (Main St):** Crossing Main Street has ramps in poor condition.

- **Oak Street: CIP project identified to upgrade curb ramps**

- **Pioneer Street:**
  - The crossings of Lithia Way, Main Street, and Hargardine Street on the west side have poor curb ramps.
  - West side sidewalk from Hargardine Street south is in poor condition.
  - East side sidewalk from the south to Hargardine Street has no sidewalk.
  - The crossing of Main Street on the east side has poor curb ramps.

- **Fork Street:** The west side sidewalk is narrow, and the east side sidewalk is in poor condition.

- **First Street:**
  - West side sidewalk from Will Dodge Way to Main street is narrow and in poor condition.

  - The three-lane crossing of Main Street is relatively wide and creates a stressful pedestrian environment.
  - West side sidewalk from Main Street to Hargardine Street is narrow.
  - The crossing of B Street on the east side has poor curb ramps.

- **Second Street:**
  - West side sidewalk from Will Dodge Way to Main Street is in poor condition
  - Crossing of Will Dodge Way on west side and of B Street on the east side has poor curb ramps.

- **Third Street:** The crossings of B and C Streets on both sides have poor curb ramps.

- **Fourth Street:** The west side crossing of B Street and the east side crossing of C Street have poor curb ramps.

- **Beaver Slide:** There is a very narrow sidewalk on the west side with no sidewalk ramps. ***There is a CIP project identified to add curb ramps and a likely ramp/walkway between Lithia Way and Water Street, which should address this deficiency.***

- **C Street:** The sidewalk is missing from Second Street east on the south side. The sidewalk ramps that exist are in poor condition.

- **Will Dodge Way & Enders Alley** – These named alleys have no marked or available pedestrian space.

- **Hargardine Street:**
  - The south side sidewalk from Pioneer Street to First Street is in poor condition.
  - The crossing of Second Street on the south side, First Street and Pioneer Streets on the north side have poor curb ramps.
  - Sidewalk from Second Street to Gresham Street in both directions is missing.

- **Beach Avenue:** Sidewalk in both directions from Gresham Street to Hargardine Street is missing.

4.4 Bicycle Deficiencies

- **Main Street:** The lack of a bike lane on this roadway coupled with several driveway conflicts indicate a poor level of service from the bicyclist's perspective.
    - The three-lane section from Oak to East Main Street has the potential to deter all but the most confident riders. ***In 2019, a CIP project was completed to add sharrow markings Main Street along its length in the study area. This may somewhat improve conditions but will not completely address the deficiency in the three-lane section.***

- **Siskiyou Boulevard:** The provided bike lane is a foot too narrow for a four/five-lane roadway.

- **Lithia Way:** The provided bike lane from East Main Street to Oak Street is a foot too narrow and does not have a buffer to protect bicyclists from door effects from adjacent parked vehicles.
    - No bike lane is provided from Oak Street to Helman Street. ***There is a CIP project identified to add sharrow markings on Lithia Way from Oak Street to Helman Street. This may somewhat improve conditions but will not completely address the deficiency.***