

# Memorandum



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**Copies:** File

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**Subject:** Ashland Transportation System Plan Update  
Technical Memorandum #1  
Review of Policies, Plans, Rules, and Regulations

**Project No.:** 15702

## Introduction

The City of Ashland initiated an update of its Transportation System Plan (TSP) with the goal of developing “an integrated land use and transportation plan to increase the viability of transit, bicycles, walking, and other alternative modes of transportation; reduce per capita automobile vehicle miles traveled; provide safe walking and bicycling routes to home, work, shopping, and schools; implement environmentally responsible design standards, and minimize new automobile-related infrastructure.” This memorandum summarizes a review of existing Local, County, Regional, and State documents that address aspects of land use and transportation planning that can provide a baseline for updating the City of Ashland’s TSP. The review helps to identify goals, policies, design standards, and community aspirations that seem likely to provide direction for staff, decision-makers, participating citizens, and the Consultant team in our collaborative efforts to meet overall project goals and specific objectives of individual tasks.

Each document was reviewed for transportation elements, land use elements, expressions of community aspirations, and design standards that inform the subsequent tasks of the TSP update. Land use elements received more emphasis than might be typical of local TSP. That emphasis reflects the desire to include conceptual planning for pedestrian-oriented development as part of the update. It also reflects the City of Ashland’s long-standing commitment to fully integrate transportation planning into community planning.

The following matrix is a quick reference to indicate which of the four elements listed above were found in the document. Each document is also categorized as Local, County, Regional, State, or Other.

	Transportation Elements	Land Use Elements	Community Vision	Design Standards
<b>City of Ashland</b>				
<a href="#">Comprehensive Plan</a>	√	√	√	√
<a href="#">1998 Transportation System Plan (TSP)</a>	√			√
Partial TSP Update	√			√
<a href="#">Land Use Code</a>		√		√
<a href="#">Handbook for Planning and Designing Streets</a>	√			√
<a href="#">Ashland B Street Transportation Plan</a>	√		√	
<a href="#">Site Design and Use Standards</a>		√	√	√
<a href="#">Ashland in Action Report</a>	√		√	
<a href="#">Buildable Lands Inventory</a>		√		
<a href="#">Croman Mill Site Redevelopment Plan</a>	√	√	√	√
<a href="#">Ashland Downtown Plans</a>	√	√	√	
<a href="#">Economic Opportunities Analysis</a>		√		
<a href="#">Historic Preservation Plan</a>		√	√	
<a href="#">Railroad Property Master Plan</a>	√	√	√	
Railroad District Infill Strategy	√	√	√	
<a href="#">Southern Oregon University Master Plan Update</a>	√	√	√	
<a href="#">Recommended Street Tree Guide</a>	√			√
<a href="#">Solar Setback Guide</a>		√		√
<a href="#">Transportation and Growth Management Outreach Workshop Final Report</a>	√	√	√	
2008 TGM Grant Application	√	√	√	
<a href="#">Ashland Airport Master Plan</a>		√		
<b>County</b>				
<a href="#">Jackson County Comprehensive Plan</a>	√	√	√	

	Transportation Elements	Land Use Elements	Community Vision	Design Standards
<a href="#">Jackson County TSP</a>	√	√	√	√
<b>Regional</b>				
<a href="#">RVMPO Regional Transportation Plan</a>	√	√		
<a href="#">RVMPO Regional Transportation Improvement Plan</a>	√	√		
<a href="#">RVMPO Freight Study</a>	√	√		
<a href="#">RVMPO OR 99 North-South Travel Demand Study</a>	√	√	√	
<a href="#">Greater Bear Creek Valley Regional Plan</a>	√	√	√	
<a href="#">Bear Creek Greenway Management Plan</a>	√	√	√	
<a href="#">RVTID Ten Year Long Range Plan</a>	√	√	√	
<b>State</b>				
<a href="#">OAR Chapter 660 division 012</a>	√	√		
<a href="#">OAR Chapter 734 division 051</a>	√			
<a href="#">Oregon Highway Plan</a>	√	√		
<a href="#">Highway Design Manual</a>	√			√
<a href="#">Oregon Public Transportation Plan</a>	√	√		√
<a href="#">Oregon Rail Plan</a>	√			
<a href="#">Oregon Bicycle/Pedestrian Plan</a>	√	√		√
<a href="#">Statewide Planning Goals</a>	√	√	√	
<a href="#">Interchange Area Management Plan for Interchange 14</a>	√	√		√
<a href="#">Statewide Transportation Improvement Plan (2010-2013 Draft)</a>	√	√		
<b>Other References</b>				
<a href="#">International Scan Summary Report on Pedestrian/Bicycle Safety and Mobility</a>	√			
<a href="#">City of Portland B2 Power</a>	√			√
<a href="#">City of Portland Bicycle Boulevards 2009</a>	√			√

## **Local Policies, Plans, and Standards**

Review of City of Ashland policies, plans, standards, and community input reveals a long and strong community commitment to integrated land use and transportation planning as critical to a community vision “to retain our small town character for character even while we grow.” Beginning in the early 1990s, public discussion has focused on multimodal transportation and the integral connection between land use and transportation. They are “inextricably linked.” Transportation infrastructure and choices should be complementary to the City of Ashland’s qualities of place as found in the downtown core, the historic neighborhoods, and in a development pattern that reflects characteristics of traditional neighborhoods. Streets are the greatest part of that infrastructure and should be regarded as public and social spaces—not merely as transportation facilities.

On the land use side of the equation, urban form should remain compact and connected, with streets that are safe and appealing for all users—cars, bicyclists, pedestrians, and transit. The traditional neighborhood pattern represents an opportunity to meet the land use objectives of compact development with mixed uses, as well as reduce the demand for vehicle trips by encouraging more bicycle and walking trips.

The summary has been organized under the following general headings for transportation and land use elements:

- Comprehensive Transportation Planning
- Public Transit
- Pedestrian and Bicycle Environment
- Parking Management
- Street Design
- Land Use

### **Comprehensive Transportation Planning**

The Transportation Element of the Comprehensive Plan establishes overriding goals and policies for transportation planning in the City of Ashland. It establishes “modal equity” as a cornerstone for transportation planning. Modal equality means equal opportunity to use all modes of travel. Equality of access it does not “imply equal financial commitment or equal percentage of use of each mode.” However, the recognition that funding levels for facilities for different modes may not be in financial equal amounts was not intended to sanction any demonstrable underfunding of any transportation choice. Specific goals and supporting policies are established to provide a street system, pedestrian and bicycle facilities, and transit service that are safe and comfortable to use, easily accessible, and well-connected in its reach throughout the City. The transportation system should encourage bicycle and walking trips, pedestrian-oriented development, and public transit service as viable alternatives to vehicle trips.

Action in Ashland 2000 emphasizes transportation planning as an integral part of community planning. The qualities and character of transportation directly affects the community character. It also acknowledges that

there is “no silver bullet” for meeting the challenges of transportation planning as part of community planning. A three-prong approach is recommended, an approach that mirrors key aspects of updating the TSP. The approach integrates improved transit, parking management, and bicycle and pedestrian facilities. The action plan concludes with a series of specific problem statements and possible solutions.

The Ashland Downtown Plan – Phase II, also expresses the importance of addressing all aspects of the transportation system from travel choices. Good planning should address reducing congestion and vehicle speeds, improving street design, and parking management as interrelated strategies and results. For instance, providing better choices for non-vehicle travel will have a positive impact on reducing congestion and parking management plan, particularly in the downtown core. The Downtown Plan – Phase II also includes a detailed inventory of sidewalk conditions in downtown and seventeen separate intersections and makes recommendations for improvements.

The TSP was developed in 1998 and partially updated in 2007-08. The TSP defines the City of Ashland’s modal system; sets forth policies, requirements, and standards; evaluates existing conditions and constraints; projects future travel demand; and identifies specific transportation improvement projects. The 2007-2008 update includes over a 100 projects to be completed in a 20 year period, along with updated forecasts of future traffic conditions. The plan also addresses Oregon Statewide Planning Goal 12 and the Oregon Transportation Planning Rule (TPR).

The policies and design standards are consistent with the Transportation Element of the Comprehensive Plan and with Jackson County policies for bicycle paths and bicycle connectivity. The TSP acknowledges the need for coordination with the State since Highway 66 (Ashland Street) and Highway 99 E (Main, Lithia Way) function as primary east-west and north-south community streets. The TSP update notes that state highways within the City of Ashland’s limits exceed access standards set by both the City of Ashland and Oregon Department of Transportation (ODOT). The Travel Demand Management (TDM) policies are consistent with the often expressed community vision for a small town character with multimodal transportation, enhanced transit service, and mixed use development.

### **Public Transit**

Rogue Valley Transit District (RVTD) fixed route buses and paratransit service link seven communities. The City of Ashland provides approximately 10 percent of the overall RVTD ridership and approximately 50 percent of the ridership for Route 10. Over the past 10 to 15 years, both citizens and community leaders have expressed desires for transit improvements that include park-and-ride facilities to support enhanced regional service beginning with an express route to Medford, extended service hours for evenings and weekends, more frequent service to new connections within the City of Ashland, and improved passenger amenities at bus stops. The desires were expressed as goals in the 2007 partial update of the TSP and the Ashland in Action Plan. The RVTD Ten Year Long Range Plan acknowledges that the current level of service is inadequate but the funding challenges are significant. The plan proposes the tiered service expansion in order to prioritize service enhancements (Figure 5.1) and a ranking of expansion scenarios

based on Board priorities, agency priorities, and public priorities (Figure 5.3). The plan also addresses potential future projects for the Railroad District, Plaza, Southern Oregon University (SOU), the Croman Mill Site, and implementing Bus Rapid Transit (BRT).

Ashland in Action 2000 recommends looking at underutilized parking areas as possible transit park-and-rides, developing a multimodal transit center, no fare local service, and implementing employee incentives to use transit (or other means of alternative transportation).

Review of significant master planning efforts for the Railroad Property, Croman Mill Site, and SOU campus also suggest an enhanced role for public transit as part of a livable and sustainable transportation system. The redevelopment plan for the Croman Mill Site includes the possibility of High Capacity Transit (HCT) as a future connection to regional commuter rail and a streetcar connection to downtown. Other significant references to transit were found in the City of Ashland TSP and in the county and regional documents summarized later in this memorandum. To date, transit planning documents have been primarily focused on intra-city and inter-city bus service.

### **Pedestrian and Bicycle Environment**

A commitment to safe and appealing pedestrian and bicycle facilities is an objective of the majority of documents reviewed. The transportation element of the Comprehensive Plan articulates a community-wide goal of improving pedestrian and bicycle facilities to encourage non-vehicle transportation choices. It also provides general functional and qualitative design guidelines for the facilities.<sup>1</sup> The TSP identifies pedestrian improvement projects and bicycle improvement projects.<sup>2</sup> The Ashland in Action Plan reinforces the importance of walking and biking as viable transportation options in the strategies to reduce traffic congestion and to manage the demand and supply of parking. The Downtown Plan – Phase II provides a series of specific improvements to the existing sidewalk system in order to improve the overall walkability of downtown.

Community character depends heavily on the multimodal connectivity and traditional neighborhood development patterns made possible by a high quality pedestrian and bicycle network. The pedestrian is the essence of “pedestrian node development”. Both intra-neighborhood and inter-neighborhood connectivity, along with safe routes to schools, should be considered during planning and design review. High quality transit service also depends on the pedestrian facilities. Most transit trips begin and end with a walking trip. If there are not clear, continuous, and safe pathways to the bus stops the potential transit rider is less likely to make that transportation choice.

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<sup>1</sup> 1998 TSP, Chapter 7

<sup>2</sup> 1998 TSP, Chapter 9

### **Parking Management**

Literature review found that there are community concerns over public parking availability, particularly in downtown and around SOU and the Ashland Community Hospital. Residents near those areas reported difficulties finding parking on the neighborhood streets due to spill over parking from those major destinations. Several documents reviewed focus on the issue of parking as a significant influence on transportation choices and the future development in the City of Ashland. Ashland in Action 2000 sets four primary goals for parking, aimed first at addressing the concerns through parking management rather than constructing additional off-street parking:

- Off-street parking shall be adequate but not excessive
- Manage the supply, operations, and demand for parking
- On-street parking should serve needs in the immediate vicinity
- Encourage sharing of existing and future parking

Specific recommendations include a pay and display program for downtown, evaluation of opportunities to create more on-street parking, identifying downtown locations for employees, and working with SOU to modify class schedules to better balance parking demand.

The Downtown Plan identifies key issues consistently expressed by citizens and stakeholders. There were concerns about parking capacity for parking during peak seasons, employee use of parking negatively impacting customers and visitors, and pricing of parking. There was a consensus about the need for an overall parking plan. The plan recommends near-term actions to address parking management. Key actions are enforcement activities to meet the desired turnover rates and creating Core, Intermediate, and Periphery parking management zones that will support specific economic activities, including employee parking.

### **Street Design**

The Comprehensive Plan and Handbook for Planning and Designing Streets provide general design qualities and specific design standards for the City of Ashland's street system that include bicycle and pedestrian facilities. The Transportation Element of the Comprehensive Plan defines the following elements of the public circulation system and establishes guidelines for land use and right-of-way design for each street type:

- Boulevard
- Avenue
- Neighborhood collector
- Neighborhood street
- Alley
- Neighborhood street
- Multiuse Pathway

The street classifications are a modified version of a traditional functional class system. They are intended to recapture streets as multimodal corridors and public spaces.

The goal of modal equity, the cornerstone of the Transportation Element, is supported by the adopted design standards of *A Handbook for Planning and Designing Streets*. The Handbook also follows the street types from the Transportation Element and provides detailed design standards for each type. It also provides guidance for the basic principles of traditional street design and for the layout of streets as part of the desired neighborhood form, reinforcing the role of street design as part of creating a good public realm throughout the City of Ashland.

Community participation in planning for Great Streets was evident at a 2007 Outreach Workshop funded by the TGM. The workshop engaged community participants in a discussion of the qualities and design challenges of good streets and the importance of land uses and building design along those streets. Specific streets in the City of Ashland were discussed with regard to their opportunities and challenges. The final report for the event includes a recent Outreach Workshop funded by the Transportation and Growth Management Program (TGM) that engaged community participants in a discussion of the creation of good streets and the importance of land uses and building design along those streets. The final report for the event includes a brief description of three opportunity areas for pedestrian-oriented development. These areas have been identified as the pedestrian nodes to be studied as part of the TSP update.

### **The Importance of Land Use**

A unique aspect of this TSP update is the focus on land use in the form of conceptual planning for specific pedestrian nodes. However, it is consistent with the City of Ashland's long-standing commitment to the integration of transportation and community development planning. Plans and policies repeatedly express confidence that compact, mixed use development patterns with a high degree of multimodal connectivity will have a measurable effect on reducing congestion, reducing parking demand, promoting sustainability, and maintaining the indicators of livability for the City of Ashland.

The City of Ashland's Land Use Code appears to be supportive of mixed use development in the Commercial and Commercial Downtown Overlay Zone, with residential densities of 30 units per acre to 60 units per acre. The North Mountain Zone may be the best example of newer pedestrian-oriented development zoning, particularly in the NM-C and NM-MF districts. It allows a mix of commercial and residential uses with relatively high density of residential development. These districts are also structured by a small block pattern and good street connectivity. The SOU district can also support the introduction of mixed use campus development and a pedestrian-friendly and transit-friendly integration of streets and buildings. The SOU Master Plan Update appears to take advantage of those opportunities.

The code will be reviewed more extensively as part of Task 6, which includes conceptual planning for three pedestrian nodes and an outline of recommended implementing code updates based on those conceptual studies and their development principles.



The Railroad Property Master Plan and the Croman Mill Site Redevelopment Plan illustrate traditional neighborhood street patterns with relatively small blocks and a mix of uses on sites where a previous single use was predominant. Redevelopment is an opportunity to create regional and local connectivity for vehicles, bicycles, pedestrians, and transit riders. These plans include recommendations for new zoning and site design guidelines and illustrate the desired qualities of mixed use, pedestrian-oriented development where walkability and neighborhood destinations are defining elements.

The SOU Master Plan Update also acknowledges the importance of developing mixed uses to support student life. The guidelines are for design and siting of new buildings, particularly along street edges, to reflect the principles of pedestrian-oriented design. This design ethic will be coupled with improved visibility and accessibility for pedestrians through better street crossings, a pedestrian esplanade, and new pathways. The plan notes that a comparable pedestrian integration standard for SOU is the pedestrian accessibility and mobility in the downtown core.

Site Design and Land Use Standards provide prospective development with principles for planning and design. The document combines principles with requirements in the form of policies and standards. It includes context-sensitive design standards for delineated detail site review zones. Additional standards apply to Historic District Development, the Ashland Boulevard Corridor, and Downtown Ashland. Land use goal and policies and design guidance can also be found in the Historic Preservation Plan and the Solar Setback Guide.

According to the Economic Opportunities Analysis (2007), the buildable lands inventory shows a close match between land needs and supply. The analysis acknowledges a shortage of vacant lands for employment use but notes that historically, significant amounts of employment have located in residential areas. There is also demand for industrial land that could be exacerbated if the Croman Mill Site is converted to other uses.

## **State Documents**

State documents include overarching goals and policies which provide a regulatory context for the TSP update and also support the City of Ashland's strong commitment to integrated planning. The Oregon Highway Plan (OHP) provides standards for operations, safety, and mobility for state highways. There are stated objectives to integrate land use and transportation to maintain mobility and efficiency while meeting mobility performance expectations. Comprehensive Plans and land use regulations are required to be consistent with the standards. The OHP also defines a process for developing alternate mobility standards.

A Special Transportation Area (STA) allows greater flexibility for highway mobility and design standards. Consequently, portions of highways within city limits can function more like significant community streets such as a main street. Planning and business investments can precede based on an overall plan rather than on a case-by-case basis. This supports mixed use development and local policies to address trips and street

connectivity. The City of Ashland currently has an STA designation for a portion of Highway 99. The City of Ashland and ODOT may wish to consider expanding it as part of the TSP update.

The reviewed documents are summarized as follows:

- Coordination of land use planning and transportation planning
- Cooperation among state and local planning agencies
- Balanced and multi-modal transportation improvements
- Project implementation that ensures improvements is safe and efficient.

In addition, the Statewide Transportation Improvement Program (STIP) is Oregon's four year transportation capital improvement program. It is the document that identifies the funding for, and scheduling of, transportation projects and programs. It includes projects on the federal, state, city, and county transportation systems, multimodal projects (highway, passenger rail, freight, public transit, bicycle, and pedestrian), and projects in the National Parks, National Forests, and Indian tribal lands. The projects located within the City of Ashland include:

- Bridge improvement and interchange enhancements at I-5 Exit 14 (OR 66-Ashland Street)
- I-5 pavement preservation
- East Main Street railroad crossing modernization
- Pavement preservation on Plaza Avenue from Nezla Avenue to Verda Street
- Various capital, operations, and congestion management projects for RVTD including TDM projects, funding for a TDM rideshare staff person, and an on-board diagnostic system

### **Coordination of Land Use Planning with Transportation Planning**

The plans document that the impacts of transportation and land use planning are inextricably related. Adverse impacts are often evidenced by increased congestion, longer commute times, increased vehicle miles traveled, an overall diminished quality of life, and a less efficient transportation system. The policies uniformly reflect a growing consensus among transportation and planning officials over the past several years that better coordination of project planning and design standards is needed to improve transportation systems and allow them to operate in the best interest of *all* users of those systems.

### **Cooperation Between State and Local Agencies**

In order for coordination to be effective, it is critical that state and local transportation and community planning agencies cooperate as they develop both long range plans and short term improvement plans. Timely communication is a key to deciding the logistics, timing, and importance of needed transportation improvements in order to avoid redundancy and overlapping or contradictory implementation. Both of the preceding principles are clearly evidenced by policies *1B Land Use and Transportation* and *2A Partnerships* of the Oregon Highway Plan, regulatory language within the Oregon Rail Plan, and regulatory language within

the Transportation Planning Rule (OAR 660-012) that implements Goal 12 of the Oregon Statewide Planning Goals.

### **Balanced and Multi-modal Transportation Improvements**

Almost all reviewed documents have goals, objectives, and standards that influence state and local transportation and community planning agencies to include transportation improvements that encourage alternative forms of transportation to the vehicle. The Oregon Bicycle and Pedestrian Plan, the Oregon Public Transportation Plan, The Oregon Highway Plan, Goal 12, and the Oregon Transportation Plan include goals, objectives, and regulations that require transportation plans and improvements to accommodate alternative forms of transportations such as bicycling, walking, public transit, and airports. OAR 734-051 helps to increase the efficiency of all of these systems by mandating access management and prescribing design standards for improvements along state owned facilities. In addition, it sets a design context for the City of Ashland streets that are still under state highway jurisdiction. Some of these same practices could be beneficial to their heavier traveled local streets. The Oregon Rail Plan advocates for the provision of improvements for freight and passenger rail service.

The Oregon Public Transportation Plan, the Oregon Bicycle and Pedestrian Plan, and the Oregon Rail Plan help communities identify the roles and responsibilities of key players in developing programs for rideshare, public transit, bicycle and pedestrian facilities, education programs, minimum levels of service, and transportation demand management for all types of alternative transportation modes.

### **Safe and Efficient**

Safety and efficiency are predominant objectives of all of the state documents reviewed. Within each one of the documents there is a goal, objective, directive, or regulation that requires transportation plans and improvements to be planned or designed with these two concepts in mind. Safety is achieved through specific design policies (i.e., access management, design guidelines, specific improvement types), public education programs, and programs related to maintenance and replacement of transportation improvements. Efficiency is encouraged through the provision of transportation alternatives and programs geared towards connectivity, timing of improvements, spacing of access, and careful monitoring to assist in identifying future needed improvements.

The Ashland Comprehensive Plan is acknowledged by DLCDC and, therefore, is already compliant with the Statewide Planning Goals; however, the following Statewide Planning Goals can be considered directly applicable to the update of the City of Ashland's TSP:

- Goal – 1 Citizen Involvement
- Goal – 2 Land Use Planning
- Goal – 5 Open Spaces, Scenic and Historic Areas, and Natural Resources
- Goal – 6 Air, Water, and Land Resources Quality
- Goal – 7 Areas Subject to Natural Disasters or Flooding

- Goal – 11 Public Facilities and Services
- Goal – 12 Transportation
- Goal – 13 Energy Conservation

Taken as a whole, the documents reviewed and maintained by the State provide a high degree of consistency and supportive information to enable the City of Ashland to achieve the vision for the latest TSP update.

## **Regional Documents**

The regional documents reviewed are:

- RVMPO Regional Transportation Plan
- RVMPO Regional Transportation Improvement Program
- RVMPO Freight Study
- RVMPO OR 99 North-South Travel Demand Study
- Greater Bear Creek Valley Regional Plan
- Bear Creek Greenway Management Plan
- RVTD Ten-Year Long Range Plan

### **Rogue Valley Regional Planning**

The RVMPO OR 99 North-South Travel Demand Study is a long-term multimodal concept plan for the Highway 99 Corridor Area. The purpose of the study is to develop an alternative to I-5 north-south travel, from Seven Oaks Interchange, to the north, south to Interchange 11 in the City of Ashland. The study focuses on the roles land use and multimodal transportation can play to improve peak-hour travel through the corridor. The plan includes strategies to reduce vehicular traffic congestion, greenhouse gases, and support economic development along the north-south corridor. Phase I of the project, which establishes the baseline information needed to move forward, has recently been completed. Phase II of the project, the analysis of alternatives, is currently being scoped and is not yet underway. The Phase I final report provides some valuable baseline data along the corridor that could be incorporated into the update of the City of Ashland TSP.

The RVMPO Regional Transportation Plan, the RVMPO Regional Transportation Improvement Program, the RVMPO Freight Study, and the RVTD Ten-Year Long Range Plan are regional planning efforts that identify regional and local projects and funding for transportation improvement. The plans identify a variety of system management improvements, some located within the City of Ashland, to coordinate regional improvements to the transportation system in efforts to relieve congestion, improve air quality, and improve the efficiency and safety of the system. Each of these plans provides valuable baseline data that can be considered in the City of Ashland TSP update. Project from the Regional Transportation Improvement Program (Tables 3 and 4) and from the Regional Transportation Plan (Table 8-2) that affects the City of Ashland includes:

- Long term plans for signalization and intersection improvements
- Intelligent Transportation Systems
- Street improvement projects including pavement overlays and sidewalk improvements
- Transportation Demand Management programs
- Transit stop improvements
- Railroad crossing improvements

In addition, the RVTD Ten-Year Long Range Plan includes improvements to the public transit system based on goals related to the social needs of transit riders, the organizational requirements of the transit system, economic operation of transit, and the environmental benefits of the transit system. The plan also includes a list of objectives and performance measures that will be evaluated in 2017, the end of the planning horizon. Many of the performance measures would potentially relate to the goals of a multi-modal and balanced updated TSP, and should be considered as part of this current effort. Specific improvements from this plan related to transportation demand management are as follows:

- Establish two vanpools with at least one traveling from Grants Pass
- Establish Guaranteed Ride Home program
- Establish Safe Routes to School Task Force
- Enlist at least two new employers into the bus pass program each year
- Implement the new statewide rideshare website when made available

The RVMPO Freight Study is related directly to the movement of freight within the Rogue Valley. Specific comments out of the freight study that relate directly to needed improvements in the City of Ashland are truck parking and loading zones in downtown, and the North Ashland intersection with I-5.

### **Bear Creek Regional Planning**

The Bear Creek Greenway Management Plan is a management plan between Jackson County, Ashland, Talent, Phoenix, Medford, and Central Point for the Bear Creek Greenway. Specific to bicycle and pedestrian improvements within the current City of Ashland is the planned Bear Creek Greenway. The plan provides for a potential multi-use link between Ashland and Central Point. Ultimately, the goal is to have a continuous 21-mile path from Oak Street in Ashland to the Seven Oaks Interchange in Central Point. The management plan addresses specific management assignments for Public Safety, Emergency Services, Litter and Vandalism Control, Surface Management, Vegetation Management, Natural Resource Protection, Future Capital Facilities, and Plan Implementation within the greenway corridor.

## County Documents

The following Jackson County documents were reviewed:

- Jackson County Comprehensive Plan
- Jackson County TSP

Updated in 2004, the Jackson County Comprehensive Plan is the official long-range policy document for Jackson County. Like any comprehensive plan, the county's plan serves as a framework for future decisions related to land use, transportation, the environment, the economy, housing, and public facilities. Specific goals and policies have been identified to implement the vision that the citizens of Jackson County have for their community. Specific to the City of Ashland, the County is charged with coordinating population estimates and managing lands in a manner that efficiently allows the conversion of rural lands to urban lands as the Urban Growth Boundary is expanded. The relationship between the City of Ashland and County Comprehensive Plans is fundamentally the same when it comes to policies related to:

- Focusing urban growth in urban areas
- Reducing sprawl
- Providing coordinated and efficient transportation
- Encouraging sustainable economic development
- Protecting the environment
- Encouraging citizen participation and regional coordination
- Ensuring adequate public facilities and services.

The Jackson County TSP, adopted in 2005, guides the management and development of transportation facilities within Jackson County and serves to implement the Transportation Element of the Jackson County Comprehensive Plan.

The Jackson County TSP identifies Transportation goals and policies; a street system plan, including functional classifications and representative street sections; pedestrian and bicycle plans that identify the locations of future facilities; a transit plan that identifies major transit stops and streets that may have future transit service, potential locations for implementing traffic signal priority for buses, and transit supportive programs; pipeline, air, rail, marine, and freight plans; and an implementation plan, including a prioritized, financially constrained transportation improvement program, and a list of other priority projects that could be funded if new sources of transportation revenue can be developed.

Jackson County's TSP includes three primary goals and accompanying policies for Livability, Modal Components, and Integration.

- *Livability Goal:* To develop and maintain a safe multi-modal transportation system capable of meeting the diverse transportation needs of Jackson County while minimizing adverse impacts to the environment and to the County's quality of life.
- *Modal Components Goal:* To plan an integrated transportation system that maintains existing facilities and responds to the changing needs of Jackson County by providing effective multi-modal transportation options.
- *Integration Goal:* To achieve the livability and modal elements goals by integrating land use planning, system financial planning, environmental planning, and application of policies to address transportation needs in specific locations.

Each of the three goals is supported by policies and strategies that provide direction for accomplishment of the goals. Some of the policies and strategies identified in support of the goals will certainly support the primary objective the City of Ashland TSP update.

## Other References

The following documents were also reviewed:

- International Scan Summary Report on Pedestrian and Bicyclist Safety and Mobility (Not Regional)
- City of Portland B2 Power
- City of Portland Bicycle Boulevards 2009

The International Scan Summary Report on Pedestrian and Bicyclist Safety and Mobility was included under this classification not because it is a regional document, but because it is very closely related to the City of Portland B2 Power program and the City of Portland's Bicycle Boulevards 2009. All three of these documents are primarily focused around policy, design, and implementation of programs and improvements that encourage safe bicycle and pedestrian activities within comprehensive transportation systems. The B2 Power program and the City of Portland's Bicycle Boulevards 2009 document list a variety of ways to optimize bicycle travel through treatments such as traffic calming and traffic reduction, signage and pavement markings, and intersection crossing treatments.

The Scan Summary Report on Pedestrian and Bicyclist Safety and Mobility paper is the findings of a study of five separate European Countries bicycle and pedestrian programs. The study was commissioned to identify and assess effective approaches to improve pedestrian and bicyclist safety and mobility. The paper includes potential policy language and recommended implementation measures for engineering, education, enforcement, encouragement, and evaluation that may be of some value in the updated the City of Ashland TSP.

## Conclusions

Draft review of over forty documents identified a state, regional, and county regulatory context and a community vision that should be considered when evaluating alternatives and ultimately updating the City of Ashland TSP. A few of the City of Ashland documents are not adopted plans; therefore, do not provide a regulatory context. However, they do provide useful “baseline” insight into the recent history of community planning and citizen input with regard to transportation issues and the relationship of those issues to land use development in the future. In some cases, development of alternatives will call for an integration of local, state, county, and regional goals and objectives and the parameter and standards for design. Coordination of timelines for implementation and project funding may also be needed.

- *Ashland Comprehensive Plan*: The Comprehensive Plan will remain the bedrock of goals, policies, and land use designations for updating the TSP. It provides clear policies and criteria for evaluating transportation improvements, transit corridors, and any land use concepts for pedestrian nodes and locations for increasing density.
- *Ashland Land Use Code*: The land use code is a supporting document for the Comprehensive Plan. The zoning designations will provide starting places for investigating opportunities for future pedestrian nodes and other intensification of development that is integrated with multimodal transportation improvements, particularly enhanced transit service. Recommendations for changes to existing zoning or creation of new overlay districts may become part of the TSP update.
- *Ashland in Action 2000 and the Downtown Plan*: Both documents include problem statements and challenges for consideration in updating the TSP. The plans also make specific improvement proposals for the pedestrian and bicycle circulation, transit service, and parking.
- *A Handbook for Planning and Designing Streets*: The street standards are comprehensive and hierarchical. They will be the starting point for any recommended changes to local street design. Updates may include creating new Green Street standards. This may be a new street type or design elements for the management of stormwater that could be included as a modification to existing street types.
- *The SOU Master Plan Update, the Railroad Property Master Plan, and the Croman Mill Site Redevelopment Plan*: Each of these plans is illustrative of important transportation connections and choices that will help define the coming years for the City of Ashland. These plans may present opportunities to coordinate local and regional objectives and develop updated project lists that reflect both.
- *RVTD Ten Year Long Range Plan*: There will be opportunities for an integrated consideration of transit corridors with enhanced service and intensification of land uses. This integrated planning can help define appropriate levels of transit-oriented development and provide needed data for implementing the Tiered Service Expansion proposed by RVTD. Planning should also include consideration of transportation for the elderly and disabled through paratransit services.
- *RVMPPO Regional Transportation Plan (RTP) and Regional Transportation Improvement Plan (TIP)*: Opportunities to coordinate local and regional objectives through specific projects and their timelines for funding and implementation. The RTP includes adopted regional goals for transit service.



- *State Plans and Standards:* Coordination of plans and requirements access spacing and design standards for roadway elements will be required for the state highway facilities that also serve as major streets for the City of Ashland.
- *Interchange Area Management Plan for Interchange 14:* The TSP update must be consistent with the IAMP.
- *Other References:* These documents can provide useful guidance and best practices examples for improving multimodal facilities.