

Note: Anyone wishing to speak at any Transportation Advisory Committee meeting is encouraged to do so. If you wish to speak, please rise and, after you have been recognized by the Chair, give your name and City for the record. You will then be allowed to speak. Please note the public testimony may be limited by the Chair.

## **TRANSPORTATION ADVISORY COMMITTEE**

**September 19, 2024**

### **AGENDA**

**CALL TO ORDER:** 6:00 PM: Meeting held virtually via Zoom.

Link: <https://zoom.us/j/96073919566>

- I. ANNOUNCEMENTS**
- II. CONSENT AGENDA**
  - A.** Approval of August 15, 2024 Minutes
- III. PUBLIC FORUM** (6:05–6:20)
- IV. REPORTS FROM OTHER CITY COMMITTEES** (6:20–6:30)
- V. NEW BUSINESS**
  - A.** Climate Friendly Areas Presentation (6:30–7:15, action required, presentation by Planning and consultant team on Climate Friendly Areas)
- VI. UNFINISHED BUSINESS**
  - A.** B Street Corridor Safety Analysis (7:15–8:00, action required, presentation by Kittelson on draft corridor plan).
- VII. INFORMATIONAL ITEMS**
  - A.** Crash Analysis Mitigation Discussion
  - B.** Bike Parking Improvement Plan
  - C.** Southern Oregon University Ex-Officio Membership
  - D.** Safe Streets and Roads for All (SS4A) Grant Notice
- VIII. AGENDA BUILDING – Future Meetings**
- IX. ADJOURNMENT: 8:00 PM**

**Next Meeting Date: October 17, 2024**

In compliance with the Americans with Disabilities Act, if you need special assistance to participate in this meeting, please email [scott.fleury@ashland.or.us](mailto:scott.fleury@ashland.or.us). Notification 72 hours prior to the meeting will enable the City to make reasonable arrangements to ensure accessibility to the meeting (28 CFR 35.102–35.104 ADA Title I).

**CITY OF  
ASHLAND**



# ASHLAND TRANSPORTATION ADVISORY COMMITTEE

## MINUTES

August 15, 2024

### **CALL TO ORDER: 6:00 pm**

**Members Present:** Linda Peterson-Adams, Mark Brouillard, Dave Richards, Nick David, Dylan Dahle, Joe Graf, Holly Christiansen

**Members Not Present:** Corinne Vieville, Joe Graf, Julia Sommer

**Staff Present:** Scott Fleury, Elizabeth Beckerich, Steve MacLennan

**Council Liaison Present:** Eric Hansen

**Guests Present:** Edem Gomez

### **ANNOUNCEMENTS**

Fire danger is currently extreme. See the City website for more information about preparedness and restrictions. Know your zone, have a go-bag packed, and sign up for emergency notifications. There's also a DIY air filter workshop through Ashland Fire and Rescue.

Fog sealing will be happening:

Wednesday August 21<sup>st</sup> – Glenview Drive to Almond St

Thursday August 22<sup>nd</sup> – E Main St from Lithia Way to Walker Ave, Tolman Creek Road from Siskiyou Blvd to Hwy 66, Ashland Street from Guthrie St to Roca St.

RVTD Route 17 will not run those days.

Sidewalks in front of Pioneer Hall/Community Center will be closed through March 2025.

### **CONSENT AGENDA**

Brouillard motioned to approve the minutes. David seconded. All ayes.

### **PUBLIC FORUM**

No attendees.

Peterson-Adams thanked Daniel DeRoux for the letter concerning new construction near Kestral Park and evacuation routes.

### **REPORTS FROM OTHER CITY COMMITTEES**

Hansen reported that City Council and Ashland Parks and Recreation Commission had a joint meeting where APRC did a presentation about the Bear Creek Greenway and proposed capital improvement projects that are to be put in motion due to a tax levy from Jackson County for \$5.9 million.

Peterson-Adams attended a Transportation Roundtable in Medford. In attendance were the Oregon Transportation Commission, local representatives such as ODOT, transit officials from RVTD, trucking and freight officials, and others. Funding solutions need to be found for jurisdictional transfers and connectivity projects, as well as long range funding and maintenance on those projects.

The Planning Commission approved a land annexation for East Main Park. This development will include continuous sidewalk that connects Tolman Creek Road to Clay Street, as well as bike lane improvements.

A Planning Action Review was discussed by the Historic Preservation Advisory Committee for a new restaurant that is to come to the downtown plaza. The owners of the restaurant are concerned about lack of bike parking.

The Public Arts Advisory Committee discussed the possibility of adding an artistic crosswalk near SOU.



# ASHLAND TRANSPORTATION ADVISORY COMMITTEE

## MINUTES

August 15, 2024

### **UNFINISHED BUSINESS**

#### **Crash Analysis**

The TAC discussed the data gathered from the Crash Analysis. Distracted driving appears to be the largest cause of crashes. The lack of traffic enforcement and driver education seem to prevent the issue from being resolved.

Brouillard noted that from the many years of crash history data he has, the severity of crashes has gone down but not the amount of them.

Poor driving, speeding e-bikes, and vehicles illegally passing on Oak Street were also discussed. Staff will develop a formal list of potential locations for mitigation and improvement options to bring forward for discussion at a future meeting.

Conversation was had regarding the traffic around schools, particularly around Helman and Van Ness. Lack of enforcement is an issue there as well, and the idea of traffic cameras to help mitigate the issue is not well received by the public.

Peterson-Adams stated that public outreach should be a priority to educate people regarding safe transportation practices and suggested that programs at schools may be particularly helpful.

#### **Bike Parking**

Brouillard, Sommer, Christiansen, and Jaime with the City GIS Department will be meeting to discuss the bike parking data that was collected and develop formal recommendations for the TAC to consider at a future meeting. Staff will arrange a subcommittee meeting with the group in September. A Parks Commissioner or possibly the Parks Director may join in the discussion as their input would be helpful. Additionally, the idea of coordinating with the high school welding class to make the bike racks was also discussed.

### **INFORMATIONAL ITEMS**

#### **Ashland Transportation System Plan Update**

Fleury met with ODOT and they talked about the statement of work and phases needed for the TSP update. City staff and ODOT are working on finalizing the statement of work and the scoring package allotment. Once those are finalized, ODOT will begin the solicitation process. ODOT wants to know who from the City will be involved in the scoring of the responses, and it was discussed that a member of the TAC as well as a member of the Planning Commission possibly be involved.

Additionally, ODOT has changed the funding aspect from being a 15% soft match to a 10% cash only match upon signing the intergovernmental agreement, so Fleury will look into the budget further and see what funding options are available. Fleury is hopeful that the TSP update process will begin in spring of 2025.

#### **Bike Boxes**

Issues and complaints regarding the new bike boxes were discussed. One proposed solution was putting a stop bar before where bikes would stop so that right turns would be more clear.

#### **RVTD Letter of Support**

Peterson-Adams wrote a letter of support for RVTD to obtain more funding for Route 17 so that service hours can be expanded. The letter was sent to City Council where the mayor signed it. The letter was then given to Edem Gomez with RVTD so that it can be included in the funding application.

ASHLAND TRANSPORTATION ADVISORY COMMITTEE

MINUTES

August 15, 2024



**ADJOURNMENT: @ 8:01 pm**

*Respectfully submitted,*

*Elizabeth Beckerich, Administrative Assistant*

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[EXTERNAL SENDER]

Dear Mr. Fleury,

As I mentioned to you previously, painting 6' of curb will not make exiting the driveway easier or safer because the issue is the cars parked in a row down the street affecting vision. Again, I would like a site review and recommendations by the Traffic Safety Committee to help resolve this situation for the 4 of us who live on this flag lot driveway.

I can send a snail mail to your Committee if that is what would be the most useful.

I will send you a picture of 'the view' and vehicles each day so that you can have a sense of what we are facing. This exactly what I see when trying to enter Tolman Creek Rd.







Thanks for getting back to me so soon. Scott.

I have learned about the paint on the border of the driveway, and just today I sent in the application for that process.

But that will only help a small point or part of the problem. The greater problem is trying to look down the street past four vehicles, especially a high van being the fourth vehicle.

I would really appreciate it if somebody from the city came out and actually did a site review according to what I or a driver could see down the street. Then what kind of recommendations can be made.

Thank you for your time,  
Julia

Julie,

I did a quick scan on google earth and I can see the issue as the street view I was looking at had a vehicle parked right at the edge of the driveway.

One thing that can be done by the property owner side that can alleviate some of the issue is adding some yellow paint on the wings of the driveway to push vehicles back a touch and allow a little more site distance.

This can be done through our driveway painting permit process, found here:

<https://ashlandoregon.gov/FormCenter/Public-Works-20/Public-Works-Driveway-Painting-Permit-100>

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**From:** Julia Terry  
**To:** Scott Fleury  
**Subject:** Safety Concerns

[EXTERNAL SENDER]

Hi Scott,

I live on a Flag Lot with two houses in front of me on a fairly busy street (Tolman Creek Rd) and I have a hard time seeing out of my driveway. There is parking to the left of the driveway and I can't see down Tolman Creek to make a safe turn.

I wonder if you would have any ideas for me, or make some change in the parking allowances. This pertains to my home at 1051 Tolman Creek Rd, and the house next to me (whom I share the driveway with) at 1049 Tolman Creek Rd. Three college age women live there, and their landlord is concerned too. I had a near miss" accident trying to make the turn.

Thank you for your time and consideration,

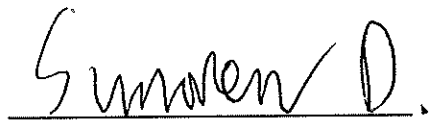
Julia Terry

Dear City Manager's office,

Hi! My name is Sundew Drossos I am 11 years old and in 5<sup>th</sup> (soon 6<sup>th</sup>!) grade! I bike a lot and I used to go to Belleview Elementary School! And I have noticed that the crossing on Tolman Creek Road is very not safe! And I bike a lot! I used to bike to Belleview every day! And I was thinking maybe you could make the crossing a little safer because it is so close to the school! Maybe install a traffic light! Or A Push button system? (I will include a photo of one!) I think it will make it a lot safer and more accessible to walk and bike to school!

Thank you,

Sundew Drossos

A handwritten signature in black ink, appearing to read "Sundew Drossos", written over a horizontal line.

Sundew Drossos  
1963 MAE ST  
ASHLAND, OR 97520-2523  
United States







# Memo

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**DATE:** September 19, 2024  
**TO:** Transportation Advisory Committee  
**FROM:** Derek Severson, *Planning Manager*  
**RE:** Preliminary Discussion of Climate Friendly Areas

## **Background**

As you may recall, in 2022 the State of Oregon adopted new [Climate Friendly & Equitable Communities \(CFEC\)](#) rules. These rules seek to [reduce greenhouse gas emissions from automobiles](#) in Oregon's eight metropolitan areas by focusing development in pedestrian-friendly, mixed-use areas similar to traditional downtowns in order to encourage walking, biking and transit and reducing the need to drive, while also supporting greater usage of electric vehicles. So far, to comply with these rules, Ashland has:

- Eliminated minimum off-street parking requirements city-wide, as have most of the metropolitan areas in Oregon.
- Created a [study of four potential Climate Friendly Areas \(CFAs\)](#) which could accommodate at least 30 percent of Ashland's future population. The Department of Land Conservation & Development (DLCD) review comments on this study are available on-line here: [https://www.oregon.gov/lcd/CL/Documents/AshlandCFA\\_DLCDComments.pdf](https://www.oregon.gov/lcd/CL/Documents/AshlandCFA_DLCDComments.pdf).
- Begun implementing state building codes which require infrastructure to support electrical vehicle charging in multi-family developments greater than five units. 40 percent of voluntarily provided parking spaces must have conduit in place to support the installation of electric car charging stations.
- Received a grant, to be administered by DLCD, to support the mapping, code work and public engagement necessary to formally adopt and re-zone CFAs and complete associated gaps analyses, highway impact studies, walkable design standards and findings.

## **Climate Friendly Area Identification & Re-Zoning**

The four CFAs considered in Ashland's initial study were:

- **The former Croman Mill site** – The former Croman Mill site is currently governed by the Croman Mill District overlay under AMC 18.3.2 which was adopted in 2008. The properties here total approximately 92-acres in the southeastern corner of the city including the former mill site and adjacent properties. The district is served by Siskiyou Boulevard at the south end and Mistletoe Road from the north. Development under the adopted district plan has yet to occur. The current plan calls for office and industrial uses for most of the site, with a residential center and mixed-use zones allowed within the former mill site. This site was seen as an excellent CFA location due to its redevelopment potential, large size, and proximity to quality transit service and bicycle and pedestrian infrastructure. There are some complexities in that the site is currently in the process of environmental clean-up regulated by the Oregon Department of Environmental Quality (DEQ), and concurrent with the city's consideration of the site as a CFA there is a developer (Townmakers, LLC) looking at re-zoning, adopting a new masterplan and fully developing the

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65-acre portion comprising the former mill site. This CFA candidate site does not include any property within Ashland's four National Register-listed historic districts.

- **The Transit Triangle** – The Transit Triangle is the triangle formed by Ashland Street/Highway 66, Tolman Creek Road, and Siskiyou Boulevard, all of which are transit routes. The Transit Triangle has an area of approximately 167 acres which could accommodate significant housing capacity with redevelopment. Currently, this area is within the TT-overlay which was intended to facilitate re-development of more/smaller rental housing and businesses to create an environment that was friendly to walking, biking, and using transit. The existing overlay includes parking reductions, additional height allowances, and the elimination of density maximums very similar to the new CFEC rules. If selected as CFA, the CFEC rules would supplant the existing TT-overlay, and there would need to be some boundary adjustments to clearly separate this CFA from Southern Oregon University properties governed by the SOU Masterplan. The Transit Triangle does not include any property within Ashland's four National Register-listed historic districts.
- **The Railroad Property** – The Railroad Property and its surrounding areas total approximately 57-acres in the center of the city, just a few blocks north of downtown. The site rests between the railroad tracks and Hersey Street, bounded on the west by Oak Street and on the east roughly by the course of Mountain Creek. The northern half of the site is developed with commercial and employment uses, but the majority of the southern portion of the site remains undeveloped. The Union Pacific Railroad has a plan for environmental clean-up of their portion of the property; clean-up is currently slated to begin in the Spring of 2025. A master plan for the site was created in 2001, but was never adopted. It showed a pedestrian-focused mixed-use area intermingled with civic uses adjacent to the existing northern commercial area enhanced with new local streets connecting to East Hersey Street. While the masterplan was never formally adopted, the envisioned street system plan which formed the backbone of the plan was adopted into the city's Transportation System Plan and has provided a guide for the site's development since 2001. This CFA candidate site does not include any property within Ashland's four National Register-listed historic districts, but it is just north of and adjacent to the Railroad Addition Historic District.
- **The Downtown** - Ashland's National Register-listed downtown already closely resembles the vision of what a CFA should look like when it has reached maturity, and in fact DLCD has used photos of downtown Ashland for illustrative purposes in discussing CFAs. The downtown largely developed without off-street parking requirements and is almost completely built-out. There have been relatively few new construction projects over the last 20 years. The downtown initially seems an obvious choice as a CFA, but one requirement of CFAs is that the maximum allowed building height be at least 50 feet/four stories. Staff and the Historic Preservation Advisory Committee have some concerns that designation as a CFA could result in a weakening of historic district or downtown development standards or created pressure to redevelop the downtown to the detriment of the existing historic resources or the district as a whole due to additional height allowances. Staff's primary interest in studying CFA designation to this point has been to explore whether a secondary designation might be possible to avoid detrimental impacts to the district while seeking prioritization of the downtown in future transportation improvements. Inclusion of the downtown as a selected CFA is not necessary to meet the CFEC requirements to accommodate 30 percent of Ashland's future population.

The next required step for Ashland under the CFEC rules is to formally select CFAs, re-zone them on official maps, and adopt ordinances and design standards in keeping with the new rules. This step is required to be completed by the end of 2024, although Ashland has requested an extension through June of 2025. DLCD is providing consultant services to complete this work through a technical assistance grant, and Ashland is currently working

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with 3-J Consulting, LLC to complete the CFA zoning, code adoption and associated public engagement work. Subconsultants supporting this effort include JET Planning for an audit of current codes, EcoNorthwest for a market analysis, and the Rogue Valley Council of Governments (RVCOG) and Oregon Department of Transportation (ODOT) who will be assisting with a multi-modal gaps analysis for the selected CFA(s) and a required highway impact study. Cascadia Partners is leading a state effort to develop model walkability standards which will need to be applied citywide. Ashland staff are serving on a Technical Advisory Committee (TAC) lead by Cascadia Partners to help craft model walkability standards, and Cascadia is also working directly with the city to audit our codes and identify any specific standards that may need to be modified. The CFEC rules require that new walkability standards be applied city-wide rather than limiting them just to the selected CFA(s).

Generally, the zoning requirements for designated CFAs include that there be no maximum residential densities and a minimum density for single-use residential developments of at least 15 dwelling units per acre (*the C-1-D district currently has a maximum residential density of 60 d.u./acre and no minimum*); that the maximum height allowance be at least 50 feet/four stories (*the C-1-D district currently has a height limit of 40 feet, with up to 55 feet allowed through a conditional use permit*); and that allowed uses be residential, office, retail and similar pedestrian-oriented commercial and public uses (*generally similar to the current C-1-D district*). There have been suggestions that the city consider implementing CFA strategies significantly beyond what is minimally required (i.e. minimum densities of at least 20 d.u./acre and/or heights of 60 feet/five stories or more) and the Planning Commission and Council will ultimately need to carefully consider these options when selecting CFAs.

#### **Advisory Committee Meetings & Climate Friendly Area Open House**

To kick-off this next step in implementing the CFEC rules, preliminary discussions of the Climate Friendly Area adoption process are happening with the Historic Preservation Advisory Committee, the Climate and Environment Policy Advisory Committee, the Transportation Advisory Committee, the Housing & Human Services Advisory Committee and the Social Equity & Racial Justice Advisory Committee at their regular meetings during the months of September and October.

On Tuesday, September 17<sup>th</sup> from 4:00 p.m. to 6:00 p.m. there will be a Climate Friendly Area Open House in the Siskiyou Room. Ashland staff and members of the consultant team will be on hand to introduce the Climate Friendly Area adoption project, discuss general requirements and the specific potential CFAs, and answer questions. In conjunction with this open house, there will be an on-line survey to gather public input.

Once a code audit and market study have been completed and the recommendations from Advisory Committees and public input have been collected and incorporated into a draft ordinance, they will be presented to the Planning Commission and City Council at study sessions in October and November. Based on Planning Commission and Council input at these study sessions, final recommendations for CFA selection and ordinance adoption will be brought back to the Planning Commission and Council for public hearings and ordinance adoption, along with required walkability design standards updates, multi-modal gaps analyses, highway impacts studies and written findings. Part of the basis for the extension requested was to ensure that the items which proceed after final CFA selection, such as the gaps analyses, and the walkability standards, for which model standards are still being crafted at the state level, can be completed and adopted in a single cohesive package.

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### **Discussion Topics**

Under CFEC rules transportation planning in Oregon will generally broaden its focus from looking primarily at motor vehicle level of service to considering all modes of transportation. The CFEC rules seek to identify gaps in the multi-modal transportation system and prioritize transportation projects to fill them through the upcoming Transportation System Plan process.

This CFA project will include a thorough analysis of gaps in the multi-modal transportation network relative to each CFA, and once CFA selection is formalized, the Rogue Valley Council of Governments and the Oregon Department of Transportation will be preparing multimodal gap summaries and highway impact analyses for the selected CFAs. Initial drafts of the multimodal gap summaries for the Croman Mill site and the Railroad Property are provided for the Committee's review.

Any feedback from the Transportation Advisory Committee on transportation issues with any of the CFAs, or on the draft gap summaries provided, would be greatly appreciated.

Planning staff and the consultant team look forward to your discussion on September 19<sup>th</sup>!

### **Attachments**

DLCD Overview of Climate Friendly Area Designations  
Ashland's Final CFA Study (Approved)  
Maps of Potential CFA Areas Studied  
DRAFT Croman Multimodal Gap Summary  
DRAFT Railroad Multimodal Gap Summary

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# Designation of Climate-Friendly Areas

## What's a climate-friendly area and who's required to designate them?

A climate-friendly area (CFA) is a neighborhood where people can meet most of their daily needs without being forced to drive. They are urban mixed-use areas that contain, or are planned to contain, a mixture of housing, jobs, businesses, and services. These areas are served, or planned for service, by high quality pedestrian, bicycle, and transit infrastructure to provide frequent and convenient connections to key destinations within the city and region. In most cases, climate-friendly areas will provide additional



opportunities for housing and employment locations in addition to currently zoned residential and employment areas.

Certain cities in Oregon's seven largest metropolitan areas outside of the Portland metropolitan area (Albany, Bend, Corvallis, Eugene-Springfield, Grants Pass, Medford-Ashland-Central Point, and Salem-Keizer) are required to adopt zoning to enable this type of development. Cities within the Portland metropolitan area will continue to implement similar and previously-adopted programs.

## What's the purpose of the community engagement plans required for the designation of climate-friendly areas?

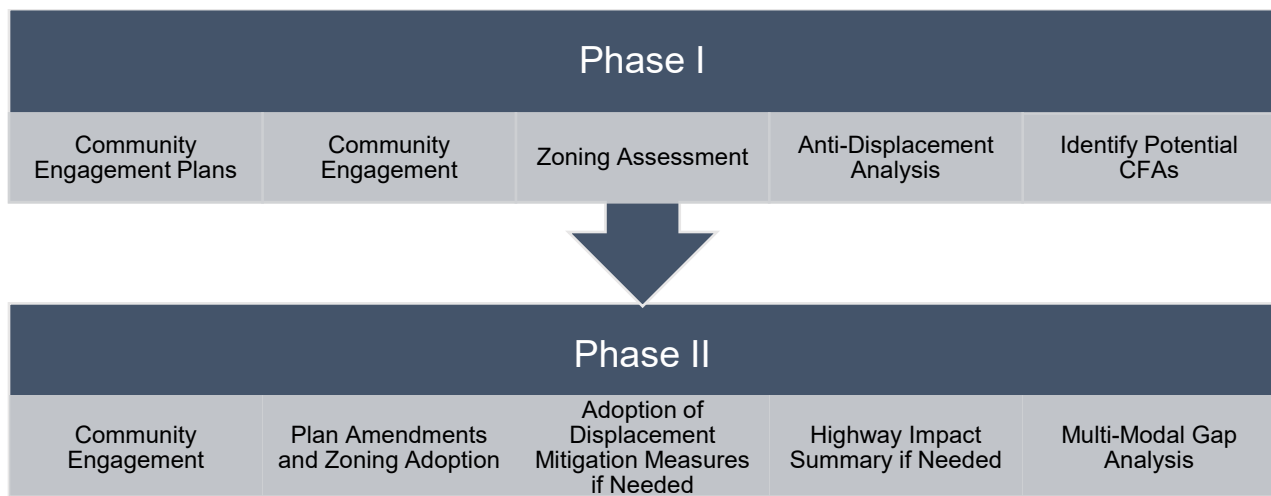
- To gather community input on CFA studies and zoning, with an emphasis on reaching out to underserved populations in order to identify and prioritize equitable outcomes.
- To meet state and local public participation and equitable engagement requirements.
- To help cities evaluate the potential for displacement of underserved populations prior to the designation and zoning of climate-friendly areas. Then, to help cities identify mitigation policies concurrent with or prior to zoning climate-friendly areas, when necessary to avoid displacement.

## What is the process for designating climate-friendly areas?

The designation process for climate-friendly areas is divided into two phases:

1. **Phase 1, CFA studies** will identify potential CFAs and evaluate development standards that may be applied within them. The studies must be prepared and submitted for review and comment no later than December 31, 2023. The CFA study is not a land use decision.
2. **Phase 2, CFA locations and development standards** must be adopted. This phase begins with a decision of which of the studied areas will be climate-friendly areas. Cities are not limited to considering only the potential CFAs identified in the study phase. Then cities will likely need to amend zoning in these areas to comply with applicable standards ("likely" because some cities may currently have development standards that comply with CFA requirements). Additionally, cities must adopt a climate-friendly element to their comprehensive plans. The second phase must be completed by December 31, 2024, unless a time-extension request is approved.





### For Phase 1 – completion of the CFA study – cities will:

1. Develop a community engagement plan to be integrated throughout both phases.
2. Identify potential CFAs based on **locational criteria**. This will involve:
  - a) Evaluate downtown areas, planned or existing urban centers, neighborhood centers, transit corridors, and similar areas;
  - b) Identify significant **infrastructure bottlenecks** that would impact the ability to realize more intense development;
  - c) Determine if high-quality transit, bicycle, and pedestrian services are present, or may be provided;
  - d) Look for significant **natural hazards** (floodplain, slopes, etc.) that could prevent more intense development; and
  - e) Determine if potential CFAs would meet the minimum size requirements.
3. Evaluate existing development standards and the level of change needed.
4. Evaluate whether **displacement of underserved populations** would be likely to result from designation of each CFA and identify mitigation measures that could prevent displacement. (“Displacement” occurs when current residents are priced out of their current homes, often through redevelopment and higher housing costs.)
5. **Submit the study** containing the information identified above, by December 31, 2023.

### Other Considerations for Phase 1:

- Cities with a population **between 5,000 to 10,000** only need to designate one climate-friendly area that is at least 25 acres.
- Cities with a population **above 10,000** must designate climate-friendly areas sufficient in size to accommodate at least 30% of identified current and future housing needs.
- The **size of CFAs** for cities over 10,000 are based upon zoned residential building capacity.
- Cities may designate **one or many CFAs**. Cities over 10,000 need to demonstrate that the CFA or CFAs cumulatively provide sufficient zoned residential building capacity to accommodate at least 30% of the current and projected future housing needs.
- Studies are submitted to the Oregon Department of Land Conservation and Development (DLCD) for review and feedback on the study.
- CFA studies will be available for **public review and comment** concurrent with the DLCD’s review (within 90 days of report submittal).
- The **studies are not land use decisions** and may not be appealed.

CFA studies will provide information regarding each of the CFA candidate areas to inform the community's decision-making process to determine which CFAs should be designated (see Table 2 below for an example of what that might look like).

### For Phase 2 – CFA zoning and comprehensive plan amendments – cities will:

1. **Review and select** CFAs, based on CFA study information, and guidance from the community.
2. Perform **multi-modal gap analysis** on transit, bicycle, and pedestrian services and infrastructure.
3. Complete a **highway impact summary**, if applicable.
4. Determine **development standards** for each CFA.
5. Adopt **displacement mitigation** policies if need.
6. Prepare development codes and a **climate-friendly element** to the comprehensive plan for consideration and adoption through public hearings.
7. Conduct public hearings and **adopt CFA zoning** and comprehensive plan amendments.

#### Other Considerations for Phase 2:

- Each city will use its own local process to decide which areas will be CFAs. The typical process or processes will require changes to zoning maps, development code requirements, and comprehensive plans.
- Cities of 25,000 or more may designate some CFAs with less intensive development standards, if they wish to.
- CFA zoning includes:
  - A variety of **outright-permitted** residential, commercial, service, and employment uses.
  - May include abutting high-intensity residential or employment areas.
  - Prioritization for locating **public-serving facilities** and the location of parks, plazas, and open space areas. Where feasible, street trees and other landscaping should be provided in CFAs.
  - Block length standards that facilitate **pedestrian connectivity**.
  - Development limitations are based on **allowed building height** and other site development requirements rather than residential density limits.
  - Reduced **parking requirements**.
- Community engagement will center consideration of **equitable outcomes** for underserved populations.
- A **highway impacts summary** may need to determine potential traffic generation from CFAs
- CFAs need to be designated prior to updating a Transportation System Plan

### Resources

Kevin Young, Senior Urban Planner, DLCD – the language of these rules, deadlines, etc.  
[kevin.young@dlcd.oregon.gov](mailto:kevin.young@dlcd.oregon.gov) (503) 602-0238.

### Disclaimer

This document is an overview of the new administrative rules that apply to climate-friendly area designation. The rules are contained in the Oregon Administrative Rules in OAR 660-012-0310 through 660-012-0325, as well as OAR 660-012-0012(4)(c) and (5)(b) and (c) (deadlines), and OAR 660-008-0010 and 660-008-0050 (housing rule components). Nothing in this document should be construed as Oregon Administrative Rules. A current copy of the adopted Oregon Administrative Rules should be acquired from the [Oregon Secretary of State](https://www.oregon.gov/DES/SecretaryofState/Pages/default.aspx) and used to fulfill planning requirements.

**Table 1: Two Options for Land Use Requirements in Climate Friendly Areas**

|                                                                      |                                       | <b>Option 1<br/>Prescriptive Standards</b>                 |                                                     | <b>Option 2<br/>Outcome-Oriented<br/>Standards</b> |
|----------------------------------------------------------------------|---------------------------------------|------------------------------------------------------------|-----------------------------------------------------|----------------------------------------------------|
| <b>Cities and<br/>Urbanized County<br/>Areas (by<br/>population)</b> | <b>Sizing of CFA<br/>Areas</b>        | <b>Minimum<br/>Residential<br/>Density<br/>Requirement</b> | <b>Maximum Building<br/>Height No Less<br/>Than</b> | <b>Target<br/>Development<br/>Levels</b>           |
| <b>5,001 – 9,999</b>                                                 | At least 25 acres                     | 15 dwelling units/net<br>acre                              | 50 feet                                             | 20 homes and<br>jobs/net acre                      |
| <b>10,000 – 24,999</b>                                               | At least 30% of total<br>housing need | 15 dwelling units/net<br>acre                              | 50 feet                                             | 20 homes and<br>jobs/net acre                      |
| <b>25,000 – 49,999</b>                                               | At least 30% of total<br>housing need | 20 dwelling units/net<br>acre                              | 60 feet <sup>4</sup>                                | 30 homes and<br>jobs/net acre                      |
| <b>50,000 – 99,999</b>                                               | At least 30% of total<br>housing need | 25 dwelling units/net<br>acre                              | 85 feet <sup>4</sup>                                | 40 homes and<br>jobs/net acre                      |
| <b>100,000 +</b>                                                     | At least 30% of total<br>housing need | 30 dwelling units/net<br>acre                              | 85 feet <sup>4</sup>                                | 50 homes and<br>jobs/net acre                      |

**Table 2: Example of How a City Might Summarize Findings by Study Area for CFA Studies**

| <b>Considerations Regarding CFA Candidate Area 1 – Downtown Planwell</b>                                                                                                                                                                                                                                                                                                                                                                                                                                                |  |
|-------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|--|
| <b>Would CFA designation be consistent with prior or current planning efforts for this area?</b>                                                                                                                                                                                                                                                                                                                                                                                                                        |  |
| <ul style="list-style-type: none"> <li>Yes, the older portion contains a good mix of employment and residential uses, with an abundance of on-street parking, and few parking lots. With downtown transit center, connectivity to the hospital and other major employers is excellent.</li> </ul>                                                                                                                                                                                                                       |  |
| <b>Area (at least 25 acres required if primary CFA)</b>                                                                                                                                                                                                                                                                                                                                                                                                                                                                 |  |
| <ul style="list-style-type: none"> <li>78 acres</li> </ul>                                                                                                                                                                                                                                                                                                                                                                                                                                                              |  |
| <b>Meets minimum 750 foot width with or without abutting parks, high density residential or employment uses/zoning</b>                                                                                                                                                                                                                                                                                                                                                                                                  |  |
| <ul style="list-style-type: none"> <li>Yes, the downtown meets this standard with or without abutting riverfront and other parkland.</li> </ul>                                                                                                                                                                                                                                                                                                                                                                         |  |
| <b>Are there abutting high intensity residential or employment uses that could be included as part of the CFA?</b>                                                                                                                                                                                                                                                                                                                                                                                                      |  |
| <ul style="list-style-type: none"> <li>Abutting historic garden apartment residential neighborhood to the south has an average residential density of 27 dwelling units/acre. The area is approximately 20 acres in size.</li> </ul>                                                                                                                                                                                                                                                                                    |  |
| <b>Are parks, plazas, or open space areas located within or near the CFA area? Does the Parks Master Plan identify the need for parks or open space areas within or near the CFA?</b>                                                                                                                                                                                                                                                                                                                                   |  |
| <ul style="list-style-type: none"> <li>The riverfront park extends for roughly one mile along the river frontage through downtown. The park contains plazas, a water feature, play structures, a connected bike path, and lawn areas for public recreation and enjoyment.</li> <li>On the opposite side of the downtown, central park provides approximately four acres of shaded lawns, play areas, and other public amenities.</li> </ul>                                                                             |  |
| <b>Are public-serving government facilities located within the CFA? Are there plans to locate such facilities in the CFA in the future?</b>                                                                                                                                                                                                                                                                                                                                                                             |  |
| <ul style="list-style-type: none"> <li>Yes, city hall and the county courthouse are both located within this CFA, along with some additional government facilities.</li> </ul>                                                                                                                                                                                                                                                                                                                                          |  |
| <b>Current status and feasibility of needed upgrades to pedestrian, bicycle, and transit facilities and services?</b>                                                                                                                                                                                                                                                                                                                                                                                                   |  |
| <ul style="list-style-type: none"> <li>No bike lanes on highway through downtown, but existing bike lanes on parallel collector streets and sharrows on low speed downtown streets. Also bike path along river provides good access.</li> <li>Adequate sidewalks throughout downtown. On-street parking along many streets buffers pedestrians on sidewalk.</li> <li>Transit center is located in this area and within walking distance of the entire downtown. Connected to all priority transit corridors.</li> </ul> |  |
| <b>Presence of identified hazard area, and degree to which hazard development requirements could restrict CFA zoning?</b>                                                                                                                                                                                                                                                                                                                                                                                               |  |
| <ul style="list-style-type: none"> <li>Portion of downtown is located within 100-year floodplain. Development code allows development if base floor elevation is one foot above base flood elevation. Could remove this area from CFA and meet area and dimensional standards.</li> </ul>                                                                                                                                                                                                                               |  |
| <b>If contiguous, but outside city limits and within UGB, can the area comply with OAR 660-012-0310(e)(A) – (E)?</b>                                                                                                                                                                                                                                                                                                                                                                                                    |  |
| <ul style="list-style-type: none"> <li>N/A – area is within city limits</li> </ul>                                                                                                                                                                                                                                                                                                                                                                                                                                      |  |
| <b>Preliminary infrastructure evaluation – Any water, sewer, or stormwater impediments to CFA-level of development that would be challenging to address beyond the scope of capital improvement plans or improvements required with development?</b>                                                                                                                                                                                                                                                                    |  |

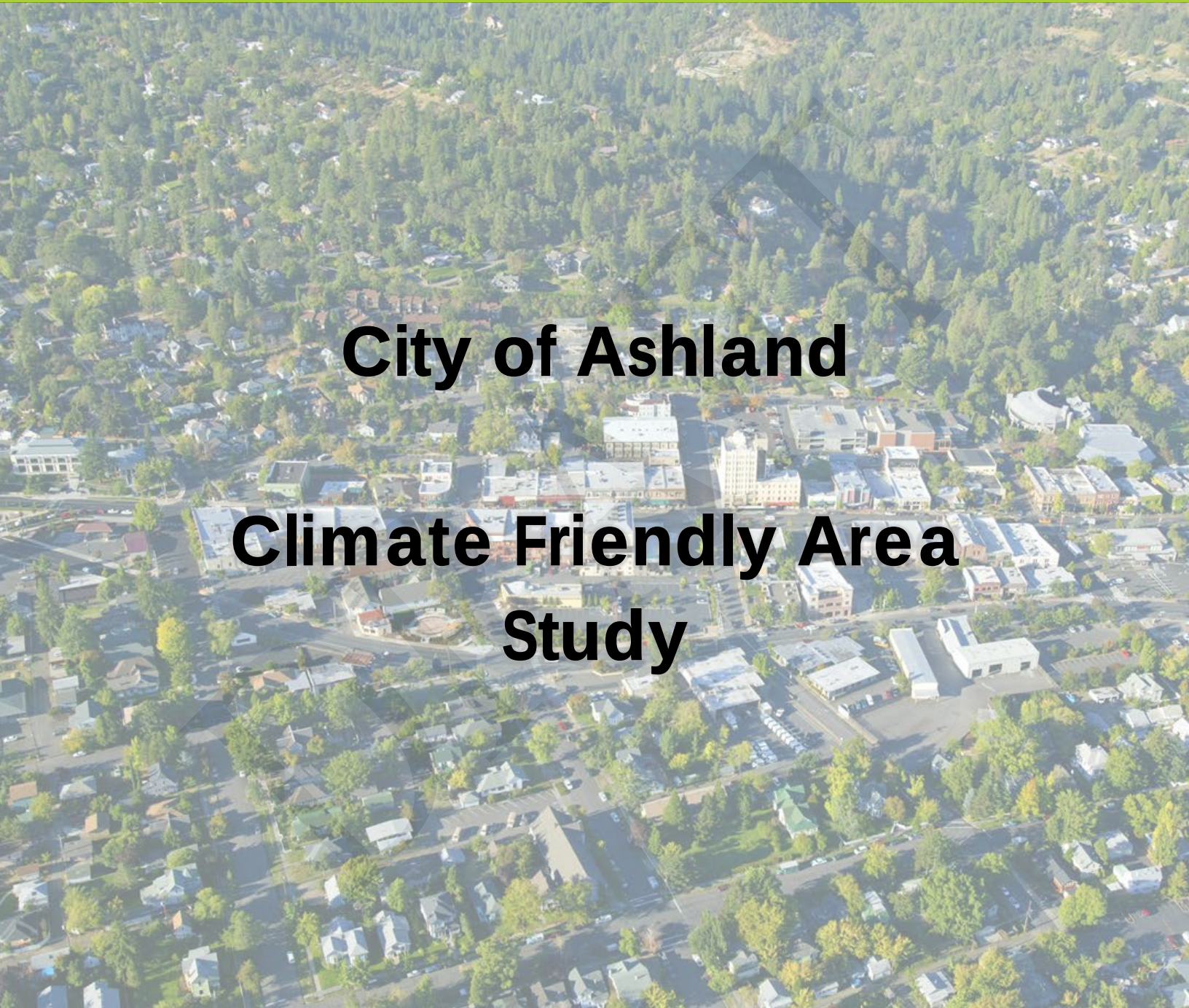
|                                                                                                                                                                                                                                                                                                                                                                                                                                                 |                                                                                    |
|-------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|------------------------------------------------------------------------------------|
| <ul style="list-style-type: none"> <li>Trunk sewer line to southeast portion of downtown would need to be upsized to accommodate primary CFA development. Project is identified in Sewer Master Plan, tentatively scheduled for improvement in Fiscal Year 27-28.</li> </ul>                                                                                                                                                                    |                                                                                    |
| <b>Is there the potential for the displacement of members of underserved groups that could result from CFA designation?</b>                                                                                                                                                                                                                                                                                                                     |                                                                                    |
| <ul style="list-style-type: none"> <li>Yes, the northwest portion of downtown contains a greater than average proportion of low-income residents.</li> </ul>                                                                                                                                                                                                                                                                                    |                                                                                    |
| <b>If yes to prior question, what are some potential mitigation strategies to avoid displacement that would be feasible for Planwell to implement?</b>                                                                                                                                                                                                                                                                                          |                                                                                    |
| <ul style="list-style-type: none"> <li>"Housing Planwell CDC" is planning a subsidized affordable housing development in the northwest area, with funding from OHCS and local construction excise tax revenues.</li> <li>The city's housing division administers a naturally occurring affordable housing (NOAH) no-interest revolving loan fund that could be used to support the preservation of existing NOAH housing in the CFA.</li> </ul> |                                                                                    |
| <b>Are the current land use requirements in this study area close to the land use requirements necessary to comply with OAR 660-012-0320 (either primary or secondary)?</b>                                                                                                                                                                                                                                                                     |                                                                                    |
| <ul style="list-style-type: none"> <li>Considering as primary CFA - Building height allowances would need to be raised 20 feet, addition of minimum residential density requirements, and changes to on-site parking requirements.</li> </ul>                                                                                                                                                                                                   |                                                                                    |
| <b>What is the preliminary estimate of the number of residential dwelling units that could be accommodated in this area?</b>                                                                                                                                                                                                                                                                                                                    |                                                                                    |
| If primary CFA standard were adopted (per OAR 660-012-0320(8)(a), (b), or (c); or (9)(a),(b), or (c))                                                                                                                                                                                                                                                                                                                                           | If secondary CFA standards were adopted for one of the lesser standards (optional) |
| Roughly 4,760 dwelling units (buildings to 85 feet)                                                                                                                                                                                                                                                                                                                                                                                             | Roughly 3,430 dwelling units (buildings to 50 feet)                                |





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# **City of Ashland**

## **Climate Friendly Area Study**

*Produced by the Rogue Valley Council of  
Governments, in collaboration with the City  
of Ashland and 3J Consulting*

2023



## Climate Friendly Area Project Staff

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**Disclaimer:**

The following study analyzes CFA candidates within the City of Ashland and explores paths forward and potential scenarios should the city designate a Climate Friendly Area. By no means does this study alter the current zoning, land uses, or other development regulations governed by the City of Ashland.



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# Chapter 1: Climate Friendly Area Regulations and Methodology Background

## Introduction

Rogue Valley Council of Governments, in collaboration with the City of Ashland and the project consultant, 3J Consultant, is conducting a study of potential Climate Friendly Areas (CFA) in accordance with the Climate Friendly and Equitable Communities (CFEC) rulemaking (OAR 660-012-0310). The State rules were initiated by the Land Conservation and Development Commission (LCDC) in response to Governor Brown's Executive Order 20-04 directing state agencies to take urgent action to meet Oregon's climate pollution reduction targets. The rules encourage climate-friendly development by facilitating areas where residents, workers, and visitors can meet most of their daily needs without having to drive. A CFA aims to contain a variety of housing, jobs, businesses, and services. A CFA also supports alternative modes of transit by being in close proximity to high-quality pedestrian, bicycle, and transportation infrastructure.

Phase 1 of this project is the CFA study which identifies candidate CFAs and analyzes what zones are most aligned to the CFEC rules, and what adjustments to them would be required.

Phase 2 will encompass the actual designation of the Climate Friendly Areas under consideration, and the adoption of maps and ordinances necessary to implement the CFEC initiative. Cities may use CFA areas from the study or any other qualifying area.

## Climate Friendly and Equitable Communities Rulemaking

The Climate-Friendly and Equitable Communities rulemaking is part of Oregon's longstanding effort to reduce pollution from the transportation system, especially greenhouse gases that are causing a change in climate and associated weather-related disruptions, including drought, wildfires, and warming temperatures with greater variation overall.

The rules encourage climate-friendly development in Climate-Friendly Areas (CFAs). Other provisions of the rulemaking call for new buildings to support the growing electric vehicle transformation, reduce or eliminate one-size-fits-all parking mandates, and increase local planning requirements to address critical gaps in our walking, biking, and transit networks. The rules ask communities to identify transportation projects needed to meet our climate goals.





## Climate Friendly Areas Overview

A CFA is an area where residents, workers, and visitors can meet most of their daily needs without having to drive. They are urban mixed-use areas that contain, or are planned to contain, a greater mix and supply of housing, jobs, businesses, and services. These areas are served, or planned to be served, by high quality pedestrian, bicycle, and transit infrastructure to provide frequent, comfortable, and convenient connections to key destinations within the city and region. CFAs typically do not require large parking lots and are provided with abundant tree canopy.

A key component of Oregon's plan to meet our climate pollution reduction and equity goals is facilitating development of urban areas in which residents are less dependent on the single occupant vehicle. Before the automobile became common in American life, cities grew more efficiently, with a variety of uses in city centers and other areas that allowed for working, living, and shopping within a walkable or transit accessible area. Over the last 100 years, the automobile and planning practices have served to separate activities, creating greater inequities within cities and widespread dependence upon climate-polluting vehicles to meet daily needs. CFAs will help to reverse these negative trends, with some actions taking place in the short term, and others that will occur with development and redevelopment over time.

The rules require cities (and some urbanized county areas) with a population over 5,000, and that are located within Oregon's seven metropolitan areas outside of the Portland metropolitan area, to adopt regulations allowing walkable mixed-use development in defined areas within their urban growth boundaries. Associated requirements will ensure high quality pedestrian, bicycle, and transit infrastructure is available within these areas to provide convenient transportation options, and cities and counties will prioritize them for location of government offices and parks, open space, and similar amenities.

## Implementation Timeline

The rules provide a two-phased process for local governments to first study potential CFAs, and then, in a second phase, to adopt development standards for the area, or areas, that are most promising.

Key CFA Study Dates:

- June 30, 2023 – CFA Study Funding Expires
- December 31, 2023 – CFA Studies Due
- December 31, 2024 – Adopt CFA land use standards and any map changes\*

*\* Local governments may request an alternative date for the adoption of land use standards, as provided in OAR 660-012-0012(4)(c).*



## Goals

The purpose of this study is to identify candidate CFA areas that meet the size and locational criteria required by OAR 660-012-0310(1). Relevant zoning codes will be reviewed, and suggestions will be made regarding any changes that are necessary to bring zoning codes into compliance with CFEC rules. It is the intention of the project management team that the candidate CFA selection prioritize community context reflecting the most feasible zoning code changes, little to no infrastructure investment, and alignment with citizen interests. The City of Ashland may move forward with the identified CFA area(s) into Phase 2, or they can use what they learned from the study to choose a new area or areas for adoption.

## Methodology

The methodology was developed by the Department of Land Conservation and Development (DLCD) and was adapted to perform this CFA study. The Climate-Friendly Areas Methodology Guide goes over the steps to perform the CFA study. The study goes through each of the eight steps highlighted in the methodology guide, including locating and sizing CFA areas, evaluating existing code, identifying zoning changes, calculating CFA Capacity and equity analysis. While the technical analysis team was responsible for overseeing the steps reliant on GIS or analysis of the land use code, Step 1: Public Engagement Plan, was drafted and prepared by 3J Consulting.



The diagram above shows a workflow for conducting a CFA study. This is not the only order in which the Steps can be performed, but it is a recommended sequence for the purpose of clarity and efficiency.

To understand the context of the steps listed above, a summary of the rules, a CFA's purpose, and what requirements should exist or be adopted in CFA areas is necessary. According to DLCD, "a CFA is an area where residents, workers, and visitors can meet most of their daily needs without having to drive. They are urban mixed-use areas that contain, or are planned to contain, a greater mix and supply of housing, jobs, businesses, and services."

The following is a summary of the steps, rules, and regulations on the specifications of siting a CFA. The CFA designation process first requires a study of potential candidate areas, ultimately ending in an area(s) being designated as the City's Climate Friendly Area. This process, slated to conclude by December 2023, is known as phase 1. Phase 2: Adoption requires that cities implement the necessary changes to the land use code to make the zones within the proposed CFA compliant with state regulations, as provided in OAR 660-012-0310 through -0320.



### Community Engagement Plan

This step is planned, drafted, and prepared by 3J Consulting, in coordination with city staff and the technical analysis team. While the Community Engagement deliverables are distinctly separate from the technical CFA Study, this study does take into account the community feedback from public meetings throughout the study phases.

Local governments must develop a community engagement plan for the designation of CFAs that includes a process to study potential CFA areas and to later adopt associated amendments to the comprehensive plan and zoning code following the provisions of OAR 660-012-0120 through -0130:

- Engagement and decision-making must be consistent with statewide planning goals and local plans
- Cities and counties must center the voices of underserved populations in all processes at all levels of decision-making, consider the effect on underserved populations, work to reduce historic and current inequities, and engage in additional outreach activities with underserved populations
- Cities and counties must identify federally recognized sovereign tribes whose ancestral lands include the planning area and engage with affected tribes

The community engagement plan must be consistent with the requirements for engagement-focused equity analysis in OAR 660-012-0135(3). Equity analysis is required for a variety of transportation planning actions under Division 12, including study and designation of CFAs. The purpose of an equity analysis is to identify potentially inequitable consequences or burdens of proposed projects and policies on impacted communities in order to improve outcomes for underserved populations.

The equity analysis must include robust public engagement, including a good-faith effort to:

- Engage with members of underserved populations to develop key outcomes, including reporting back information learned from the analysis and unresolved issues
- Gather qualitative and quantitative information from the community—including lived experience—on potential benefits and burdens on underserved populations
- Recognize where and how intersectional discrimination compounds disadvantages
- Analyze proposed changes for impacts on and alignment with desired key community outcomes and performance measures under OAR 660-012-0905
- Adopt strategies to create greater equity and minimize negative consequences
- Report back and share the information learned from the analysis and unresolved issues with people engaged



### **Locate and Size Candidate CFAs**

Every potential CFA must follow the Climate Friendly and Equitable Communities (CFEC) rulemaking (OAR 660-012-0310) requirements in order to be properly located and sized. The rules regarding location for potential CFAs are universal for all cities.

The CFEC rules of OAR 660-012-0310 that must be followed in the CFA location process are:

- CFA locations must be able to support development consistent with the land use requirements of OAR 660-012-0320.
- CFAs must be located in existing or planned urban centers (including downtowns, neighborhood centers, transit-served corridors, or similar districts).
- CFAs must be served by (or planned to be served by) high quality pedestrian, bicycle, and transit services.
- CFAs may not be located in areas where development is prohibited.
- CFAs may be located outside city limits but within a UGB following OAR 660-012-0310 (e).
- CFAs must have a minimum width of 750 feet, including internal rights of way that may be unzoned.

While the allowed land uses and denser environment will largely influence the choice of a CFA, development feasibility is another important criterion to consider. The area chosen to be CFA should not have infrastructure problems or limitations that could prevent the development of Climate Friendly Areas. The infrastructure capacity of a candidate CFA will be discussed with city staff to determine if it is a sufficient choice or to move forward with another candidate area.

City population is the primary determinant regarding CFA size requirements. There are two categories for sizing a CFA: cities over 5,000 and cities over 10,000 in population. Ashland's population falls under the second option for cities with populations greater than 10,000. Cities with a population greater than 10,000 must designate a minimum of one CFA that accommodates 30% of their current and projected housing, the overall area being at least 25 acres in size. In addition, all CFAs must have a minimum width of 750 feet.



In discussing CFA requirements with city staff, the technical analysis team opted to utilize the prescriptive standards as written by DLCDC. The following table 1 shows the prescriptive standards requirements that must be incorporated in the development code, in accordance with the City's population.

*Table 1. Prescriptive Standards*

| Population     | Minimum Residential Density | Max Building Height |
|----------------|-----------------------------|---------------------|
| 5,001-24,999   | 15 dwelling units/net acre  | No less than 50 ft  |
| 25,000-49,999  | 20 dwelling units/net acre  | No less than 60 ft  |
| 50,000 or more | 25 dwelling units/net acre  | No less than 85 ft  |

Because the city of Ashland falls within the 5,001 – 24,999 category, phase 2 will require adoption of rules for a minimum residential density of 15 dwelling units/net acre and a maximum building height of no less than 50 ft in height.





### Evaluate Existing Code

The land use requirements established in OAR 660-012-0320, as shown below, are pivotal in determining how much a base zone already aligns with CFA requirements.

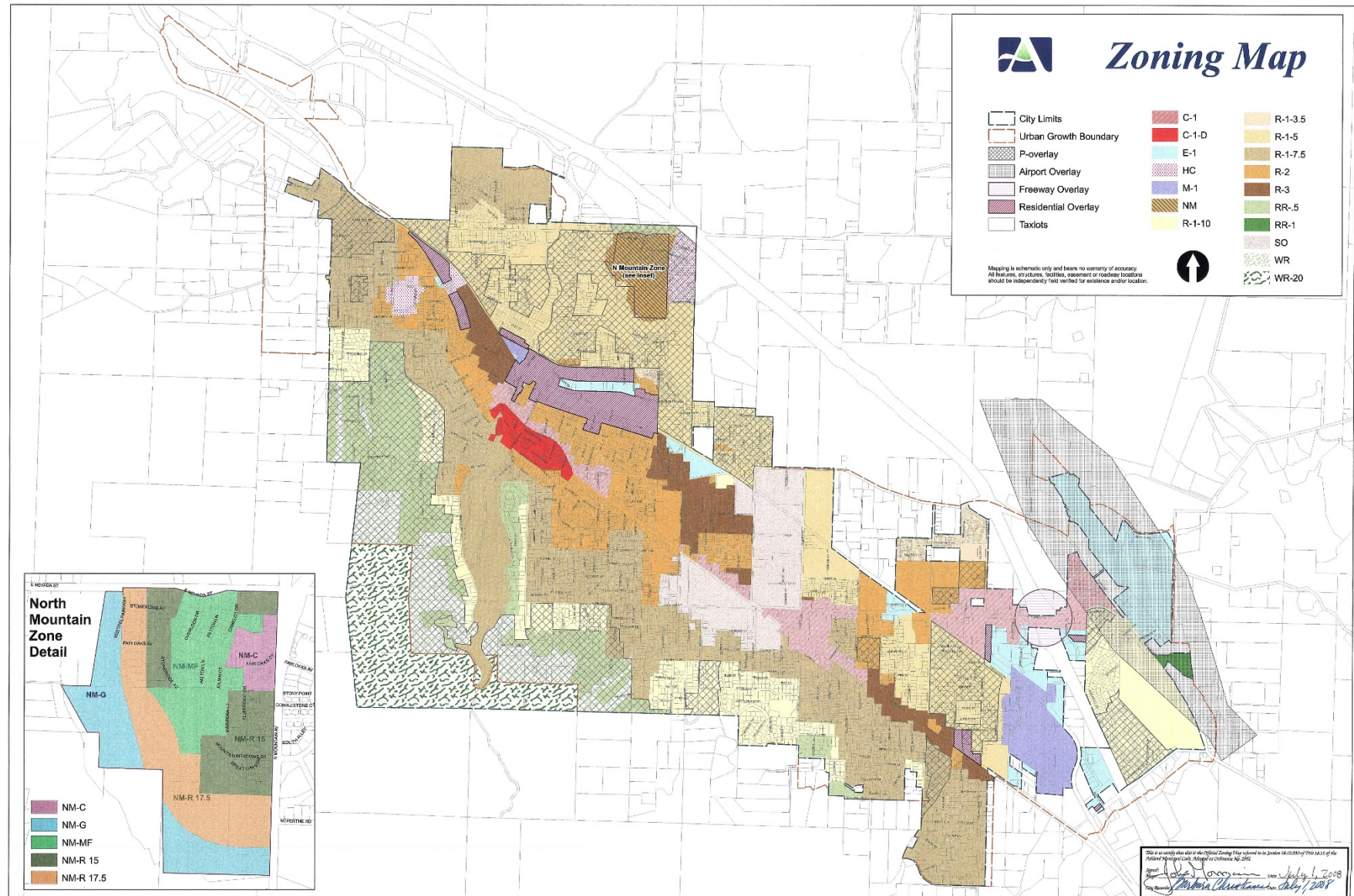
#### Land Use Requirement for CFAs:

- Development regulations for a CFA shall allow single-use and mixed-use development within individual buildings or on development sites, including the following ***outright permitted uses***:
  - Multifamily Residential
  - Attached Single-Family Residential
  - Other Building Types that comply with minimum density requirements
  - Office-type uses
  - Non-auto dependent retail, services, and other commercial uses
  - Child Care, schools, and other public uses
- Maximum density limitations must be prohibited
- Maximum block length standards must apply depending on acreage of site
- Local governments shall establish maximum block length standards as follows:
  - Development sites < 5.5 acres: maximum block length = 500 feet or less
  - Development sites > 5.5 acres: maximum block length = 350 feet or less
- Local governments shall prioritize locating government facilities that provide direct service to the public within climate-friendly areas and shall prioritize locating parks, open space, plazas, and similar public amenities in or near climate-friendly areas that do not contain sufficient parks, open space, plazas, or similar public amenities.
- Streetscape requirements in CFAs shall include street trees and other landscaping, where feasible.
- Local governments shall adopt policies and regulations in CFAs that implement the following:
  - Transportation review process in OAR 660-012-0325
  - Land use requirements in OAR 660-012-0330
  - Parking requirements in OAR 660-012-0435
  - Bicycle parking requirements in OAR 660-012-0630
- Local governments may choose to **either** adopt density minimums and height maximums (Option A – Prescriptive Standards) **or** adopt alternative development regulations to meet performance standards (Option B – Outcome-Oriented Standards)

The following map 1 is the city's zoning map, and helps convey where zones are located throughout the city of Ashland.

# Map 1. City of Ashland Zoning Map

Available as an interactive map online at [gis.ashland.or.us/planning/](http://gis.ashland.or.us/planning/)





### Identify Zoning Changes

Zoning in CFAs may need to change if the existing zoning does not meet the land use requirements in OAR 660-012-0320. During phase 1 of the study, cities do not need to adopt the land use requirements, but evaluation of necessary land use reforms may influence a base zone's viability of being a potential CFA candidate. Essentially, an existing zone that meets a large proportion of the CFA criteria will likely feature the characteristics that define climate friendly areas, while zones that require intense reform may not incentivize development due to lack of compatible land uses or alternative transit infrastructure.

During the adoption phase, slated to occur in 2024, local governments will have to make and adopt all necessary zoning changes and will need to provide DLCDD with documentation that all adopted and applicable land use requirements for CFAs are consistent with OAR 660-012-0320.

### Calculate CFA Capacity

The proposed CFA(s) must meet the residential housing capacity threshold expressed in OAR 660-012-0315(1). The target threshold to meet is at least 30% of current and projected housing needs citywide. The total number of units necessary to meet all current and projected housing needs is derived from the most recent adopted and acknowledged housing capacity analysis (HCA; also known as a housing needs analysis or HNA) as follows:

$$\begin{aligned} &\textbf{\textit{Total number of units needed citywide}} \\ &= \\ &\quad \textbf{\textit{current number of existing units}} \\ &+ \\ &\quad \textbf{\textit{projected number of units to meet future needs}} \end{aligned}$$

After calculating the Total Units Needed, the technical analysis team proceeded to calculate the potential housing unit capacity of the proposed CFA site. The following page goes over the equation that will be used to calculate the Housing Unit Capacity.



### Calculate Housing Unit Capacity

The following method was adapted from DLCD's Climate-Friendly Areas methodology guide. The calculation follows the prescriptive path requirements as described in the methodology guide. Total Housing Unit Capacity in the CFA is estimated using the following variables:

1. The Net Developable Area in sq. ft. (a)
2. The maximum number of building floors (f)
3. The assumed percentage of residential use (r)
4. The average size of a housing unit in sq. ft. (s)

Using these, the housing unit capacity (U) in any part of a CFA can be given by a simple formula:

$$\text{Housing Unit Capacity (U)} = \frac{(\text{Net Developable Area} * \text{Maximum floors} * \text{Resident use percentage})}{\text{Average Housing Unit}}$$

*Note: In the above formula, the results are rounded up to the nearest integer.*

The values to use for Assumed Percentage of Residential Use (r) and Average Size of a Housing Unit (s) are given in the rules. Net Developable Area and Maximum Building Floor factors in the above calculation require some additional sub-calculations. Each uniquely zoned area of the CFA will have its own calculations of these factors and the above housing unit formula. Then they are summed for the CFA to give the total Housing Unit Capacity.



### Equity Analysis

Local governments must determine if rezoning the potential CFA would be likely to displace residents who are members of state and federal protected classes and identify actions to mitigate or avoid potential displacement.

The CFA Study must include plans for achieving fair and equitable housing outcomes within CFAs following the provisions in OAR 660-008-0050(4)(a)-(f). CFA studies must include a description of how cities will address each of the following factors:

- Location of Housing: How the city is striving to meet statewide greenhouse gas emission reduction goals by creating compact, mixed-use neighborhoods available to members of state and federal protected classes.
- Fair Housing: How the city is affirmatively furthering fair housing for all state and federal protected classes.
- Housing Choice: How the city is facilitating access to housing choice for communities of color, low-income communities, people with disabilities, and other state and federal protected classes.
- Housing Options for residents Experiencing Homelessness: How the city is advocating for and enabling the provision of housing options for residents experiencing homelessness and how the city is partnering with other organizations to promote services that are needed to create permanent supportive housing and other housing options for residents experiencing homelessness.
- Affordable Homeownership and affordable Rental Housing: How the city is supporting and creating opportunities to encourage the production of affordable rental housing and the opportunity for wealth creation via homeownership, primarily for state and federal protected classes that have been disproportionately impacted by past housing policies.
- Gentrification, Displacement, AND Housing Stability: How the city is increasing housing stability for residents and mitigating the impacts of gentrification, as well as the economic and physical displacement of existing residents resulting from investment or redevelopment.

Please note, the equity analysis was performed with the guidance of DLCD's [Anti-Displacement and Gentrification Toolkit](#). The Toolkit provides an in-depth resource for local government to address racial and ethnic equity in housing production, including a list of strategies to mitigate the impacts of gentrification and displacement. The toolkit helps and guides local governments to establishing a framework for creating housing production strategies with a particular focus on the unintended consequences of those strategies.





## Chapter 2: Candidate Climate Friendly Area Analysis

This section reviews the analysis components that were performed to derive the results of the study. The technical analysis team began with initial candidate location suggestions from City Staff, then calculated the housing capacity of the proposed CFAs boundary, and readjusting the CFAs size as needed to accommodate the housing unit capacity.

The zoning analysis focuses on the land use requirements in OAR 660-012-0320 and compares them with the city codes to find suitable zones that are fully or partially compliant with the CFA land use requirements. The zoning analysis informs the team of the land use compatibility of the proposed CFAs. Zoning analysis and identifying zoning changes go hand-in-hand. If existing development standards do not meet CFA requirements, then identify the necessary changes to the specific zones and how to bring them into compliance with the land use requirements or OAR 660-012-0320.

The GIS analysis helps determine the status of transportation infrastructure that is within or around the proposed CFA and whether the proposed area satisfies the transportation connectivity aspect of the regulations. A CFA site must be served by, or planned to be served by, high quality pedestrian, bicycle, and transit services according to OAR 660-012-0310.

Capacity analysis determines whether the potential CFA, or a combination of CFAs, can accommodate 30% of citywide current and projected housing need. If identified CFA candidate area(s) are not sufficient to accommodate at least 30% of housing need, resizing the proposed CFA area or identifying additional candidate CFA areas must be performed.

Equity analysis must determine if rezoning the potential CFA would be likely to displace residents who are members of state and federal protected classes and identify actions to mitigate or avoid potential displacement. Chapter 2 of this study includes plans for achieving fair and equitable housing outcomes within CFAs following the provisions in OAR 660-008-0050.

Overall, the analysis steps are intertwined with each other. Locating a CFA candidate, calculating Housing Needs, Zoning analysis, GIS analysis, Capacity analysis are the steps to designate the appropriate CFA area within the city.



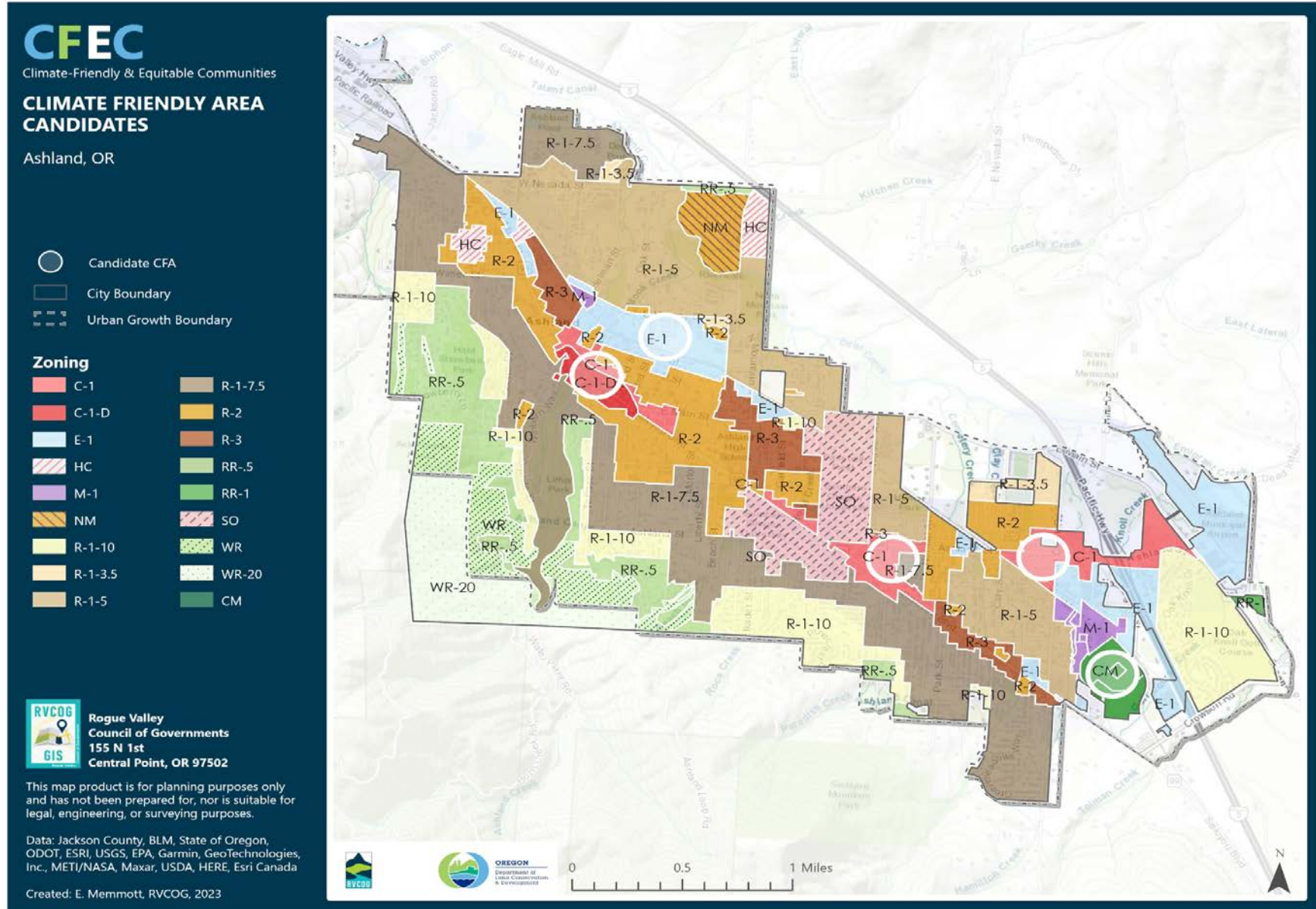


## Locate and Size Candidate CFAs

### City Guidance

City staff have highlighted several priority CFA candidates, shown in Map 2 below. Staff selected these areas not only for their designated zoning's alignment to the CFA requirements, but also factored in development potential. The Croman Mill and Railroad Property sites are largely undeveloped and present strong cases for rapid CFA-related changes. The Transit Triangle is one of the priority CFA options within the city and has the potential to be improved through redevelopment and development of vacant properties. The prior approval of the Transit Triangle code amendments are largely compatible with CFA, as such this transit served area has considerable redevelopment potential supporting the CFA goals. Conversely, the Downtown area is largely built out, is a National Register Historic District, indicating barriers to potential redevelopment. However, the current built environment is similar to what is expected of CFAs and the C1-D (downtown Commercial) zone could be adapted to comply with CFA guidelines with little trouble and may serve as useful tracts for CFA expansion in the future.

Map 2. CFA Candidates





## Calculate Housing Units Needed

As outlined in the methodology guide, the proposed CFA(s) must meet the residential housing capacity threshold expressed in OAR 660-012-0315(1). The threshold to meet is that the cumulative capacity of the CFA(s) is at least 30% of current and projected housing needs citywide. And this is derived by the following formula:

$$\begin{aligned} & \textit{Total number of units needed citywide} \\ & = \\ & \textit{current number of existing units} \\ & + \\ & \textit{projected number of units to meet future needs} \end{aligned}$$

The most recent Housing Capacity Analysis for the City of Ashland was published in May of 2021 and projects housing needs and trends out to 2041. This analysis estimates there are currently 10,705 dwellings in the city, with a projected need of 858 units more by 2041.

$$10,705 + 858 = 11,563 \textit{ projected housing units needed by 2041}$$

Based on these estimates, the city of Ashland will need to locate and size CFA(s) that encapsulate 30% of 11,563 dwellings, or **3,469** units.



## Zoning Analysis

### Zoning Code Review

Existing zoning codes were compared to the CFA requirements to identify those zones that are most closely aligned with CFEC rules. Shown in Table 2 below, zones were scored for each criterion with 2 points for full compliance, 1 point for conditional or mixed compliance. Zones also earned 1 additional point for having 40-foot building height maximums, while zones that have 35-foot maximums earned no additional points. Green cells are those in compliance. Yellow cells are those that have partial or conditional compliance or are closer to the 50-foot building height maximum, and overall are closer to compliance than other options.

Any zone can be adjusted to be made CFEC-compliant, so CFAs are possible anywhere in the city, but those zones that would take more legislative changes and create more dramatic changes to the built environment relative to what is currently in the area are not prioritized.

The Croman Mill site was master planned in 2008 and this document includes several subzones that are analyzed in Table 3. Much of the area is currently planned for non-residential uses, but City staff have informed the RVCOG team that the property owner is presently working with a developer, TownMakers LLC, to re-envision the area and propose major plan amendments which would newly incorporate residential development throughout the area. While each subzone was scored individually, for the purpose of analyzing prospective zoning changes the entire site has been attributed the attributes and scores of the Mixed-Use subzone.

The Transit Triangle Overlay was also analyzed for its impact on relevant base zones and their CFA suitability.

Overall, the scoring matrix indicates the suitability of the zones regarding the land use requirements. However, the scores are only the first step of the analysis and the results they produce are only one factor among several that the study analyzes. Therefore, a high scoring zone alone does not determine a CFA candidate area. The location of the zones and surrounding transportation infrastructure must be factored in the 2<sup>nd</sup> step of the study.



Table 2. Zoning Code Analysis

| <b>Y - Yes, Permitted Outright</b><br><b>C - Conditional</b><br><b>M - Mixed</b><br><b>N - Not Permitted</b><br><b>N/A - Not Applicable</b> | <b>Scoring Matrix</b><br><b>Y = 2</b><br><b>C/M = 1</b><br><b>N = 0</b><br><b>40 ft = 1</b><br><b>35 ft = 0</b> | Residential   |           |                |                 |           |           | Commercial |           |            | Industrial |
|---------------------------------------------------------------------------------------------------------------------------------------------|-----------------------------------------------------------------------------------------------------------------|---------------|-----------|----------------|-----------------|-----------|-----------|------------|-----------|------------|------------|
|                                                                                                                                             |                                                                                                                 | Single Family | Suburban  | Low Density MF | High Density MF | Rural     | Woodland  | Commercial | Downtown  | Employment | Industrial |
|                                                                                                                                             |                                                                                                                 | R-1           | R-1-3.5   | R-2            | R-3             | RR        | WR        | C-1        | C-1-D     | E-1        | M-1        |
| Single Use                                                                                                                                  |                                                                                                                 | Y             | Y         | Y              | Y               | Y         | Y         | Y          | Y         | Y          | Y          |
| Mixed Use                                                                                                                                   |                                                                                                                 | N             | N         | N              | N               | N         | N         | Y          | Y         | Y          | N          |
| Multi-Family                                                                                                                                |                                                                                                                 | N             | Y         | Y              | Y               | N         | N         | C          | C         | C          | N          |
| Single -Family Attached                                                                                                                     |                                                                                                                 | C             | C         | C              | C               | C         | C         | C          | C         | C          | N          |
| Office                                                                                                                                      |                                                                                                                 | N             | N         | C              | C               | N         | N         | Y          | Y         | Y          | Y          |
| Non-Auto Retail/Services/Commercial                                                                                                         |                                                                                                                 | N             | N         | C              | N               | N         | N         | Y          | Y         | C          | C          |
| Childcare                                                                                                                                   |                                                                                                                 | C             | C         | C              | C               | C         | C         | Y          | Y         | Y          | Y          |
| Schools                                                                                                                                     |                                                                                                                 | C             | C         | C              | C               | C         | C         | N          | N         | N          | N          |
| Other Public Uses                                                                                                                           |                                                                                                                 | N             | N         | N              | N               | N         | N         | M          | M         | Y          | Y          |
| Government Facilities                                                                                                                       |                                                                                                                 | C             | C         | N              | N               | C         | C         | Y          | Y         | Y          | Y          |
| Parks, Open Space, and Other Similar                                                                                                        |                                                                                                                 | Y             | Y         | Y              | Y               | Y         | Y         | N          | N         | N          | N          |
| Maximum Block Length                                                                                                                        |                                                                                                                 | Y             | Y         | Y              | Y               | Y         | Y         | Y          | Y         | Y          | Y          |
| Density Minimum (15 Dwelling Units/Acre)                                                                                                    |                                                                                                                 | N             | N         | N              | Y               | N         | N         | N          | N         | N          | N          |
| Density Maximums Prohibited                                                                                                                 |                                                                                                                 | N             | N         | N              | N               | N         | N         | N          | N         | N          | N          |
| Maximum Building Height (>= 50ft)                                                                                                           |                                                                                                                 | N             | N         | N              | C               | N         | N         | C          | C         | C          | N          |
| Maximum Building Height                                                                                                                     |                                                                                                                 | 35            | 35        | 35             | 35              | 35        | 35        | 40         | 40        | 40         | 40         |
| <b>Score</b>                                                                                                                                |                                                                                                                 | <b>10</b>     | <b>12</b> | <b>13</b>      | <b>15</b>       | <b>10</b> | <b>10</b> | <b>20</b>  | <b>20</b> | <b>19</b>  | <b>14</b>  |



Table 3. Croman Mill Zoning Analysis

| Y - Yes, Permitted Outright<br>C - Conditional<br>M - Mixed<br>N - Not Permitted<br>N/A - Not Applicable | <b>Scoring Matrix</b><br>Y = 2<br>C/M = 1<br>N = 0<br>40 ft = 1<br>35 ft = 0 | Neighborhood Center | Mixed Use | Office/ Employment | Compatible Industrial | Open Space |
|----------------------------------------------------------------------------------------------------------|------------------------------------------------------------------------------|---------------------|-----------|--------------------|-----------------------|------------|
|                                                                                                          |                                                                              | NC                  | MU        | OE                 | CI                    | OS         |
| Single Use                                                                                               |                                                                              | Y                   | Y         | N                  | N                     | N          |
| Mixed Use                                                                                                |                                                                              | Y                   | Y         | N                  | N                     | N          |
| Multi-Family                                                                                             |                                                                              | Y                   | Y         | N                  | N                     | N          |
| Single -Family Attached                                                                                  |                                                                              | Y                   | Y         | N                  | N                     | N          |
| Office                                                                                                   |                                                                              | N                   | Y         | Y                  | Y                     | N          |
| Non-Auto Retail/Services/Commercial                                                                      |                                                                              | Y                   | M         | M                  | M                     | N          |
| Childcare                                                                                                |                                                                              | Y                   | Y         | Y                  | Y                     | N          |
| Schools                                                                                                  |                                                                              | C                   | C         | C                  | C                     | N          |
| Other Public Uses                                                                                        |                                                                              | Y                   | Y         | Y                  | Y                     | Y          |
| Government Facilities                                                                                    |                                                                              | Y                   | C         | C                  | C                     | Y          |
| Parks, Open Space, and Other Similar                                                                     |                                                                              | N                   | N         | N                  | N                     | Y          |
| Maximum Block Length                                                                                     |                                                                              | Y                   | Y         | Y                  | Y                     | Y          |
| Density Minimum (15 Dwelling Units/Acre)                                                                 |                                                                              | N                   | N         | N                  | N                     | N          |
| Density Maximums Prohibited                                                                              |                                                                              | N                   | N         | N                  | N                     | N          |
| Maximum Building Height (>= 50ft)                                                                        |                                                                              | Y                   | Y         | Y                  | Y                     | N          |
| Maximum Building Height                                                                                  |                                                                              | 50                  | 50        | 75                 | 75                    | N/A        |
| <b>Score</b>                                                                                             |                                                                              | <b>21</b>           | <b>21</b> | <b>13</b>          | <b>13</b>             | <b>8</b>   |

## Observations:

- Single- and mixed -uses are permitted outright in all zones, but single use multi-family residential is only available in higher density residential zones
- Government facilities, parks, open space, plazas, and similar public amenities vary throughout, but are generally more available in the Commercial zones
- Maximum block length applies to all zones except C-1 and C-1-D
- Most zones permit a portion of the required outright permitted uses (multifamily and single family attached residential, office uses, non-auto dependent retail/services/commercial, childcare, schools, and other public uses), but no zones permit all of them outright
- The more greens and yellows, the more CFA-ready a zone is with less modification.
- The Croman Mill District has the most qualifications for a CFA

Identify Zoning Changes

Zones were evaluated in more depth to determine the specific changes that are needed to bring them into compliance with CFEC rules. The purpose of the initial zoning code evaluation was to identify those zones that are the most CFA-ready, as a way to ensure that CFA-related changes occur where they will fit well within the existing built environment and simplify the City's process of updating zoning codes.





### CFA Compatible Zones

| <b>Croman Mill (CM)</b>                  |           |
|------------------------------------------|-----------|
| Single Use                               | Y         |
| Mixed Use                                | Y         |
| Multi-Family                             | Y         |
| Single -Family Attached                  | Y         |
| Office                                   | Y         |
| Non-Auto Retail/Services/Commercial      | M         |
| Childcare                                | Y         |
| Schools                                  | C         |
| Other Public Uses                        | Y         |
| Government Facilities                    | C         |
| Parks, Open Space, and Other Similar     | N         |
| Maximum Block Length                     | Y         |
| Density Minimum (15 Dwelling Units/Acre) | N         |
| Density Maximums Prohibited              | N         |
| Maximum Building Height ( $\geq 50$ ft)  | Y         |
| Maximum Building Height                  | 50        |
| <b>Score</b>                             | <b>21</b> |

#### *Croman Mill District*

The CM District Mixed Use Zone (CM-MU) is close to CFA-compliance. It permits outright all residential uses and already meets the building height maximum requirement.

To be in line with CFA rules, the CM-MU zone would need to be expanded to the entire site and must permit outright non-auto retail/service/commercial, schools, and civic uses. Parks and open space must be allowed, density minimums of 15 du/acre or more enforced, and density maximums prohibited.

### *Residential – High Density*

| <b>Residential - High Density (R-3)</b>  |           |
|------------------------------------------|-----------|
| Single Use                               | Y         |
| Mixed Use                                | Y         |
| Multi-Family                             | Y         |
| Single -Family Attached                  | C         |
| Office                                   | C         |
| Non-Auto Retail/Services/Commercial      | N         |
| Childcare                                | C         |
| Schools                                  | M         |
| Other Public Uses                        | N         |
| Government Facilities                    | N         |
| Parks, Open Space, and Other Similar     | Y         |
| Maximum Block Length                     | Y         |
| Density Minimum (15 Dwelling Units/Acre) | M         |
| Density Maximums Prohibited              | N         |
| Maximum Building Height ( $\geq 50$ ft)  | C         |
| Maximum Building Height                  | 35        |
| <b>Score</b>                             | <b>16</b> |

The R-3 zone meets many of the CFA land use requirements, except for the 50 ft building height maximum and a portion of the permitted uses. To meet the CFEC requirements, the City of Ashland would have to adjust the currently permitted outright building height maximum from 35 ft (40 ft conditional) to 50 ft and change single-family attached, office uses, childcare, schools, and other public uses from conditional to permitted outright uses. An increase of residential density from 13.5 dwellings per acre would need to be changed to a minimum density of 15 du/acre with no maximum residential density. Non-auto dependent retail/services/commercial and civic uses must be permitted, and density maximums must be prohibited.



Commercial Downtown – Central Business District

| Commercial - Central Business District (C-1-D) |           |
|------------------------------------------------|-----------|
| Single Use                                     | Y         |
| Mixed Use                                      | Y         |
| Multi-Family                                   | C         |
| Single -Family Attached                        | C         |
| Office                                         | C         |
| Non-Auto Retail/Services/Commercial            | Y         |
| Childcare                                      | Y         |
| Schools                                        | N         |
| Other Public Uses                              | M         |
| Government Facilities                          | Y         |
| Parks, Open Space, and Other Similar           | N         |
| Maximum Block Length                           | N         |
| Density Minimum (15 Dwelling Units/Acre)       | N         |
| Density Maximums Prohibited                    | N         |
| Maximum Building Height (>= 50ft)              | C         |
| Maximum Building Height                        | 40        |
| <b>Score</b>                                   | <b>15</b> |

The Downtown Commercial District is Ashland's Central Business District (CBD), and is the city's nexus for employment, services, and transportation. It is more suitable as a CFA than most other zones because it already has conditional building height maximums of 55 ft and permits mixed uses, government facilities, parks, open space, and other similar public amenities outright. The residential density is currently 60 dwellings per acre, yet there are no minimum density requirements. To meet the full CFA requirements in this area, Ashland would need to mandate a minimum density of at least 15 dwelling units/acre, remove the density maximum, and permit outright building heights of 50 feet or more.

Commercial - Employment

| Commercial - Employment (E-1)            |           |
|------------------------------------------|-----------|
| Single Use                               | Y         |
| Mixed Use                                | Y         |
| Multi-Family                             | C         |
| Single -Family Attached                  | C         |
| Office                                   | C         |
| Non-Auto Retail/Services/Commercial      | C         |
| Childcare                                | Y         |
| Schools                                  | M         |
| Other Public Uses                        | Y         |
| Government Facilities                    | Y         |
| Parks, Open Space, and Other Similar     | N         |
| Maximum Block Length                     | Y         |
| Density Minimum (15 Dwelling Units/Acre) | N         |
| Density Maximums Prohibited              | N         |
| Maximum Building Height (>= 50ft)        | C         |
| Maximum Building Height                  | 40        |
| <b>Score</b>                             | <b>18</b> |

The E-1 zone allows for a significant cross section of CFA requirements, but there are several uses like multi-family and single-family attached residential, and schools that would need to be permitted outright to qualify as a CFA. Within a designated CFA, parks and open space also need to be allowed, residential density minimums established, and density maximums prohibited. Like other Ashland zones, building height maximums would also need to be raised from a 40' height to 50'. E-1 zoned properties are also included within the Transit Triangle Overlay, which is discussed later in the document.



#### *Other Residential Zones (R-1, R-1-3.5, R-2, RR, WR)*

The lower-density residential zones share a lot in common with each other. They allow single- and mixed-uses and parks. They all partially or conditionally allow single-family attached, childcare, and schools. All except for R-2 do not currently allow office or non-auto retail/service/commercial uses. With the exception of R-2, these lower-density residential zones do not have density minimums except when brought into the City through annexation or as a zone change. The R-2 zone requires a minimum density of 80% the base density. These residential zones have maximum building heights of 35 ft.

Despite their low scores in our analysis, like all zones, these can be made compliant with CFEC rules with certain changes. All office, non-auto retail/service/commercial, childcare, schools, and civic uses would need to be permitted outright making these areas similar to Ashland's commercial zones. To be designated as qualified CFAs density minimums of 15 dwelling units per acres would need to be established and enforced density maximums must be prohibited and building height maximums would have to be raised to a minimum of 50 ft.

#### *Other Commercial and Industrial Zones (C-1, M-1)*

C-1 and M-1 zones both score very well in our analysis, but there are other factors that have left them as lower priorities. C-1 scored essentially the same as C-1-D and it would need the same changes to become CFA-ready. The C-1-D receives preference because it encompasses the part of the city with the highest density of jobs and built housing potential, but the adjacent C-1 areas would make good candidates to expand the CFA geographically if needed. C-1 also features prominently in the Transit Triangle Overlay, which is discussed in the next section.

The M-1 zone scored fairly well in our analysis, but it is not prioritized because industrial uses are not as easily relocated as other uses and the goal of the CFA project is to avoid creating undue burdens on the local economy. Additionally, industrial uses do not coexist with residential uses the same way that commercial uses do. That being said, if a portion of the M-1 zone is required to form the ideal CFA form, non-auto retail/services/commercial and schools will need to be permitted outright. Multi-family and single-family attached residential must be permitted along with parks and open space. Density minimums of 15 dwelling units or more must be created and building height maximums need to be raised to 50 ft. Density maximums would have to be prohibited, as well.



| <b>Y - Yes, Permitted Outright</b><br><b>C - Conditional</b><br><b>M - Mixed</b><br><b>N - Not Permitted</b><br><b>N/A - Not Applicable</b> | <b>Scoring Matrix</b><br><b>Y = 2</b><br><b>C/M = 1</b><br><b>N = 0</b><br><b>40 ft = 1</b><br><b>35 ft = 0</b> | Transit Triangle |            |                         |                          |
|---------------------------------------------------------------------------------------------------------------------------------------------|-----------------------------------------------------------------------------------------------------------------|------------------|------------|-------------------------|--------------------------|
|                                                                                                                                             |                                                                                                                 | Base Zones       |            |                         |                          |
|                                                                                                                                             |                                                                                                                 | Commercial       | Employment | Low Density Residential | High Density Residential |
|                                                                                                                                             |                                                                                                                 | C-1              | E-1        | R-2                     | R-3                      |
| Single Use                                                                                                                                  |                                                                                                                 | Y                | Y          | Y                       | Y                        |
| Mixed Use                                                                                                                                   |                                                                                                                 | Y                | Y          | Y                       | Y                        |
| Multi-Family                                                                                                                                |                                                                                                                 | M                | M          | M                       | M                        |
| Single -Family Attached                                                                                                                     |                                                                                                                 | C                | C          | C                       | C                        |
| Office                                                                                                                                      |                                                                                                                 | C                | C          | Y                       | Y                        |
| Non-Auto Retail/Services/Commercial                                                                                                         |                                                                                                                 | Y                | C          | C                       | N                        |
| Childcare                                                                                                                                   |                                                                                                                 | Y                | Y          | C                       | C                        |
| Schools                                                                                                                                     |                                                                                                                 | N                | M          | M                       | M                        |
| Other Public Uses                                                                                                                           |                                                                                                                 | M                | Y          | N                       | N                        |
| Government Facilities                                                                                                                       |                                                                                                                 | Y                | Y          | N                       | N                        |
| Parks, Open Space, and Other Similar                                                                                                        |                                                                                                                 | N                | Y          | Y                       | Y                        |
| Maximum Block Length                                                                                                                        |                                                                                                                 | N                | N          | Y                       | Y                        |
| Density Minimum (15 Dwelling Units/Acre)                                                                                                    |                                                                                                                 | Y                | Y          | N                       | Y                        |
| Density Maximums Prohibited                                                                                                                 |                                                                                                                 | N                | N          | N                       | N                        |
| Maximum Building Height (>= 50ft)                                                                                                           |                                                                                                                 | Y                | Y          | N                       | N                        |
| Maximum Building Height                                                                                                                     |                                                                                                                 | 50               | 50         | 40                      | 40                       |
| <b>Score</b>                                                                                                                                |                                                                                                                 | <b>18</b>        | <b>21</b>  | <b>15</b>               | <b>16</b>                |

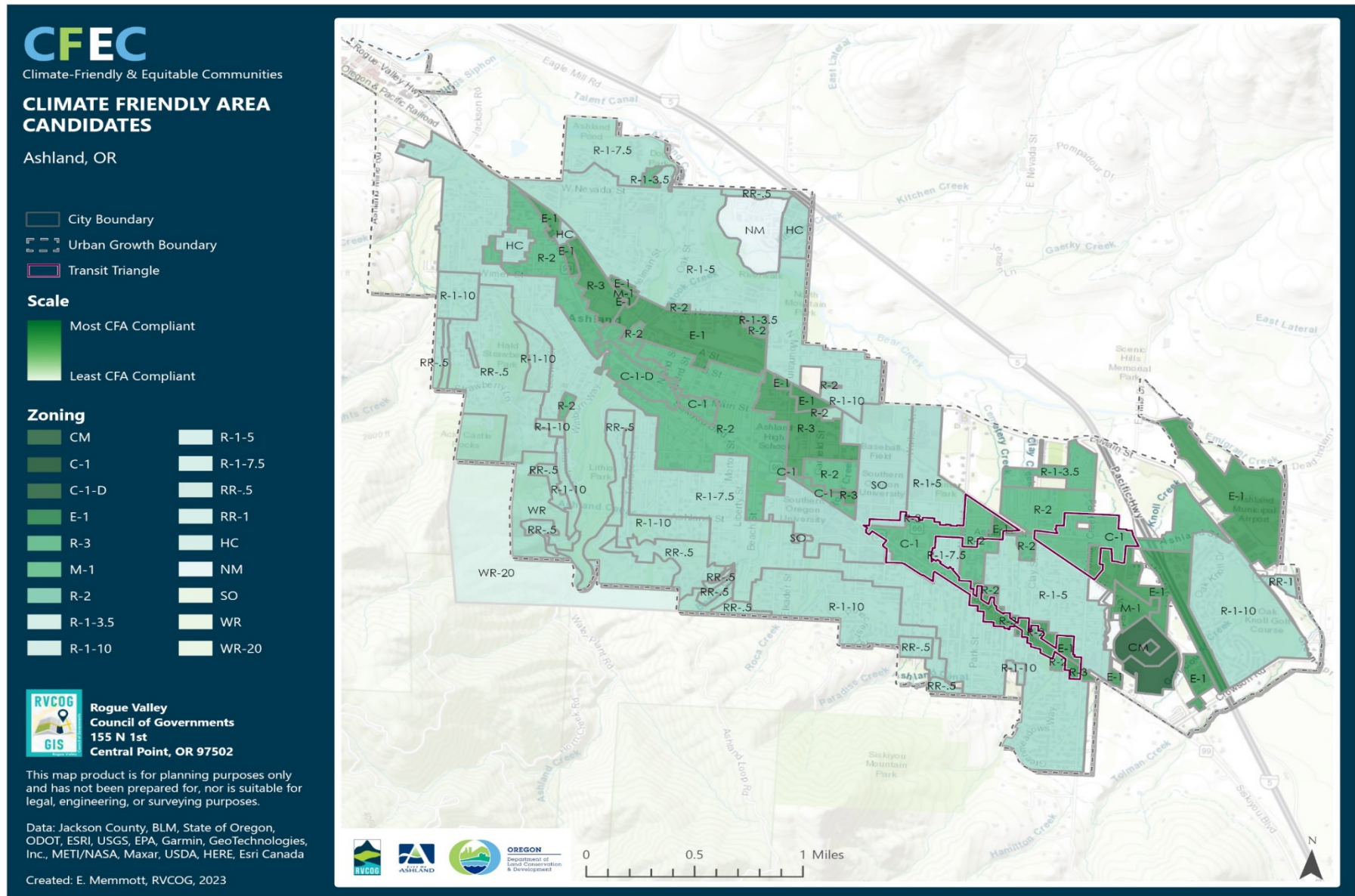
Transit Triangle Overlay

*Table 4. Transit Triangle Zoning Analysis*

The Transit Triangle Overlay (TTO) is intended to diversify the mix of housing and business types along major transit routes. Table 4 above shows that the overlay enhances the C-1 and E-1 zones within the TTO and significantly improves their scores in our analysis. However, for the TTO, multi-family residential uses are permitted only for rental and not for purchase. The main improvements to the C-1 and E-1 zones are the increased building height maximums, density minimums, and parks/open space. Within the TTO, the C-1 and E-1 zones have excellent scores and are some of the best candidate areas for CFA locations.

Map 3 on page 29 showcases the zones illustrates which best fit the CFA requirements. No zones are currently in compliance with CFEC rules, but Tables 2 and 3 show that the Croman Mill, Residential – High Density (RHD), and Commercial – Central Business District (CBD) zones stand out as being the closest. Small changes to permitted uses and the building height maximum would bring most into compliance.

Map 3. Zoning Analysis







## CFA Capacity Calculation

Candidate CFA locations have been identified and prioritized, and this step evaluates each area's housing capacity. If the proposed CFA's boundaries do not encompass 30% or more of current and future dwellings, there will be a need for boundaries to be adjusted or the creation one or more additional CFAs. Additional CFA candidates that have been identified will be considered first for CFA expansion if need be and the evaluation process will begin at Step 2 for these sites.

### City Guidance

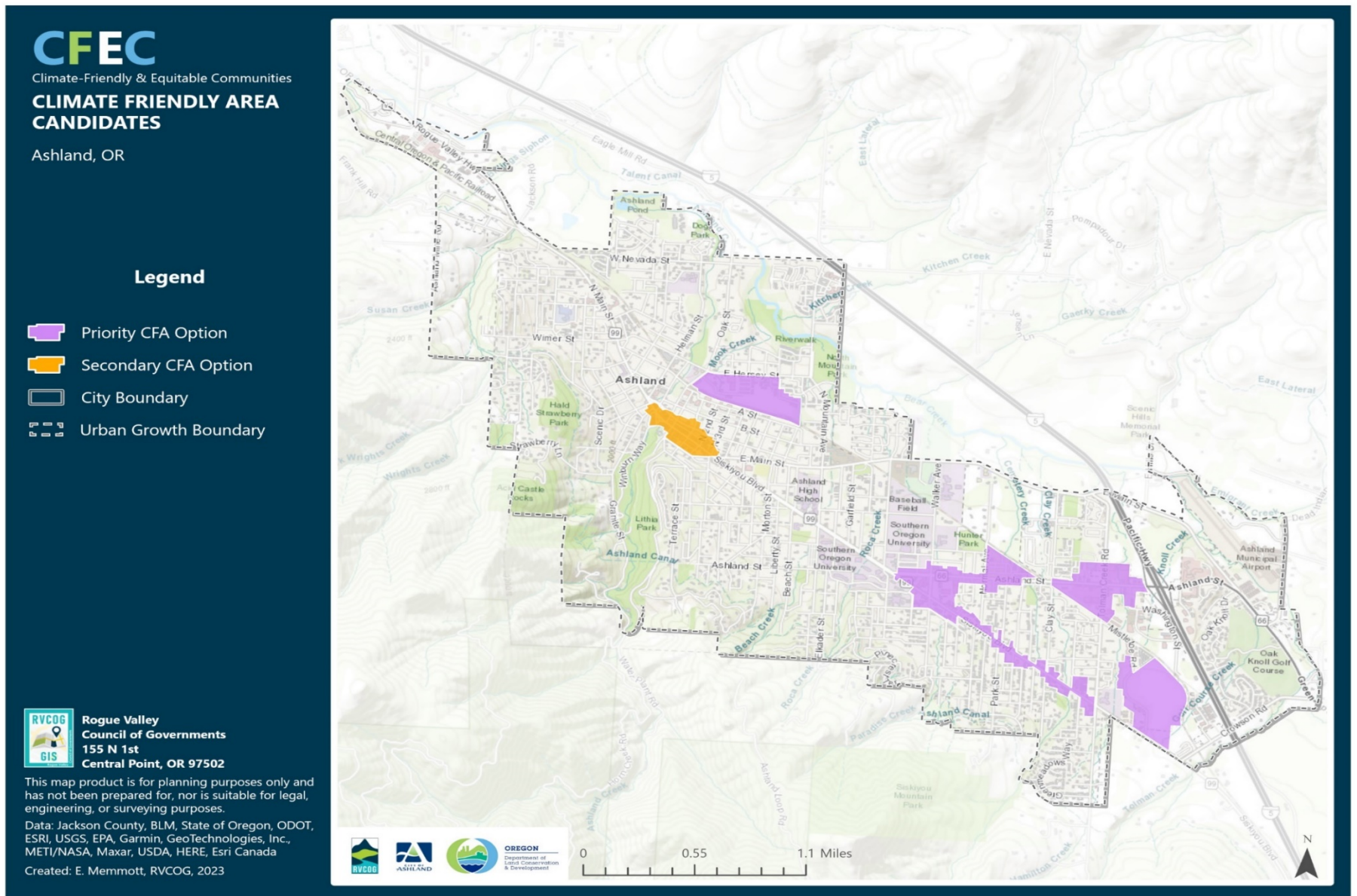
City staff have highlighted several priority CFA candidates, shown in Map 4 below. Staff selected these areas not only for their designated zoning's alignment to the CFA requirements, but also factored in development potential as an additional factor. The Croman Mill and Railroad Property sites are largely undeveloped and present strong cases for rapid CFA-related changes. The Transit Triangle is one of the priority CFA options within the city and do have the potential to be improved within the existing uses and make it more compatible as CFA requirement and it could look like a secondary downtown. Conversely, the Downtown area is largely built out, indicating a barrier to potential redevelopment. However, the current built environment is similar to what is expected of CFAs and could be adapted to CFA guidelines with little trouble and may serve as useful tracts for CFA expansion in the future.

City staff have highlighted several priority CFA candidates, shown in Map 4 below. Staff's selections were made based not only on how well the designated zoning aligns with CFA requirements but also considering the potential for development. Among these areas, the Croman Mill and Railroad Property sites stand out due to their underdeveloped nature, making them suitable for rapid CFA-related changes. Another noteworthy candidate area is the Transit Triangle Overlay, which holds a prime position among the CFA options within the city. There is potential to enhance this area while maintaining its existing uses, thereby making it more compatible with CFA requirements.

In contrast, the historic Downtown area is already extensively developed, posing a challenge for potential redevelopment. Despite this, its current built environment closely resembles what is envisioned for CFAs. With some adjustments, it could be brought in line with CFA guidelines without significant difficulty. As such, it could serve as a valuable location for potential CFA expansion in the future.



Map 4. Priority CFA Candidates



### Croman Mill

The Croman Mill site is approximately 92 Acres in the southeastern corner of the city (Image 1). It is served by Siskiyou Blvd. at the south end and Mistletoe Rd. in the north. A master plan for the site was adopted in 2008, but development has yet to occur (Image 2). The plan calls for office and industrial uses for most of the site. Also, there is residential center and mixed-use zones allowed within the Croman Mill site.

The Croman Mill site is viewed as an excellent CFA location due to its redevelopment potential, large size, and proximity to quality transit service and bicycle and pedestrian infrastructure.

### Railroad Property

The Railroad Property site is 57 Acres in the center of the city, just a few blocks north of downtown (Image 3). The site rests between the rail line and E Hersey St. The northern half of the site is developed with commercial, and employment uses, but the majority of the southern portion of the site is undeveloped.

The 2001 master plan for the site shows a pedestrian-focused mixed-use area intermingled with civic uses adjacent to the existing northern commercial area enhanced with new local streets connecting to E Hersey St (Image 4).

Image 1 - Croman Mill

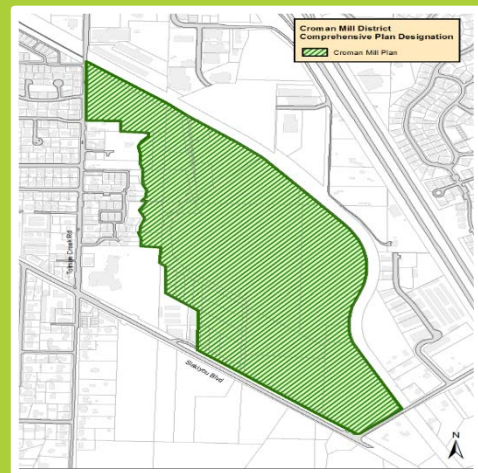


Image 2 - Croman Mill Planned Zones

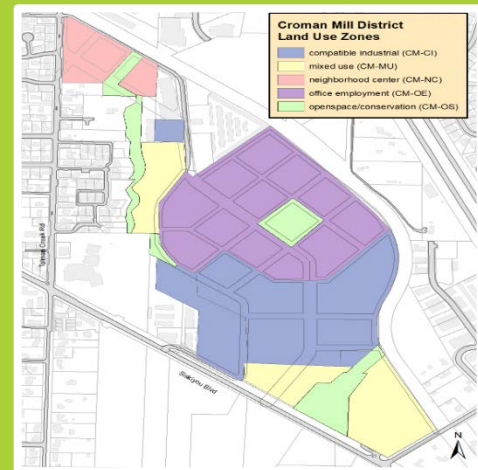
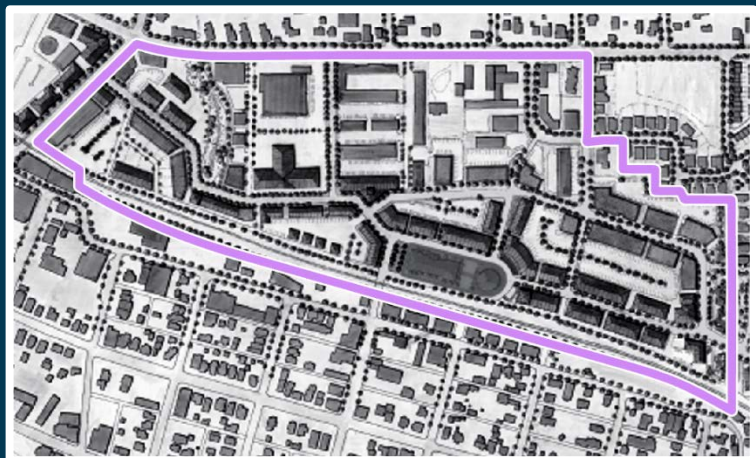


Image 3 - Railroad Property



Image 4 - Railroad Property Master Plan





### Transit Triangle Overlay

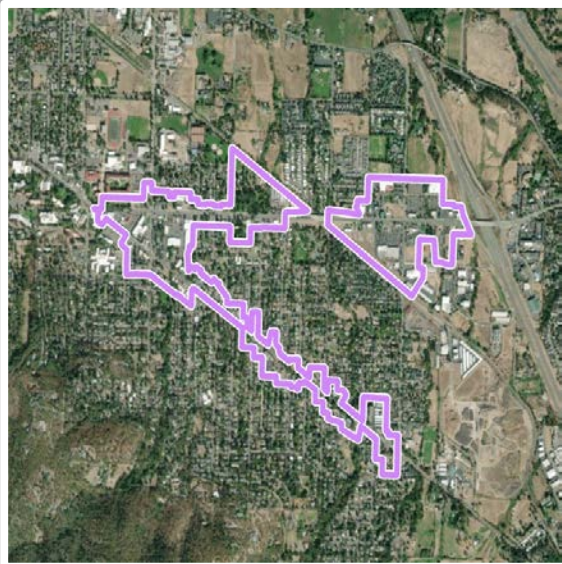
The Transit Triangle is intended to facilitate a mix of housing types and businesses along major transit corridors on Siskiyou Blvd., Ashland St., and Tolman Creek Rd. The goal is to create an environment that is friendly to walking, biking, and using transit. The Transit Triangle, as written, is close to meeting CFA requirements and as a result it is considered one of the priority CFA options the city can consider. The Transit Triangle has an area of 167 acres and that area could theoretically have a considerable additional housing capacity.

### Downtown

The downtown area closely resembles the vision of what a CFA can look like when it has reached maturity and there would be few adjustments needed to make it CFA-compliant. However, it is almost completely built out and there have been very few new construction projects in the area over the last 20 years.

However, the community has expressed interest in implementing CFA strategies significantly beyond what is minimally required, and the downtown area stands out as an obvious place to include in any expansion efforts.

**Image 5 – Transit Triangle**



**Image 6 – Downtown**





### Calculate Housing Unit Capacity

This method was adapted from the DLCD Climate-Friendly Areas Methods Guide. The calculation follows the prescriptive path described in the methods guide. Total Housing Unit Capacity in CFA is estimated using the following variables:

- The Net Developable Area in sq. ft. (a)
- The maximum number of building floors (f)
- The assumed percentage of residential use (r)
- The average size of a housing unit in sq. ft. (s)

Using these, the housing unit capacity (U) in any part of a CFA can be given by a simple formula:

$$\text{Housing Unit Capacity (U)} = \frac{(\text{Net Developable Area} * \text{Maximum floors} * \text{Resident use percentage})}{\text{Average Housing Unit}}$$

*Note: In the above formula, the results are rounded to the nearest integer.*

Net Developable Area and Maximum Building Floor factors in the above calculation requires some additional sub-calculations. The values to use for Assumed Percentage of Residential Use (r) and Average Size of a Housing Unit (s) are given in the rules.

Each uniquely zoned area of the CFA will have its own calculations of these factors and the above housing unit formula. Then they are summed for the CFA area to give the total Housing Unit Capacity.



## Evaluation

### Assumptions

Both the Croman Mill District and Railroad Property sites have significant development opportunities, and while they are master planned, specific lots have not been identified. Additionally, while ongoing master planning efforts are underway (Croman Mill District revisions), there are several changes being worked on at the moment that could significantly affect the layout of these sites, the details of which will not be available for some time. Therefore, it is prudent to use city standards to determine gross and net block areas. The Right-of-Way (ROW) set aside is 20%, as that is the DLCD standard. We use the street network plans when available to measure out the undevelopable area and subtract it from the overall area. The same standards will be applied for the Transit Triangle area to calculate the housing capacity of the site.

These calculations are based on the block level and do not count for interior lot setbacks. All sites are within 0.5 miles of a frequent transit corridor according to OAR 660-012-0440, and parking minimums cannot be mandated within this area. Values shown below may differ slightly from actual values due to rounding.

Note that 30% of projected needed housing for the city is **3,469**.

| <i>Equations</i>     |   |                                                                           |  |
|----------------------|---|---------------------------------------------------------------------------|--|
| Gross Block Area     | = | Block Length x Block width                                                |  |
| Net Block Area       | = | Gross Block Area – deductibles (ex. Alleys)                               |  |
| Net Developable Area | = | Net Site Area – (Green space, ROW, Streets, etc.)                         |  |
| Building Floors      | = | (Building Height Max -10) / 10                                            |  |
| Housing Units        | = | Net Site Area x Percent Residential Use x Floors / Avg. Housing Unit Size |  |
| Units per Acre       | = | Housing Units / Net Area                                                  |  |

| <i>City Standards</i>  |                      |                    |                       |
|------------------------|----------------------|--------------------|-----------------------|
| Block Length           |                      |                    | <b>400 ft</b>         |
| Block Perimeter        |                      |                    | <b>1,600 ft</b>       |
| Gross Block Area       | 400 ft x 400 ft =    | <b>3.67 Acres:</b> | <b>160,000 sq. ft</b> |
| Right-of-Way Set-Aside | (DLCD rule of thumb) |                    | <b>20%</b>            |

| <i>DLCD CFA Standards</i> |               |
|---------------------------|---------------|
| Percent Residential Use   | <b>30%</b>    |
| Average Housing Unit Size | <b>900 ft</b> |



## Calculations

| <i>Croman Mill</i>             |                                                |                         |
|--------------------------------|------------------------------------------------|-------------------------|
| Site Area                      |                                                | <b>92.69 Acres</b>      |
| Green Space                    |                                                | <b>10.1 Acres</b>       |
| Street Network                 | <i>Approximately</i>                           | <b>20 Acres</b>         |
| Net Developable Area           | 65 Acres:                                      | <b>2,821,010 sq. ft</b> |
| Housing Units Capacity         |                                                | <b>5,142</b>            |
| Percentage from Needed Housing | <i>(Housing Unit Capacity/Needed Housing).</i> | <b>148%</b>             |
| Units Per Acre                 |                                                | <b>79</b>               |

### ***Croman Mil District Results***

**5,142** units is more than the Needed Housing Units the city will need to meet the CFA requirement of 30% of projected needed housing units, which is **3,469**. The Croman Mill site has the potential to host 28% more than the required 30% of projected needed housing units. Please note that this calculation accounts for the individual Housing Unit capacity of all the different planned land use zones, mainly because different zones allow for different building heights, within the Croman Mill site .

The cumulative housing unit capacity across the site results in a total of 5,142 dwellings. Despite this capacity based on maximum building size, minimum unit size, and maximum lot coverage, City Staff anticipates that the more realistic development scenario would be closer to the minimum residential density of 15 dwellings per acre, rather than the maximum calculated feasibility of up to 80 units per acre. Thus, utilizing 15 units per acre across the 65 net developable acres of the Croman Mill District would lead to a more limited capacity of 975 dwellings. In assessing the designated CFA sites, City Staff would aim to ensure that the 3,469 dwelling units required within CFAs are achievable at the minimum residential density required, rather than the maximum density achievable.





| <i>Transit Triangle Overlay</i> |                                                |                         |
|---------------------------------|------------------------------------------------|-------------------------|
| Site Area                       |                                                | <b>162.89 Acres</b>     |
| Green Space                     | <i>Approximately</i>                           | <b>7.51 Acres</b>       |
| R.O.W                           | <i>(DLCD Standard)</i>                         | <b>20 %</b>             |
| Net Developable Area            | 148 Acres                                      | <b>6,447,752 sq. ft</b> |
| Housing Units Capacity          |                                                | <b>7,524</b>            |
| Percentage from Needed Housing  | <i>(Housing Unit Capacity/Needed Housing).</i> | <b>217 %</b>            |
| Units Per Acre                  |                                                | <b>52</b>               |

#### ***Transit Triangle Overlay Results***

The Transit Triangle overlay is capable of hosting around 7,524 units within it if developed in its entirety at the maximum allowable residential density afforded within a CFA. This site alone can meet and exceed the Projected Needed Housing for the city. Please note that this calculation accounts for the individual Housing Unit capacity of all the different planned land use zones, mainly because different zones allow for different building heights, within the Transit Triangle Overlay and

The sum of all the housing unit capacity for the site gives us 7,524 units based on maximum development capacity. However, the Southern Oregon University zone (SO) portion within the Transit Triangle Overlay is not accounted for in the calculations of the housing unit capacity. That zone is being governed by the Southern Oregon University Masterplan. To avoid further complicating overlapping zones and overlays, the SO zone is excluded from the CFA. City Staff have further determined a revised residential density for the Transit Triangle Area, exclusive of the SO zone, based on the scenario where the area is developed at the CFA minimum residential density of 15 dwelling units per acre. This calculation results in an estimated total of 2,220 dwelling units.



| <i>Railroad Property</i>       |                                                |                         |
|--------------------------------|------------------------------------------------|-------------------------|
| Site Area                      |                                                | <b>57.27 Acres</b>      |
| Green Space                    | <i>Approximately</i>                           | <b>6.41 Acres</b>       |
| Street Network                 | <i>Approximately</i>                           | <b>12.52 Acres</b>      |
| Net Developable Area           | 38.34 Acres                                    | <b>1,670,090 sq. ft</b> |
| Housing Units Capacity         |                                                | <b>2,226</b>            |
| Percentage from Needed Housing | <i>(Housing Unit Capacity/Needed Housing).</i> | <b>64%</b>              |
| Units Per Acre                 |                                                | <b>58</b>               |

#### ***Railroad Property Results***

The calculated **2,226** housing units of the Railroad Property are not independently enough to meet the CFA requirement of 30% projected needed housing units. The site is short of 1,243 units from being compliance with the CFA requirements were it the sole CFA within the city. Therefore, an expansion of some kind must be considered.

One option for the city is to contemplate were the railroad site to be the primary CFA would be enlarging the boundaries of the Railroad site to encompass the developed residential and commercial regions nearby, which could bridge the existing gap were this site to be the exclusive CFA within Ashland. CFAs. Alternatively, the city has the option to label the Railroad site as a secondary CFA site, with the primary CFA sites being the Croman Mill District and/or Transit Triangle Overlay area. Collectively, these sites would fulfill the CFA requirement to accommodate 30% of Ashland's housing needs.



## Conclusion

The Croman Mill and Transit Triangle sites both can provide ample room for CFA development to fulfill the requirement of the CFEC rules for 30% of projected needed housing units. The specific boundaries that have been analyzed could change in a variety of minor ways without bringing the unit count below the necessary threshold.

The Railroad property falls short in covering 30% of the Projected Needed Housing for the city. In any case, resizing the boundary could help increase the housing capacity of the site and bring it closer to compliance with the 30% requirement of the CFEC, or best-case scenario it will bring the railroad property to a full compliance with the 30% requirement of the CFEC.

The downtown area has been included in this discussion because it remains relevant to the CFA transformation and may end up included in a broad CFA overlay that encompasses the major employment, commercial, and higher-density residential areas of the city, even if it is not needed to meet the housing requirement.

Overall, the city of Ashland does have a few options when designating a CFA site. The site will need to be fully compliant with the CFEC land use regulations, and most of the sites do not need major updates to bring them up to compliance with the CFEC regulations. Both Transit Triangle and Croman Mill sites are compatible with the 30% projected needed housing in the city. However, the railroad property does not have the capacity to host the full 30% of the projected needed housing, but it could act as a secondary CFA and as a safety buffer for the projected housing units for the primary CFA(s). City Staff highlights that if the potential CFA candidate areas, namely the Croman Mill District, the Transit Triangle Overlay area, and the Railroad site, are individually developed to meet the minimum density requirement set for designated CFAs (which is 15 units per acre), their combined residential development capacity even at this minimum would successfully meet the CFA mandate of accommodating a minimum of 30% of Ashland's housing demands.



## Chapter 3: Anti-Displacement Mitigation Strategies

### CFA Redevelopment Outcomes

Due to the nature of the regulations, an area designated as a climate friendly area gains the capability to be redeveloped for a wide variety of uses and dense housing types. While these factors intend to promote nodes not reliant on personal automobile use, they also have the capability of creating modernized, attractive, and competitively priced developments which can subsequently displace protected classes. This trend, known as gentrification, can become a component of a climate friendly areas if cities do not carefully analyze a CFA's location and consider proper phase 2 protections to ensure the developments remains accessible to all populations.

### Anti-Displacement Map Analysis

Recognizing this potential threat, DLCD has prepared an anti-displacement guide. This guide classifies areas by neighborhood type which are characterized by their income profile, vulnerable classes, amount of precarious housing, housing market activity, and overall neighborhood demographic change. Each area is identified through the DLCD anti-displacement map, which can be found here: [Anti-Displacement Map](#)

Each neighborhood type is categorized as one of the following:

#### *Affordable and Vulnerable*

The tract is identified as a low-income tract, which indicates a neighborhood has lower median household income and whose residents are predominantly low-income compared to the city average. The neighborhood also includes precariously housed populations with vulnerability to gentrification and displacement. However, housing market in the neighborhood is still stable with no substantial activities yet. At this stage, the demographic change is not under consideration.

#### *Early Gentrification*

This type of neighborhood represents the early phase in the gentrification. The neighborhood is categorized as a low-income tract having vulnerable people and precarious housing. The tract has a hot housing market, yet no considerable changes are found in demographics related to gentrification.

#### *Active Gentrification*

These neighborhoods are identified as low-income tracts with a high share of vulnerable people and precarious housing. The tracts are experiencing substantial changes in housing price or having relatively high housing costs found in their housing markets. They exhibit gentrification-related demographic change. The latter three neighborhoods on the table are designated as high-income tracts. They have hot housing market as they have higher rent and home value with higher appreciation rates than the city average. They also do not have precarious housing anymore. However, Late Gentrification type still has vulnerable people with experiences in gentrification related demographic changes.



### *Late Gentrification*

This type of neighborhood does not have predominantly low-income households, but still have vulnerable population to gentrification. Their housing market exhibits high housing prices with high appreciations as they have relatively low share of precarious housing. The neighborhood has experienced significant changes in demographics related to gentrification.

### *Becoming Exclusive*

The neighborhoods are categorized as high-income tracts. Their population is no longer vulnerable to gentrification. Precarious housing is not found in the neighborhoods. However, the neighborhoods are still experiencing demographic change related to gentrification with hot housing market activities.

### *Advanced Exclusive*

The neighborhoods are identified as high-income tracts. They have no vulnerable populations and no precarious housing. Their housing market has higher home value and rent compared to the city average, while their appreciation is relatively slower than the city average. No considerable demographic change is found in the neighborhoods.

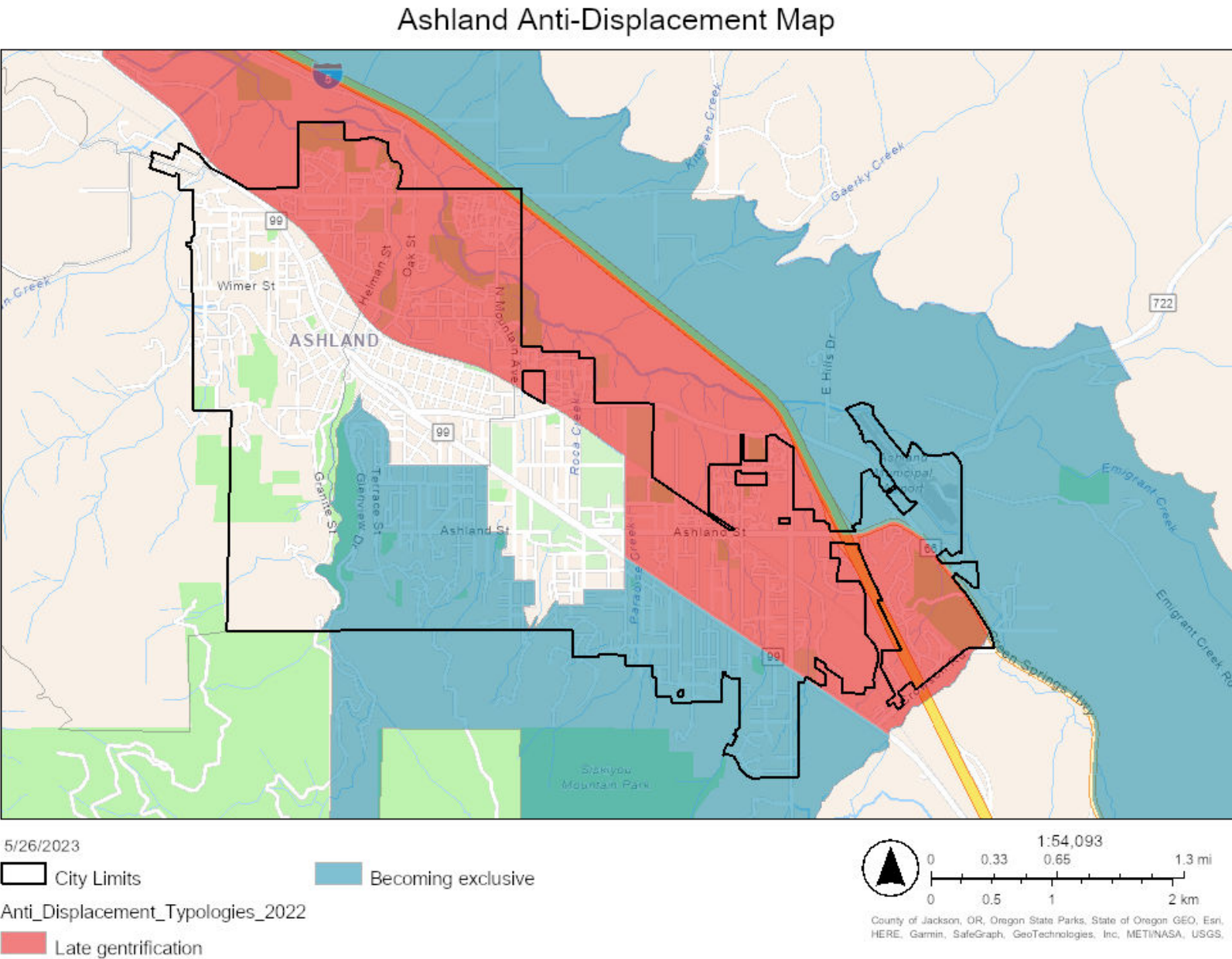
### *Unassigned*

The unassigned tracts have not experienced any remarkable changes in demographics or housing markets. The neighborhood has been stable with unnoticeable change, yet this does not necessarily mean that there is no need for extra care compared to other neighborhoods with assigned types. Planners need to engage with the communities to make sure the neighborhood is stable while aligning with community needs and desires.

## Neighborhood Types Present Within the Proposed CFA

As proposed, the candidate CFA for Ashland currently lies within a census tract 18 of Jackson County, which is identified by the neighborhood type: **Late Gentrification**, see the following map.

Map 5. DLCD Anti-Displacement Map





## Suggested Strategies

It is important to note that while the project's scope of work directly referenced DLCD's housing production strategies (HPS) as a component of the anti-displacement analysis, the City of Ashland has an approved Housing Production Strategy report which satisfies DLCD's requirements and aims to ensure sustainable and equitable residential development within the city. Because the housing production study was put out for public comment on May 23<sup>rd</sup>, 2023, the technical analysis in this report utilized DLCD's HPS for the purposes of the Climate Friendly Area analysis. Nonetheless, the technical analysis team recommends use of the in-depth HPS report produced by the City of Ashland for phase 2 of the CFA study.

Referring to DLCD's housing production strategies, which can be found [here](#), RVCOG has identified the following strategies to ensure that a climate friendly area acts as an equitable community. In selecting strategies RVCOG prioritized strategies color coded as green for the **Late Gentrification** neighborhood type for their likeliness to generate little to no adverse impact, factoring in local context and feasibility as well.

### Category A: Zoning and Code Changes

#### **A03: Density or height bonuses for affordable housing.**

Cities could consider introducing a height and density bonus for developments which introduce units between 30% - 120% of the average median income (AMI). RVCOG suggests using the CFA thresholds as a potential model for such bonuses, in the case of Ashland potentially allowing an increased 10 feet of maximum height and additional 5 dwellings per acre. City Staff notes that Ashland presently allows an affordable housing density bonus of up to two market rate units for every qualifying affordable housing unit provided, accommodating up to a 35% increase in residential density.

#### **A07: Single Room Occupancy**

Single room units, such as junior accessory dwelling units, present a new housing typology not commonly considered among residential zones. Enabling this use as a permitted accessory component of a multi-unit development could provide developers with the opportunity to provide unique housing arrangements and a variety of units at different price points. (New State Law)

#### **A14: Re-examine Mandated Ground Floor Use**

The City of Bend has determined that while lively streetscape in a dense environment is a worthy goal, mandating that ground floors be occupied by commercial uses when the surrounding market forces can't support such a use can contribute to decreased development or loss of area for dwellings. City Staff notes that HB 2984, passed in the 2023 State Legislative Session, allows the conversion of buildings from commercial use to housing without a zone change or conditional-use permit. It prohibits local governments from requiring more parking and limits collection of system development charges. This statewide legislation effectively allows residential ground floor use within commercial buildings.



Category B: Reduce regulatory Impediments

**B10: Public Facility Planning**

Factoring that some of the proposed CFA sites are largely vacant, assisting in providing public facilities could make these sites more attractive for development. Furthermore, assisting in providing public facilities may enable the city to prioritize key connections or better plan for expansion in the future.

**B07: Flexible Regulatory Concessions for Affordable Housing**

Considering that cities within the 10,000-24,999 population range are in one of the lower ranges for prescriptive CFA standards, enabling affordable housing to move into some of the upper thresholds could present a unique advantage further attract affordable housing. Furthermore, this strategy enables a CFA to evolve directly in response to its City's population growth, possibly resulting in a CFA pre-emptively meeting the next threshold's requirements.

**B19: Survey Applicant on Development Program Decision-Making**

User feedback can help illustrate frustrations or pitfalls in the planning process not seen by staff. Utilizing a survey as litmus test for ease of development within a CFA can serve as an asset not only to the CFA, but the City's Planning department as a whole. City Staff notes that in February 2023 the City Community Development Department surveyed all individuals that obtained a Planning Permit, or Building Permit, from 2018-2022. The City is in the process of establishing a Development Process Management Advisory Committee made up developers, builders, architects, and private planners, to assist in reviewing the survey and to recommend areas to improve the permitting process and reduce barriers to the development of needed housing.

Category C: Financial Incentives

**C01: Reduce or exempt System Development Charges (SDCs) for needed housing.**

SDC's are often seen as necessary yet prohibitive cost associated with new development. Granting exemptions for needed dense and affordable housing helps clear the way for development, while commercial developers seeking to capitalize on attractive areas by constructing recreational or tourism oriented, or general luxury developments can bear a larger part of the burden when it comes to needed infrastructural growth. City Staff notes that Ashland presently waives all SDCs for qualified affordable housing.

**C04: Incentivize Manufactured and Modular Housing.**

Manufactured and modular housing could be a popular option in vacant CFA areas as it can be constructed for less cost and added on to as a larger population occupies the CFA. Modular housing also supports homeownership rather rented housing, a notion that could ensure a CFA acts as equitable community for permanent residents and doesn't become an area merely for vacation rentals. City Staff notes the City's adopted Housing Production Strategy includes a strategic action to create a Manufactured Park Zone to preserve existing parks and potentially identify opportunities for additional manufactured home parks. Manufactured and Modular housing are presently permitted outright on



individual residentially zoned lots within the City with the exception of designated National Register Historic Districts.

Category D: Financial Resources

**D02: Low Income Housing Tax Credit (LIHTC).**

Federal tax credits represent an external opportunity for an affordable housing development to feasibly occur within a city. Disclaiming these opportunities to developers comes at little cost to the city, and can facilitate mixed income housing that contributes to a more diverse set of demographics within a CFA.

**D09: Demolition Taxes**

A demolition tax can ensure that new development within a CFA introduces a greater density than the existing structure or be forced to be pay a tax to fund a housing trust fund. Demolition taxes help mitigate the effects of higher density, aging housing being replaced by lower density, newer, market-rate homes, which could occur if the CFA is sited in a more historic area of a community, or the introduction of the CFA regulation induces more affluent populations seeking proximity to mixed uses.

**D09: Construction Excise Tax**

Seeing as the CFA's are located on vacant land, a construction excise tax (CET) seems to be an apt solution to ensure development of a CFA accrues funds for affordable housing projects both within the CFA and elsewhere. City Staff notes the City's adopted Housing Production Strategy includes a strategic action to evaluate establishing a CET to support affordable housing development within the community.

Category E: Tax Exemption and Abatement

**E03: Vertical Housing Development Zone Tax Abatement**

This housing production strategy authorized ORS 307.841 directly aligns with the live work environment that's meant to appear within CFA's and is natural candidate to assist in mixed use development. The effectiveness of this strategy could be somewhat bound by a CFA's respective height limits but coupled with affordable housing density bonuses could be quite effective. City Staff notes that Ashland presently established a Vertical Housing Development Zone to correspond with the Transit Triangle Overlay area. As this Transit Triangle area is a candidate for a CFA, this strategy is in already place within one of the potential CFA areas under consideration.

**E04 & E05: Multiple Unit Tax Exemptions (Property and Limited taxes)**

Similar to the Vertical Housing Tax Abatement, the multiple unit tax exemptions could serve as a symbiotic strategy to the type of development intended to occur within a CFA. Whether this strategy seeks to aid in overall feasibility by being a long-term exemption or aid in the initial

**E10: Delayed tax Exemptions**

Delayed tax exemptions can be seen as a viable strategy to allow new development recoup construction costs and establish a profitable base before falling below 80% AMI. This strategy could benefit initial



developments in CFA's, and later assist them in serving a new economic bracket when the area becomes more developed.

*Category F: Land, Acquisition, Lease, and Partnerships*

**F17: Designated Affordable Housing Sites**

Designating CFA's partly or entirely as affordable housing sites can ensure the best use of the land in the future. While price control measures may ward off developers initially, highlighting tax exemptions and streamlined planning process coupled with the relative newness of the CFA regulations may highlight these areas as feasible location for affordable housing.

**F19: Affordable Housing Preservation Inventory**

Identifying and inventorying areas currently hosting affordable housing enables staff to examine what contextual factors have led them to appear in their community, and informs areas to proceed with caution when expanding the CFA.

City staff are encouraged to review and evaluate the list of strategies when it comes time for phase 2 zoning reform.

City Staff emphasizes that the strategic actions outlined in the approved Ashland Housing Production Strategies will be evaluated in the context of identifying and implementing Climate Friendly Areas (CFAs). A new CFA land use designation would be crafted with the primary goal of encouraging the development of transit supported mixed-use, higher-density environments that actively diminish the dependence on fossil fuels. The evaluation process will pay particular attention to addressing the potential displacement of existing affordable housing within any designated CFA area while simultaneously seizing the opportunities to foster necessary housing options within the designated areas. This comprehensive approach underscores the city's commitment to both sustainable urban development and the preservation of affordable housing for its residents.



## Appendix A: Acronyms

### Regulatory:

- LCDC = Land Conservation & Development Commission
- DLCD = Department of Land Conservation & Development
- OAR = Oregon Administrative Rules
- CFA = Climate Friendly Area
- CFEC = Climate Friendly & Equitable Community

### Technical:

- HNA = Housing Needs Assessment
- HCA = Housing Capacity Analysis
- HPS = Housing Production Strategy
- NDA = Net Developable Area
- HUC = Housing Units Captured
- MF = Multifamily Housing
- SF = Single Family Housing



## Appendix B: References

- [Climate-Friendly Areas Methods Guide](#) by DLCD.
- [CFA Anti-Displacement Analysis](#) by DLCD.
- [Housing Production Strategy](#) by DLCD.
- The cover picture used in the study document is by Fred Stockwell





## **Climate Friendly Areas Study**

**City of Ashland, OR**



**Rogue Valley**  
Council of Governments

155 N First St  
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Central Point, OR 97502  
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Fax (541) 664-792



Climate-Friendly & Equitable Communities

## CLIMATE FRIENDLY AREA CANDIDATES

Ashland, OR

### Legend

- Priority CFA Option
- Secondary CFA Option
- City Boundary
- Urban Growth Boundary

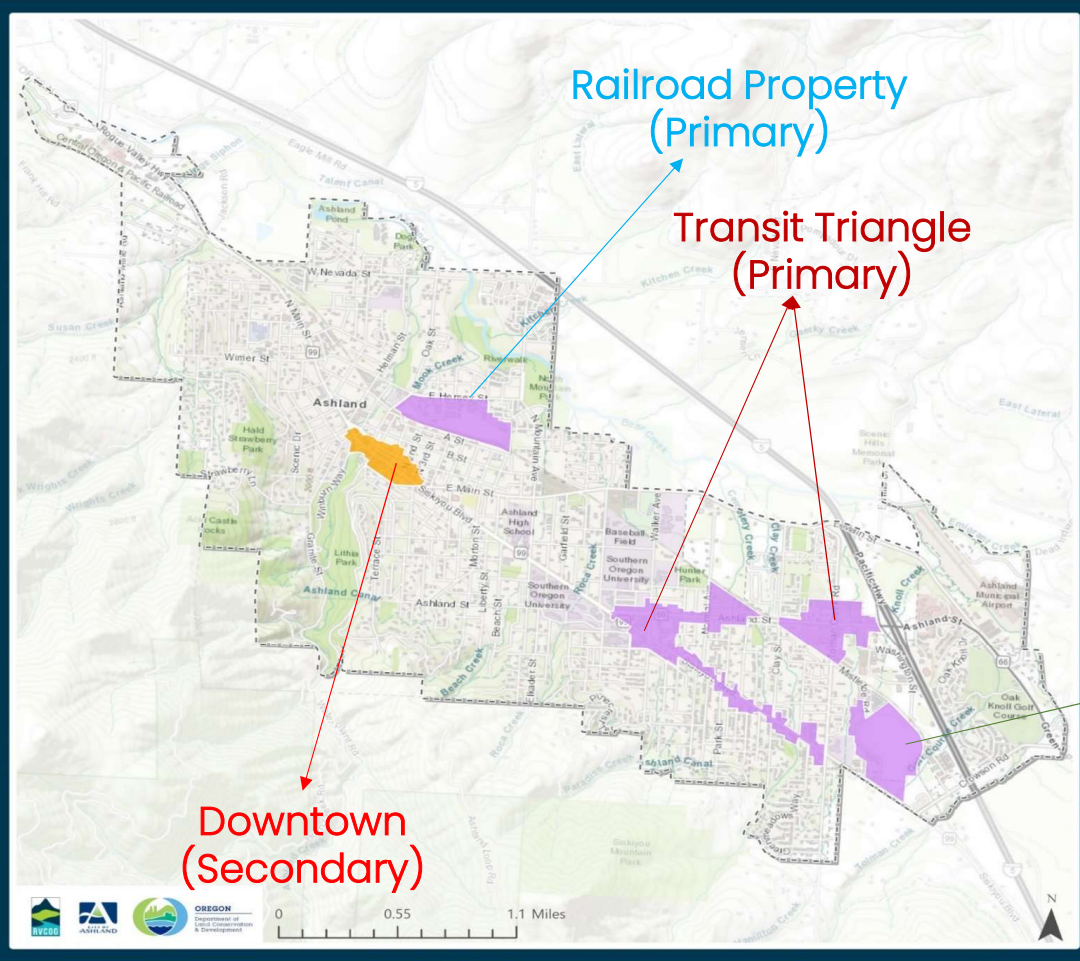


Rogue Valley  
Council of Governments  
155 N 1st  
Central Point, OR 97502

This map product is for planning purposes only and has not been prepared for, nor is suitable for legal, engineering, or surveying purposes.

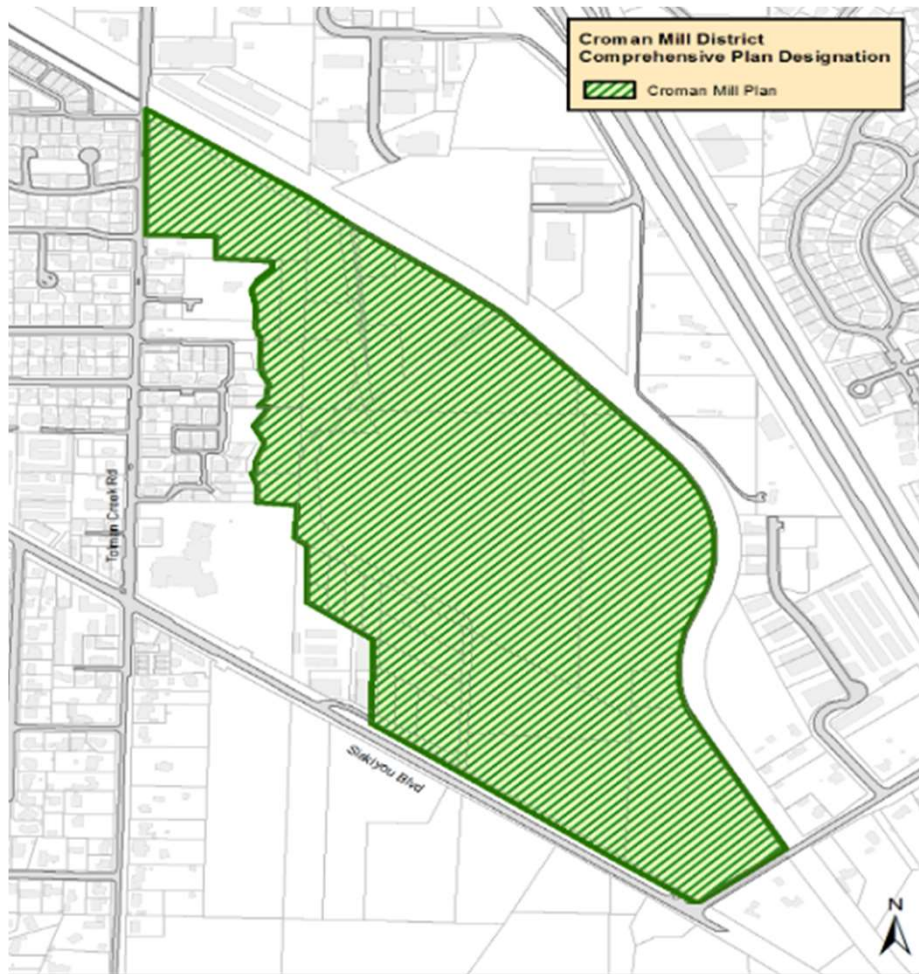
Data: Jackson County, BLM, State of Oregon, ODOT, ESRI, USGS, EPA, Garmin, GeoTechnologies, Inc., METI/NASA, Maxar, USDA, HERE, Esri Canada

Created: E. Memmott, RVCOG, 2023



Better Together

# Candidate CFAs



- **Approx. 92 acres total**
- Masterplan Adopted 2008
- Remains Largely Undeveloped
- *Clean-Up Plan in process*
- Townmakers, LLC currently looking at code changes to develop approx. 65 acres.

By prescriptive methodology:

- **5,142 new dwelling units**
- 79 dwelling units per acre
- 148 percent of needed housing



## Croman Mill District

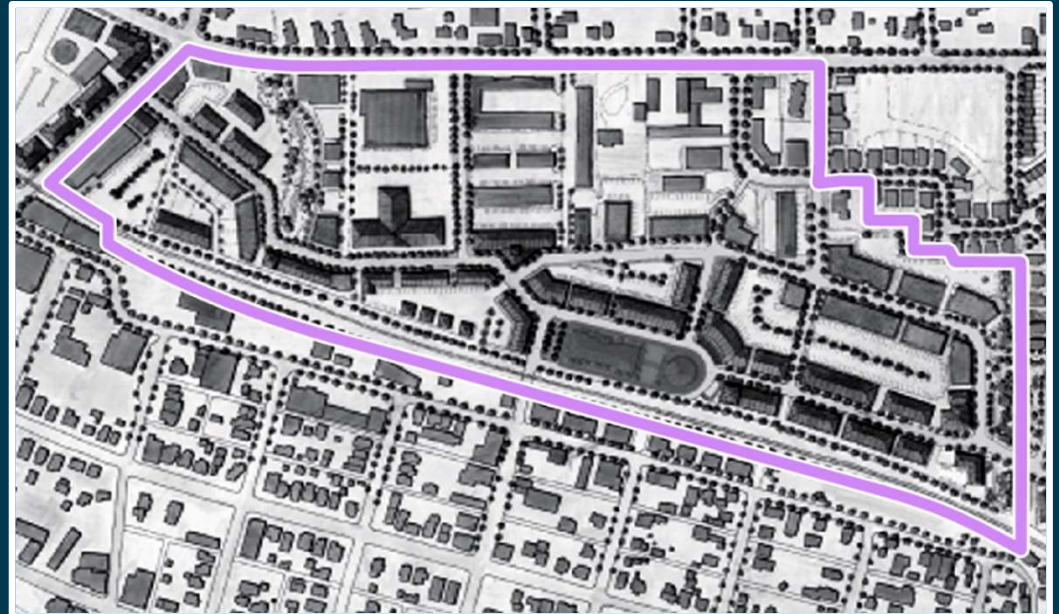


Image 3 - Railroad Property



Image 4 - Railroad Property Master Plan

*DRAFT*



- **Approx. 57 acres.**
- Southern portion largely undeveloped.
- Clean-up Plan under development.
- 2001 Masterplan not adopted, Street plan adopted.

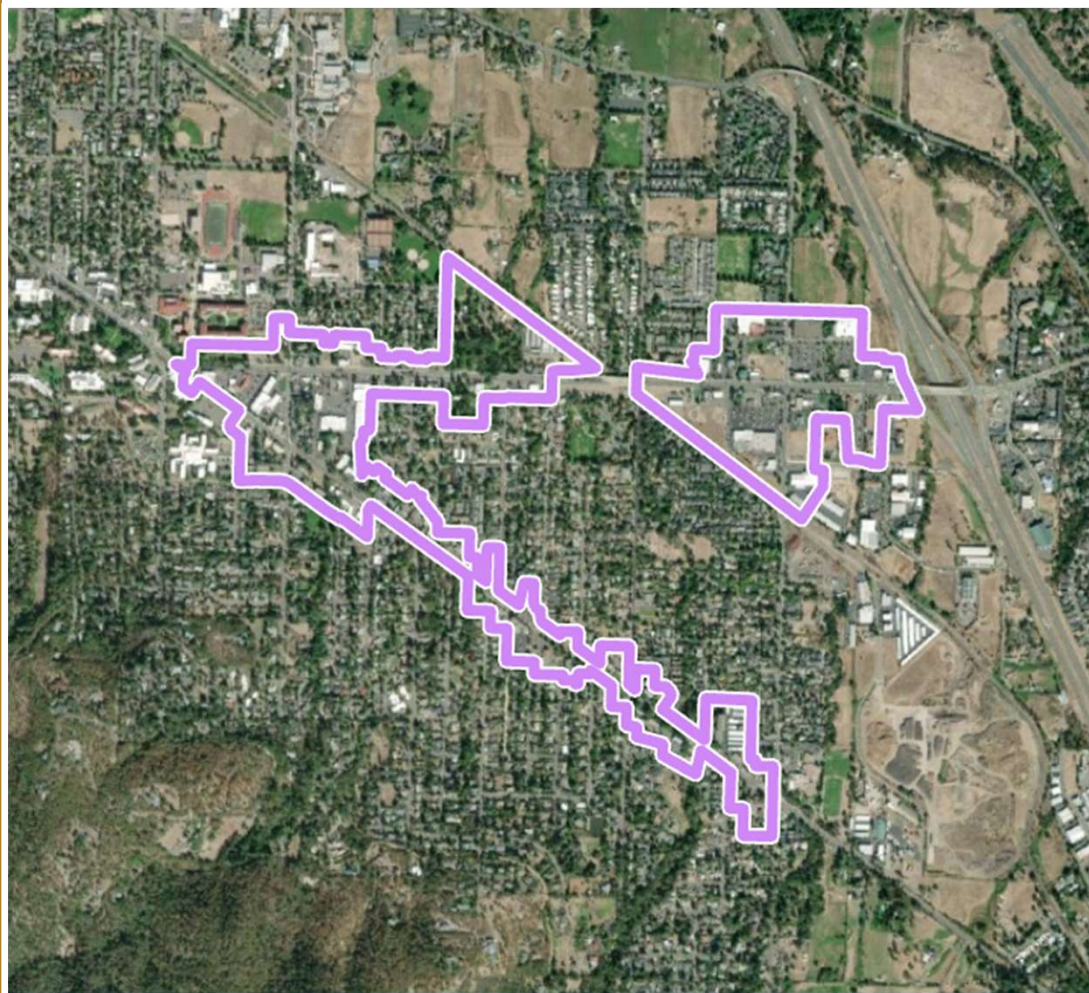
By the prescriptive methodology:

- **2,226 new dwelling units**
- 58 dwelling units per acre
- 64 percent of needed housing.



# Railroad Property

# Transit Triangle



## Transit Triangle

- Approximately 167 acres
- Undeveloped or underdeveloped
- Largely auto-dependent uses in “strip development” pattern
- Likely a center of future growth

### By the prescriptive methodology:

- 7,524 new dwelling units
- 52 dwelling units per acre
- 207 percent of needed housing.







## Downtown

- Largely Developed without off-street parking requirements
- National Register-Listed Historic District

Given the level of development and the historic status, the Downtown is being looked at as a CFA, but was not analyzed under the lens of the prescriptive CFA methodology given it is nearly built out.





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# **City of Ashland**

## **Croman Mill**

## **Climate Friendly Area**

### **Multimodal GAP Summary**

*Produced by the Rogue Valley Council of Governments, in  
collaboration with the City of Ashland*

**2024**



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## Multimodal GAP Summary

“A multimodal gap summary must be prepared when a new Climate Friendly Area (CFA) is created or an expansion to a CFA is adopted. The gap summary will implement OAR 660-012-0325 (4), which requires local governments to perform a Multimodal Transportation Gap Summary with the adoption of a CFA.

The gap summary includes:

- a. A summary of the existing multimodal transportation network within the climate-friendly area;
- b. A summary of the gaps in the pedestrian and bicycle networks in the climate-friendly area, including gaps needed to be filled for people with disabilities, based on the summary of the existing multimodal transportation network;
- c. If applicable as provided in section (2), a highway impacts summary as provided in section (5); and
- d. A list of proposed projects to fill multimodal network gaps identified in subsection (b).”

The multimodal transportation gap summary must include a highway impacts summary as provided in section (5) if the designated climate-friendly area as provided in OAR 660-012-0315 or Region 2040 center contains a ramp terminal intersection, state highway, interstate highway, or adopted ODOT Facility Plan.

(5) A highway impacts summary must identify how the transportation system may be affected by implementation of the climate-friendly area. The highway impacts summary must include:

- (a) A summary of changes between existing and proposed development capacity of the climate-friendly area based on the proposed changes to the comprehensive plan and land use regulations;
- (b) A summary of the additional motor vehicle traffic generation that may be expected in the planning period, considering reductions for expected complementary mixed-use development, additional multimodal options, and assuming meeting goals for reductions in vehicle miles traveled per capita; and
- (c) A summary of traffic-related deaths and serious injuries within the climate-friendly area in the past five years.

### A. Workplan

Vehicular (local street connectivity), pedestrian (sidewalks and multiuse pathways), bicycle (lanes, routes, multiuse pathways), and public transit (routes, stations, transit stops, supporting infrastructure facilities) inventory information on all classified (local street and higher) facilities. This data may be extracted/derived from existing planning documents such as TSPs, facility plans, sub-area plans, and transit plans, with field verification as needed.

Summary of gaps in the pedestrian network on all classified (local and higher) facilities and state highways, as applicable. Summary of gaps in the bicycle network on all collector and higher roadways and state highways, as applicable. Summary of the general condition of sidewalks, major



impediments on the sidewalk network that limit the mobility for people with disabilities (e.g., utility pinch points, sidewalks without curb ramps at major intersections, accessible pedestrian push buttons etc.).

A pedestrian and bicycle project list extracted/derived from existing planning documents such as TSPs, facility plans, sub-area plans, or transit plans. In the absence (or in addition to) of planned project lists, a preliminary list of pedestrian and bicycle projects to fill identified gaps on the infrastructure network.

The Oregon Department of Transportation is providing the initial highway impact summary. However, for future CFA updates, the local government will be responsible for the highway impact summary development.

### B. Ashland Croman Mill CFA

The Croman Mill Climate Friendly Area (CFA) is significant for its redevelopment potential and proximity to downtown Ashland as well as transit, bicycle and pedestrian infrastructure. Approximately 65 acres of the Croman Mill CFA is undeveloped. The Croman Mill CFA overlaps the Croman Mill Special District codified in the City of Ashland Land Use Ordinance. The Croman Mill District, Chapter 18.3.2, guides future development at the Croman Mill CFA. However, development agreement negotiations and environmental remediation could also impact site development.

#### 1. Existing Conditions

With a population over 10,000, Ashland is subject to the requirements of OAR 660-012-0310, Climate-Friendly Areas, OAR-660-012-0315, Designation of Climate-Friendly Areas and OAR-660-012-320, Land Use Requirements in Climate-Friendly Areas. To meet the requirements, the City of Ashland is adopting prescriptive standards which include a minimum residential density of 15 dwelling units per net acre and maximum building height of no less than 50 feet. Ashland has designated multiple CFAs to accommodate the required 30% of their current and projected housing.

##### i. Street Network

The primary access to Croman Mill CFA is via Mistletoe Road. The route extends along the western boundary from Siskiyou Boulevard (Highway 99) north to Tolman Creek Road. The historic Croman Mill roadways are private and, to date, largely underdeveloped.

##### ii. Pedestrian Network

Neither Mistletoe Road or historic Croman Mill provide pedestrian facilities within the Croman Mill CFA.

##### iii. Bicycle Network

Neither Mistletoe Road or historic Croman Mill currently provide bicycle facilities within the Croman Mill CFA.

##### iv. Transit

Rogue Valley Transit District (RVTD) Route 10 has 3 stops along Tolman Creek Road between Highway 99 and Mistletoe Road with buses every 20 minutes.

## 2. GAP Summary

The planned pedestrian, bicycle and transit facility network envisioned by the redevelopment and transportation system plans look to address the significant gaps. Developers are seeking amendments to the land use ordinance, transportation system plan, zoning, and comprehensive plan map. A transportation impact analysis will be developed. For that area of the Croman Mill District outside the city but within the urban growth boundary, an annexation application is to be submitted.

### C. Planned Projects

The following planned projects within the Croman Mill CFA are identified in the Ashland Transportation System Plan (TSP). The Croman Mill central boulevard in the redevelopment plan is project #R43, New Roadway (E). The route that intersects central boulevard, crosses the railroad and connects with Washington Street is Project #R45, New Roadway (F). The remainder of the routes within the Croman Mill Master Plan are listed as Project #R49, Croman Mill District Streets.

Table 1 Croman Mill Ashland TSP Roadway, Intersection and Railroad Crossing Projects

| Croman Mill CFA Ashland TSP Projects             |                                                                                                                                              |                    |                          |
|--------------------------------------------------|----------------------------------------------------------------------------------------------------------------------------------------------|--------------------|--------------------------|
| Project # - Name                                 | Description                                                                                                                                  | Priority           | Cost (2013)              |
| R43 – New Roadway (E)                            | Construct a new roadway from Mistletoe Road to Siskiyou Boulevard (OR 99) consistent with the Croman Mill District Plan                      | Development Driven | \$4,322,000              |
| R45 – New Roadway (F)                            | Construct a new roadway from Washington Street to New Roadway (E) consistent with the Croman Mill District Plan; coordinate with Project X2. | Development Driven | \$1,199,000              |
| R49 – Croman Mill District Streets               | Construct new streets to provide connectivity within, to and from the Croman Mill District                                                   | Development Driven | Developer Responsibility |
| X2- Washington Street at-Grade Railroad Crossing | Pursue a New At-Grade Railroad Crossing at Washington Street as part of the Croman Mill Site Development. Coordinate with project R45        | Development Driven | \$1,000,000              |

Cost estimates are for construction and engineering, at-grade RR crossings, and do not include rights-of-way.

Figure 1 - Croman Mill Master Plan central boulevard street cross-section

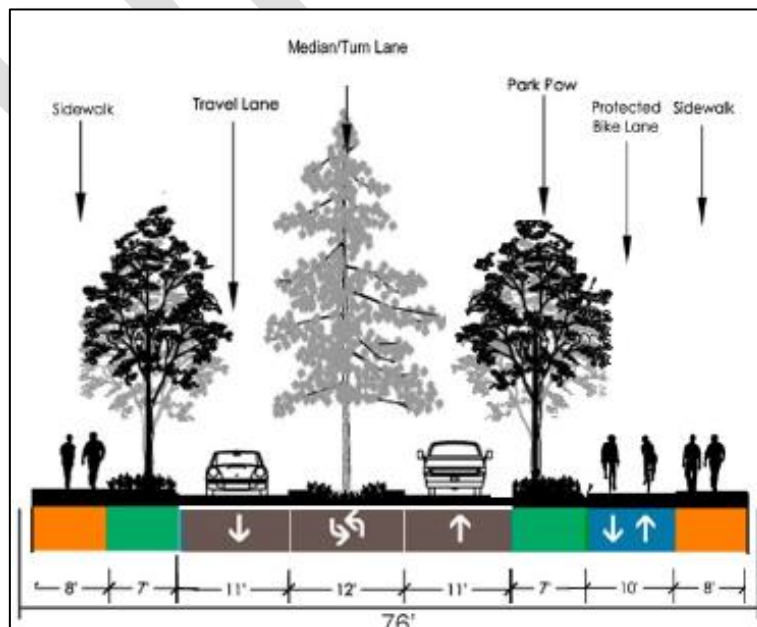




Table 2 Croman Mill Master Plan approximate facility lengths

| Croman Mill Central Blvd (R43) | Street Side |       |
|--------------------------------|-------------|-------|
| Protected Bike Lane            |             |       |
| linear feet (lf)               | 2,400       |       |
| Sidewalk                       | West        | East  |
| linear feet (lf)               | 2,193       | 2,164 |
| Croman Mill Main Rd (R45)      | Street Side |       |
| Protected Bike Lane            |             |       |
| linear feet (lf)               | 672         |       |
| Sidewalk                       | West        | East  |
| linear feet (lf)               | 544         | 521   |

Figure 2a – Multi-Use Path

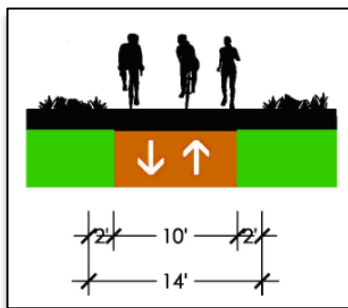


Figure 2b - Central Bike Path

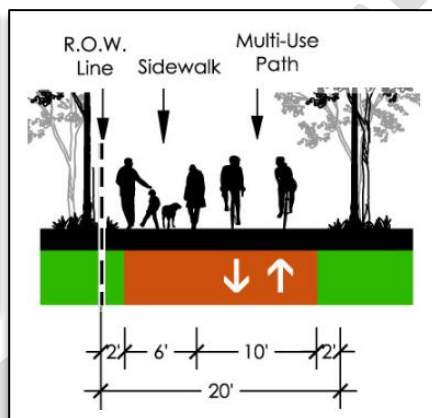
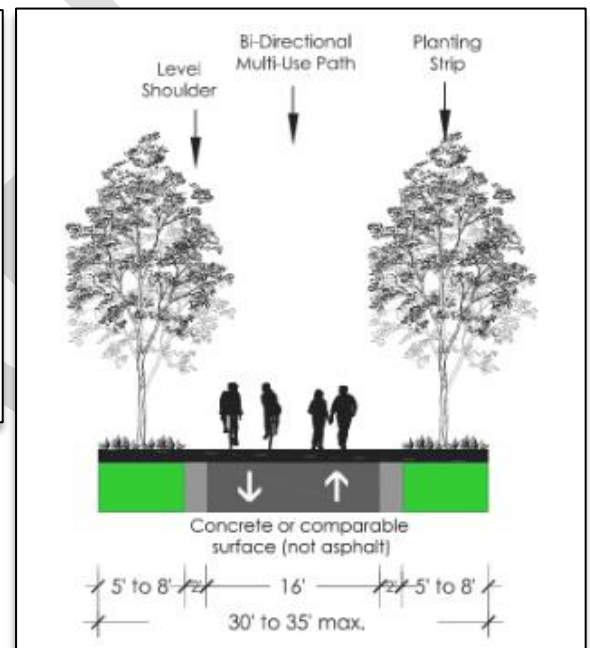


Figure 2c - Accessway Multi-use Path



#### D. Maps



## CLIMATE FRIENDLY AREA

Ashland  
Croman Mill  
Multimodal GAP Analysis

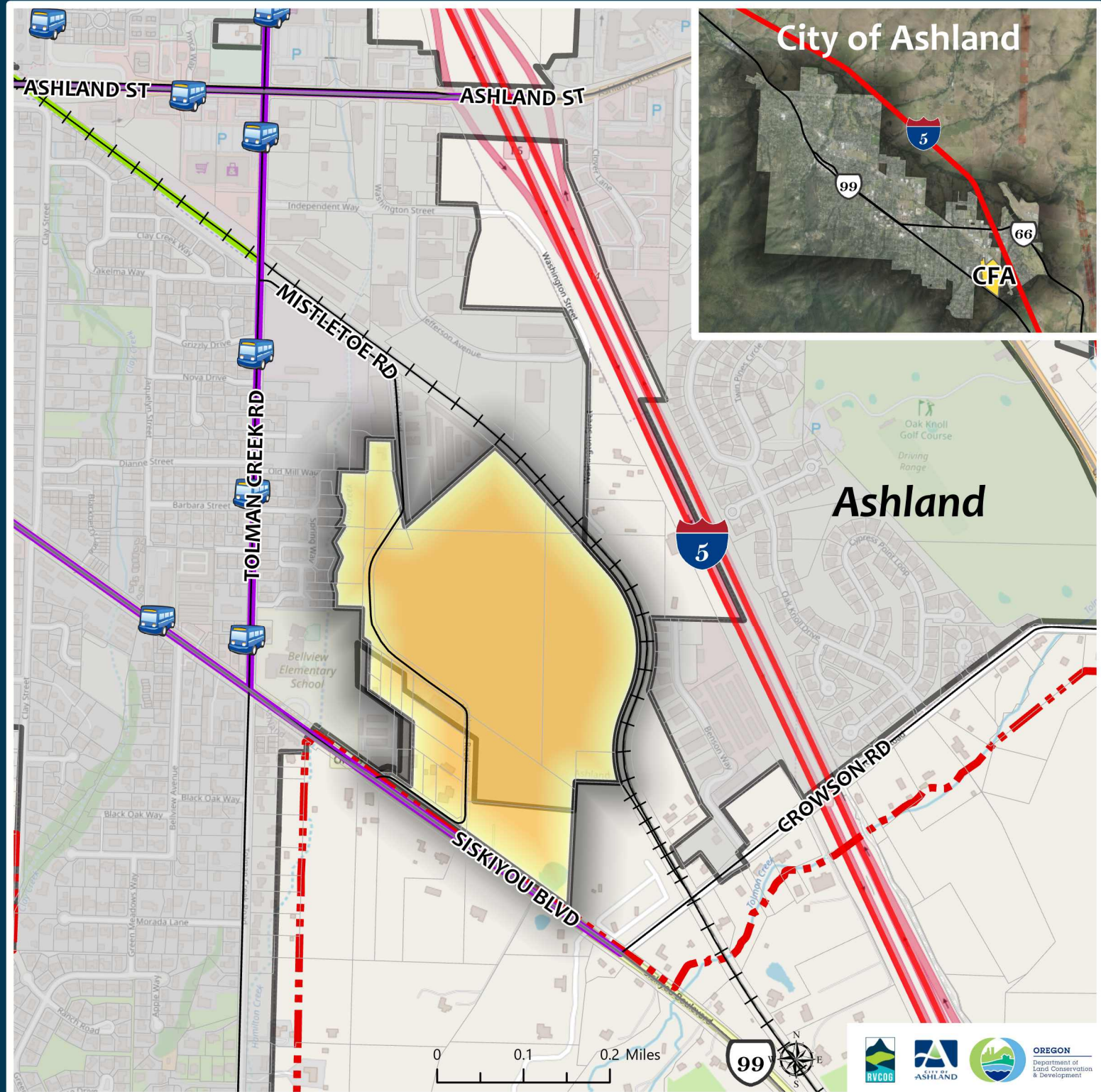
- Croman Mill CFA
- City Limits
- Urban Growth Boundary
- Multi-use (Greenway)
- Bike Lane
- Sharrow
- Shared Lane
- Rail Network
- RVTD Stop



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Created: J. Stump, RVCOG, 2024







## CLIMATE FRIENDLY AREA

Ashland  
Croman Mill  
Multimodal GAP Analysis

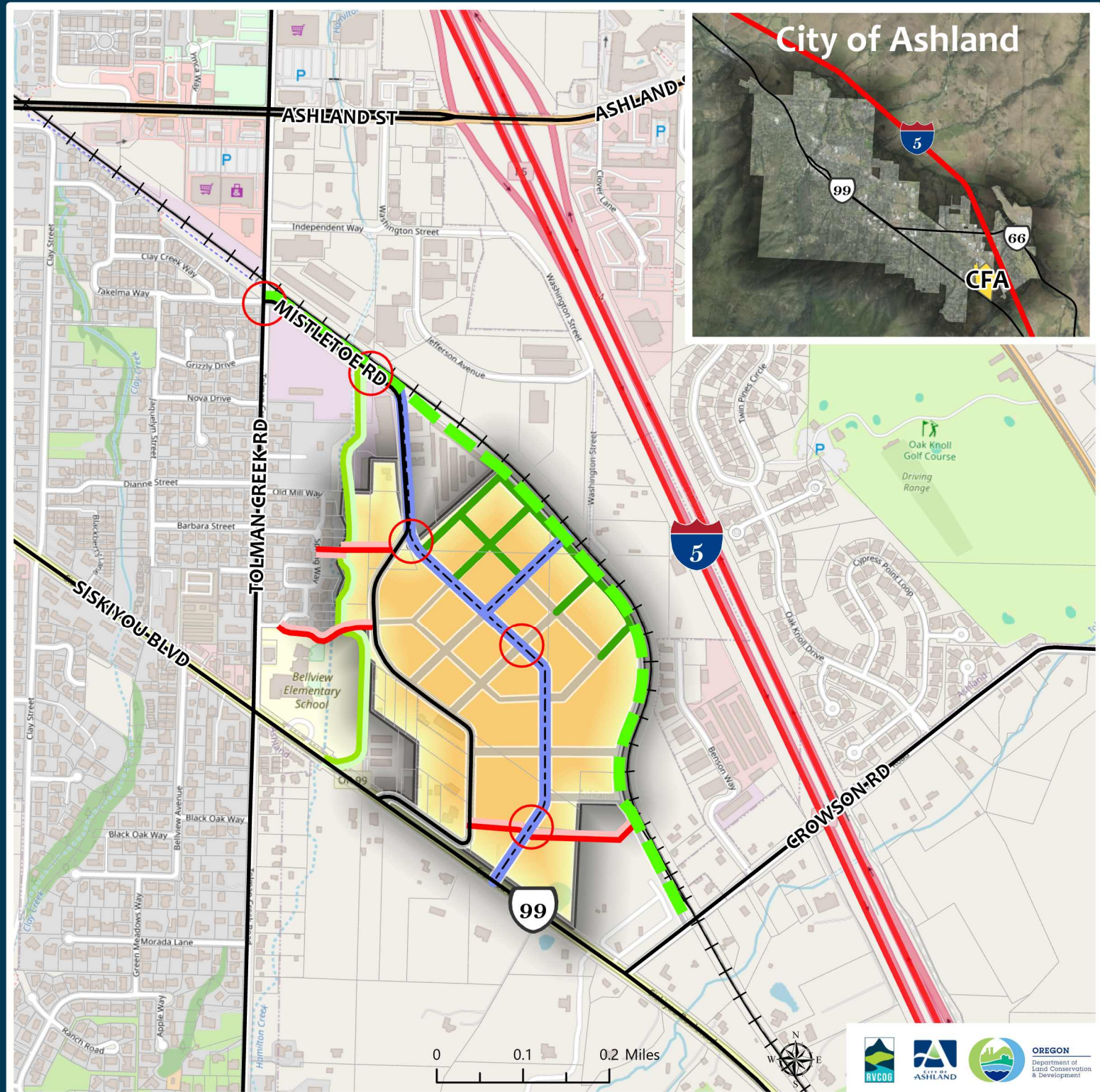
- Existing Street
- Central Bike Path
- Protected Pedstrian/Bikeway
- Bike/Pedstrian Accessway
- Hamilton Creek Greenway Trail
- Multi-use
- Proposed Bus Stop
- Planned ROW
- Rail Network



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Created: J. Stump, RVCOG, 2024





**Rogue Valley**  
Council of Governments

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# **City of Ashland**

## **Railroad Climate Friendly Area**

### **Multimodal GAP Summary**

*Produced by the Rogue Valley Council of Governments,  
in collaboration with the City of Ashland*

**2024**



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## Multimodal GAP Summary

“A multimodal gap summary must be prepared when a new Climate Friendly Area (CFA) is created or an expansion to a CFA is adopted. The gap summary will implement OAR 660-012-0325 (4), which requires local governments to perform a Multimodal Transportation Gap Summary with the adoption of a CFA.

The gap summary includes:

- a. A summary of the existing multimodal transportation network within the climate-friendly area;
- b. A summary of the gaps in the pedestrian and bicycle networks in the climate-friendly area, including gaps needed to be filled for people with disabilities, based on the summary of the existing multimodal transportation network;
- c. If applicable as provided in section (2), a highway impacts summary as provided in section (5); and
- d. A list of proposed projects to fill multimodal network gaps identified in subsection (b).”

### A. Workplan

The Oregon Department of Transportation has committed to providing an initial highway impact summary if required. A highway impact summary for the Railroad CFA is not required.

Vehicular (local street connectivity), pedestrian (sidewalks and multiuse pathways), bicycle (lanes, routes, multiuse pathways), and public transit (routes, stations, transit stops, supporting infrastructure facilities) inventory information on all classified (local street and higher) facilities. This data may be extracted/derived from existing planning documents such as TSPs, facility plans, sub-area plans, and transit plans, with field verification as needed.

Summary of gaps in the pedestrian network on all classified (local and higher) facilities and state highways, as applicable. Summary of gaps in the bicycle network on all collector and higher roadways and state highways, as applicable. Summary of the general condition of sidewalks, major impediments on the sidewalk network that limit the mobility for people with disabilities (e.g., utility pinch points, sidewalks without curb ramps at major intersections, accessible pedestrian push buttons etc.).

A pedestrian and bicycle project list extracted/derived from existing planning documents such as TSPs, facility plans, sub-area plans, or transit plans. In the absence (or in addition to) of planned project lists, a preliminary list of pedestrian and bicycle projects to fill identified gaps on the infrastructure network.

### B. Ashland Railroad CFA

The Ashland Railroad CFA is approximately 57 acres with 16+ acres undeveloped. A master plan was developed for the Ashland Railroad property in 2001 with a Transportation and Growth Management program grant. Once designated a CFA, the City of Ashland plans to designate the entire CFA Residential Overlay (Land Use Ordinance, Chapter 18.3.13) or eliminate the overlay and make residential a permitted use.



The CFA includes the railyard parcel currently owned by Union Pacific. A portion of the railyard parcel is being cleaned up by Union Pacific with some oversight from Oregon's Department of Environmental Quality (DEQ). Restrictions for single family residential will exist on part of the railyard parcel. (See <https://www.oregon.gov/deq/Programs/Pages/Ashland-Railroad-Yard.aspx>)

### 1. Existing Conditions

With a population over 10,000, Ashland is subject to the requirements of OAR 660-012-0310, Climate-Friendly Areas, OAR-660-012-0315, Designation of Climate-Friendly Areas and OAR-660-012-320, Land Use Requirements in Climate-Friendly Areas. To meet the requirements, the City of Ashland is adopting prescriptive standards which include a minimum residential density of 15 dwelling units per net acre and maximum building height of no less than 50 feet. Ashland has designated multiple CFAs to accommodate the required 30% of their current and projected housing.

#### i. Street Network

The Railroad CFA is bounded on the north by E Hersey Street, the west by Oak Street and on the south by the Union Pacific railroad. The CFA can be accessed off E Hersey Street by turning south on Williamson Way. Williamson Way intersects with Rogue Place and becomes Russell Street. Russell Street ends at the Union Pacific railyard property. The CFA can also be accessed off Oak Street by turning east on Clear Creek Drive.

The E Hersey Street and Oak Street intersection, adjacent to the northwest corner of the CFA, is an all-way stop with marked crosswalks and curb ramps. The Oak Street and Clear Creek Drive intersection has unmarked crosswalks and curb ramps. The E Hersey Street and Williamson Way intersection has a marked crosswalk, an unmarked crosswalk and curb ramps.

#### ii. Pedestrian Network

The Central Ashland Bikeway (CAB) or Creek to Crest multiuse trail runs along the railroad to the south. Another multiuse trail starts at a mid-block crosswalk on East Hersey Street. It travels south where it intersects with Clear Creek Drive before turning east and ending at the railyard property. The north side of East Hersey Street and both sides of Oak Street have sidewalk. Clear Creek Drive has sidewalk on both sides. Williamson Way has sidewalk on its eastern side and along a portion of its west.

#### iii. Bicycle Network

The Central Ashland Bikeway (CAB) or Creek to Crest multiuse trail runs along the railroad on the southern boundary. Another multiuse trail starts at a mid-block crosswalk on East Hersey Street. It then travels south where it intersects with Clear Creek Drive before turning east and ending at the railyard property. E Hersey Street has bike lanes in both directions. Oak Street has a shared bike lane.

#### iv. Transit

The Ashland Circulator, Rogue Valley Transit District (RVTB) Route 17, provides hourly transit service along E Hersey Street on the northern boundary of the Railroad CFA. The Ashland Circulator also provides hourly service along N Mountain Avenue and Clear Creek Drive near the eastern side of the CFA.



## 2. GAP Summary

A summary of the gaps in the current pedestrian and bicycle network, including gaps that need to be filled for people with disabilities.

Table 1- Sidewalk Details

| <b>Sidewalk</b>          |                           |              |
|--------------------------|---------------------------|--------------|
| <b>Street</b>            | <b>Side (linear foot)</b> |              |
| <i>E Hersey Street</i>   | <i>South</i>              |              |
|                          | 1,125                     |              |
| <i>Williamson Way</i>    | <i>West &amp; South</i>   | <i>North</i> |
|                          | 170                       | 105          |
| <i>Rogue Place</i>       | <i>West</i>               | <i>East</i>  |
|                          | 625                       | 275          |
| <i>Russell Street</i>    | <i>South</i>              | <i>North</i> |
|                          | 325                       | 325          |
| <i>Clear Creek Drive</i> | <i>North</i>              |              |
|                          | 125                       |              |

Table 2 – Bike Project Details

| <b>Bike Lane/Shared Lane Marking</b> |                             |
|--------------------------------------|-----------------------------|
| <b>Street</b>                        | <b>Length (linear foot)</b> |
| <i>Clear Creek Drive</i>             | 1,350                       |
| <i>Williamson Way</i>                | 560                         |
| <i>Rogue Place</i>                   | 565                         |
| <i>Russell Street</i>                | 700                         |

Intersection

Williamson Way and Rogue Place have unmarked crosswalks and only 1 completed curb ramp on the northeast corner.

### C. Planned Projects

The planned projects listed in the Transportation System Plan are below. Note that a large portion of the CFA is subject to the residential overlay. Also, development on portions of the railyard parcel may be restricted.

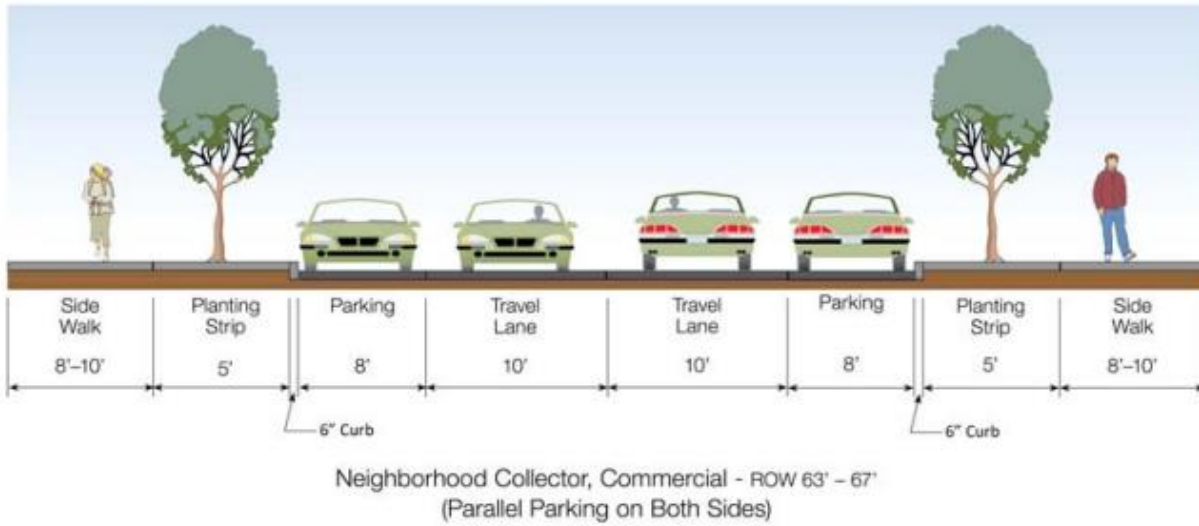
Table 3 - Railroad CFA Planned Projects

| <b>Railroad CFA Ashland TSP Projects</b>   |                                                                                                                                                                        |                                                   |                                 |
|--------------------------------------------|------------------------------------------------------------------------------------------------------------------------------------------------------------------------|---------------------------------------------------|---------------------------------|
| <b>Project # - Name</b>                    | <b>Description</b>                                                                                                                                                     | <b>Priority</b>                                   | <b>Cost (2012)</b>              |
| <i>R24 – Clear Creek Drive Extension</i>   | <i>Construct a New Roadway to connect the two existing segments of Clear Creek Drive providing a continuous east-west roadway between Oak St and N Mountain Avenue</i> | <i>Development &amp; Access Management Driven</i> | <i>\$2,505,000</i>              |
| <i>R34 – Railroad Property Development</i> | <i>Extend existing adjacent streets to provide connectivity within, to and from the property</i>                                                                       | <i>Development Driven</i>                         | <i>Developer responsibility</i> |
| <i>TR1 – Northside Trail</i>               | <i>Multi-use path – From Orchid Avenue to Tolman Creek Road (Partially constructed. Estimate is for entire trail including portion outside RR CFA)</i>                 | <i>High 0 -5 years</i>                            | <i>\$2,000,000</i>              |
| <i>TR3 – New Trail</i>                     | <i>Multi-use Path – From new trail to Hersey Street (Partially constructed within new development)</i>                                                                 | <i>Development Driven</i>                         | <i>\$220,000</i>                |

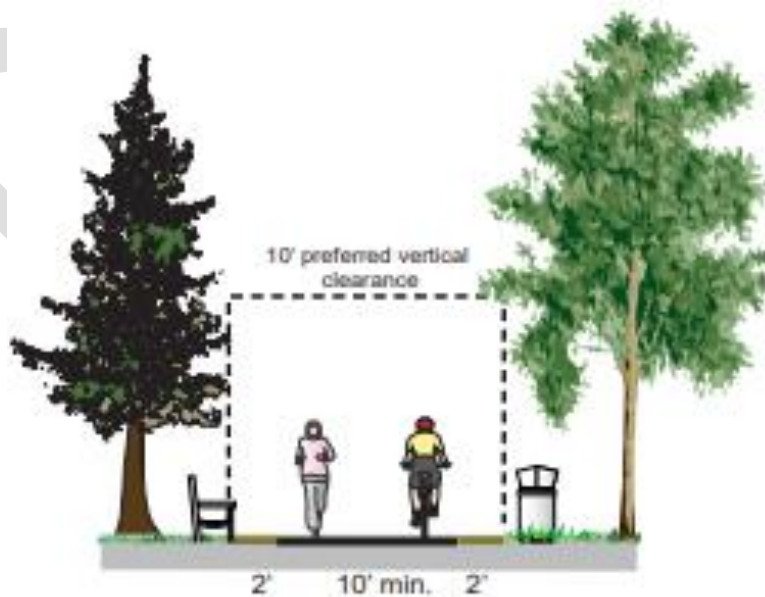
|                                                        |                                                                                                          |                    |           |
|--------------------------------------------------------|----------------------------------------------------------------------------------------------------------|--------------------|-----------|
| TR4 – New Trail                                        | Multi-use Path – From A Street to Clear Creek Drive Extension                                            | Development Driven | \$110,000 |
| B35 – Railroad Property                                | Bike Lane – From proposed bike path to N Mountain Avenue                                                 | Low (15-25 years)  | \$40,000  |
| X1 – 4 <sup>th</sup> Street at-grade railroad crossing | Pursue a new at-grade ped/bike railroad crossing at 4 <sup>th</sup> Street. Coordinate with Project TR4. | Development Driven | \$275,000 |

Planning level cost estimates are for construction and engineering at grade crossings and do not include right-of-way costs.

Graphic 1 - Clear Creek Drive Extension



Graphic 2 – Typical Multi-use Trail



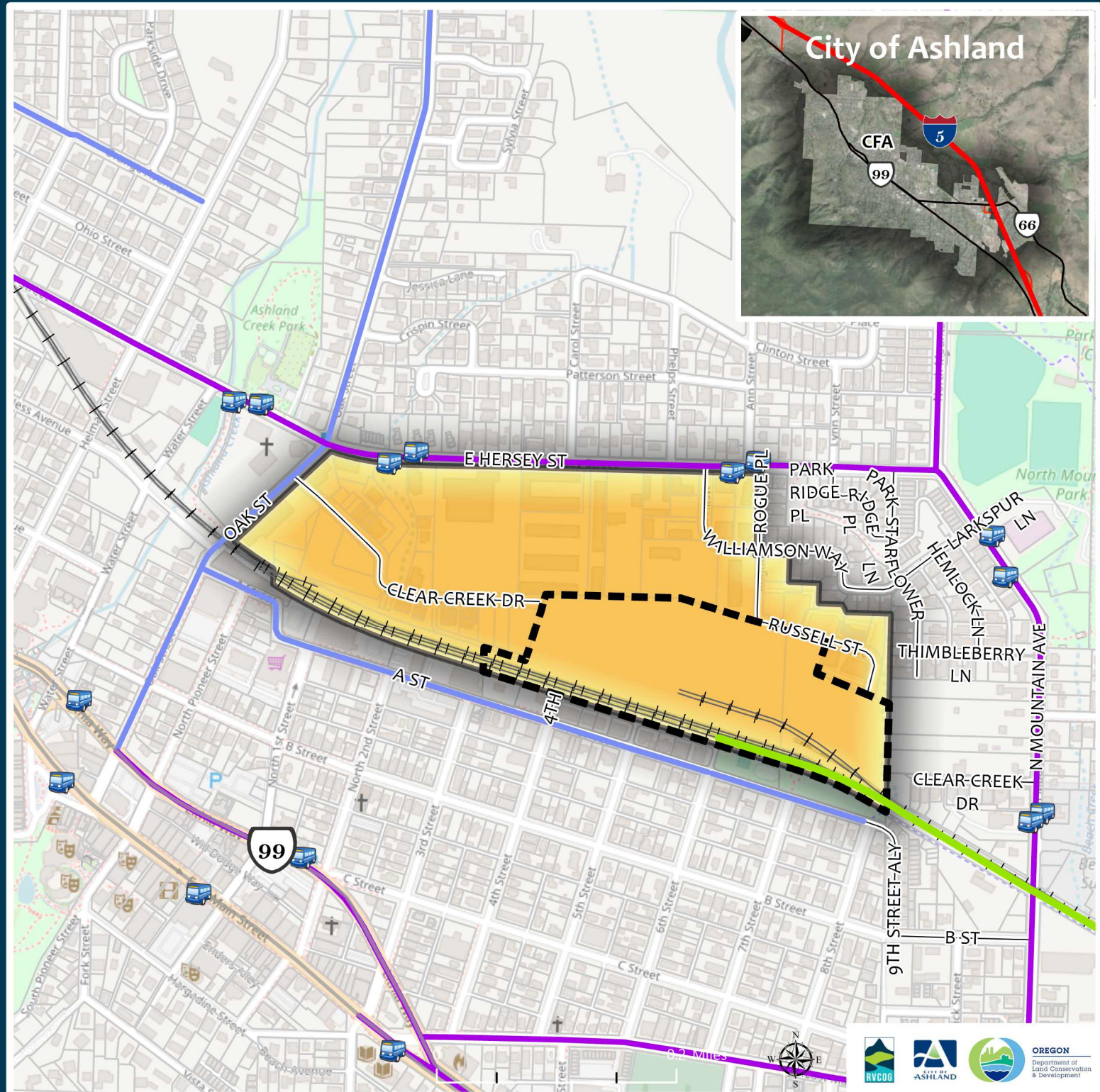
D. Maps



— Rail Network



Created: J. Stump, RVCOG, 2024







## CLIMATE FRIENDLY AREA

Ashland  
Railroad CFA  
Multimodal GAP Analysis

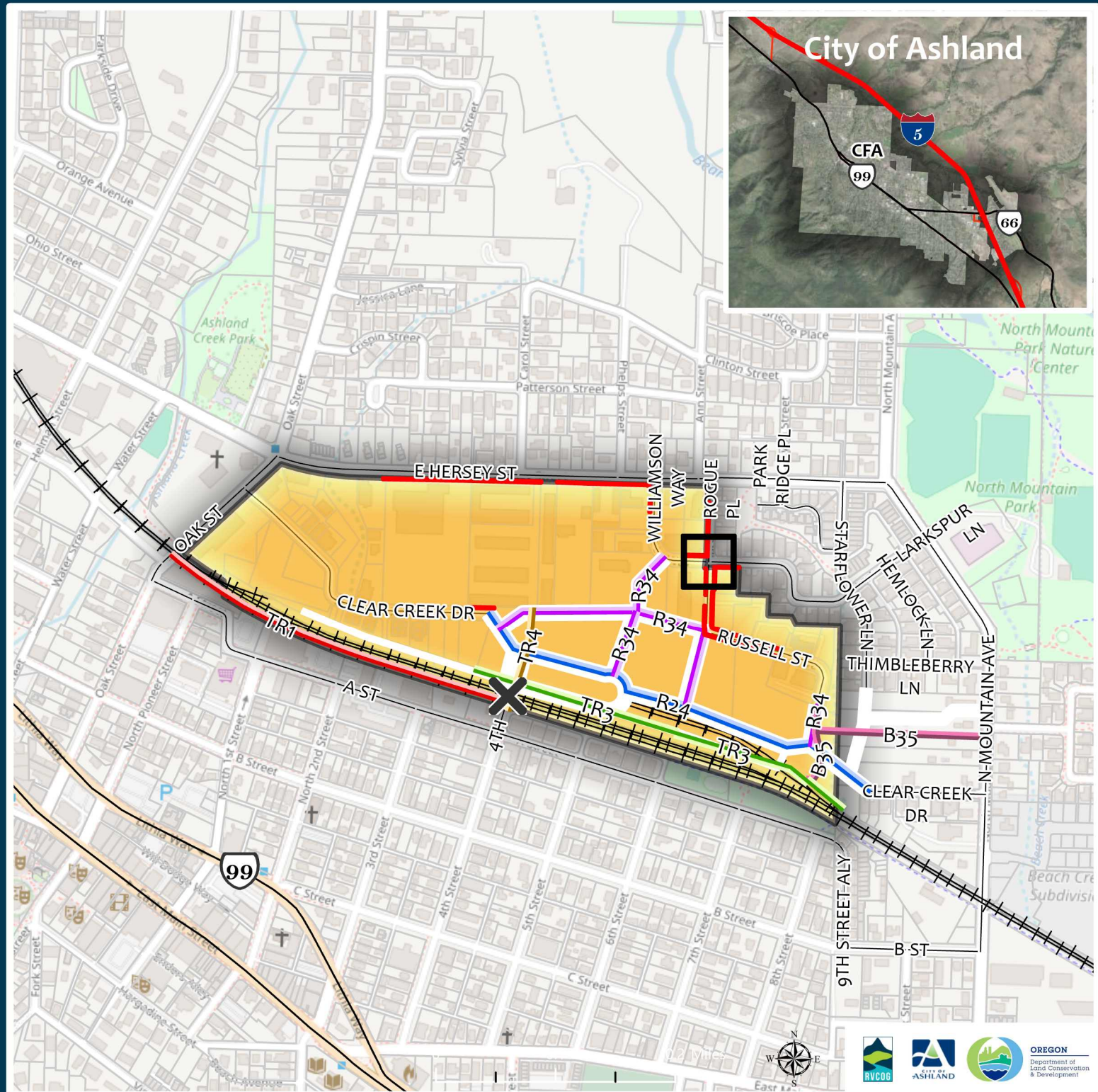
- Railroad CFA
- Sidewalk Gap
- R24 - Clear Creek Drive Extension
- R34 - Railroad Property Development
- B35 - Railroad Property Bike Lane
- TR1 - Northside Trail - Multi-use Path
- TR3 - New Trail - Multi-use Path
- TR4 - New Trail - Multi-use Path
- Intersection Improvement
- Railroad Crossing
- Rail Network



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Created: J. Stump, RVCOC, 2024



OREGON  
Department of  
Land Conservation  
& Development

# Memo

CITY OF  
ASHLAND

---

Date: September 9, 2024  
From: Scott A. Fleury  
To: Transportation Advisory Committee  
RE: Transportation Advisory Committee – B Street Corridor Safety Analysis

## **BACKGROUND:**

The TAC received a presentation on potential B St. corridor improvements by Kittelson Associates at the July 2024 meeting. As discussed at that meeting, the TAC and community members were noticed that Kittelson would be coming back in September for another presentation and discussion on corridor improvements laid out in the final draft plan and technical memorandum.

The final draft plan and technical memorandum are attached for review and discussion. In addition the Kittelson has put together an online open house that will be hosted from September 16<sup>th</sup> until September 29<sup>th</sup>. Staff will send the TAC the link when the open house is ready for public consumption.

## **Previous Background:**

On June 6, 2024 Public Works Staff held a corridor walking audit with residents of B Street who formally initiated the Traffic Calming Program. The walking audit started at 2pm at the intersection of Oak Street and B Street and continued until 4pm when it finished at the intersection of Eighth Street and B Street. The walking audit was a chance for residents of the corridor to walk with City and consultant staff to provide input on issues and challenges they see daily along the corridor.

After the walking audit concluded staff hosted an open house charrette open to the public at the Grove from 5-7pm. The charrette was meant to be an opportunity for the public to learn about safety and traffic calming measures that can be implemented to improve safety and provide traffic calming effects. Numerous display board were available to review along with a full-size plot of the corridor itself. Residents provided additional feedback to city and consultant staff in addition to a dot activity where they placed dots on traffic calming solutions, they believe would work on B St. The charrette boards utilized are attached.

Numerous residents showed up and the last resident left around 7:30 after they were able to provide their input.

In addition to the walking audit and charrette, consultant staff also developed a simple survey that was given to residents and sent to the TAC.

Next the consultant team will take all of the feedback and traffic data collected and develop a draft plan with a list of recommendations to be considered. Staff expects to host the consultant team at the July TAC meeting where the information will be presented to the TAC for discussion

and recommendations moving forward. All of the attendees of the walking audit and charrette will be invited to hear the presentation and also provide feedback.

Based on the discussion the consultant team will develop a final plan with recommendations that will be presented before the TAC at either the September or October meeting.

**CONCLUSION:**

Action required, review documentation, take public input and provide comment on information developed to date.

**ATTACHMENTS:**

B Street Information



# TECHNICAL MEMORANDUM

September 9, 2024

Project# 29988.0

To: Scott Fleury

From: Sophia Semensky; Amy Griffiths, PE; Matt Bell

RE: B Street Corridor Safety Plan

## Introduction

Enhancements to the B Street corridor have been a longstanding focus of the City of Ashland (the City). The B Street Corridor Safety Plan ('Plan') builds upon past efforts to fulfill the vision of the B Street corridor, as described by previous plans, community input, and the goals of the City of Ashland.

---

The objective of this Plan is to develop a conceptual design for a safer, more appealing, and community-oriented B Street corridor.

---

The Plan includes background information that informs the design; a summary of community input and involvement; the concept design layout and key elements; cost opinions; and implementation considerations. The Plan considers short-, medium-, and long-term design elements informed by national guidance and the City of Ashland context. The Plan also provides opportunities for 'quick-build' versions of more substantial elements to allow the City to pilot recommendations before constructing a permanent version.

---



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## Background Information

This chapter provides background information on B Street including previous planning documents; existing speed and volume data; crash history; and other relevant elements to the B Street Corridor Safety Plan.

### BACKGROUND DOCUMENT REVIEW

The project team conducted a background document review of previous planning efforts around B Street, including the B Street Transportation Plan (1999), City of Ashland Transportation System Plan (TSP – 2012), and the Downtown Strategic Parking Management Plan (2016).

The full review is provided in Appendix A. Key takeaways include:

- The TSP includes a high priority project (B13) to construct a bicycle boulevard on B Street from Oak Street to N Mountain Avenue. B Street also intersects many planned bicycle boulevards, such as those planned on Water Street, Oak Street, 8<sup>th</sup> Street, and 1<sup>st</sup> Street.
- B Street is classified as an avenue in the TSP, like Oak Street and N Mountain Avenue. However, B Street operates more like a neighborhood collector, like A Street, which is intended to distribute traffic from boulevards and avenues to neighborhood streets.
- A variety of traffic calming and streetscape treatments were recommended on B Street in the B Street Transportation Plan, including marked crosswalks at all intersections, curb extensions, traffic circles at select intersections, enhanced landscaping, and lighting. Traffic circles are recommended at Oak Street, 4<sup>th</sup> Street, and 8<sup>th</sup> Street.
- There is a suite of recommended parking management strategies for the City of Ashland that could also include B Street including on-street pricing and developing new off-street parking locations.

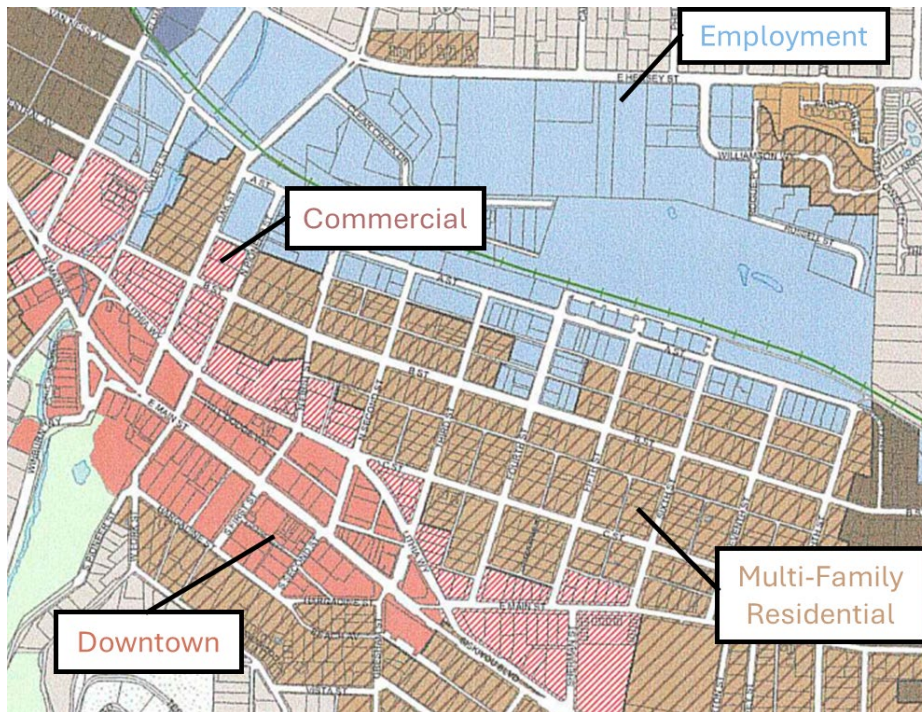
Overall, previous planning efforts identify B Street as a neighborhood collector that serves a variety of road users, including people driving, biking, and walking. The roadway is intended to be a lower volume, lower speed street that can serve people biking on a shared roadway, while still preserving access to local businesses and residences.

Figure 1 includes the Ashland zoning map, which shows B Street's mostly residential character, with some commercial parcels on the west end. Figure 2 presents Ashland's Historic District map, showing that B Street is in the Historic District.

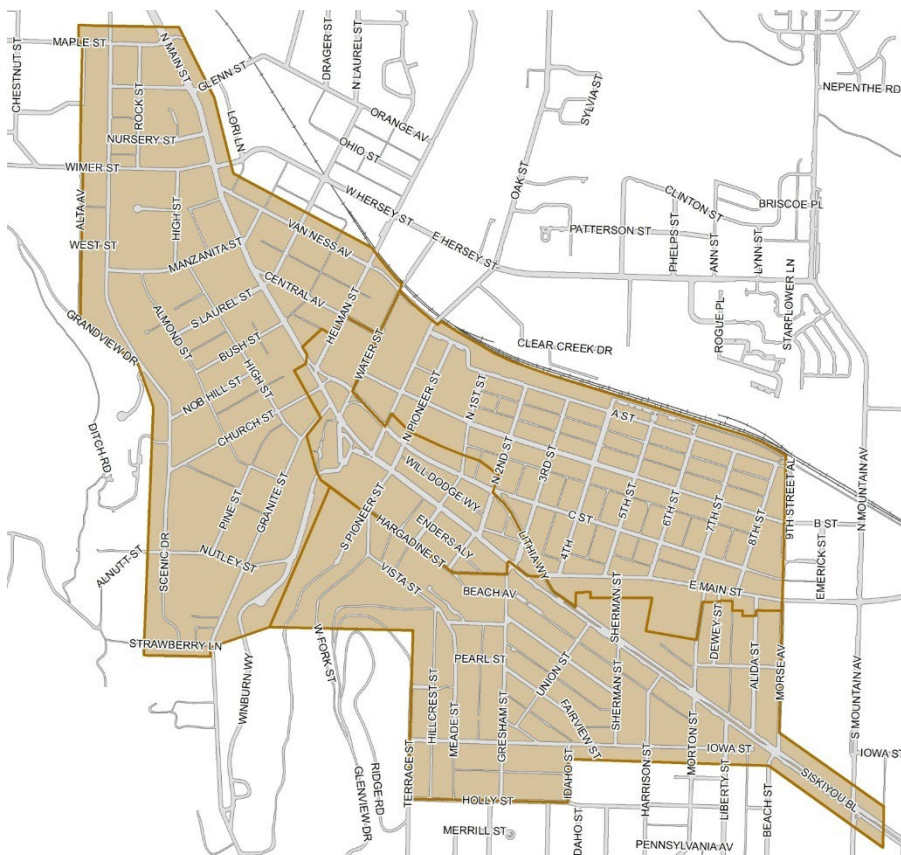
#### **Climate Friendly and Equitable Communities**

Oregon's new "Climate-Friendly and Equitable Communities" planning rules are reshaping transportation and land use planning in metropolitan areas, such as Ashland, by reducing cities' ability to mandate parking and requiring more development to occur in urban areas where residents, workers, and visitors can be less dependent upon automobile trips. These new "Climate-Friendly Areas" are intended to be places where people can meet most of their daily needs without having to drive by having housing located near jobs, businesses, and services.

**Figure 1. Ashland Zoning Map**



**Figure 2. Ashland Historic District Overlay**

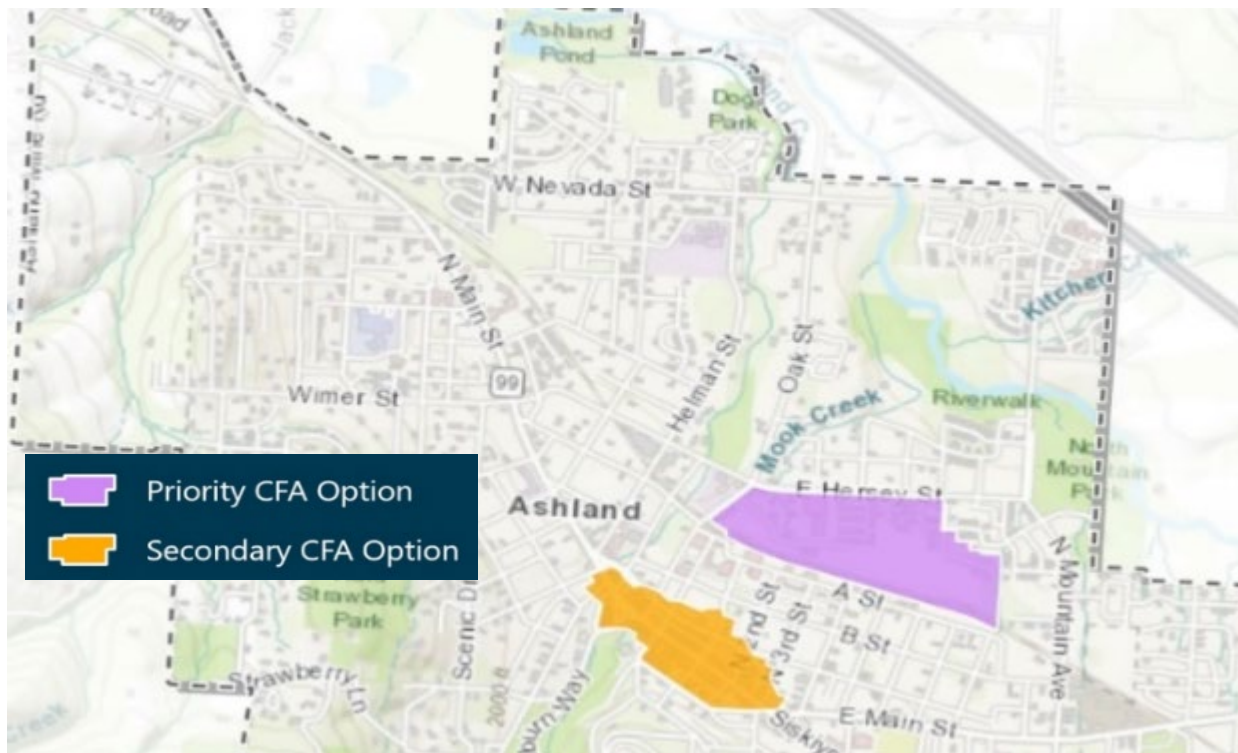


## FUTURE DEVELOPMENT

There are several future developments that may impact B Street, including:

- **New Residential Areas:** Several new residential developments are planned along N Mountain Avenue, north of B Street, which could increase the potential for cut-through traffic.
- **CFA:** Several potential Climate Friendly Areas (CFAs) are being considered in Ashland. One priority CFA is the 57-acre railroad property to the north, which could also increase the potential for cut-through traffic on B Street.

**Figure 3. Climate Friendly Area**



## TRAFFIC COUNTS

Tube counts for vehicle speed, volume, and vehicle classifications were collected on B Street at three locations during three different time periods. The counts included:

- **Oak Street to Pioneer Street:** Monday, June 3<sup>rd</sup> to Friday, June 7<sup>th</sup>, 2024<sup>1</sup>
- **2<sup>nd</sup> Street to 3<sup>rd</sup> Street:** Wednesday, May 1<sup>st</sup> to Tuesday, May 7<sup>th</sup>, 2024
- **8<sup>th</sup> Street to Emerick Street:** Tuesday, May 28<sup>th</sup> to Monday, June 3<sup>rd</sup>, 2024

<sup>1</sup> Note that the Ashland High School graduation occurred on Thursday, June 6<sup>th</sup>, though the count data shows only about 5% higher volumes than June 5<sup>th</sup>.



A summary of the directional volume data is presented in Table 1. As shown, weekday volumes are higher than weekend volumes and vary from 1,420 vehicles per day (vpd) to just under 2,500 vpd. The segment of B Street between 2<sup>nd</sup> Street and 3<sup>rd</sup> Street had the highest recorded volume.

A summary of the speed data is presented in Table 2. As shown, 85<sup>th</sup> percentile speeds along B Street were fairly even in both directions at around 25 mph (the posted speed limit) between 2<sup>nd</sup> Street and between 3<sup>rd</sup> Street and between 8<sup>th</sup> Street and Emerick Street. The 85<sup>th</sup> percentile speed was lower in the western portion of the corridor (17 mph)<sup>2</sup>. Traffic count and speed data is included in Appendix B.

**Table 1. B Street Count Data – Volumes (Vehicles per Day)**

|                                                  | Weekday   |           |       | Weekend   |           |       |
|--------------------------------------------------|-----------|-----------|-------|-----------|-----------|-------|
|                                                  | Eastbound | Westbound | Total | Eastbound | Westbound | Total |
| Oak Street to Pioneer Street <sup>1</sup>        | 984       | 916       | 1,900 | NA        | NA        | NA    |
| 2 <sup>nd</sup> Street to 3 <sup>rd</sup> Street | 1,256     | 1,224     | 2,479 | 817       | 865       | 1,682 |
| 8 <sup>th</sup> Street to Emerick Street         | 1,001     | 419       | 1,420 | 738       | 285       | 1,023 |

<sup>1</sup>Excludes anomalous count day of 6/4/2024, which only had 410 daily vehicles.

**Table 2. B Street Count Data – Speeds**

|                                                  | Weekday/Weekend |           |       |
|--------------------------------------------------|-----------------|-----------|-------|
|                                                  | Eastbound       | Westbound | Total |
| Oak Street to Pioneer Street                     | 16.7            | 18.7      | 17.6  |
| 2 <sup>nd</sup> Street to 3 <sup>rd</sup> Street | 25.2            | 25.1      | 25.1  |
| 8 <sup>th</sup> Street to Emerick Street         | 24.4            | 23.2      | 24.1  |

Neighborhood greenways should have 85th percentile speeds of 25 mph or less (20 mph is preferred)<sup>3</sup>. In addition, neighborhood greenways should be designed for motor vehicle volumes under 1,500 vehicles per day (vpd), with up to 3,000 vpd allowed in limited sections of a corridor. Therefore, while the speeds and volumes on B Street indicate a shared facility is appropriate, there is an opportunity to reduce volumes to below 1,500 vpd throughout the corridor. In addition, future plans for development mean that traffic calming is likely needed to maintain the desired character of B Street.

## CRASH HISTORY

The five most recent years of available crash data was downloaded from Oregon Department of Transportation (ODOT)'s crash reporting website. Between January 1, 2018 and December 31, 2022

<sup>2</sup> The data was not collected on the same dates, so differences in volumes between the segments may be due to external factors.

<sup>3</sup> See guidance from the NACTO Urban Bikeway Design Guide: <https://nacto.org/publication/urban-bikeway-design-guide/bicycle-boulevards/speed-management/>

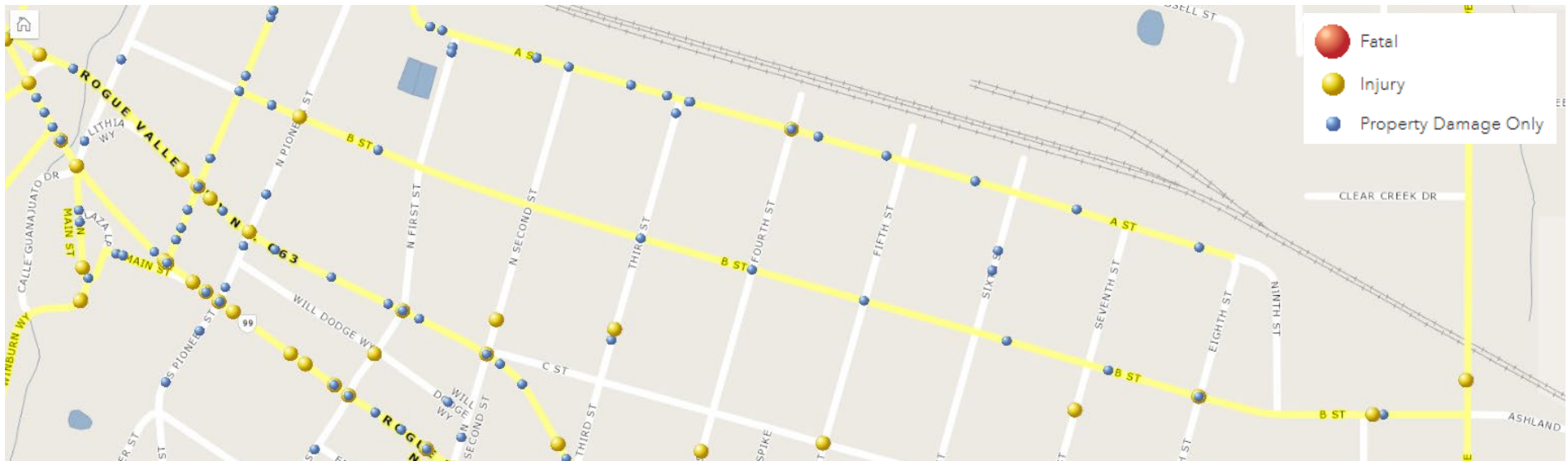
there were 22 reported crashes along B Street between Oak Street and N Mountain Avenue. None of the crashes were reported to result in fatalities or suspected serious injuries. Crash data is included in Appendix C.

There is no one intersection with a high number of crashes, though crashes do seem to be clustered in more 'priority' intersections called out in the B Street Transportation Plan for additional treatments, such as Oak Street and 8<sup>th</sup> Street (four reported crashes) and Pioneer Street and 5<sup>th</sup> Street (three reported crashes). The most common crash type was angle crash, followed by rear-end and sideswipe.



**Table 3. Crash History along B Street (January 1, 2018 to December 31, 2022)**

| Intersecting Street    | Rear-End | Sideswipe | Pedacyclist | Turning  | Angle    | Backing  | Suspected Moderate Injury | Suspected Minor Injury | Property Damage Only | Total     |
|------------------------|----------|-----------|-------------|----------|----------|----------|---------------------------|------------------------|----------------------|-----------|
| Oak Street             | 1        | 1         | -           |          | -        | 2        | -                         | -                      | 4                    | 4         |
| Pioneer Street         | 1        | -         | -           |          | 1        | 1        | -                         | 1                      | 2                    | 3         |
| 1 <sup>st</sup> Street | 1        | -         | -           |          | -        | -        | -                         | -                      | 1                    | 1         |
| 3 <sup>rd</sup> Street | -        | -         | -           | 1        | 1        | -        | -                         | -                      | 2                    | 2         |
| 4 <sup>th</sup> Street | -        | -         | -           | -        | 1        | -        | -                         | -                      | 1                    | 1         |
| 5 <sup>th</sup> Street | -        | -         | -           | -        | 3        | -        | -                         | -                      | 3                    | 3         |
| 6 <sup>th</sup> Street | -        | 1         | -           | -        | -        | -        | -                         | -                      | 1                    | 1         |
| 7 <sup>th</sup> Street | -        | 1         | -           | -        | -        | -        | -                         | -                      | 1                    | 1         |
| 8 <sup>th</sup> Street | -        | -         | 1           | 1        | 2        | -        | -                         | 3                      | 1                    | 4         |
| Emerick Street         | 1        | -         | -           | -        | -        | -        | 1                         | -                      | -                    | 1         |
| N Mountain Avenue      | -        | 1         | -           | -        | -        | -        | -                         | -                      | 1                    | 1         |
| <b>Total</b>           | <b>4</b> | <b>4</b>  | <b>1</b>    | <b>2</b> | <b>8</b> | <b>3</b> | <b>1</b>                  | <b>4</b>               | <b>17</b>            | <b>22</b> |



Source: ODOT TransGIS

## NEAR MISS DATA

The City of Ashland has collected self-reported near miss data along B Street. In 2023, there were twelve total reports, including nine at 3<sup>rd</sup> Street, two at Oak Street, and one at 4<sup>th</sup> Street.

## CORRIDOR WIDTHS

B Street changes in width across the corridor. The curb-to-curb widths are:

- **36 feet** from Water Street to 1<sup>st</sup> Street
- **46 feet** from 1<sup>st</sup> Street to 5<sup>th</sup> Street
- **30 feet** from 5<sup>th</sup> Street to N Mountain Avenue

## SIDEWALK GAPS

There are sidewalk gaps along the following segments of B Street:

- South side of B Street between the Eureka Street/Driveway and 60 feet west of Emerick Street
- South side of B Street between 60 feet east of Emerick Street and N Mountain Avenue

## Community Input

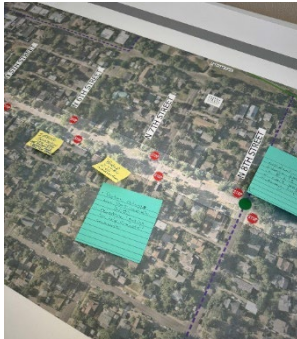
This section provides an overview of public outreach activities conducted as part of this Plan, including a walking tour, community charette, and online open house.

## WALKING TOUR AND COMMUNITY CHARETTE

Kittelson and the City of Ashland staff hosted an in-person walking tour and community charette on June 6, 2024. The purpose of the walking tour was for the consultant team to learn about the corridor directly from residents. Approximately 10-15 people participated in the walking tour. Residents discussed that B Street treatments should vary based on its width and context, treatments such as stop sign placement and no-parking zones should maintain consistency throughout the corridor, and residents want to maintain the calm feel of the streets by slowing vehicle speeds. Further, the community indicated a desire to retain on-street parking along B Street, though no major concerns with parking availability were raised.

The community charette provided an opportunity to solicit public feedback on safety improvement opportunities. The event included informational boards and a roll plot which attendees could write on. Approximately 10 total people attended in-person and 6 people completed the survey. Safety concerns include poor visibility, stop sign compliance, aggressive or distracted driving, and walking at night. Input on safety improvements included all-way stop control intersections, traffic circles, consistent stop sign and parking placement, and a variety of other traffic calming treatments. Figure 4 shows the study area roll plot with community feedback. Further details about the walking tour and community charette are included in Appendix D.

**Figure 4. Study Area Roll Plot**



## ONLINE OPEN HOUSE

Placeholder for Community #2

## Concept Design Layout

This chapter presents the recommended B Street Safety Corridor Plan concept; describes the concept development process; outlines proposed phasing and implementation; and details the key elements for the immediate-, near-, medium-, and long-term recommendations.

### CONCEPT DEVELOPMENT

Resources from the National Association of City Transportation Officials (NACTO), Federal Highway Administration (FHWA), Institute of Transportation Engineers (ITE), Oregon Department of Transportation (ODOT), American Association of State Highway and Transportation Officials (AASHTO), and the National Cooperative Highway Research Program (NCHRP) informed concept development. Guidance for a 'bicycle boulevard' or 'neighborhood greenway' was selected in alignment with the City of Ashland TSP and recommended volume and speed limit targets from the FHWA and ODOT.

Neighborhood greenways should have 85<sup>th</sup> percentile speeds of 25 mph or less (20 mph is preferred). 85<sup>th</sup> percentile vehicular speeds along B Street ranged from approximately 17 to 25 mph. In addition, neighborhood greenways should be designed for motor vehicle volumes under 1,500 vehicles per day (vpd), with up to 3,000 vpd allowed in limited sections of a corridor. Weekday vehicular volumes along B Street ranged from approximately 1,420 vehicles per day (vpd) to 2,500 vpd. Traffic calming techniques can help manage vehicular speeds and volumes, especially as future development occurs near the corridor. Traffic calming techniques aim to slow speeds, discourage motorist through traffic, and encourage travel by bicycle or by walking. On-street parking also plays a role in the character of a neighborhood greenway by slowing vehicular speeds, reducing travel lane width, and providing a buffer from moving vehicles for people walking.

In addition, bicycle and pedestrian improvements, traffic control modifications, placemaking elements, and parking management are important elements to consider for the safety, livability,

and character of B Street. A summary of the considered safety improvement elements is provided in Table 4. Detailed documentation is provided in Appendix E.

The recommended safety improvements for the Plan were selected based on the previously mentioned national and state resources; the background document review; current traffic counts and crash history; community involvement; and input from City staff.

**Table 4. Safety Improvement Elements Summary**

| Safety Improvement Category         | Safety Improvement Element  | Applicability           | Timeline  |           | Benefits        |              |               |              |
|-------------------------------------|-----------------------------|-------------------------|-----------|-----------|-----------------|--------------|---------------|--------------|
|                                     |                             | Segment or Intersection | Near Term | Long Term | Bicycle Comfort | Reduce Speed | Reduce Volume | Place-making |
| Traffic Calming                     |                             |                         |           |           |                 |              |               |              |
| Reduced Speed Limits                | Reduced Speed Limits        | All                     | ●         |           |                 | ●            |               |              |
| Horizontal Deflection               | Lateral Shift               | Segment                 | ●         | ●         |                 | ●            |               |              |
|                                     | Chicane                     | Segment                 | ●         | ●         |                 | ●            |               |              |
|                                     | Traffic Circle              | Intersection            | ●         | ●         |                 | ●            |               | ●            |
| Vertical Deflection                 | Speed Humps                 | Segment                 | ●         |           |                 | ●            |               |              |
|                                     | Speed Cushions              | Segment                 | ●         |           |                 | ●            |               |              |
|                                     | Speed Tables                | Segment                 | ●         |           |                 | ●            |               |              |
|                                     | Split Speed Tables          | Segment                 | ●         |           |                 | ●            |               |              |
|                                     | Raised Crosswalk            | Intersection            |           | ●         |                 | ●            |               |              |
|                                     | Raised Intersection         | Intersection            |           | ●         |                 | ●            |               |              |
|                                     | Textured Crosswalk          | Intersection            | ●         |           |                 | ●            |               |              |
| Street Width Reductions             | Curb Extension              | Intersection            | ●         | ●         |                 | ●            |               |              |
|                                     | Choker                      | Segment                 |           | ●         |                 | ●            |               |              |
|                                     | Median Island               | Both                    |           | ●         |                 | ●            |               |              |
| Traffic Diversion                   | Channelized RIRO            | Intersection            | ●         | ●         | ●               | ●            | ●             |              |
|                                     | Partial Closure             | Intersection            | ●         | ●         | ●               | ●            | ●             |              |
|                                     | Diagonal Diverter           | Intersection            |           | ●         | ●               | ●            | ●             |              |
|                                     | Full Closure                | Both                    |           | ●         | ●               | ●            | ●             | ●            |
| Bicycle and Pedestrian Improvements |                             |                         |           |           |                 |              |               |              |
| Signage & Pavement Markings         | Signage & Pavement Markings | Both                    | ●         |           | ●               |              |               |              |
| Traffic Control Modifications       |                             |                         |           |           |                 |              |               |              |
| Stop Control                        | Two-Way Stop Control        | Intersection            | ●         |           | ● <sup>1</sup>  |              |               |              |
|                                     | All-Way Stop Control        | Intersection            | ●         |           |                 | ●            |               |              |
| Other                               | Mini-Roundabout             | Intersection            |           | ●         |                 | ●            |               |              |
|                                     | Roundabout                  | Intersection            |           | ●         |                 | ●            |               |              |
|                                     | Traffic Signals             | Intersection            |           | ●         |                 | ●            |               |              |
| Placemaking Improvements            |                             |                         |           |           |                 |              |               |              |
| Placemaking                         | Lighting                    | Both                    |           | ●         | ●               |              |               | ●            |
|                                     | Landscaping                 | Both                    |           | ●         |                 |              |               | ●            |
|                                     | Corner Plazas               | Intersection            |           | ●         |                 |              |               | ●            |
|                                     | Art                         | Both                    | ●         | ●         |                 |              |               | ●            |



## PHASING AND IMPLEMENTATION

The project team developed recommendations in several stages. Immediate-term changes can be implemented by the City of Ashland Public Works department immediately, and generally entail corridor-wide changes that decrease speed and maintain consistency across B Street (0-1 years). Near-term recommendations consist of quick-build ‘tactile urbanism’ treatments that could be implemented by the City, and generally consist of low-cost and easy to install versions of more capital-intensive treatments (0-3 years). Medium-term recommendations are more resource intense changes that may require grant funding and a more comprehensive capital project (3-8 years). Finally, long-term recommendations are changes that would require further study and a larger investment, such as traffic diverters or one-way conversion (8+ years).

A matrix of all improvements is shown in Table 5 and Table 6.

**Table 5. Recommended B Street Treatments – Intersections**

| Intersection           | Existing <sup>1</sup> | Immediate-term plan                                                                                                                                                   | Near-term plan                                                                                                                                                            | Medium-term plan                                                                                                                       | Long-term plan                                                                |
|------------------------|-----------------------|-----------------------------------------------------------------------------------------------------------------------------------------------------------------------|---------------------------------------------------------------------------------------------------------------------------------------------------------------------------|----------------------------------------------------------------------------------------------------------------------------------------|-------------------------------------------------------------------------------|
| Oak Street             | TWSC                  | <ul style="list-style-type: none"> <li>– Continental crosswalks</li> <li>– ‘No parking’ zone</li> </ul>                                                               | <ul style="list-style-type: none"> <li>– Art-painted or textured crossings</li> <li>– Temporary curb extensions</li> </ul>                                                | <ul style="list-style-type: none"> <li>– Curb extensions<sup>2</sup></li> <li>– Wayfinding signage</li> </ul>                          |                                                                               |
| Pioneer Street         | AWSC                  | <ul style="list-style-type: none"> <li>– Continental crosswalks</li> <li>– ‘No parking’ zone</li> </ul>                                                               | <ul style="list-style-type: none"> <li>– Art-painted or textured crossings</li> <li>– Temporary curb extensions</li> </ul>                                                | <ul style="list-style-type: none"> <li>– Curb extensions</li> </ul>                                                                    |                                                                               |
| 1 <sup>st</sup> Street | AWSC                  | <ul style="list-style-type: none"> <li>– Continental crosswalks</li> <li>– ‘No parking’ zone</li> </ul>                                                               | <ul style="list-style-type: none"> <li>– Art-painted or textured crossings</li> <li>– Temporary curb extension (SE corner)</li> <li>– Temporary traffic circle</li> </ul> | <ul style="list-style-type: none"> <li>– Curb extension (SE corner)</li> <li>– Traffic circle</li> <li>– Wayfinding signage</li> </ul> |                                                                               |
| 2 <sup>nd</sup> Street | AWSC                  | <ul style="list-style-type: none"> <li>– Continental crosswalks</li> <li>– ‘No parking’ zone</li> </ul>                                                               |                                                                                                                                                                           | <ul style="list-style-type: none"> <li>– Curb extensions</li> </ul>                                                                    |                                                                               |
| 3 <sup>rd</sup> Street | TWSC                  | <ul style="list-style-type: none"> <li>– Continental crosswalks</li> <li>– ‘No parking’ zone</li> </ul>                                                               | <ul style="list-style-type: none"> <li>– Painted splitter islands</li> </ul>                                                                                              | <ul style="list-style-type: none"> <li>– Mountable splitter islands</li> <li>– Reconstructed curb ramps</li> </ul>                     | <ul style="list-style-type: none"> <li>– Consider traffic diverter</li> </ul> |
| 4 <sup>th</sup> Street | TWSC                  | <ul style="list-style-type: none"> <li>– Continental crosswalks</li> <li>– ‘No parking’ zone</li> </ul>                                                               | <ul style="list-style-type: none"> <li>– Art-painted or textured crossings</li> </ul>                                                                                     | <ul style="list-style-type: none"> <li>– Curb extensions</li> </ul>                                                                    |                                                                               |
| 5 <sup>th</sup> Street | TWSC                  | <ul style="list-style-type: none"> <li>– Continental crosswalks</li> <li>– ‘No parking’ zone</li> </ul>                                                               |                                                                                                                                                                           | <ul style="list-style-type: none"> <li>– Traffic circle</li> <li>– Reconstructed curb ramps</li> </ul>                                 |                                                                               |
| 6 <sup>th</sup> Street | TWSC                  | <ul style="list-style-type: none"> <li>– Continental crosswalks</li> <li>– ‘No parking’ zone</li> </ul>                                                               |                                                                                                                                                                           | <ul style="list-style-type: none"> <li>– Curb extensions</li> </ul>                                                                    |                                                                               |
| 7 <sup>th</sup> Street | TWSC                  | <ul style="list-style-type: none"> <li>– Continental crosswalks</li> <li>– ‘No parking’ zone</li> </ul>                                                               |                                                                                                                                                                           | <ul style="list-style-type: none"> <li>– Curb extensions</li> </ul>                                                                    |                                                                               |
| 8 <sup>th</sup> Street | TWSC                  | <ul style="list-style-type: none"> <li>– Continental crosswalks</li> <li>– ‘No parking’ zone</li> </ul>                                                               | <ul style="list-style-type: none"> <li>– Art-painted or textured crossings</li> <li>– Temporary traffic circle</li> </ul>                                                 | <ul style="list-style-type: none"> <li>– Traffic circle</li> <li>– Reconstructed curb ramps</li> <li>– Wayfinding signage</li> </ul>   |                                                                               |
| Emerick Street         | TWSC                  | <ul style="list-style-type: none"> <li>– Continental crosswalks</li> <li>– ‘No parking’ zone</li> </ul>                                                               |                                                                                                                                                                           | <ul style="list-style-type: none"> <li>– Reconstructed curb ramps</li> </ul>                                                           |                                                                               |
| N Mountain Avenue      | AWSC                  | <ul style="list-style-type: none"> <li>– Continental crosswalks</li> <li>– ‘No parking’ zone</li> <li>– Wayfinding signage</li> <li>– Green bike crosswalk</li> </ul> |                                                                                                                                                                           | <ul style="list-style-type: none"> <li>– Curb extensions</li> </ul>                                                                    | <ul style="list-style-type: none"> <li>– Consider traffic diverter</li> </ul> |

<sup>1</sup>AWSC = All-Way Stop Control; TWSC = Two-Way Stop Control<sup>2</sup>Curb extensions include reconstructed curb ramps.

**Table 6. Recommended B Street Treatments – Segments**

| Segment                                          | Existing | Immediate-term Plan                          | Medium-term plan   | Long-term plan                                         |
|--------------------------------------------------|----------|----------------------------------------------|--------------------|--------------------------------------------------------|
| 2 <sup>nd</sup> Street to 3 <sup>rd</sup> Street | 46 ft    | Shared lane markings<br>'Bike Route' signage |                    |                                                        |
| 3 <sup>rd</sup> Street to 5 <sup>th</sup> Street | 46 ft    | Shared lane markings<br>'Bike Route' signage |                    | Consider bringing in curb to match 30 ft cross section |
| 5 <sup>th</sup> Street to 8 <sup>th</sup> Street | 30 ft    | Shared lane markings<br>'Bike Route' signage |                    |                                                        |
| 8 <sup>th</sup> Street to N Mountain Avenue      | 30 ft    | Shared lane markings<br>'Bike Route' signage | Fill sidewalk gaps |                                                        |

## CONCEPTS

Immediate and near-term recommendations are shown in Sheet Set A. Medium and long-term recommendations are shown in Sheet Set B. Additional details on the recommended treatments are provided in the sections below.

## Sheet Set A. Immediate and Near-Term Improvements

B Street Corridor Safety Analysis

### LEGEND

-  Existing Bike Lane
-  Planned Bike Boulevard/Greenway
-  Existing Curb
-  Right-of-Way Line
-  No Parking Zone
-  Existing Stop Sign
-  Proposed Stop Sign
-  Proposed Crosswalk Marking
-  Proposed Shared Lane Marking
-  Temporary Curb Extension
-  Temporary Paint

### GENERAL NOTES

- 1 A reduction in the speed limit to 20 MPH is recommended throughout the corridor.
- 2 All intersections should have 20-feet of yellow paint indicating "no parking" areas on each approach.
- 3 All stop signs should be evaluated for sight distance and placed (a) at or near the stop line and (b) so that no posts, landscaping, or other trees block sight lines.
- 4 All stop signs at all-way stop control intersections should include "All Way" placards (R1-3P). All stop signs at two-way stop control intersections should include "Cross Traffic Does Not Stop" placards (W4-4P).
- 5 All crosswalks should be continental style (per City of Ashland standards), unless otherwise noted.
- 6 When planned greenways are complete, add directional shared lane markings and wayfinding signage.
- 7 Preferred placement of shared lane markings is in the center of the travel lane, with a minimum placement of 11' from the curb when parking is present (or 4' when parking is not present).
- 8 Place stop bars 10' back from crosswalks at stop-controlled approaches.
- 9 Temporary curb extensions can be formed of tubular flex posts or plastic curbs. Temporary splitter islands can be formed of paint.
- 10 New crosswalks should be striped in alignment with existing curb ramps. Curb ramps should be replaced in the medium/long term.

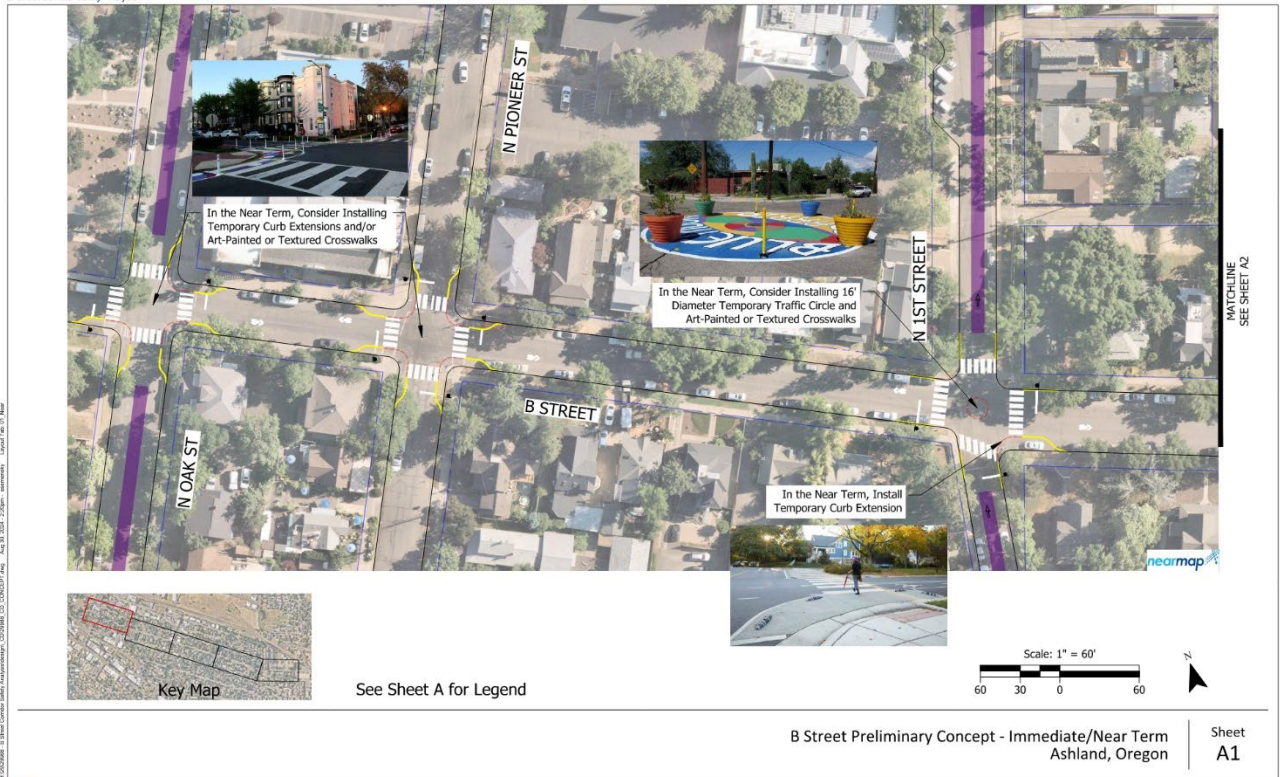


B Street Preliminary Concept - Immediate/Near Term  
Ashland, Oregon

Sheet  
A



B Street Corridor Safety Analysis



KITTELSON  
 & ASSOCIATES



B Street Corridor Safety Analysis



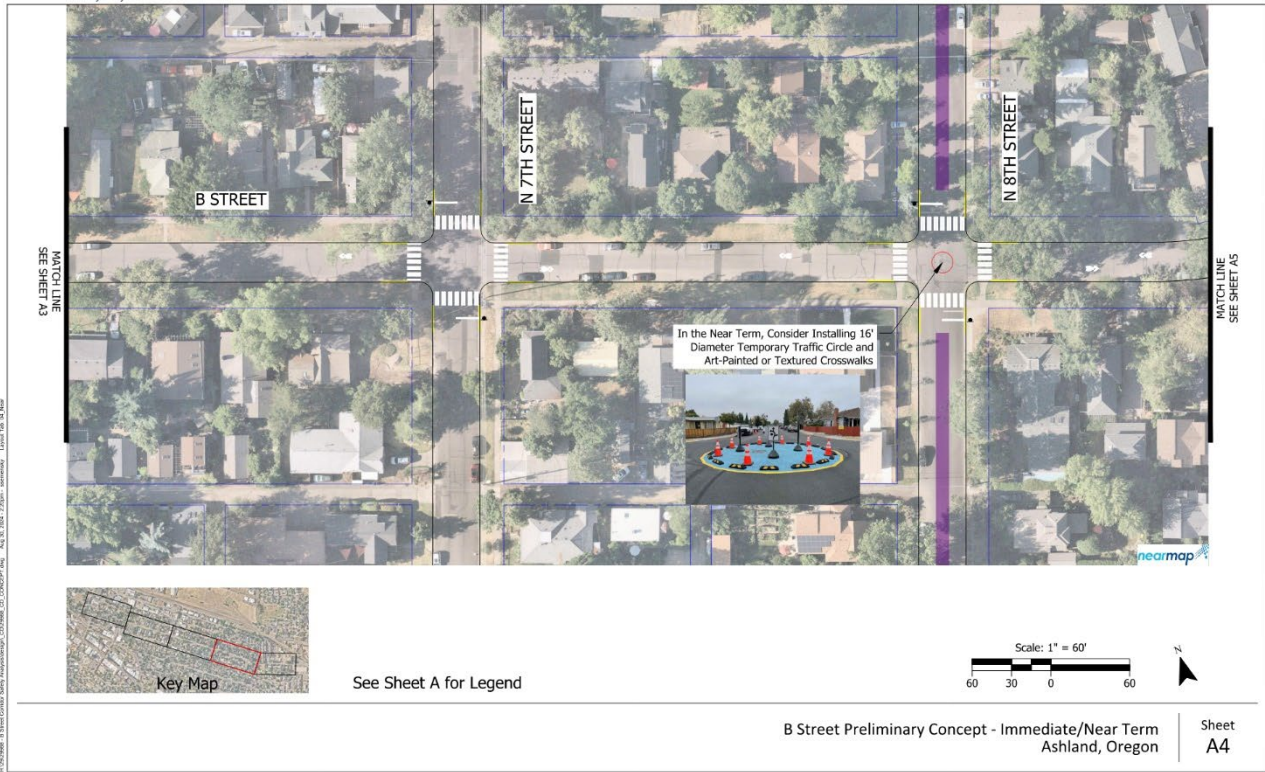
**KITTILSON**  
 & ASSOCIATES

B Street Corridor Safety Analysis



**KITTELSON**  
 & ASSOCIATES

B Street Corridor Safety Analysis



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 & ASSOCIATES

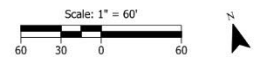


B Street Corridor Safety Analysis



Key Map

See Sheet A for Legend



B Street Preliminary Concept - Immediate/Near Term  
 Ashland, Oregon

Sheet  
**A5**



## Sheet Set B. Medium and Long-Term Improvements

B Street Corridor Safety Analysis

### LEGEND

-  Existing Bike Lane
-  Planned Bike Boulevard/Greenway
-  Existing Curb
-  Proposed Curb
-  Right-of-Way Line
-  No Parking Zone
-  Existing Stop Sign
-  Proposed Stop Sign
-  Proposed Crosswalk Marking
-  Proposed Shared Lane Marking
-  Proposed Sidewalk/Curb Ramp
-  Proposed Mountable Island
-  Proposed Landscape Island

### GENERAL NOTES

- 1 A reduction in the speed limit to 20 MPH is recommended throughout the corridor.
- 2 All intersections should have 20-feet of yellow paint indicating "no parking" areas on each approach.
- 3 All stop signs should be evaluated for sight distance and placed (a) at or near the stop line and (b) so that no posts, landscaping, or other trees block sight lines.
- 4 All stop signs at all-way stop control intersections should include "All Way" placards (R1-3P). All stop signs at two-way stop control intersections should include "Cross Traffic Does Not Stop" placards (W4-4P).
- 5 All crosswalks should be continental style (per City of Ashland standards), unless otherwise noted.
- 6 When planned greenways are complete, add directional shared lane markings and wayfinding signage.
- 7 Preferred placement of shared lane markings is in the center of the travel lane, with a minimum placement of 11' from the curb when parking is present (or 4' when parking is not present).
- 8 Place stop bars 10' back from crosswalks at stop-controlled approaches.
- 9 All splitter islands should be mountable.
- 10 With curb extension installation in the medium term, curb ramps should be updated to be compliant with the Americans with Disabilities (ADA) act. In the long term, all curb ramps should be updated to be compliant with ADA regulations.



B Street Preliminary Concept - Medium/Long Term  
Ashland, Oregon

Sheet  
B

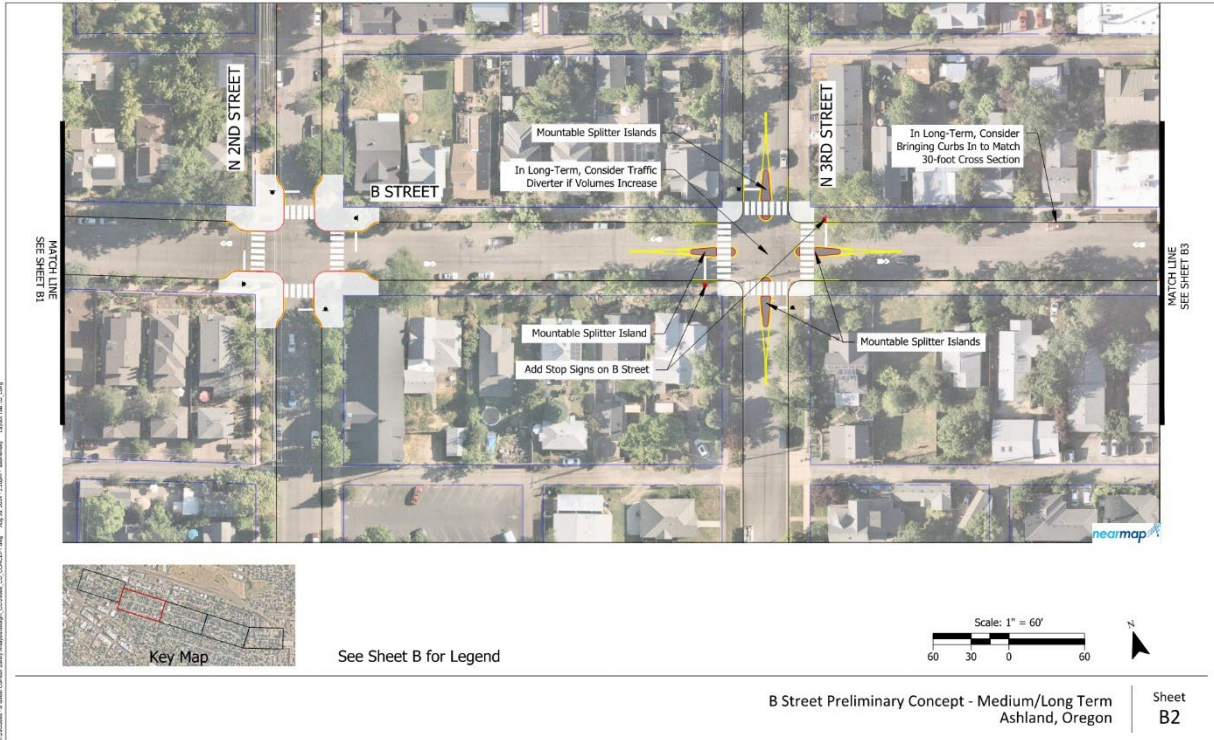


B Street Corridor Safety Analysis



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 & ASSOCIATES

B Street Corridor Safety Analysis



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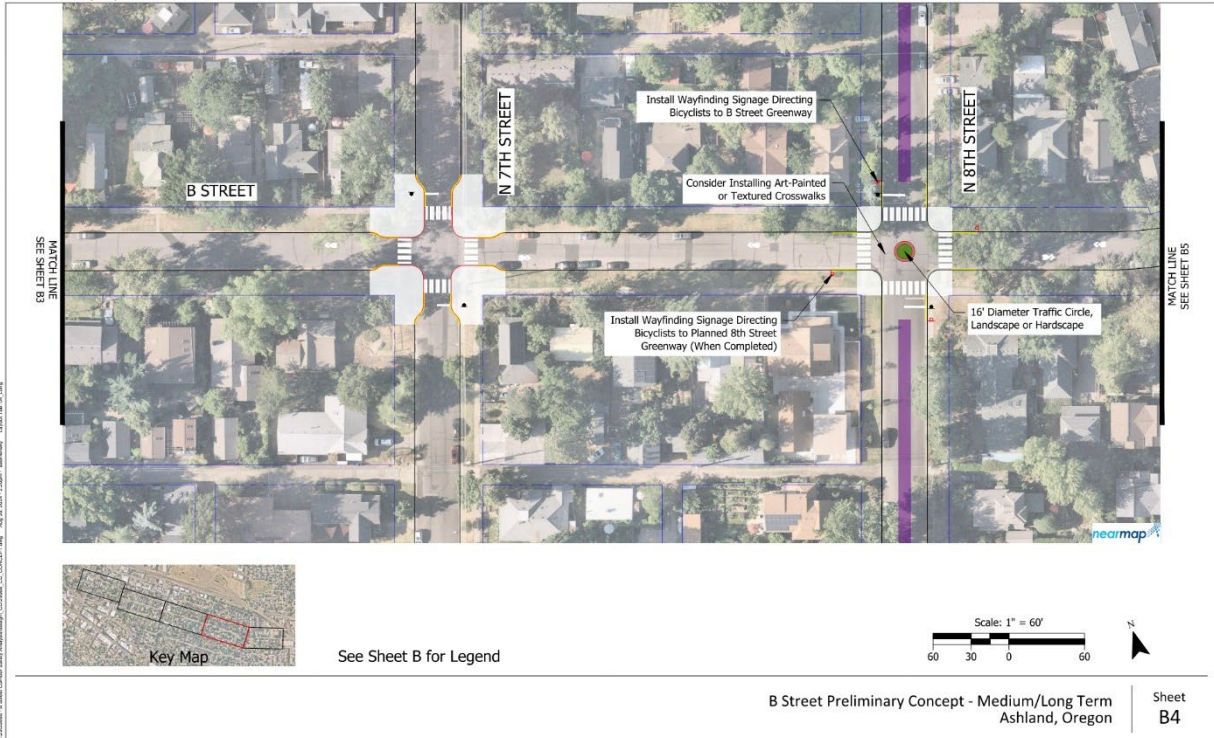
B Street Corridor Safety Analysis



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 & ASSOCIATES

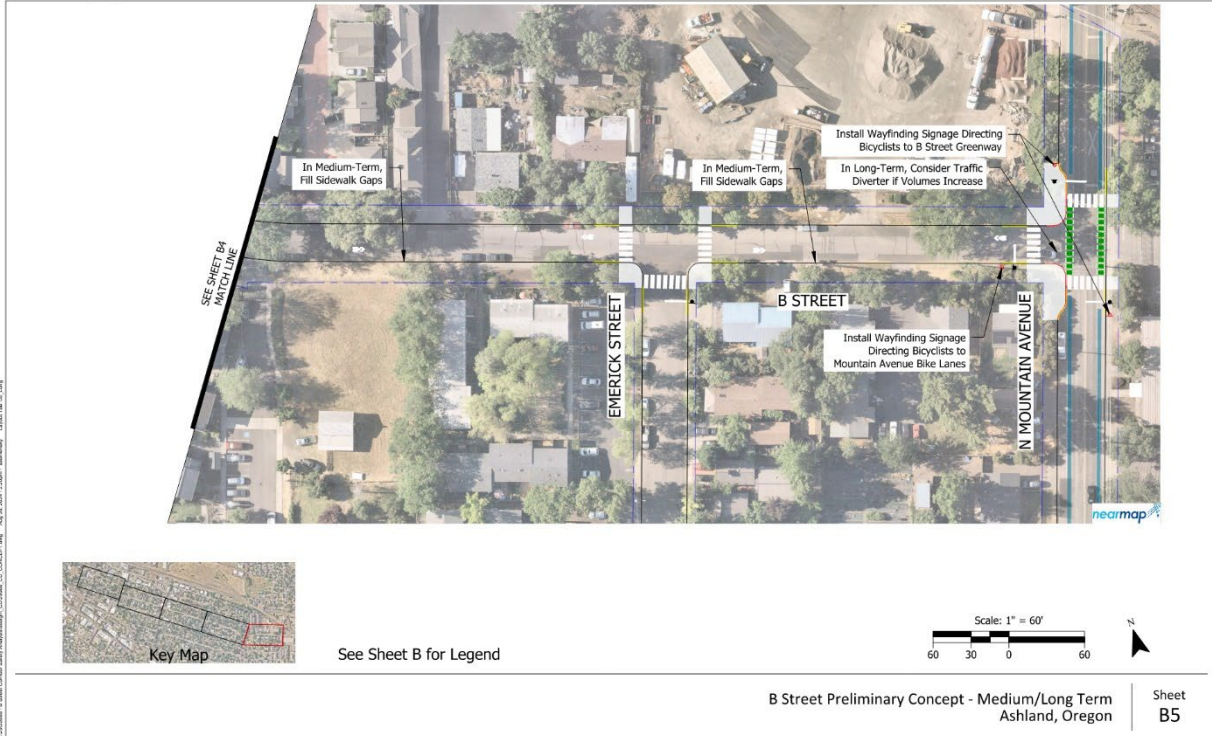


B Street Corridor Safety Analysis



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**KITTELSON**  
 & ASSOCIATES



## IMMEDIATE-TERM

Near-term recommendations for B Street aim to create a consistent feel along the corridor via small but impactful changes that can be implemented by the City of Ashland. These recommendations are outlined below.

### Speed Limit

The project team recommends reducing the posted speed limit along the corridor from 25 mph to 20 mph. This update would consist of speed limit sign changes and a '20 is plenty' campaign.

'20 is plenty' is a community outreach campaign to help inform the community of the speed limit change to 20 mph and provide information on the relationship between speed and transportation safety. A notable element includes providing eye-catching material (such as yard signs) for residents to install to help bring awareness to the reduced speed limit.

In addition, the project team recommends that the City continue use of the speed feedback signs along B Street. Speed feedback signs may be more helpful on sections of the corridor with higher speeds, such as between 2<sup>nd</sup> Street and 3<sup>rd</sup> Street.

#### Expected Outcome

- Per the Crash Modification Factor Clearinghouse, lowering the speed limit leads to a 17% to 30% reduction in fatal and serious injury crashes.<sup>4</sup>
- In Edinburgh, Scotland, reducing the speed limit led to a 39% reduction in fatal crashes.<sup>5</sup>
- A study from the Scottish Borders Council saw a mean reduction of 3 mph for 20 is plenty streets.<sup>6</sup>
- A report from Bend, Oregon found that serious injury and fatality crashes among pedestrians and cyclists dropped by 40% and 30%, respectively if Bend implemented a citywide 20 mph speed limit. In addition, the report estimated other benefits<sup>7</sup>:
  - Reduced annual fuel consumption of about 1.4 million gallons would be anticipated, saving Bend's drivers \$4.5 million per year.
  - Decreased air and noise pollution would result in one-time economic gains of \$169.4 million and additional yearly social and environmental damages savings of \$1.6 million.
  - Road maintenance savings of \$1.1 million per year could be realized.

<sup>4</sup> See: Crash Modification Clearinghouse, [https://cmfclearinghouse.fhwa.dot.gov/study\\_detail.php?stid=671](https://cmfclearinghouse.fhwa.dot.gov/study_detail.php?stid=671)

<sup>5</sup> See: Edinburgh News, <https://www.edinburghnews.scotsman.com/news/transport/edinburgh-20mph-speed-limits-deaths-crashes-and-casualties-reduced-by-20mph-limit-researchers-say-3861288>

<sup>6</sup> See: Scottish Borders Council, [https://www.scotborders.gov.uk/news/article/4202/permanent\\_20mph\\_plans\\_approved](https://www.scotborders.gov.uk/news/article/4202/permanent_20mph_plans_approved)

<sup>7</sup> See: City of Bend Citywide Transportation Advisory Committee, <https://www.bendoregon.gov/home/showdocument?id=36977>

## **SIGNAGE GUIDANCE**

Speed Limit signs must be correctly posted to ensure a speed limit is enforceable and to encourage compliance. In North America, the latest editions of the MUTCD and Standard Highway Signs should be referenced when developing signing for speed zones. The MUTCD contains Standards, Guidance, and Options for the signing, and general guidelines to follow for the design and layout of the signs are contained in Standard Highway Signs. The general guidelines show different standard sizes depending on the type of highway or facility where the sign is intended to be.

Section 2A of the MUTCD discusses standardization of location, mounting height, lateral offset, orientation, posts, and mountings. Speed Limit (R2-1) signs, indicating speed limits for which posting is required by law, shall be located at the points of change from one speed limit to another. At the end of the section to which a speed limit applies, a Speed Limit sign showing the next speed limit shall be installed. Additional Speed Limit signs shall be installed beyond major intersections, downstream of egresses from major traffic generators, and at other locations where it is necessary to remind road users of the speed limit that is applicable.

## **SPEED FEEDBACK SIGNS**

A Speed Feedback sign (also called a driver feedback sign, or variable message sign) is an interactive sign, generally constructed of a series of light emitting diodes (LEDs), that displays actual vehicle speed to drivers as they approach the sign (see Figure 5). The purpose of this sign is to reduce vehicle speeds by making drivers aware of their speed relative to the posted speed limit. Studies have found that Speed Feedback signs can be effective in reducing mean and 85<sup>th</sup> percentile speeds in a variety of situations.

Speed Feedback signs are optional, but if used it should be installed in conjunction with Speed Limit signs. Speed Feedback signs are particularly useful at speed reductions where drivers have been traveling for some time at a higher speed. The phenomenon known as "speed adaptation" causes drivers to underestimate their actual operating speeds in these instances, and Speed Feedback signs can assist them in achieving the necessary speed reduction.

Speed Feedback signs may be permanent or temporary installations. However, permanent installations are usually restricted to selected locations since a proliferation of Speed Feedback signs could lessen the effectiveness of the signs when they are needed most.

**Figure 5. Speed Feedback Sign**



Source: FHWA; Richard Drdul

### **Wayfinding Signage and Pavement Markings**

Wayfinding includes signage and pavement markings (i.e., sharrows) that direct people biking to connecting greenways or other bicycle routes. This signage should be placed at planned bicycle boulevards when they are constructed, including Oak Street, 1<sup>st</sup> Street, and 8<sup>th</sup> Street. In addition, signage could be placed at N Mountain Avenue to direct people biking to the bike lane and the shared-use path to the north.

Finally, the City should place one or two shared lane markings per block in the center of the travel lane. When planned bicycle boulevards are realized, these sharrows could have arrows to direct people biking to another bicycle facility. To support shared lane markings, the City should consider placing 'Bike Route' signs or placards along B Street (every 2-3 blocks) to reinforce that B Street is a bike boulevard.

Additional details on requirements and recommendations for signage and pavement markings are discussed in the sections below.

#### **Expected Outcome**

- An FHWA study showed that over 90% of cyclists ride over the shared lane markings, indicating high effectiveness in directing cyclists on where to ride in the road. In addition, sharrows decreased bicycle riding in the sidewalk and increased overall bicycle operating space in the road.<sup>8</sup>
- A study on wayfinding signage in Hawaii found that 33% of surveyed community residents agreed that seeing the wayfinding signs encouraged them to walk or bicycle more often in their community, and over 90% of residents thought that wayfinding signs were beneficial to the community.<sup>9</sup>

### **WAYFINDING SIGNAGE PLACEMENT**

#### **MUTCD Guidance**

Bicycle wayfinding signage should follow general Manual of Uniform Traffic Control Devices (MUTCD) standards on signage (Chapter 2A), including mounting height and lateral placement from edge of path or roadway. Per Section 2A.15, the mounting height should be 7 feet from the bottom of the sign to the sidewalk. Per Section 2A.16, a lateral offset of at least 1 foot from the face of the curb may be used in business, commercial, or residential areas where sidewalk width is limited or where existing poles are close to the curb.

Specific guidance on bicycle wayfinding is found in Section 9D.01 through 9D.10. Per the MUTCD, the purpose of Bicycle Destination (D1-1b, D1-1c, D1-2b, D1-2c, D1-3b, and D1-3c) signs and Bicycle Distance (D2-1a, D2-2a, and D2-3a) signs (see Figure 6) is to provide guidance to bicyclists traveling along a bikeway network directing them to typical bicycle destinations or points of interest. The smaller size of Bicycle Destination and Distance signs can de-emphasize the messages to motorists, especially when the direction(s) or destination(s) displayed provides access to routes or pathways where the use of motor vehicles is discouraged.

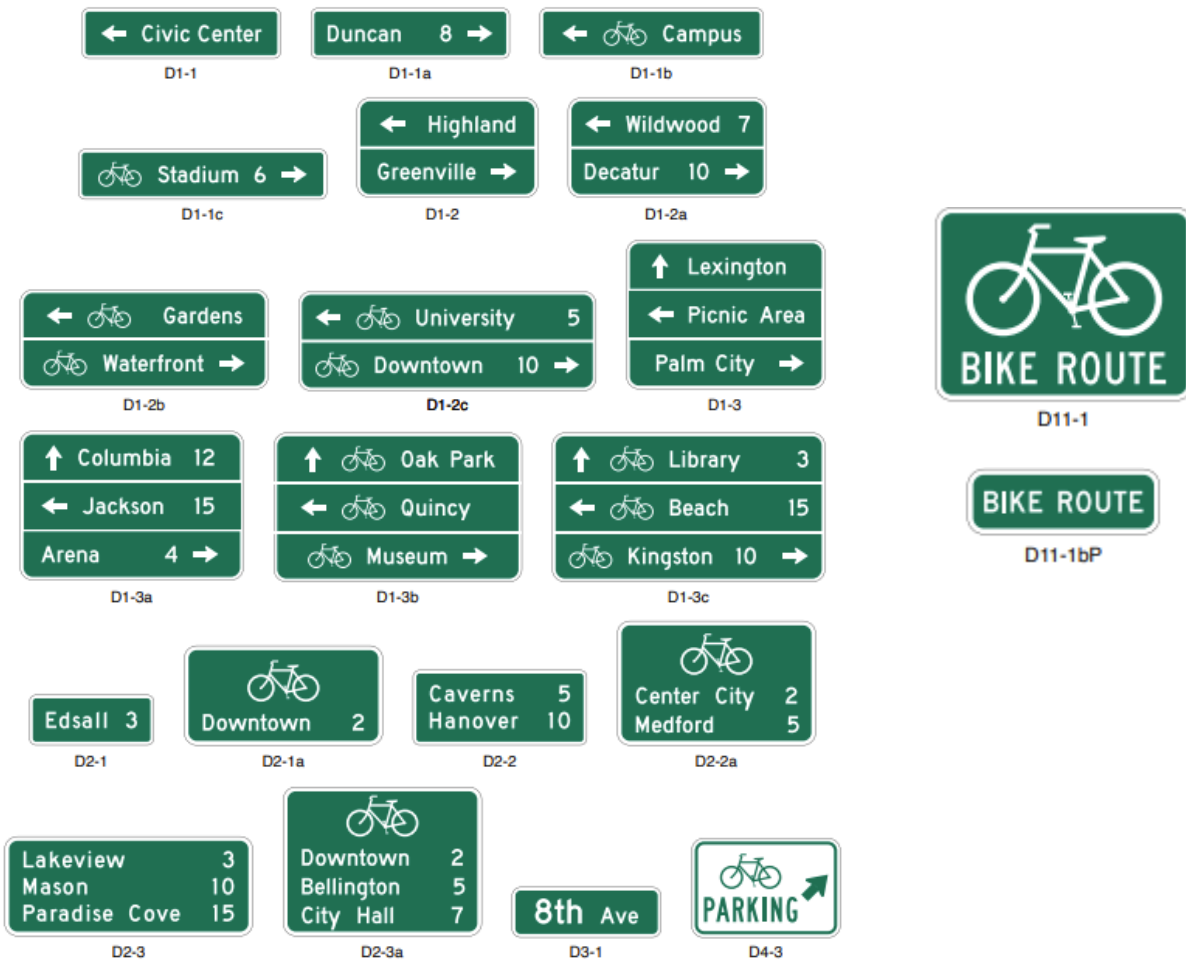
Bicycle Destination and Distance signs may be installed to provide direction, destination, and distance information as needed for bicycle travel. If several destinations are to be shown at a single location, they may be placed on a single sign with an arrow (and the distance, if desired) for each name. If more than one destination lies in the same direction, a single arrow may be used for the destinations.

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<sup>8</sup> See: Federal Highway Administration, 'Evaluation of Shared Lane Markings', <https://www.fhwa.dot.gov/publications/research/safety/pedbike/10044/index.cfm>

<sup>9</sup> See: Keliikoa et al, 'Evaluation of a community wayfinding signage project in Hawai'i: Perspectives of pedestrians and bicyclists', <https://www.sciencedirect.com/science/article/pii/S221414051830358X>

Figure 6. Guide Signs and Plaques for Bicycle Facilities



The Bike Route Guide (D11-1 or D11-1c) sign is used where no unique designation of routes is desired (e.g., no unique bicycle route number). Bike Route Guide signs may be provided along designated unnumbered, unnamed bicycle routes to inform bicyclists of bicycle route direction changes and to confirm route direction and destination. If used, Bike Route Guide signs may be repeated at regular intervals so that bicycles entering from side streets will have an opportunity to know that they are on a bicycle route. The BIKE ROUTE (D11-1bP) plaque may be installed to supplement a street name. When a BIKE ROUTE plaque is used in conjunction with a street name sign, Bike Route Guide signs (D11-1) must be used systematically along the bike route as well.

#### NACTO Guidance

The National Association of City Transportation Officials (NACTO) Urban Bikeway Design Guide includes some additional recommendations for wayfinding. The Guide identifies three types of signs:

- **Confirmation signs** (Figure 7) indicate to bicyclists that they are on a designated bikeway and make motorists aware of the bicycle route. They can include destinations, but not arrows.



These signs should be placed every 2-3 blocks along on-street routes, as well as on the far side of major street intersections. Shared lane markings can also act as confirmation that a bicyclist is on a preferred route.

**Figure 7. Confirmation Signs**



- **Turn Signs** (Figure 8) indicate where a bikeway turns from one street onto another street. These signs are placed at the near-side of intersections where bike routes turn. Pavement markings can also indicate the need to turn to the bicyclist.

**Figure 8. Turn Signs**



- **Decision Signs** (Figure 9) mark the junction of two or more bikeways. They help inform bicyclists of the designated bike route to access key destinations, and are recommended to include arrows, distances, and/or travel times. They are typically placed at the near-side of intersections in advance of a junction with another bicycle route.

**Figure 9. Decision Signs**



Travel time required to reach the destination is optional but provides bicyclists with more information. A speed of 10 mph is recommended for travel time calculations. The closest destination should be in the top slot, and subsequent destinations in the second and third slots.

Wayfinding signs can direct users to a number of different types of destinations, including the following:

- On-street bikeways
- Commercial centers
- Public transit centers and stations
- Schools
- Civic/community destinations
- Local or regional parks and trails
- Hospitals
- Bridges

The Clearview Hwy font is recommended for all wayfinding signs. While there is no required color for bicycle wayfinding signage, green is most commonly used.

#### **SHARED LANE MARKING PLACEMENT**

Shared Lane Markings (SLMs), or “sharrows,” are road markings used to indicate a shared lane environment for bicycles and automobiles. Among other benefits, shared lane markings reinforce the legitimacy of bicycle traffic on the street, recommend proper bicyclist positioning, and may be configured to offer directional and wayfinding guidance.

#### **MUTCD Guidance**

The MUTCD outlines guidance for shared lane markings in Section 9E.09. Per this section, the purpose of shared lane markings is to:

- Assist bicyclists with lateral positioning in a shared lane with on-street parallel parking in order to reduce the chance of a bicyclist impacting the open door of a parked vehicle;
- Assist bicyclists with lateral positioning in lanes that are too narrow for a motor vehicle and a bicycle to travel side-by-side within the same traffic lane;
- Alert road users of the lateral location bicycles are likely to occupy within the traveled way;
- Encourage safe passing of bicycles by motor vehicles;
- Reduce the incidence of wrong-way bicycling in the roadway; and
- Assist bicyclists with lateral positioning in mixing zones.

If used on a street with parallel parking, shared-lane markings should be placed so that the centers of the markings are a minimum of 12 feet from the face of the curb, or from the edge of the pavement where there is no curb.

If used on a street without on-street parking that has an outside travel lane that is less than 14 feet wide, shared-lane markings should be placed so that the centers of the markings are a minimum of 4 feet from the face of the curb, or from the edge of the pavement where there is no curb.

At non-intersection locations, the shared-lane marking should be spaced at intervals of not less than 50 feet or greater than 250 feet.

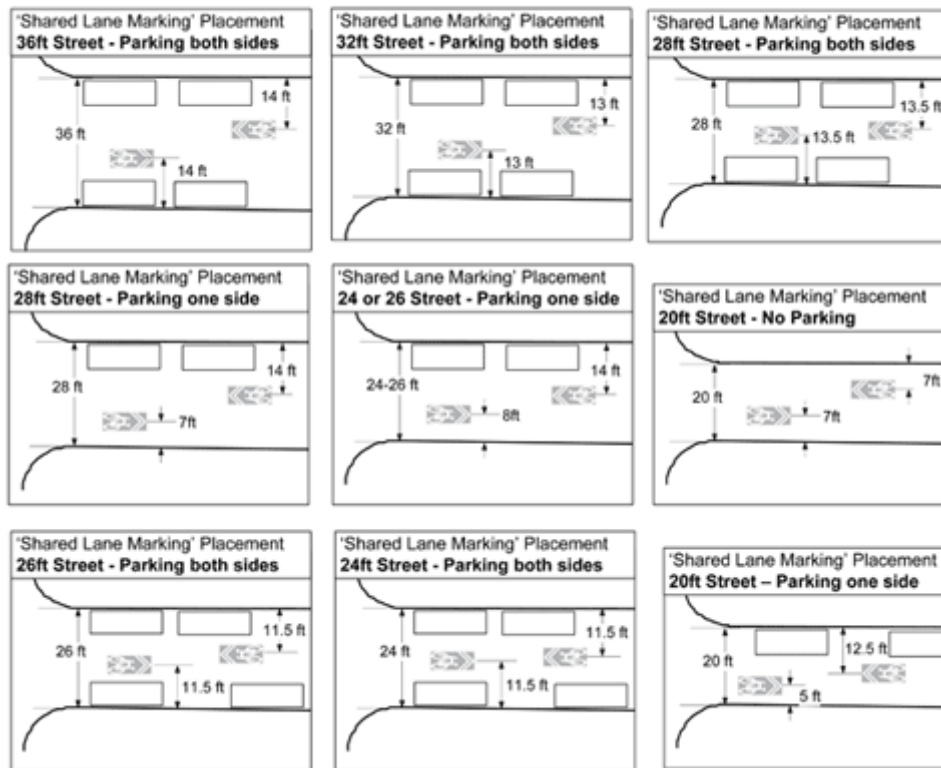
#### NACTO Guidance

The NACTO Urban Bikeway Design Guide recommends frequent, visible placement of markings. The number of markings along a street should correspond to the difficulty bicyclists experience taking the proper travel path or position. SLMs used to bridge discontinuous bicycle facilities or along busier streets should be placed more frequently (50 to 100 feet) than along low traffic bicycle routes (up to 250 feet or more). SLMs used along low volume routes can be staggered by direction to provide markings closer together.

Lateral placement is critical to encourage riders to avoid the “door zone” and to encourage safe passing behavior. On streets with posted 25 mph speeds or slower, the preferred placement is in the center of the travel lane to minimize wear and encourage bicyclists to occupy the full travel lane. Figure 10 provides some sample guidance from the Portland Bureau of Transportation.

**Figure 10. Wayfinding Sharrow Guidance**

**'Shared Lane Marking' Placement** – Revised 5/17/2010. Added 24 ft and 26 ft street details with parking on both sides, and 20 ft street detail with parking on one side.



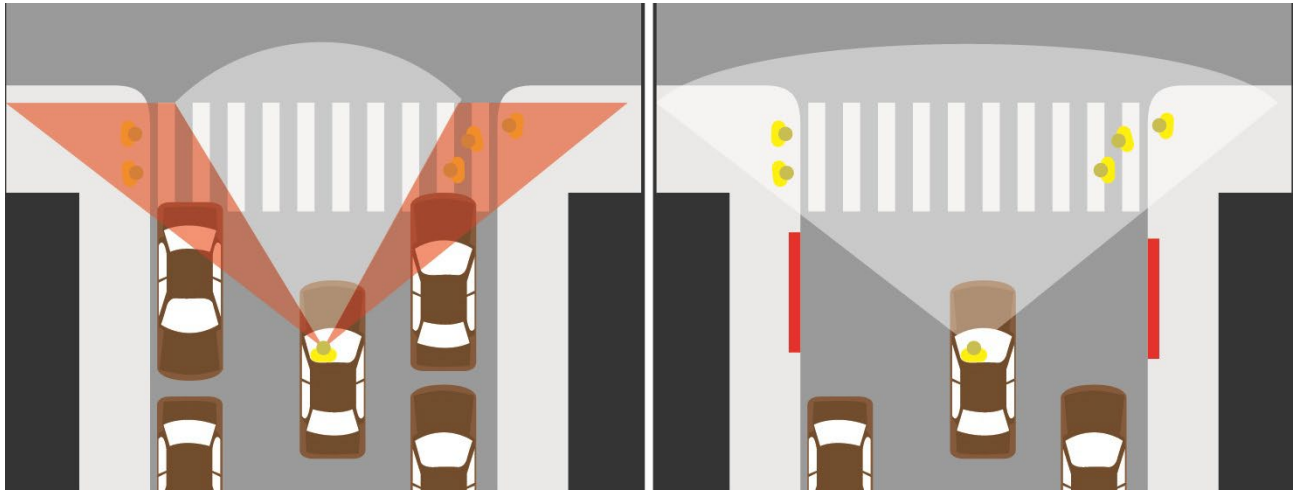
Source: Portland Bureau of Transportation, 2011

## Parking Management

Per City of Ashland Municipal Code (18.4.6.040) and Oregon state law (ORS 811.550), parking within 20 feet of an intersection is not allowed. Daylighting is a straightforward improvement that helps prevent parking within this zone and removes visual obstructions at an intersection to improve sight lines, both for vehicles and people crossing the street. In the immediate term, the project team recommends striping a 20-foot yellow 'no parking' zone (measured from the edge of the street) at all intersection approaches to help address sight line concerns, as well as create a consistent distance of 'no parking' throughout the corridor. At traffic circles and splitter islands, a 40-foot yellow 'no parking' zone should be striped. Daylighting would have a limited impact on parking, as parking is already legally restricted within 20 feet of an intersection; however, a small amount of parking may be removed with traffic circles or splitter islands (see near- and medium-term recommendations).

In addition to the 'no parking' zones, it is recommended that any landscaping, fencing, or utilities that are blocking sight lines be removed or relocated, when possible. A diagram of sight distance before and after daylighting is shown in Figure 11.

**Figure 11. Daylighting Sight Distance**



Source: San Francisco Municipal Transportation Agency

**Expected Outcome**

- According to the Federal Highway Administration, restricting parking near intersections reduces pedestrian crashes by up to 30%.<sup>10</sup>

## Stop Controlled Intersections

Most intersections east of 3<sup>rd</sup> Street are two-way stop controlled on the minor (not B Street) approach, though Pioneer Street, 1<sup>st</sup> Street, 2<sup>nd</sup> Street, and N Mountain Avenue have all-way stop control. In the immediate-term, the project team recommends that 3<sup>rd</sup> Street be converted to all-way stop control. No other changes are recommended.

### STOP SIGN PLACEMENT

Stop signs will be placed consistently at all intersections, typically behind the crosswalk at the stop line. Placement should ensure that the side street left-turning vehicle can maneuver into the approach of the stopped car. In addition, signs should be placed so that vegetation, posts, or other structures do not impede views of the sign.

### STOP SIGN PLACARDS

For all locations, an 'All Way' placard should be placed on stop signs for all-way stop controlled intersections and a 'Cross Traffic Does Not Stop' placard should be placed on the stop signs for two-way stop controlled intersections.

<sup>10</sup> Federal Highway Administration, 'Toolbox of Pedestrian Countermeasures and Their Potential Effectiveness', [https://safety.fhwa.dot.gov/ped\\_bike/tools\\_solve/fhwas18041/fhwas18041.pdf](https://safety.fhwa.dot.gov/ped_bike/tools_solve/fhwas18041/fhwas18041.pdf)



## ALL-WAY STOP CONTROL

Per the Manual on Uniform Traffic Control Devices (MUTCD), all-way stop control is generally installed based on crash or volume threshold criteria. These criteria include (a) five or more reported crashes in a 12-month period that can be corrected with all-way stop or (b) an average of 300 vehicles per hour for eight hours of a day. No intersection on B Street meets these criteria based on the crash and volume data collected. In addition, guidance from the Federal Highway Administration (FHWA) and the National Association of City Transportation Officials (NACTO) indicate that neighborhood greenways should have two-way stop control, with stop signs facing away from the greenway in order to facilitate bicycle travel.

However, safety concerns raised by local residents, near-miss data, and the presence of heavy vehicles indicate a need for all-way stop control at 3<sup>rd</sup> Street. In addition, this would continue the all-way stop control pattern west of 3<sup>rd</sup> Street. Therefore, this intersection is recommended to be converted to all-way stop control, along with additional traffic calming and safety improvements in the immediate-, near-, and medium-term.

## CROSSWALK

Consistent continental-style crosswalks should be striped at all approaches for all intersections. The crosswalk markings should follow City of Ashland standards for high-visibility crosswalks and should be installed to minimize vehicle wear-and-tear on the thermoplastic paint. At stop signs, advance stop/yield bars should be placed approximately 10 feet before the crosswalk.

### Expected Outcome

- According to the Crash Modification Clearinghouse, high-visibility crosswalks can reduce pedestrian crashes by almost 50%. In addition, an advance stop/yield bar can reduce pedestrian crashes by 25%.<sup>11</sup>

## NEAR-TERM

In the near term, quick build treatments are recommended that would (a) be quick, easy, and cheap to implement and (b) act as pilots or trials for more capital-intensive projects.

### Art Crosswalks

Textured or art-painted crosswalks are recommended at Oak Street, Pioneer Street, 1<sup>st</sup> Street, 4<sup>th</sup> Street, and 8<sup>th</sup> Street. These crosswalks would increase visibility of the crossing and contribute to the sense of place and welcoming nature of B Street. The City could (a) initiate art-painted or textured crosswalks through a City-led program or (b) support and encourage neighborhood

<sup>11</sup> Federal Highway Administration, 'Toolbox of Pedestrian Countermeasures and Their Potential Effectiveness', [https://safety.fhwa.dot.gov/ped\\_bike/tools\\_solve/fhwasa18041/fhwasa18041.pdf](https://safety.fhwa.dot.gov/ped_bike/tools_solve/fhwasa18041/fhwasa18041.pdf)

initiatives to install art-painted crosswalks. A City-led program could lead to a more cohesive design that is in alignment with the historical character of B Street, so may be preferable.

**Figure 12. Art-Painted Crosswalks**



Source: City of Chapel Hill; City of Spartanburg

#### **Expected Outcome**

- In a study of 17 'asphalt art' sites, there was a dramatic reduction in motor vehicle crash rates after the projects were installed, including a 50% drop in crashes involving pedestrians or cyclists and a 37% drop in crashes leading to injuries. In addition, at 5 most recent sites, there was a 27% increase in the rate of drivers yielding to pedestrians with the right-of-way as well as a 25% drop in potentially dangerous conflicts between drivers and pedestrians.<sup>12</sup>

#### **Quick-Build Curb Extensions**

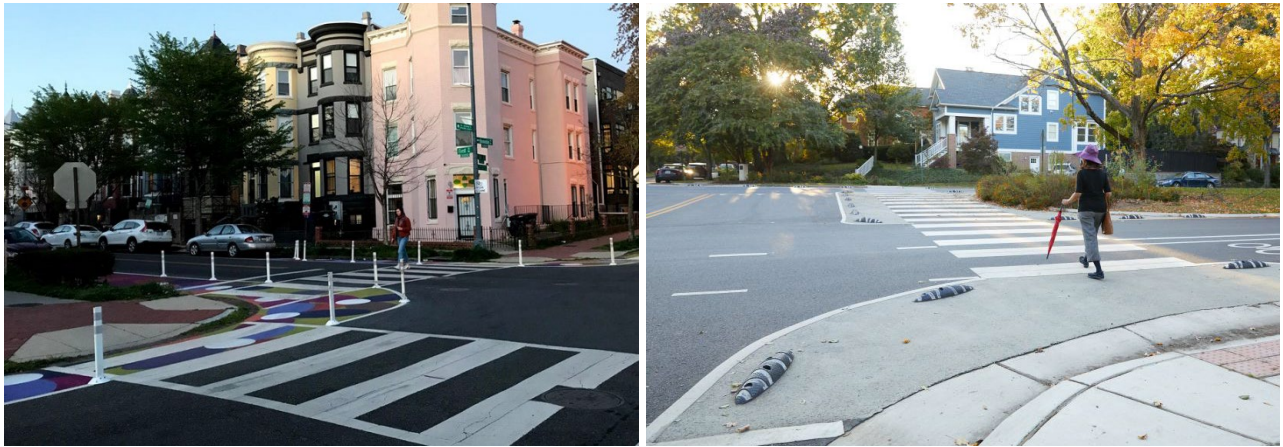
Temporary curb extensions are recommended to be installed at the following locations:

- Oak Street: SW, NE, and SE corners
- Pioneer Street: All corners
- 1<sup>st</sup> Street: Southeast corner

Curb extensions will shorten crossing distances, provide room at intersections for mini-gathering places, and reduce the size of the intersections to help ensure low speeds. Curb extensions can be implemented as temporary installations (e.g., paint and bollards) as a trial or as a quicker installation until funds are identified for hardened curb extensions. As soon as possible, however, curb lines should be moved to provide full curb extensions to maintain a more consistent aesthetic and increase vehicular compliance. Examples of quick-build curb extensions are shown in Figure 13.

<sup>12</sup> Sam Schwarz Consulting & Bloomberg Philanthropies, 'Asphalt Art Safety Study', [Asphalt-Art-Safety-Study.pdf \(bbhub.io\)](https://bbhub.io/asphalt-art-safety-study/)

**Figure 13. Quick-Build Curb Extensions**



Source: Kittelson & Associates; City of Alexandria

### Quick-Build Traffic Circles

Quick-build traffic circles are recommended at 1<sup>st</sup> Street and 8<sup>th</sup> Street in the near-term, using temporary materials (paint, bollards, and/or large plants). This would allow the City to implement traffic circles faster and confirm their effectiveness. The City could work with local artists or interested residents to install a mural or public art within the temporary traffic circles. Examples of quick-build traffic circles are shown in Figure 14.

**Figure 14. Quick-Build Traffic Circles**



Source: City of East Palo Alto; City of Oakland

### Quick-Build Splitter Islands

Splitter islands provide horizontal deflection in order to direct vehicles through the intersection and reduce vehicular speeds. In the near-term, painted splitter islands are recommended on all approaches on 3<sup>rd</sup> Street to help visually demarcate where a vehicle should travel, as well as provide a speed reduction through the horizontal deflection.

3<sup>rd</sup> Street was chosen as it is a wide intersection that experiences high levels of truck volumes. Splitter islands could help slow down vehicles at all approaches and encourage slower navigation through the intersection. Numerous concerns from the public were heard during the walking tour and at the community charette regarding crossing B Street at 3<sup>rd</sup> Street. The quick-build, painted splitter islands would allow the City to understand the effectiveness of the treatment and appropriateness of the splitter island sizing.



## MEDIUM-TERM

Medium-term improvements may require additional design work and/or grant funding. These treatments are generally more capital intensive and consist of moving curb lines. Some medium-term improvements involve hardening temporary improvements constructed in the near term. This includes creating permanent curb extensions and traffic circles by extending (curb extensions) or building (traffic circles) curb lines.

### Permanent Curb Extensions

Curb extensions will shorten crossing distances, provide room at intersections for mini-gathering places, and reduce the size of the intersections to help ensure low speeds. Permanent curb extensions will provide a more consistent aesthetic than quick-build versions, as well as are associated with increased vehicular compliance and more space in the sidewalk for landscaping or hardscaping elements. Finally, curb extensions increase sight distance and allow for vehicles and people walking to see each other better at intersections, as illustrated in Figure 15.

In the medium-term, intersections with temporary curb extensions should be prioritized to provide full curb extensions. Then, as funding is available, all the recommended intersections should include curb extensions, which includes Oak Street, Pioneer Street, 1<sup>st</sup> Street, 2<sup>nd</sup> Street, 4<sup>th</sup> Street, 6<sup>th</sup> Street, and 7<sup>th</sup> Street, as well as N Mountain Avenue.

Curb extension installation should include updating the curb ramps to be ADA-compliant at all corners of the intersection.

#### Expected Outcome

- A 2005 study in Albany, Oregon found that curb extensions contribute to a significant reduction in the average number of vehicles that pass a waiting pedestrian before yielding to the pedestrian. (Pedestrians approaching from the curb extension side experienced a vehicle yielding sooner than those coming from the non-improved side of the crosswalk).<sup>13</sup>

<sup>13</sup> Randal S. Johnson, Pedestrian Safety Impacts of Curb Extensions: A Case Study, [https://nacto.org/wp-content/uploads/2015/04/pedestrian\\_safety\\_impacts\\_of\\_curb\\_extensions\\_randal.pdf](https://nacto.org/wp-content/uploads/2015/04/pedestrian_safety_impacts_of_curb_extensions_randal.pdf)



**Figure 15. Curb Extension Sight Distances**



### **Permanent Traffic Circles**

Traffic circles are a traffic calming technique that help reduce speeds by (a) obstructing the visual sight line of a corridor and (b) forcing vehicles to slow down at intersections to maneuver around the traffic circle. They also provide an opportunity for landscaping or art. Landscaped or hardscaped traffic circles are recommended at 1<sup>st</sup> Street, 4<sup>th</sup> Street, and 8<sup>th</sup> Street as medium-term improvements. Landscaping would provide more of a visual obstruction to drivers and be more aesthetically pleasing but would also require additional maintenance time and costs.

### **Permanent Splitter Islands**

Permanent, mountable splitter islands are recommended to be installed at all approaches on 3<sup>rd</sup> Street, making the painted splitter islands on 3<sup>rd</sup> Street permanent. In order to accommodate larger vehicles, the splitter islands can be mountable with a shorter curb. Truck turning templates indicate that a school bus could navigate through the intersection without needing to mount the splitter islands, but larger vehicles may need to track onto the island.

### **Sidewalk Gaps**

In addition, medium-term improvements include fixing the sidewalk gaps between Emerick Street and N Mountain Avenue to create a continuous, smooth surface with ADA-compliant curb ramps.

## LONG-TERM

Long-term improvements require additional analysis and/or are highly capital intensive, and would likely require grant or other external funding.

### Traffic Diverters

In the long-term, the City of Ashland can explore installing traffic diverters, especially as development occurs. If traffic volumes increase past the threshold for a neighborhood greenway (~3,000 vpd), the City could study installing diverters at two locations:

- At B Street and N Mountain Ave, a diverter could be installed to prevent south bound right movements onto B Street. This could mitigate potential through traffic from the planned developments north of B Street.
- At B Street and 3<sup>rd</sup> Street, a diverter could be installed to either (a) prevent vehicular traffic from continuing through (right or left turn only) or (b) prevent through traffic on 3<sup>rd</sup> Street. This would require careful consideration of alternate routes, truck routes, and resident access.

### Curb Lines and Other Improvements

In addition, the City could consider:

- Bringing in the curb line between 3<sup>rd</sup> Street and 5<sup>th</sup> Street to a 30-foot cross section, matching the cross-section east of 5<sup>th</sup> Street.
- Updating all intersections to have ADA-compliant curb ramps.
- Installing regular pedestrian-scale lighting throughout the roadway.
- Making drainage improvements.

## Cost Opinion

The estimated cost associated with delivering the full concept is \$1.7 million dollars. This cost includes:

- Design and construction
- Filling sidewalk gaps
- Pavement markings
- Updated signage
- Permanent installations of splitter islands, traffic circles, and curb extensions

The costs do not include temporary installations or elements that should be considered in the future based on broader travel patterns, such as traffic diverters. The detailed cost opinion is provided in Appendix F.

## Appendices

- Appendix A: Background Document Review
- Appendix B: Traffic Count and Speed Data
- Appendix C: Crash Data
- Appendix D: Public Involvement Summary
- Appendix E: Safety Improvement Elements
- Appendix F: Cost Opinion

LEGEND

-  Existing Bike Lane
-  Planned Bike Boulevard/Greenway
-  Existing Curb
-  Right-of-Way Line
-  No Parking Zone
-  Existing Stop Sign
-  Proposed Stop Sign
-  Proposed Crosswalk Marking
-  Proposed Shared Lane Marking
-  Temporary Curb Extension
-  Temporary Paint

GENERAL NOTES

- 1

A reduction in the speed limit to 20 MPH is recommended throughout the corridor.

9

Temporary curb extensions can be formed of tubular flex posts or plastic curbs. Temporary splitter islands can be formed of paint.
- 2

All intersections should have 20-feet of yellow paint indicating "no parking" areas on each approach.

10

New crosswalks should be striped in alignment with existing curb ramps. Curb ramps should be replaced in the medium/long term.
- 3

All stop signs should be evaluated for sight distance and placed (a) at or near the stop line and (b) so that no posts, landscaping, or other trees block sight lines.
- 4

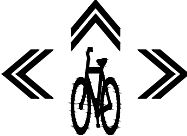
All stop signs at all-way stop control intersections should include "All Way" placards (R1-3P). All stop signs at two-way stop control intersections should include "Cross Traffic Does Not Stop" placards (W4-4P).




- 5

All crosswalks should be continental style (per City of Ashland standards), unless otherwise noted.
- 6

When planned greenways are complete, add directional shared lane markings and wayfinding signage.




- 7

Preferred placement of shared lane markings is in the center of the travel lane, with a minimum placement of 11' from the curb when parking is present (or 4' when parking is not present).
- 8

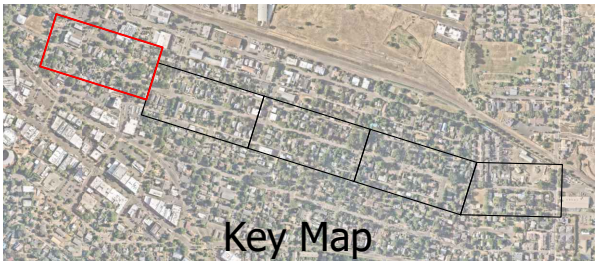
Place stop bars 10' back from crosswalks at stop-controlled approaches.



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MATCHLINE  
SEE SHEET A2

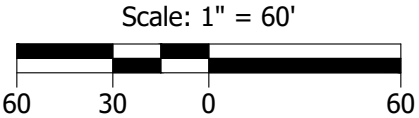


Key Map

See Sheet A for Legend



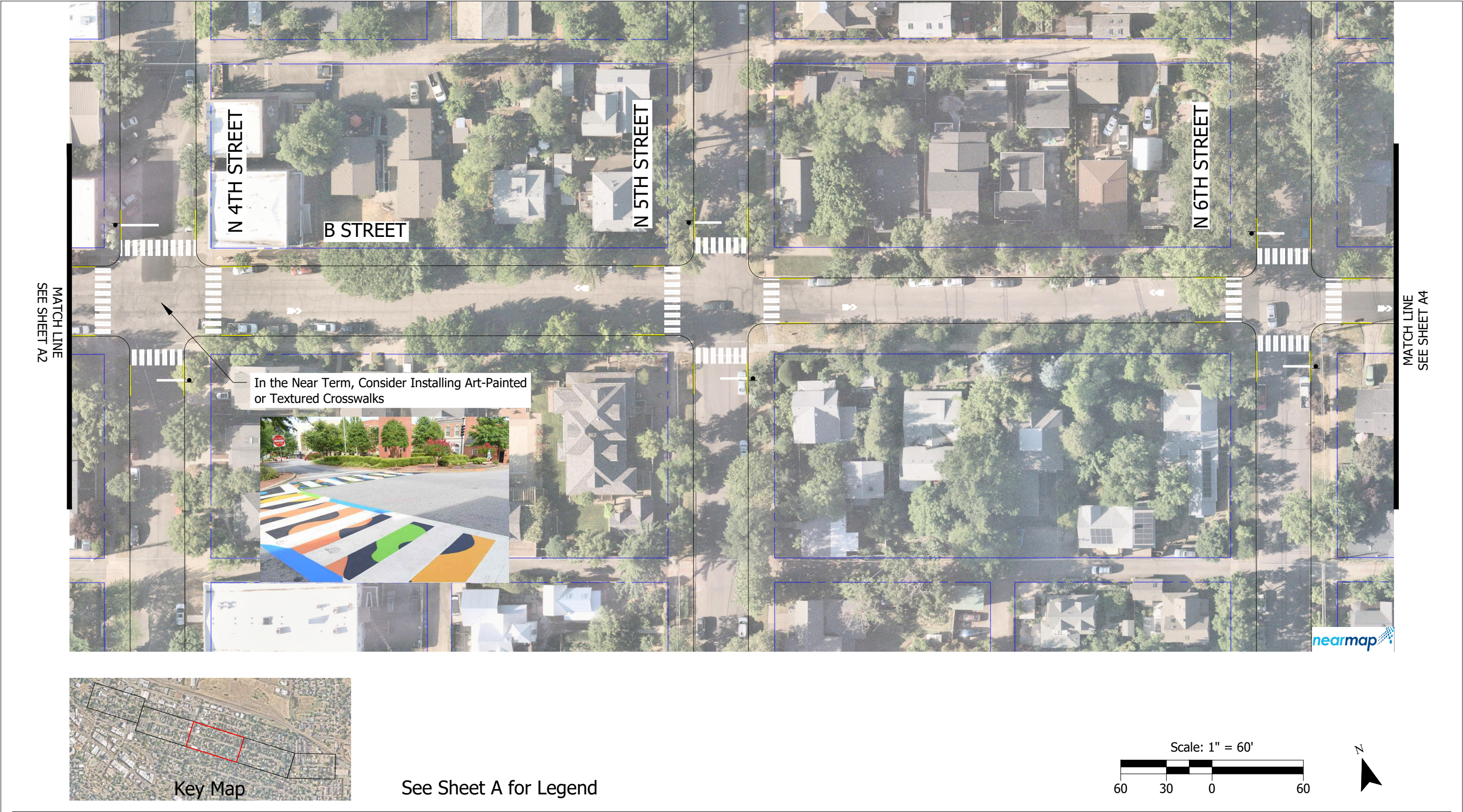
In the Near Term, Install  
Temporary Curb Extension















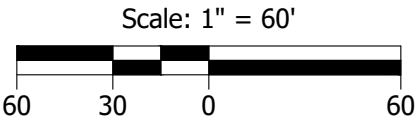


H:\23\23988 - B Street Corridor Safety Analysis\design\_CD\23988\_CD\_CONCEPT.dwg Aug 30, 2024 - 2:20pm - ssemensky Layout Tab: 05\_Near



Key Map

See Sheet A for Legend

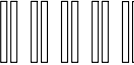


B Street Preliminary Concept - Immediate/Near Term  
Ashland, Oregon

Sheet  
A5



LEGEND

-  Existing Bike Lane
-  Planned Bike Boulevard/Greenway
-  Existing Curb
-  Proposed Curb
-  Right-of-Way Line
-  No Parking Zone
-  Existing Stop Sign
-  Proposed Stop Sign
-  Proposed Crosswalk Marking
-  Proposed Shared Lane Marking
-  Proposed Sidewalk/Curb Ramp
-  Proposed Mountable Island
-  Proposed Landscape Island

GENERAL NOTES

- 1

A reduction in the speed limit to 20 MPH is recommended throughout the corridor.
- 2

All intersections should have 20-feet of yellow paint indicating "no parking" areas on each approach.
- 3

All stop signs should be evaluated for sight distance and placed (a) at or near the stop line and (b) so that no posts, landscaping, or other trees block sight lines.
- 4

All stop signs at all-way stop control intersections should include "All Way" placards (R1-3P). All stop signs at two-way stop control intersections should include "Cross Traffic Does Not Stop" placards (W4-4P).




- 5

All crosswalks should be continental style (per City of Ashland standards), unless otherwise noted.
- 6

When planned greenways are complete, add directional shared lane markings and wayfinding signage.




- 7

Preferred placement of shared lane markings is in the center of the travel lane, with a minimum placement of 11' from the curb when parking is present (or 4' when parking is not present).
- 8

Place stop bars 10' back from crosswalks at stop-controlled approaches.
- 9

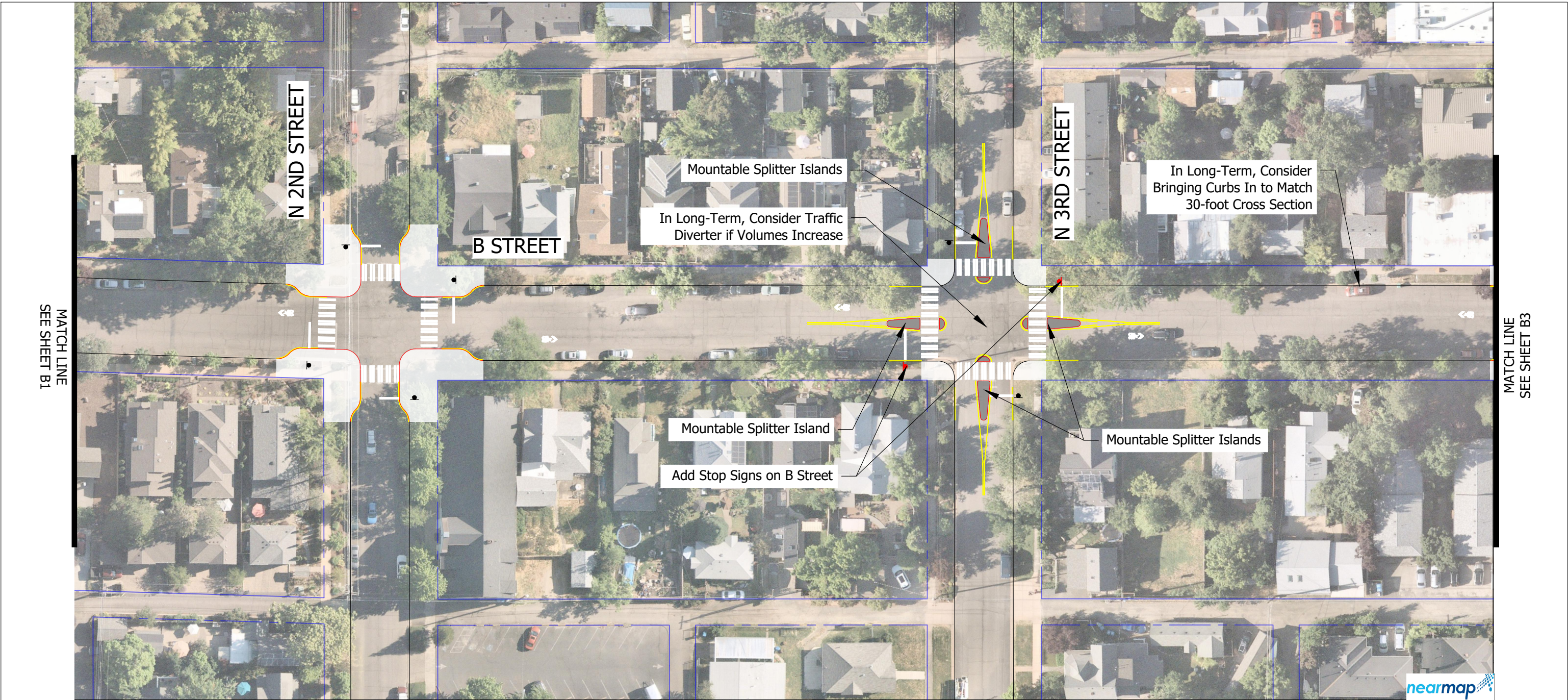
All splitter islands should be mountable.
- 10

With curb extension installation in the medium term, curb ramps should be updated to be compliant with the Americans with Disabilities (ADA) act. In the long term, all curb ramps should be updated to be compliant with ADA regulations.



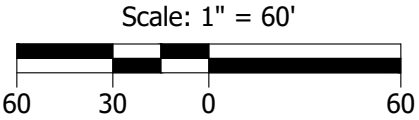






Key Map

See Sheet B for Legend



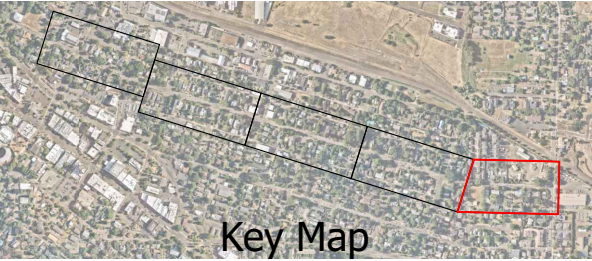




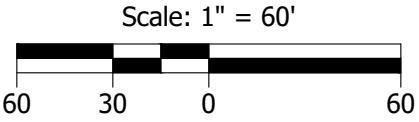








See Sheet B for Legend





**B Street Corridor Improvements**  
**Oak Street to Mountain Ave**  
Ashland, Oregon



**Engineer's Conceptual Estimate**

Prepared by: Sophia Semensky

Date: September 1st, 2024

This Estimate has a Rating of:

2C

(See rating scale guide below.)

| ITEM                                                      | UNIT | TOTAL QUANTITY | UNIT PRICE   | TOTAL COST          |
|-----------------------------------------------------------|------|----------------|--------------|---------------------|
| Mobilization                                              | LS   | ALL            | \$69,000.00  | \$69,000.00         |
| Traffic Control                                           | LS   | ALL            | \$35,000.00  | \$35,000.00         |
| Construction Staging                                      | LS   | ALL            | \$55,000.00  | \$55,000.00         |
| Erosion Control                                           | LS   | ALL            | \$21,000.00  | \$21,000.00         |
| <b>Fix Sidewalk Gaps</b>                                  |      |                |              |                     |
| Detectable Warnings                                       | EA   | 4              | \$500.00     | \$2,000.00          |
| Pedestrian Ramps                                          | EA   | 4              | \$1,500.00   | \$6,000.00          |
| Concrete Curbs - Standard Curb & Gutter                   | LF   | 330            | \$36.00      | \$11,880.00         |
| Concrete Walks                                            | SF   | 2,310          | \$8.00       | \$18,480.00         |
| <b>Splitter Islands</b>                                   |      |                |              |                     |
| Raised Concrete Island                                    | SF   | 600            | \$12.50      | \$7,500.00          |
| <b>Traffic Circles (3)</b>                                |      |                |              |                     |
| Concrete Curbs - Standard Curb                            | LF   | 295            | \$40.00      | \$11,800.00         |
| Truck Apron (Concrete)                                    | SF   | 735            | \$18.50      | \$13,597.50         |
| Permanent Landscaping                                     | SF   | 450            | \$4.00       | \$1,800.00          |
| <b>Curb Extensions (26)</b>                               |      |                |              |                     |
| Detectable Warnings                                       | EA   | 50             | \$500.00     | \$25,000.00         |
| Extra for Pedestrian Ramps                                | EA   | 50             | \$1,500.00   | \$75,000.00         |
| Concrete Curbs - Standard Curb & Gutter                   | LF   | 2,300          | \$36.00      | \$82,800.00         |
| Concrete Walks                                            | SF   | 34,300         | \$8.00       | \$274,400.00        |
| <b>Striping</b>                                           |      |                |              |                     |
| Yellow Paint (Hi-build paint, extruded, surface)          | LF   | 1,100          | \$3.00       | \$3,300.00          |
| <b>No Parking Zone</b>                                    |      |                |              |                     |
| Yellow Paint (Hi-build paint, extruded, surface)          | LF   | 2,700          | \$3.00       | \$8,100.00          |
| <b>General Signage</b>                                    |      |                |              |                     |
| Speed Limit Sign                                          | SF   | 9              | \$40.00      | \$360.00            |
| Speed Limit Sign Post                                     | EA   | 6              | \$500.00     | \$3,000.00          |
| Stop Sign                                                 | SF   | 8              | \$40.00      | \$320.00            |
| Stop Sign Post                                            | EA   | 2              | \$500.00     | \$1,000.00          |
| "All Way" sub-sign                                        | SF   | 14             | \$40.00      | \$560.00            |
| "Cross Traffic Does Not Stop" sub-sign                    | SF   | 156            | \$40.00      | \$6,240.00          |
| <b>Wayfinding Signage</b>                                 |      |                |              |                     |
| Bike Route Sign (D11-1)                                   | SF   | 12             | \$40.00      | \$480.00            |
| Bike Route Sign Post                                      | EA   | 4              | \$500.00     | \$2,000.00          |
| Bike Wayfinding Sign                                      | SF   | 53             | \$40.00      | \$2,100.00          |
| Bike Wayfinding Sign Post + Support                       | EA   | 14             | \$1,500.00   | \$21,000.00         |
| <b>Pavement Markings</b>                                  |      |                |              |                     |
| Shared Lane Marking (Pavement Legend, Type B-HS: Sharrow) | EA   | 28             | \$900.00     | \$25,200.00         |
| Crosswalk Marking (Pavement Bar)                          | SF   | 6,140          | \$12.00      | \$73,680.00         |
| Stop Line (Pavement Bar)                                  | SF   | 558            | \$12.00      | \$6,696.00          |
| <b>TOTAL CONSTRUCTION COST</b>                            |      |                |              | <b>\$ 864,274</b>   |
| <b>ENGINEERING SUPPORT</b>                                |      |                |              |                     |
| Design Engineering                                        | LS   | ALL            | \$260,000.00 | \$260,000.00        |
| Construction Engineering & Management                     | LS   | ALL            | \$173,000.00 | \$173,000.00        |
| <b>ENGINEERING SUPPORT SUBTOTAL</b>                       |      |                |              | <b>\$ 433,000</b>   |
| <b>TOTAL PROJECT SUBTOTAL</b>                             |      |                |              | <b>\$ 1,297,274</b> |
| <b>30% Contingency</b>                                    |      |                |              | <b>\$ 389,190</b>   |
| <b>TOTAL ESTIMATED PROJECT COST</b>                       |      |                |              | <b>\$ 1,686,464</b> |

**Unit Costs Note:**

The associated product and material costs are based upon the most recent available cost data. Due to the current volatility of the construction market, we cannot guarantee these costs for any duration of time.

**Assumptions:**

- Right of way is not currently captured in the estimate as it is the intent to avoid with the project.

**Scope Accuracy:**

**Level 1:** Project scope well understood and well defined.

**Level 2:** Project scope conceptual. Scope lacks detail due to potential permit requirements; Unknown project conditions; limited knowledge of external impacts.

**Level 3:** Project scope is a "vision" with limited detail.

**Engineering Effort:**

**Level A:** Preliminary engineering performed. Technical information is available, engineering calculations have been performed; clear understanding of the materials size and quantities needed to execute job. Schedule understood; staff and permitting is fairly clear, (however this element may still need refining). Project Development & Construction Contingencies ranges between 10%-20%.

**Level B:** Conceptual engineering performed. Technical information is available, rough engineering calculations may have been performed, or similar information from previous similar work is compared and used. Project Development Contingencies ranges between 15% to 25% and Construction Contingencies ranges between 20% to 30%.

**Level C:** No engineering performed. Limited technical information available and/or analysis performed. Project Development and Construction Contingencies should be selected appropriately by Project Manager. Contingency may range up to 60% based on risk.



**From:** [Teicher, Paul \(OST\)](#)  
**To:** [Scott Fleury](#)  
**Subject:** SS4A FY24 Funds Awarded  
**Date:** Monday, September 09, 2024 8:22:40 AM

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[EXTERNAL SENDER]

To Scott Fleury from City of Ashland,

The Citywide Comprehensive Safety Action Plan, for the Notice of Funding Opportunity (NOFO) Fiscal Year (FY) 2024 Safe Streets and Roads for All grant program, was selected for an award of \$280,000 in Federal funding. This includes funding to “Develop a new Comprehensive Safety Action Plan.” Congratulations!

**Key Information and Requirements:** This email is not authorization to begin work, and it does not guarantee Federal funding. The United States Department of Transportation (USDOT) and City of Ashland must establish and execute a signed, mutually agreed upon grant agreement prior to the obligation of award funds.

**Immediate Next Steps:** USDOT made the public announcements related to the awards on September 5, 2024. See the press release here: <https://www.transportation.gov/grants/ss4a/press-releases>, and the award recipient list here: <https://www.transportation.gov/grants/ss4a/2024-awards>. We published a short summary of the proposal from your application on our Safe Streets and Roads for All website as part of the public announcement, pursuant to Section H Part 1 of the Notice of Funding Opportunity (NOFO). If you want to modify what is provided on our website once you see it, please let me know by emailing [SS4A@dot.gov](mailto:SS4A@dot.gov). The website link is <https://www.transportation.gov/grants/SS4A>.

**What to Expect in the Next Few Weeks:** My colleagues at the Federal Highway Administration (FHWA) are responsible for establishing and executing a SS4A grant agreement with City of Ashland. You can expect to hear from a FHWA representative with your State’s FHWA Division Office in the near future. In the weeks ahead you will receive more information about next steps, including an invitation to a FHWA-sponsored webinar for grant recipients to describe the process leading to an executed grant agreement. The webinar will be recorded for those who are unable to attend. In the meantime, if you have questions about next steps, please direct them to FHWA using the email [SS4A.FHWA@dot.gov](mailto:SS4A.FHWA@dot.gov).

Finally, we ask for your patience as we work diligently toward executing grant agreements so your important safety work may begin. FHWA staff will be working with hundreds of new grant recipients to expeditiously process new grant agreements, and this will take time.

It’s exciting to see so many communities on the path to improving roadway safety, and the whole SS4A Program team is passionate about helping you succeed. Thank you for your commitment to roadway safety.

Paul



Paul D. Teicher  
Grantor, Safe Streets and Roads for All

Office of Policy Development and Coordination

**Summary of Award Information:**

**Project Name:** Citywide Comprehensive Safety Action Plan

**Applicant:** City of Ashland

**Unique Entity Identifier:** CRCQD8ZGQSR6

**Grant Type:** Planning and Demonstration

**SS4A Grant Funding Amount:** \$280,000

**Estimated Total Project Costs:** \$350,000

**Project Description:** This award will be used by City of Ashland to develop a comprehensive safety action plan.

Preparing for Establishing a Grant Agreement

The terms of the grant agreement will be in accordance with the FY 2024 SS4A NOFO and applicable Federal requirements. Below highlights key information to start becoming familiar with as the grant agreement development process begins. Note that the information below may not be applicable to all planning and/or demonstration activities included in your award.

- Scope of Activities: Your award is for Develop a new Comprehensive Safety Action Plan. Action Plan: The funding awarded to develop a comprehensive safety action plan or update an existing plan to meet SS4A requirements must result in a final product that includes all Action Plan components outlined in Table 1 of the NOFO. See <https://www.transportation.gov/grants/ss4a/action-plan-components>.
- Supplemental Planning: The funding awarded to conduct supplemental planning must result in a final written product that connects to, supports, and enhances an Action Plan.
- Demonstration Activities: The funding awarded to carry out demonstration activities must inform an Action Plan's list of selected projects and strategies and their future implementation, and/or inform another part of the Action Plan. Demonstration activities are temporary in nature, and materials to be used must also be temporary and/or easily reversible. Additionally, demonstration activities must also measure potential benefits through data collection and evaluation as part of the grant agreement. Demonstration activities are subject to additional reviews and oversight to ensure compliance with Federal requirements, including but not limited to the National Environmental Policy Act and the Manual on Uniform Traffic Control Devices. In some instances, activities that encompass multiple project phases will have a phased grant agreement that obligates funding separately for each individual phase.
- 2 CFR part 200: All SS4A awards will be administered pursuant to the Uniform Administrative Requirements, Cost Principles and Audit Requirements for Federal Awards found in [2 CFR part 200](#) (NOFO p.40). We encourage awardees to take the [free FHWA training](#) on these requirements.
- Pre-Agreement Costs: No costs incurred before USDOT signs and executes the grant agreement will be reimbursed or counted toward the 20% match or cost-share requirement.
- Allowable Costs: To be considered allowable, costs incurred must be reasonable, necessary, and allocable, as described in [2 CFR Part 200 Subpart E – Cost Principles](#).
- Match and Cost-Sharing: Grant recipients are required to contribute no less than a 20% non-Federal match. Please review: <https://www.transportation.gov/grants/ss4a/match-and-cost-share-examples>.
- Maintenance Activities: Maintenance activities for an existing roadway primarily to maintain

a state of good repair are not an eligible activity. (NOFO p. 17)

- Enforcement Activities: Any activities related to compliance or enforcement efforts to make our roads safer should affirmatively improve equity outcomes as part of a comprehensive approach to achieve zero roadway fatalities and serious injuries. (NOFO p. 17)
- Educational and Outreach Materials: Any educational or outreach materials charged to the grant must align with the project goals and roadway safety. Costs of promotional items and memorabilia, including models, gifts, and souvenirs are not allowable expenses. Costs of advertising and public relations designed solely to promote the non-Federal entity are unallowable ([2 CFR § 200.421](#)). USDOT's [Use of DOT Funds for Public Involvement FAQs](#) can assist in determining eligibility of related costs.