



**Meeting:** Ashland Downtown Parking and Multi-Modal Circulation PAC Meeting

**Date:** September 7, 2016

**Time:** 3:30 PM – 5:30 PM

**Location:** Council Chambers, 1175 East Main Street

---

- |   |                     |
|---|---------------------|
| <b>I. Public Comment (Public)</b>   | <b>(10 minutes)</b> |
| <i>Note: Written comments may be submitted</i>                                |                     |
| <b>II. Minutes approval – June</b>  | <b>(5 minutes)</b>  |
| <b>III. Update Committee on Council Study Session &amp; Council Direction</b> | <b>(30 minutes)</b> |
| <b>IV. East Main Super Sharrow Concept</b>                                    | <b>(20 minutes)</b> |
| <b>V. Update Committee on Future Public Input Meeting</b>                     | <b>(30 minutes)</b> |
| <b>VI. Next Steps</b>   | <b>(10 Minutes)</b> |

# ASHLAND DOWNTOWN PARKING MANAGEMENT & CIRCULATION AD HOC ADVISORY COMMITTEE

## MINUTES

July 6, 2016

These minutes are pending approval by this Committee

**CALL TO ORDER** The meeting was called to order at 3:35 p.m. in Council Chambers, 1175 East Main St.

**Regular members present:** Chair Dave Young, Pam Hammond, Marie Donovan, Michael Dawkins, Joe Graf, Lisa Beam, John Fields (arrived at 3:45), and Joe Collonge

**Regular members absent:** Lynn Thompson, John Williams, John Fields, Cynthia Rider, and Emile Amarotico

**Ex officio (non-voting) members present:** Katharine Cato, Michael Faught, Bill Molnar, Pam Marsh, and Sandra Slattery

**Ex officio (non-voting) members absent:** Mike Gardiner, Lee Tuneberg, and Rich Rosenthal

**City of Ashland Staff members present:** Tami De Mille-Campos

### ANNOUNCEMENTS

Chair Young read a brief statement regarding resigning as Chair of the committee effective immediately, He handed the meeting over to Vice Chair, Michael Dawkins.

Chair Dawkins thanked Young for the two and a half years that he served as Chair. He suggested for the next couple of meetings he will serve as Chair but he thinks in September or October there should be an election for Chair and he feels the Chair should only serve for one year. He isn't big on term limits politically but he thinks in commissions and committees it is important to change it up and have new leadership. He also suggested the outgoing Chair becomes Vice Chair so we don't just have people moving up the ladder. He thinks it should be an open process where it isn't just automatic for someone to become Chair.

### PUBLIC FORUM

Roy Sutton, 989 Golden Aspen Place (read attached letter)

Colin Swales, 143 8<sup>th</sup> Street

He thanked Young for having served as Chair since this committee began and he thinks he has done a wonderful job even though at times it wasn't easy. He also thanked the Chamber members and City staff for the wonderful 4th of July parade. He has come to this committee before to share how impressed he was with how the two way traffic on Lithia Way and it has shown that Lithia Way can adequately cope with two-way traffic through the downtown. He also mentioned that he sees on the agenda that Fregonese and Associates is giving a presentation. In 2008, John Fregonese, who was the City of Ashland's Planning Director, came and spoke to the Jefferson Exchange. One of the things he said regarding urban planning was that Ashland Street didn't need two lanes of traffic in each direction because the traffic counts didn't warrant it. At that time he was on a subcommittee of the Transportation Commission, looking at ways to make Siskiyou Blvd. safer after the fatality there with a student. He said that is something else to consider, road diets do seem to work and John Fregonese seems to agree with that.

He pointed out that he has been studying the counts on the city's arterial roads and downtown is especially interesting, it peaks in about 2003. Since then, the average daily traffic counts for Main Street have been reduced by about 31%. He said maybe now that gas prices are cheaper gas maybe that will start to trend up. That was up to 2014 which was the last time ODOT published their figures. From 2003-2014 the traffic through the downtown has been reduced by up to 31%.

He spoke about delivery trucks, he shared he came through the downtown around 5 o'clock the other morning and noticed there was a delivery truck. He said none of the stores downtown seem to open until about 10:00 am so up until about 9:30 am there is plenty of places to park downtown. He said it was interesting to see the one delivery truck who he thinks was delivering to one of the restaurants. He added there was only 1 truck parked curbside in the downtown and the delivery truck was parked in the through lane next to that other delivery truck likely do he could make that delivery without having to walk. He feels the driver could have easily parked curbside, as any of the delivery trucks could do if they delivered before 9:30 when traffic picks up.

John Brenes, works at Music Coop with his wife (268 East Main), resides at 501 E. Ashland Lane

He spoke about the loading zones that are being proposed. He read in the minutes from a few meetings ago that someone had said that a real count was never performed. He said he knows Faught has spoken to the trucking companies. He is there from approximately 9:00-6:00 six days a week and then on Sundays he is there for three to four hours, 360 days a year. On the block that there store is on which has a restaurant on it, the big trucks double park. Yesterday there were three delivery trucks there at around 2:00 pm. If one of the trucks would have been in the loading zone the other two would have parked next to it in a traffic lane. He knows it costs money to do a count but he feels a count needs to be done. He added he knows that after 4:00 pm the proposal includes having the loading zones converted back to regular parking but at that point ¾ of the retail day is over at that point. He wishes there was a way to widen Main Street and put the bike lane in. He isn't against biking or the bike lane but two lanes is going to cause major congestion problems. He watched one lady parallel park for 6 minutes and that whole time that lane was unusable. He doesn't believe the trucks are going to drive around the block endlessly while another truck finishes up and leaves the loading zone. Most of the time there aren't any large delivery trucks after 2:00 pm. He thinks there needs to be a serious study done on these loading zones and the needs of the delivery trucks and plan accordingly. As the Rogue Valley grows we need more parking.

### **APPROVAL OF MINUTES**

Minutes of June 1, 2016

Minutes approved as presented.

### **COMMITTEE OFFICERS**

Faught said Young had called him in advance to let him know he was planning to resign as chair. He had anticipated the committee would want to have a conversation about who was going to take over as chair but he agrees with Dawkins' recommendation, if the rest of the committee is agreeable.

Fields and Amarotico were late to the meeting and they didn't hear that part of the discussion. Faught informed them of what happened. Amarotico said he was fine with the proposal to have Dawkins Chair and Fields indicated he was too.

### **WHY A PILOT BIKE LANE WILL NOT WORK**

Faught said the suggestion has come up a few times to do a pilot project in the downtown, rather than waiting for a lengthy study. From staffs perspective he can't see how that would work. The aerials that show the 3 lane to 2 lane proposal show why he believes it won't work. He pointed out in order to have the bike lane you would have to extend the road diet through town so you would have to take out the signal at Helman which would result in losing 3 parking spaces in front of Brothers' restaurant. At the intersection of Oak Street you would need a signal there in order to put a bike lane through which also would require a traffic signal at Lithia Way in order to get that traffic through. The signals would have to be put in whether it was temporary or permanent which is pretty expensive. The other thing is, if you drop down to two lanes you still have the truck issue where you would have to have the ordinance that prohibits them from loading/unloading in the traffic lane and you would have to create the loading zones to accommodate that. Plus you would still displace the same number of parking spaces.

In his opinion doing a pilot project doesn't change the project, you still have to spend the money and figure out the parking so there isn't any net value to doing this on a temporary basis. His recommendation is that this wouldn't work and all of the issues the committee has been wrestling with are still there with the proposed temporary bike lane.

Young said Faught already gave this argument at the Transportation Commission but Faught's point about needing to solve the parking issue is a given before anything could be done anyhow. It sounds to him like Faught is deferring this now to the Parking Advisory Committee down the pike. His question is why is this such an onerous thing and why can't we just find those parking spaces now? Faught apologized that was Young's understanding because he thought he had been clear all along about that really comes once you get to the design point. So you look at all the multi-modal projects and look at solving them all at the same time because some of those potential solutions create problems for parking spots and so it needs to be more comprehensive. He reiterated that if you don't find the parking spaces that are displaced then the project won't go forward. He thinks we can find the parking spaces but he is trying to be clear about the fact that it isn't just the parking spaces; it is the parking spaced, the loading zones, the multi-modal. Nothing about the project changes by calling it temporary. You would still have some pretty major capital expenditures even if it were a pilot.

Hammond asked if you have the issue of multi-modal for pedestrians with new sidewalks and such. Faught answered you wouldn't necessarily have that on a temporary project because the sidewalk construction wouldn't happen, you would just have that extra space. She said the new traffic signals wouldn't be temporary. He said he appreciated that question and pointed out the construction side of this as a temporary project would be, at a minimum, re-doing the intersection at Oak Street and Lithia with the bulb outs and if you take the signal out at Helman you would need to build a median there as well. Those are construction projects that would be permanent.

Young said he was at the meeting with Faught when they met with some of the business owners along East Main Street, near Brother's Restaurant. He wanted to put it on the record that Brother's was fine with the loss of the proposal to eliminate the three parking spaces given that other parking would be found. Faught said he had heard them say those parking spaces would need to be found. One of their suggestions was creating spaces along Church Street and one of the members of this committee, who lives on Church said they wouldn't be happy with that. He said the problem is, you can conceptualize how to find the parking but everything works together and you can't just take pieces of this and solve it.

Chair Dawkins said when you Faught put this out there and after all of what the committee has been doing, it seems to him like we are kind of at a dead end. He is wondering if we have been looking at other things to do that maybe don't involve quite as much construction. He has made the suggestion of trying to simply slow the traffic that is going through the downtown, perhaps having a shared road down the middle lane. He is an advocate for both. He thinks it is very important to have the connection going all the way through town but he is also concerned about the vitality of our business owners and the downtown, which is probably his biggest concern. As one who has lived through a vital Ashland to an Ashland that was all boarded up to then coming back to a vital Ashland. He is sensitive to everything the downtown business owners are going through. At the same time, how are we going to be able to create a bike lane when there is this much conflict? He thinks that is the sort of thing that needs to be discussed.

Collonge asked Dawkins about his comment on looking to slow traffic down. He said it is already 20mph. He asked if Dawkins wanted to go to 15mph. Dawkins said yes. Part of what he feels is that he is getting to the age where as a cyclist he is having a hard time keeping up with traffic going down East Main and he is one of the riders that can pretty much ride everywhere. Most of the people that we would like to get on bikes are very uncomfortable with the speed of the traffic going through the downtown. He pointed out that he is just throwing ideas out there, trying to find something that we can explore. He added, we also need an alternative for the people that want to zoom on through town that aren't actually destined for the downtown. He said there are many people going through downtown because that is the only way you can get from one side of the town to the other.

Hammond pointed out she thinks what Faught is saying is that it won't work as a temporary thing. She thinks we can do this multi-modal project and she thinks it should be done but it's not going to work as a temporary project such as the road diet pilot on Main.

Faught said at the last meeting the committee made the decision to move forward on the visioning next and the suggestion came up to do this as a temporary. He was just trying to address the temporary aspect.

Chair Dawkins said the way he saw it was that we can't be reconstructing the downtown without then all of a sudden thinking this is really a downtown plan. He said this is sort of the same place we got stuck in the TSP process.

Fields said one of his criticisms is what it costs to do the whole thing. He wasn't thinking of it a little more incremental. Rather than doing this massive reconstruction project and moving all of the curbs and trying to resection the whole road he doesn't see why you couldn't have a shared lane on the right hand lane. So the third lane would still be there when there are no bikes using it. He personally thinks unloading works pretty well in the middle of the street until noon when you start getting more traffic. Rather than displacing parking we could maybe have a curfew for the delivery trucks but it isn't going to work to have the trucks circling the blocks. Faught said he spent a lot of time with the local truck drivers and what he told them is in order for this to work we would have an ordinance saying that it is illegal to load/unload in the lanes but he told them on the secondary streets they could still do that. So if there is multiple trucks they could simply pull over to the side road and double park there so that way they don't have to circle the block waiting. The feedback he got from them was that would work for them.

Donovan commented on the shared lane idea. She said she was all over New Zealand and there are many areas where the bike path merges into something else and there is a lot of signage about it. People seem to be very aware of it and you are going slowly. We are talking about a four block section here and she feels we should have these discussions. That concept isn't a bad one and she thinks there are ways to do it. If you are trying to get through downtown as opposed to if you are going to stop/shop in downtown maybe there could be some signage for that, such as a lane designated for through traffic. She is still very concerned about the traffic getting backed up. The theory that we can run a 4<sup>th</sup> of July parade or a Halloween parade downtown without a problem, to her isn't realistic because there are detours and police there to guide everyone and no one is going through the downtown including delivery trucks.

Graf said he appreciates that Faught doesn't think we can do the whole nine yards but what concerns him is whatever we do is going to require change. Some people aren't going to like change and are going to fight against it. The problem is then there will be no way to demonstrate that it is going to work, especially if we have to spend six million dollars to completely rebuild the downtown. He feels it would be nice if there was a way to do it in a step wise fashion. We may want to try a few things and see how it works and get more buy in. A lot people may not buy in until they actually see it working.

Collonge said it seems like what Faught has said is that you can't do a little bit of it because everything is interconnected. Once you commit to doing something a lot of stuff falls into line and you can't just leave some stuff out.

Beam said in the last few weeks she has been riding her bike downtown and she thinks in some ways we might even consider the real user of that four block stretch. The idea of a sharrow there and having other bike lanes coming from Oak Street that go towards the park are more of the recreational user. And the person that is really commuting might want to just avoid downtown because it is congested and more hazardous. The person that is headed downtown to shop that four block stretch, if there's a way that we can create that sharrow attribute that brings awareness to the bicyclists that would be nice. She keeps coming back to that and putting the negatives and positives on the list to see how each choice impacts people. The sharrows seem like a great alternative.

Young said he continues to advocate that whatever we do, it is with a plan in mind. He doesn't feel that it makes sense to throw an arbitrary bike lane in that may not represent the designed plan.

Chair Dawkins shared he likes the idea of the center lane for loading/unloading and bike lane.

#### **COUNCIL UPDATE FROM COUNCILOR MARSH**

Faught said he had asked Councilor Marsh to come speak to the committee. She shared Council has a progress update scheduled for the first Study Session in August (8/1). They took this action because they know this committee is moving parking on and it is a good opportunity to stop and look at what still needs to be done and look to see if any adjustments should be made in how we go about that work. It is also a good time to see if there are any urban design elements that should be folded into the process. She added that generally an ad hoc committee has a life span of a year and this committee has exceeded that. This committee has done great work but it is an appropriate time for Council to look and see what is the best way to move this process forward. She welcomed any comments or input at the meeting.

#### **URBAN DESIGN CONSULTANT PRESENTATION BY FREGONESE ASSOCIATES, INC.**

Scott Fregonese from Fregonese Associates gave a PowerPoint presentation (see attachment). He shared that his father was the Planning Director for the City of Ashland for 14 years and he grew up here in Ashland. He now works for his father and they have a consultant firm located in Portland. They do regional visioning, comprehensive plan updates, small area plans, downtown plans, hands-on workshops etc. He thinks this is a good time for the committee to come together and look at some of these options and plans and visualize how that could occur and make sure it is something that the community wants.

What they would like to do is build a 3D model of Ashland's downtown and have this committee tell them what the options are that the committee would like to look at. They can also create videos from that 3D modeling which is a nice tool to allow people to visualize it.

Slattery said she understands the urban planning piece but asked about the actual design. Who makes the decision and creates the visual design once there is community feedback in terms of lighting placement and tree placement

etc.? Fregonese said he didn't want to step out of line but he would probably say that would be an additional set of work that likely wouldn't be done as a committee. He pointed out the City of Ashland has design standards currently in the downtown. Faught said this committee makes recommendations based on working directly with the consultant and flushing out those ideas, as well as public input. He said this is a helpful tool for public input but ultimately all of these decisions go to Council.

Young thanked Fregonese for coming. He asked him to distinguish between being an Urban Planner versus an Urban Designer and how those two functions differ for this type of project. Fregonese said he is an Urban Planner, not an Urban Designer. It is a different skill. Urban Design is more site specific and has to do with architecture, window spacing, facades, size of doors, how much setback there is, landscaping requirements etc. They have Urban Designers on staff. As previously mentioned, the City actually has very good design standards already in place. They work in a lot of places where they are not so lucky. If there are things you don't like about the current design standards then that might be something that could be recommended for change within this report. He added that their success has been not separating urban design and urban planning, they work together just like transportation and land use.

Collonge Said what he saw in most of the graphics showed empty spaces between buildings, unlike Ashland where we don't have any empty space or buildings that need to be torn down? Fregonese said that is correct. Ashland is in a much different place than Beaverton who is trying to fill in vacant lots in the downtown. He thinks it is important to model the existing and then put in the options for the streetscapes in the downtown. They weren't proposing new development or growth in the downtown.

Fields said about 10 years ago they were trying to make this happen on this scale. He said he doesn't want to underplay the idea that Ashland is the way it is going to be. A major thing we need to address is the parking requirements and the potential need to create some sort of funding mechanism for future parking.

Council Marsh said the potential to enter into a contract for this work would also be something that Council would be discussing at the upcoming study session. Faught said we will get the feedback from Council on August 1<sup>st</sup> and then report back to this committee.

Faught asked the committee if this was helpful and if this was what they had in mind when they said they wanted to do visioning. Graf said we are going to have a prettier picture of the options but if we get too far off into the visioning and redesigning the committee could lose sight of why they are here which is to look at downtown parking and circulation. Faught said he envisions this working by running a visual on what the 3 lane to 2 lane looks like and then look at the amenities we have in mind and we could run it the way it is with the sharrows and see what that would look like. The problem is, we haven't seen how it is going to impact us or how it will do in the future and he thinks that is where this visual will help us. This would allow us to look at what the roundabout would look like and what the beaver slide would look like etc. When he saw this tool he was excited to have something to show what these changes would look.

Fregonese said it would allow the committee to have discussion about specific views of the future downtown while understanding what it would feel like. He said if this rolls into a large planning process these types of visuals are really important to present the ideas. It has been really successful in other cities. Amarotico asked how long this should take to get to the visuals that were described. Fregonese said the first thing they would do is sit down with the committee and nail down the options that they should look at. Then they can go back and start building the model and have that ready so they could start populating those options with the committee. The timeframe would be approximately 5 months.

Faught said they aren't looking for a decision from the committee on this today. He was trying to get a sense of whether or not this is a useable concept before he were to go to Council and offer this as one way to address the urban design component. Chair Dawkins asked if 2 days in between the Council study session and this committee's regularly scheduled meeting is enough time to have something to move forward with. Faught said no. Dawkins asked what we would be doing at our August meeting. Faught suggested as he has before that this committee takes at least August off and wait and see what Council says before moving forward.

Donovan thinks that makes sense. She said what is offered is a really great tool and she thinks it would help a lot of people visualize whatever decision does get made. This tool benefits the planning department and Council in big

ways, even going forward to the public. She thinks taking the time off while this goes to Council is a good idea.

Collonge asked if Fregonese's technology would allow them to create the actual operation of downtown, including the parking and the delivery trucks. He thinks it would be helpful to generate videos to show the public how everything would function. Fregonese said yes they could show streets views, sidewalk views, oblique views. Once the model is populated in 3D you can move it wherever you want.

Young said piggybacking off of what Graf said. Graf and Young are the two Transportation Commission representatives and he is more and more confused. He said this committee might not be the one that is going to do whatever the next step is but what this committee did was spend 2 ½ years on parking and the understanding of the initial charge, at least for a couple of them, was that they were going to be doing some transportation commission related things. A lot of what is offered by Fregonese is impressive but he feels we have already been there. He doesn't have a problem with urban design or urban planning but we've accomplished the parking and now we'll go to urban design and transportation seems like it gets left out. He asked Fregonese what his experience is in doing transportation stuff, rather than design? Fregonese said he can see what he is saying about urban design but he isn't coming at this with just doing urban design. He thinks you are looking at this with streetscape options and to look at a streetscape option you have to look at that interface with the building which is urban design. Young said he is referring to transportation or the multi-modal piece of it. Fregonese said he thinks the recommendation would be whatever those cross-sections look like. Young said he is interested in more of the functionality piece and asked if this firm is experienced in that aspect. Fregonese said they do have experience in that, he isn't a transportation planner and he doesn't do transportation planning but the work they do can't be successful without looking at transportation hand in hand. Every plan he works on has a transportation component to it or it won't be successful. Faught stated Kim Parducci is our Transportation Engineer and will remain on the project, if it moves forward. This firm brings the visualization and the urban design that wasn't previously there.

#### **NEXT STEPS**

The next meeting will be held on September 7, 2016 at 3:30 p.m.

#### **ADJOURNMENT**

Meeting adjourned at 5:00 pm

Respectfully submitted,

Tami De Mille-Campos, Administrative Supervisor

July 6, 2016

To: Ashland Downtown Parking Management and Multi-modal Circulation Ad Hoc Advisory Committee

Dear Committee Members,

I last spoke to you at your meeting on June 1 in support of a bicycle lane on downtown's East Main Street.

I would now like to say a few words about the article in the current Sneak Preview with the heading "Will East Main Become a 2-Lane Road?"

The author, Editor Curtis Hayden, seems to imply that the bicyclists only want to bypass the downtown area. He suggests that instead of having a bike-lane on the downtown portion of East Main, the bicycling community would "rally around" having "a dedicated bike lane up Pioneer to Hargadine and over, giving bikers the chance to avoid East Main altogether." This is crazy! Going up Pioneer to Hargadine would require many if not most of us bicyclists to have motors – and curbside parking would have to be eliminated for three or more blocks on Hargadine to accommodate a bike lane there. He totally overlooks the fact that one reason for having a bike lane through downtown's East Main is to allow/encourage bicyclists to have safe access to the shops and restaurants there! The Chamber of Commerce representative who was interviewed for that article seems to be unaware of that.

I also was disappointed to see that the article reported that 21 parking spaces would be removed without saying that most of those spaces would be restored after 4:00 pm when the delivery trucks would no longer be using them.

Roy Sutton  
989 Golden Aspen Place  
Ashland, Oregon 97520

(541)301-8762

# Downtown Ad Hoc Advisory

## Creating a Vision for the Future

July 6<sup>th</sup> 2016



## Scope of Services Project:

Task 1: Project Management

Task 2: Advisory Committee

Task 3: Visualizations

Task 4: Downtown Districts

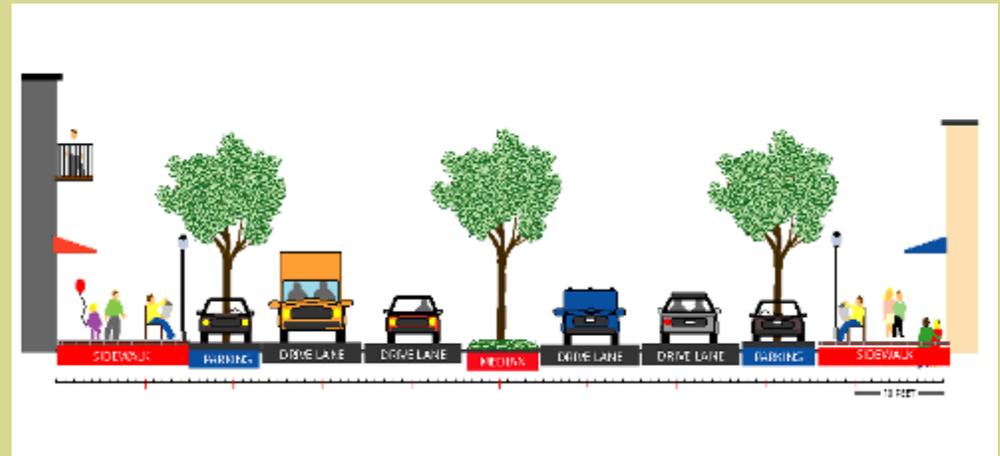
Task 5: Wayfinding

Task 6: Final Report

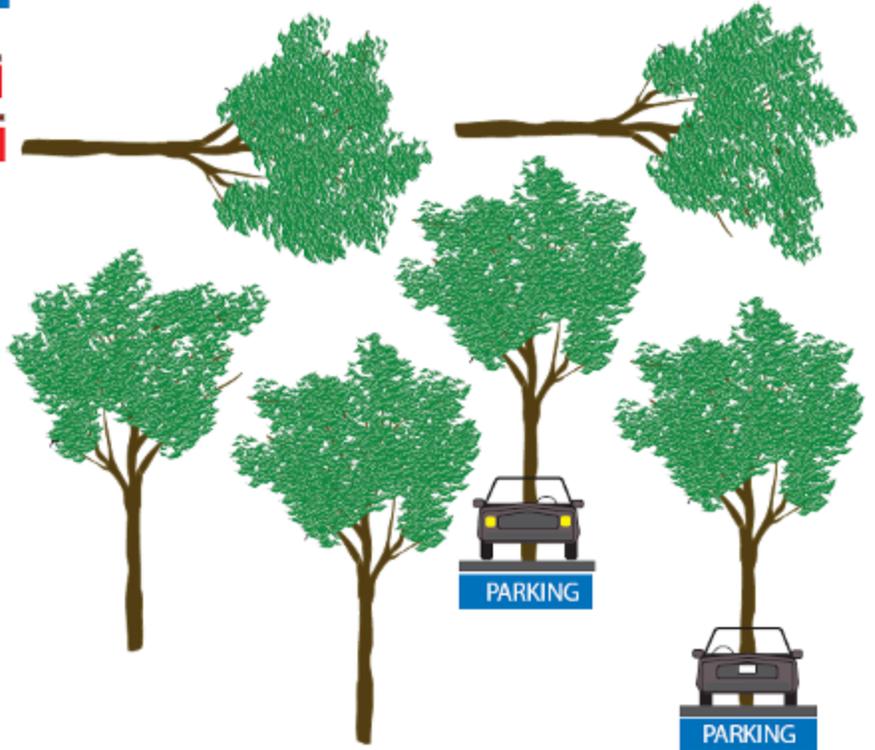
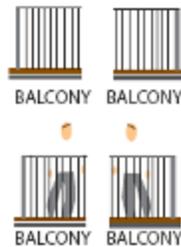
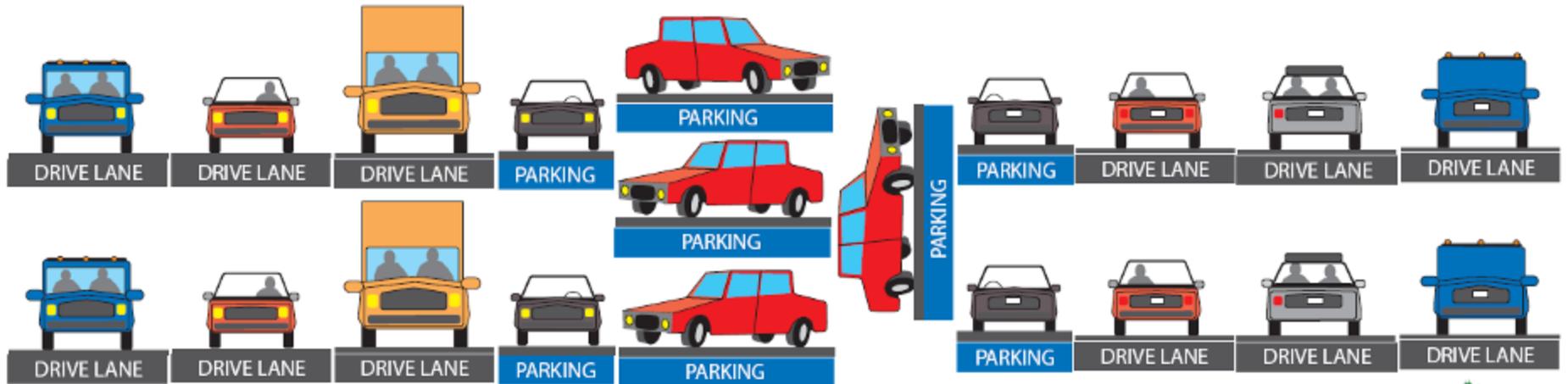
# Workshop example

## Make your own Canyon and Broadway Cross-section

- Sidewalk width
- Number of driving lanes
- Bicycle lanes
- Parking
- Pedestrian amenities



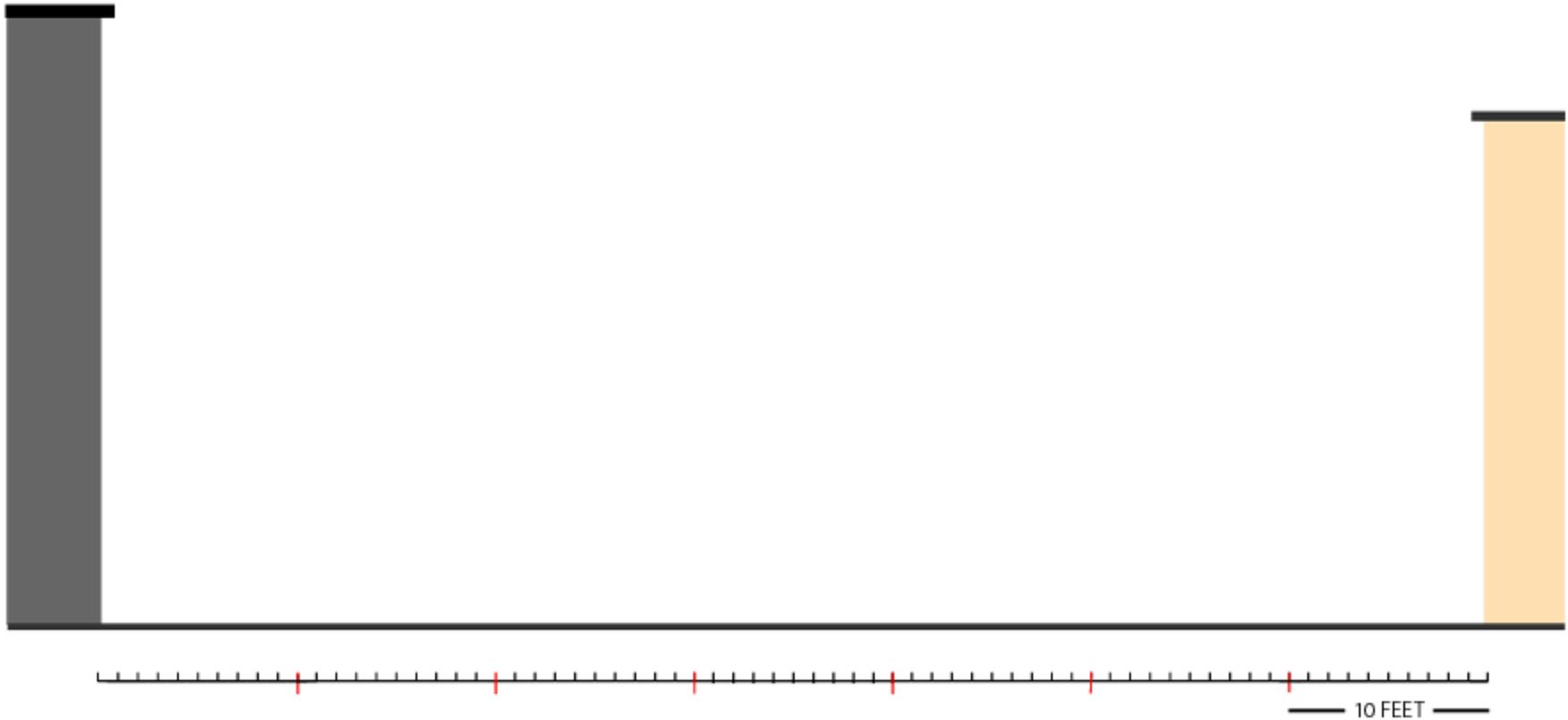
# Streetscape Icons



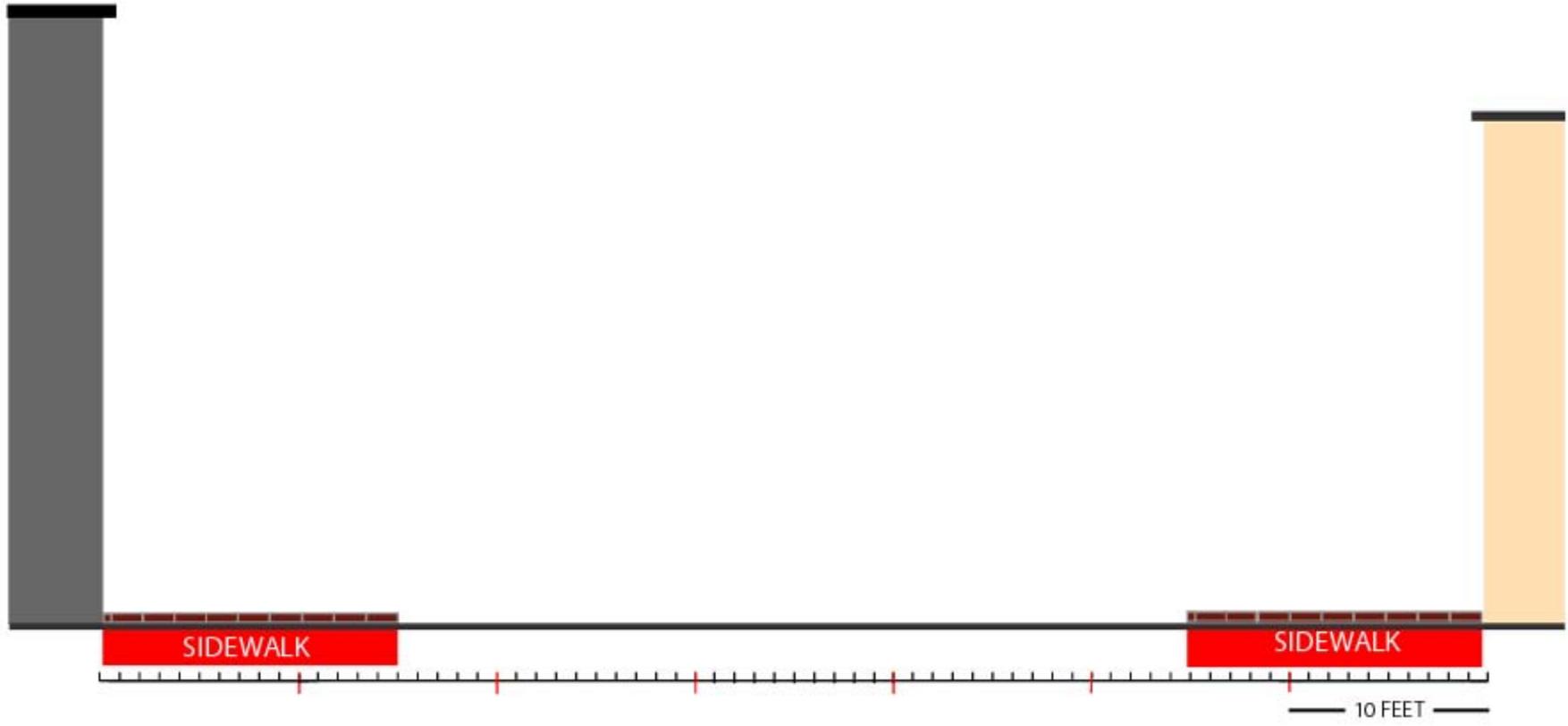
# Streetscape Exercise

80 Feet Right of Way: Canyon

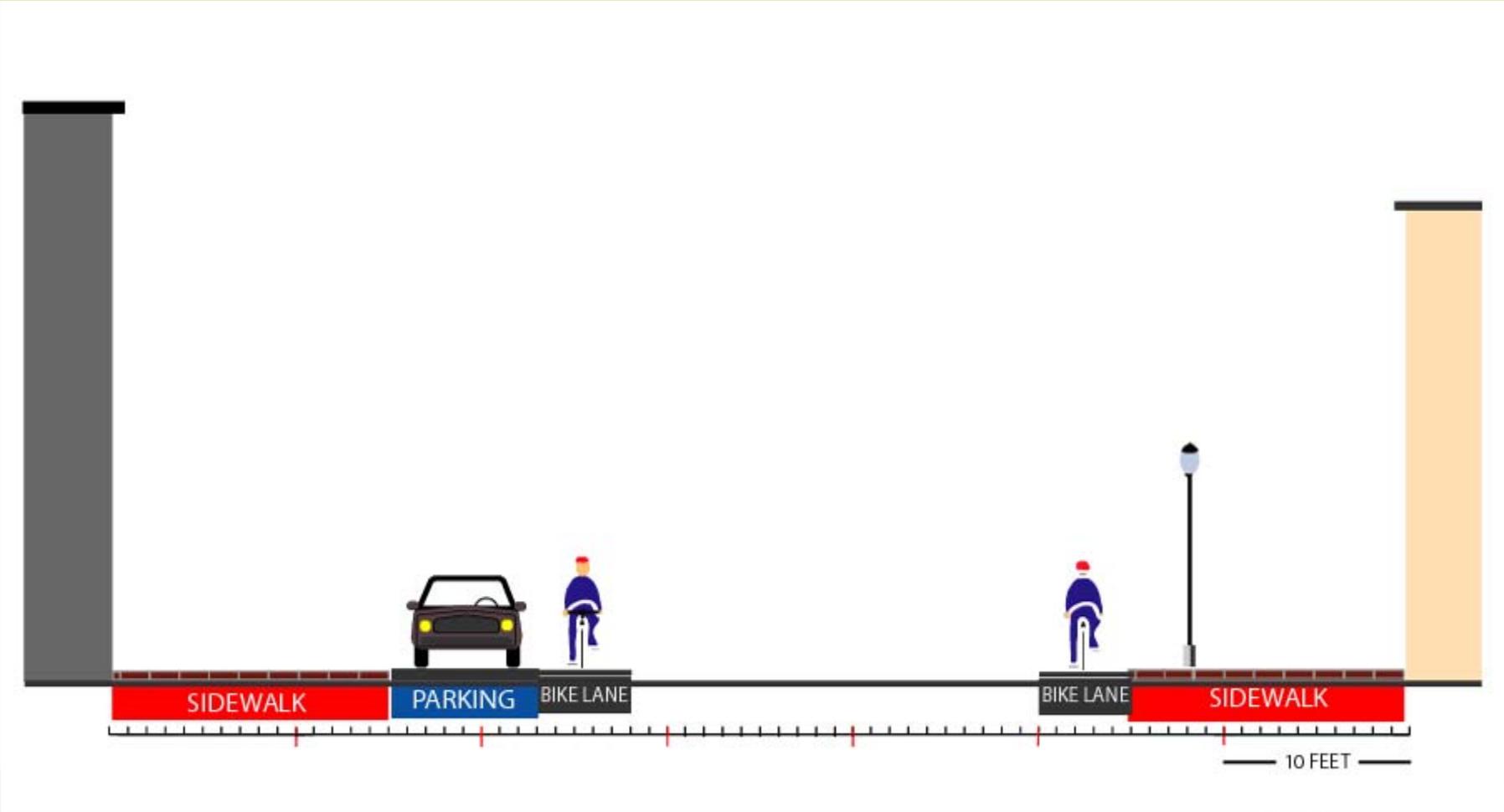
60 Feet Right of Way: Broadway



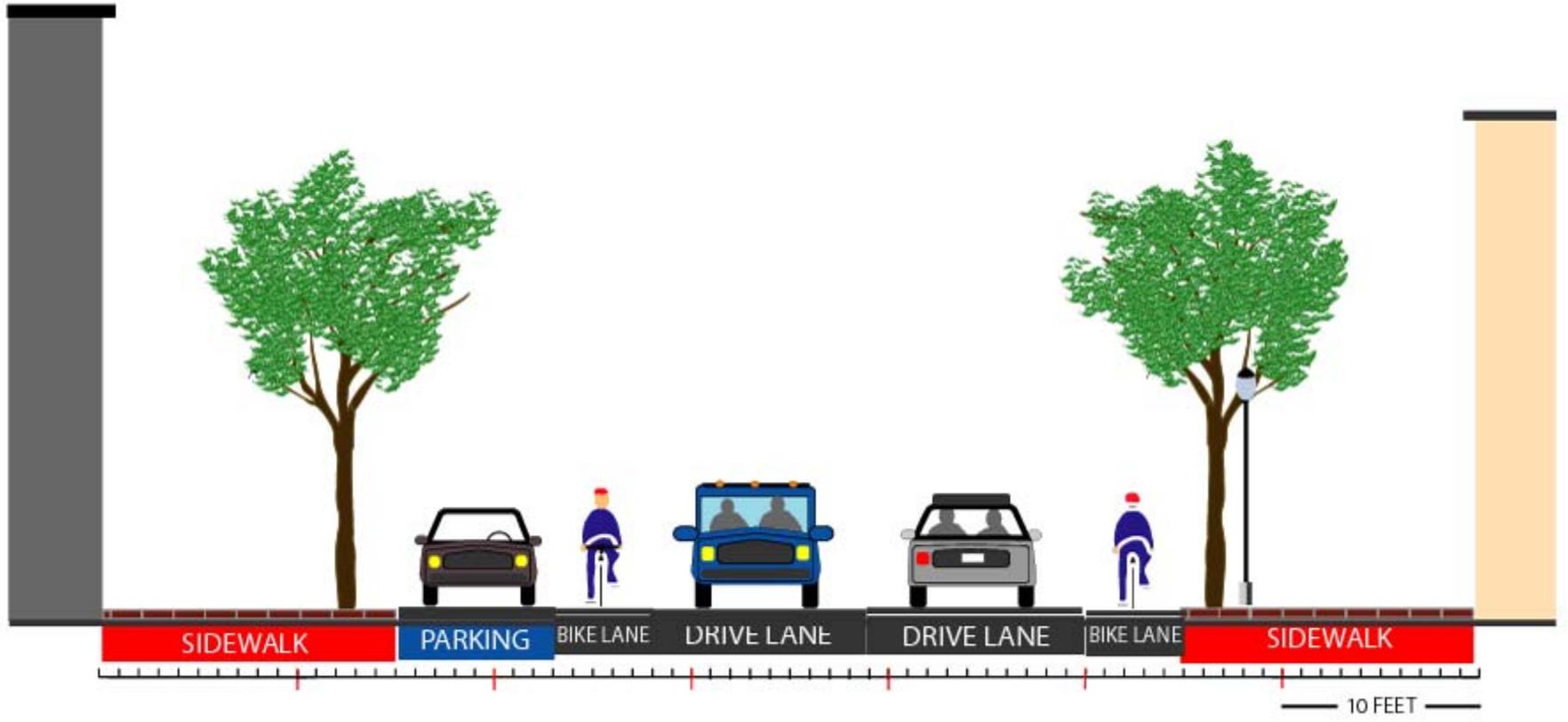
# Sidewalk Width



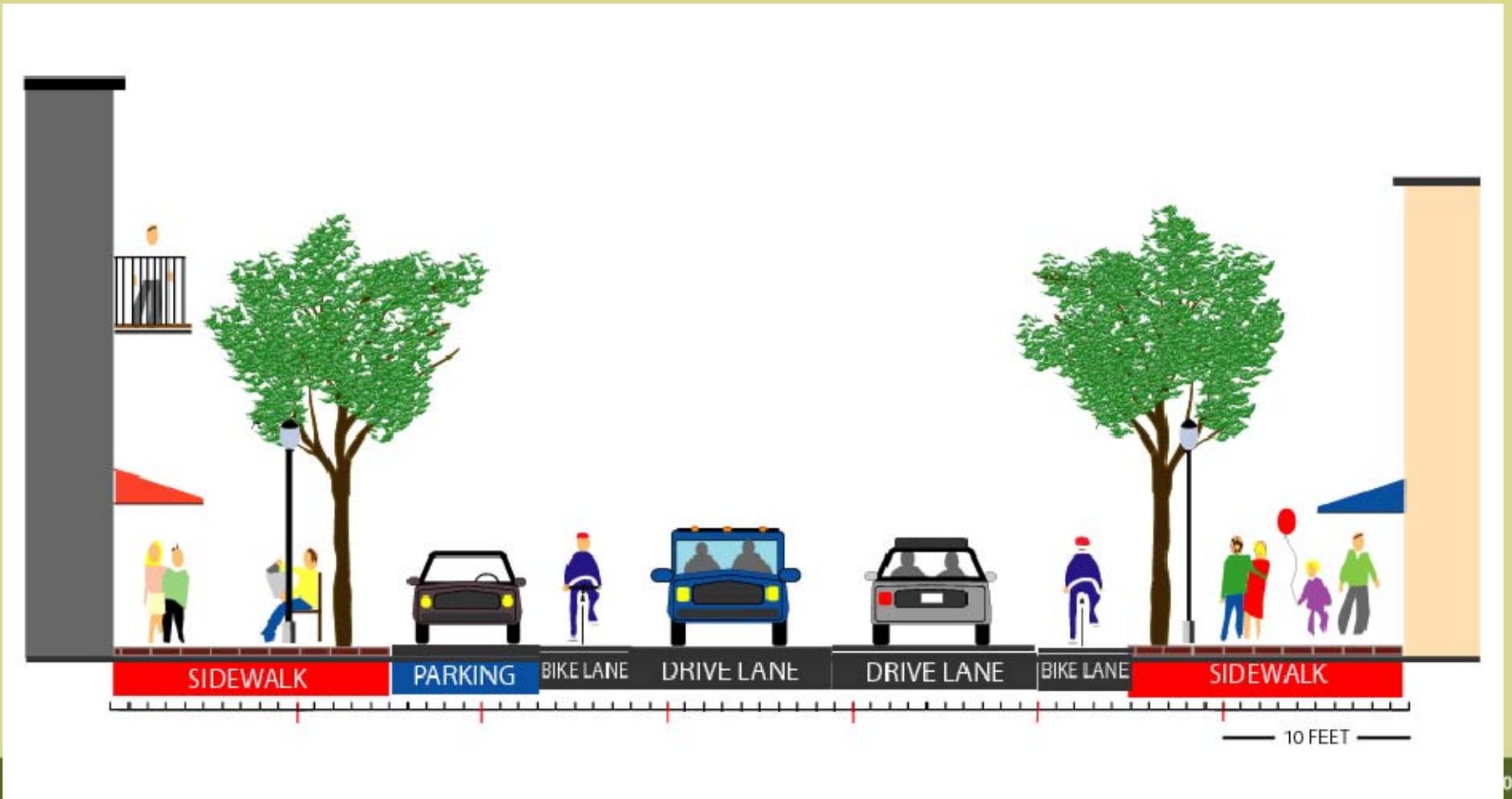
# Travel Lanes: Cars and Bikes



# Street Trees



# Building Facades & Street Furniture



# Design Elements

Add pedestrian-scale lighting to improve security and as a traffic calming device



Pedestrian Scale LED Lighting



Crosswalks

Add two protected pedestrian crossing in the middle of long blocks

# Design Elements



Wide Sidewalks

Widen sidewalks at key locations

Provide landscaped swales, planting areas and rain gardens to beautify and provide a buffer for pedestrians



Stormwater Facilities

# Design Elements

Upgrade intersections crossings to current ADA and accessibility standards (*curb ramps, markings, countdown signals*)



ADA Accessible Ramps



Replace Sidewalks

Fill gaps in the sidewalk and replace worn and damaged segments

# Design Elements



Alternate Bikeway

Provide connections to high quality, low-stress bikeway alternative to Canyon on SW Broadway and SW Millikan Way

Relocate poorly sited bus stops, shelters and other amenities for transit users

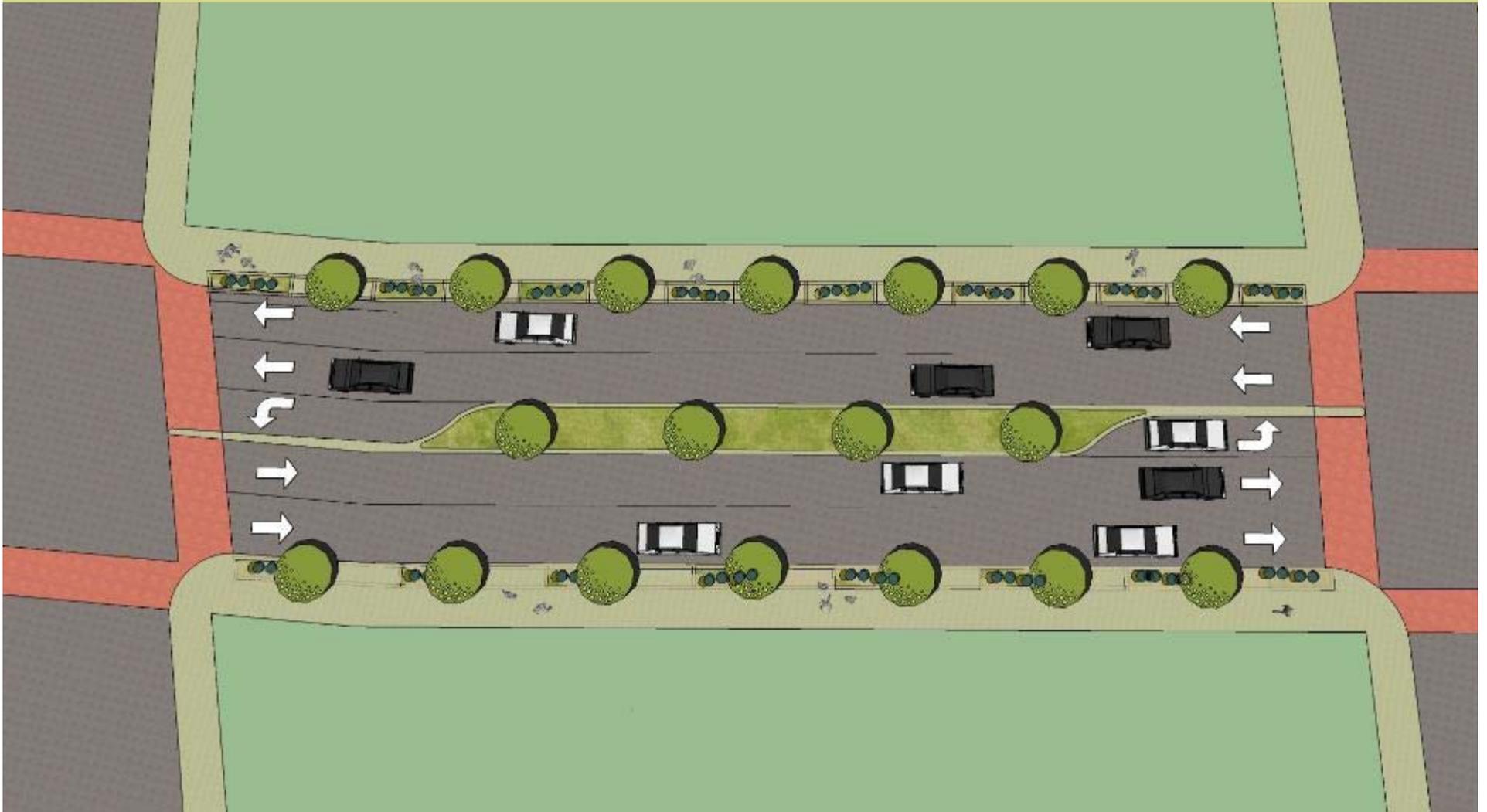


Relocate stops and shelters

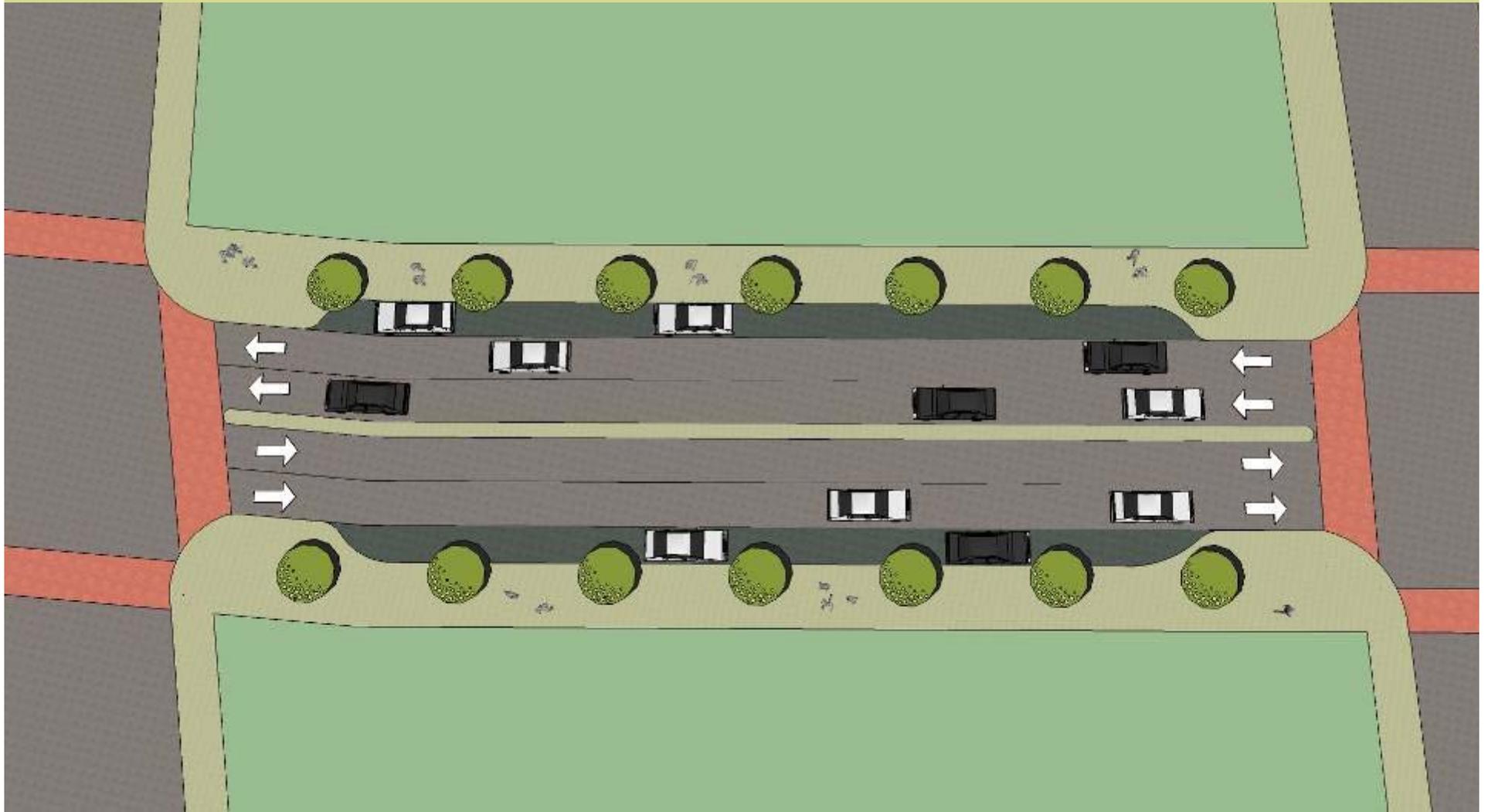
# Scope of Services Project:

## Task 3: Visualizations

# Canyon Road Potential Street Sections



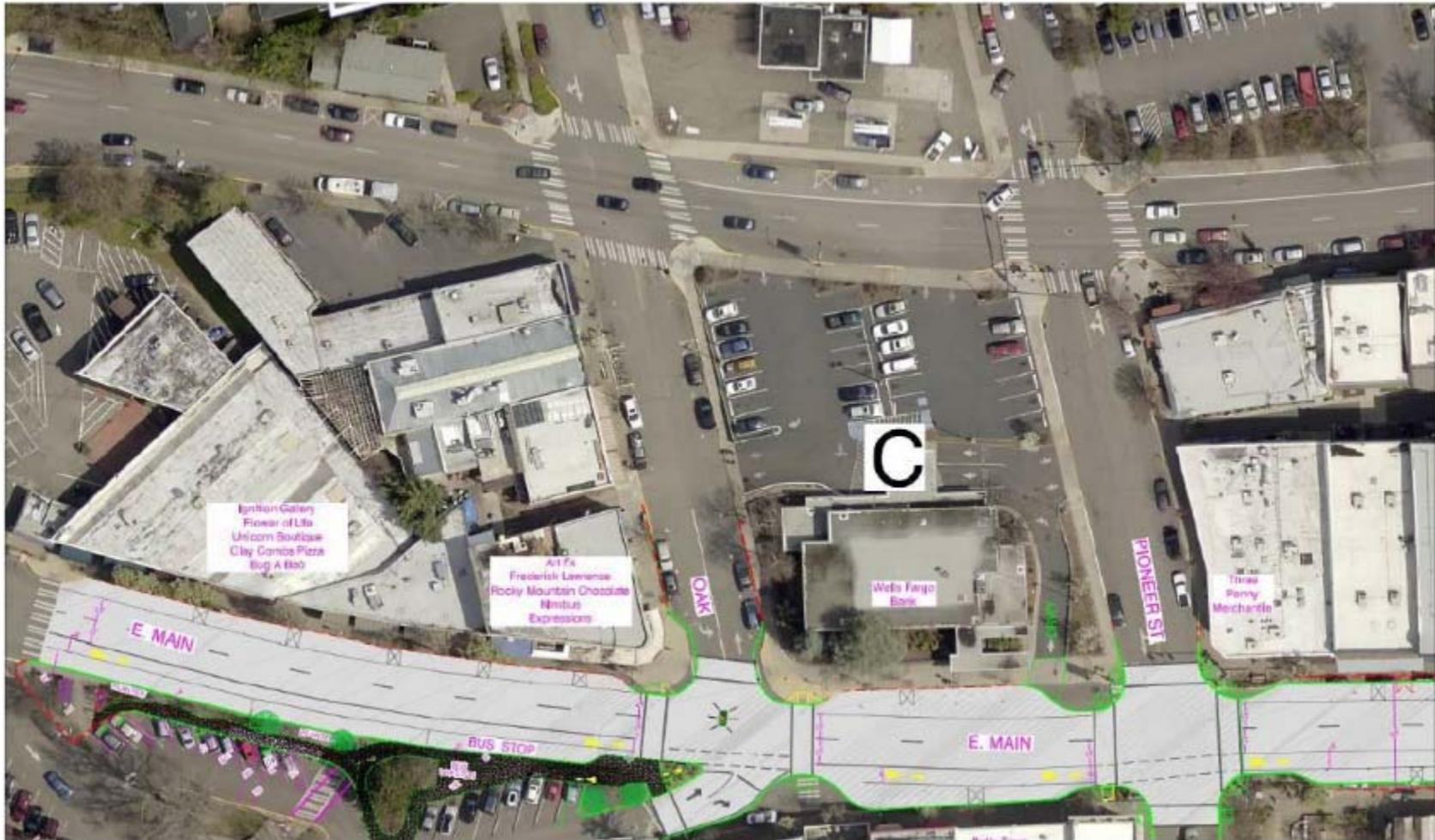
# Canyon Road Potential Street Sections



# Canyon Road Potential Street Sections



# East Main Potential Street Sections

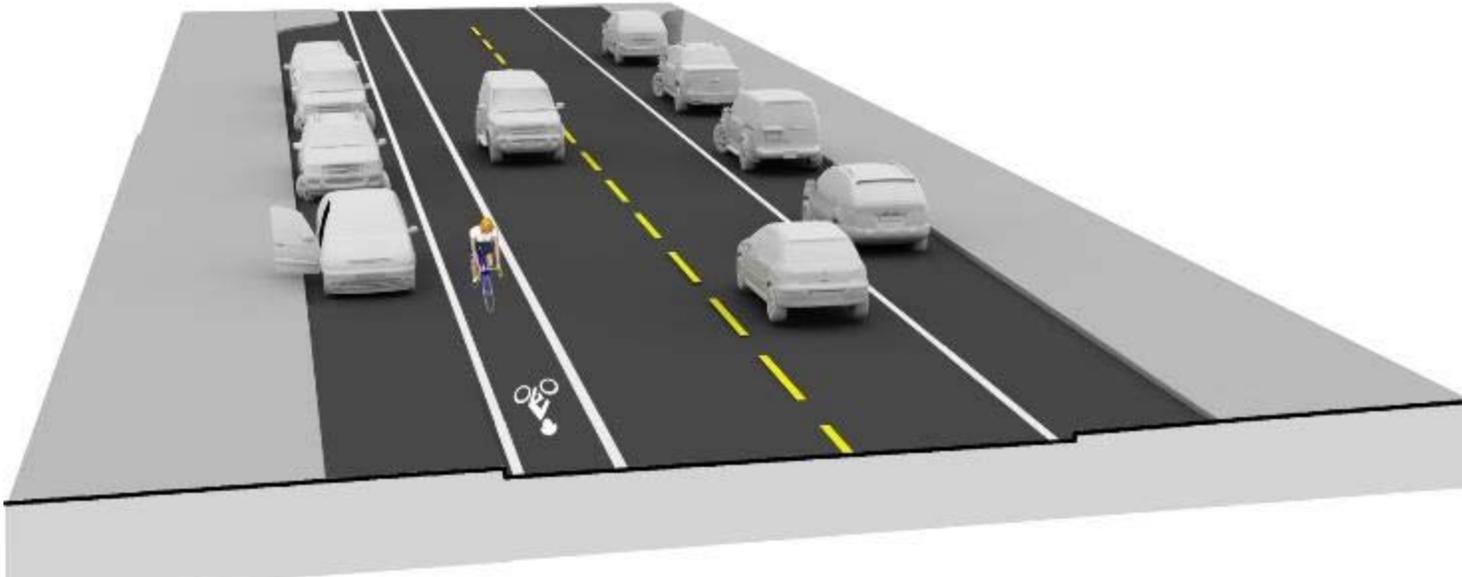


# East Main Potential Street Sections



# East Main Potential Street Sections



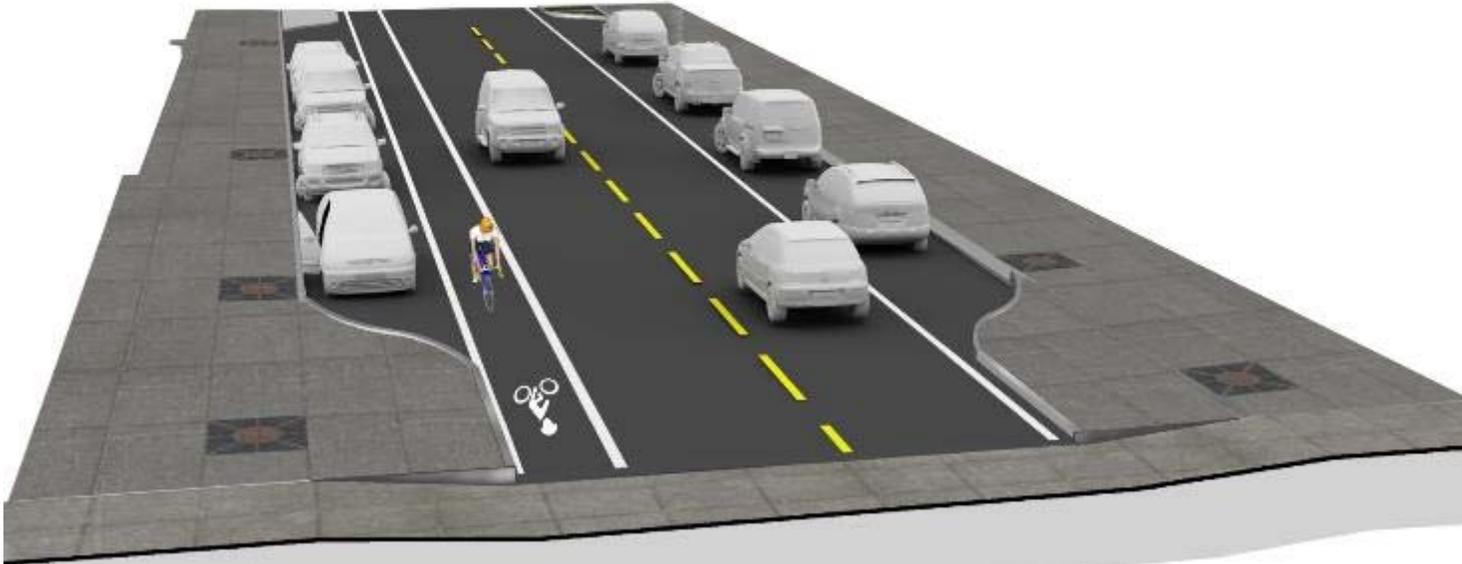


- \*multi-modal travel
- \*traffic lanes
- \*Parking
- \*Bike lane



# Streets





\*bulb outs  
\*crosswalk / intersection



# Intersections



- \*oriented to street
- \*active frontage
- \*seating
- \*planting
- \*sidewalks, widths
- \*building form and edges



# Building Interface



- \*bench
- \*other items
- \*lighting
- \*public art
- \*bike rack
- \*trees / grates
- \*signage
- \*materials



# Furniture Zone





- \*becoming standard for new streets
- \*correct trees and plants
- \*collection swales
- \*pervious paving



# Sustainable Approaches



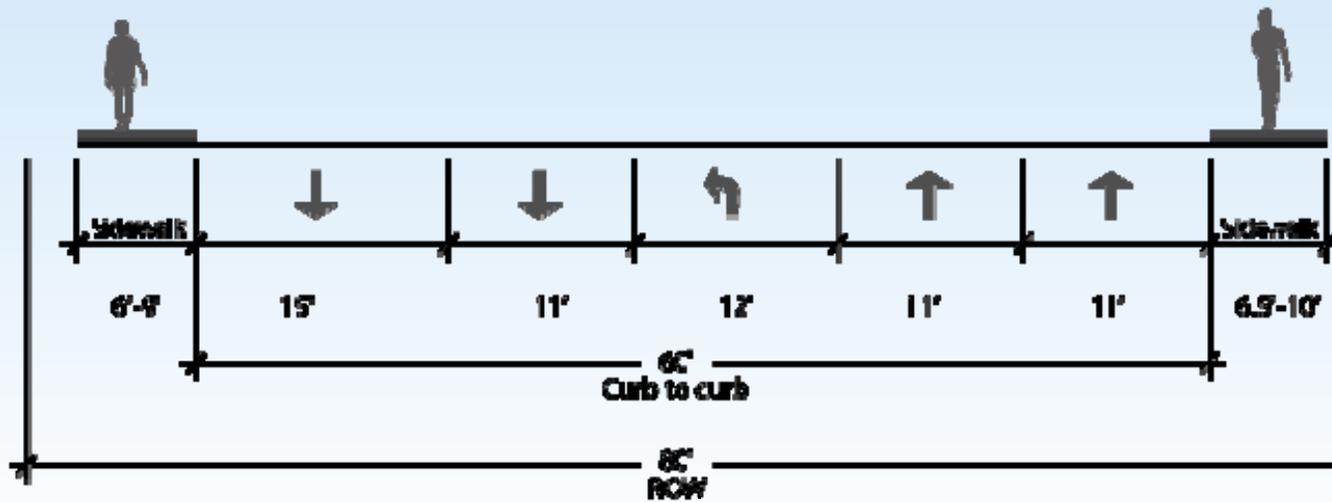
# Canyon Road



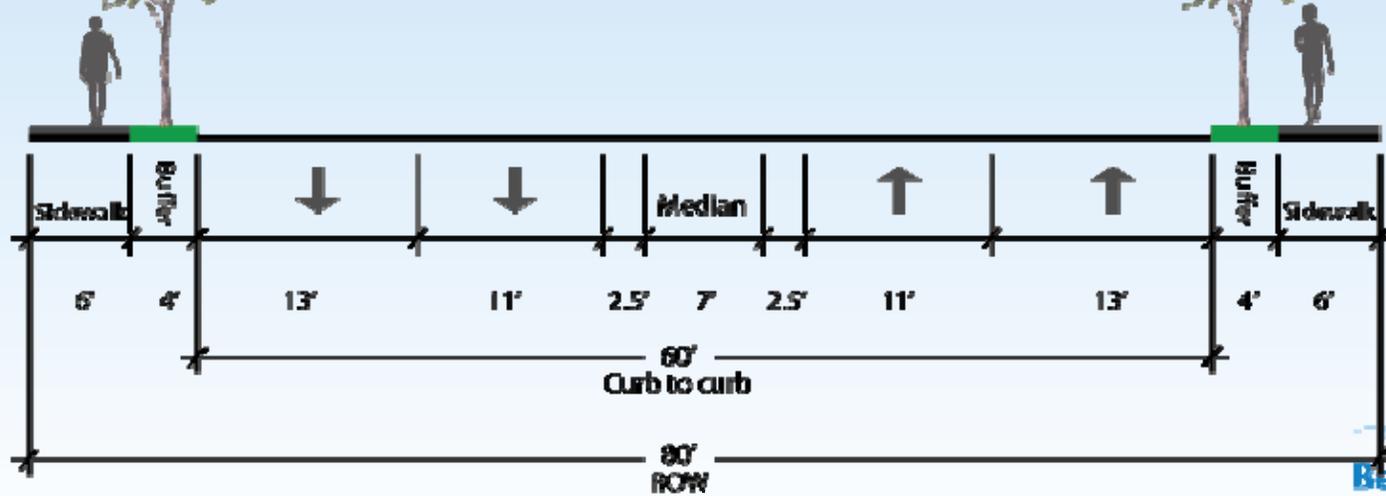
# Canyon Road



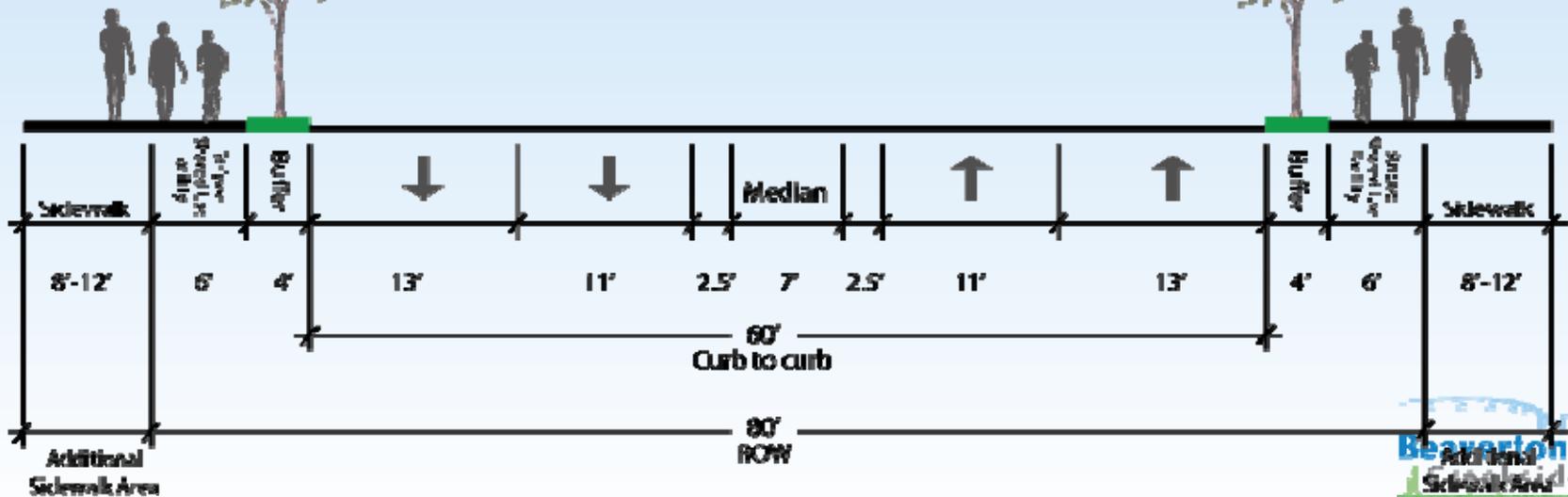
# Canyon Road - Today



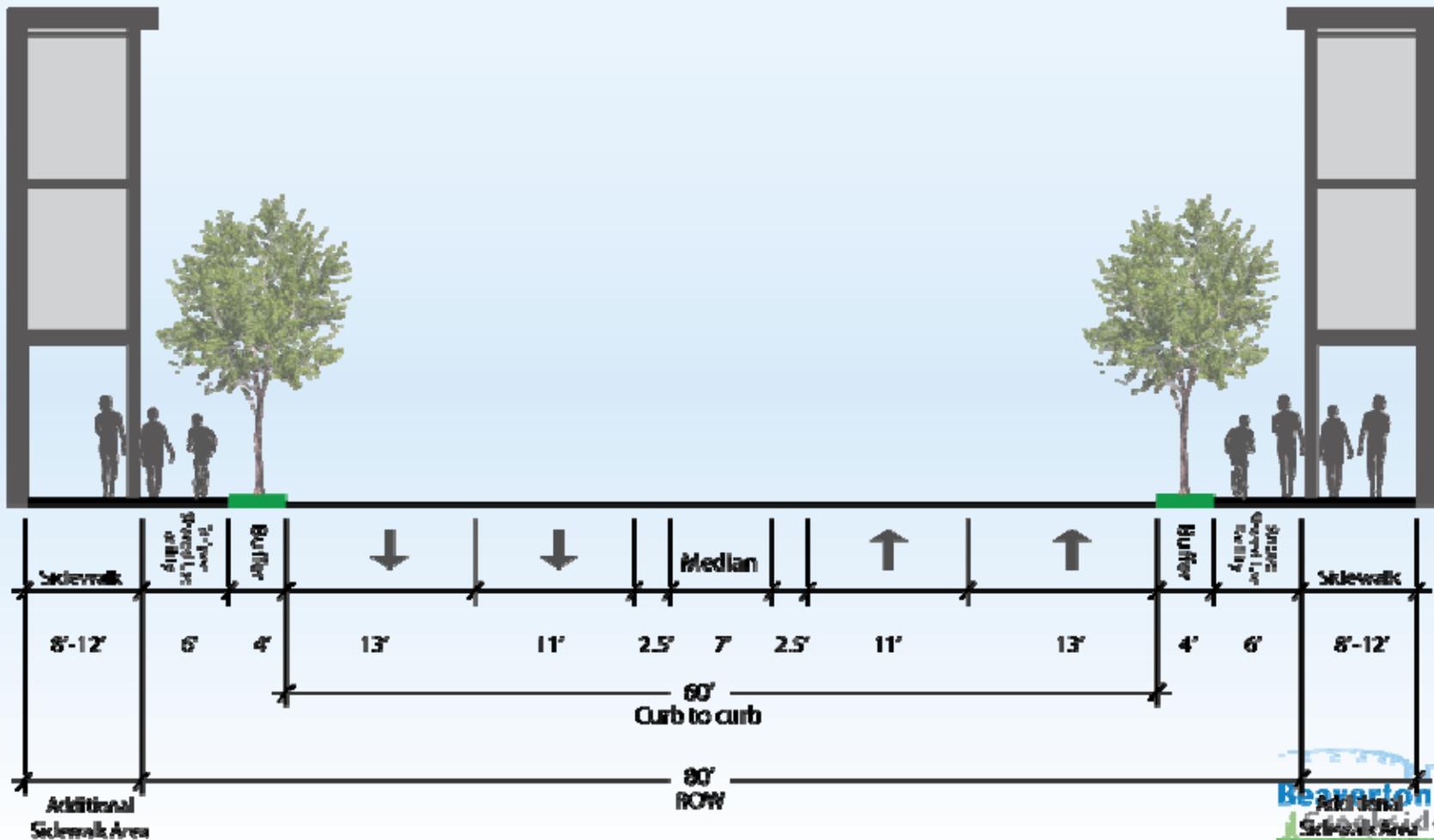
# Canyon Road – Near Term



# Canyon Road – Longer Term



# Canyon Road – Longer term w/ porticos



# Canyon Road, today



# Canyon Road, concept for future redevelopment



# Canyon Road, concept for future redevelopment



# Build a simple 3-D Model of Ashland Downtown



# Site 1: "Buckhurst Hill Station"

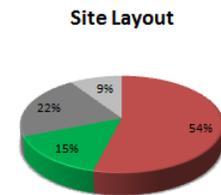


# Site 1: "Buckhurst Hill Station Site" Today



# Site 1: “Buckhurst Hill Station Site” Potential Future

Physical Stats		Financial Stats	
Housing Units / Hotel Rooms	43	Rental (Residential and Commercial)	Target Return
Jobs	4	IRR on Project Cost (Unleveraged Return)	Actual Return
Net Rentable/Sellable Square Metres	2,701	Owner Residential	Target Return
Housing / Hotel Room Density (Per Hectare)	241.8	Project Rate of Return	Actual Return
Job Density (Per Hectare)	25.1		
FAR	1.84		
Physical Inputs			
Project Info			
Building Name	4 Story Flats w/Retail		
Units of Measurement	Metric		
Currency	GBP		
Project Location	Epping Forest		
Site Inputs			
Site area	1,780 square metres		
	0.18 hectares		
Site net-to-gross ratio	91% (enter percentage)		
Landscaping	15% (enter percentage)		
Building height (storeys)	4 storeys		
Under-build	85% (enter percentage)		



Four storey flats w/retail

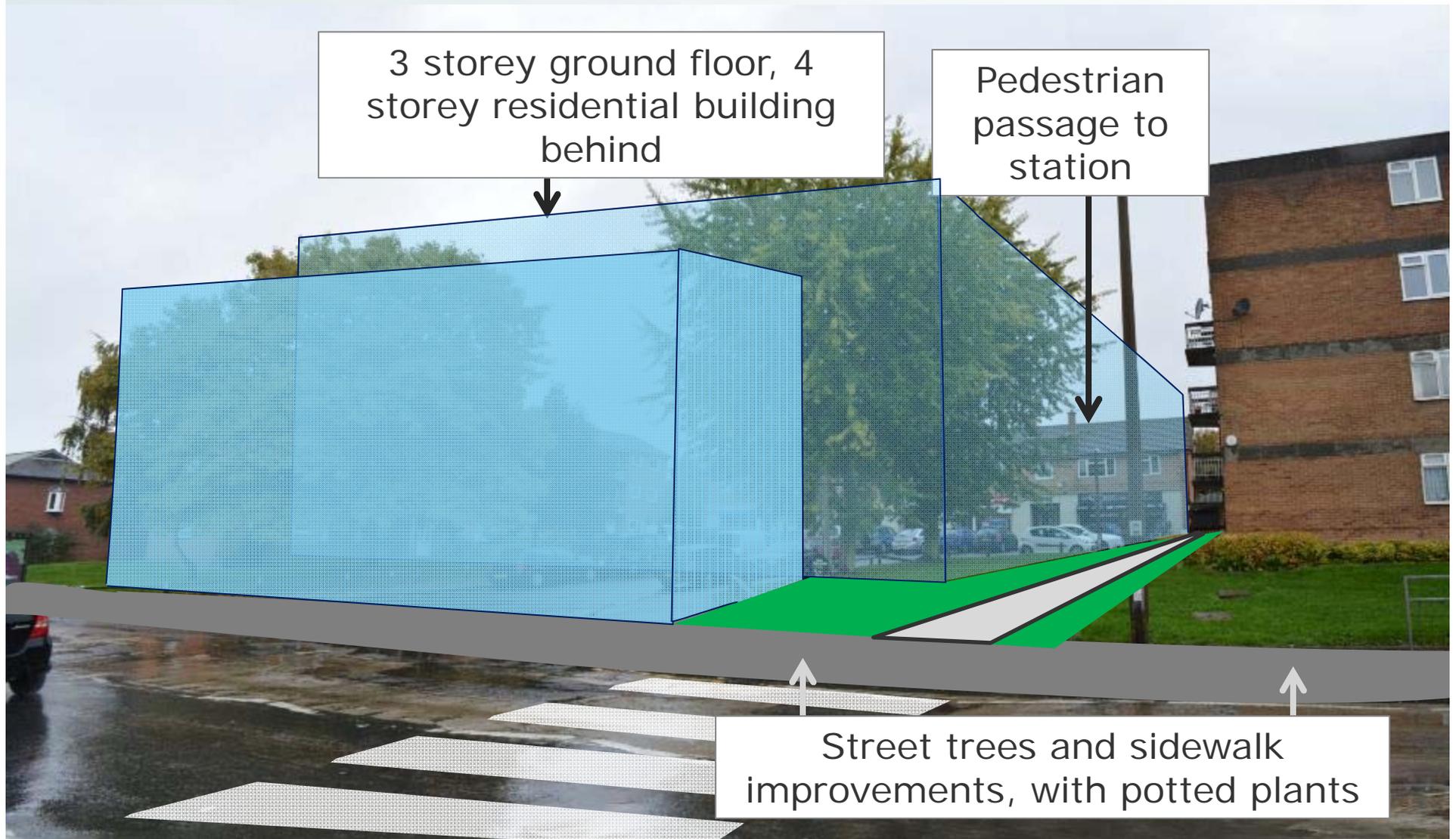
~ 3,000 leasable square metres

45 resi units

22 parking spaces



# Site 1: "Buckhurst Hill Station" Potential Future



# Site 1: "Buckhurst Hill Station" Site Potential Future



# Scope of Services Project:

Task 4: Downtown Districts

Task 5: Wayfinding

Task 6: Final Report

# Instant Polling devices



**Hands-On Workshops**



**Instant Polling**

(Sample live polling question)

What type of **housing** is most needed in  
Downtown?

1. Mixed-Use Housing



2. Multifamily (3 or more units)



3. Townhomes



4. Single-Family Homes



5. None







2016

# City of Ashland, Oregon Downtown Strategic Parking Management Plan

PROJECT SUMMARY AND RECOMMENDATIONS FOR PARKING MANAGEMENT

FINAL REPORT  
March 15, 2016



**RICK WILLIAMS CONSULTING**  
Parking & Transportation

## Table of Contents

---

Section I:	Background.....	2
Section II:	The Role of Parking in Downtown .....	3
Section III:	Plan Organization .....	4
Section IV:	Guiding Themes and Principles .....	5
Section V:	Recommended Downtown Parking Management Strategies .....	10
Section VI:	Summary.....	39

### APPENDIX

#### A. ACTIONS & IMPLEMENTATION SCHEDULE

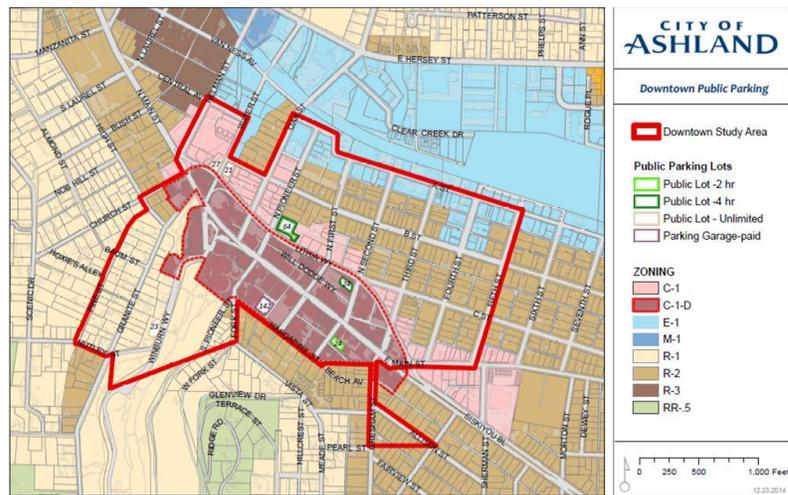
# CITY OF ASHLAND: DOWNTOWN STRATEGIC PARKING MANAGEMENT PLAN

## I. BACKGROUND

In 2013, the City of Ashland commissioned a study to evaluate the state of parking in the downtown. The study was conducted by Community Planning Workshop and the University of Oregon, and analyzed use, occupancy, and demand for customer and employee parking throughout the downtown, and developed an initial set of recommended strategies and programs.<sup>1</sup> The project study area is illustrated in **Figure A**.

The City subsequently determined that developing a more targeted parking plan for the downtown core would be beneficial, both as a guide to daily management and as a template for future decision-making. To this end, the City engaged Rick Williams Consulting to work with its Downtown Parking Management and Circulation Ad Hoc Advisory Committee to compile a complete, simple, and effective set of operating strategies for management of the City's downtown parking supply.

**Figure A**  
**Project Study Area**



The Advisory Committee includes representatives of the business and development sectors, citizens, City staff, City Commissions, and the City Council. The study entailed in-depth discussions with the Advisory Committee and other community stakeholders to develop a comprehensive parking management plan that responds to the unique access environment, goals, and objectives of Downtown Ashland. This was coupled with an evaluation of planned multimodal projects in the downtown core and existing parking policies, standards, and actual usage.<sup>2</sup> The parking management plan and its development process are summarized in this report.

<sup>1</sup> See: *Ashland Downtown Parking Management and Multi-Modal Circulation Plan -October 2014*, (Community Planning Workshop and the University of Oregon).

<sup>2</sup> Usage data was derived from two sources: (1) *Ashland Downtown Parking Management and Multi-Modal Circulation Plan (October 2014)* and (2) Off-street usage data collected by Rick Williams Consulting (August 2015).

## II. THE ROLE OF PARKING IN DOWNTOWN

A successful downtown has a clear sense of place, and comprises an exciting and attractive mix of uses and amenities. The role of parking is to support the realization of this vision. Simply put, *people do not come downtown to park*. They come to experience an environment that is unique, active, and diverse. A well-managed parking system helps make it safe, easy, and convenient for them to do so.



Discussions with stakeholders resulted in a number of desired outcomes for parking management. Parking management in downtown Ashland should:

- Support a “messy vitality” by creating a vital, active, and interesting downtown environment.
- Get the right parker to the right stall.
- Assure convenient, affordable, and available parking for visitors and customers.
- Ensure that parking in a district is managed to meet the needs of its priority users.
- Ensure reasonable and safe parking for employees.
- Communicate a clear sense of movement to parking options.
- Provide for an integrated system on and off-street (parking & pedestrians).
- Integrate alternative modes, particularly biking.
- Anticipate and respond to increasing demand for access to the downtown.

Parking is just one tool in a downtown's economic development toolbox, and must be managed to ensure an effective, efficient system of access that caters to the needs of priority users. In the case of downtown Ashland, the priority user for the City-owned parking system has been identified as the customer and visitor. The Advisory Committee concluded that the objective of parking management in downtown should be:

*“To support the development of a vibrant, growing, and attractive destination for shopping, entertainment, recreation, living, and working. The components of this plan need to be simple and intuitive for the user, providing an understandable system that is affordable, safe, secure, and well-integrated into other access options (i.e., transit, bike and walk).”*

### III. PLAN ORGANIZATION

The strategies outlined below are intended to spark discussion between the City of Ashland and downtown stakeholders on policies and actions that will support a vital and growing downtown.

We begin with a set of Guiding Themes and Principles developed by the Advisory Committee and designed to serve as a framework for decision-making. The principles encourage the use of parking resources to support economic development goals and to effectively serve the diversity of customers and visitors using the downtown (see Section IV).

Following this list, recommended parking management strategies are presented as a series of steps intended to follow a logical progression, with each action providing the groundwork necessary for subsequent actions. Steps are divided into policy actions and operations, and further categorized as specific action strategies intended to be carried out in two phases that range from immediate to long-term (see Section V and Appendix A).

As the City and its partners consider these strategies, discussion of the “who, what, and how” of implementation will be essential, and it may be determined that strategies should be reordered or implemented concurrently. Such refinements will be based on opportunities and challenges that arise, momentum, resource identification, and broader community input. The plan presented here is a template for a new approach to parking and multi-modal management in downtown Ashland, and changes and refinements can be expected.

## IV. GUIDING THEMES AND PRINCIPLES

The development of Guiding Principles for parking in downtown Ashland supports creation of a parking system that facilitates and contributes to a vital and growing downtown. Guiding Principles are based on the premise that growth and development in the downtown will require an integrated and comprehensive package of strategies to support economic development and redevelopment. The ensuing parking plan becomes but one critical element of a larger coordinated package for economic growth.



The results of stakeholder input can be summarized as five Guiding Themes comprising seventeen Guiding Principles. Ideally, these will establish a basis for consensus and provide near - and long-term direction for parking management in the downtown.

### A. CITY ROLE AND COORDINATION

#### 1) **Centralize management of public parking to ensure optimal use of the supply.**

Parking issues are too complex and widespread for status quo approaches to management. The City needs to provide more focused, coordinated, and strategic attention to daily management and delivery of near- and long-term parking solutions.

#### 2) **Coordinate parking in a manner that supports the unique character of emerging downtown districts and neighborhoods. Where appropriate, manage parking by zone.**

The downtown comprises several unique economic enclaves (e.g., the core, the theater district, the railroad area). As the areas differ economically, so too do the character and needs of their patrons. This may require a management approach tailored to each area, known as management by parking zone.

#### 3) **Ensure that a representative body of affected private and public constituents from within downtown routinely informs decision-making.**

Active participation by those affected guarantees an understanding of and consensus on parking management and the “trigger” points for decision-making built into the parking plan. This is best accomplished through an established parking advisory committee that reviews performance, serves as a sounding board for issues, and acts as a liaison to the broader stakeholder community.

**4) Create a sense of security at all times, on-street and off-street.**

Public off-street lots should be maintained so as to not deter users due to poor design, pavement quality, or perceived security issues. Safe and well-lit links between parking areas and shopping, entertainment, and work sites should be planned for and provided.

**B. PRIORITY CUSTOMER**

**1) The on-street parking system is a finite resource and will be managed to provide a rate of turnover that supports “district” vitality.**

Most users of the downtown favor on-street parking. The parking management plan recognizes this premium on-street parking resource needs to be managed to provide a rate of customer and visitor turnover that supports downtown and district vitality. With this principle comes the recognition that growth in downtown parking demand will, over the longer term, need to be accommodated in off-street locations. Longer-term patron and employee parking must be managed so as not to conflict with customer parking, particularly on-street. On-street parking must be managed according to demand and time-stays conducive to customer need.

**2) The most convenient on-street parking will be preserved for the priority user – as defined by base zoning in the affected district.**

The on-street parking system in the downtown must be formatted in a manner that assures turnover and minimized conflicts between the priority user and other users. Ashland will use base zoning in parking districts (e.g., commercial versus residential) to facilitate and support reasonable definitions of priority users.

**3) Provide sufficient parking to meet employee demand, specifically in conjunction with other reasonable travel mode options.**

All parking strategies should be coordinated with transportation demand management goals and objectives to ensure that employees and customers have reasonable options available for access. For downtown Ashland, this should be initiated with efforts to encourage bicycling to the downtown, with longer term goals for transit/shuttles and ridesharing. This effort should be pursued as a partnership between the City and private sector businesses.

## C. ACTIVE CAPACITY MANAGEMENT

- 1) Manage the public parking system using the 85% Occupancy Standard to inform and guide decision-making.**

The *85% Rule* is an operating principle for coordinating parking supply. When occupancies routinely reach 85% during peak periods, more *intensive and aggressive* parking management strategies are called for to assist patrons in finding available parking. The 85% Rule will facilitate reasonable and effective decisions regarding time stays, enforcement, and other decisions related to capacity management.

- 2) Supplies in excess of the 85% Occupancy Standard will require best practice strategies to minimize parking constraints.**

Several strategies identified in the plan are triggered by the 85% Rule. The City and the Advisory Committee are committed to moving forward with recommended strategies when parking demand requires them. Changes to the status quo can be difficult, but continued constraints in parking and access will adversely impact the downtown's success and ability to absorb growth.

- 3) Encourage shared parking in areas where parking is underutilized. This will require an active partnership with owners of private parking supplies.**

Numerous parking facilities in some downtown locations are underutilized. Efforts should be made to facilitate shared use agreements between different users (public and private) to direct parking demand into these facilities, in order to maximize existing parking resources.

- 4) Capacity will be created through strategic management of existing supplies, reasonable enforcement, leveraging parking with alternative modes, and new supply.**

*Active effort* must be made to manage the parking system on a daily basis. This will require partnerships with the private sector to leverage existing off-street supplies and to coordinate management in a manner that supports the development and growth of alternative modes. New parking supply becomes more feasible when all capacity options are maximized.

## D. INFORMATION SYSTEMS (SUPPLY & CUSTOMER-BASED)

### *Supply-based*

#### **1) Use performance measurements and reporting to ensure Guiding Principles are achieved.**

Committing to a routine and objective system of measurement and reporting ensures that decision-making will be informed. Key metrics include occupancy, turnover, average duration of stay, rate of violation, and customer input. Performance monitoring also provides a basis for routine evaluation of program effectiveness.

### *Customer-based*

#### **2) Improve existing, and create new, information and educational resources (outreach, education, maps, websites, etc.) for use by the public and private sectors.**

Efforts to improve understanding, awareness, and ease of use of the parking and access system should be upgraded. A clear schedule should be maintained for the dissemination of information. This could be coordinated through a partnership between the City and a downtown business association.

#### **3) Develop and implement a unique and creative wayfinding system for the downtown that links parking assets and provides directional guidance, preferably under a common brand/logo.**

Parking resources should be clearly identified and explained through branding and signage, increasing understanding of how to access on- and off-street parking resources. A common brand that unifies marketing materials, signage systems, and other communications simplifies customer recognition and use of the system.

## E. INTEGRATION WITH OTHER MODES

#### **1) Encourage and facilitate increasing percentages of use, particularly by employees, of alternative travel modes to free up parking capacity.**

Parking should not be the only access option for employees. Every parking stall occupied by an employee means a lower rate of turnover and less access for customers and visitors. Employees should be given reasonable access to parking, but encouraged to use alternative modes that include walking, biking, transit, and ridesharing. If Ashland develops a strong system of alternative mode options for employees, these will then become options for residents, visitors, and customers.

**2) Increase bike parking on and off-street to enhance the broader bicycle network.**

The City of Ashland's bike parking network should be as effectively formatted as the auto parking system. On- and off-street parking facilities for bicyclists are efficient and low-cost.

**3) Explore remote parking locations and transit/bike connections to minimize the need for new parking structures.**

As the City explores new parking supply options, scenarios should include remote locations connected by transit and bike networks. Such options may be more cost-effective than structured parking and/or may be necessitated by land supply constraints in the downtown.

## V. RECOMMENDED DOWNTOWN PARKING MANAGEMENT STRATEGIES

From discussions with the City and stakeholders, specific parking management strategies have been identified and are recommended for implementation. These recommendations are informed by evaluation of current policies and practices, information in the 2014 Community Planning Workshop report, and data collection in off-street facilities conducted by RWC in August 2015.

This report contains recommendations for changes in current management/organization and several near-term Action Strategies for the first 18-months of implementation (Phase 1). The timing of implementation outlined in this document assumes that Phase 1 work will *formally* begin in July 2016 and run through November 2017. However, some work should precede Phase 1 (January – June 2016) through work with an interim Parking Work Group led by current Public Works staff.

Phase 2 would begin in January 2018. *However, any and all strategies can be implemented on an accelerated schedule or be reordered based on opportunity and resources.* The proposed timeline is provided as a means to communicate a reasonable schedule and order of tasks.

The strategies recommended in this report will assist the City in more effectively managing its downtown parking supply and preparing for future growth. They are organized as follows:

- Policy and Organizational Action Strategies: Phase 1 (0 – 18 months)
- Recommended Parking Management Strategies: Phase 1 (0 – 18 months)
- Recommended Parking Management Strategies: Phase 2 (18 – 36+ months)

*A summary of all recommended Strategies is attached as an Implementation Schedule at the end of this report.*

### A. POLICY AND ORGANIZATION ACTION STRATEGIES

These elements ensure that the goals of the parking management plan can be achieved by incorporating parking system management into the City's development policy. Grounding in the Guiding Principles and application of the 85% Rule as the threshold for decision-making connect the various policy elements. Centralizing the policy recommendations within a responsible and responsive Parking Services Division ensures that the life of the parking management plan extends beyond the first round of strategy implementation. It is recommended that the Policy Recommendations be adopted and implemented in the very near term.

### **STRATEGY 1:**

**Formalize the Guiding Themes and Principles as policies for downtown access within the parking and transportation system plan.**

*Implementation Timeline: Immediate to Near-Term (by July 2016)*

Formalizing the Guiding Principles by incorporating them into the policy element of the City's parking/transportation system plan will inform decision-making and development of future public facilities. Incorporating these principles into City policy assures the intent and purpose for parking management, established through this study, is carried out over time.

*Estimated Costs (STRATEGY 1):*

It is estimated that costs associated with this strategy would be minimal and mostly expended in efforts of existing staff to develop resolutions and ordinances through routine city planning processes.

### **STRATEGY 2:**

**Adopt the 85% Rule as the optimum occupancy standard for measuring performance of the parking supply and triggering specific management strategies and rate ranges.**

*Implementation Timeline: Immediate to Near-Term (by July 2016)*

In the parking industry, it is assumed that when parking exceeds 85% occupancy in the peak during peak periods, the supply becomes constrained and may not provide full and convenient access to its intended user. Once parking routinely exceeds that figure, the 85% Rule requires that strategies be implemented to bring peak period occupancies below 85%.

The parking inventory for Ashland revealed that existing peak occupancies within the core are often in excess of 85% for significant periods of the day. Having the 85% Rule formalized in policy will assure that a process for evaluating and responding to parking activity is in place.

*Estimated Costs (STRATEGY 2):*

It is estimated that costs associated with this strategy would be minimal and mostly expended in efforts of existing staff to develop resolutions and ordinances through routine city planning processes.

**STRATEGY 3:**

**Establish a Downtown Parking and Transportation Fund as a mechanism to direct funds derived from parking into a dedicated fund.**

*Implementation Timeline: Immediate to Near-Term (by July 2016)*

As the supply of parking becomes constrained, it will be important to direct funds into supporting transportation and access in the downtown. This can be done with existing and/or future parking revenue, or with new revenues generated as a result of implementing this plan. The Downtown Parking Fund should be dedicated to:

- a. Debt service
- b. Parking operations
- c. Lot/garage maintenance
- d. Marketing and communications
- e. Transportation Demand Management programs
- f. New supply

It is recommended that such a fund be established as soon as feasible to ensure that new revenues are appropriately directed.

*Estimated Costs (STRATEGY 3):*

It is estimated that costs associated with this strategy would be minimal and mostly expended in efforts of existing staff to develop resolutions and ordinances through routine city planning processes.

**STRATEGY 4:**

**Centralize Parking Management. Consolidate the management and administration of parking management within a single division for Parking Services.**

*Implementation Timeline: Immediate to Near-Term (by July 2016)*

The success of any multi-faceted parking system is dependent on administration, management, and communication of the City's parking program. This includes daily management of facilities, oversight of third-party vendors, financial accounting and reporting, marketing/communications, customer service, and strategic and capital planning.

Ashland's existing administrative system for managing parking is spread across multiple departments, divisions, and commissions, which include Public Works, Community Development, Administrative Services, and Police. From a strategic management point of view there is no clear single point of responsibility for guiding the parking system in a manner that gives due diligence to the complexity of

the existing system and the level of technical and response capability called for in the Parking Management Plan.

Industry best practices recommend centralized management under the purview of a professional Parking Coordinator. Centralized management best supports the concept of an integrated parking system, as all elements of the parking system (off-street, on-street, enforcement, and oversight of any third-party provider) are consolidated within a single division and leadership structure. As such, administration and decision-making are structured to consider parking assets both individually and as a system. Resources can be managed in a tailored fashion where necessary and leveraged as appropriate and most efficient.

It is recommended that the City begin internal discussion on restructuring parking management into a single Parking Services Division.

A "downtown parking coordinator" will direct daily operation of the system, strategic implementation of policies and programs, and planning for growth.

Estimated Costs (STRATEGY 4):

At this time, the costs associated with restructuring parking management into a single operating division are unknown. There may be efficiencies, and there may be new costs (see Strategy 5, below). It is recommended that any new costs be supported by revenues derived from the parking system.

**STRATEGY 5:**

**Develop a job description and submit a service package to create and hire a position of Downtown Parking Coordinator for the City of Ashland.**

Implementation Timeline: Near-Term (by September 2016)

A single person should be assigned to oversee and manage all aspects of parking in the downtown, providing the community a single reference point for parking management. As stated in Strategy 4, consolidating parking operations within a single department under a Downtown Parking Coordinator creates administrative and operational efficiencies and seamlessly integrates on- and off-street parking, enforcement, and long-range strategic planning. It also provides a point of accountability and assures that adopted policy is fully implemented. The process for approving this type of service addition should be completed immediately to facilitate near-term hiring or restructuring of an existing position (see discussion below related to position options).

Ideally, this person will staff a representative stakeholder group (see Strategy 6) to routinely review parking activity in the downtown overall and by district. Information would be used to evaluate "action triggers" and implement appropriate strategies.

The Downtown Parking Coordinator will, at minimum, lead in:

- Coordinating and implementing all approved aspects of the Parking Management Plan.
- Oversight of all personnel (City and third-party) involved in the delivery of on-street, off-street or enforcement services in downtown municipal parking resources.
- Acting as liaison among businesses, users, and other agencies.
- Coordinating with Administrative Services in the creation of consolidated financial reporting systems for parking.
- Annual budgeting for parking services.
- Oversight of any third-party management agreements for parking operations or enforcement services in City facilities.
- Ensuring contract compliance by third-party parking providers.
- Coordinating with relevant Departments and Divisions necessary policy and code changes approved in the Parking Management Plan.
- Developing new signage and communications systems.
- Developing and implementing marketing and communications programs and their on-going delivery.
- Routinely assessing and recommending rate and fee adjustments based on demand dynamics.
- Oversee data collection efforts as defined by policy.
- Coordinating the transition to new parking revenue collection technologies necessary to implement performance-based pricing, as called for in Phase 2 of the Parking Management Plan.
- Development of RFPs for parking services, equipment, and technology.
- Coordination of review and selection of parking services, equipment, and technology providers.
- Assessment of other upgrades (e.g. signage, lighting, security, maintenance, enforcement) as necessary.
- Development and negotiation of contract agreements as necessary.
- Developing usage tracking and reporting systems to measure and monitor program success or failure.
- Troubleshooting program glitches.
- Hosting and facilitating the work of a Downtown Parking Advisory Committee.

Options for establishing this position include:

**Option A:**

New position/FTE

Ashland could establish a new position and solicit professionals from within the parking industry. The consultant team favors this approach given the complexity of the recommendations in the Parking Management Plan.

New technology, responsive demand management, financial management, communications, coordination and integration of on and off-street assets, monitoring/reporting, and community liaison functions, to name a few, will require an individual who has demonstrated, successful experience with managing multi-faceted municipal or private sector parking systems.

**Option B:**

An existing FTE & Contract Consultant

This model proved successful in Ventura, California. After adoption of a comprehensive parking plan in 2008, parking control was consolidated within a smaller number of departments, with an existing City employee assigned responsibility for coordinating operations and implementation of the plan. Through the reorganization process, it was determined that internal FTE capacity was available, and existing City staff could be utilized for the new position; ensuring that there was no additional burden on the parking fund. The reorganization process also identified the need to provide training and assistance to the Parking Coordinator to elevate their skill set to a level commensurate with new programs, services, and responsibilities called for in the parking plan.

To this end, the City of Ventura contracted with a professional parking and transportation consulting firm to provide ongoing training and mentoring to the new Parking Coordinator. The consultant also provided assistance in establishing reporting formats, operating protocols, organizational development, and additional implementation planning to the City. The consultant contract provided up to 20 hours per week in consulting assistance and was in place for one year following adoption of the new parking plan. The Ventura model has been very successful, and was pursued because internal staff capacity was available and engaging the consultant was seen as less of a burden on the parking fund budget.

**Option C**

Improvement of systems and protocols with existing staff

There are likely improvements in efficiency, coordination, and communications that could be made within the City's existing parking operations. These could include:

- Increasing the total FTE responsible for administration.
- Establishing a Parking Management Work Group, facilitated by a designated parking coordinator, that routinely reviews operations, performance, occupancy, and rates, and supports responsive and strategic decision-making.
- Designate a parking coordinator to oversee the work of a Parking Advisory Committee.
- Consolidate reporting and performance monitoring.

Though the City currently has staff involved in the downtown parking program, the existing parking management format does not have a central point of responsibility and reporting. This makes it difficult

for users to conveniently understand and maximize downtown parking options. This is of particular importance given the complex and dynamic nature of the parking strategies recommended in this plan.

For this reason, the consultant team recommends Option A or B. Additional discussion and costing may be needed to determine which option best fits Ashland's organizational structure.

Estimated Costs (STRATEGY 5):

As with Strategy 4, the costs associated with the restructuring of current management responsibilities into a single operating division under the leadership of a Parking Coordinator are unknown. It is recommended that any new costs be supported by revenues derived from the parking system.

**STRATEGY 6:**

**Establish a Downtown Parking Advisory Committee (DPAC) consisting of downtown stakeholders to assist in program implementation and review.**

Implementation Timeline: Near-Term (consistent with hiring in Strategy 5)

The City should develop and approve a process through which a representative cross-section of downtown interests *routinely* assists the Parking Coordinator in the review and implementation of the Parking Management Plan. It is recommended that the City Council formally appoint members to the Parking Advisory Committee.

The stakeholder advisory process and a Parking Advisory Committee will assist the Parking Coordinator in implementing the parking management plan, review parking issues,; and advise City Council and other decision-making bodies on strategy implementation based on adopted policy for parking management and use dynamics identified for specific parking areas.

Once the Parking Coordinator is established, the process of review, evaluation, and decision-making with the DPAC can be formally initiated. A consistent schedule of meetings should be established using this plan as a template for discussion. .

Until a Parking Coordinator is hired, the City should consider a partnership with the Chamber of Commerce and the existing Downtown Parking Management and Circulation Ad Hoc Advisory Committee to form an interim Parking Work Group. This will ensure completion of the groundwork necessary to costing, scheduling, research and coordination of subsequent Phase 1 Strategies.

Estimated Costs (STRATEGY 6):

There should be no additional costs associated with this recommendation if it can be initiated as a volunteer effort, hosted by the City and/or downtown business interests. Once fully implemented, the DPAC process would be part of the task portfolio of the Downtown Parking Coordinator.

**B. RECOMMENDED PARKING MANAGEMENT STRATEGIES: PHASE 1**

This section details a range of operational enhancements that should be implemented within 18 months of Plan adoption.

**STRATEGY 7:**

**Develop a reasonable schedule of data collection to better assess performance of the downtown parking supply.**

Implementation Timeline: *Immediate (August/September 2015 – Completed)*  
*Near-Term (Spring and/or Summer 2016)*  
*Long-Term (Based on strategic schedule)*

A system for routine data collection will need to be established. To date, comprehensive statistical analyses of on-street parking (2014) and off-street parking (August 2015) have been completed. This has provided very good data for parking activity during the summer peak season, as well as potential shared use opportunities in off-street surface parking facilities located in or adjacent to the project study area. Conversations with the Advisory Committee indicated that a better understanding of off-peak data would also be useful, particularly as Phase 2 issues related to pricing are considered.

Objective and up-to-date data will help the City and local stakeholders make better informed decisions as the downtown grows and redevelops. The system does not need to be elaborate, but it should be consistent and routine and structured to answer relevant questions about occupancy, seasonality, turnover, duration of stay, patterns of use, and enforcement. Parking information can be collected in samples, and other measures of success can be gathered through third-party data collection and/or volunteer processes. A methodology for conducting parking inventory and data analyses is provided in Oregon Transportation & Growth Management's *Parking Made Easy: A Guide to Managing Parking in Your Community*, most specifically Chapter 7. The guide can be found at [www.oregon.gov/LCD/TGM/docs/parkingprimerfinal71213.pdf](http://www.oregon.gov/LCD/TGM/docs/parkingprimerfinal71213.pdf). Data derived from these efforts can be used by the City and a future Downtown Parking Advisory Committee to inform decisions, track use, and assess success measures.

It is recommended that the City:

- a. Work with an interim Parking Work Group (see Strategy 6 above) to develop a data collection schedule to address issues raised regarding peak and non-peak parking dynamics. Given the recent completion of both on and off-street occupancy studies, additional data collection could be done through sampling rather than all-day occupancy counting. The near-term data collection schedule should be completed no later than March 31, 2016.
- b. Schedule and initiate a non-peak-season occupancy study for both on and off-street systems.
- c. Conduct inventory and occupancy analyses no less than once every 24 months.

Estimated Costs (STRATEGY 7):

It is estimated that a data inventory and occupancy/utilization study would range from \$20,000-\$30,000 if conducted by a third-party consultant. Costs can be minimized in subsequent surveys given that the inventory/database would be built and through sampling and possible use of volunteers to collect data.

**STRATEGY 8:**

**Identify off-street shared use opportunities and feasibilities based on data findings in Strategy 7. Establish goals for transitioning employees, begin outreach to opportunity sites, negotiate agreements, and assign employees to facilities.**

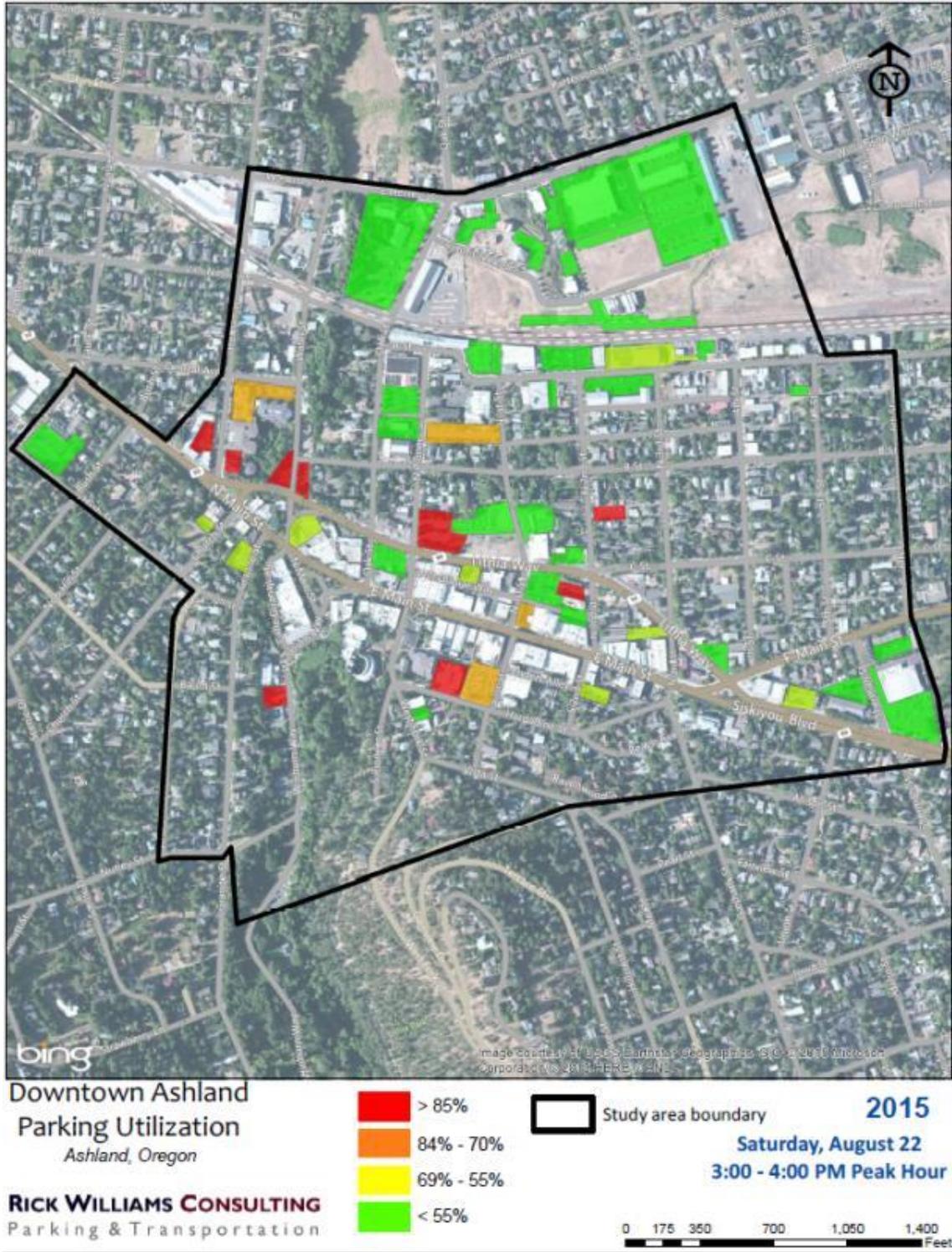
Implementation Timeline: *Immediate: Short-listing sites (by February 2016)*

*Near-Term: Outreach (February – July 2016)*

*Mid-Term: Negotiations and Assignment (August 2016 – December 2016)*

A data collection effort by Rick Williams Consulting examined two days of occupancy activity in August 2015 (Friday 10/21 and Saturday 10/22). The study quantified actual hourly use of these facilities over a twelve-hour period each day. Fifty-one off-street sites comprising 1,998 parking stalls were surveyed. Findings from the study revealed that many sites are significantly underutilized, with an average total of approximately 1,000 stalls empty during peak periods of the day. The opportunity to direct downtown employees into these parking facilities would have a significant impact on on-street occupancies, particularly in areas where employees are using the on-street system and thereby denying customer/visitor use of the on-street supply. **Figure A** (next page) illustrates the findings of the off-street study.

**Figure A**  
**Peak Hour Parking Availability (Off-street Parking)**



The interim Parking Work Group should consider the following for completion by February 2016, with later tasks transitioned to a Parking Coordinator and Downtown Parking Advisory Committee.

- a) Use the data from the August 2015 parking study to identify a subset of the 51 facilities surveyed that could serve as reasonable shared use “opportunity sites.” Criteria for determining sites could be proximity to downtown, a meaningful supply of empty stalls, pedestrian/bike connectivity, walk distance/time, safety and security issues, etc.
- b) Based on the above, develop a short list of opportunity sites and identify owners.
- c) Establish a target goal for the number of downtown employees to transition into opportunity sites.
- d) Begin outreach to owners of private lots.
- e) Negotiate shared use agreements.
- f) Obtain agreements from downtown businesses to participate in employee assignment program.

Estimated Costs (STRATEGY 8):

It is estimated that costs associated with this strategy would be minimal and mostly expended in efforts of existing staff and volunteers to review and identify opportunity sites and conduct outreach to potential private sector participants. Planning in this regard may determine that funds are needed to create incentives and/or improve the condition of lots or pedestrian/bike connections.

**STRATEGY 9:**

**Create a critical path timeline to a new parking brand that can be utilized at all City-owned lots and shared supplies and in parking marketing/communications.**

Implementation Timeline: Near-Term (by December 2016)

Guiding Principle D. 3 (p. 8) calls for development and implementation of “a wayfinding system for the downtown that links parking assets and provides directional guidance, preferably under a common brand or logo.” The intent of this principle is to create a brand that unifies the public supply of parking and is easily communicated, both at parking sites and, ideally, through a wayfinding system located throughout the downtown and on maps, websites and other communications and promotions.



The linchpin of any such program is a brand. It is recommended that the City and interim Parking Work Group engage a design firm to develop an attractive and recognizable “parking brand” for use by the City of Ashland at all of its public off-street facilities, and any shared use facility that offers visitor access. The design professional would:

- a) Work with stakeholders and the City to create a new parking brand for Ashland.
- b) Develop options and assist in developing a final recommended brand/logo.
- c) Develop cost estimates for the creation and placement of new brand/logo signage packages at all City-owned off-street sites and shared use facilities.
- d) Assist in signage creation.

Estimated Costs (STRATEGY 9):

It is estimated that engaging a design consultant to carry out the tasks identified above would range from \$15,000 - \$20,000.

**STRATEGY 10:**

**Simplify on-street time stays. Consider incorporation of new brand/logo into on-street signage per input derived in Strategy 9.**

Implementation Timeline: Near-Term (January 2017 - June 2017)

Multiple time stay designations in a downtown are often confusing to customers, particularly very short-term stalls (e.g., 5, 15, 30 and 60 minute stalls) that do not provide an adequate amount of time for a typical customer visit. Implementing this strategy will bring understandable and consistent time stays need to downtown (e.g., core versus theater and Lithia Park). Additionally, a new brand/logo can be incorporated into the on-street system as a means of integrating the on and off-street systems. This would require coordinating changes in the on-street system to the branding work in Strategy 9, which would have a recommendation developed by December 2016. This would be similar to the effort completed in Springfield, Oregon where a stylized P was created for the public parking system and incorporated into on and off-street signage. This is illustrated in the example to the right.



The 2014 Community Planning Workshop study outlined a series of recommendations for reformatting on-street time stays throughout the downtown. This work should serve as a template for action, with refinements developed through DPAC discussion, new data, and public input.<sup>3</sup> An initial timeline for action would be:

<sup>3</sup> See: *Ashland Downtown Parking Management and Multi-Modal Circulation Plan -October 2014*, (Community Planning Workshop and the University of Oregon).

- a) Coordinate with Strategy 9 to determine brand/logo integration into new on-street signage (July 2016 – December 2016).
- b) Identify/quantify changes to be made (July 2016 – December 2016)
- c) Initiate formatting changes (January 2017 – June 2017)
  - Eliminate 1-hour time stays, increase to 2 hours.
  - All block faces with retail/office/restaurant should be 2 hours.
  - Increase 4 hour stay options - assess feasibility of Residential Permits in select 4-hour zones – i.e., areas currently zoned R.
  - Assess supply capacity (based on data update) for feasibility of employee on-street permit program(s) in 4-hour parking areas (**contingent on residential program**).

Estimated Costs (STRATEGY 10):

Based on information from other cities, estimated per unit costs for signage upgrades would be:

- *A standard signage package would have two poles with blade signs per block face – one at each end of the block with arrows pointing inward.*

Unit Costs- Signage

- *Only material costs are provided in these estimates.*
- *Pole unit cost = \$470*
- *Blade sign unit cost = \$30*
- *Unit cost for poles (\$470) include hole boring and the pole*

**STRATEGY 11:**

**Deploy new off-street signage package**

Implementation Timeline: Near-Term (January 2017 - June 2017)

The new brand/logo developed in Strategy 9 would be incorporated into new signage packages to be placed at all City-owned public facilities. This would create a uniform and easily identifiable look for public parking, setting the foundation for future expansion of the brand into a downtown wayfinding system. Placement of the new off-street signage package should occur no later than June 2017.

Estimated Costs (STRATEGY 11):

The costs of the new signage system would be developed in Strategy 9.

**STRATEGY 12:**

**Expand bike parking network to create connections between parking and the downtown to encourage employee bike commute trips and draw customers to downtown businesses.**

Implementation Timeline: Near-Term (October 2016 - June 2017)

When we talk about parking management, we're not just talking about cars. Communities throughout Oregon support bicycling as a key sustainable transportation strategy, and the Oregon Transportation Planning Rule requires it for new developments. Ashland has the benefit of a strong bike culture, a high number of local bike shops, and active efforts to expand the City and downtown's bike lane system. What the downtown may be lacking is sufficient "trip-end" bike parking amenities on-street, off-street, and in private buildings. Providing adequate bicycle parking will expand the capacity of the overall parking supply downtown.

It is recommended that the City expand its approach to bike parking in the downtown to deliver a four-strategy approach. It is assumed that this approach would support current efforts to expand the City's bike lane network. This effort should begin subsequent to the hiring of the Downtown Parking Coordinator (October 2016).

Elements of the four-strategy approach would include:

- a) *On-sidewalk bike parking (October 2016 – December 2016)*. Identify locations for added bike parking within the pedestrian amenity zones.
- b) *Bike corrals ((October 2016 – December 2016)*. Identify locations for additional bike corrals either in plaza areas or on-street and adjacent to high-traffic businesses.
- c) *On private property (October 2016 – December 2016)*. Identify areas on private property for bike parking improvements, especially for employees – e.g., interior bike cages, wall rack locations, and other secure areas.
- d) *Identify funding/incentives and install (January 2017 – June 2017)* – Assemble funding sources necessary to implement a) – d).



**Example: Interior Wall Racks**



**Example: Bike Corral Ashland, OR**



**Example: Art Rack Baker City, OR**

Estimated Costs (STRATEGY 12)

The cost of an inventory of potential bike parking locations could be incorporated into the data collection portion of Strategy 7 above. Site identification could also be done through volunteer efforts and by working with downtown stakeholders and bike advocates. Costs are likely minimal.

Estimated unit costs for actual bike infrastructure:

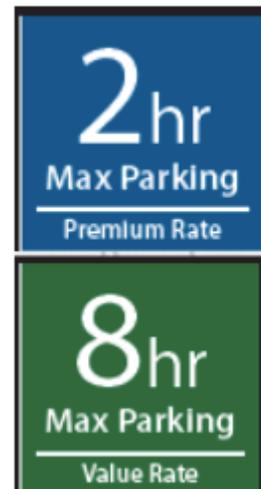
- Staple or U racks: \$150 - \$200
- Wall Mounted racks: \$130 - \$150
- Bike Corral \$1,200<sup>4</sup>
- Art Rack variable based on design

**STRATEGY 13:**

**Evaluate and pursue on-street pricing in high occupancy areas (85%+).**

Implementation Timeline: Near-Term (January 2017 - June 2017)

Recent data collection efforts have demonstrated that the on-street system routinely exceeds the 85% occupancy standard for sustained periods during the summer months. The Advisory Committee has indicated that less is statistically known about non-peak seasons. Strategy 7 addresses the need for additional occupancy and use data. Given that data collection would provide updated information for multiple seasons, it is recommended that the Parking Coordinator initiate a process with the Downtown Parking Advisory Committee to evaluate transitioning the downtown on-street parking system to paid parking.



Hourly on-street occupancy data can also be used to model potential revenue hours for different rate scenarios. Revenue hours can then be integrated into an expense/revenue pro forma to objectively estimate the feasibility of moving to an on-street pay-to-park program. Data derived from an improved inventory database and real-time use information will allow development of an accurate feasibility model.

Paid parking can support higher turnover within the system, yield higher compliance by employees directed to off-street locations so as not to compete for on-street parking with customers and visitors, create a more reasonable value relationship between parking and alternative modes, and provide

---

<sup>4</sup> Based on City of Portland, Oregon cost estimate for 6 staple racks (12 bike parking spaces), striping, bollards and installation.

revenue streams necessary to support operations, marketing/communications, program delivery, and infrastructure (e.g., new capacity).

Issues to examine, with supporting data, include:

- a) Establish Parking Enterprise Fund (Strategy 3)
- b) Update database (on-street counts/samples) (Strategy 7)
- c) Develop expense/revenue model using occupancy data to estimate financial viability of new revenue collection technology.
- d) Determine revenue collection technology that will best serve Ashland
  - Single meter vs pay station
  - Pay & Display vs Pay by Space
- e) Consider/adopt seasonal pricing, using data sets to assist
- f) Finalize pricing format
- g) Finalize time stay format and hours of operation
  - Consider No Limit parking in current 4 HR areas
- h) Solicit vendors for revenue collection technology

Estimated Costs (STRATEGY 13)

It is assumed here that the evaluation process would be incorporated into the routine schedule developed by the new Parking Coordinator and Downtown Parking Advisory Committee. Data collection efforts are a part of Strategy 7. General equipment costs for revenue technology are:

- Multi-Space Meters (pay stations) \$5,000 - \$7,000 per unit (serving 8 – 14 spaces)
- Single-Space Meters \$500 - \$700 per unit (serving one space)
- Back office support Varies by system and software selected

**STRATEGY 14:**

**Solicit firms to establish wayfinding and dynamic signage systems in the public right of way, integrated with the off-street system using City parking brand developed in Strategy 9.**

Implementation Timeline: Near-Term (January 2017 - June 2017)

Many cities brand their public parking facilities and use dynamic signage in the public right-of-way. These systems inform customers and direct them to available parking. Portland, OR, and San Jose, CA are good examples (see photo at right).



Dynamic signage is linked to occupancy information collected at individual or multiple parking sites, usually through loop detector/parking counter systems. This information is displayed at building entry plazas and/or at major roadway entry portals. The signs provide an address or facility name and real-time stall availability.

The most successful programs tie into a parking brand incorporated into both the on-site and right-of-way signage. This provides customers a visual cue that translates from their first encounter on the roadway to being able to conveniently identify a parking location with available parking. Dynamic signage also complements parking apps and can be linked in real time to smartphones and/or websites. The idea behind branding the Ashland system with a name, logo, and marketing is to make it immediately recognizable to the customer.

An engagement with a wayfinding firm would bring an industry professional to:

- a. Develop a signage package that incorporates a uniform design, logo, and color scheme into all informational signage related to parking (see Strategy 9).
- b. Brand each off-street public facility, open to public access, with the established logo package.
- c. Evaluate off-street facilities for installation of real-time counter systems that link to wayfinding signage.
- d. Identify key entry points into the downtown for placement of informational signage.
- e. Conduct cost feasibility analysis.
- f. Establish installation schedule.

#### Estimated Costs (STRATEGY 14)

It is assumed that costing for wayfinding would be incorporated into the solicitation.

#### **STRATEGY 15:**

##### **Deploy wayfinding system as developed in Strategy 14.**

#### Implementation Timeline: Near-Term (June 2017 – November 2017)

Implements plan developed in Strategy 14.

#### Estimated Costs (STRATEGY 15)

Developed and approved through Strategy 14 process.

## C. RECOMMENDED PARKING MANAGEMENT STRATEGIES: PHASE 2

This section outlines longer-term strategies. It is anticipated that Phase 2 efforts will take place between January 2018 and June 2019. These strategies build upon and are facilitated by work completed in Phase 1 (July 2016 – December 2017). Phase 2 focuses on data, capacity management, communications, capacity growth, and identification of funding sources.

Any and all Phase 2 strategies can be accelerated or moderated as necessary depending on community support and consensus, opportunity, and/or funding. The City and Downtown Parking Advisory Committee may elect to reorder strategies as opportunity dictates. As with Phase 1, all strategies outlined here will require consistent and dedicated management and coordination with active participation by the private sector.

### **STRATEGY 16:**

#### **Implement on-street pricing.**

Work completed in Strategies 13 – 15 (Phase 1) will establish the timing for implementing on-street parking pricing. Initial steps will include outreach to potentially affected residential communities, and development of a marketing and communications plan to be rolled out in advance of on-street parking pricing. These action steps are outlined below.

#### **Step A (Strategy 16)**

#### **Explore residential and employee permit programs (on-street)**

Implementation Timeline: *Synched to pricing launch date*

Changes to parking management in the commercial zones of the downtown could cause issues related to employees seeking parking in residential areas. In anticipation of this, the City Parking Coordinator and DPAC should begin an outreach and education process to residents and businesses in adjacent neighborhoods. The purpose of this is to raise awareness and understanding of programs being developed, and to begin framing possible mitigation strategies and solutions if new parking systems in the downtown exacerbate parking problems in neighborhoods.

The most effective strategy to manage parking in neighborhoods adjacent to commercial/retail areas is an area permit program. Residents in areas zoned Residential (R) would be issued permits that allow unlimited parking on-street within the permit zone during specifically designated hours (determined through use data that would be assembled in updates per



Strategy 7). All other users (e.g., visitors and employees) would be limited to a time stay (e.g., 3 hours) or, if occupancy surpluses are indicated through data updates, through an additional employee permit.

Adjacent neighborhoods should be *allowed the option* of requesting an area permit program if spillover is considered to be a problem and constraints are identified through data collection updates. The City should be prepared to respond with an already approved Area Parking Permit Zone (APPZ) program. The program would prioritize on-street parking in residentially zoned neighborhoods for residents and visitors. Employee parking permits can be introduced into approved APPZs when parking surpluses are demonstrated and priority parking is assured. To this end, and in coordination with Strategy 16, the City should:

- a. Develop and approve an Area Parking Permit Zone program.
- b. Initiate outreach/education to neighborhoods on downtown parking management plan and area parking permit concept.
- c. Be prepared to implement residential permit program in areas zoned R (if requested by neighborhood).
- d. Assess supply capacity (based on data updates) for feasibility of employee on-street permit program(s) in residential permit areas, contingent on establishment of an APPZ for residential use.

*Estimated Costs (STRATEGY 16 – Step A):*

There should be no additional costs associated with the outreach and policy work associated with this task, as this work would be within the ongoing responsibilities of the Parking Coordinator and the DPAC. Costs associated with delivery of an Area Parking Permit Zone program will need to be further developed. Some cities charge users for the permit, at a rate that covers cost of management and administration. Other cities use parking revenue from the meter zone to underwrite the cost of an APPZ, viewing it as a cost of mitigation. Others use revenue from employee permits as a means to cover costs for residential permits. Any or a combination of these funding options will need to be further explored.

***Step B (Strategy 16)***

**Develop a marketing / communications and new system roll out plan**

*Implementation Timeline:* *Synched to pricing launch date*

Implementation of paid parking, a new brand/logo and new rules of use will come with many questions, which are best anticipated and proactively solicited. A clear plan for marketing and communicating the new system and its purposes, goals, and benefits will facilitate community awareness and understanding as well as acceptance if strategically addressed. The Parking

Coordinator and DPAC should develop a plan that incorporates any of the following elements deemed appropriate.

**Goal**

- Inform and involve the downtown business community—employers, merchants, employees, and customers—in preparing for implementation of new time limits and paid on-street parking.

**Approach**

- Enlist a subgroup of the Downtown Parking Advisory Committee to help design communications with downtown stakeholders and customers.
- Engage and update the downtown business community through credible partner organizations.
- Communicate with downtown customers and employees through merchants and employers.
- Provide friendly, timely response to persons who have questions/problems.

**Materials & Tools**

- Website/updates
- Letter to downtown businesses
- Fact sheet/map
- Presentation tools: PowerPoint, display boards
- Merchant/employer packet: “Customer Parking Kit”
- Point-of-purchase customer information
- FAQs (frequently asked questions)
- Posters
- Utility bill inserts
- Business cards: hotline number
- Meter graphics/instructions
- Pay Station demo video
- New signage: permanent, temporary (samples for merchants)
- List of off-street parking resources/rates
- Bicycle options

**Tacoma Downtown Parking Implementation**  
Rollout Schedule (2010) – Rev. 3/12/2010

	February	March	April	May	June	July	August	September
Task Force	Task Force Recruitment	*Task Force Meetings	*	*	*	*	*	*
Stakeholders	*Stakeholder Meetings			*		*		
City Council			O	O				
Code Changes/ Ordinances			Code Changes/ Ordinances					
Enforcement			Enforcement Planning			Enforce New Time Limits		Enforce Paystations
Signage		Procurement		Installation				
Paystations		Procurement		Preparation & Testing		Installation: Area A	Area C	Area B
Communications	Communications Plan	Materials & Tools	Advance Communications	Rollout Communications	Celebration			
Phase	PREPARATION February to March 15	ROLLOUT PLANNING March 15 to April 30	INSTALLATION PREP May 1 to June 30	INSTALLATION July 1 to September 6	EVALUATION			

O = Environment and Public Works Committee

**Sample: Pay to Park Rollout Schedule  
Tacoma, Washington**

- Transit options
- Grace period notice
- Interested parties e-mail list
- Website/links
- Social media: Facebook, Twitter, YouTube
- Order form (for more materials)
- Paid advertising

#### **Target Audiences**

- City policymakers (Council, Commissions, Task Forces)
- City staff
- Downtown Parking Advisory Committee
- Police Department
- Enforcement staff
- Downtown merchants/employers
- Downtown customers/visitors
- Downtown employees
- Downtown residents
- Neighborhood associations
- Business district associations
- Chamber of Commerce
- Oregon Shakespeare Festival
- News media
- Hard to reach audiences

#### **Communications Partners**

- Chamber of Commerce
- Neighborhood Associations
- Rogue Valley Transportation District (RTVD)
- Ashland Community Development
- Southern Oregon University
- Major employers

#### **Community Briefings**

- Organize a speakers' bureau to reach interested stakeholders in their regular group meetings.

#### **Media Strategy**

- Seek understanding and editorial support of local media outlets (print, radio, TV)
- Demonstration workshop/training session for media

- Monitor local media coverage – respond as needed.

### **Customer Support**

- Pay station/meter demonstrations (established in contract with selected vendor)
- Customer parking cards to distribute to merchants/customers (option in contract)
- Hotline: single point of contact (established in contract)
- Grace period for enforcement during rollout
- Protocols and service levels for handling problems, complaints (established in contract)

### **Spokesperson(s)**

- City spokesperson
- DPAC spokesperson
- Partner organizations

### Estimated Costs (STRATEGY 16 – Step B):

Costs associated with a communications and rollout plan are difficult to ascertain at this time, as such costs would be a combination of time allocated by the Parking Coordinator and DPAC as well as time provided by existing internal City public relations and information resources. Some cities have opted to employ professional third-party public outreach/communications firms and/or added certain rollout functions to the responsibilities of the selected parking revenue collection technology firm(s).

### **Step C (Strategy 16)**

#### **Initiate on-street paid parking**

#### Implementation Timeline: January 2018 (launch)

Work completed in Strategy 13 (Phase 1) will establish the format, type of technology, and timing for implementation of this strategy. Strategy 13 is scheduled to be completed in June 2017, leaving adequate time before the beginning of Phase 2 in January 2018 to:

- Conduct outreach to the community (Step A)
- Develop a marketing/communications plan (Step B)
- Solicit vendor bids through an RFP process.
- Evaluate proposals.
- Award contract to preferred vendor.
- Refine budgets and expense/revenue forecast model (Strategy 7).
- Select a target launch date.
- Launch.



**Example: On-street Pay Station**

Estimated Costs (STRATEGY 16 – Step C):

Estimated costs for a new on-street pay-to-park system were provided in Strategy 13. They are repeated here, below.

- Multi-Space Meters (pay stations) \$5,000 - \$7,000 per unit (serving 8 – 14 spaces)
- Single Space Meters \$500 - \$700 per unit (serving one space)
- Back office support Varies by system and software selected

**STRATEGY 17**

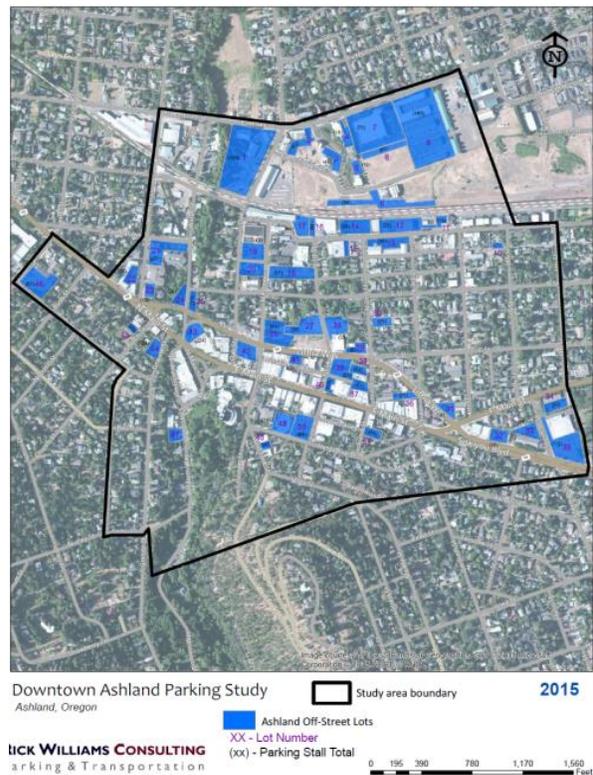
**Explore expanding access capacity – new parking supply and/or transit/shuttle options**

Implementation Timeline: January – June 2018

As Ashland’s downtown grows employment, residents, and visitors, existing supplies of parking and alternative mode access will need to be expanded. Adding bicycle trip capacity was discussed above in Phase 1 (Strategy 12). With implementation of paid parking, and possibly area permit programs, the City should evaluate other forms of access capacity as well, including new parking supply and improved transit and/or shuttle options. These types of capacity growth require sophisticated infrastructure and are very costly. It will be important for Ashland to give adequate time and effort to determine the most beneficial and cost-effective formats for increasing the capacity of the downtown access system. Planning for, and finding funding for, new capacity is time-consuming, so focused and objective evaluation will greatly facilitate decision-making before access constraints create adverse impacts on the downtown.

*1. Identify new garage opportunity sites*

One form of new access capacity would be adding to the current supply of parking through construction of a new parking garage and/or creation of new surface parking supply in a location outside the downtown and linked by transit or shuttle. The consultant team conducted an inventory of potential off-street parking opportunity sites in August 2015. These sites provide a starting point for evaluating potential sites in the downtown. A map of those sites is provided at right. To date there has been no evaluation of potential “remote” sites.



The Community Planning Workshop (2014) developed an initial database of existing parking occupancies in the downtown. Many areas of the downtown already exceed 85% occupancy in summer peak periods, and additional information on parking utilization will be developed in Phase 1 (Strategy 7). Additional data should be used to evaluate parking constraints and determine whether there is a deficit of parking downtown. This data will be useful in helping to “right size” any parking facility that might be developed.

It is recommended that the Parking Coordinator and DPAC initiate the following:

- a. Establish desired parking “need” (w/ Strategies 7 & 13).
- b. Evaluate locations where parking is possible downtown.
- c. Evaluate “remote” sites that could be connected via shuttle/transit (surface lot option).
- d. Evaluate public/private partnerships to develop supply.
- e. Coordinate site evaluation with Community Development.
- f. Coordinate with Ashland Chamber of Commerce, particularly through contacts with potential site partners in the private sector.
- g. Engage local developers in evaluation process.
- h. Narrow to feasible site(s).

## 2. *Explore shuttle/circulator connections (remote connector)*

As with an evaluation of new parking supply, it will be equally important to evaluate the cost and feasibility of new transit and/or shuttle capacity. Transit and shuttles could be especially valuable as a means to improve employee commute options, provide circulator links through downtown for visitors, and link remotely located parking supply.



The Parking Coordinator and DPAC should involve RVTD, Community Development, and the community in discussions regarding a transit option that would best serve the downtown and effectively shift an increasing percentage of trips onto a transit/shuttle system.

It is recommended that the Parking Coordinator and DPAC:

- a. Evaluate route options.
- b. Explore connections to remote parking in conjunction with parking supply evaluation
- c. Determine desired levels of frequency/type of vehicle/seasonality.
- d. Circulator shuttle or existing transit?

- e. Coordinate with RVTD.
- f. Narrow to preferred option(s).

Estimated Costs (STRATEGY 17):

The City and DPAC may want to retain third-party assistance in this process, particularly as regards the design and formatting of transit/shuttle systems. These systems will impact traffic and circulation and create land use issues related to transit/shuttle stops. Identifying and locating potential parking sites could be accomplished internally, with assistance from the Chamber of Commerce, local developers, and Community Development. As an estimate, the City could incur costs of \$30,000 - \$50,000 for route and system planning for a new transit/shuttle option. Some of this money could be used to cost the transit/shuttle option, which would reduce costing estimates for transit/shuttle described in Strategy 20 below.

**STRATEGY 18**

**Develop cost forecasts for preferred parking supply and shuttle/transit system options.**

Implementation Timeline: June – September 2018

Information derived from Strategy 17 will provide realistic data on parking and transit/shuttle enhancements that have community input and initial feasibility. Parking will have been evaluated as to location, size and format (garage or surface lot). Transit/shuttles will have been evaluated as to desired format, frequency, and routing.

Estimated Costs (STRATEGY 18):

Initial costing of garages/lots in the form of expense/revenue and financing pro formas can range from \$5,000 - \$7,500. This cost would be contingent on data and information already provided to a consultant from Strategy 19.

Rick Williams Consulting does not have expertise in costing transit/shuttle systems. These numbers need additional evaluation.

Estimated costs for new parking supply will range by type of supply. Estimates from projects recently completed in the Pacific Northwest are provided below.

- Structured Underground                      \$35,000 - \$45,000 per stall
- Structured Above Ground                    \$20,000 - \$25,000 per stall
- Surface Lot                                      \$ 5,000 - \$ 7,000 per stall

NOTE: Does not include operating cost or full cost of land

## **STRATEGY 19**

### **Explore and develop funding options**

*Implementation Timeline: September 2018 – March 2019*

A wide range of funding sources and revenue streams could be used to implement an enhanced parking management plan and develop new parking or transit capacity in Ashland. Given the costs new infrastructure, consideration of new funding mechanisms is prudent.

The list of potential sources here is not exhaustive, nor are these sources mutually exclusive. Funding for parking facilities, particularly garages, in emerging urban areas generally requires multiple sources.

The use of fees continues to evolve as various State laws or City ordinances are authorized. Implementation of fees should be reviewed by the City Attorney to determine their feasibility in light of applicable laws.

The funding options provided below assume a more detailed discussion of the role of the City in future funding of parking and transit, and public discussion regarding use of public funds to build and operate new systems.

#### **Options Affecting Customers**

##### *User Fees*

Many cities collect revenue through parking meters and/or sale of permits and direct it to parking or transportation development enterprise funds. Transit or shuttle riders pay in the form of monthly or daily fares. These funds can be used to construct/bond for additional parking or transit capacity.

##### *Event Ticketing Surcharges*

This would impose surcharges in conjunction with local and regional facilities (e.g., performing arts, sports, and concert arenas) to support development of access systems. Fees are generally applied to ticket costs.

##### *Parking Fines*

Revenues are collected for parking violations and a portion directed to parking development enterprise funds.

#### **Options Affecting Businesses**

##### *Parking and Business Improvement Area or District (BIA or BID)*

An assessment on businesses rather than property owners, these can be based on assessed value, gross sales, square footage, number of employees, or other factors established by the local legislative

authority. Salem, OR assesses a fee on businesses in its downtown Parking District to support parking services and future supply. Portland assesses a business income tax through the State of Oregon to support transit.

### **Options Affecting Property Owners**

#### *Local Improvement District (LID)*

An LID is a property tax assessment that requires buy-in by property owners within a specifically identified boundary. LIDs usually result from a petition process requiring a majority of owners to agree to an assessment for a specific purpose—in this case, a parking facility or transit infrastructure improvement).

### **Options Affecting Developers**

#### *Fee-in-Lieu*

Developers may be given the option to pay a fee in lieu of providing parking with a new private development. Payment of a fee-in-lieu provides the developer access entitlements to public parking facilities near the development site.

Fees-in-lieu can be assessed up to the full cost of parking construction. Generally, fees-in-lieu do not provide sufficient revenue to fully fund parking facilities, and are combined with other revenue sources

If an in-lieu parking fee is considered by the City, there needs to be greater policy clarity on the intent and purpose of the fee and the City's role in using the fees to either increase parking supply in the future or increase access capacity through enhancement of alternative mode programs. Lack of specificity in this regard limits discussion of the type of in-lieu fee developed, the rate itself and the programs and strategies that would need to be in place to implement desired outcomes. A useful guide to the diversity of fee-in-lieu programs and their advantages and disadvantages is Donald Shoup, *Journal of Planning and Education Research*, 18:307-320, 1999.

#### *Public/Private Development Partnerships*

Development partnerships are generally associated with mixed-use projects in which parking is used to reduce the cost of private office, retail, or residential development. Public/private development can occur through a variety of arrangements, including:

1. Public acquisition of land and sale or lease of land/air rights not needed for parking to accommodate private use;
2. Private development of integrated mixed-use development with sale or lease-back of the public parking portion upon completion; and

3. Responsibility for public sector involvement directly by the City, through a public development authority (PDA), or other special purpose entity such as a public facility district created for the project district or downtown area.

### **Options Affecting the General Public**

#### *General Obligation (GO) Bonds*

Local jurisdictions may issue non-voted or voted bonds to develop parking or transit infrastructure, subject to overall debt limit requirements. With GO bonding, the municipality pledges its full faith and credit to repayment of the debt from general fund resources. In effect, general fund revenues would be reserved to repay debt that could not be supported by parking or transit revenues alone. Again, there may be imposed limits on the municipality for voter approved or non-voted debt.

#### *Refinancing GO Bonds*

This involves refinancing existing debt at lower rates, and pushing the savings from the general fund to debt coverage for new infrastructure. In these times of lower interest rates, the City of Ashland may have already maximized this option.

#### *Revenue Bonds*

Revenue bonds dedicate parking fees and other designated revenue sources to the repayment of bonds, but without pledging the full faith and credit of the issuing authority. Revenue bonding is not appropriate in situations where a local jurisdiction's overall debt limit is a factor and projected revenues are insufficient to cover required debt service.

#### *63-20 Financing*

A potential alternative to traditional GO bonds, revenue bonds, and LID bond financing, 63-20 financing allows a qualified non-profit corporation to issue tax-exempt bonds on behalf of a government. Financed assets must be capital and must be turned over free and clear to the government by the time bonded indebtedness is retired. When a municipality uses this technique to finance a public facility, it can contract for the services of a non-profit corporation (as the issuer) and a builder. The issuer acts on behalf of the municipality, but has no real business interest in the asset being acquired.

#### *Community or Urban Renewal (Tax Increment Financing)*

Though originally created for the limited purpose of financing the redevelopment of blighted communities, tax increment financing (TIF) has developed into an integral part of the revenue structure of many local governments. The rapid growth of TIF as an economic development technique of choice to finance land acquisition, site development, and property rehabilitation/revitalization began in the early 1980s. Tax increment financing can provide an ongoing source of local property tax revenue to finance economic development projects, and other physical infrastructure projects, without having to raise property tax rates. Moreover, TIF can leverage future general fund revenues to support the repayment

of property-tax backed debt, without having to go directly to voters for approval, and without violating debt limitations.

#### *State and Federal Grants*

In the past, a variety of state and federal grant programs have been applied to funding parking and transit infrastructure in business districts. In the current environment of more limited government funding, there may no longer be readily identifiable programs suitable for parking facility development, though transit may be more feasible.

#### *General Fund Contribution*

Local jurisdictions may make either one-time capital or ongoing operating contributions to a downtown parking or transit/shuttle program.

#### *Estimated Costs (STRATEGY 19):*

This is very much a process task, requiring research and conversations with City policy- and decision-makers and legal counsel, and discussion with a range of potentially affected stakeholders. For the purposes of this Plan discussion, it is assumed that costs would be absorbed internally by the City and the new Parking Services Division.

### **STRATEGY 20**

#### **Initiate new capacity expansion**

#### *Implementation Timeline:* June 2019

This strategy would be catalyzed by completion of Strategies 17 – 19 and would complete Phase 2 of the downtown Strategic Parking Management Plan. By June 2019, the City and DPAC would have evaluated and researched the most effective option(s) for expanding access capacity in the downtown. This would be a capacity enhancement that provides the highest benefit to downtown in accommodating growth and funding through a package of finance options that are cost-effective and publicly supported.

## **VI. SUMMARY**

The parking management strategies recommended here are intended to provide a template for action leading to a more efficient and organized parking system for the downtown. The strategies would be led by a Downtown Parking Coordinator with informed insight and direction from a representative Downtown Parking Advisory Committee.

The strategies envisioned here will be implemented over a minimum of three years, triggered by the 85% Rule and documented parking demand. Overall, the strategies are designed to “get the right parker to the right parking spot” in a manner that supports the Guiding Principles established as a part of this plan.

**APPENDIX**  
**ACTION STRATEGIES IMPLEMENTATION SUMMARY**

## ACTIONS & IMPLEMENTATION SCHEDULE

Strategy Strategies	Phase 1 Immediate (0 – 6 months)	Phase 1 (6 – 18 months)	Phase 2 (18 – 36+ months)	Comment
<b>POLICY ACTION STRATEGIES</b>				
<b>1</b> Formalize the Guiding Themes & Principles as policies for downtown access within the parking and transportation system plan.	✓			Provides decision-making framework and policy foundation for decisions/actions. Target by July 2016.
<b>2</b> Adopt the 85% Rule as the optimum occupancy standard for measuring performance of the parking supply and triggering specific management strategies and rate ranges.	✓			The parking inventory for Ashland revealed that existing peak period occupancies within the core are often parked in excess of 85% for significant periods of the day. Having the 85% Rule formalized in policy will assure that a process for evaluating and responding to future parking activity is in place.
<b>3</b> Establish a Downtown Parking and Transportation Fund as a mechanism to direct funds derived from parking into a dedicated fund.	✓			As the supply of parking becomes constrained over time, it will be important to direct funds into a specific account intended to support on-going transportation and access in the downtown.
<b>4</b> Centralize Parking Management. Consolidate the management and administration of parking management within a single division for Parking Services.	✓			Centralized administration and management best supports the concept of an integrated parking system as all elements of the parking system (off-street, on-street, enforcement and oversight of any third party provider) are consolidated within a single division and leadership structure.
<b>5</b> Develop a job description and submit a service package to create and hire a position of Downtown Parking Coordinator for the City of Ashland.	✓	✓		Consolidating parking operations within a single department or bureau under a Downtown Parking Coordinator creates administrative and operational efficiencies and seamlessly integrates on-street, off-street, enforcement and long-range strategic planning. Target by September 2016.

Strategy Strategies	Phase 1 Immediate (0 – 6 months)	Phase 1 (6 – 18 months)	Phase 2 (18 – 36+ months)	Comment
<p><b>6</b> Establish a Downtown Parking Advisory Committee (DPAC) consisting of downtown stakeholders to assist in program implementation and review.</p>	✓	✓		<p>The stakeholder advisory process and a Parking Advisory Committee will: (a) assist the Parking Coordinator/Coordinator in the implementation of the parking management plan; (b) review parking issues over time; and (c) advise City Council and other relevant decision-making bodies on strategy implementation based on adopted policy for parking management and use dynamics identified for specific parking areas.</p>
<b>PARKING MANAGEMENT ACTION STRATEGIES (PHASE 1)</b>				
<p><b>7</b> Develop a reasonable schedule of data collection to better assess performance of the downtown parking supply.</p>	✓	✓	✓	<p>A system for routine data collection will need to be established. Conversations with the Advisory Committee indicated that a better understanding of “off-peak” data would also be useful, particularly as Phase 2 issues related to pricing are considered.</p>
<p><b>8</b> Identify off-street shared use opportunities and feasibilities based on data findings in Strategy 7. Establish goals for transitioning employees, begin outreach to opportunity sites, negotiate agreements, and assign employees to facilities.</p>	✓	✓		<p>The 2015 study of off-street lots quantified actual hourly use of these facilities over a twelve hour period each day. Fifty-one (51) off-street sites comprising 1,998 parking stalls were surveyed. Findings from the study revealed that many sites are significantly underutilized, with an average total of approximately 1,000 stalls empty during the peak hour of the day.</p>
<p><b>9</b> Create a critical path timeline to a new parking brand that can be utilized at all City-owned lots and shared supplies and in parking marketing/communications.</p>	✓	✓		<p>The intent is to create a brand that unifies the “public” supply of parking and is easily communicated; at specific parking sites and, ideally, through a system of wayfinding and guidance systems located throughout the downtown and in maps, websites and other communications and promotions.</p>

Strategy Strategies	Phase 1 Immediate (0 – 6 months)	Phase 1 (6 – 18 months)	Phase 2 (18 – 36+ months)	Comment
<b>10</b> Simplify on-street time stays. Consider incorporation of new brand/logo into on-street signage per input derived in Strategy 9.	✓	✓		The 2014 Community Planning Workshop study outlined a series of recommendations for reformatting on-street time stays throughout the downtown. This work should serve as a template for action moving forward.
<b>11</b> Deploy new off-street signage package		✓		Implements Strategy 9.
<b>12</b> Expand bike parking network to create connections between parking and the downtown to encourage employee bike commute trips and draw customers to downtown businesses.		✓		What the downtown may be lacking is sufficient “trip-end” bike parking amenities, both on-street, off-street and in private buildings. Providing adequate bicycle parking will expand the capacity of the overall parking supply downtown.
<b>13</b> Evaluate and pursue on-street pricing in high occupancy areas (85%+).		✓		Data collection would provide updated information on use for multiple seasons; it is recommended that the Parking Coordinator initiate a process with the Downtown Parking Advisory Committee to evaluate a transition of the downtown on-street parking system to paid parking.
<b>14</b> Solicit firms to establish wayfinding and dynamic signage systems in the public right of way, integrated with the off-street system using City parking brand developed in Strategy 9.		✓		These systems are designed and implemented as a means to inform and direct customers to available parking within a brand that communicates quality, cost effectiveness and convenience.
<b>15</b> Deploy wayfinding system as developed in Strategy 14.		✓		Implements Strategy 14. No later than November 2017.

Strategy Strategies	Phase 1 Immediate (0 – 6 months)	Phase 1 (6 – 18 months)	Phase 2 (18 – 36+ months)	Comment
<b>PARKING MANAGEMENT ACTION STRATEGIES (PHASE 2)</b>				
<b>16</b> Implement on- street pricing <ul style="list-style-type: none"> <li>A. Explore residential and employee permit programs (on-street)</li> <li>B. Develop a marketing / communications and new system roll out plan</li> <li>C. Initiate pricing</li> </ul>			✓	Completes the necessary outreach, data collection and planning for launching paid parking within the downtown on-street parking supply.
<b>17</b> Explore expanding access capacity – new parking supply and/or transit/circulator options			✓	As Ashland’s downtown grows employment, residents and visitors; existing supplies of parking and alternative mode access will need to be expanded.
<b>18</b> Develop cost forecasts for preferred parking supply and shuttle/transit system options.			✓	Information derived from Strategy 19 will provide realistic data on parking and transit/shuttle enhancements that have community input and initial feasibility. Parking will have been evaluated as to location, size and format (garage or surface lot). Transit/shuttles will have been evaluated as to desired format, frequency and routing.
<b>19</b> Explore and develop funding options				There are a wide range of potential funding sources and revenue streams that could be used to support implementation of an enhanced parking management plan in the Ashland downtown as well as to plan for and support development of new parking or transit capacity.
<b>20</b> Initiate new capacity expansion				This strategy would be catalyzed by completion of Strategies 19 – 21 and would complete Phase 2 of the downtown Strategic Parking Management Plan.