

ASHLAND CENTRAL AREA PLAN



ASHLAND MILLS

LIVERY
STABLE

The Alhambra

ASHLAND
RESTAURANT

BARBER SHOP
Hair-cutting, Shaving
SHAMPOOING \$25
R.F. HIGH

Plaza Street - 1893.

MAYOR AND CITY COUNCIL

R. L. Neill, Mayor

Richard C. Cottle	Fred C. Roberts
Emmett Whitham	George F. Ward
Donald E. Lewis	Duane Baker

CITY ADMINISTRATOR

Robert H. Ayre

ASHLAND PLANNING COMMISSION

E. H. Singmaster, Chairman

Dr. Elliott MacCracken	William Dawkins
John Billings	V. J. Baratti
Henry Peck	Harold Buck

COMMITTEE OF 50

E. C. McGill, Chairman

Mrs. Kenneth Grebner	Mrs. Gladys Fortmiller	Mrs. Virginia Cotton
Pierre Roberts	Shurman Gardner	Frank Barnthouse
Chet Squire	George Findlay	Gene Morris
Doug Schroeder	Elmer Biegel	Dunbar Carpenter
Don Lewis	Jack Gruber	William Patton
Robert Bennett	Mrs. Bess Madison	William Dawkins
Mrs. Elmer Newton	Mrs. Wallace Dysert	Edd Rountree
Mrs. Loy Prickett	L. B. Sears	Mrs. Lee Cormany
Mrs. Jean Cope	Walter Manchur	Robert O'Harra
Mr. Owen Osborn	James Ragland	Lloyd Selby
Mr. Frank Malin	Mrs. Chet Squire	Gerald J. Scannell
Mr. Bill Purdy	Gail Brewer	Robert Reinholdt
Mr. Ken Jones	Elmer South	Dr. Leo van Dijk
Mr. Gary Afseth	Mrs. Dale Hoover	James Busch
Dave Fortmiller	Rev. E. E. Crawford	Miss Ruth Bebbber
Ernest Hamaker	A. N. Warren	Lyle Knower

MAYOR'S MASTER PLAN COMMITTEE

Duane Baker, Chairman

Dr. Elliott MacCracken	William Dawkins
Donald Lewis	Harold Buck
Stanley Jobe	Allen Alsing
Robert Ayre	Vincent Oredson

ASHLAND CENTRAL AREA PLAN

AN ELEMENT OF THE COMPREHENSIVE PLAN FOR ASHLAND, OREGON

The preparation of this map was financially aided by a federal grant from the Urban Renewal Administration of the Housing and Home Finance Agency under the Urban Planning Assistance program authorized by Section 701 of the Housing Act of 1954 as amended. Oregon Project No. P-75.

December, 1966

Cornell, Howland, Hayes & Merryfield ● Rockrise and Watson ● Royston, Hanamoto, Mayes & Beck ● Larry Smith & Company ● Vincent L. Oredson
Engineers and Planners Architects Landscape Architects Real Estate Consultants Architect



1910 - Lithia Plaza looking up Main Street to the south.

FOREWORD

This report contains the plan for the central area of Ashland. It covers the central area, a portion of Lithia Park, and other major land uses which are adjacent to the downtown area. The plan is an element of the Ashland Comprehensive Plan.

The purpose of the plan is to provide a guide for the development of downtown Ashland including future improvements, both public and private. When adopted by the city council, the plan will become official city policy.

The report covers the following:

1. A design plan which establishes the physical framework for the improvement of the central area. It illustrates a way in which various elements, streets, parking facilities, pedestrian areas, and structures, can be coordinated to achieve a unified downtown design.
2. A program for implementation which includes recommendations for: specific improvements; preliminary cost estimates; a program for staging improvements; development standards and regulations; and methods for financing. Preliminary financial tests of private and public projects assure a reasonable probability that all recommended projects are feasible and capable of implementation. The recommendations for

implementing the plan are contained in the section on Project Phasing, page 38.

3. Background material which covers the existing and projected physical and economic structure of the area.

Beginning in 1960, when a land use inventory of the city was made, a number of planning studies have been prepared with reference to land use, traffic circulation, and the local economy (see page 95). Three of these reports have a direct bearing on the present study: "Planning for the C. B. D.", prepared in 1964 by the Bureau of Municipal Research and Service; "Revitalization Study - Central Business District", by Vincent L. Oredson, Architect; and "Economic Report for Downtown Ashland", by Larry Smith and Company. The findings from these studies have provided background material.

The plan for Ashland's central area has been prepared by Cornell, Howland, Hayes & Merryfield, Engineers and Planners; Rockrise and Watson, Architects; Royston, Hanamoto, Mayes & Beck, Landscape Architects; Larry Smith and Company, Economic Consultants; and Vincent L. Oredson, Architect. Staff members of the various city departments have contributed to the study.

The plan was coordinated with the Comprehensive Plan for the City of Ashland prepared by the Bureau of Municipal Research and Service.

CONTENTS

FOREWORD	
INTRODUCTION	1
OBJECTIVES	3
ELEMENTS OF THE PLAN	5
The Design Plan, 7	
Land Use, 23	
Retail	
Park	
Residential	
Special Uses	
Other Uses	
Circulation & Parking, 26	
PROJECTS	31
Public Projects, 31	
C Street	
Main Street	
Lithia Plaza	
Library, City Hall and Recreation Center	
Lithia Park Extension	
Parking Areas	
Street Improvements	
Underground Utilities	
Traffic Signals	
Water Street Widening and Connection	
to Parkway	
Ashland Parkway	
Private Projects, 32	
Analysis of Project Benefit by Type	
and Relationship, 34	

IMPLEMENTATION 37

Project Phasing, 38
Preliminary Cost Estimates by Project, 42
Methods of Financing, 45
General Funds
Bonds
State Assistance
Federal Assistance
Joint City/Private Development
Conclusion
Financial Implication of Public Projects, 48
Financial Feasibility of Private Projects, 50
Introduction
Lithia Plaza Commercial
Development Concept
Develop and Operating Cost
Cash Return
Residual Land Value
Conclusions
Responsibility, 55
The City of Ashland
The Downtown Merchants' Association
of the Chamber of Commerce
Merchants and Property Owners
The Community

DEVELOPMENT STANDARDS 57

Design Review, 57
Zoning, 57
Buildings, 58
Signs, 58
Parking Lots, 58
Underground Utilities, 59
Street Elements, 59
Street Trees, 59

BACKGROUND 61

- Regional Setting, 61
- General Characteristics, 64
- Study Area, 66
- Land Use, 68
- Economics, 72
 - Retail Potential
 - Non-Retail Downtown Potential
 - Personal Services
 - Dining and Related Facilities
 - Office Space
 - Hotel-Motel Development Potential
 - Summary and Conclusions
- Building Conditions, 80
- Circulation, 84
 - Vehicular Circulation
 - Pedestrian Circulation
 - Physical Conditions
 - Parking
 - Future Parking Needs
- Review of Planning Work, 95

GRAPHIC MATERIAL

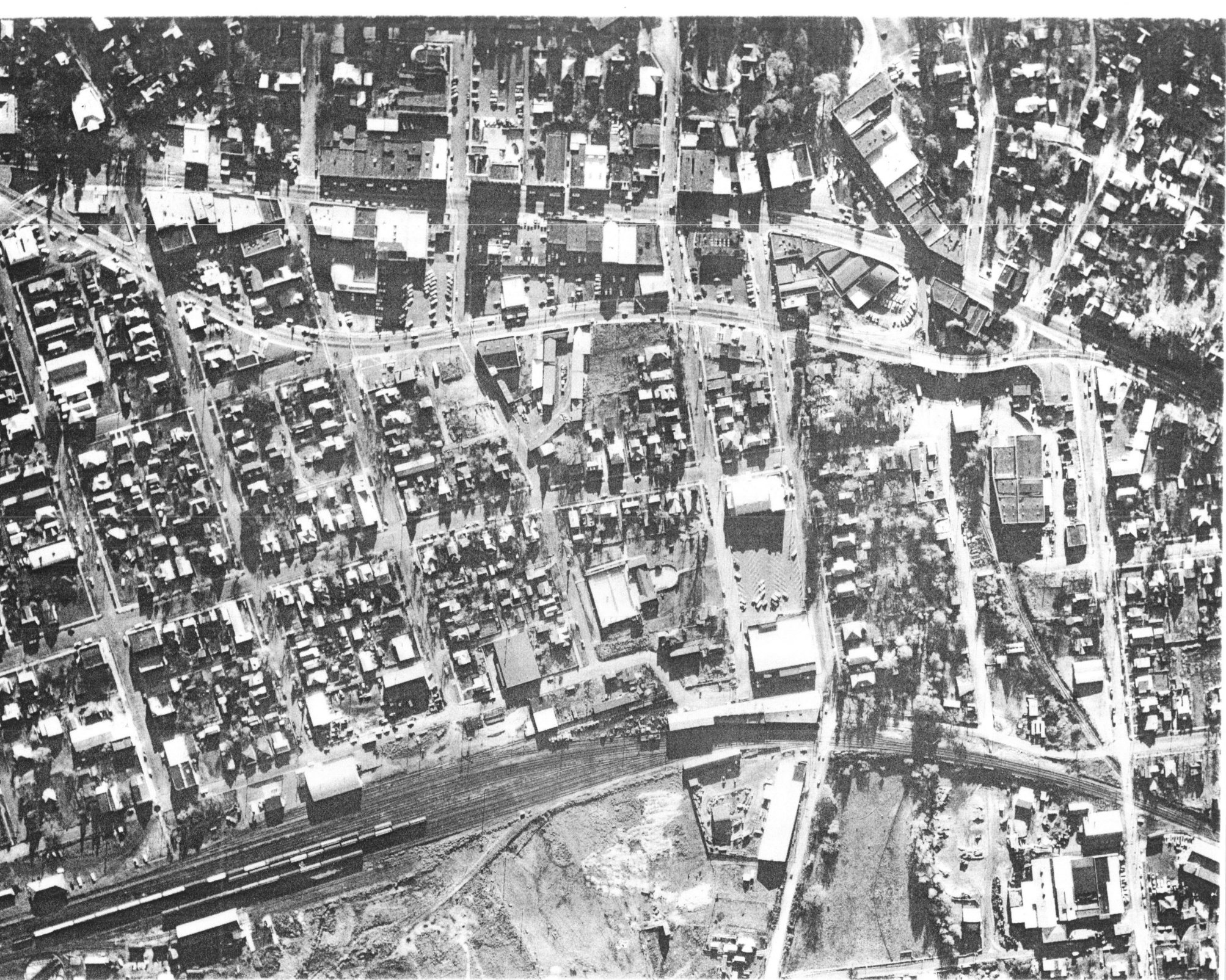
MAPS & SKETCHES

- Design Plan, 5
- Main Street Sketch, 9
- Lithia Plaza, 11
- Lithia Plaza Commercial Center, 13
- Commercial Center on Main Street, 15
- Section Through Main and C Streets, 17
- Demonstration Block - Elevations, 18
- Demonstration Block - Sketch, 20
- Land Use Plan, 25

- Major Features Plan, 26
- Circulation Plan, 27
- Parking Plan, 29
- Project Map, 37
- Trading Area Map, 63
- Existing Features Map, 65
- Study Area Map, 67
- Predominant Land Use Map, 69
- Zoning Map, 71
- Land Use Map, 79
- Building Condition Map, 81
- Assessed Value Map, 83
- Street Condition Map, 85
- Traffic Volume Map, 87
- Parking Map, 93

CHARTS & TABLES

- Parking Facilities Proposed, 28
- Type and Inter-relationships of Projects, 35
- Projects, 43
- Financial Analysis - Lithia Plaza
 - Commercial Development, 51
- Property Tax Comparison - Lithia Plaza
 - Commercial Development, 53
- Population Projections, 62
- Summary of Land Use, 68
- Retail Potential, 72
- Department Store Sales, 73
- Personal Service Space Demand, 74
- Dining and Related Facilities, 75
- General Office Space, 75
- Commercial Space Requirements, 78
- Condition of Buildings, 82
- Condition of Streets & Sidewalks, 88
- Parking Utilization, 91
- Inventory of Parking, 91



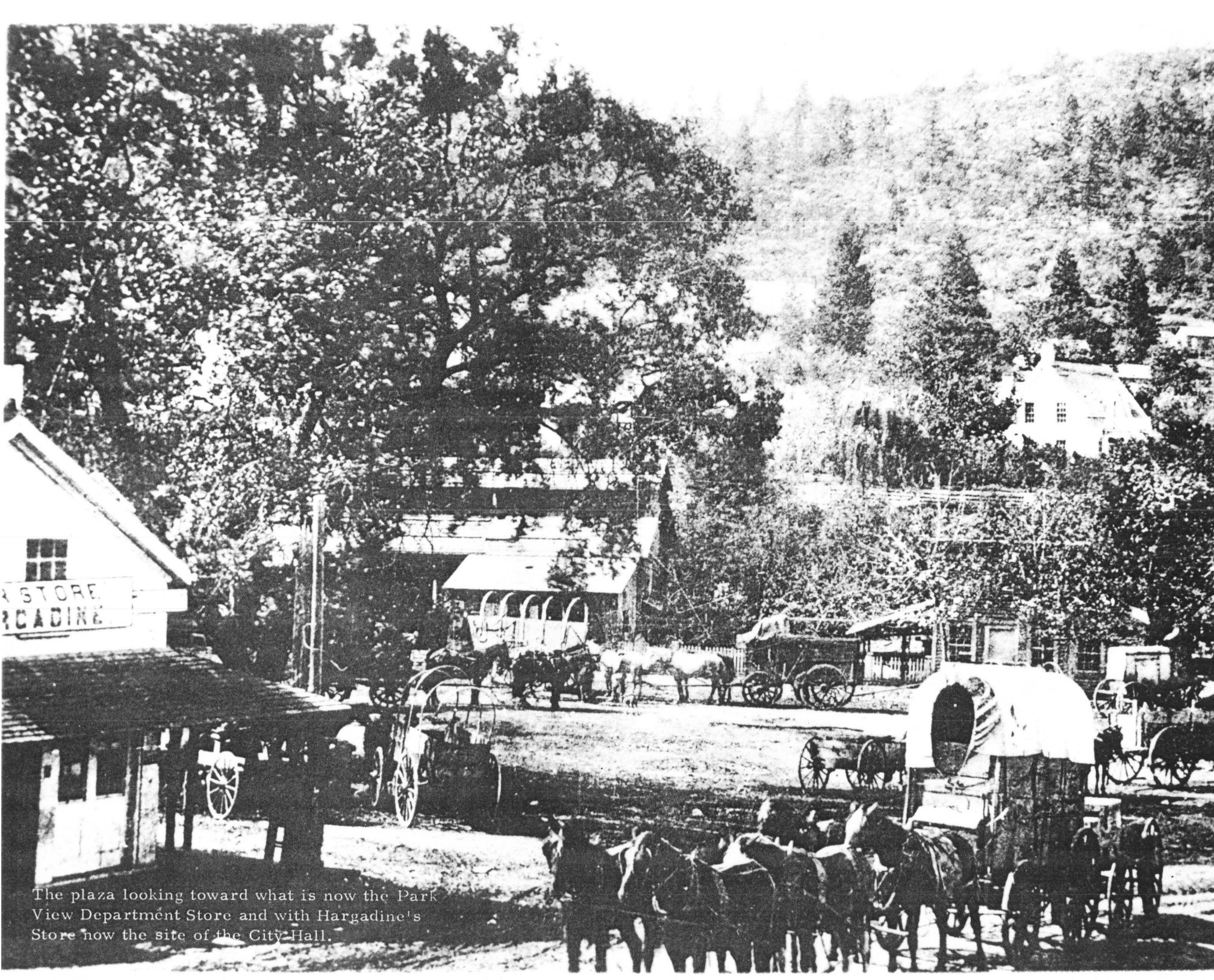
INTRODUCTION

Already delightful in many ways, Ashland has the opportunity and potential to develop into one of the most unique communities in the west. Its present assets are many. The world renown Shakespearean Festival performs each summer in the city's beautiful Lithia Park. During the 51 night 1966 season, 61,000 people attended the performances. Southern Oregon College is the state's fastest growing institution of higher learning with a student body approaching 4,000. The increasingly popular Mt. Ashland Ski Resort Area, 18 miles distant, was visited by some 80,000 ski enthusiasts during the 1965 winter season. All these combined with nearby lakes, streams, forests, and a fine climate create an enviable setting for the shopper, visitor, tourist, and resident. In addition Ashland, lying on the main north-south freeway route, can capitalize on its southernmost location in the Rogue River Valley as the gateway city between Oregon and California. Ashland's central area, however, suffers from conflicts between through traffic and local traffic, and from the generally rundown

condition of many of its buildings. Its unappealing downtown has not kept up with Ashland's emergence as a tourist attraction, as a city for cultural and recreational activities, and as one of the commercial centers of the valley. The existing conditions in the central area have a damaging effect on shopping habits and preferences of visitors and residents, and on the economic well-being of the entire community.

The purpose of the plan is to make it possible for Ashland to redevelop its central area by providing a development program which utilizes Ashland's special assets. Thus, Ashland can realize its goals and capitalize on its growing reputation as a unique small town.

To accomplish the plan will require determination and cooperation among the businessmen, the property owners, the city officials, the residents, and the development interests. The Central Area Plan is a program of action.



The plaza looking toward what is now the Park View Department Store and with Hargadine's Store now the site of the City Hall.

OBJECTIVES

The following objectives are the basis for the plan:

General Objectives

1. Develop a central area for Ashland which will improve the city's competitive position with respect to other commercial centers in the Rogue River Valley.
2. Develop in the central area a high quality of design and amenity in keeping with Ashland's potential as a commercial and tourist center.
3. Develop an environmental character which enhances the unique characteristics of the city.
4. Encourage private interests and public agencies to cooperate in a dynamic program for revitalizing the central area.

Specific Objectives

More specific objectives with respect to land use, circulation, and environmental character are discussed below:

Land use. The central area should contain only those uses which are compatible with one another. New uses which contribute to the central area should be actively sought out. Uses which are incompatible should be encouraged to seek more suitable locations. The central area must be compact, a close grouping of functionally related uses.

Circulation. A compact central area will generate a high concentration of pedestrians. To facilitate the safe and efficient movement of pedestrians, vehicular traffic within the area should be segregated. Through traffic should be routed around the retail core. Traffic destined for the retail core should have easy access to parking facilities. Parking facilities, in turn, should be located to provide easy pedestrian access to stores and offices.

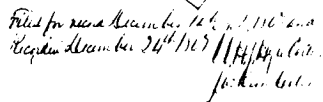
Environment. Downtown Ashland should be busy, colorful, and interesting. It needs both variety and unity. Variety can be created through a wide range of complementary commercial facilities. Unity can be expressed in the overall design and in the details of the public spaces in the central area. The central area should be distinctive, by encouraging and amplifying those characteristics which are unique to Ashland.

7. 11. 01

Surveyed By

7867

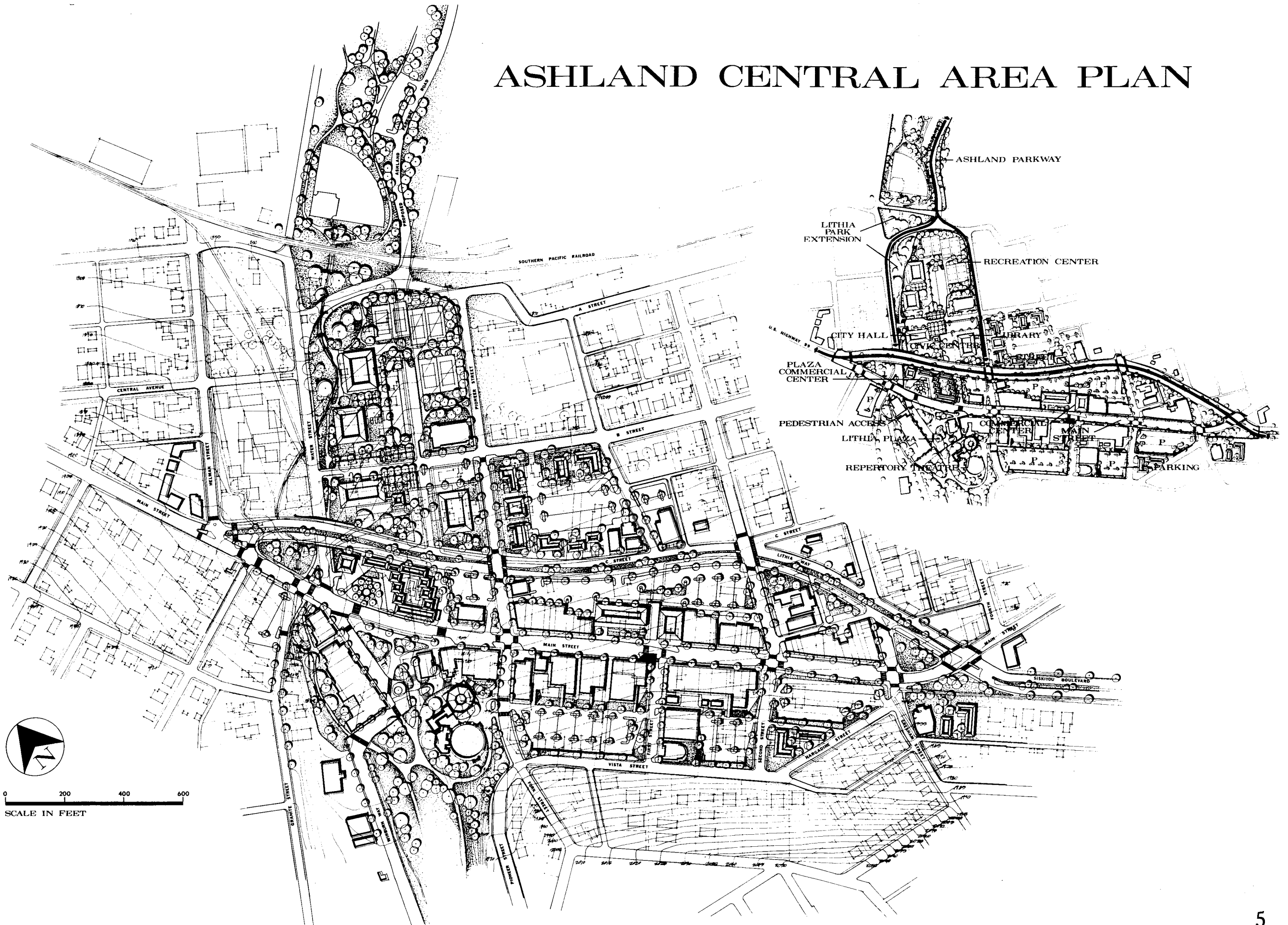
Scale 132 feet to the inch



Ashland - 1867. An early platt of a portion of the central area. The Stage Road is now Main Street. Mill Creek is now Ashland Creek.

ELEMENTS OF THE PLAN

ASHLAND CENTRAL AREA PLAN



DESIGN PLAN

The design plan, combined with the sketches, is a graphic description of the future central area for Ashland.

The main access to the city will be from the proposed Oak Street freeway interchange. From the freeway the road will curve gently through the Bear Creek Park Chain and then south along Ashland Parkway. Playgrounds, picnic areas, and campgrounds located in the parkway will be an attraction to the tourist as well as the local resident.

Secondary access from the south will be by way of Siskiyou Boulevard and from the north by Main Street. From the south the entrance to the central area will be marked by a small park which is a termination for Main Street. From the north a similar landscaped area, which is an extension of Lithia Park, will form the entrance. Main Street will no longer be a part of the major traffic route. Traffic will be diverted onto C Street which is indicated as a four-lane, two-way road.

On Main Street, pedestrians will move within an attractive environment. Space once dominated by the automobile will be predominantly for pedestrian purposes. Cars will now use the street, not as a thoroughfare, but as an access way, and for pickup and short-term parking.

Parking will readily be available: short-term parking on Main Street and longer-term parking in landscaped areas adjacent to the stores. From the parking areas one will be able to enter the stores directly at the various shopping levels or proceed through landscaped walkways to Main Street.

With the removal of the old City Hall and the Chamber of Commerce Building, Lithia Plaza will take on a new vitality. To the east across Main Street will be located the Lithia Plaza Commercial Center. This structure will include motel units, with underground parking, shops, entertainment areas, and restaurants grouped around an open court facing the Plaza. During the winter the court will become an ice skating rink, while during the summer it will serve as an outdoor restaurant. The buildings fronting on the east side of the Plaza should be remodeled and used predominantly for tourist oriented shops. A pedestrian way combined with a small outdoor restaurant would provide access to Ashland Creek and the parking lot located off Granite Street.

The Plaza will become the major focus for the whole central area. It would be used as a year-round activity center for community events such as dances, exhibits, and concerts. From the Plaza, broad steps will lead up to the Shakespearean Festival Theatre and the repertory playhouse.

The existing shops along Main Street and in Lithia Plaza should be repainted in accordance with an

overall color scheme resulting in a harmonious environment, yet with variety and individuality. Gaily colored awnings and tasteful signs are suggested for the front of the shops. The street lighting will be changed from purely functional lights to those which are also decorative and which complement the window displays of the shops. Other street elements such as benches, kiosks, trash containers, flower pots, and directional signs are shown within the pedestrian areas.

Special sidewalk paving, such as colored concrete, brick and exposed aggregate, will be used to give added interest. At the intersections the sidewalks will be widened to shorten the distance across the roadway. The special paving at the pedestrian crossings will mark the crosswalks.

First Street between Main and C Streets will be closed to traffic and in its place a shopping square is shown, bordered on the south by the Elks' Club, on the east and north by a new local commercial center, and on the west by the dominant landmark, the Mark Antony Hotel. This shopping square will be one of the three dominant activity centers in the central area.

The other activity centers, Lithia Plaza and the civic recreation complex, are connected by pleasant walk ways. Oak Street will be closed to automobile traffic, providing a pedestrian mall connecting the activities of Lithia Plaza

with the civic center and the recreational center beyond. The library, a part of the civic center, will be immediately adjacent to the activities of Lithia Plaza and Main Street. The new city hall, with its administrative offices and council chambers, will serve the public from within a park setting. The police facility will occupy the northern half of the civic center with access from Water Street. Beyond the civic center area a recreational center will border the extension to Lithia Park. This recreational complex will house community recreation facilities which include an indoor pool, meeting rooms, and a gymnasium. Outdoor recreational facilities will include tennis courts and playing fields.

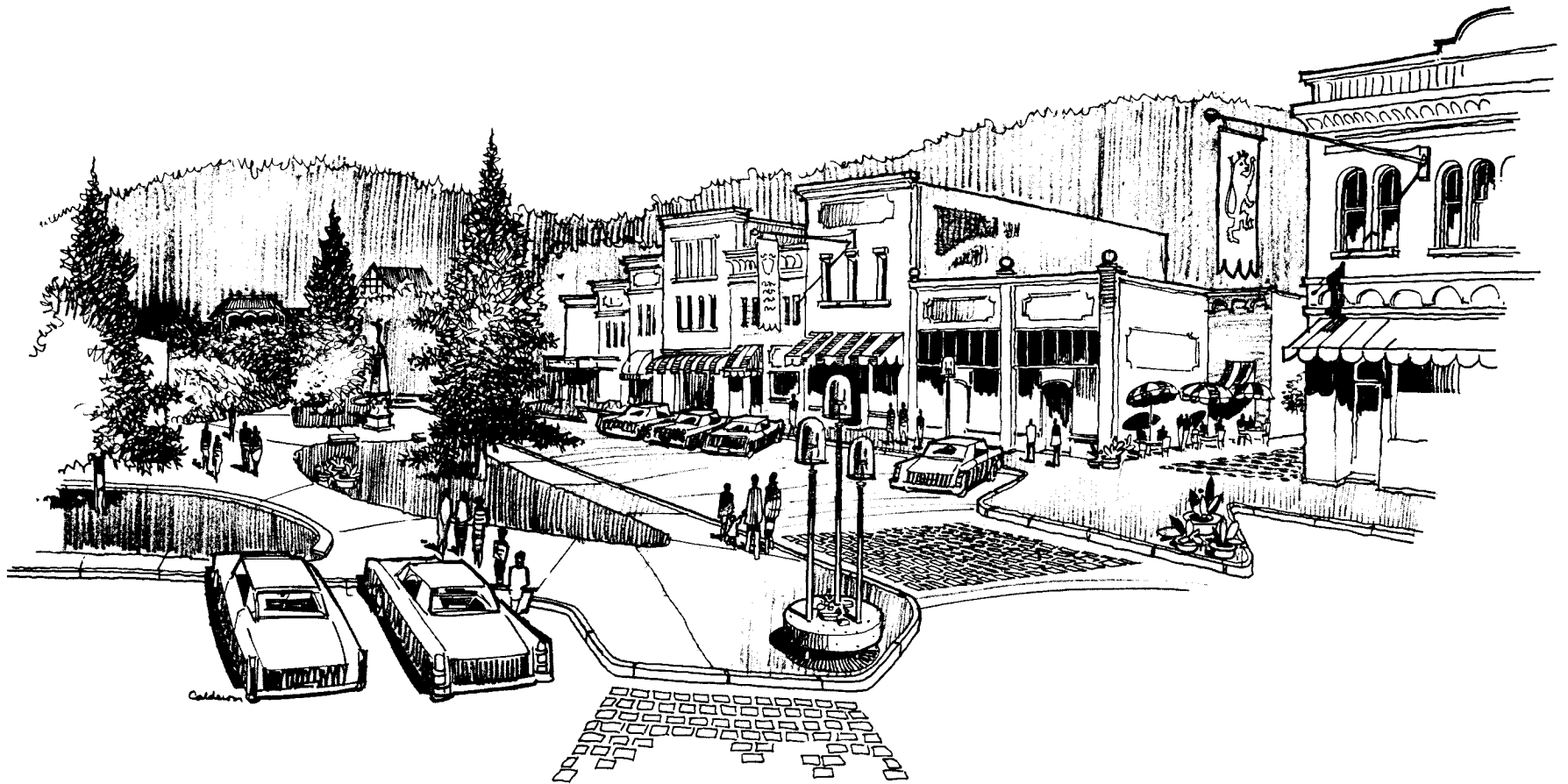
Looking south along Main Street from entrance of Mark Antony Hotel.






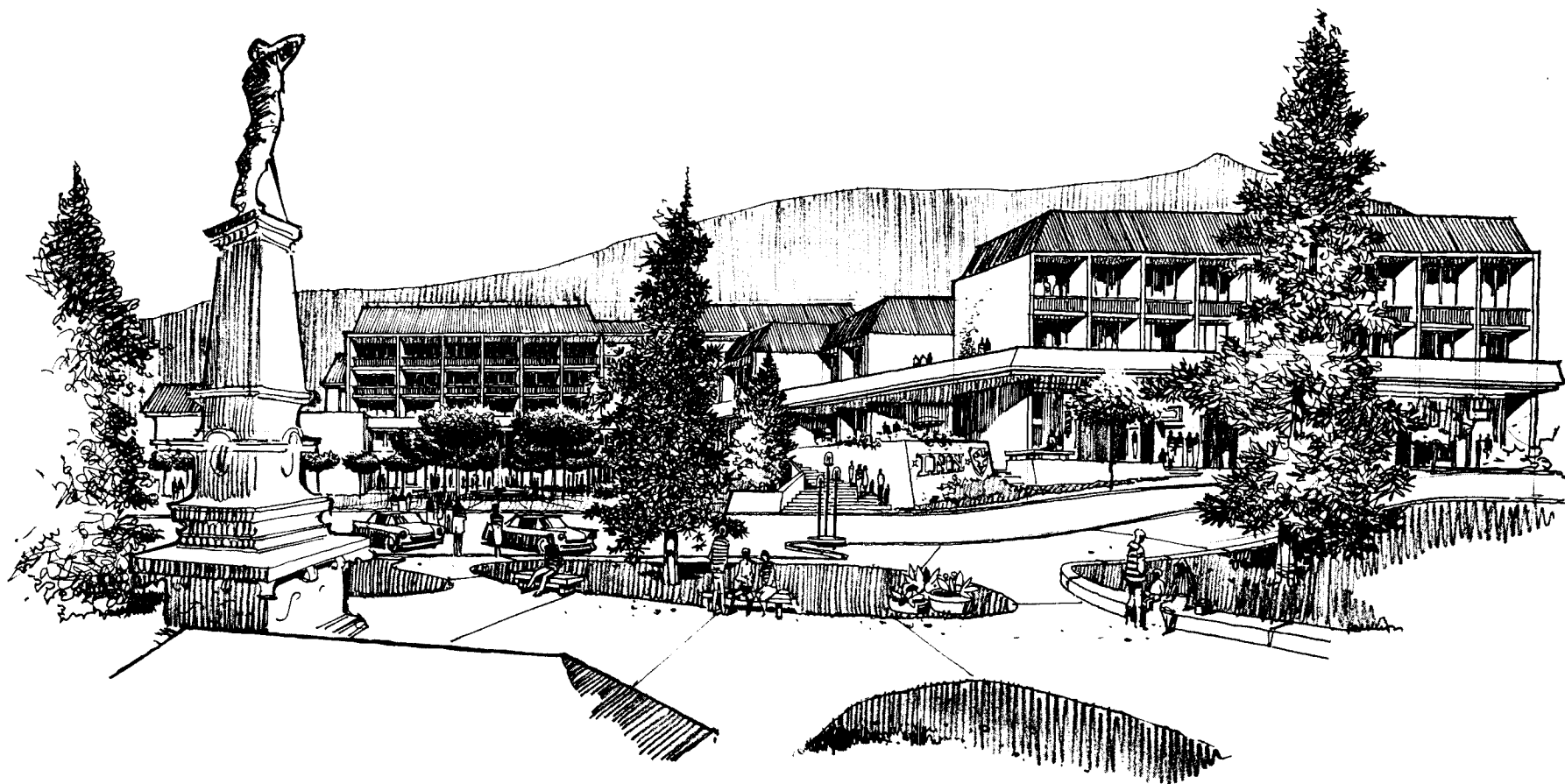
View across Main Street to Lithia Plaza and
Shakespearean Theater from motel site.





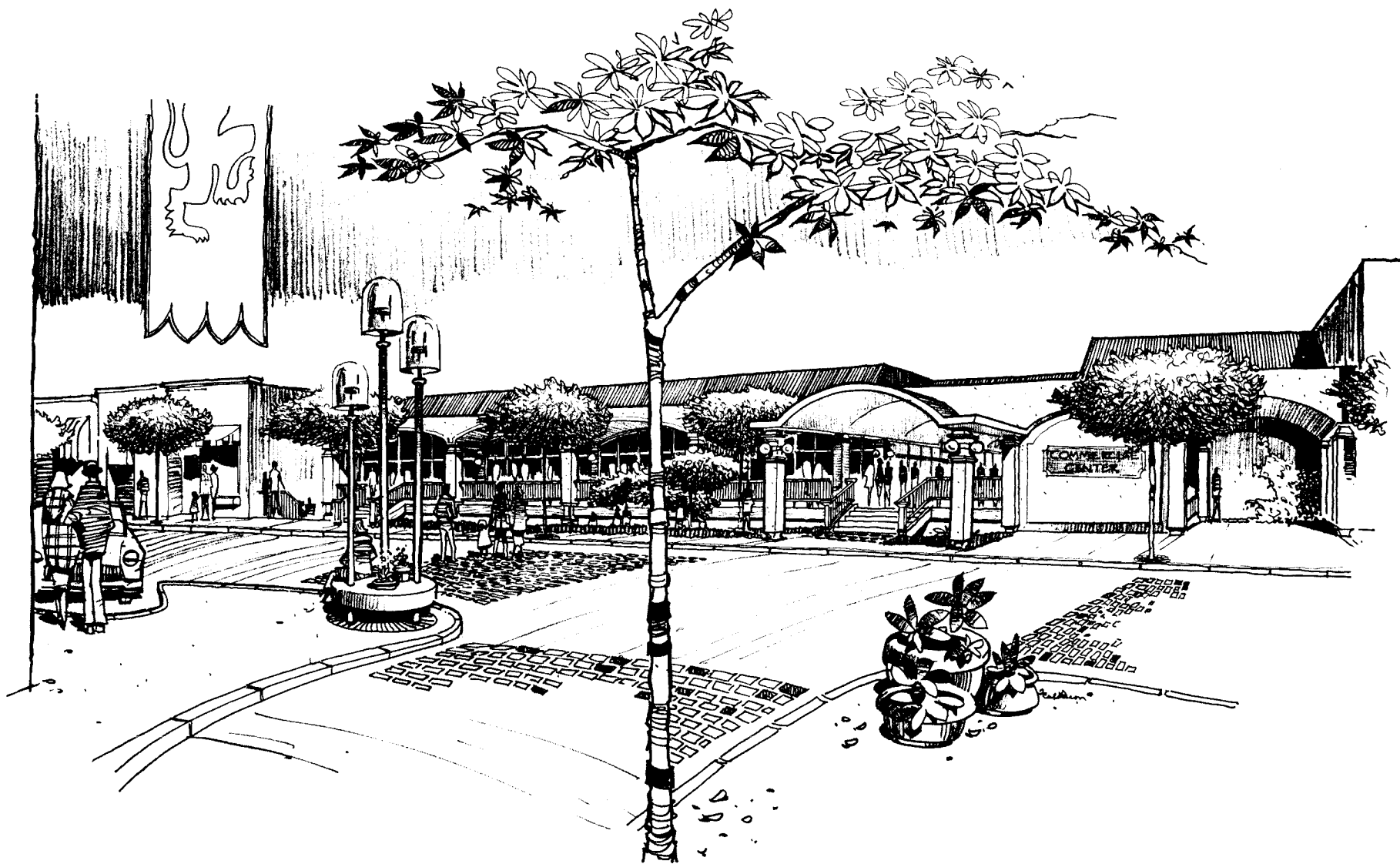
View from Lithia Plaza across Main Street to Lithia
Plaza Commercial Center





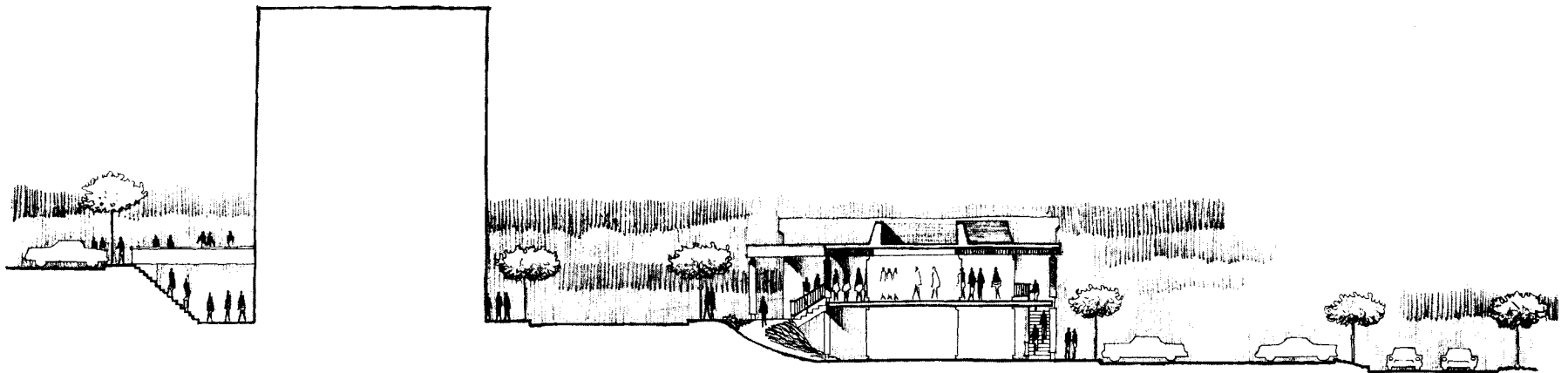
Looking across Main Street toward Commercial
Center located between Second and Pioneer
Streets.

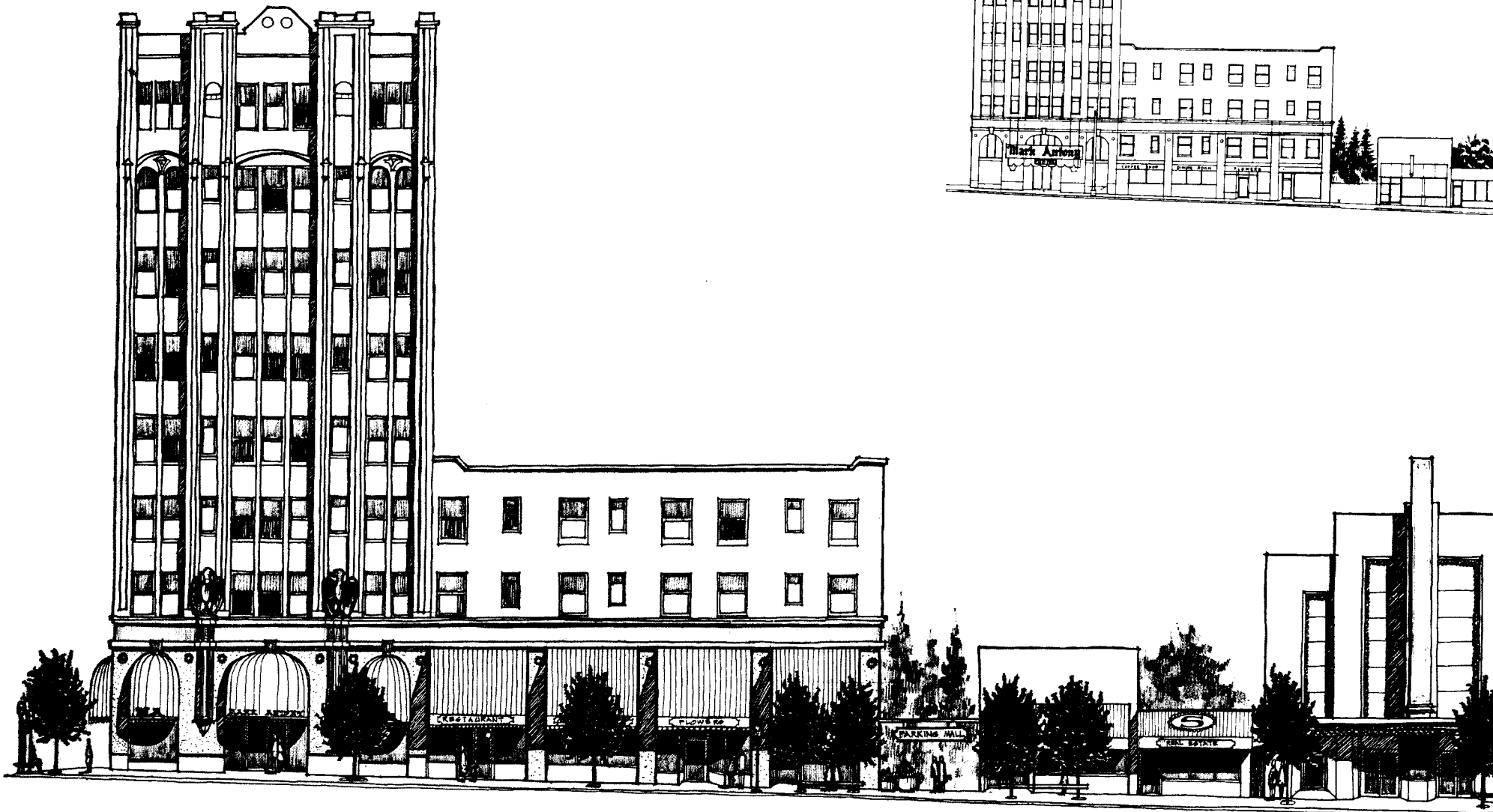




Section through improved Main and C Streets, showing multi-level access from parking lots to shops.



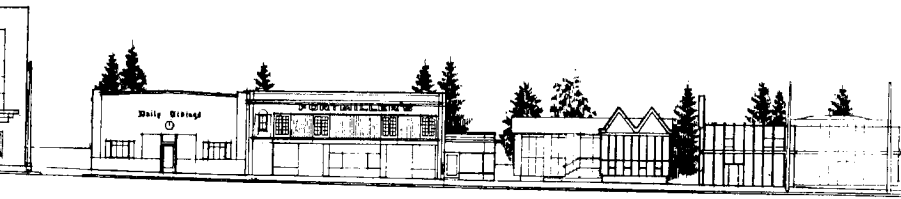


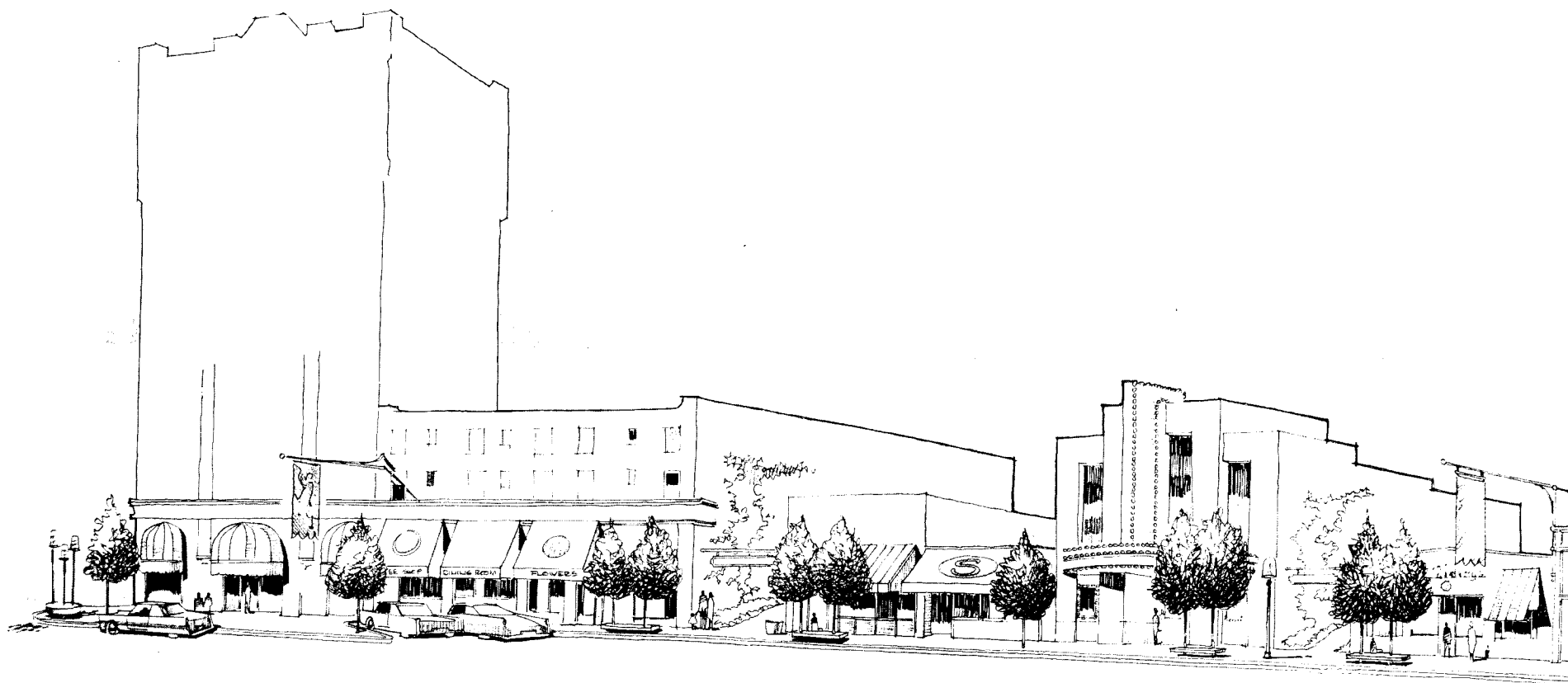


Demonstration Block - on the west side of
Main Street between First and Pioneer Streets.

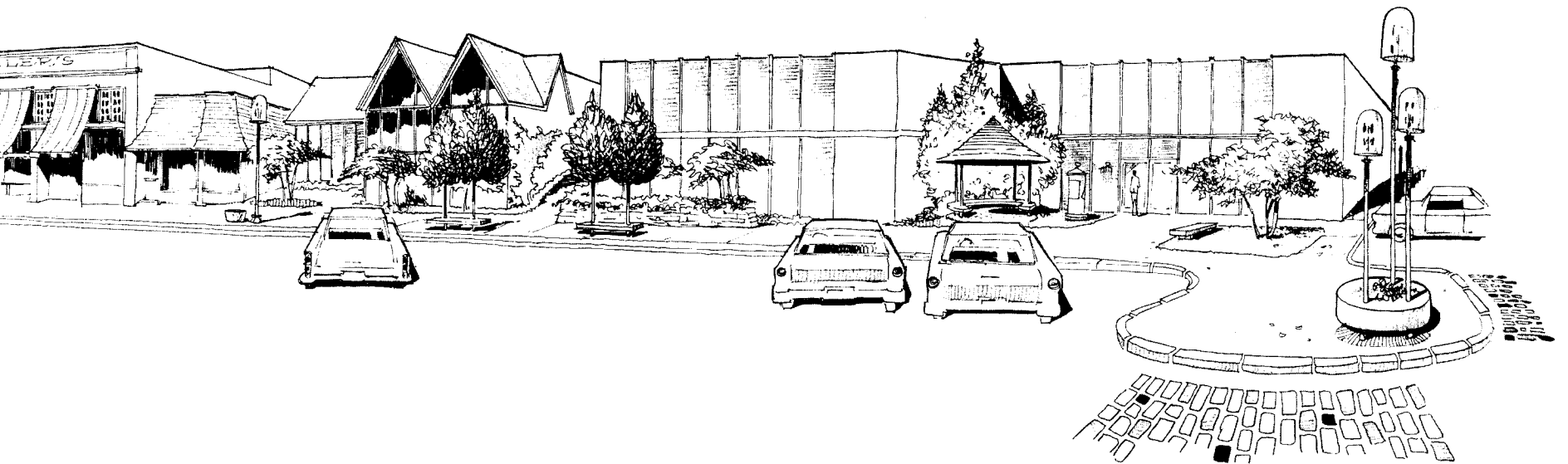
◀ Existing Conditions.

➡ Proposed Redevelopment.





Demonstration Block



The design plan and accompanying material are a compilation of existing and projected physical, economic, and environmental resources into a document which will guide the people of Ashland in the development of their downtown. The plan utilizes the many assets of Ashland, such as its hillside location, Lithia Park, and Ashland Creek. Scale and character should be maintained in the rehabilitation of buildings and the preservation of public spaces. Open spaces, building forms, topography, and planting masses are essential parts of the scheme. Landmarks such as the Mark Antony Hotel have been used to advantage, as well as the changes in grade between Hargadine, Main and C Streets.

The following sections outline a program of implementation and suggest logical procedures for accomplishing the plan.

LAND USE

The land use patterns proposed in the design plan for the central area are illustrated on the plan on the opposite page. This plan shows the relationships of the major land uses in the area and how these land use groupings relate to the vehicular and pedestrian circulation system. As the land use plan illustrates, a number of changes will eventually be required in the zoning of the area in order to implement the plan.

Retail. The present retail area is well established along Main Street. The design plan establishes its limits within a more compact area. The major retail core as proposed in the plan will lie between Third Street and Lithia Plaza and between Hargadine and C Streets.

It is the intent of the plan that this area be reserved for such commercial uses as retail stores, banks, personal service establishments, offices, and restaurants. This area is the primary retailing and business core of the community. The Lithia Plaza area should be developed for tourist oriented uses.

In the plan an office complex is indicated east of C Street between Pioneer and First Streets. This area is proposed for the expansion of office facilities when there is additional demand for office space. The area, adjacent to the proposed Civic Center area, will provide sites for groupings of professional and medical offices, clinics, and related uses.

Park. One of the major proposals of the design plan is the extension of Lithia Park north to the railroad. This park would open up the area adjacent to the creek, creating a city park unparalleled in other Oregon communities. The park would join the Ashland Parkway which is proposed as a part of the Bear Creek Park Chain (see Ashland Comprehensive Plan).

Residential. Land use surrounding the retail core is predominantly residential. A large portion of this area between C Street and A Street, however, is presently zoned as a C-3 Commercial District. The purpose of a C-3 District is to provide a location for necessary heavy commercial and limited industrial uses and services.

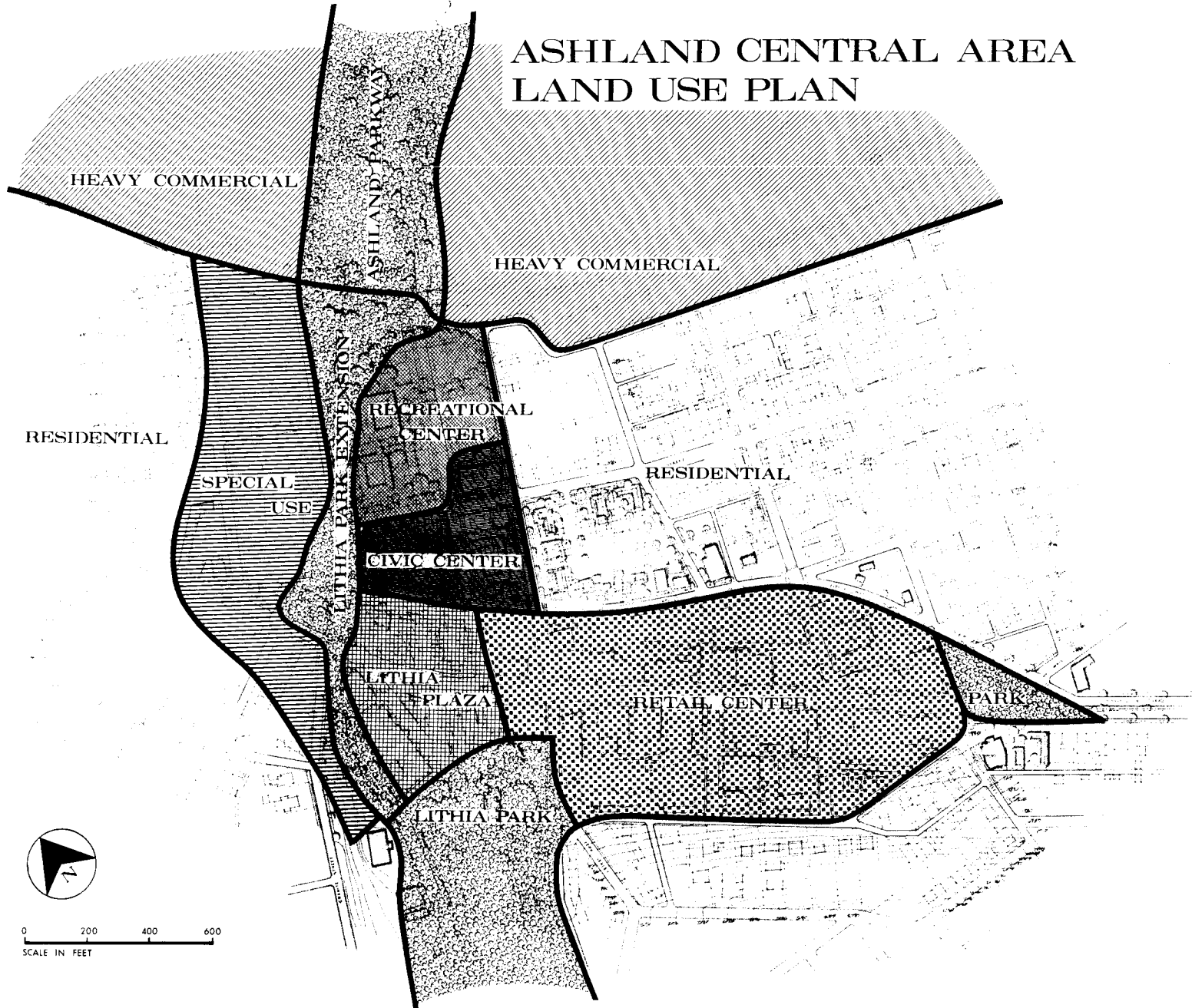
Because of its relationship to the retail core and civic center, this area should be rezoned to residential. Residential development within the central area will place a consumer population near the retail core. Sustained effort will be needed in all of the residential areas surrounding the downtown in order to prevent deterioration of residential property. Only in this way can suitable standards of a residential living environment be maintained close to the retail core. The inclusion of town houses and housing for the elderly could be an effective addition to this section of the city.

Special Uses. In addition to the above land use recommendations, a special use district is proposed for the land bordering Lithia Park and the Plaza. It is the intent of this special classification that land

adjacent to the park should be for uses compatible with the park, with access to the pedestrian walks in the park, for example: motels, restaurants, small shops, recreation and tourist facilities.

Other Uses. Future heavy commercial uses should be located east of A Street, outside the central area. Only those uses which are compatible with the central area should be permitted; other uses should be encouraged to locate elsewhere in the city in conformance with the Comprehensive Plan.

ASHLAND CENTRAL AREA LAND USE PLAN



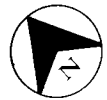
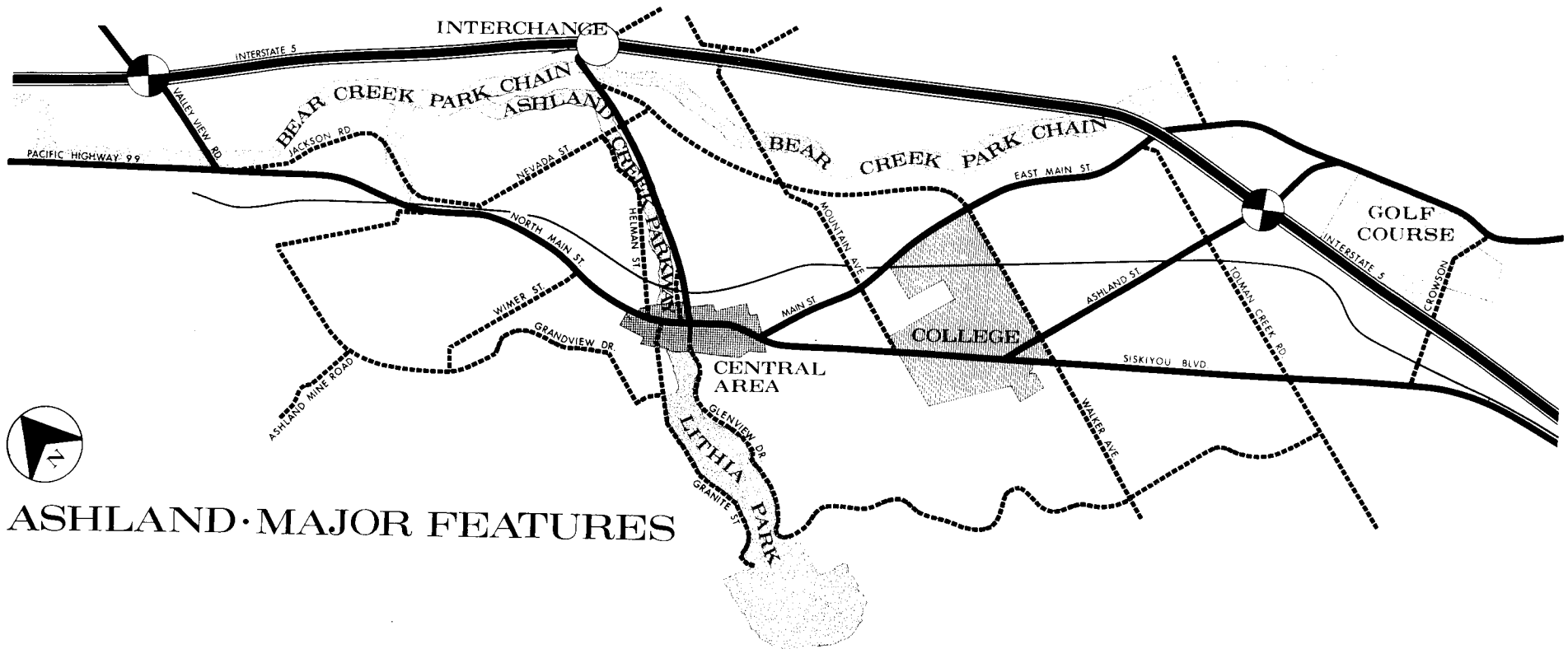
CIRCULATION & PARKING

Circulation

The circulation plan outlines the proposed circulation for the city, in relation to the central area and to the other major areas of Ashland.

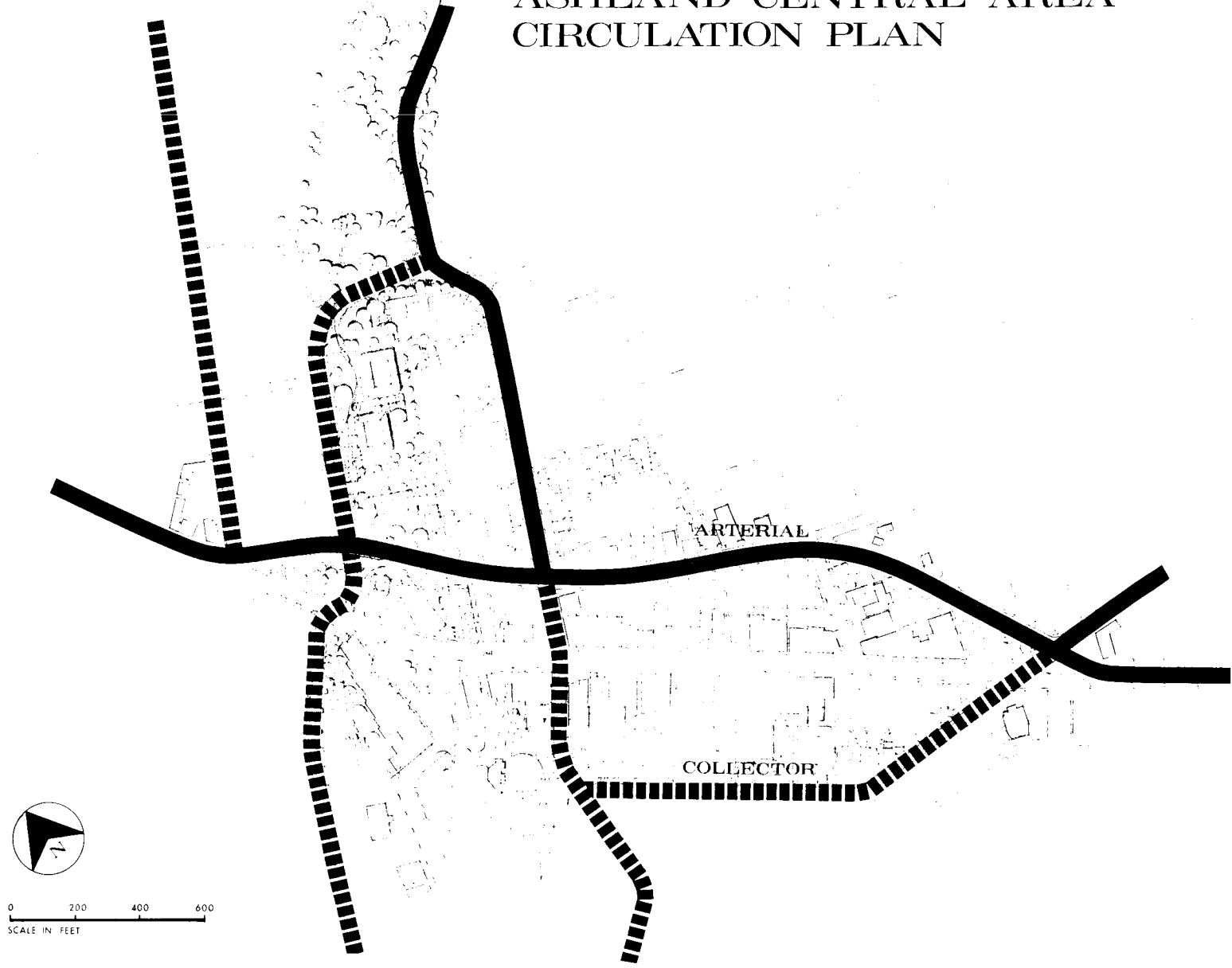
The circulation plan proposes an interchange on the freeway at Oak Street. This would provide direct

access into the central area from the freeway by way of the proposed Ashland Parkway. After crossing the railroad, the road forks, and the major route enters the retail core area by way of Pioneer Street. Minor access is provided to the Plaza area by way of Water Street. The Ashland Parkway and the access to Pioneer and Water Streets will require new rights-of-way. The accesses along Pioneer and Water Streets can be developed within existing rights-of-way.



ASHLAND • MAJOR FEATURES

ASHLAND CENTRAL AREA CIRCULATION PLAN



The main element of the proposed street system for the central area is the movement of through traffic on C Street. Main Street as described in the design plan will become a two-way street with reduced speed and angle parking. C Street will be widened to accommodate four lanes of two-way traffic. A second bridge will be required over Ashland Creek to accommodate this rerouting. A minor street system on South Pioneer and Hargadine Streets will provide circulation around the retail core. The development of this peripheral movement will relieve much of the congestion in the area. Cars approaching the central area can circulate around the core area and park near their point of destination.

Parking

To meet the needs for parking seven public off-street parking facilities are proposed around the retail core adjacent to the principal streets (see map). The total parking indicated on the design plan is 1,685 spaces. Of this amount 1,210 spaces are designated for general public parking. The remaining parking is public or private parking for a specific use. The following is the proposed parking by type:

<u>Key</u>	<u>Area</u>	<u>No. of Spaces</u>
<u>Public</u>		
P-1	Parking Lot	125
P-2	Parking Lot	75
P-3	Parking Lot	150
P-4	Parking Lot	60
P-5	Parking Lot	75
P-6	Parking Lot	105
P-7	Parking Lot	<u>15</u>
		605

CH	City Hall Parking	50	
L	Library Parking	50	
PO	Post Office Parking	25	
RC	Recreational Center Parking	<u>80</u>	
		205	
	Main Street Parking	150	
	Plaza Parking	30	
	Other Street Parking	<u>425</u>	
		605	1,415
<u>Private</u>			
A	Plaza Commercial Center Parking	80	
B	1st National Bank Parking	35	
C	Office-Apartment Parking	<u>155</u>	
		270	<u>270</u>
			1,685

Of the seven public parking lots proposed, the order of acquisition and development will depend upon local decision. It would appear, however, that with the construction of the repertory theatre, parking lot P-3 should be developed first. The next lot to develop would probably be P-1. This lot would provide parking for the south end of Main Street. Parking lots P-5 and P-6 will be dependent upon the commercial center and should be developed concurrently with the center. The development of the other parking lots, P-2, P-4, and P-7, will be dependent upon specific need.

ASHLAND CENTRAL AREA PARKING PLAN



PROJECTS

PROJECTS

The various projects recommended in the Central Area Plan have been classified by type and relationship to provide the community with an evaluation of the benefits that can be achieved through a particular project.

Public Projects

C Street. The development of C Street as a bypass for through traffic around the central area will include widening of the roadway to accommodate two lanes in each direction, construction of a two-lane overpass at Ashland Creek, construction of a new sidewalk and special paving at pedestrian crossings, street lighting, and landscaping of sidewalk and median areas.

Main Street. The refurbishment of Main Street will encompass the following: realignment of the street paving to allow one lane of slowly moving traffic in each direction, increased on-street parking, special paving at pedestrian crossings, decorative sidewalk paving, decorative street lighting, landscaping and street elements. The street elements include such things as benches, kiosks, fountains, planters, pots, trash containers, signs, and sculpture.

Lithia Plaza. Lithia Plaza exemplifies the tradition of Ashland. The development of the Plaza is planned to link it more closely to the Shakespearean Festival theatre, revitalized Plaza commercial area, and the new tourist oriented commercial

development. Construction on the Plaza would include closing selected streets, reconstruction of right-of-way to allow 50% greater park area, remodeling of traditional fountains and statuary, erection of display kiosks, benches, decorative lighting fixtures, and construction of landscape elements designed to enhance the beauty and focal position of Lithia Plaza.

Library, City Hall and Recreation Center. Ashland must provide in the near future physical facilities to house the services provided by the city. These facilities have been located in the Central Area Plan where they could best serve the public. A projected program has been established to provide a basis for cost estimating. A 10,000 square foot library with its associated parking and site development would be located adjacent to C Street immediately north of Pioneer Street. The library would be convenient to downtown shoppers and directly accessible to automobile traffic from all directions. The library would form the southern boundary of a civic area centered around a new city hall. A projected 12,000 square feet would house council chambers, administrative offices, city services, and police functions. The civic complex would be completed by the existing armory building and new recreation facilities to the east. Activities suggested by the community for inclusion in the recreation buildings would be indoor swimming pool, meeting and recreation rooms, gymnasium, and YMCA-YWCA headquarters.

Lithia Park Extension. To provide additional recreational parkland for the people of Ashland and the tourists, Lithia Park and Ashland Creek must

be preserved and expanded through the Plaza and beyond. The extension of the park will include the opening of Ashland Creek for recreational purposes as it passes through the city. The development will provide a park setting for the new civic buildings.

Parking Areas. Newly developed parking lots would be provided with pedestrian entrances directly into the various levels of the stores and landscaped malls connecting the parking with the Main Street shopping mall. All parking areas would be paved, well lighted and handsomely landscaped.

Street Improvements. In order to provide convenient vehicular circulation around the periphery of the central area and between parking areas, street improvements must be made. New curbing, paving and sidewalks would be constructed to define automobile and pedestrian routes and provide smooth movement of traffic.

Underground Utilities. The overhead power distribution system should be replaced by a new modern underground system. All overhead wires and their supporting poles should be removed. New weather-proof underground conduits would distribute power to all residential and commercial buildings in the central area.

Traffic Signals. The rerouting of traffic through the central area necessitates the remodeling of the traffic signal system on Main Street and C Street. Existing traffic signals will be relocated and augmented with new equipment where required.

Water Street Widening and Connection to Parkway. It is important that the tourist be given direct and convenient access to the heart of Ashland. The widening and improvement of Water Street will provide a scenic entrance to the city while encouraging establishment of tourist oriented commercial development in the Lithia Plaza area.

Ashland Parkway. The Ashland Parkway would be developed within a natural setting along the banks of Ashland Creek between the railroad and Bear Creek. Within the park, large play areas, campgrounds and picnic areas would be developed. The roadway constructed at the edge of the park would provide a pleasant, direct entrance to the city from Interstate 5.

Private Projects

Opportunities for private development, which were identified as potentially feasible in the economic analysis (see Background-Economics) of the Ashland central area, have been included in the Central Area Plan. The two major projects are: (1) the Lithia Plaza Commercial Development, primarily for tourists, and (2) a downtown commercial center. Criteria used in recommending the location for each of these projects have been:

1. Selection of that location which will maximize the project's market and financial feasibility, and
2. Selection of that location which would assist most in reinforcing and stabilizing existing downtown uses in order to protect and enhance existing

private and public commitment within the downtown; this includes recognition that this commitment is heavily concentrated along Main Street, and

3. Selection of that location which could replace uses incompatible with a key downtown location or of an environmental character that seriously impairs the impact of the central area.

Related to the above criteria, a tourist complex containing a motel of about 75 units, restaurant and cocktail facilities, related retail shops, and an attraction such as an ice rink, has been recommended in the Central Area Plan for a key block which fronts on Lithia Plaza. This block is also opposite the festival theatre grounds and located between Main Street and C Street. The present dominant use on this key block is an automobile dealership, which has been there for many years. The existing use does not support nor relate in any particular way to the environment of the activity area which is centered about Lithia Plaza and the Shakespearean Theatre. Related to the nature of the Plaza area, existing uses do not represent the highest and best use of this key block, which has the potential to be uniquely suitable as a location for tourist activity and pedestrian shopping. The recommended expansion is designed to strengthen Lithia Plaza.

A motel development of about 75 units at this site appears feasible, if certain conditions are met. Two of these conditions should be: (1) the creation of a special setting for the motel and,

(2) the agreement to operate the facility by management experienced and able to provide a high quality of service. Ashland Parkway with its direct access from the proposed interchange on Interstate 5 would greatly increase opportunities for motel development. Location of the motel with frontage on Lithia Plaza and with a view over Lithia Park creates an opportunity to include restaurant and related facilities, specialty shops, and other commercial space in the total development complex. This project would attract a high value use to a prime location, thus benefiting the potential developer with an investment opportunity, merchants who might enter the project with increased sales resulting from location impact, and the community with a major improvement to the central area and an important increase in the tax base.

The second major project is a downtown commercial center serving the needs of local residents. This development is located on both sides of First Street, between Main and C Streets. In the heart of Ashland's central area, it currently contains undeveloped parcels and some vacant structures. The area presently is under utilized and tends to have a depressing effect on adjacent land uses. New commercial uses introduced at this location should significantly upgrade the area and help to bridge the gap that now exists between the commercial facilities located on Main Street south of First and facilities in the Plaza area.

Uses that attract large amounts of pedestrian traffic, such as supermarkets, department stores, and

variety stores, would best achieve the objectives of the Central Area Plan. However, other uses of a high quality or good merchandising character would also fortify the retail core. It is understood, for example, that a savings and loan association has purchased land in this area and is planning a new structure for its operations. The central area would certainly benefit from this project, and this development should be regarded as an early step in implementation of the plan.

The Central Area Plan focuses attention on the potential for making this area the center of commercial activities serving the local population base. The focus on the plaza area, in contrast, is one oriented to the tourist and visitor markets. As a long range goal the community should consolidate its local service activities on Main Street between Pioneer and Third Streets, and encourage a transition of shops and activities in the plaza area into a tourist center.

Appropriate locations are recommended in the plan for the development of other private sector projects as demand occurs. These include professional office space, service stations, and garden apartments. Locations have been recommended which are consistent with logical expansion of the central area, and which permit the large amounts of parking required today. Garden apartments will have the particular advantage of adding to the residential base of the central area, thus benefiting Ashland's central area.

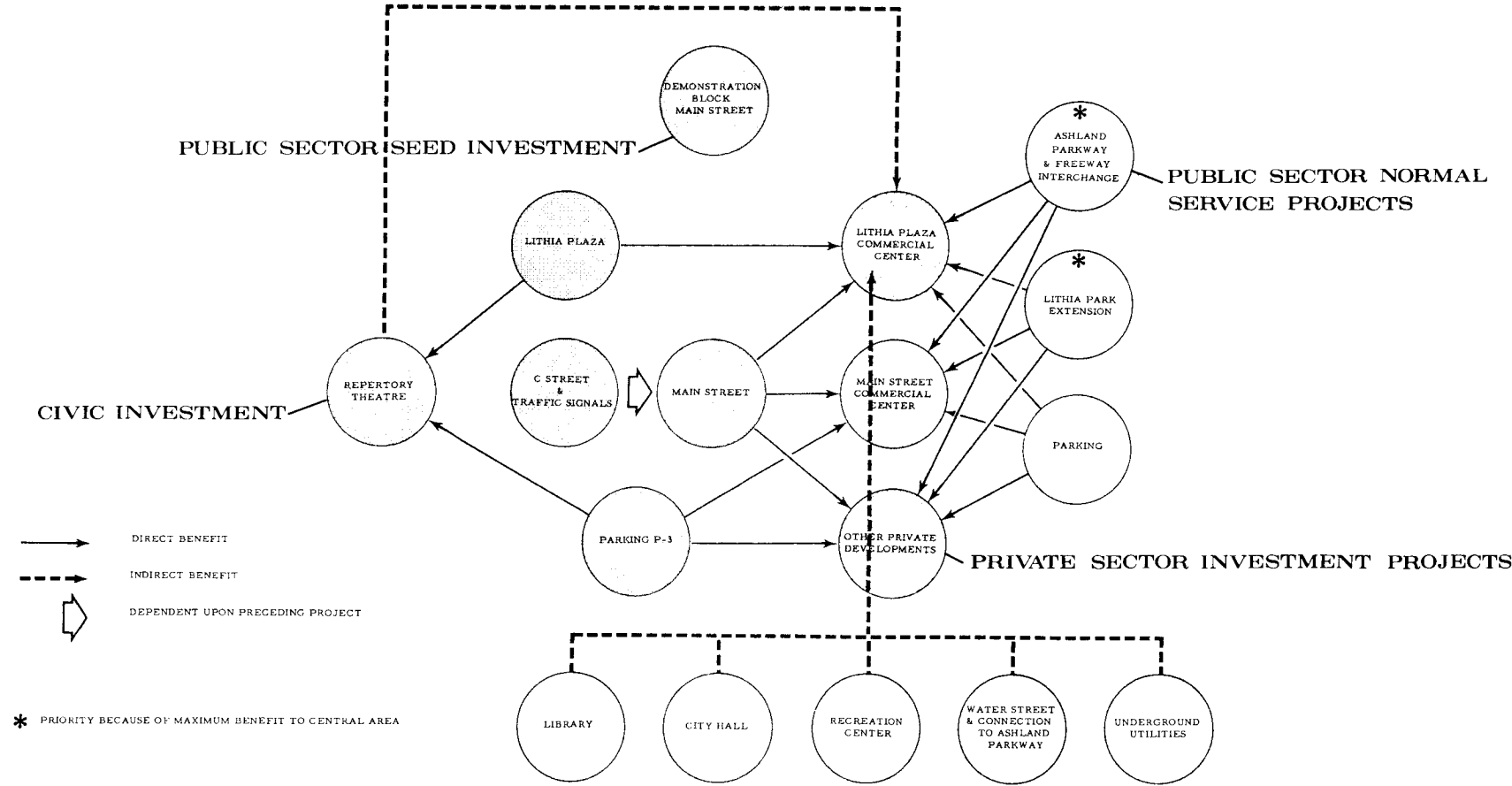
Analysis of Project Benefit by Type and Relationship

The Central Area Plan projects as discussed have been divided into public sector projects, financed by appropriate local, state, or federal agencies, and private sector projects, financed by private investment. Public sector projects are further classified as to provision of a normal service and seed investment* aimed at creating conditions conducive to expanded private investment. Private sector projects are defined as profit investment (development of a project based on anticipated income) and civic investment (investment where aiding the community rather than return to equity is the primary criteria). Against an understanding of the benefit, the community will be in a better position to reach a determination on whether the costs involved in each project are justified. Thus, projects can be properly implemented on a priority basis or delayed until the community is willing to expend the funds involved.

It can be seen from the chart (page 35) that public sector seed investment projects are of the highest priority and thus should be considered for initial implementation of the Central Area Plan. After necessary administrative organization has been accomplished to prepare for project implementation, the C Street project and the demonstration project on Main Street (item 14-Project list), not dependent on completion of the C Street project, should be commenced. Completion of the above would permit

*Investment that encourages or makes possible additional related investment.

TYPE AND INTERRELATIONSHIP OF PROJECTS



completion of the total Main Street Mall and related parking. The redevelopment of the Plaza is suggested for development concurrently with completion of the Main Street Mall. As shown in the diagram (page 35), the foregoing projects are considered to have direct benefits for the income-producing private investments, and thus create a climate most conducive to achieving this development. The Lithia Plaza expansion will assist development and rehabilitation around the Plaza. The completion of the Main Street Mall will benefit all private investment and in particular, the proposed commercial center on Main Street.

Upon completion of projects recommended for initial implementation as shown on page 35, numerous public projects are recommended in the plan. It is seen that all seven projects suggested to maintain and improve the services provided by the public sector will indirectly benefit private investment in the downtown. For example, the development of a new library at the site recommended in the plan should result in increased patronage of nearby commercial facilities by people coming downtown to use the library. The recommended extension of Lithia Park along Ashland Creek and the Ashland Parkway, planned to link the downtown with the proposed interchange on Interstate 5 Freeway, will directly benefit recommended private projects. Thus, in terms of maximum benefit to the downtown, it is suggested that the foregoing two projects be given higher priority than the remaining public sector projects. The recommended locations for the public sector projects are considered to provide maximum assistance in strengthening the downtown. Ultimately, the size of projects

such as the Recreation Center must be determined by what residents of the community are willing to spend for, and require of the particular project. The projects recommended in the Central Area Plan are considered to be large enough in scope to accomplish the objectives of the plan and yet seem feasible in terms of the future needs of the community.

IMPLEMENTATION

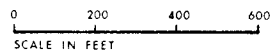
ASHLAND CENTRAL AREA PROJECT MAP

AREA B

AREA A

AREA C

ITEM 38-UNDERGROUND UTILITY PHASING



37

PROJECT PHASING

The projects have been divided into three phases. Phase One covers the initial steps necessary prior to actual redevelopment. Phase Two lists projects that conform to the following criteria:

- a. The project can be completely financed by local or state funds and is not dependent upon federal assistance.
- b. The project can be started within six months and completed within two years.
- c. The project would be keyed to achieving the greatest benefit and to maintaining, strengthening and increasing the potential of the central area.

Phase Two projects have been classified as seed investment projects. The final phase contains projects, which are somewhat independent of each other and could be started at any time, depending upon available finances or demonstrated need. The responsibility for each item is listed as follows:

PHASE ONE

<u>Action</u>	<u>Responsibility</u> *
1. Adopt Central Area Plan as an element of the Comprehensive Plan for the City.	City
2. Appoint a Central Area Coordination Committee whose function will be to assist the City in the implementation of the plan. From the Coordinating Committee appoint a Design Committee.	City
3. Appoint a Development Coordinator to manage the overall program.	City supported by Central Area Coordinating Committee
4. Retain a Design Consultant to coordinate physical development.	City supported by Central Area Coordinating Committee
5. Prepare an application for an Urban Beautification Grant for Lithia Plaza and Main Street.	Development Coordinator

*See Section on "Responsibility" for discussion on suggested division of responsibility.

<u>Action</u>	<u>Responsibility</u>
6. Negotiate with the State Highway Department on the rerouting of Highway 99 as shown on the plan.	City supported by Central Area Coordinating Committee
7. Secure State participation in the construction of C Street.	City
8. Secure State Highway Department agreement regarding new interchange at Oak Street.	City
9. Develop a financial program based on the economic analysis and suggested methods of financing contained in the Central Area Plan.	Development Coordinator in coordination with City and Central Area Coordinating Committee
10. Prepare working drawings for projects in Phase Two.	Design Consultant
11. Develop a design theme for buildings, signs and other elements which are part of the private sector.	Design Consultant working with Central Area Coordinating Committee and Downtown Merchants' Association

<u>Action</u>	<u>Responsibility</u>
12. Initiate joint promotional and merchandising program for the area.	Downtown Merchants' Association
13. Investigate tax allocation bonds and begin solicitation for motel and convenience center developers.	Development Coordinator

PHASE TWO

14. As a demonstration project redevelop the one-half block on the south side of Main Street between South Pioneer Street and First Street. This would include sidewalks, signs, lighting, trees and the remodeling of store fronts.	City, Central Area Coordinating Committee, and the affected merchants and property owners
15. Widen C Street and construct overpass.	City and State
16. Revise traffic signals.	City and State
17. Remodel both City Hall and Fire Station to conform with design theme.	City

<u>Action</u>	<u>Responsibility</u>
18. Remove all parking meters and substitute two-hour time-marked parking. Initial step would consist of removing meter heads only. Posts would be removed during sidewalk reconstruction.	City
19. Demolish and clear Chamber of Commerce building (locate Park Department in City Hall, Chamber in City-rented quarters on Plaza or Main), and substitute landscaped temporary parking for police vehicles preparatory to Plaza project.	City
20. Develop Lithia Plaza.	City
21. Pave Pioneer, 1st, and 2nd cross streets and rejuvenate Hargadine.	City
22. Coordinate design for Jackson County Federal Savings and Loan building with future commercial center on Main Street between Pioneer and Second Streets.	Design Consultant

<u>Action</u>	<u>Responsibility</u>
23. Construct basic scheme for Main Street. Add additional features as funds become available.	City
24. Acquisition and development of parking area P-3.	City

TIMING FLEXIBLE

25. Remodel store fronts.	Individual property owners or merchant lessees coordinate with Central Area Coordinating Committee and City
26. Construct commercial center in Lithia Plaza.	Private undertaking
27. Start acquisition and development of parking areas 1, 2, 4, 5, 6, and 7 depending upon need.	City
28. Construct library. The existing library building could be redeveloped as a city museum. This could include the relocation of the present Natural History Museum located in Lithia Park.	City and Library Board

<u>Action</u>	<u>Responsibility</u>
29. Acquisition and development of pedestrian access way from Granite Street to Plaza.	City
30. Construct repertory theatre next to Shakespeare theatre.	Private undertaking.
31. Construct commercial center on Main Street between Pioneer and Second Streets.	Private undertaking and City
32. Start improving areas in rear of stores with landscaping and exterior remodeling including rear entrances to individual stores. This should be done on a block basis concurrently with the development of the parking lots.	Individual property owners or merchant lessees coordinate with Center Area Coordinating Committee and City
33. Construct new city hall.	City
34. Demolish old city hall and complete Lithia Plaza development.	City
35. Construct recreation center.	City
36. Redevelop South Pioneer and Hargadine Streets.	City
37. Modify other streets in area to conform to the plan.	City

<u>Action</u>	<u>Responsibility</u>
38. Place electric and telephone lines underground. This could be done by area as shown on the project map.	City and Telephone Company
39. Develop Water Street widening and connection to Ashland Parkway. Both projects 39 and 41 should be done concurrently.	City
40. Develop Lithia Park extension along Ashland Creek from Lithia Park to railroad. This would probably be done in two stages. Stage 1 from Lithia Park to Main Street and Stage 2 from Main Street to the railroad tracks. Stage 1 should be done concurrently with the development of parking lot P-4 and the pedestrian access to the Plaza. Stage 2 should be done concurrently with the development of the recreation buildings and adjacent playing fields.	City
41. Develop Ashland Creek Parkway from railroad to Bear Creek Parkway and proposed freeway interchange.	City

PRELIMINARY COST ESTIMATES BY PROJECT

The cost of the revitalization program for the central area has been broken down by individual project on the project chart which follows. There are a number of ways that the individual projects can be financed. The various methods are discussed under the section "Methods of Financing" which include assistance programs at the state and the federal level. How much the program will

cost the City of Ashland depends upon the methods of financing that the city chooses and what is available in the way of loans and grants at the time the financial program is prepared. The cost of the revitalization program for the central area amounts to about \$3,300,000.

The total cost of all the public projects listed in the three phases is about \$5,400,000. This includes projects outside of the central area such as the recreational center and the Ashland Parkway. The key projects, C Street, traffic signals, Main Street, and the Plaza, come to \$1,100,000. The balance of the projects amount to about \$4,300,000.

The cost estimates provide for the necessary land acquisition and the demolition of existing buildings, curbs, sidewalks, and street paving. Where land acquisition is involved, the assessed value of land and improvements increased by five times has been used, for lack of more reliable information. Also included is the construction of pavement, planting, underground utilities, storm sewer system, and street lights. Special features include fountains, kiosks, directional signs, flagpoles, sculptures, and benches. Costs are expressed in today's dollars. A 25 percent allowance has been made for design fees, legal and administrative costs, and a construction contingency.

The projects are identified on the project map with the approximate public improvement costs listed on the project chart.

PROJECTS

	<u>Income Producing Investment</u>	<u>Civic Investment</u>	<u>Public Improvements</u>	<u>Approximate Public Improvement Costs</u>
<u>First Phase</u>	Administrative organization in preparation for plan implementation. (See Items 1-13 under Project Phasing)			
<u>Second Phase</u>				
			14. Demonstration project on Main Street. *	\$ 24,000
			15. Widen C Street and construct overpass. *	754,000
			<u>16.</u> Revise traffic signals. *	31,000
			Note: Those underlined are not shown on the project map.	
			17. Remodel City Hall and Fire Station	1,500
			<u>18.</u> Remove parking meters.	2,000
			19. Demolish Chamber of Commerce building.	600
			20. Lithia Plaza development. *	96,000
			<u>21.</u> Pave streets.	9,000
	<u>22.</u> Coordinate design for Jackson County Federal Savings with commercial center.		23. Main Street development. *	220,000
			24. Acquisition and development of parking lot, P-3. *	205,000
			Second Phase Total -	<u>\$1,343,000</u>
<u>Third Phase</u>				
	<u>25.</u> Remodel store fronts.		27. Acquisition and development of other public parking lots:	
	<u>26.</u> Construct Lithia Plaza Commercial Center.		P-1 \$227,000	
			P-2 93,000	
			P-4 38,000	
			P-5 169,000	
			P-6 89,000	
			P-7 87,000	703,000
			28. Construct library.	485,000
			29. Development of pedestrian access to plaza.	14,000
		30. Construct reper- tory theatre.		

(Continued on following page.)

<u>Income Producing Investment</u>	<u>Civic Investment</u>	<u>Public Improvements</u>	<u>Approximate Public Improvement Costs</u>
31. Construct commercial center.			
<u>32.</u> Improve rear of stores.			
		33. Construct new city hall.	\$ 534,000
		34. Demolish old city hall.	1,500
		35. Construct recreation center.	1,121,000
		36. Redevelop South Pioneer and Hargadine Streets.	31,000
		<u>37.</u> Modify other streets in area.	35,000
		<u>38.</u> Place utilities underground.	
		Area A.	
		Electric	\$106,900
		Telephone	43,800
			\$150,700
		Area B.	
		Electric	\$ 18,300
		Telephone	43,800
			\$ 62,100
		Area C.	
		Electric	\$ 19,400
		Telephone	20,500
			\$ 39,900
		Note: Telephone costs not included as a public improvement cost.	145,000
		39. Develop Water Street widening and connection to Ashland Parkway.	98,000
		40. Develop Lithia Park extension.	135,000
		41. Develop Ashland Parkway.	755,000
		Third Phase Total -	\$4,057,000
		Total Development	\$5,400,000

*Seed Investment - An investment that encourages or makes possible additional related investment (see page 34).

METHODS OF FINANCING

The method for financing the Ashland Central Area Plan is the key to its becoming a reality. Following the approval of the plan, the city should determine what the most practical alternative course of action is. Both the feasibility and practicality of a particular method or a combination of methods can only be determined after a financial program has been worked out. The financial program is dependent upon decisions made concerning goals, timing, and philosophy of financing. The following is an outline of the alternatives that are available to the City of Ashland.

General Funds

The most direct and least costly method of financing would be the use of city general funds. This method is least expensive because it is based on a pay-as-you-go philosophy with the consequence that there is no interest change. There is not, however, enough money coming into the general fund from all services at present to finance a major renewal of the central area and to maintain the present level of other services. The source of additional funds could either be from a specific tax levy or the proceeds from the sale of municipal property.

The accumulation by the levy of a tax of a sufficient amount to permit the construction of the project or its construction in phases would require a specific tax levy over a period of years. Such a levy would undoubtedly exceed the six percent limitation and, therefore, require voter approval. It would also mean a deferral of the starting of the project until a sufficient amount had been accumulated for the budgeted purpose.

The sale of municipal property assumes the negotiation of a satisfactory price and would undoubtedly require voter approval, both as to the sale and the use of the funds. It has been suggested that financing could be provided by the sale of the municipal electric system. If this were to be considered, a range of values for the electric system should be obtained.

Bonds

1. General Obligation Bonds. These are the customary municipal bonds backed by the general power of taxation of the city. Use of this type of bond for urban redevelopment is authorized by ORS 457.320. Issuance of this type of bond requires voter approval and is subject to the statutory limitation of three percent of the true cash value of taxable property in the city (ORS 287.004). This city's bonding capacity is \$1,535,000. A portion of this bonding capacity should be reserved for other public purposes.
2. Tax Increase Bonds. Cities are authorized to issue bonds in connection with urban renewal and development projects that are secured by and paid from the increase of taxes resulting from the redevelopment program (ORS 457.440). The before and after true cash value is fixed by the assessor and taxes derived from the increase in valuation is available to pay the bonds. The City of Portland recently issued \$5 million of this type of bond. This type of financing is only available after the completion of development, and therefore, other financing would be necessary during the development period.
3. Special Assessment Bonds. A special assessment bond is one secured by a special assessment

or tax that is based upon benefits to property. Only the property that is directly benefited is charged and the charge is in proportion to the benefit. Under the so-called Bancroft Bonding Act (ORS 223.387), bonds may be issued for specified local improvements. These include the construction of streets, sidewalks, underground wiring, off-street parking, parks, playgrounds, recreation facilities, and "any other local improvement for which an assessment may be made on the property specially benefited". Special assessments are specifically authorized for pedestrian malls (ORS 376.720).

Special assessment bonds present several problems. In a city the size of Ashland the area benefited is small with the consequence that the special assessment is very high or conversely the amount realized is modest. There is also a problem of determining benefit in connection with a number of the activities in the central area plan.

4. Revenue Bonds. The city by charter amendment may authorize the issuance of a bond secured only by the revenue from part or all of revenue-producing public improvement. The charter amendment requires voter approval.

The problem is to find an improvement with sufficient revenue to establish the feasibility of the bond issue. Interest rates for revenue bonds are higher than for general obligation bonds. Feasibility requirement for this type of bond is in the neighborhood of two times debt service. This means revenue available to make the annual interest and principal payment should be twice the amount required.

Certain recreational activities such as a swimming pool could conceivably qualify for this type of bond.

The limiting factor is the number of people who might use such a facility. A feasibility study is a prerequisite for this type of financing.

It is possible to issue a combined revenue and general obligation bond. Under this type of bond the available revenue is used to pay as much of the debt service as possible, and general taxation is pledged to make up any deficiency. This type of bond is in reality a general obligation bond, and therefore, subject to the same limitations and conditions as any general obligation bond.

State Assistance

State assistance to urban redevelopment programs is limited to street construction that qualifies as part of the state highway system. The funds for this purpose are a combination of state and federal funds administered by the State Highway Commission. State and federal participation is 75 percent of the cost for site acquisition and the construction of the street of an approved project. Traffic signals are on a 50-50 basis with the state. To qualify for funds, the project must meet federal and state standards applicable to the state highway system.

Federal Assistance

There are a number of federal assistance programs that are available for projects of this type. They include:

1. Advances for Public Works Planning. Interest free advances are available for planning of recreational projects, public buildings, and other types of public works. The advance is repayable upon the start of construction.

2. Open Space and Urban Beautification Grants. These provide financial assistance for such activities as street landscaping, park improvement, tree planting, and development of malls and squares. Federal assistance can cover up to 50 percent of the acquisition and preservation of urban lands having value for park, recreation, scenic, or historic purpose. Fifty percent assistance is also available to assist in developing lands acquired under the open-space land program.
3. Grants for Advance Acquisition of Land. These grants are to encourage communities to acquire land for future construction of public works. On any loan the grants cover the interest charges for a period of up to five years.
4. The Land and Water Conservation Fund Program. These funds are to be used for the acquisition and development of public recreation areas and facilities providing that they are in accord with the state's outdoor recreation plan. Federal grants may cover up to 50 percent of the cost.
5. Grants for Neighborhood Facilities. These grants are available in order to provide for the financing of specific projects for programs of health, recreation, social, or similar necessary community services. Grants can include up to two-thirds of the project cost or 75 percent in designated redevelopment areas.
6. Urban Renewal. Also available is financial assistance through the Urban Renewal Program. This program is designed to assist local communities in eliminating blighted conditions and

for the long range, planned redevelopment of deteriorated areas. Federal grants generally cover up to 75 percent of the project cost. The local contribution may include cash or non cash grants-in-aid. Money used to finance other programs using federal assistance may be used as part of the local share in this program.

Joint City/Private Development

Because of a constitutional prohibition against lending public credit for a private purpose, joint city/private development in Oregon has been limited to the city making available land on a favorable basis to a private group willing to undertake a development that is included in, or compatible with, a redevelopment plan.

It has been suggested that a plan whereby a private group would finance and construct a public use facility and lease it to the city, with an option to purchase, is a possible method of joint action. To our knowledge, this has never been done in Oregon. It presents several problems, namely the six percent limitation, the necessity for voter approval of a continuing levy and the 10-year limitation on continuing levy. (ORS 280.080)

Conclusion

The central area plan should be approved. The approval should be followed by a financial plan developed by the city officials and people of the community.

FINANCIAL IMPLICATION OF PUBLIC PROJECTS

The Lithia Plaza Project, suggested for early implementation in the plan, has been chosen to illustrate the alternate means by which a project could be financed and to illustrate the financial implications to the citizens of Ashland.

The Lithia Plaza Project, as described previously, is estimated to cost about \$96,000

The methods of financing a portion of the plan lists various means by which projects could be financed. For illustrative purposes, it has been assumed that the citizens of Ashland chose to finance the Lithia Plaza Project by issuing general obligation bonds. These bonds would have to be paid for by raising property taxes above the current rate used to provide present services to citizens of the City of Ashland. If a 10-year repayment period on the bonds is assumed at a 5% interest rate (exact time frame and terms of financing will, of course, be dependent upon the terms of financing at the particular time the project is implemented), the annual payment required would be \$12,221, or, say \$12,000

The 1966-1967 summary of assessment and tax rolls for Jackson County indicates that the City of Ashland is currently receiving net income from property taxes of \$207,213.08. The repayment of the bond obligation would increase Ashland's tax requirements by about 6%.

To better understand the impact on the average property owner in Ashland, a typical home valued at \$16,000 has been selected as a sample of the increase in tax burden that would occur through development of the Lithia Plaza Project:

- | | |
|---------------------------------------------------------------------------------------------------------------------------|-----------|
| A. Say the house could be sold for | \$ 16,000 |
| Thus market value is | \$ 16,000 |
| B. Taxes are based on an assessment of 25% of market value | \$ 4,000 |
| C. The current total tax rate is \$83.90 per \$1,000 of assessed valuation, *
thus taxes are 4 x \$83.90, or | \$ 335.60 |
| D. The present City of Ashland tax rate is \$1.72 per \$100 of assessed valuation, thus city taxes are
40 x \$1.72, or | \$ 68.80 |

The increase in City of Ashland property taxes for the \$16,000 home would be 6% of the present city tax, which on an annual basis would equal about \$ 4.10

*More commonly expressed in 8.39 mills per hundred

Other cities have obtained funds from appropriate agencies at the state and federal level for projects similar to the Lithia Plaza Project. For example, Salem, Oregon, recently received a 50% share of funds from the federal government under the Urban Beautification Program for a downtown project. If the local community desired to obtain matching funds and were successful, the increase over the 10-year payoff period for the bonds required to finance the Lithia Plaza Project would cost the hypothetical owner of a \$16,000 home about \$2.05 per year.

The financing of specific individual projects can be accomplished without imparting an excessive tax burden upon local property owners if projects are staged so as not to require that local property owners bear the burden of undue numbers of publicly financed projects at the same time. Staging recommendations have been included in the Ashland Central Area Plan. However, the local citizens should have the final word in determining what elements of the Central Area Plan will be developed and when.

FINANCIAL FEASIBILITY OF PRIVATE PROJECTS

Private projects proposed for development in the Ashland Central Area Plan have been reviewed for financial feasibility as well as market justification. This review was made in order to provide reasonable assurance that key projects can be implemented. An analysis has been made of the proposed Lithia Plaza commercial development because of the great potential value of this proposed land use change. The financial analysis which follows is an illustrative example.

Introduction

Economic analysis of the Ashland central area indicates an opportunity for additional facilities to meet the needs of visitors to the Ashland area. The Shakespearean Festival, Mt. Ashland Ski Resort Area, Southern Oregon College and the recreation resources of the area bring an unusual number of visitors to Ashland compared to most communities of equal size. It is evident, however, that a sizable portion of this potential escapes from Ashland, primarily because existing facilities and shops do not provide the scope and variety necessary to attract a higher percentage of the visitors. Additional tourist facilities could be added in Ashland without harming comparable types of existing facilities.

Lithia Plaza Commercial Development Concept

The Lithia Plaza Commercial Development would

include shops, a motel, restaurant, hotel and possibly a public facility such as an ice rink. A high quality concept for the project is recommended and would be considered particularly suitable to the locational setting which would be created by the expansion of Lithia Plaza and the extension of Lithia Park. The quality concept also seems justified by the non-freeway location, which suggests that to the maximum extent possible the complex should be capable of attracting Interstate 5 travelers and area tourists and visitors off the freeway to its central area location by offering quality not found in most of the motel units and related facilities at the freeway interchanges or adjacent commercial arterials. A quality development should also be capable of supporting a significant increase in motel room rates during the tourist season when Ashland-Medford motels operate at near capacity. The proposed commercial development on the Plaza would be particularly well located to attract this tourist traffic, even at higher than average rates. It should also be capable of being a focal point of evening activities for Mt. Ashland skiers and of being a lure to smaller state and local conventions and meetings. An additional benefit to the Central Area Plan from the introduction of a unit a quality above the existing would be that it increases Ashland's reputation for motel availability while minimizing competitive impact on existing facilities.

ILLUSTRATIVE FINANCIAL ANALYSIS
LITHIA PLAZA COMMERCIAL DEVELOPMENT

Development Cost

At \$12,000 per motel unit including site improvement costs, 75 motel units, swimming pool, restaurant-bar-coffee shop (4,000-5,000 sq. ft.) meeting rooms, some furnishings, and 5,000-6,000 sq. ft. of specialty shop retail-service space

\$ 900,000

Cash Return

A. Operator's Gross Income

1. Room Rentals-75 units at average of \$14 per day per occupied room at 70% occupancy
2. Specialty shop, restaurant-bar-coffee shop rentals

268,000

536,000

B. Developer's Income¹

1. Room Rental at 25% of Operator's Gross Income
2. Specialty shop, food and drink space at 5% of Operator's Gross

67,000

27,000

Total Developer's Income \$ 94,000

Less: Interest and Amortization² 59,000

Cash Return \$ 35,000

Return on Equity (estimated at \$270,000
excluding land) 13%

(estimated at \$465,000
including land³) 8%

Residual Land Value

Developer's Income	\$ 94,000
Less: Depreciation at 2 1/2% of Development Cost	<u>22,000</u>
Net for Capitalization (after depreciation)	\$ 72,000
Capitalization Rate	7%
Capitalized Value (rounded)	\$1,030,000
Less: Development Cost	<u>900,000</u>
Residual Land Value -- Total	\$ 130,000
-- Per Sq. Ft.	
(based on a site of 65,000 sq. ft.)	\$2.00

¹ Assumes a net-net lease where operator would pay real estate taxes, insurance and maintenance costs.

² Assumes at 6 1/2%, 18 year loan for 70% of development cost: Loan at 70% = \$630,000; Equity at 30% = \$270,000; Constant = 9.44 = \$ 59,000

³ Land Cost estimate based on five times current assessed value.

Evaluation of motel opportunities within the Ashland central area indicated a development opportunity of about 75 units, with perhaps additional units justified to maximize market impact or to achieve the most suitable ratio of units to fixed expenses (e. g. the cost of a swimming pool) or certain variable expenses (e. g. advertising). For the purpose of this illustrative financial analysis, a development of 75 units and 10,000 square feet of restaurant and commercial space has been assumed. A net-net lease has also been assumed, although it is recognized that actual development might occur under a variety of programs, including a lease to a national operator, an operator's agreement or franchise with qualified persons or organizations, or an owner-operator.

Development and Operating Cost

A capital cost of \$12,000 per motel unit is estimated for this type of development. This cost estimate would include complementary facilities such as 10,000 square feet of restaurant and related facilities, specialty shop space, swimming pool, meeting rooms and some furnishings. It would not include land which is discussed separately below. For this analysis, it is assumed the operator would pay all operating costs, including normal operating expenses, insurance and taxes. The developer, therefore, would not bear these costs.

Cash Return

Rental income to the developer has been estimated on

the basis of 25% of room rentals and 5% of food, beverage and other sales. These estimates are related to typical industry standards for a net-net lease. Room rentals have been calculated at \$14 per day related to the quality concept. This would be slightly higher than the average rates for competitive first class units in the Ashland-Medford area. Return is indicated at a 70% occupancy level for the motel, which the facility could probably achieve as an average on a year-round basis if developed as recommended. Food, beverage, and specialty shop rentals would be expected to be about twice those of room rentals for the space allocated (10,000 sq. ft.) at the Plaza location. A loan of 70% of development cost, not including land, and a loan period of 18 years are assumed. With a strong operator, financing of this calibre should be possible once the current tight money market loosens. Based on these terms, annual debt service payments would amount to \$59,000 resulting in net income of \$35,000 at 70% occupancy. This would indicate a return on equity of 13% excluding the land.

Residual Land Value

Capitalization of developer's net income at 7% (after a depreciation allowance of 2 1/2%) results in a residual value attributable to land of \$130,000 at 70% occupancy level. On a per square foot basis, based on a site size of approximately 65,000 square feet, residual land value equals \$2.00 per square foot.

ILLUSTRATIVE PROPERTY TAX COMPARISON
PROPOSED LITHIA PLAZA COMMERCIAL DEVELOPMENT
WITH EXISTING USES

	<u>Lithia Plaza Commercial Development</u>	<u>Existing Uses</u>	<u>Net Difference</u>
Improvement Value	\$ 900,000	\$ 96,000	\$804,000
Residual Land Value	<u>130,000</u>	<u>99,000</u>	<u>31,000</u>
Total (assumed equal to market value)	\$1,030,000	\$195,000	\$835,000
Assumed Taxable Value at 20% of Market Value*	\$ 206,000	\$ 39,000	\$167,000
Tax Revenue at \$8.39/\$100 of Taxable Value (total tax rate)	\$ 17,300	\$ 3,300	\$ 14,000
Tax Revenue at \$1.72/\$100 of Taxable value (city tax rate)	\$ 3,000	\$ 700	\$ 2,300

*For the purposes of this illustrative financial analysis, five times assessed value has been assumed as the basis for estimating market value.

From the preceding comparison, it can be seen that an increase of four to five times the existing tax base and revenues would result from the implementation of the proposed Lithia Plaza Commercial Development.

Conclusions

It can be concluded from the foregoing analysis that the Lithia Plaza Commercial Development is potentially feasible, although it would probably require either:

- 1) A developer who believed he could improve on the revenue-cost relationship illustrated;
- 2) A developer willing to undertake the project (at less than the minimum expected return for this type of investment) for civic reasons, or
- 3) Civic or public cooperation probably in the form of site acquisition and resale or ground lease at terms consistent with about a \$2.00 per square foot residual land value.

These conclusions are based on a recognition that most developers would require as a minimum a 10% return on their cash equity. The illustrative financial analysis indicates that this requirement could be met insofar as equity required for development is concerned (a 13% return is indicated) but not if land costs at five times current assessed value must be absorbed (the return to equity indicated is only 8%). As noted, a developer might undertake the project based on the belief that the suggested occupancy or rate level could be bettered, or he might be willing to accept the potential 8% return for civic reasons or tax reasons related to building depreciation and a personal tax situation. Alternatively, public or civic cooperation, possibly in the form of a non-profit corporation undertaking site

acquisition and a ground lease based on the residual land value rather than the possible acquisition cost, might be needed in order for the project to be implemented. Public or civic participation could be repaid through the use of tax allocation bonds since the commercial development would represent a significant increase in the community's tax base as illustrated below or through ground lease payments based on a percentage of gross revenues. A number of alternative methods could be utilized and those discussed are merely illustrative. The essential conclusion is that the Lithia Plaza commercial development appears to be sufficiently feasible to be capable of implementation and justified as a major element of the Ashland Central Area Plan.

If implemented, the development would significantly benefit the tax base and tax revenues of the community as illustrated by the property tax comparison table on the opposite page.

RESPONSIBILITY

Cooperation among businessmen, property owners, the municipal government, and other public agencies is essential for the success of the central area. The responsibility for implementing the plan is divided among the city officials, the merchants, the property owners, and the community at large. A suggested division of responsibility follows:

The City of Ashland

The City has a vital responsibility to ensure that the central area is strengthened and that it remains as the central focal point. Much of the actual work will come within the City's specific jurisdiction. Among its responsibilities are:

- a. The preparation of working drawings for streets, parking areas, and landscaping, utility relocation, and other improvements. These details must be completed before final cost estimates can be made and a financial program established.
- b. The preparation of a financial program.
- c. The construction of those portions of the plan which are in the public sector.
- d. The establishment of a maintenance program for the landscaping and other improvements in public areas.

One of the most difficult phases will be that of guiding the implementation of the plan once it is adopted by Council. To coordinate the efforts of the various groups engaged in the implementation of the plan, it is proposed that a Development Coordinator be retained by the city. The Development Coordinator would be responsible for liaison, coordination, and agreement upon the various details and steps of the program. To advise the Development Coordinator, an Ashland Central Area Coordinating Committee should be organized by the mayor. The committee could consist of representatives of the city, the merchants, the property owners, and the community at large.

Every detail of the central area should be studied and designed with great care to ensure that the plans are in conformance with the overall concept of development. To assist in the program a Design Committee consisting of several members of the Coordinating Committee should be selected by the Chairman of the Coordinating Committee and approved by the city. This committee would be charged with the responsibility of reviewing all proposals concerning public and private improvements, including signs. They would advise and recommend on the improvements as to their compliance with the central area design plan and their merits in accordance with standards of good design and appearance.

As an advisor to the City and to the Design Committee a Design Consultant should be retained.

The Downtown Merchants' Association of the Chamber of Commerce

The Chamber of Commerce and its Downtown Merchants' Association would be responsible for the following among other things:

- a. Develop a coordinated treatment of store fronts and the development of rear areas and rear entrances to the stores. These details would be worked out with the Coordinating Committee and the City, and whatever other agencies are involved.
- b. Work with individual property owners and lessees in applying the overall design concept in the remodeling of individual building exteriors and the design of business signs.
- c. Develop a promotional program for the central area including activities, attractions, and promotional campaigns all in keeping with the quality and intent of the area.
- d. Develop a financial plan which will spread equitably the cost of the joint improvements in the private sector to those who will benefit.

Merchants and Property Owners

The downtown merchants and property owners each have a vested interest and responsibility in the program of revitalization.

Among other things each individual property owner or lessee will be responsible for:

- a. Remodeling or fixing the front of his store, and landscaping the open areas on his property in keeping with the overall design concept.
- b. Providing a good rear entrance, a suitable service entrance, and adequate screening of storage of trash and garbage, in keeping with the Plan.
- c. Providing signs in keeping with the design character of the Plan, and removing offending signs.
- d. Providing window displays and promotions which are attractive, seasonal, and which are in keeping with the general character and quality of the design of the area.

The Community

The community as a whole has a responsibility for the success of the program. Through a selected group of citizens who would be members of the Coordinating Committee, there should be a continuous program of public information to keep the people of Ashland advised about the revitalization program.

A permanent year-round program in which the community participates in the activities of the central area should be developed. Civic organizations can sponsor and organize parades, square dances, concerts, civic displays and other events utilizing downtown facilities.

Such events contribute to the vitality of a downtown area and help to maintain it as a center of community interest.

DEVELOPMENT STANDARDS

DEVELOPMENT STANDARDS

The following standards have been prepared for study and consideration by the various groups involved in the revitalization of the central area. Some of the standards make recommendations that would require amendments to present city ordinances. Other standards are items that only need mutual agreement among the affected parties; while others should be incorporated into the precise plans for the various elements within the central area.

Design Review

Review by the Design Committee should be required for any of the following:

1. The construction or moving of a building.
2. Alternation which would substantially change the exterior appearance of a structure.
3. The erection or substantial alteration of a sign, wall or fence.
4. The installation or alteration of outdoor lighting equipment which would change the exterior appearance of the structure. Whenever possible outdoor lighting should be compatible with the public lighting.
5. Whenever an outdoor use is established, enlarged or changed to another use.

The Design Committee should take into consideration the following in studying the plans of proposed buildings and uses in the central area.

1. The general exterior appearance of a building, including height, size, shape, color and texture.
2. The relationship of the proposal to existing elements in the area.
3. The design, size, type and location of all signs, walls, fences, and outdoor storage.
4. The illumination of buildings, grounds, parking areas and signs.
5. Consideration should also be given to probable future uses and structures in the area, based on the design plan, precise plans, or redevelopment plans for the area.

Zoning

The Comprehensive Plan is a guide to zoning actions which may be taken by the city in the future. Zoning establishes precise districts within which uses that are compatible and related to one another are permitted. It is a tool of planning whereby the growth and development of the city is regulated and channeled in the direction established by the Comprehensive Plan. The present zoning for the central area and the surrounding area does not necessarily reflect ultimate development as shown by the plan.

The most apparent example is the residential areas presently zoned, "Commercial-Heavy District". Those areas which are predominantly non residential in character should be rezoned for residential use as shown on the land use plan.

Buildings

An overall design concept of both street and parking lot facades should be prepared for all blocks within the central area. This should be done on a block frontage with the businesses within the block sharing the costs. Each property should be inspected by an architect and a report listing deficiencies and proposed alternations prepared. The architect should be available to furnish technical advice to the owners and tenants on the proposed remodeling. Actual arrangements for the preparation of working drawings for a specific building would be between the architect and the owner or tenant. All plans for the construction or alternation of buildings should be prepared by an architect.

Signs

Within the central area the merchants within each block frontage should develop a coordinated sign program to be installed on the street and parking lot frontages.

This would deal primarily with the size of signs, the color, quality and quantity of illumination. All signs would not have to look alike, however, they

should present a pleasing and unified appearance. Signs should contain only the name of the establishment and the type of goods and services sold on the premises where the sign is located. No roof signs or billboards should be permitted.

Master Directory, Merchant Group Signs and Directional Signs should be permitted on the public right-of-way.

Parking Lots

All parking lots in the central area should conform to the standards illustrated and described in the plan. These include:

1. The perimeter around all parking lots when contiguous to a public way should be landscaped with trees, shrubs and ground cover. A minimum width of 10 feet should be provided. Trees in this area should be about 40 feet apart. An ornamental masonry wall 4 feet high may be used instead of the 10 foot planting strip. A minimum of 2 feet is required on either side of the wall for ground cover.
2. Plant beds with trees and ground covers contained by concrete curbs should be located 40 feet apart in the parking lots.
3. All parking facilities should be night lighted and equipped with permanently constructed bumper stops and well defined, double stripped markings.

4. Drainage of parking areas should meet the approval of the City Engineer.
5. A minimum of 5% of the interior of the lot should be landscaped with plant materials, and these landscaped areas should have complete irrigation systems.
6. Any unused space resulting from the design of parking spaces should be used for planting purposes.
7. No planting area or island should have an average width of less than 3 feet. All planting areas or islands should be surrounded by a continuous raised concrete curb.

Underground Utilities

Ultimately all utility services should be installed underground. Provisions for vault space, as required by the utility companies, should be provided in locations approved by the Design Committee.

Street Elements

The miscellaneous fixtures found on streets, sidewalks, alleys and parking lots, clutter the city's public areas. Street signs, traffic lights, mail boxes, trash containers, light standards, fire hydrants and a multitude of other items are all necessary to the proper functioning of the central area. Collectively, however, these add or detract from the overall appearance of the central area.

Careful consideration should be given to the selection, appearance, and placement of street fixtures.

Street Trees

The following varieties of trees are suggested as street trees in the central area.

Main Street - Ginkgo biloba - Maidenhair tree

C Street - Ginkgo biloba - Maidenhair tree

Description - A beautiful, slow growing, but long-lived tree, noted for its vivid golden-yellow fall color and picturesque branching habit.

C Street Median - in clumps - Pseudotsuga menziesii - Douglas Fir

Description - A handsome conifer of dense symmetrical growth. The foliage is a dark blue-green color, with new growth a contrasting lighter green. Needles are short and soft.

Minor Streets - Liquidambar styraciflua - Sweet Gum

Description - A tall, slender, deciduous tree with decorative, deeply lobed maple-like leaves, turning a splendid orange or red in the fall.

Robinia pseudoacacia 'Decaisneana'
Pink flowering locust

Description - A graceful, deciduous tree of 40 to 50 feet in height, notable for the 4 to 8 inch

clusters of fragrant, pink, Sweetpea-like flowers in the late spring. Soft, small leaves turn yellow in fall but not conspicuously.

Fir, Pine and Cedar are suggested in small groves along with flowering trees in Lithia Plaza, the square opposite the Mark Antony Hotel, the Civic Center complex and in the two small parks at each end of Main Street.

BACKGROUND

REGIONAL SETTING

Ashland is one of the three major cities of southern Oregon's Rogue River Valley. A major factor in the growth of this area is the proximity of the Rogue River Valley to California's population expansion. Migration from California into southern Oregon can be expected to increase as additional portions of Interstate Highway 5 are completed. Interstate 5 passes through the entire valley bypassing Ashland, Medford and Grants Pass. This route is the major Pacific Coast connector between California and the Pacific Northwest, and as such it is an important factor in the economic and population growth potential of the Rogue River Valley.

Medford, the valley's largest city, is the dominant commercial center. Ashland while smaller has certain advantages. As the home of the Ashland Shakespearean Festival, which began as a local attraction, it is now nationally famous and attracts visitors, up to 61,000 during the summer season, from all parts of the country. Other tourist facilities include Ashland's Southern Oregon College, the Mt. Ashland Ski Resort Area, and numerous nearby lakes, streams, and forests. In addition, plans are being completed to construct a small convention center and related facilities at the site of the municipal golf course. Adjacent to the golf course, construction is presently underway on a new municipal, light-plane airport.



The Shakespearean Festival, one of Ashland's major assets.

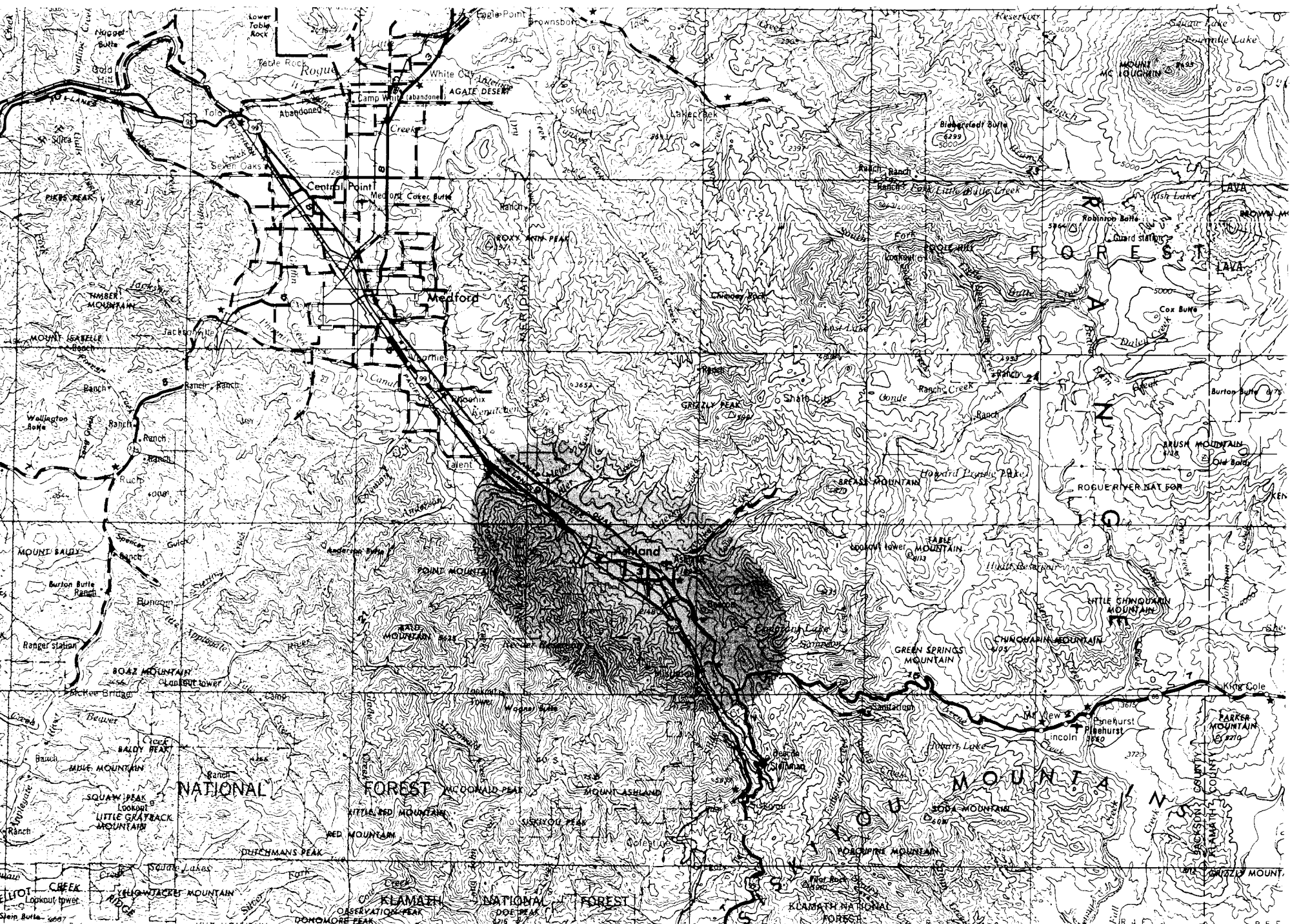
Ashland's pleasant setting at the base of the hills has been enhanced by the development of Lithia Park. This one hundred acre park, adjacent to the central area, is one of the most beautiful city parks on the Pacific Coast. At the upper end of the valley with an elevation 500 feet above Medford and 1,000 feet above Grants Pass, Ashland experiences less fog than other valley communities in winter and early spring months.

A special census, completed in December, 1965, and certified by the Oregon Center for Population Research and Census, indicated a total population for the community of 11,945. This represented an increase of 1,027 or 9.41% over an estimate for the year earlier, and 2,756 persons or 29.9% over the 1960 census. Larry Smith and Company has estimated that 16,000 persons lived within the area effectively served by Ashland retail and service facilities during 1965. The number of persons expected to reside in this area in the future has been projected as follows:

Ashland Area Population Projections

<u>1965</u>	<u>1970</u>	<u>1975</u>	<u>1980</u>
16,000	20,000	24,000	28,000

The growth in total numbers of people is moderate, estimated at 4,000 over a five year period, or a total of 12,000 by 1980.



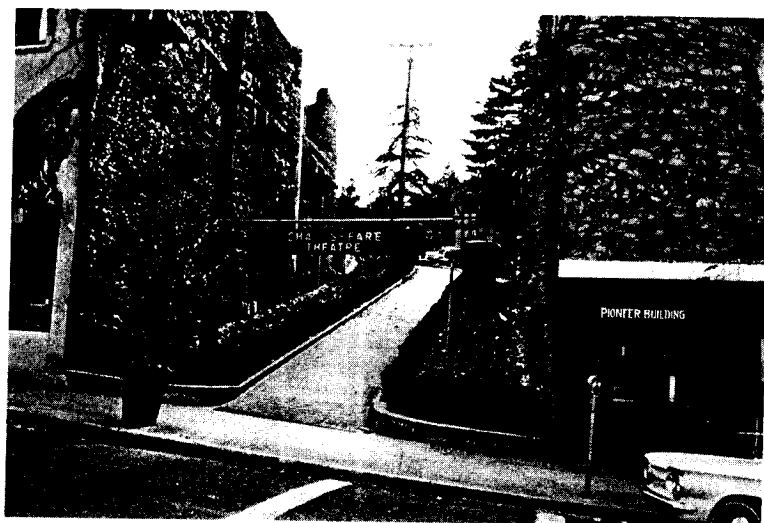
— Depicts the geographical trade area from which the central area retail facilities will receive the majority of their trade.



0 5 10 15
SCALE IN MILES



An environmental character which enhances the unique characteristics of the city is needed. It should possess the most rewarding and stimulating environment possible.

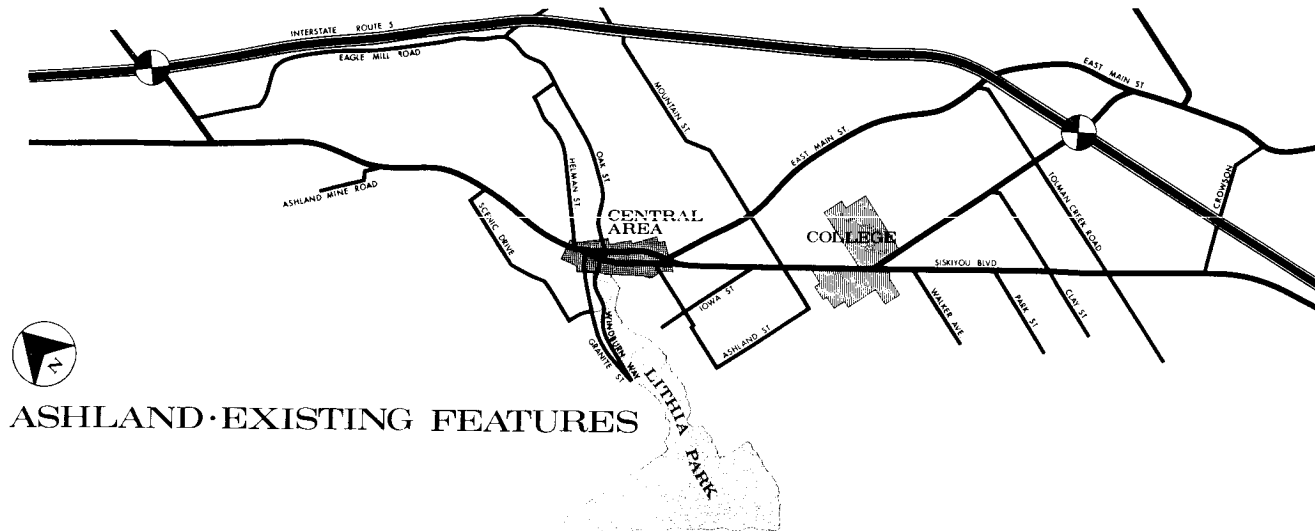


GENERAL CHARACTERISTICS

Ashland's central area may be defined by its concentrated commercial uses which stretch along Main Street (U. S. Highway 99) for five blocks from Granite to Third Streets. Nearly all central area activities center on Main Street except in the Lithia Plaza area. Some lesser commercial uses are located on the side streets between Main and C Streets. The banks of Ashland Creek and the hills to the south of East Main form natural boundaries to the central area.

Surrounding the concentrated commercial area, the land use is characterized by a mixture of commercial and residential uses. Single family dwellings are interspersed among business and commercial buildings. The Bureau of Municipal Research and Service pointed out in their 1961 land use survey that there is a wide variety of business establishments in the central area of Ashland. Many of the downtown buildings which have two stories do not use the upstairs floor space for business purposes. Much of this space is vacant, or is used for hotel rooms or apartment units. Many of the establishments located in the central area are not appropriate to the pedestrian oriented uses which should form the core of the area. Used car lots and service stations detract from a shopper oriented central area. Vacant buildings also seriously affect the downtown area.

Through the downtown area Main Street is one-way going east. Westbound traffic is carried through the downtown area by C Street and Lithia Way.



ASHLAND·EXISTING FEATURES

All public parking is provided by on-street spaces. There are about 375 off-street spaces provided for customers by six establishments and 660 street spaces in the downtown. Parking spaces are available in the downtown, but they are not necessarily conveniently located. On occasion during peak tourist periods, parking is inadequate. A survey taken in August, 1963 by the Bureau of Municipal Research and Service indicated that on an area-wide average, use of parking areas represented less than half of the available spaces. However, the survey indicated that the on-street parking spaces on East Main between First and Second Streets were used at nearly 100% of capacity, even though the survey did not reflect weekly or seasonal peaks.

Visually the downtown gives a rather negative impression. Most buildings are old; most store fronts are poor; and almost no landscaping or other amen-

ities are provided along Main Street. Mixed land uses further detract from the appearance. There has been little, recent investment of major proportions in downtown retail facilities, with the exception of one or two stores. Two modern banks are an attractive departure from the old buildings typifying the central area. A new office building and several remodeled buildings are also an improvement to the area.

There are two access connections between the central area and Interstate Highway 5. Both interstate highway connections, however, are at some distance from the central area. Thus, the highway interchange locations are likely to become commercial centers competing with the central area and with the advantage of intercepting traffic. To counteract this competition the central area will have to be strong enough to attract travelers off the highway.

STUDY AREA

The Ashland central area consists of a 27 block area of about 61 acres. This area includes the major commercial, business, and civic functions of Ashland; the intersection of Main and First Streets is the center of commercial activity. The central area extends generally from Helman Street west to Fourth Street and from Hargadine Street north to the mid-block between C Street and B Street.

Detailed studies were made of this area for the preparation of specific plans and recommendations. A more generalized study was made for the planning area which contains about 100 acres and includes the area from Helman Street to Fourth Street and from the Southern Pacific Railroad to Hargadine Street.

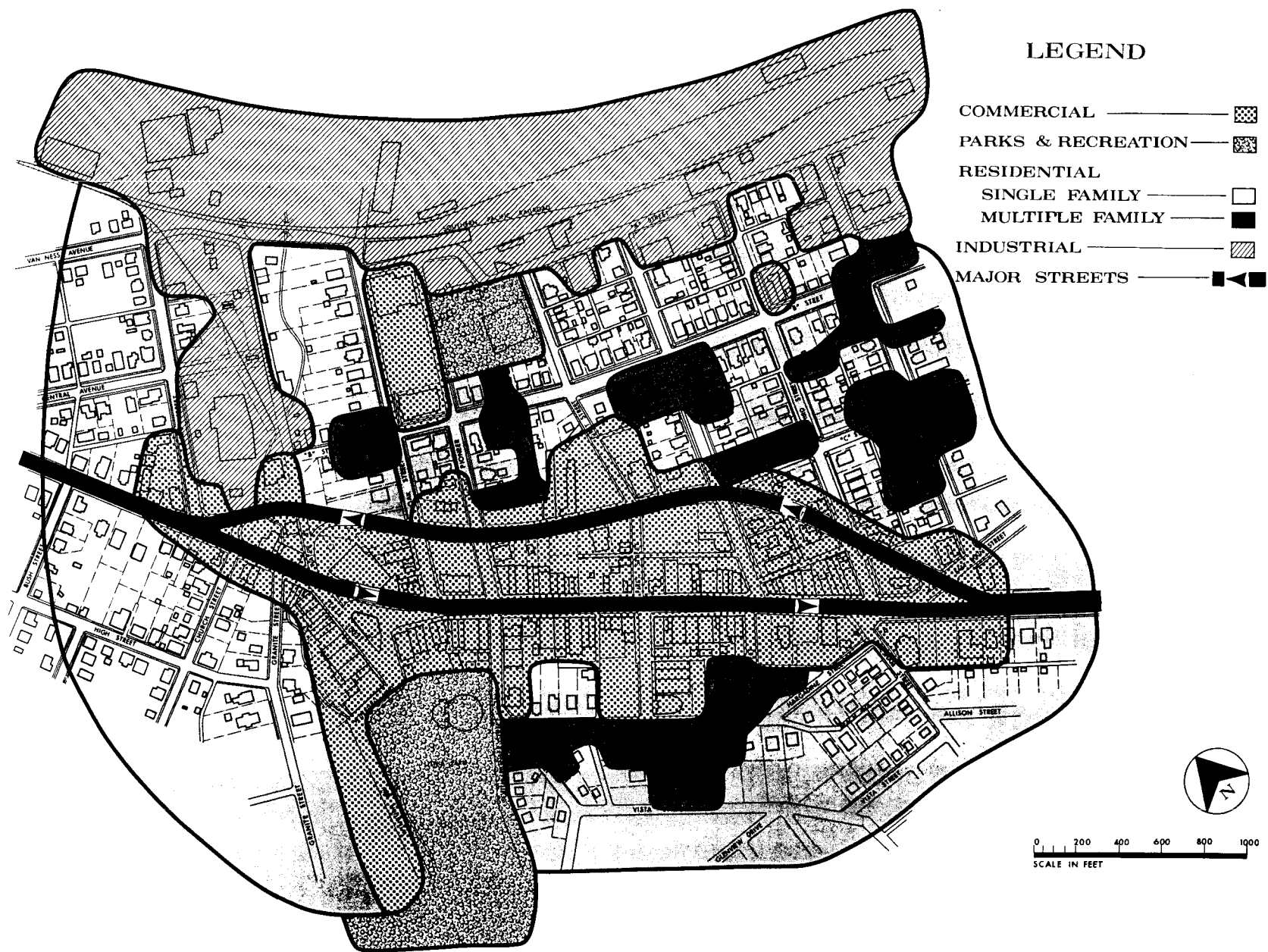
LAND USE

A land use inventory of the planning area was made in order to identify and classify the existing functions of land in the area.

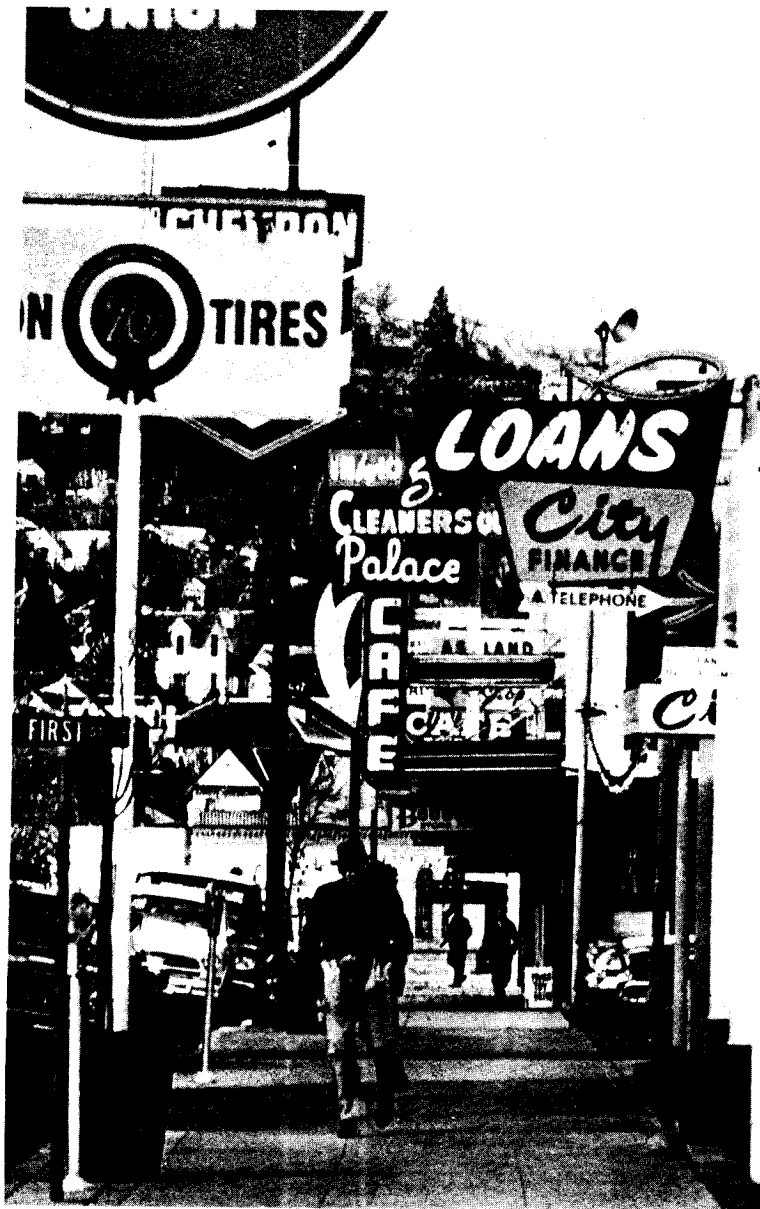
The graphic compilation of the data shows the relationship of the various patterns of land use to each other and to the circulation system. A tabulation by acres was made of the uses in the central area. These data have served as a guide in evaluating existing conditions and for use in the preparation of the plan.

Summary of Land Use

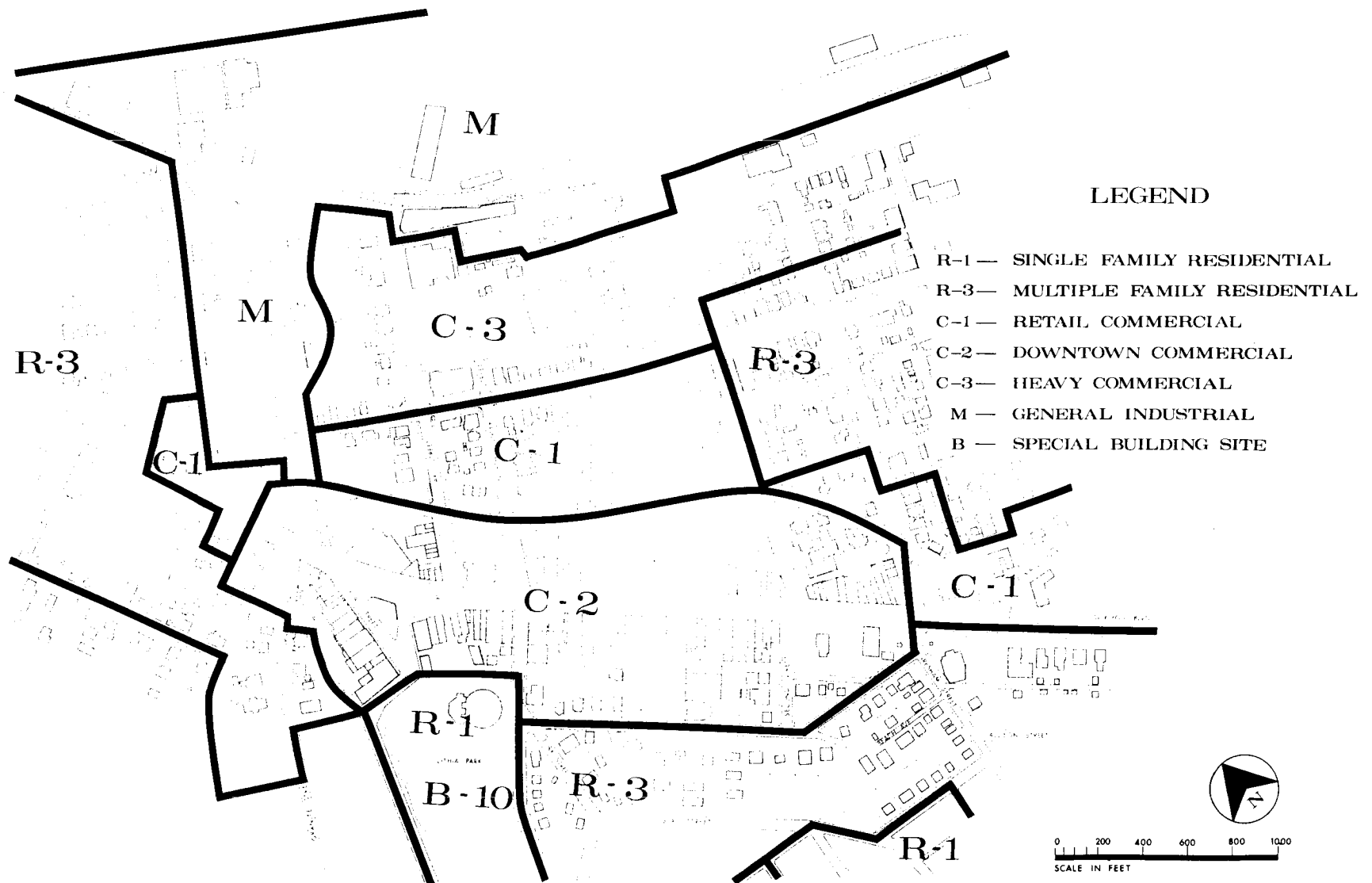
	<u>Acres</u>	<u>Percent of Total</u>
<u>Commercial</u>		
Retail	8.5	13.9
Personal Services	1.9	3.1
Dining and Related Facilities	0.9	1.6
General Offices	2.2	3.6
Hotel/Motel	1.1	1.9
<u>Parks & Recreation</u>	1.8	3.0
<u>Public Buildings</u>	1.1	1.7
<u>Semi-Public</u>	2.3	3.8
<u>Residential</u>		
Single Family	12.9	21.1
Multiple Family	2.2	3.5
<u>Industrial</u>	1.9	3.2
<u>Vacant or Open</u>	5.2	8.5
<u>Streets & Alleys</u>	<u>19.0</u>	<u>31.1</u>
TOTAL	61.0	100.0



ASHLAND CENTRAL AREA • PREDOMINANT LAND USE



The central area will not attract people unless it is attractive. Street beautification and pedestrian amenities are an essential part of the central area environment.



ASHLAND CENTRAL AREA • ZONING MAP

ECONOMICS

The following summarizes the economic analysis of the Ashland central area undertaken in March, 1965 by Larry Smith and Company. This analysis is sufficiently recent to be a valid statement of the present and future economic potential of the Ashland central area. Based on this summary of the past analysis and certain supplemental data, conclusions are presented with respect to the economic potential of the area by land use and with respect to important relationships among land uses. The conclusions presented are conditional on a program of action to revitalize the Ashland central area.

Retail Potential

Analysis of retail opportunities suggests a limited need for additional total space in the near future against projected levels of sales potential. The limited additional potential for most retail categories does not necessarily imply that new facilities cannot be attracted into the downtown or some existing stores expanded. It does indicate a relative limit to the amount of net expansion over existing space levels. Additional facilities to be successful would have to carve out their volumes from the market shares of existing space. The net expansion which appears to be justified is as follows:

<u>Convenience Goods</u>	<u>Space Warranted (sq. ft.)</u>		
	<u>1970</u>	<u>1975</u>	<u>1980</u>
Food*	7,200	20,000	32,900
Drug	5,400	9,400	13,300
Hardware	3,100	5,500	7,800
Variety	-	1,300	3,500
Total Convenience	15,700	36,200	57,500
<u>Comparison Goods</u>			
Department Store	15,900	20,800	25,800
Apparel	-	-	3,200
Furniture/Appliance	-	-	-
Other	-	-	-
Total Comparison	15,900	20,800	29,000

* Reflects a range of food store types including specialty food such as bakery, grocery, and super-market.

Recognizing that there appears to be little need for net additional retail space, the opportunity for department store space expansion has been examined. This is because of the importance of the department store as a generator of pedestrian traffic for the downtown as a whole. The Ashland trade area department store potential and size justification is estimated as follows:



A central area for Ashland which will improve the city's competitive position with respect to other commercial centers in the Rogue River Valley should be developed.

Department Store Sales Potential
and Size Justification

	<u>1970</u>	<u>1975</u>	<u>1980</u>
<u>Ashland Trade Area</u>			
<u>Department Store Potential</u>			
(dollars in thousands)	\$ 2,260	\$ 2,712	\$ 3,164
<u>Ashland Share</u>			
50%	1,130	1,356	1,582
55%	1,243	1,492	1,740
60%	1,356	1,627	1,898
<u>Space Justifies (sq. ft.)</u>			
at \$50/sq. ft.			
50% share	22,600	27,100	31,700
55% share	24,900	29,800	34,800
60% share	27,100	32,500	38,000

Although projected at a range of 50% to 60%, the actual share realized will depend, of course, on the size of the store introduced, individual merchandising effectiveness, and competitive developments by Medford area department stores. However, the 50% to 60% share assumption provides a reasonable test against the assumptions of active implementation of the Central Area Plan underlying this analysis. Against the total department store potential attributable to the trade area, these calculations result in an estimate of department store sales potential which at the mid-range share of 55% indicates a volume opportunity approximating \$1.2 million by 1970 and \$1.5 million by 1975. In the lower portion of the table, the volume potential estimates have been converted to estimates of the amount of



A high quality of design in keeping with Ashland's potential as a commercial and tourist center is needed.



department store area which could be supported in a store at productivity levels of \$50 per square foot.

It appears that a department store of about 25,000 square feet could be undertaken in anticipation of a 1970 volume potential of somewhat over \$1.2 million.

Non-Retail Downtown Potential

Personal services, offices, restaurants, cafes, and other facilities represent additional space demand in the central downtown. Space utilization attributable to these non-retail operations is discussed in the following paragraphs.

Personal Services. Estimated downtown space for personal service businesses such as barber and beauty shops, shoe repair, cleaning establishments, and photo studios are shown below based on the estimated current inventory and projected increase at the rate of about .5 square feet per capita against forecast trade area population growth. The .5 square feet per capita figure appears to be an appropriate planning standard against local conditions.

Personal Service Space Demand Net Additional Demand Over Current Inventory

<u>1970</u>	<u>1975</u>	<u>1980</u>
1,000 sq. ft.	3,000 sq. ft.	5,000 sq. ft.

Dining and Related Facilities. Analysis of the potential for dining and related facilities suggested the following potential in the Ashland Central Area over current levels (rounded).

Dining and Related Facilities
Net Additional Demand Over Current Inventory

<u>1970</u>	<u>1975</u>	<u>1980</u>
-	2,000 sq. ft.	7,000 sq. ft.

The preceding estimates are based on a statistical analysis of space demand for dining and related facilities. However, in interpreting these results it is important to recognize that the opportunity for dining facilities in any given location is also dependent on tenant availability and the quality of operation as well as a function of demand that can be calculated based on a trade area population and per capita expenditures. The space demand shown above is a general indication and not a definitive measure of the amount of space that could be absorbed by dining and related facilities, particularly if developed in conjunction with other major facilities, such as a motel.

Office Space. A modest growth in the demand for general office space is shown in the table below. These projections reflect the limitation imposed on Ashland's office development by Medford's dominance as the commercial and financial center for the valley.

The projection does not include medical-dental office uses. Professional office space is located largely outside the central area. There are only a few medical-dental offices in the downtown. The demand for future medical-dental space based on population growth is negligible. Consequently, office usage in the downtown will probably be largely limited to general office activities as shown below.

General Office Space
Net Additional Demand Over Current Levels

<u>1970</u>	<u>1975</u>	<u>1980</u>
4,000 sq. ft.	8,000 sq. ft.	13,000 sq. ft.

Hotel-Motel Development Potential. Ashland's several tourist attractions were discussed earlier, as was the fact that the Rogue River Valley is regionally and nationally famous as a tourist and recreation area. Growth in tourism, through traffic on Interstate 5, and the local area is expected to generate demand for additional motel units in the valley on the order of 150 units by 1970 and 750 units, over current levels, by 1980. Replacement demand for obsolete facilities should represent a significant plus factor to the projected net additional demand.

A major portion of this demand is likely to be realized at Interstate 5 interchange locations. In view of the locational advantages of a site adjacent to, and with direct access from the freeway, it appears that the opportunity to develop additional motel facilities in downtown Ashland would be dependent on

SUMMARY TABLE--ADDITIONAL COMMERCIAL SPACE REQUIRED

Area in Square Feet

Major Central Area Commercial Land Use*	Existing in central area	Additional Demand (Cumulative over Current Levels)		
		<u>1970</u>	<u>1975</u>	<u>1980</u>
Retail				
Convenience Goods				
Food	12, 000	7, 000	20, 000	33, 000
Drug	10, 000	5, 000	9, 000	13, 000
Hardware	11, 000	3, 000	5, 000	8, 000
Variety	<u>8, 000</u>	<u>-</u>	<u>1, 000</u>	<u>4, 000</u>
Total Convenience	41, 000	16, 000	36, 000	58, 000
Comparison Goods				
Department Store	24, 000	16, 000	21, 000	26, 000
Apparel	11, 000	-	-	3, 000
Furniture/Appliance	26, 000	-	-	-
Other	<u>12, 000</u>	<u>-</u>	<u>-</u>	<u>-</u>
Total Comparison	63, 000	16, 000	21, 000	29, 000
Total Retail	114, 000	32, 000	57, 000	87, 000
Personal Services	14, 000	1, 000	3, 000	5, 000
Dining and Related Facilities	21, 000	-	2, 000	7, 000
General Office Space	46, 000	4, 000	8, 000	13, 000
Hotel/Motel (Units)	132	About 75 Units		

* Rounded to nearest 1, 000 sq. ft.

LEGEND

COMMERCIAL

- RETAIL — [diagonal lines]
- PERSONAL SERVICES — [cross-hatch]
- EATING, DRINKING — [checkered]
- OFFICE — [grid]

PARKS & RECREATION — [stippled]

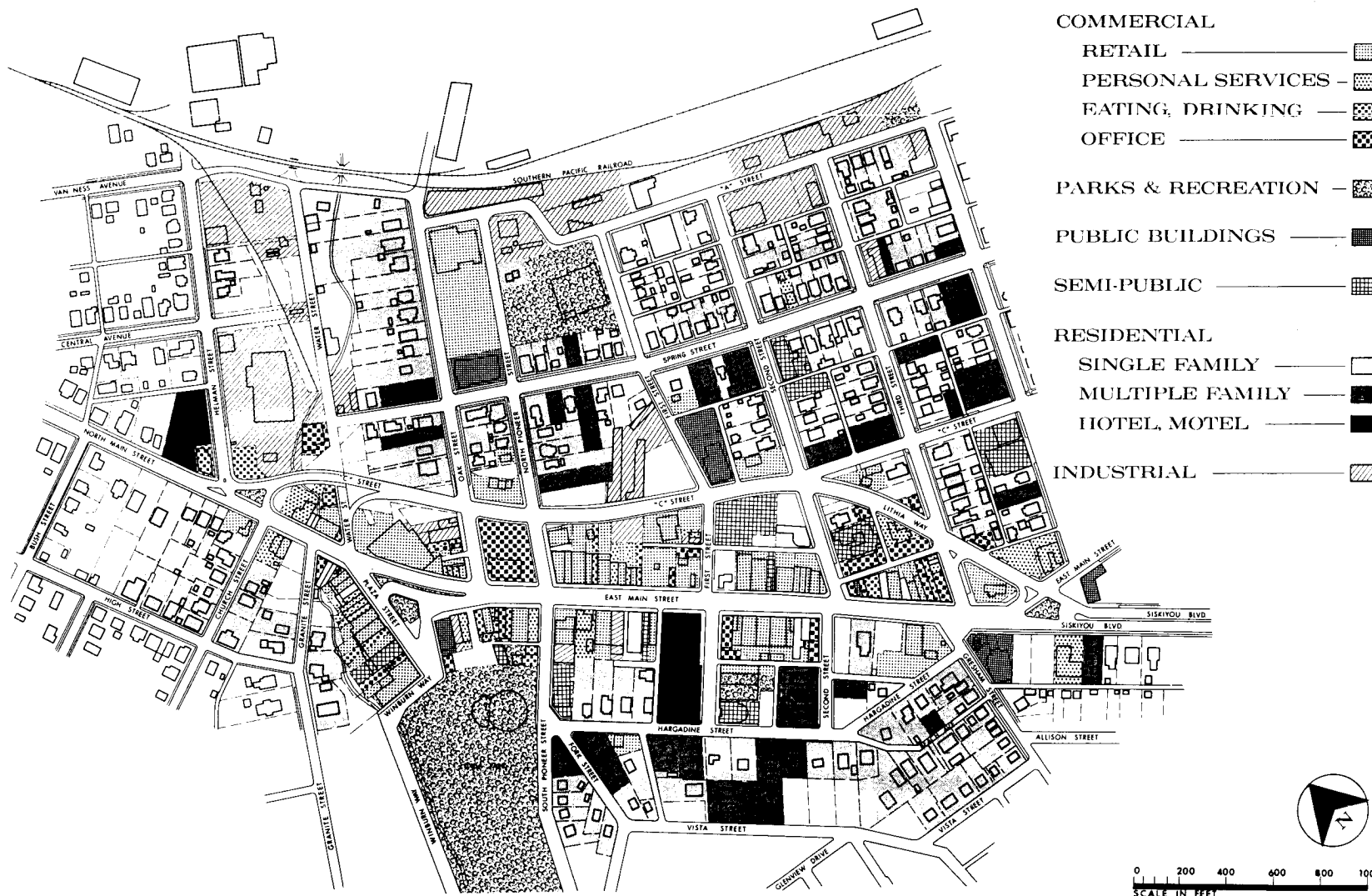
PUBLIC BUILDINGS — [solid black]

SEMI-PUBLIC — [horizontal lines]

RESIDENTIAL

- SINGLE FAMILY — [white]
- MULTIPLE FAMILY — [solid black]
- HOTEL, MOTEL — [solid black]

INDUSTRIAL — [diagonal lines]



ASHLAND CENTRAL AREA • LAND USE MAP

BUILDING CONDITIONS

The central area has a wide variety of buildings varying in condition as well as age. Of the 306 buildings in the area 182 were considered in poor condition. Of the 153 commercial buildings in the area, 116 are more than 40 years old.

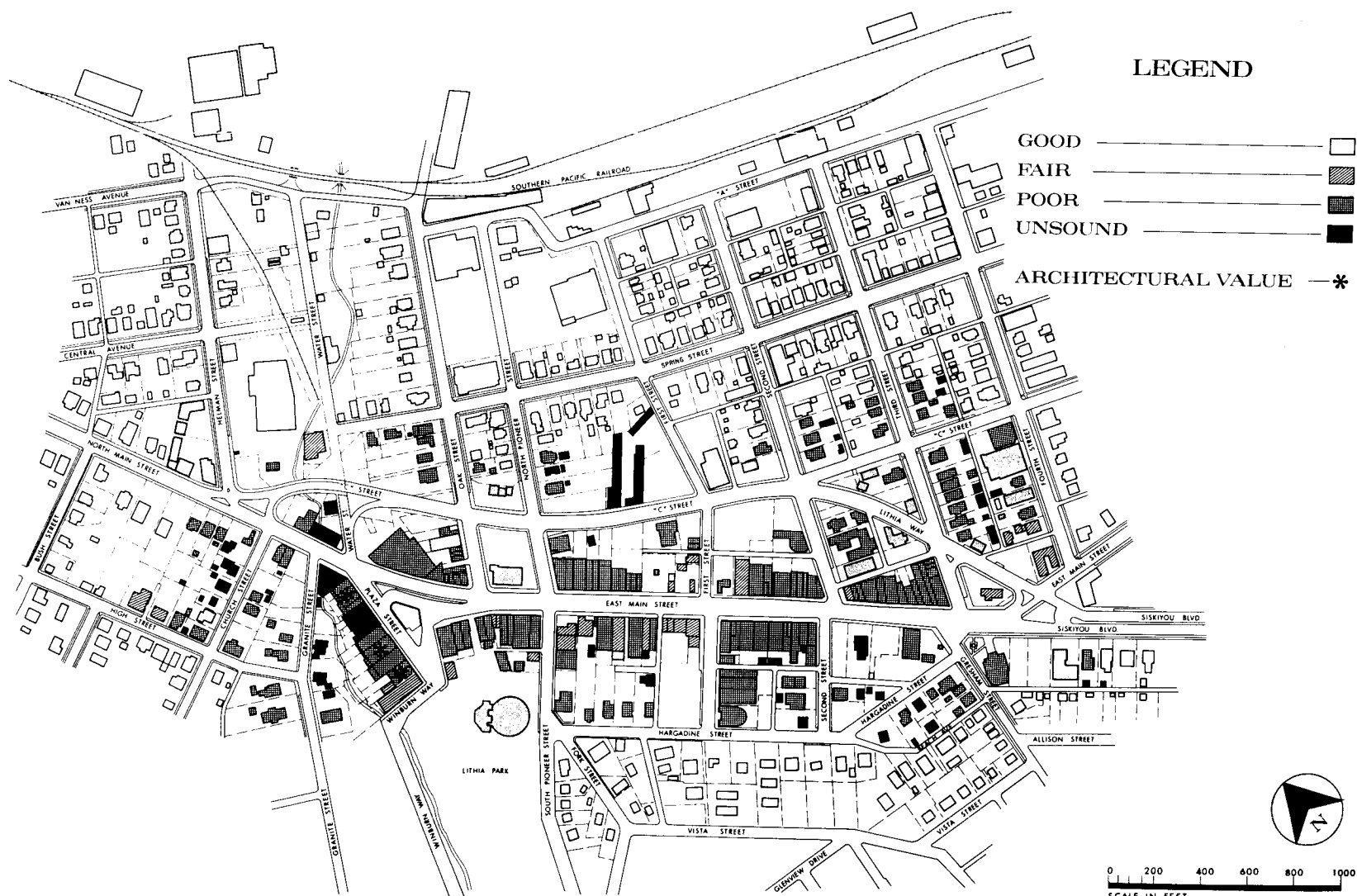
Buildings were classified into the following four categories:

1. Good - designates a building built in the last ten years and which has been well maintained and is up-to-date in every respect, meeting earthquake, fire, plumbing and all other codes.
2. Fair - designates an older building that has been recently remodeled and kept in good condition but which could not meet all present-day codes. These buildings have one or more slight defects such as lack of paint, slight wearing away of mortar between bricks or masonry, small cracks in walls, plaster, or chimney, cracked windows, slight wear on floors, doorsills, windowsill or window frames, or broken gutters or downspouts.
3. Poor - designates an older building which has not been recently remodeled but which is economically rehabilitable. Buildings with intermediate defects such as loose, rotted or missing material in foundations over a

limited area, rotted window frames and sills that are no longer waterproof or windproof, deep wear on doorsills and floors, overall appearance of age and wear, or older buildings that have not been brought up to building code standards are classified as poor. Most of the buildings in the central area come under this classification.

4. Unsound - designates a building that has deteriorated beyond economic repair. Such buildings have critical defects such as holes, open cracks, or missing material over a large area of foundation wall, outside walls, floor or ceilings, substantial sagging of floors, walls or roof, or with extensive damage by storm, fire or flood. Only a few buildings in the area have been placed in this category.

Some of the older buildings in the Plaza were once attractive buildings. They are now either in a state of disrepair or they have had new fronts attached which are incongruous with the original architecture. Those buildings whose fronts have not changed would lend themselves to being repainted in a way which would dramatize their early vintage decoration. However, the buildings behind the fronts would be difficult and costly to bring to a sound condition, especially their upper stories, many of which are now vacant or soon will be. To bring them to modern code standards would be impossible.



ASHLAND CENTRAL AREA • BUILDING CONDITIONS



The backs of many of the buildings in the area are dilapidated and unsightly. The buildings on East Main Street which back up to C Street are particularly noticeable.

The conditions and age of the buildings are reflected in the appraised value of the property within the central area which was compiled from county assessors' records made in 1965. The assessed value of land with the highest appraisal is the half block fronting on the north side of Main Street between First and Second Street.










In addition to above classification, four buildings that are considered to have architectural value have been designated on the map. All of these buildings are located in the plaza.

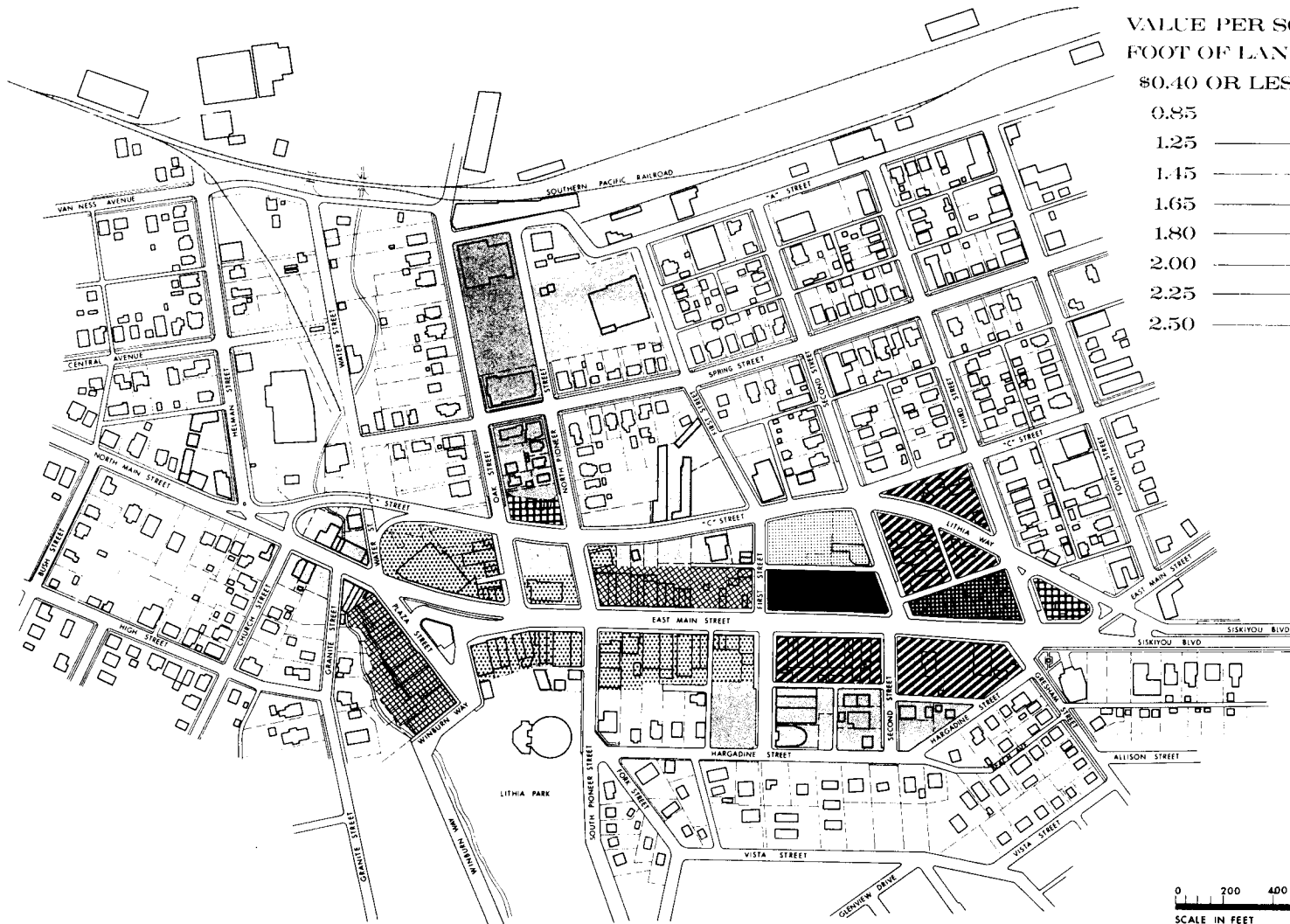
<u>Condition of Buildings</u>	<u>Number of Structures</u>	<u>Percent of Total</u>
Good	24	7.8
Fair	31	10.1
Poor	182	59.5
Unsound	69	22.6
Total	306	100.0

Some of the older buildings in the Plaza were once attractive buildings. They would lend themselves to being repainted in a way which would dramatize their early vintage decoration.

LEGEND

VALUE PER SQUARE
FOOT OF LAND

\$0.40 OR LESS	
0.85	
1.25	
1.45	
1.65	
1.80	
2.00	
2.25	
2.50	



0 200 400 600 800 1000
SCALE IN FEET

ASHLAND CENTRAL AREA • ASSESSED VALUE

CIRCULATION

Vehicular Circulation. Comparing traffic on Siskiyou Boulevard at the Fire Station in 1961 with traffic in 1964, the average daily traffic both ways in 1961 was 14,500 cars and 11,000 cars in 1964. The reason for this decline is that Interstate 5 was opened in the interval between 1961 and 1964. If the 4,700 cars that travelled the freeway in 1964 were added to the traffic on Siskiyou Boulevard, the traffic on Siskiyou would be 15,700 in 1964, or an increase of 1,200 over 1961. Although no origin-destination data are available for this traffic, a large amount of the southbound traffic which goes through the central area is destined for the college and the East Gate Shopping Center.

The central area has some services, such as banks, the Elks Club, the theater, professional offices and numerous retail establishments which draw from the entire community including the college community. The college, on the other hand, also has services: drive-ins, a good restaurant, special retail establishments, public meeting rooms, and several gas stations which draw from the community at large.

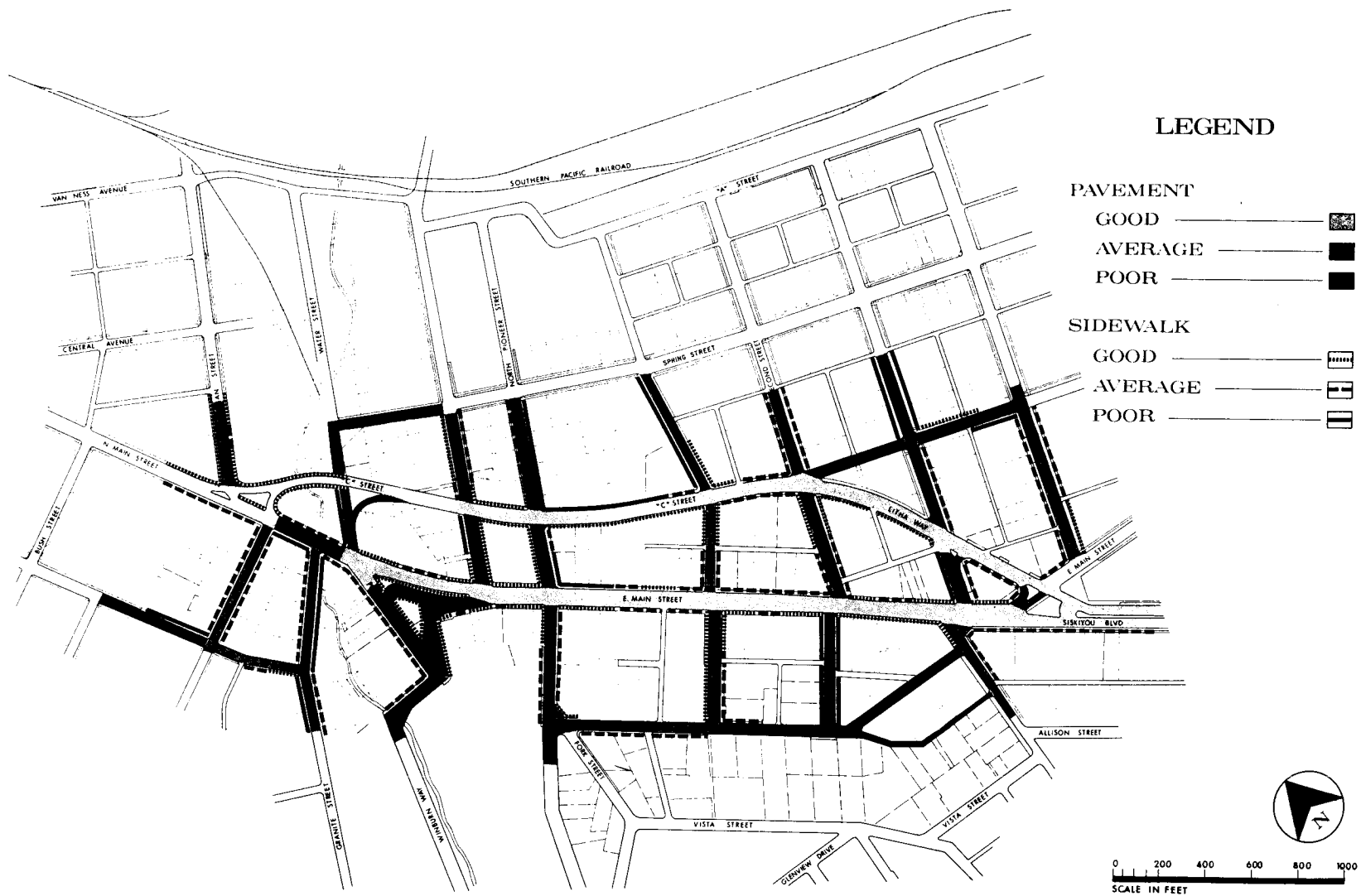
The traffic between the downtown area and the college is now handled by Siskiyou Boulevard, and it is reasonable to assume that Siskiyou Boulevard will remain the best access between the two areas. It is quite possible, however, that a better route could be devised for traffic originating in the downtown and destined for points beyond the college and for

traffic originating at the college and destined for points beyond the downtown. The diverting of this traffic off Siskiyou Boulevard would alleviate somewhat the problem that this traffic causes, as it goes through the college.

Traffic in the central area is seldom a problem for any length of time. The peak traffic hour is between 3:30 and 4:30 in the afternoon. During this time the traffic on East Main Street can be quite heavy, and entering onto East Main Street from one of the cross streets can be a problem. The traffic on the side streets themselves is never a problem except during the Shakespearean Festival when Pioneer Street leading to the theater becomes congested.

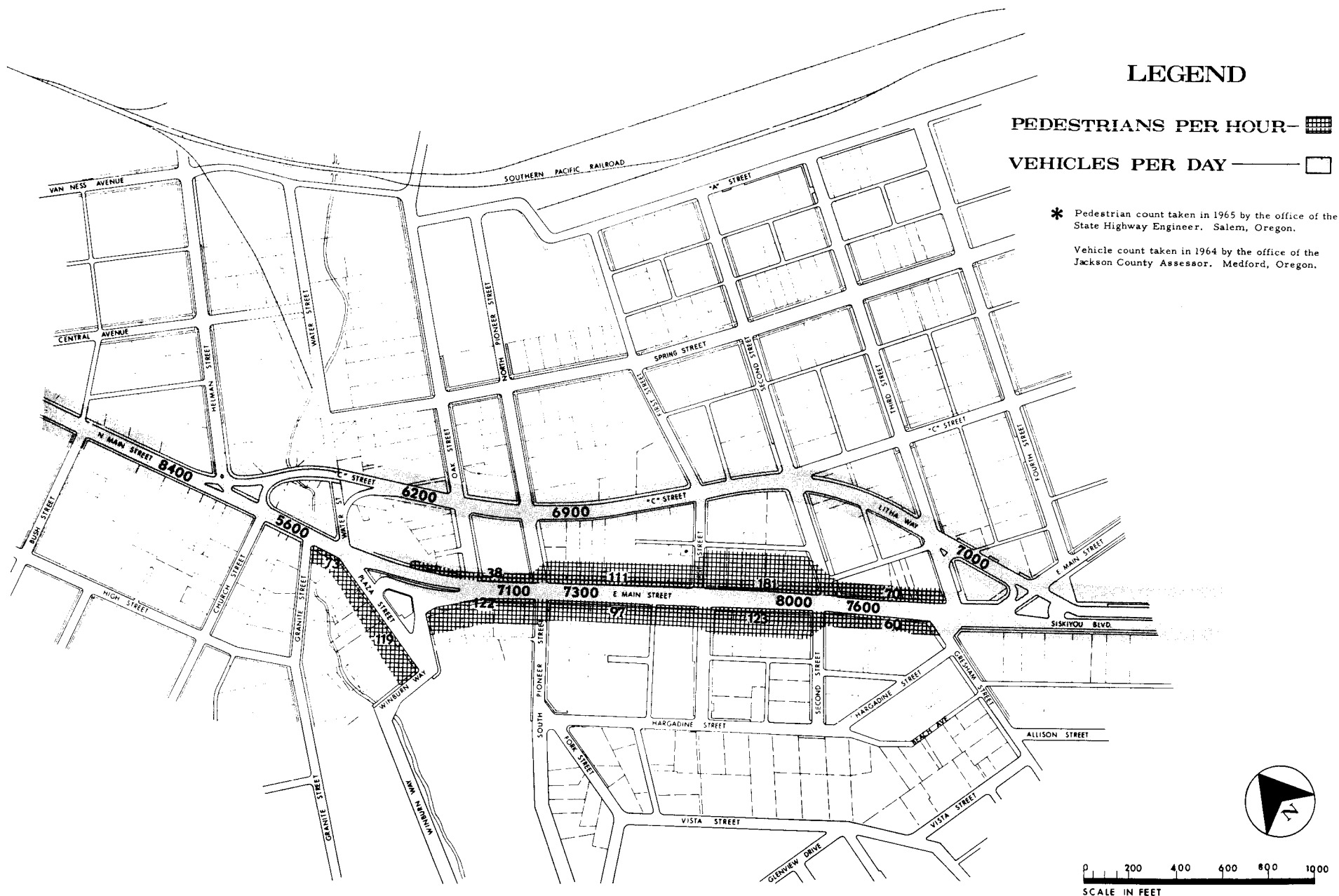
Following are some of the problems associated with traffic circulation in the central area which were considered:

1. Southbound traffic on East Main Street is slowed down by cars stopping to park, and by parked cars wanting to pull out into traffic lanes.
2. Southbound traffic is stopped by a traffic light as it enters the downtown area by the Bard's Inn Motel, southbound on East Main, and as it leaves the downtown area on Second Street. These lights and another on Pioneer Street reduce the capacity of the street and delay the motorist.



3. Northbound traffic on C Street is similarly inhibited by the traffic light on Second Street and by the traffic light on Helman Street.
4. Northbound traffic entering the business district by the fire station constitutes a danger to pedestrians because of the abrupt turn to the right and the blocked vision caused by the fire station. Vehicular traffic is requested by sign to slow to 20 miles per hour but this is frequently not observed; motorists do not see pedestrians in the walkway until they are right up to them.
5. Entering East Main Street or C Street is a problem where there are no traffic signals as on First Street and to a lesser extent on Oak Street.
6. Cars on Pioneer southbound are troublesome to the Shakespearean Festival because they make a noise coming up the hill. This street is blocked off when the play starts but then cars cannot get through.
7. Vehicular traffic on C Street which forms a one-way couplet with East Main Street draws too tight a boundary on the shopping area. If the shopping area were to jump this street and locate on both sides of this street, there would be the same problem that now exists on East Main Street.
8. Vehicular traffic going through the downtown via East Main Street inhibits pedestrian shopping.
9. Traffic could be channeled down B Street and along the railroad tracks to the college and to the connection with Highway 66, which is the access road to the freeway. This would have the advantage of taking some of the traffic off Siskiyou Boulevard which is rapidly reaching its peak, and which is particularly troublesome to the college. If all traffic not destined for the college could be siphoned off to a road by the railroad tracks in the above manner, the problems of college students getting across the boulevard would be greatly alleviated.
10. The plaza area and the park are not readily accessible to northbound vehicles. Better vehicular access to the park could be provided by way of Granite Street.

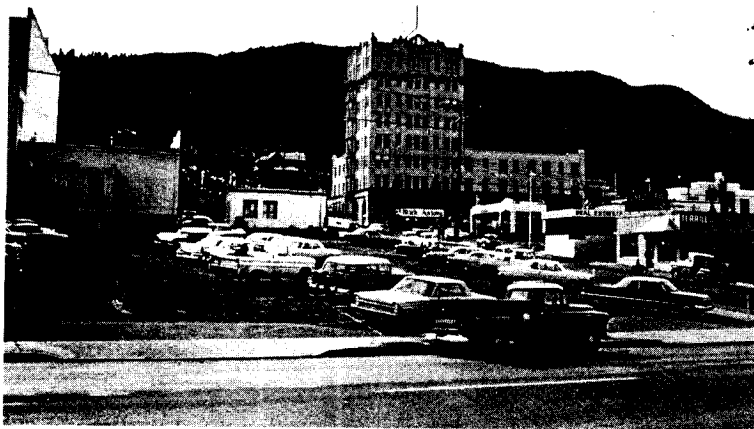
Pedestrian Circulation. The movement of pedestrians within the central area largely reflects the type of activities and availability of parking facilities. The sidewalk of highest pedestrian traffic volume, shown on the Circulation Map, is on East Main Street in the block between First Street and Second Street on the north side of the street. Other blocks along East Main Street also have considerable pedestrian traffic. Hargadine Street and C Street, however, have virtually no pedestrian traffic. Pedestrian traffic occurs on Oak Street between C Street, around the Shakespearean Festival Theater, on Pioneer Street between C Street and the theater, on First Street between C Street and the hotel, and Second Street between C Street and East Main Street. In the future, there will be more pedestrian traffic on First Street



ASHLAND CENTRAL AREA • TRAFFIC VOLUME



Parking facilities should be located to provide easy pedestrian access to stores and offices.



Following are some of the problems associated with parking in the central area which were considered:

1. Shoppers destined for stores on the south side of East Main Street have no convenient parking space except on the street. There are no parking lots on the hill to the south behind these stores and even if there were, there would be the problem of pedestrian access from the parking lot to the store. Creating additional parking lots behind Fort-miller's Department Store and behind the Ben Franklin Store might be helpful. However, there are two problems. The climb up from the street would discourage some people from using them. And, there would have to be a pedestrian walkway created mid-block through the stores for access from the parking lot to the street.
2. The stores on the north side of the street are not adequately served by off-street parking although they are served to some extent by the Elks Club parking lot. But here too, access from the parking lot to the store entrance is difficult. One way to get from the Elks parking lot to the Rexall Drug Store is to walk through a narrow passageway which goes from the sidewalk on East Main Street to the alley.
3. Inadequate parking is apparent in the following areas at the following times: City Hall, most of the time; the theater, when there is a good movie; the entire downtown on nights when the Festival is playing; and the block

between First and Second on East Main Street most of the time.

The map indicates the type and location of the central area parking spaces. There are about 1,163 parking places within the central area of Ashland. There are 670 on-street parking spaces of which 196 are metered, and 474 are unmetered spaces. The unmetered spaces are located on the fringe of the central area and it could be assumed are used by all-day parkers.

In addition to the on-street parking space, there are 480 spaces provided in off-street parking lots and in areas to the rear of stores. Of these spaces only 375 are for customer parking; the remaining 105 are for the private use of store owners and employees. In a check made to determine operating capacity, all parking areas were well below their practical capacity.

Parking Utilization

	<u>Total Spaces</u>	<u>Spaces Used</u>	<u>% Used</u>
<u>Off-Street</u>			
Public for Specific Use and Private	493	235	48
<u>On-Street</u>			
Metered	196	93	47
Unmetered	474	132	28

While some of the spaces are poorly located in relation to demand, the total number of spaces available (1,058) is sufficient to meet 1965 demand.

The present inventory of parking spaces is summarized in the following table:

Inventory of Parking

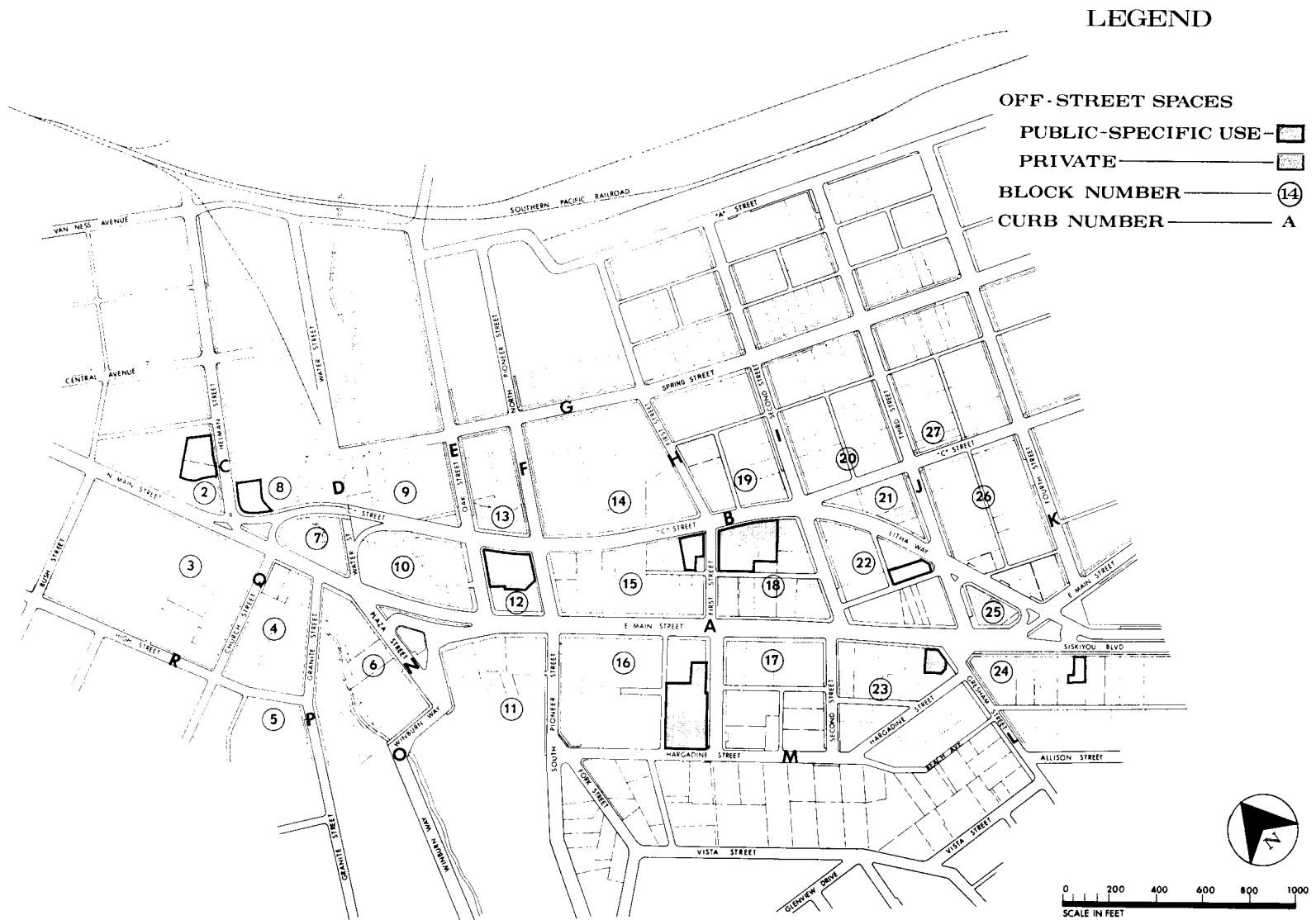
<u>Type of Facility</u>	<u>No. of Spaces</u>	<u>Area Covered not including curb spaces</u>	<u>Average Size sq. ft.</u>
<u>Off-Street Parking</u>			
Customer Parking	375	168,250	448
Private	<u>105</u>	<u>44,455</u>	<u>423</u>
Total	480	212,705	443
<u>On-Street Parking</u>			
Metered	196		
Unmetered	<u>474</u>		
Total	670		
Total Spaces	<u>1163</u>		

The total retail off-street spaces plus present curb spaces amount to 1,035 spaces. This amounts to a ratio of 5.4 spaces of retail parking space per 1,000 square feet of gross retail space.

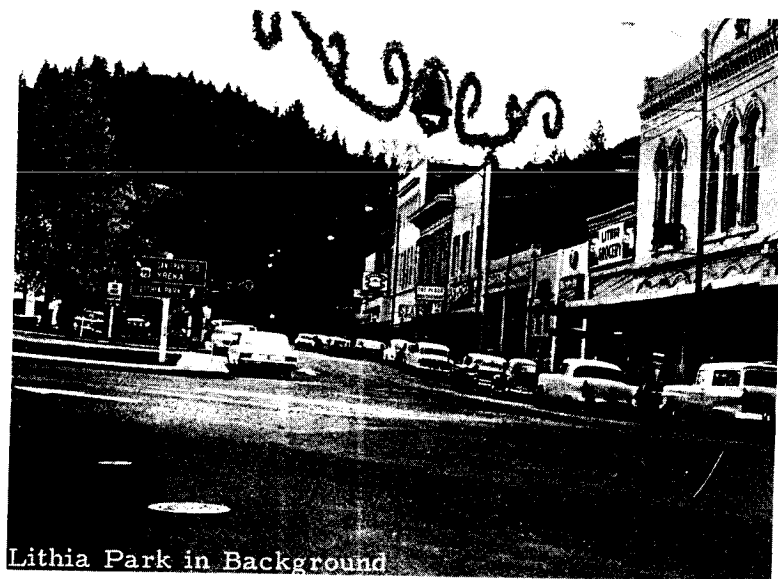
Future Parking Needs. Ashland's central area is expected to grow in the future. By 1980 an additional 87,000 square feet of retail space, 5,000 square feet of personal service space, 7,000 square feet of dining and related facilities, and 13,000 square feet of general office space will be needed. Some presently vacant land, some residential sites and some existing parking areas will probably be converted to supply the additional 112,000 square feet of commercial space. The total space needs by 1980 are estimated at 307,000 square feet.

In determining future parking needs, a ratio of three to four spaces per 1,000 square feet was used. Parking space was estimated at 350 square feet of area for each car.

In order to satisfy 1980 demand, about 900 to 1,200 parking spaces will be needed. Considering the number of spaces which could be lost to new construction, about 250 new off-street spaces will have to be created by 1980. This amounts to around two acres of parking area.



ASHLAND CENTRAL AREA • PARKING



Lithia Park in Background



Ashland Creek

A recent study by the Bureau of Municipal Research and Service proposes a regional park chain along Bear Creek, Ashland Creek, and the Rogue River. This would preserve and restore recreational waterways in the Bear Creek Urban Region. An important element in the chain will be the Ashland Creek Parkway to Lithia Park.

REVIEW OF PLANNING WORK

Work by the Bureau of Municipal Research in cooperation with the Ashland Planning Commission, Marvin Gloege, Consultant, 1960-1962 under Oregon Project No. P-14.

1. Reports

- a. Existing Land Use, 1960
- b. Population Trends, 1960
- c. Land Use Plan, 1961
- d. Subdivision Ordinance, 1962

2. Base Maps

- a. Ashland 1,000 scale single line
- b. Ashland vicinity 1,000 scale single line

Work by Bureau of Municipal Research in cooperation with the Ashland Planning Commission, George Brenner, Consultant, January, 1962, to present under Oregon Project No. P-28 and P-71.

1. Reports

- a. Ashland and Its Urban Fringe, 1963
- b. Park & Recreation Plan, 1963
- c. Zoning Ordinance, 1964
- d. Planning for the CBD, 1964
- e. Capital Improvement Program, 1964

2. Base Maps

- a. Ashland 1,000 scale double line

- b. Ashland vicinity 1,000 scale double line
- c. Central business district 100 scale
- d. Ashland 400 scale double line

3. Comprehensive Planning Study being worked on.

Work by Bureau of Municipal Research in cooperation with the Jackson County Planning Commission, George Brenner, Consultant, 1962 to present under Oregon Project No. P-29 and P-53.

1. Reports

- a. Land Use, Bear Creek Urban Region, 1964
- b. Industrial Land Use, Bear Creek Urban Region, 1964
- c. Employment Forecast, 1964
- d. Population Projections, 1964
- e. Land Use Statistics, Bear Creek Urban Region, 1964
- f. Regional Park & Recreation Plan, The Bear Creek Urban Region, 1966

Private work prior to the preparation of the Central Area Plan.

1. Reports

- a. Revitalization Study, Central Business District, Ashland, Oregon, Vincent LeRoy Oredson, Architect, 1965
- b. Economic Report of Downtown Ashland, Larry Smith, 1965
- c. Campus Development Plan - Southern Oregon College, Ashland, Oregon (Plan for 4,000 to 10,000 Students), Vincent LeRoy Oredson, Architect, 1964.

Work by Cornell, Howland, Hayes and Merryfield, et al, Consultants, September, 1966, to present under Oregon Project No. P-75 on the Central Area Plan. During the course of the work on the Central Area Plan a number of studies were done and maps prepared that have not been included in the report. These are on file in the City Administrator's office in the City Hall.



Ashland - 1965.