Meeting:	**Ashland Downtown Parking and Multi-Modal Circulation PAC Meeting**
Date:	July 2, 2014
Time:	3:30 PM – 5:30 PM
Location:	Pioneer Hall

I. Administration (Chair) (5 minutes)
   a. Welcome from the Chair
   b. Minutes approval

II. Public Comment (Public) (5 minutes)
   Note: Written comments may be submitted

III. Review of CPW Interim Report (All) (10 minutes)
   a. Intent of report – summarize data collected to date and identify options
   b. Organization – intended to inform high-level policy discussion (Item IV)

IV. High Level Policy Discussion (Chair) (75 minutes)
   a. Wayfinding
   b. Informational Resources
   c. Incentive Programs
   d. Regulation
   e. Pricing
   f. Supply
   g. Satellite Lots/Trolley

V. Closing (Chair/Staff) (5 minutes)
   a. Next meeting August 13 with CPW
      i. Survey Results
      ii. Continue Discussion

Ashland Downtown Parking and Multi-Modal Circulation Interim Report and Policy Considerations

June 2014 | **CPW Interim Report and Policy Considerations**

Prepared for:

Ashland Downtown Parking Management and Circulation Ad Hoc Advisory Committee

Prepared by:

Community Planning Workshop

A Program of the
Community Service Center

UNIVERSITY OF OREGON   CPW Community Planning Workshop   CITY OF ASHLAND

DRAFT

The Downtown Parking and Circulation Study Ad Hoc Advisory Committee worked with the University of Oregon's Community Planning Workshop's Graduate Student Team to conduct research, evaluate findings and provide recommendations regarding downtown parking and circulation management in the city of Ashland. The committee reviewed the data collected and analysis performed by the CPW team, and provided input on the goals and concerns relating to these parking and circulation issues. The CPW team then took this input and developed the policy concepts and recommendations contained within this document for the Project Advisory Committee to make revisions in the process of developing a parking and circulation management plan for the City of Ashland.

Project Advisory Committee:

- Emile Amarotico   Stakeholder Member
- Craig Anderson   Transportation Commissioner
- Lisa Beam   Chamber of Commerce Board Member
- Joe Collonge   Stakeholder Member
- Michael Dawkins   Planning Commissioner
- Tami DeMille-Campos   Administrative Assistant
- Marie Donovan   Chamber of Commerce Board Member
- Mike Faught   Public Works Staff
- John Fields   Stakeholder member
- Katherine Flannagan   Chamber of Commerce Staff Member
- Mike Gardiner   Trucking Expert
- Pam Hammond   Stakeholder member
- Dave Kanner   Administration Staff
- Richard Kaplan   Planning Commissioner
- Bill Molnar   Community Development Staff
- Liz Murphy   Stakeholder Member
- Robert Parker   University of Oregon PPPM Department
- Cynthia Rider   Stakeholder Member
- Rich Rosenthal   Council Liaison
- Dennis Slattery   Council Liaison
- Sandra Slattery   Chamber of Commerce Staff Member
- Lee Tuneberg   Administrative Services Staff
- John William   Stakeholder Member
- David Young   Transportation Commissioner

Project Director:

- Robert Parker, CSC Co-Managing Director, CPW Program Director, PPPM Teaching Faculty

Project Associates:

- Nick Meltzer, Project Manager
- Amanda D'Souza, Graduate Student
- Andrew Dutterer, Graduate Student
- Taylor Eidt, Graduate Student
- Nestor Guevara, Graduate Student
- Eli Tome, Graduate Student

Community Service Center Staff:

- Bob Parker, Director, Community Planning Workshop; Co-Director, Community Service Center
- Megan Smith, Director, Resource Assistance for Rural Environments; Co-Director, Community Service Center
- Josh Bruce, Interim Director, Oregon Partnership for Disaster Resilience
- Bethany Steiner, Associate Director, Community Planning Workshop
- Michael Howard, Program Specialist, Oregon Partnership for Disaster Resilience
- Titus Tomlinson, Program Coordinator, Resource Assistance for Rural Environments
- Julie Foster, Grants Administrator, Community Service Center
- Julie Havens, Office Coordinator, Community Service Center

About the Community Service Center

The Community Service Center (CSC) is a research center affiliated with the Department of Planning, Public Policy, and Management at the University of Oregon. It is an interdisciplinary organization that assists Oregon communities by providing planning and technical assistance to help solve local issues and improve the quality of life for Oregon residents. The role of the CSC is to link the skills, expertise, and innovation of higher education with the transportation, economic development, and environmental needs of communities and regions in the State of Oregon, thereby providing service to Oregon and learning opportunities to the students involved.

About Community Planning Workshop

Community Planning Workshop (CPW) is an experiential learning program within the Department of Planning, Public Policy and Management at the University of Oregon. Students work in teams under the direction of Faculty and Graduate Teaching Fellows to develop proposals, conduct research, analyze and evaluate alternatives, and make recommendations for possible solutions to planning problems in Oregon communities. The CPW model is unique in many respects, but is transferable to any institution that desires to link pedagogy with community service.

Table of Contents

This page left intentionally blank.

This report provides a summary of data collected since the outset of the Ashland Downtown Parking Management and Multi-Modal Circulation Study (September 2013-June 2014). It includes policy and programmatic considerations the CPW team identified to address parking and multi-model circulation management in Ashland's downtown core. This report serves as both a reference and a framework for integrating and interpreting all of the research and discussion the project has generated thus far.

This report and the complete memorandums of each research component can be viewed on the City of Ashland's website.[1] The memorandums provide more detail on the methods, findings, and implications of each research effort.

Background

Parking management in downtown Ashland is a pressing issue facing the community for many years. Ashland is home to approximately 20,000 residents and serves as a major tourist attraction, drawing over 350,000 visitors per year to the downtown area.[2] This large volume of visitors is largely due to the internationally renowned Oregon Shakespeare Festival. This poses a unique management problem for the City as there is a need to accommodate both the parking needs of residents and employees in the downtown while also providing easy access for tourists. To address these issues, the City commissioned the University of Oregon's Community Planning Workshop (CPW) to conduct research that will inform strategies to better manage parking and access in Ashland's downtown. Specifically, the study addresses parking and multimodal circulation including pedestrian, bicycle and vehicle circulation and vehicle and truck parking within the downtown corridor. Objectives of the study include:

- Evaluating the effectiveness of existing downtown parking management, truck loading zones and travel demand management strategies to increase overall accessibility to downtown for tourists, citizens, students and employees.

- Evaluating alternatives generated during the Transportation System Plan update analysis phase, which included bicycle lanes and wider sidewalks on East Main Street through the downtown corridor.

The City established a mayor-appointed stakeholder committee (the Parking Advisory Committed or PAC) to work with staff and the consultant in developing a set of programmatic policy and management strategy recommendations to the Ashland City Council. This report summarizes research CPW conducted to better

---

[1] http://www.ashland.or.us/CCBIndex.asp?CCBID=241

[2] Ashland Chamber of Commerce (2014) *The Economy: Ashland and The Rogue Valley.* http://www.ashlandchamber.com/Page.asp?NavID=441

understand parking and multimodal circulation, a summary of key issues that the plan will address, and a set of policy options for consideration by the PAC.

Map 1-1 shows the extent of the downtown study area.

Map 1-1: Downtown Parking Study Area
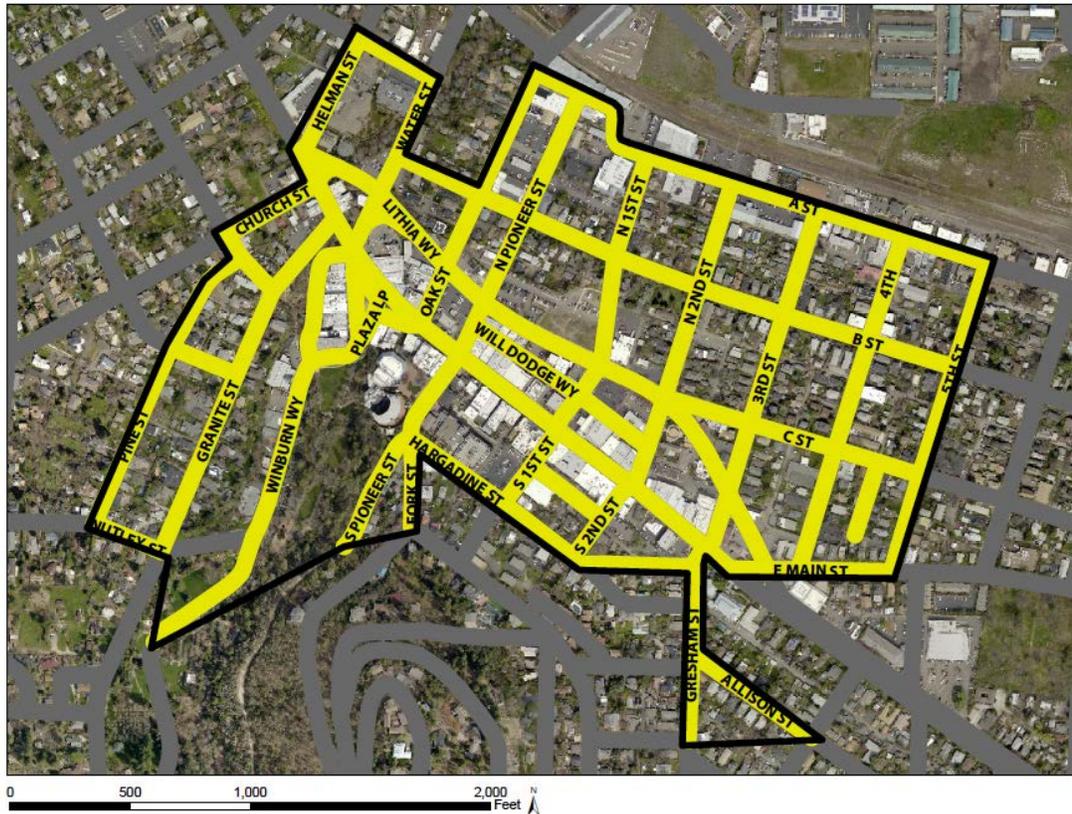
Summary of Issues Addressed in this Study

The City has been working on parking and circulation management strategies since the Downtown Plan was adopted in 1988. The Transportation System Plan update in 2013 concluded that many issues originally identified in the 1988 plan and subsequent efforts continue to persist. Broadly stated, these issues include:

- Concern that the existing supply is currently "at capacity" during peak days and seasons

- Suspicion that employees are using core area short-term parking, thereby reducing "capacity" for customers and visitors

- A desire to balance short-term "retail" parking, theater patron and employee parking demand in a manner that continues to support downtown vitality

- A desire to make best use of off-street facilities both in and outside of the core area

- The need for a better system/plan for communicating parking to users (e.g., signage, marketing)

- Concern that "pricing" parking will have a negative effect on customer traffic.

- The need for a plan that assures maximum utilization of the supply to meet intended uses

- Residential/core downtown interface areas

The remainder of the report discusses these issues in detail, summarizes the work done to date, and provides recommendations for moving forward.

Organization of this Report

The remainder of this report is organized as follows:

Chapter II: Context and Guiding Principles summarizes PAC wants and fears from the study, and a set of "guiding principles" endorsed by the PAC that provide a framework against which to evaluate policy and programmatic options.

Chapter III: Research Summary provides an overview of high-level findings of the various research activities conducted by CPW. This includes a non-random survey of downtown patrons, employees, and business managers, results of two downtown parking monitoring efforts, case study research, and a parking generation analysis.

Chapter IV: Issue Review and Refinement reconsiders the issues listed in the previous section in light of research CPW conducted for the study.

Chapter V: Policy Considerations presents 64 variations on policy or programmatic strategies to address the identified issues.

This chapter summarizes discussions the PAC had regarding downtown parking and multimodal circulation related to the development, adoption, and implementation of refinements to the City's downtown parking management and multimodal strategy. The guiding principles were endorsed by the PAC and are intended to guide the development and review of policy and programmatic options.

Committee Wants and Fears

The Downtown Parking Management and Multi-Modal Circulation Advisory Committee is an ad-hoc committee appointed by the Mayor with the charge of developing a set of recommendations for consideration by the Ashland City Council. At the project kick off meeting in December of 2013, the Committee took part in an exercise aimed at identifying what they considered to be the goals, issues, and opportunities in undertaking this project. Committee members were asked to reflect on three considerations:

- What they want to see
- What they do not want to see
- What they are afraid might happen

The Committee's responses were then synthesized into a list of wants and fears that have guided the project's research goals and methods. Table 2-1 summarizes PAC input in the context of "wants" and "fears" for the project.

Table 2-1. PAC "Wants" and "Fears"

Wants	Fears
• Long range plan (i.e. 20 years) with intermittent goals and funding options for each • A vibrant, active, safe downtown • Case studies of similar sized cities with tourist based economies • Actionable recommendations by city council • Have the committee come out in full support of the plan (i.e. everyone agrees) • Create a BOLD vision for the future— the current system works well, however attitudes and perceptions are shifting and multi-modal needs to be incorporated • Develop public-private partnerships • Analyze how far people are willing to walk, while understanding the needs of those with mobility issues • Analyze truck loading zones more in-depth • Research paid parking impacts on businesses and traffic patterns • Understand user base (i.e. different needs of residents, visitors, etc.) • Recognize that downtown parking issues have more broad affects than downtown and the development of a downtown circulator (bus or trolley) could be effective • Look at work previously done	• Loss of parking when bike lanes are installed • Ban on deliveries • Needs of businesses are neglected • A plan that's too expensive • Reach impasse as a committee • "Us against them" mentality/options • Inequity in action items • Not understanding the historical context • Negatively impact downtown • City council doesn't support goals • The committee is close-minded • Parking structures

Guiding Principles

The Guiding Principles were developed to provide a framework for consideration of the policy options and programmatic strategies. These Guiding Principles focus on balancing the needs of all user groups in downtown Ashland, as opposed to focusing on parking and transportation infrastructure and physical design. In this sense, the PAC established the phrase **"Focusing on Users Instead of Parking"** as the theme of the guiding principles.

CPW developed a draft set of "guiding principles," which the Project Advisory Committee (PAC) discussed the at the March 5, 2014 meeting. At the April 2, 2014 PAC meeting, the PAC approved the guiding principles. The list below presents the <u>final</u> guiding principles, as approved by the PAC.

1. Balance the needs of downtown users now and in the future.

2. Support low cost options that can be easily implemented in the short term but potentially yield long-term benefits.

3. Develop long-term progressive strategies that accommodate growth while maintaining an active and vibrant downtown.

4. Promote ease of access for the efficient operation of downtown businesses.

5. Restructure parking regulations to enhance turnover and generate an optimal occupancy rate.

6. Maximize utilization of existing parking supply through public/private partnerships.

7. Improve alternative transportation options for downtown employees.

8. Increase development of multi-modal opportunities.

9. Ensure and enhance opportunities for access of downtown by the elderly and those physically challenged.

10. Provide a welcoming environment that efficiently directs and informs visitors and community members in the downtown area.

This chapter provides an overview of high-level findings of the various research activities conducted by CPW. This includes a non-random survey of downtown patrons, employees, and business managers, results of two downtown parking monitoring efforts, case study research, and a parking generation analysis.

Parking Perceptions Survey

To better understand public perceptions of downtown parking and access, CPW administered an online survey to users of downtown in the Ashland community, including visitors and employees. The full results of the survey are available on the city website:

http://www.ashland.or.us/SIB/files/Ashland%20Phase%20I%20Survey.pdf

CPW notes that the survey was not a random sample survey and should not be interpreted to represent the viewpoints of every downtown user. Moreover, the survey does not represent the views of users from outside the community. CPW received a total of 761 responses to this survey. The survey results confirm that many previously identified issues persist (i.e., employee parking, wayfinding, deliveries, etc.). CPW identified the following implications from the survey:

- **Focus on incremental short-term strategies**. The survey results suggest several strategies could be effective in the short term to partially address some of the issues. These include better wayfinding and signage, education and informational materials, and better use of off-street and private parking.

- **Peak periods will continue to present a challenge**. Parking access and availability becomes more of a challenge during OSF and tourist peak season. While this in itself is not a surprising conclusion, it does suggest that the City should explore additional strategies to manage parking during peak periods.

- **Seek better strategies to meet the parking needs of downtown workers**. Employee parking was raised as an issue in previous studies; the survey results appear to confirm that employees are using valuable on-street parking. Managing employee parking is a complicated issue that deserves further attention.

- **Explore additional transportation / parking demand management strategies**. Many visitors report using alternative means of accessing downtown. While this may not be viable for tourists, the results suggest that it could have benefits for Ashland residents.

Parking Occupancy Monitoring

To better understand occupancy trends of downtown parking and access, CPW conducted two parking counts within the City. Two sessions were used to estimate peak and non-peak demand. For the purposes of this project, peak season has been defined as June through October (or the outdoor theater season at the Oregon Shakespeare Festival). This research was conducted the weekend of August 31-September 1, 2013 and Wednesday, April 9, 2014. The results of the parking monitoring sessions are available on the city website:

http://www.ashland.or.us/SIB/files/Ashland%20Parking%20Prelim%20Findings%283%29.pdf (Labor Day 2013 monitoring)

http://www.ashland.or.us/SIB/files/June%204%2C%202014%20packet%283%29.pdf (April 2014 monitoring)

CPW used a systematic bi-hourly count approach to monitor parking occupancy rates across the downtown area. The Labor Day monitoring session observed parking occupancy as well as bicycle parking and use as well as pedestrian use. The April monitoring session observed parking occupancy as well as turnover of selected segments. The key findings from both monitoring sessions are provided below:

Labor Day 2013 Monitoring

On-Street Parking and Utilization

- Short-term parking, loading zones, disabled parking and bus parking never achieved optimum occupancy (approximately 85% of spaces used).

- Friday and Saturday occupancy levels were generally the same throughout both days.

- Parking spaces closest to downtown's core filled faster than the spaces further from the core.

Bicycle Parking Inventory and Utilization

- Capacity of individual bike parking infrastructure was rarely exceeded by bike users seeking to park.

- Occupancy rates were highest when in close proximity to important amenities in Ashland; for example, bikes were parked frequently and with the highest occupancy rates near the Food Cooperative Market and the Shakespeare center.

Pedestrian and Bicycle Traffic

- Downtown experiences relatively low rates of bicycle traffic.

- Main and Pioneer and Oak and Lithia experience highest rates of bike and pedestrian traffic.

April 2014 Monitoring

<u>On-Street Parking and Utilization</u>

- Ashland's core parking issues persist regardless of the peak tourist season (Memorial Day through Labor Day).

- Occupancy rates in Ashland's core are not consistent throughout the area. Residential areas within the downtown study area experience the lowest occupancy rates.

- Employees may be using non-time restricted spaces in the downtown, affecting parking availability for downtown patrons.

- The current parking supply in downtown Ashland is inadequate for demand, yet parking directly outside the downtown core is underutilized.

- Loading zones are occupied inconsistently throughout the day in Ashland's downtown.

<u>Turnover</u>

- Parking turnover is higher closer to downtown, and lower farther away in non-time restricted areas.
- High occupancy rates in downtown do not correlate with high turnover rates.

Parking Generation Analysis

To better understand the parking management problem in downtown Ashland, CPW conducted a Parking Generation Analysis to estimate demand for parking spaces in the downtown study area. The analysis is based on the Institute of Transportation Engineer's (ITE) parking generation guidelines. The ITE manual for parking generation serves as the national standard used by planning professionals for determining the total number of parking spaces required by an extensive range of commercial uses.

The broad, overarching finding based on the ITE figures is that

- The downtown area has an inadequate supply of parking to support demand. The ITE methodology estimates total demand for approximately 4,500 spaces on a typical weekday; the total supply of public and private spaces in the study area is 3 This is further supported by the Parking Perceptions Survey results and the original concerns listed in the Scope of Work for the project.

In short, the findings validate the following issues identified at the start of this study:

- Concern that the existing supply is currently "at capacity" during peak days and seasons.

- Suspicion that employees are using core area short-term parking, thereby reducing "capacity" for customers and visitors.

- A desire to make best use of off-street facilities both in and outside of the core area.

- The need for a plan that ensures maximum utilization of the supply to meet intended uses.

Lastly, ITE results suggest that Ashland has quite a large deficit of parking spaces (approximately 1,000 spaces), yet the perceived problem, supported through survey results, monitoring and Committee perceptions doesn't seem to be as severe as ITE figures would suggest. This can be due to the following explanations, or a mix thereof:

- People may behave differently than the ITE data suggest.

- Alternative modes of transportation may be more popular in Ashland than in those areas on which ITE based their figures.

- Spillover into residential parking areas outside of the study Area may account for excess supply.

Case Study City Interviews

CPW identified six case study communities (Bend, OR; Boone, NC; Myrtle Beach, SC; Park City, UT; South Lake Tahoe, CA; and Steamboat Springs, CO) to better understand some of the issues and solutions pertaining to parking during peak season. These cities were selected because they had characteristics similar to Ashland—major seasonal use, a university, a vital downtown core area, etc. The CPW team interviewed the selected cities' Parking Managers in order to gain knowledge regarding parking management policies and strategies used in the case study communities.

- Many cities have specific peak season parking management policies.

- Most cities have some type of employee permit system.

- Voucher programs were found to be effective in multiple cities.

- All of the cities make informational resources available to downtown patrons.

- Cities have used an array of strategies to enforce pricing and regulations.

- Cities use a variety of approaches and technologies to make paid parking more convenient to patrons. These include:

  o Pay by phone technology.

  o Seasonal parking meters.

  o Citations for time-limited parking.

CPWhas conducted extensive research and analysis to inform policy and programmatic options for consideration by the PAC. While CPW is continuing to conduct research (Policy Options Survey, OSF Survey, Summer Night Parking Monitoring), we have sufficient new information that pertain to the list of issues identified by City staff at the outset of this project.

Consequently, the exercise of revisiting the issues is an important step at this point in the process. It is important to assess whether the research efforts support the issues, refute them, or refine our understanding. Moreover this effort helps determine what issues may need to be modified, and recognize and incorporate new issues that may have emerged in the process.

Review of Project Issues

This section lists each issue and provides a summary of how CPW's research informs the definition of the issue. It also provides context for the policy and programmatic options discussed in Chapter V.

1. Concern that the existing supply is currently "at capacity" during peak days and seasons

The research supports this conclusion, but provides some important refinements:

- Existing supply is at capacity during peak days and seasons, however, CPW's April monitoring suggests that it is also at capacity beyond these peak times.

- The capacity issue is not ubiquitous throughout the downtown study area. It appears to be isolated to specific areas, with other areas of downtown reflect parking underutilization.

Both the Labor Day 2013 and April 2014 Parking Monitoring efforts revealed that parking occupancy is at its highest from 12 pm to 4 pm, tapering off towards the end of the day. This high occupancy rate at peak times is over 85 percent, which is considered "at capacity" or optimal. Moreover, the distribution and degree of occupancy on both monitoring occasions was comparable. These monitoring efforts also support the finding that the capacity issue is specific to several key areas of downtown: N. Main St.; Lithia Way; the adjacent surface lots on Water St.; and the area south of the downtown core including S. Pioneer St., Fork St. and Hargadine St. These areas reflect the longest duration of 85 percent or higher occupancy during the day. Conversely, the northeast section of our downtown study area- A St. to C St. and 3rd St. to 5th St. consistently demonstrates underutilization throughout the day. This area is almost exclusively in the 0-84 percent range, with much the majority of that parking occupancy falling in the 0-49 percent category.

Responses to the Parking Perceptions Survey also suggest that parking occupancy is an ongoing problem:

- Ninety-two percent of all respondents reported that they drive downtown.

- Over 70 percent of business owner respondents claimed that patrons have complained about parking.

- Forty-four percent of respondents indicated that they have difficulty in finding parking on more than 40 percent of their visits.

Lastly, the Parking Generation Analysis supports the idea that parking demand exceeds supply, although the figures supplied by the Institute of Transportation Engineers seem to overestimate the extent of demand in the case of Ashland. Nonetheless, based on the type of commercial uses located in downtown, this analysis further maintains that there is a capacity issue.

In terms of a consideration of policy options, capacity underlies all of the parking issues. Thus, any management strategies will address the capacity issue in some fashion.

2. Suspicion that employees are using core area short-term parking, thereby reducing "capacity" for customers and visitors

The research appears to validate this conclusion, but refines our understand with respect to the magnitude of the problem:

- Employees are using downtown parking, although their use of short-term parking in the downtown core may not be as severe of a problem as previously thought.

April 2014 Parking Monitoring results showed that certain downtown areas with no time limit regulations tended to have occupancy rates of over 85 percent for periods longer than 4 hours during the work day, suggesting that some of these spaces were being used by employees. By contrast, our research also showed that short-term parking in downtown Ashland, particularly 2 and 4 hour parking, tended to have high turnover, suggesting that employees may not be using these spots as often as previously thought.

The Parking Perceptions Survey results complemented these findings. Seventy one percent of downtown employees reported their most frequent mode of transportation was driving alone to work. Half of these employees said they usually park in non-time limited residential neighborhoods, while 25 percent said they utilized public off-street facilities. Most notably, however, was that 10 percent said they parked in time-limited spaces downtown and moved their vehicles during the day.

These findings suggest there is a need to address employee use of downtown parking areas, however the problem may not be as severe as originally thought. Policies could focus on either directing employees toward other areas where more parking may be available (See Issue 4) or encouraging the use of multi-modal transportation options (See Issue 8).

3. A desire to balance short-term "retail" parking, theater patron, and employee parking demand in a manner that continues to support downtown viability

This issue is stated more as a parking and downtown access goal; CPW's research largely confirms that balancing the needs of these groups continues to be a challenge:

- There is currently an imbalance of downtown parking demand among these three user groups.

This issue relates to the distribution of time-regulated parking spaces downtown and the balance of user groups occupying those spaces. The Labor Day 2013 and April 2014 Parking Monitoring efforts show that parking is at capacity in some parts of downtown and not others (See Issue 1). This suggests that there is an imbalance of use among these three user groups as many users are competing for the same parking spaces.

Further, CPW learned that most employees are driving downtown and although many are parking in non-time regulated spaces, they are competing for these same spaces around downtown (See Issue 2). One area that we suspect may be occupied by employee vehicles is S. Pioneer St., Fork St. and Hargadine St. on the south end of the downtown study area. This area is also in close proximity to the Oregon Shakespeare Festival facilities, suggesting that these two user groups may be at odds for parking in this location.

Lastly, it is difficult to distinguish between retail and theater users, although for the most part it is assumed these are likely the same group. The Oregon Shakespeare Festival survey to be conducted through the summer of 2014 should provide insight into the parking behaviors of visitors.

Relative to possible policy options addressing this issue, we suggest Project Advisory Committee (PAC) consider assessing the distribution of time regulated parking spaces in downtown. It will be important to determine whether the amount and location of these spaces is adequate to support optimal use of time regulated spaces among the user groups included in this issue.

4. A desire to make best use of off-street facilities both in and outside of the core area

CPW's research indicates that Ashland has a considerable inventory of off-street spaces in the downtown core (about 1,150 spaces). Our research led to the following conclusions:

- Public off-street facilities are not experiencing optimal use.

- There is potential to pursue partnerships to utilize private off-street facilities for public parking usage.

This issue is related to the imbalance of usage of off-street facilities throughout the downtown Ashland area. Overall, our findings tend to indicate that public off-street facilities are not currently be optimally utilized. Specifically, both the Labor Day

2013 and April 2014 Parking Monitoring sessions show that these public-off street lots tend to have a range of occupancy rates throughout the day, and have an imbalance of utilization.

Ashland currently has six public parking lots in and around the core downtown area. Monitoring sessions showed that the two public off-street lots closest to the downtown core, located at the intersection of Water St. and B St., tended to have occupancy rates of over 85 percent for most of the day. In contrast, the other off-street facilities tended to have varying occupancy rates, reaching high occupancy in the mid-day, but tending to have low to moderate occupancy during the rest of the day. These lots include:

- Winburn Way and Nutley St. (open during peak season)
- Second St. near Hargadine St.
- Lithia Way and Pioneer St.
- Lithia Way and Second St.

These findings suggest that wayfinding and educational outreach could potentially play a significant role in directing traffic to use underutilized public off-street lots farther from downtown that may have more available parking to meet demand.

In addition to increasing the efficient use of public off-street lots, our research also indicated there may be opportunities to develop private and public partnerships to meet the parking needs of all downtown users. For example, a business that is only open from 8am to 5pm would be willing to open its parking lot for public use during evenings and weekends. An inventory of private parking spaces showed that there are 1,148 off-street parking spaces available in downtown Ashland. This suggests there could be opportunities to pursue these partnerships, but more research needs to be done to gauge where potential interest might be and what type of arrangements are feasible for the lot owners.

5. The need for a better system/plan for communicating parking to users (e.g., signage, marketing)

Information and wayfinding are core elements of every city's parking management strategy. Our research shows that Ashland could be doing a much better job with both of these strategies:

- This need has been clearly identified in multiple facets of research and discussions with the PAC.

- Survey results clearly demonstrate that the city could be doing a better job with both information and wayfinding.

This need refers to wayfinding and information resources, and it has been clearly identified through the Parking Perceptions Survey. The survey revealed that 74 percent of respondents thought that street signage could be improved, while 76 percent thought that information resources (e.g. websites, brochures) could also be improved. The demonstrated underutilization of some parking areas downtown while others are frequently at capacity (See Issue 1) further supports the idea that downtown users are at least to some extent not finding available parking and are

competing for those parking spaces that are most easily identifiable upon entering downtown, including N. Main St. and Lithia Way.

In terms of parking management and strategy implications, the consideration for the PAC is whether the City of Ashland has enough information following the Parking Perceptions Survey to move forward with the implementation of enhanced wayfinding and information resources. Or, perhaps the PAC and City need to consider a formal wayfinding study in order to determine how best to proceed with this action.

6. Concern that "pricing" parking will have a negative effect on customer traffic

Ashland does not currently charge for public parking in the downtown area. While other communities have successfully used pricing to manage parking, our research has not specifically addressed implications of pricing. In short:

- At this point, we do not have a clear answer to this issue.

CPW learned through the case studies and other research for this project that pricing has been implemented successfully in other cities, and that it is not necessarily detrimental to businesses. In fact, pricing done right has the potential to facilitate increased turnover and actually bring more customer traffic into downtown businesses.

The Policy Options Survey results that are forthcoming and will be available later this summer should provide insight into the Ashland community's interpretation of parking pricing and its implications in Ashland.

Due to the potentially contentious nature of parking pricing and the investment required for implementation, our recommendation is that the PAC consider waiting on pricing as a policy option until other short term management strategies have been initiated and evaluated. Once these other approaches have taken effect, and that effect can be measured, the City can then revisit the idea of pricing as a parking management tool.

7. Residential/core downtown interface areas

Residential areas in close proximity to commercial areas provide both an opportunity to manage parking as well as potential impacts on neighboring residential areas. CPW's research to date suggests:

- Potential exists for the City to pursue strategies that balance the usage of interface areas between the core downtown area and residential neighborhoods.

Our findings indicate that certain areas of downtown Ashland tend to be at capacity while other surrounding areas are underutilized. In particular, our monitoring sessions showed that areas close to the core tend to have over 85 percent occupancy for significant portions of the day while nearby residential areas to the northeast of Siskiyou Blvd. tended to have low to moderate occupancy throughout the day. These findings suggest that the City could potentially pursue

policies aimed at directing users to park in these residential neighborhoods in order to alleviate some of the parking pressures on the core downtown area.

Parking in this area could be particularly beneficial for visitors who visit the downtown area for longer periods of time, as residential areas are currently without time restrictions. The Parking Perceptions Survey indicates that these strategies could be effective, as 64 percent of respondents indicated that they would be willing to park farther away from the core area if they knew parking was available. It should also be noted that 50 percent of employees reported that they already park in residential areas.

These findings suggest that the City could be strategic in how they choose to direct downtown users to these areas. This could include increased outreach to employees, who generally need to park for longer periods of time, or increased wayfinding to direct all users to the parking supply. In consideration of strategies, the City must take into consideration the needs of those that live in these residential neighborhoods and how policies may impact them.

8. Potential to increase use of multi-modal transportation to access downtown

CPW's research indicates that the majority of downtown patrons and employees use automobiles to access downtown. This suggests:

- Increasing the usage of multi-modal transportation options to access downtown could alleviate some of downtown Ashland's parking pressures.

- Improvements to bicycle facilities may be needed to encourage increased use.

Our findings also highlight potential to develop policies aimed at increasing the use of multi-modal transportation options to access downtown, which could result in decreased demand for parking. One focus would be to develop strategies aimed at reducing employee demand for parking. Responses to the Parking Perceptions Survey indicated that 71 percent of employees primarily commute to work by driving alone. Only 21 percent reported that they bike or walk.

The Survey also indicated varying levels of satisfaction with multi-modal facilities. Of those who already bike in Ashland, 56 percent felt that bicycle facilities to access downtown needed improvement while 77 percent felt facilities within downtown needed improvement. In contrast, only 11 percent reported that pedestrian facilities needed to be improved.

Our Labor Day 2013 Parking Monitoring effort showed that only 36 percent of available bicycle parking was used during peak hours during the peak season. Consideration does need to be taken as to whether current bike parking is in the most efficient areas for maximum use.

The Parking Options Survey, which is underway, will provide more information about how effective potential policies could be at increasing the use of multi-modal transportation options.

9. Loading zones are not efficiently used to balance the needs of all downtown users

Loading zones are an essential facility for the efficient operation of downtown businesses. CPW's research confirms this issue:

- Loading zones tend to be underutilized throughout the downtown area.

- There is potential to open up loading zones for public parking use at certain times of the day and/or week.

Findings from both the Labor Day 2013 and April 2014 Parking Monitoring sessions suggest that designated loading zones tend to be underutilized throughout the day. The April 2014 monitoring session showed that loading zones had the lowest utilization rates from 4-6pm, and that deliveries were made in undesignated areas including other short-term parking spots and in travel lanes.

Business owner responses to the Parking Perceptions Survey supported the findings from the monitoring session. Thirty four percent reported that they received deliveries once or more per day. However, only 37 percent reported that their vendors used loading zones to make deliveries, while 25 percent said deliveries were made in active travel lanes. 38 percent said that deliveries were made in alleys or other areas.

It's also worth noting that over half (57 percent) of business owners reported that their deliveries were made between the hours of 8am and 12pm, suggesting that loading zones were primarily used in the morning, and underutilized throughout the rest of the day. These findings suggest there is an opportunity to open loading zones for public parking use during the afternoons and evenings, when businesses tend to not receive deliveries. Potential policies need to take into consideration the needs of business owners who benefit from adjacent designated loading zones.

Conclusions

Revisiting the issues was an important step in at this point in the project for refining the problem definition to new knowledge gained through CPW's research. This step helps focusing our research as well as informing the subsequent policy options that will ultimately need to be crafted into a single, comprehensive parking and circulation management plan. This exercise has revealed that the original issues are in fact still valid, yet in some cases with varying degrees of modification.

Based on the CPW research there were several new findings that influence the problem definition. In summary, these findings include:

- Parking is at capacity beyond just peak season or peak days.

- Consistent high rates of parking occupancy are found only in certain areas of downtown.

- Although employees are parking downtown, the idea that they are parking in time regulated spaces for long periods of time is not as problematic as originally thought.

- With their own unique set of challenges, loading zones for business deliveries currently do not balance all user needs.

- The City of Ashland has a great opportunity to improve, and potentially increase, multi-modal transportation use in and around downtown.

This chapter presents a set of policy options for consideration by the PAC. The policy options included here represent potential solutions to parking and circulation issues that have proven successful in other cities around the U.S. CPW identified and evaluated these policy options through review of parking management literature, case study research, parking conditions in downtown Ashland, and public perceptions.

This chapter outlines modifications and additional policies to augment Ashland's current parking and circulation management efforts. It is intended to serve the Project Advisory Committee (PAC) as a foundations= for discussions and ultimately recommendations that will be the focus of PAC meetings for the remainder of the project. The policy options in this chapter are organized by implementation timeline, including short, mid, and long-term policy initiatives.

At this point in the project our primary recommendation is to focus on short-term, low-cost strategies. Our research clearly indicates that Ashland can be doing a better job with some fundamental elements of its parking management program. At the top of this list are better informational resources for residents and visitors and better wayfinding strategies.

The options and strategies detailed offer approaches for addressing the city's identified parking and circulation issues. While we explore a broad spectrum of options, the emphasis is on short term solutions, as CPW identified a range of options for mitigating parking and circulation issues that can be implemented at relatively low costs. This prioritization is intended to allow the City to take action now and conduct monitoring effectiveness over the next three to five years. An evaluation of longer term, and potentially more contentious, parking and circulation management approaches (e.g. metered pricing, construction of a parking garage) can occur in the coming years once equipped with an understanding of the effectiveness of other adopted management strategies.

Policy Options

The following tables summarize each of the policy options and variations contained within this policy recommendations package. The policy options are grouped into seven categories that are common among municipal parking management programs:

- Wayfinding
- Informational resources
- Enforcement
- Regulation
- Transportation (or parking) demand management (TDM)
- Pricing (subset of TDM)

The tables are organized around time frame (short-term=1-3 years; mid-term=4-5 years; long-term= 6+ years) and management elements addressed. The tables list

specific policy or programmatic options, as well as variations. The variations are not mutually exclusive—the City may chose to implement more than one variation for each policy option. Finally, the tables show which guiding principle and issue each policy variation addresses. The numbers in the tables relate to the numbers on the lists below:

<u>**Guiding Principles**</u>

1. Balance the needs of all downtown users now and in the future.
2. Support low cost options that can be easily implemented in the short term but yield long term benefits.
3. Develop long-term progressive strategies that accommodate growth while maintaining an active and vibrant downtown.
4. Promote ease of access for the efficient operation of downtown businesses.
5. Restructure parking regulations to enhance turnover and generate an optimal occupancy rate.
6. Maximize utilization of existing parking supply through public/private partnerships.
7. Enhance alternative transportation options (i.e. incentive programs) for employees downtown.
8. Increase development of multi modal (i.e. bike, pedestrian, transit) opportunities.
9. Provide a welcoming environment that efficiently directs and informs visitors and community members in the downtown area.

<u>**Parking Management Issues**</u>

1. Concern that the existing supply is currently "at capacity" during peak days and seasons.
2. Suspicion that employees are using core area short-term parking, thereby reducing "capacity" for customers and visitors.
3. A desire to balance short-term "retail" parking, theater patron and employee parking demand in a manner that continues to support downtown vitality.
4. A desire to make best use of off-street facilities both in and outside of the core area.
5. The need for a better system/plan for communicating parking to users (e.g., signage, marketing).
6. Concern that "pricing" parking will have a negative effect on customer traffic.
7. The need for a plan that assures maximum utilization of the supply to meet intended uses.
8. Residential/core downtown interface areas.
9. Potential to increase use of multi-modal transportation to access downtown.
10. Loading zones are not efficiently used to balance the needs of all downtown users.

Table 5-1. Short Term Policy Options

Management Element	Policy Option	Policy Variation	Related Guiding Principles	Related Project Issues
TDM Incentive-Based Programs	(A) Develop public/private partnerships and implement shared parking strategies.	(A1) Increase parking capacity in private lots for public use. (A2) Work with organizations to develop TDM efforts.	6 6	1, 4, 7 4, 7
TDM Incentive-Based Programs	(B) Provide incentive programs to encourage downtown employees to carpool.	(B3) Support businesses with the development of employee incentives for alternative modes of transportation such as designated employee parking for those carpooling, increased fringe benefits, pay increases, and cash-out incentives for those using alternative modes of transportation.	8	1, 2,3, 4
TDM – Bicycle and Pedestrian	(E) Increase bicycle facilities downtown.	(E1) Connect current bicycle network within and access to downtown. (E2) Increase bicycle wayfinding to bridge gaps in the network and promote connectivity.	8 8	5, 7, 9 5, 7, 9
Wayfinding	(G) Increase current stock of parking/wayfinding signage.	(G1) Increase wayfinding signage directing traffic to parking.	9	5
Information Resources	(I) Develop navigation tools with a consistent branding strategy for informing visitors about downtown parking.	(I1) Map of downtown parking with regulation/enforcement information. (I2) Website for parking information. (I4) Outreach coordination with organizations interfacing with visitors (e.g. OSF). (I5) Marketing efforts to promote maps/information.	9 9 9 9	5 5 5 5
Information Resources	(K) Conduct education outreach with downtown employees and business owners about parking and transportation.	(K2) "Sign-on" commitments to not park downtown. (K3) Education efforts with downtown business owners.	7 7	2, 4, 7, 8 2, 4, 7, 10

Management Element	Policy Option	Policy Variation	Related Guiding Principles	Related Project Issues
Information Resources	(L) Conduct campaign to promote the use of alternative modes of transportation.	(L1) Highlight health benefits of bicycling and walking. (L2) Promote safety awareness events. (L3) Target campaigns at specific populations and/or user groups.	8 9 8	9 9 2, 3, 5
Enforcement	(R) Employ enforcement strategies that ensure the effectiveness of parking regulations.	(R1) Paint curbs to denote different parking time regulations. (R7) Pay a parking ticket within 72 hours, receive a 50% reduction on the fine.	5 5	5, 7 6

Tabke 5-2. Mid-Term Policy Options

Management Element	Policy Option	Policy Variation	Related Guiding Principles	Related Project Issues
TDM Incentive-Based Programs	(B) Provide incentive programs to encourage downtown employees to carpool.	(B5) City-sponsored incentives to employees using alternative modes of transportation.	7	1, 2, 3, 4
TDM – Bicycle and Pedestrian	(F) Increase perceived level of safety downtown.	(F1) Enhance pedestrian crossing facilities: bulb-outs, pedestrian islands. (F2) Enhance current ADA infrastructure.	8 8	7, 9 7
Wayfinding	(H) Provide information and maps to downtown parking and points of interest around Ashland.	(H1) Include informational kiosks across downtown showing points of interest.	9	9
Regulation	(M) Modify downtown parking regulations to optimally adapt to user group behavioral patterns.	(M1) Create shared parking opportunities with loading zone spaces. (M5) Lengthen allowed parking time periods in surface lots to accommodate longer term parking (employees, all day visitors).	5 5	1, 3, 4, 7, 10 1, 2, 3, 4, 7
Regulation	(O) Administer employee parking permits to incentivize suitable long term parking outside of downtown on-street parking spaces.	(O1) Provide downtown business owners employee parking permits to distribute to their employees or have employees apply for them through the city offices.	5	1, 2, 3, 4

Table 5-3. Long Term Policy Options

Mgmt. Element	Policy Option	Policy Variation	Guiding Principles	Project Issues
TDM Incentive-Based Programs	(C) Provide an increase in service for public transportation in the downtown area, and incentives for using public transit.	(C2) Construct parking surface lots or parking structures in the vicinity of downtown to support employee and visitor parking, which includes a circulator shuttle to access downtown.	3, 5	1, 2, 3, 4, 8

The remainder of this chapter provides a more detailed discussion of short-, mid-, and long-term policy options.

Short-Term Policy Options

TDM (Transportation Demand Management) Incentive-Based Programs

Management Element: TDM (Transportation Demand Management) Incentive-Based Programs

Policy Option: (A) Develop public/private partnerships and implement shared parking strategies.

Policy Variation: (A1) Increase parking capacity in private lots for public use.
(A2) Work with organizations to develop TDM efforts.

Implementation Timeframe: Short-Term

Parking & Circulation Issues Addressed:
Both of these variations address parking capacity which has been identified as a problem in the downtown area, both through CPW research and initial concerns from the PAC including:

- Concern that existing supply is 'at capacity' during peak days and seasons.
- A desire to make best use of off-street facilities both inside and outside of the core area.
- The need for a plan that assures maximum utilization of the supply to meet intended uses.
- Furthermore, the April 2014 Parking Monitoring analysis revealed that parking is underutilized within some areas of the downtown study area. By working with business owners and other organizations to implement shared parking, the existing supply of parking may be used more efficiently and alleviate some of these concerns and research findings.

Implementation:
The City of Ashland would be responsible for implementing these variations and working with local businesses and other organizations to identify shared parking opportunities and other TDM efforts. These options would most likely have a low cost associated with them and would be both administratively and technically feasible to implement in the short-term to increase parking supply. Policy variation 2 is intentionally ambiguous to allow flexibility in what TDM efforts local businesses may choose implement. Examples of TDM efforts include monetary incentives to: park outside of town or promote use of alternative modes of transportation such as public transit, walking or biking. Other TDM efforts may include a city-sponsored initiative to promote alternative transportation modes.

Management Element: TDM (Transportation Demand Management) Incentive-Based Programs

Policy Option: (B) Provide incentive programs to encourage downtown employees to carpool.

Policy Variation: (B3) Support businesses with the development of employee incentives for alternative modes of transportation such as designated employee parking for those carpooling, increased fringe benefits, pay increases, and cash-out incentives for those using alternative modes of transportation.

Implementation Timeframe: Short-Term

Parking & Circulation Issues Addressed:
This variation addresses the findings that employee parking is an issue and capacity is too low to accommodate all uses in Ashland's downtown area. These findings are supported through CPW's research related to the Parking Generation Analysis, April 2014 Parking Monitoring, and policies identified in the Key City Interviews. Additionally, this variation specifically addresses the following initial concerns of the PAC:

- Concern the existing supply is currently 'at capacity' during peak days and seasons.
- Suspicion that employees are using core area short-term parking, thereby reducing 'capacity' for customers and visitors.
- A desire to make best use of off-street facilities both in and outside the core area.
- A desire to balance short-term 'retail' parking, theater patron and employee parking demand in a manner that contributes to support downtown vitality.

Implementation:
The implementation of this variation would most likely occur over a short time frame. The City of Ashland and Chamber of Commerce would be considered the lead entities on implementation of this variation. Ultimately, the city would be responsible for the necessary funding, however the city should consider ways to share the cost of the program with the Chamber of Commerce or local businesses that may participate in the TDM incentive programs. CPW also suggests that these alternatives would be both administratively and technically feasible. Partnering with businesses will be staff intensive at first, but once the program is established it will become less staff intensive and should alleviate downtown parking concerns.

TDM (Transportation Demand Management) - Bicycle and Pedestrian

Management Element: TDM (Transportation Demand Management) - Bicycle and Pedestrian

Policy Option: (E) Increase Bicycle Facilities downtown.

Policy Variation: (E1) Connect current bicycle network within and access to downtown.
(E2) Increase bicycle wayfinding to bridge gaps in the network and promote connectivity.

Implementation Timeframe: Short-Term

Parking & Circulation Issues Addressed:
The perception of adequate, accessible, and safe bicycle and pedestrian facilities within the downtown study area affect patrons' choice to walk or bicycle to and from downtown. This policy and its variations seek to identify tools that can be implemented in downtown Ashland that enhance the current bicycle infrastructure. Identifying and connecting gaps in the current bicycle network is essential to providing safe and efficient access to the downtown area for users. Ashland residents identified a need for increased bicycle facilities, suggesting residents and visitors alike would utilize these facilities. Moreover, the PAC expressed the need to provide downtown access to all user types. Completing the current network and creating bicycle and pedestrian wayfinding elements that make the current network easily navigable addresses the needs of users that choose to access downtown via alternative modes. The coordination of these strategies will support attempts decrease single occupancy vehicle use, lowering the number of automobiles in downtown Ashland.

Implementation:
Implementation of this policy will likely be led and funded by the City of Ashland. The PAC may consider discussing the current bicycle path network and any future plans for this network with Ashland City staff in the process of assessing suitable approaches for connecting the bicycle path network. This policy option can be executed immediately and in a minimum amount of time due to the absence of any necessary community interaction. These variations are highly feasible both technically and administratively. Community input should be used in conjunction with this policy to ensure that facilities meet the needs of users. It will be essential for the City to monitor use and effectiveness of any bicycle infrastructure that is implemented.

Wayfinding

Management Element: Wayfinding

Policy Option: (G) Increase current stock of parking/wayfinding signage.

Policy Variation: (G1) Increase wayfinding signage directing traffic to parking.

Implementation Timeframe: Short-Term

Parking & Circulation Issues Addressed:

Wayfinding is a cost-effective approach to alleviating issues such as traffic congestion or the underutilization of parking. Increasing the city's current wayfinding resources such as directional signage or kiosks can prove essential to addressing some of its parking problems. In a poster session held with the PAC in February, it was learned that the general perceptions regarding wayfinding in downtown Ashland is that it needs improvement. The Parking Perceptions Survey further reinforced this consensus. Seventy-four percent of respondents indicated that downtown signage was either "bad" or "good, but could be improved".

Implementation:
The City of Ashland would be the lead entity on implementing this policy. The cost of enhancing wayfinding resources is low relative to other options, and it would take a relatively short amount of time to implement. Given these factors, the feasibility of this policy variation is high, especially since the PAC has already expressed concerns with the current stock of wayfinding. Increasing wayfinding in downtown Ashland, then, can prove to be a short-term, cost-effective strategy to address some of the city's parking problems.

Information Resources

Management Element: Information Resources

Policy Option: (I) Develop navigation tools with a consistent branding strategy for informing visitors about downtown parking.

Policy Variation: (I1) Map of downtown parking with regulation/enforcement information.
(I2) Website for parking information.
(I4) Outreach coordination with organizations interfacing with visitors (e.g. OSF).
(I5) Marketing efforts to promote maps/information.

Implementation Timeframe: Short-Term

Parking & Circulation Issues Addressed:
The perception of parking convenience in Ashland affects patrons' choice to visit and spend time downtown. This policy strives to develop a variety of tools that can be utilized by residents, employees, and tourists to successfully and efficiently navigate the downtown Ashland area. The development of navigation tools is essential to improving communication about parking to downtown visitors. The current imbalance in the utilization of downtown Ashland's parking supply suggests there is a need to improve communication about parking availability. The Parking Perceptions Survey showed that downtown visitors feel that current information resources are inadequate and in need of improvement. Coordinating outreach strategies with organizations that interface with visitors will support attempts to balance the parking needs of business patrons, theater patrons, and employees.

Implementation:
Implementation of this policy will likely be led and funded by the City of Ashland. There are opportunities for the City to collaborate with local businesses and organizations to conduct uniform marketing efforts. Ashland currently does have a parking map and information on their website, therefore, update and development of these resources could begin immediately and should incur relatively low costs. There would likely be a need for updates over the medium and long term as parking policies change.

Management Element: Information Resources

Policy Option: (K) Conduct education outreach with downtown employees and business owners about parking and transportation.

Policy Variation: (K2) "Sign-on" commitments to not park downtown.
(K3) Education efforts with downtown business owners.

Implementation Timeframe: Short-Term

Parking & Circulation Issues Addressed:
A core concern is that "employees are using core area short-term parking, thereby reducing 'capacity' for customers and visitors." Our findings suggest that there may be some employees that are utilizing this parking, however the problem may not be as severe as initially thought. Our April 2014 Parking Monitoring findings suggest that there are non-time regulated areas that are being utilized by employees, however short-term parking was found to have high turnover. This suggests that they were being occupied by other downtown users. Of those who identified as employees in the Parking Perceptions Survey, half used non-time regulated parking, while 10% reported that they used short-term parking and moved their vehicles.

This policy aims to alleviate some of the parking pressures created by employees parking in the downtown core areas. It assumes that educating employees about the value of downtown parking spaces will encourage them to alter their habits and park in areas adjacent to the downtown core. According to our Parking Perceptions Survey, 84% of respondents were not aware that a minimum of $30,000 in retail sales is generated annually by those who use available parking spaces. Educating business owners about the value of parking may encourage them to offer incentives to their employees to alter parking habits or use other modes of transportation. This policy should be implemented regardless of whether or not other policies are implemented to regulate employee parking.

Implementation:
The City of Ashland would be the lead entity for implementation of this policy. This policy would be low-cost and could begin in the short-term. The City could develop their own resources or utilize those created by other cities. Development of Ashland-centric resources should not take a significant amount of time, and outreach with business owners should be ongoing as needed. Efforts should also be used as an opportunity to disseminate information to employees about other areas

adjacent to the downtown area where they could park, or other modes of transportation.

Management Element: Information Resources

Policy Option: (L) Conduct campaign to promote the use of alternative modes of transportation.

Policy Variation: (L1) Highlight health benefits of bicycling and walking.
(L2) Promote safety awareness events.
(L3) Target campaigns at specific populations and/or user groups.

Implementation Timeframe: Short-Term

Parking & Circulation Issues Addressed:
According to the Parking Perceptions Survey, driving is the primary mode of transportation for accessing the downtown area. To alleviate some of the demand for parking, the City can take steps to encourage the use of other modes of transportation to the downtown area. As several respondents indicated that they did not bike due to their age or residence on large hills, targeting the campaign will be essential to efficiently conducting outreach to areas of the city that are easier to travel downtown by bicycle. This policy should be aligned with other policies aimed at encouraging multi-modal transportation, such as Transportation Demand Management incentive-based programs.

Implementation:
The City of Ashland would be the lead on the implementation of this policy. There could be an opportunity to collaborate with local or regional Public Health services in regard to promotion of health benefits. The City could also partner with local bike shops and the local bicycling community to conduct safety awareness events. Implementation would have a low cost, and could be initiated in the short-term, with the opportunity to conduct ongoing outreach and education efforts and yearly events over the mid and long terms. This policy could be implemented regardless of the decision to pursue other policies aimed at encouraging multi-modal transportation.

Enforcement

Management Element: Enforcement

Policy Option: (R) Employ enforcement strategies that ensure the effectiveness of parking regulations.

Policy Variation: (R1) Curb paint to denote different parking time regulations.

Implementation Timeframe: Short-Term

Parking & Circulation Issues Addressed:
Although this policy variation is an enforcement management tool, it supports the same goals that wayfinding and information resources seek to achieve. A balance of parking available for different user groups and a desire to ensure adequate parking turnover downtown to support the vitality of downtown businesses are both concerns identified in the original Scope of Work. The City of Ashland currently has some curbs denoted as short term and disabled parking by green and blue paint, respectively. However, repainting those curbs to make them more visible and painting all short term parking curbs and loading zone curbs will only help downtown users distinguish between different regulated parking options and select the best one that suits their needs. This will aid in increasing parking turnover downtown.

Implementation:
This is a short term, low cost implementation option. The City of Ashland would be both the lead on implementation as well as the funding source. Although it will require city staff time and resources, this variation is highly feasible as it does not require regulatory process and can be executed relatively quickly.

Management Element: Enforcement

Policy Option:　　(R) Employ enforcement strategies that ensure the effectiveness of parking regulations.

Policy Variation:　　(R7) Pay a parking ticket within 72 hours, receive a 50% reduction on the fine.

Implementation Timeframe: Short-Term

Parking & Circulation Issues Addressed:
The Parking Perceptions Survey and April 2014 Parking Monitoring results both indicated that while many employees are parking in the downtown area, they are using time unlimited parking spaces. This suggests that the current enforcement program that the City of Ashland employs has been effective in discouraging misuse of short-term parking spaces. This also implies that the City issues sufficient parking tickets to enforce these time regulations.

CPW's case studies revealed that this approach has been used with great success in other places. This is of particular importance for cities that draw a large tourist population. In places where parking citations are of less importance as a revenue source and are primarily intended to ensure desired parking behaviors, a reduction of the cost of the citation may not be a great financial loss. At the same time, by encouraging visitors, and residents, to pay parking citations immediately, the City can save costs by not having to track unpaid tickets or manage collection of unpaid fines.

Implementation:

Because this variation represents a change in parking policy and may require approval from City Council, the implementation time frame may be in the mid-term. However, once this policy variation is approved the process of incorporating it into current enforcement practices would be relatively easy. The City of Ashland will serve as the lead on implementation, but this variation will involve the partnership of Diamond Parking for management following implementation. Costs for this variation may be dependent on Diamond Parking's service charges.

Mid-Term Policy Options

TDM (Transportation Demand Management) Incentive-Based Programs

Management Element: TDM (Transportation Demand Management) Incentive-Based Programs

Policy Option: (B) Provide incentive programs to encourage downtown employees to carpool.

Policy Variation: (B5) City-Sponsored incentives to employees using alternative modes of transportation.

Implementation Timeframe: Mid-Term

Parking & Circulation Issues Addressed:

This variation addresses the findings that employee parking is an issue and capacity is too low to accommodate all uses in Ashland's downtown area. These findings are supported through CPW's research related to the Parking Generation Analysis, April 2014 Parking Monitoring, and policies identified in the Key City Interviews. Additionally, this variation specifically addresses the following initial concerns of the PAC:

- Concern the existing supply is currently 'at capacity' during peak days and seasons.
- Suspicion that employees are using core area short-term parking, thereby reducing 'capacity' for customers and visitors.
- A desire to make best use of off-street facilities both in and outside the core area.
- A desire to balance short-term 'retail' parking, theater patron and employee parking demand in a manner that contributes to support downtown vitality.

Implementation:

The implementation of this variation would most likely occur over a mid-term time frame. The City of Ashland along with the Chamber of Commerce would be considered to be the lead entities on implementation of this variation. Ultimately, the City would be responsible for the funding necessary to implement this variation, however the City should consider ways to share the cost of the program

with the Chamber of Commerce or local businesses who may participate in TDM incentive-based programs. CPW also suggests that these alternatives would be both administratively and technically feasible. The Ashland community is generally receptive to public participation initiatives, and sponsoring TDM programs will help with community building in Ashland. This will help to gain public acceptance of the variation, and will make the policy more administratively feasible.

TDM (Transportation Demand Management) - Bicycle and Pedestrian

Management Element: TDM (Transportation Demand Management) - Bicycle and Pedestrian

Policy Option: (F) Increase perceived level of safety downtown.

Policy Variation: (F1) Enhance pedestrian crossing facilities: bulb-outs, pedestrian islands.
(F2) Enhance current ADA infrastructure.

Implementation Timeframe: Mid-Term

Parking & Circulation Issues Addressed:
The Project Advisory Committee has expressed an urgent need to address issues of accessibility for all user groups in downtown Ashland. Parking Perception Survey results have also showed that users in downtown are frequently hesitant or feel unsafe when crossing streets in the area. The goal of this policy is to create a safer environment, in which all pedestrians feel more comfortable. By creating bulb-outs and enhance ADA facilities, users will be more visible from the roadway, have less distance to cross streets, and will generally have an easier time navigating Ashland's downtown streets.

Implementation:
The City of Ashland would be the lead entity for implementation and funding of this policy. This policy would be low-cost and could begin immediately, although as a result of necessary construction associated with these variations the implementation timeframe is classified as mid-term. It is a short duration policy, depending on amount and impact of enhances that require construction. These policy variations are low cost, and should be highly feasible due to their nature.

Wayfinding

Management Element: Wayfinding

Policy Option: (H) Provide information and maps to downtown parking and points of interest around Ashland.

Policy Variation: (H1) Include informational kiosks across downtown showing points of interest.

Implementation Timeframe: Mid-Term

Parking & Circulation Issues Addressed:
The PAC expressed that there is a "need for a better system/plan for communicating parking to users.". The Parking Perceptions Survey supports this view, as over 70 percent of survey respondents indicated that information resources are either "bad" or "good, but could be improved". This policy option would include kiosks around the downtown area that feature maps showing different points of interest in Ashland in order to improve the visitor experience.

Implementation:
The City of Ashland would be the lead entity on implementing this policy. The cost of including information kiosks in the downtown area can range from low to medium, depending on the design and amount of technology used in the kiosk. In regards to time frame, this policy would fall under the mid-term. The feasibility of this policy is high, especially if the city opts for kiosks that are not technologically dependent. Providing information through kiosks can further improve the downtown visitor experience in the City of Ashland.

Regulation

Management Element: Regulation

Policy Option: (M) Modify downtown parking regulations to optimally adapt to user group behavioral patterns.

Policy Variation: (M1) Create shared parking opportunities with loading zone spaces.

Implementation Timeframe: Mid-Term

Parking & Circulation Issues Addressed:
This policy variation addresses inadequate parking supply in Ashland's downtown area by seeking to increase downtown parking capacity. The parking capacity deficiency issue is an ongoing concern related to peak days and seasons, as well as finding a balance among user groups. CPW research reveals that high parking occupancy rates are an issue not only during peak season but during shoulder seasons as well. This finding increases the importance of taking actions that will increase parking capacity.

Parking Perceptions Survey responses from downtown business owners indicated that over one-third of businesses receive deliveries once or more a day. Thirty-seven percent of these businesses reported using loading zones while 25 percent stated that they receive deliveries in active travel lanes. The remaining 38 percent

use alleys or other means to receive deliveries. Further, 57 percent of businesses reported receiving deliveries between 8 am and 12 pm.

Thus, loading zones are mainly used in the morning and are underutilized throughout the day. The CPW's Labor Day 2013 Parking Monitoring also concluded that loading zones were underused in downtown. This presents a strong opportunity to regulate loading zones to allow for downtown user parking in afternoons and evenings. The CPW's April 2014 Parking Monitoring effort further indicated that loading zones reflect the least use from 4-6 pm suggesting that 4 pm is an appropriate time to open loading zones to public parking use. However, this timing and the relative importance of individual loading zone spaces should be discussed with Ashland City Staff. It will be important to assess the need and prioritization of loading zone spaces to further evaluate the adaptability of these spaces to shared use.

Implementation:
Because this policy variation requires a parking regulation modification it would also require review and approval by City Council. Consequently, this variation represents a mid-term implementation time frame. The City of Ashland would be the lead on implementation, thus staff resources may be a consideration in terms of the administrative feasibility. Although this policy variation requires staff time to move through the regulation modification process, relative to the expense of other policy variations it can be considered low cost.

Management Element: Regulation

Policy Option: (M) Modify downtown parking regulations to optimally adapt to user group behavioral patterns.

Policy Variation: (M5) Lengthen allowed parking time periods in surface lots to accommodate longer-term parking (employees, all day visitors).

Implementation Timeframe: Mid-Term

Parking & Circulation Issues Addressed:
This policy variation addresses high occupancy rates of on-street parking in the downtown area. These high occupancy rates were identified in both the Labor Day 2013 and April 2014 Parking Monitoring efforts. According to the Labor Day 2013 Parking Monitoring results memo: "Of the time-limited parking locations (4-hour, 2-hour, and 1-hour), 4-hour spaces had the highest occupancy levels. This suggests drivers needed to park in longer-term spaces to conduct their business downtown and avoided areas with limited durations" (3). High occupancy levels were further supported by Parking Perceptions Survey respondents where business owners reported patrons complaining about parking and 71 percent of all respondents reported altering their parking habits during the OSF season.

However, the Parking Perceptions Survey also revealed that employees and business patrons are willing to park farther from their destination where more parking is available and walk. Additionally, an examination of the April 2014 Parking Monitoring results shows that while the surface lots at Lithia Way and Water St. are at high occupancy, other surface lots in downtown are underutilized throughout the day. This finding refers to year round trends, not exclusively to peak season patterns. This suggests that opening all surface lots, including the Hargadine parking garage, to long term, cost free parking and creating awareness through information resources programs may encourage long term users to park in these places instead of on the street. This in turn will create more capacity at on-street parking spaces for those users parking for shorter periods. Currently, downtown surface lots are limited to either two or four hour increments during peak season (March-October), but are unlimited from November through February.

Implementation:
The City of Ashland would provide the lead on the implementation of this mid-term time frame policy variation. The city would also be responsible for the staff time required for implementation. As a regulation change, this policy variation will require review and approval of city council. The cost of implementation, however, would be low.

Management Element: Regulation

Policy Option: (O) Administer employee parking permits to incentivize suitable long term parking outside of downtown on-street parking spaces.

Policy Variation: (O1) Provide downtown business owners employee parking permits to distribute to their employees or have employees apply for them through the city offices.

Implementation Timeframe: Mid-Term

Parking & Circulation Issues Addressed:
The 2001 Downtown Plan first identified employee parking issues: "Suspicion that employees are using core area short-term parking, thereby reducing 'capacity' for customers and visitors" (4-3). The Parking Generation Analysis that the CPW conducted further supports the idea that parking capacity in downtown does not meet demand and the calculations in this study include employees.

However, the April 2014 Parking Monitoring effort and the Parking Perceptions Survey both indicate that employee parking in the downtown area is not as pervasive or problematic as community perceptions support. Responses to the Parking Perceptions Survey state that although 71 percent of employees drive alone to work, 55 percent of those employees park in time unlimited parking spaces, primarily in nearby residential areas. Another 26 percent park in private off-street spaces. Only 10 percent of respondents reported parking in time-limited spaces downtown. Findings from the April 2014 Parking Monitoring effort support

these survey findings. CPW observed sufficient turnover in 2 and 4 hour time limited spaces.

Although employees are parking in time unlimited parking spaces, this policy variation has the potential to direct employees towards areas of downtown that reflect an underutilization of parking spaces, based on the findings from the April 2014 Parking Monitoring effort. These areas include the blocks between A and C Streets and 2nd and 5th Streets and underutilized city-owned surface lots. Elements of an employee permit program may include:

- Administered by the City of Ashland or Diamond Parking
- Monthly and/or Quarterly permits
- Employee must work in the downtown district and earn less than $15/hour

Implementation of this variation must also take into consideration residents in the underutilized areas proposed to absorb employee parking. Employee permits should not exceed a designated amount of on-street spaces per household, while also accounting for average use by those accessing downtown.

Implementation:
An employee parking permit system would likely require approval of City Council as well as a period of research and program design. Thus, this variation qualifies as a mid-term implementation time frame, although without construction or physical modifications required it should remain relatively low cost. The City of Ashland would act as the lead on implementation, although management of the permit system may fall to the City or Diamond Parking, the entity that handles Ashland's parking enforcement. If Diamond Parking were to assume enforcement responsibilities then the cost of the project may increase. The City of Ashland would fund this project.

Long-Term Policy Options

TDM (Transportation Demand Management) Incentive-Based Programs

Management Element: TDM (Transportation Demand Management) Incentive-Based Programs

Policy Option: (C) Provide an increase in service for public transportation in the downtown area, and incentives for using public transit.

Policy Variation: (C2) Construct parking surface lots or parking structures in the vicinity of downtown to support employee parking (and visitor parking), which includes a circulator shuttle to access downtown.

Implementation Timeframe: Long Term

Parking & Circulation Issues Addressed:
The concept of Ashland developing a circulator shuttle or trolley that connects to surface parking lots adjacent to downtown has the potential to address many of the issues identified in the Scope of Work and supported throughout the research phases of this project. Namely, this solution would allow more visitors to park outside of downtown and commute in through public transportation, thus decreasing the amount of vehicles occupying downtown parking spaces. This would increase parking capacity downtown, provide employees with a means to park outside of downtown, facilitate greater turnover in time-limited parking spaces, and generally allow for a more optimal balance of parking use in the downtown area.

This type of public transportation appeared in Key City Interviews as a desirable solution elsewhere, although funding for such a project was difficult to acquire and prevented implementation. Forthcoming results from the Policy Options Survey will provide insights as to the level of public support for a shuttle/trolley venture and may help evaluate the degree to which the public may be willing to support investment in such an endeavor.

Implementation:
This parking and circulation management project falls under long-term implementation. Costs would be high relative to other options, but potentially less than building new structured parking downtown. The City of Ashland would presumably be responsible for all or at least part of this cost. Perhaps there are opportunities for partnerships with the Rogue Valley Transit District or private parties. A feasibility study would be necessary to more clearly assess the demand and potential use of a circulator shuttle/trolley in Ashland. Such a study may also illustrate the projected revenue generated versus the cost to construct, operate, and maintain this project. While the City of Ashland would certainly be deeply involved in such a project, the lead on implementation may be influenced by any potential partnerships that develop in order to execute this project.

Summary

CPW conducted extensive research, public engagement, and data analysis and interpretation concerning Ashland's parking and circulation issues over the past six months since the inception of this project.

Note that CPW did not include pricing as an option for consideration at this time. While pricing has proven to be an effective management strategy in many other jurisdictions, our evaluation is that Ashland should consider other options prior to a fee program.

We envision the PAC using the Policy Options Matrix and this Policy Recommendations Package to evaluate the range of solutions available to address Ashland's parking and circulation issues. This process will entail a progression of discussions among the PAC, guided by a decision making framework and timeline

developed by CPW and supplemented by information provided by Ashland City staff. This iterative process of assessing and prioritizing the different policy options contained in both documents will facilitate a series of revisions intended to filter all of the policy management tools into a cohesive and singular management plan.

The policy options and variations recommended in this package do not account for the results from the Policy Options Survey that is currently ongoing as of this writing. We recommend that as a first step, the PAC evaluates these policy recommendations against the Ashland community's interpretation of and reaction to the policy ideas posed in the survey.

Ultimately, our hope is that this Policy Recommendations Package will provide the first steps toward the development of a comprehensive parking and circulation management plan for the City of Ashland.

Next Steps

The project is now in the phase where we suggest the PAC prioritize options and potentially eliminate some options for consideration (e.g., pricing). This will focus the additional work needed to prepare a parking management plan with sufficient detail for implementation.

The Policy Perceptions survey will close at the end of June, at which time PAC deliberations can begin in earnest. The results of this survey will be presented to the committee at a later summer or early fall meeting.

This chapter described 18 policy options with 64 corresponding policy variations. The decision framework below is intended to help guide the PAC through the process of filtering down and selecting policy strategies that will ultimately constitute Ashland's Parking and Multi-Modal Circulation Management plan.

Step 1: High Level Programmatic Decisions

This step is intended to assess the threshold decisions of the PAC to determine if there are any high level policy considerations that can be ruled out first in order to focus on other more immediately relevant policy options. Such decisions include:

- Whether to implement a parking pricing system;
- The necessity of a parking garage;
- Implementation of a new public transit system such as a shuttle or trolley.

Step 2: Discussion of Policy Options

- Does the Committee think that any of the policy options listed in this chapter are especially suitable for implementation in Ashland?
- Which of the corresponding variations would best achieve those policy options?

Step 3: Review/Refinement of CPW Policy Options

- PAC reviews CPW Policy Options to further refine their policy selections.
- The Policy Options provides a grounding point for revisions, prompting the PAC to discuss why certain policy initiatives are appropriate in Ashland and why others aren't.
- This revision process guides the filtering of the broader list of policy options found in the Policy Options Matrix.
- PAC and/or City staff can request further refinement/data collection from CPW

Step 4: Organize Selected Policy Strategies into a Management Plan

- Based on implementation timeframe, management element, or other organizational framework
- Provides basis for final Parking and Circulation Management Plan

Proposed Timeline

This timeline is intended to guide the Project Advisory Committee (PAC) in moving forward with the development of a parking and multi-modal circulation plan.

June 4, 2014 Meeting with CPW

- Discussion of CPW research: April Monitoring Project, Trip Generation Research, Key City Interviews
- Revisit problem definition with PAC
- CPW discusses Interim Project Report, Policy Options List, and Policy Decision Framework

July 2, 2014 Meeting

- Discussion of high level programmatic decisions

August 13, 2014 Meeting

- CPW presents Policy Options Survey results for discussion
- PAC begins Policy Decision Framework process to filter down Policy Options List
- Discussion of bike lanes downtown (Ashland Staff)

Fall 2014 meetings

- PAC continues Policy Decision Framework process
- CPW Presents Oregon Shakespeare Festival Survey Results for discussion
- PAC continues Decision Framework process
- Opportunity for PAC to revisit discussions from previous meetings
- Meet with CPW? CPW will be working on the development of a Policy Package based on PAC policy decisions
- CPW Presents Policy Package(s) to PAC for discussion