



Planning Commission Agenda

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

January 23, 2024

Special Meeting

Agenda

I. CALL TO ORDER: 7:00 p.m., Civic Center Council Chambers, 1175 E. Main Street

II. ANNOUNCEMENTS

III. PUBLIC FORUM

Note: If you wish to discuss an agenda item, please contact PC-public-testimony@ashland.or.us by January 23, 2024, 10 a.m. to register to participate electronically. To speak to an agenda item in person you must fill out a speaker request form at the meeting and will then be recognized by the Chair to provide your public testimony. Written testimony can be submitted in advance or in person at the meeting. If you are interested in watching the meeting via Zoom, please utilize the following link: <https://zoom.us/j/96642069128>

IV. TYPE III PUBLIC HEARING

A. Recommendation of draft ordinance for Parks, Trails, and Open Space Map Update

V. OPEN DISCUSSION

VI. ADJOURNMENT

Next Meeting Date: February 13, 2024

In compliance with the Americans with Disabilities Act, if you need special assistance to participate in this meeting, please email planning@ashland.or.us. Notification 72 hours prior to the meeting will enable the City to make reasonable arrangements to ensure accessibility to the meeting (28 CFR 35.102-35.104 ADA Title 1).



TYPE III PUBLIC HEARING

Recommendation of draft ordinance for Parks, Trails, and Open Space Map Update

ASHLAND PLANNING DIVISION

STAFF REPORT

January 23, 2024

PLANNING ACTION: PA-T3-2023-00007

APPLICANT: Ashland Parks & Recreation

ORDINANCE REFERENCES:

AMC 18.5.9 Comprehensive Plan, Zoning and Land Use Ordinance Amendments

Ashland Comprehensive Plan “Parks, Open Space, and Aesthetics” Element (Chapter VIII)

REQUEST: The application requests the adoption of an updated version of the Parks and Open Space Map by ordinance as an official map in support of the Ashland Comprehensive Plan’s ‘Parks, Open Space, and Aesthetics’ element (Chapter VIII). This map would replace the current “Parks, Trails and Open Space Program 2002-2012” which was approved by the City Council in July of 2002.

I. Ordinance Amendments

A. Project Background

Ashland’s Comprehensive Plan contains a policy within the ‘Parks, Open Space and Aesthetics’ Element (Chapter VIII, policy 8.16.6)) directing the City to adopt an official map that will identify the planned areas for parks, new natural areas, conservation areas and trails.

The city approved a Parks, Trails and Open Space Map on July 2, 2002, and updated the map in 2012. These maps are now outdated and no longer reflect the existing inventory of parks lands or adequately identify the properties that could be acquired or developed in furtherance of the Comprehensive Plan goal to provide the people of Ashland with a variety, quantity and quality of parks, park facilities, open spaces, trails, and visual resources sufficient for their needs.

Since May of 2022, the Parks, Trails, and Open Space Map Update Subcommittee has been working on assessing the current map and identifying necessary updates. The subcommittee completed its work in October of 2023 and sent its recommendations to the Ashland Parks and Recreation Commission (APRC). APRC will consider adoption of the updated map as an official map to support the Comprehensive Plan at its next meeting on January 16, 2024 and their recommendations from this meeting will be provided to the Planning Commission.

The Planning Commission conducted a study session to consider the proposed revisions to the existing map on November 28, 2023, and the map now comes to the Planning Commission for a public hearing to consider the proposed recommendations and make a formal recommendation to the City Council on the map's adoption.

B. Summary of Proposed Amendments

In discussing the proposed map update, Parks staff have noted that the current situation with Ashland's parkland is very different than it was in 1991, when the Comprehensive Plan was first developed and approved by the City Council. At that time, Ashland had less park land per capita than Roseburg, Medford, or Klamath Falls. Now, after 30-plus years of effort, Ashland's per capita park land ranks it among the State's leaders. One of the goals of the City's Comprehensive Plan is to have a neighborhood park located within a ¼-mile of every resident living inside the current city limits, and with the exception of the Mistletoe/Croman area, APRC has determined that sufficient property has been obtained to meet this goal.

The proposed updated map presented represents a shift in priorities from seeking to acquire park land within ¼-mile of every residence to focus much more on seeking to conserve sensitive areas along riparian corridors while improving the connectivity of Ashland's trail system. As presented, the updated map reflects the removal from the map of approximately 277 acres of property that had formerly been identified for purchase including:

- **(A) Billings Property southern portion** – only northern portion of property has potential for sports fields
- **(B & C) Helman Street Property** – within ¼ mile of Ashland Creek Park
- **(D) Helman to Oak partial corridor** – no longer available as corridor
- **(E) Cottle Phillips tiny portion to the West** – park within ¼ mile
- **(F) Upper Elkader/Roca Canyon** – developed
- **(G) Willow Wind school site** – Ashland School District owned
- **(H) Property on lower Clay Street** – developed
- **(I) Property on lower Clay Street** – park within ¼ mile
- **(J) Snowberry Brook** – developed
- **(K) Middle Clay** – park within a 1/4 mile
- **(L) Chitwood Property on Upper Clay Street** – developed
- **(M) Crowson Road Extension** – no longer needed no plans to expand
- **(N) Normal Street extension** – park within ¼ mile
- **(O) Upper Paradise Creek** – developed
- **(P) Ashland Loop Road** – acquired trail easements, no longer needed

Parks staff have indicated that the majority of properties left on the map for future purchase provide protection of significant natural areas like streams and riparian areas and/or are land and easements that provide trail connectivity. The connectivity goal is to secure land,

through outright purchase, donation, grants, or easements, on which to develop a trail system that would provide connecting links to neighborhoods and additional trails throughout the city and surrounding area for non-motorized, recreational use. Efforts to accomplish this goal will be advanced through collaboration with other organizations such as the Ashland Woodland and Trails Association, Rogue Valley Mountain Bike Association and Southern Oregon Land Conservancy.

The following properties are proposed to be designated for purchase or easement acquisition, along with their projected use:

- **(#1) Billings Property.** North part of property for possible sports fields and protection for riparian zone
- **(#2) Wright's Creek Parcel.** Trail corridor and protection for riparian zone.
- **(#3) Grizzly Peak.** Conservation easements on the south slopes of Grizzly visible from Ashland would not only protect iconic view visible from most of Ashland, but would also reduce development pressure on rare and sensitive flora and on large mammals.
- **(#4 & #5) Ashland Creek Corridor** – Year-round stream, significant wildlife habitat and potential pedestrian/bicycle connection
- **(#6) Nevada St to North Mountain Ave.** (Bear Creek Corridor) Riparian area.
- **(#7) Property across from Riverwalk.** Riparian area.
- **(#8) Willows area** – potential trail connection and riparian area.
- **(#9) Bear Creek riparian/floodplain corridor from east of North Mountain Park.** Significant wildlife habitat, natural area that is potentially a part of the Greenway extension.
- **(#10) Walker Ave. East Main Street.** Possible sports fields
- **(#11) Talent Irrigation Ditch Segment**
- **(#12 & #13) West side watershed (Hitt Road)** Trail connectivity.
- **(#14) 440 Granite Street.** Surrounded on three sides by Lithia Park. Only private property on the east side of Granite above Nutley not part Lithia Park. Lithia Park Master Plan recommends purchase of property.
- **(#15) Lincoln School.** Critical to goal of neighborhood park within ¼ mile of all residents. Many low-income residents in the area.
- **(#16 & #17) Upper Liberty St/Ivy Ln Forest/Urban Interface.** Connects southern residential neighborhoods with trail network.
- **(#18) Tolman Creek/Mistletoe Road Area** – potential neighborhood park site.

The Parks, Trails, and Open Space Map Update Subcommittee recommended adding approximately 98 acres to the map including properties numbered 12,13,14,16 and 17 in the list above.

II. Procedural

Applications for Type III (i.e., Legislative) Plan Amendments and Zone Changes are described in the Ashland Land Use Ordinance section 18.5.9.020 as follows:

- B. Type III.** It may be necessary from time to time to make legislative amendments in order to conform with the Comprehensive Plan or to meet other changes in circumstances or conditions. The Type III procedure applies to the creation, revision, or large-scale implementation of public policy requiring City Council approval and enactment of an ordinance; this includes adoption of regulations, zone changes for large areas, zone changes requiring comprehensive plan amendment, comprehensive plan map or text amendment, annexations (see chapter 18.5.8 for annexation information), and urban growth boundary amendments. The following planning actions shall be subject to the Type III procedure.
1. Zone changes or amendments to the Zoning Map or other official maps, except where minor amendments or corrections may be processed through the Type II procedure pursuant to subsection 18.5.9.020.A, above.
 2. Comprehensive Plan changes, including text and map changes or changes to other official maps.
 3. Land Use Ordinance amendments.
 4. Urban Growth Boundary amendments.

In this instance, the build-out of a parks system that previously lagged behind many other cities in the region in terms of park land per capita and that has now, 30 years later, become a leader in the state and the associated shift to seeking to conserve sensitive streams and riparian corridors while also expanding trail system connectivity are the changes in circumstances that necessitate this map update. Staff believes that the proposed map update is clearly in line with the standards described for an update of an official map supporting the Comprehensive Plan.

III. Conclusions and Recommendations

Staff recommends that the Planning Commission recommend approval of the attached draft ordinance and adoption of the Parks, Trails & Open Space Map as an official map supporting the Ashland Comprehensive Plan's Chapter VIII 'Parks, Open Space & Aesthetics'.

If the Planning Commission recommends approval of the attached ordinance and adoption of the updated Parks & Open Space Map, staff will prepare written findings for adoption at the Commission's February 20, 2024, meeting. The Planning Commission's recommendations regarding the attached ordinance and updated Parks & Open Space Map will be forwarded to the City Council for consideration at the public hearing and First Reading of the draft Ordinance in early 2024.

Attachments

- January 10 Technical Memo from Interim Parks Director Leslie Eldridge
- January 23 Memo from Interim Parks Director Leslie Eldridge

- Adopted Parks & Open Space Map 2002-2012 for reference
- Comparison Map (Changes from 2002 to 2023) for reference
- Draft Ordinance #3232 for Council Adoption
- Draft 'Parks & Open Space Map' for Council Adoption (Ord. #3232, Exhibit A)
- Public Comments Received
 - Amy Gunter
 - Gary Schaff (2)
 - Streets for Everyone

ASHLAND PARKS & RECREATION COMMISSION

340 S PIONEER STREET • ASHLAND, OREGON 97520

COMMISSIONERS:

Rick Landt
Jim Bachman
Justin Adams
Jim Lewis
Stefani Seffinger



Leslie Eldridge
Interim Director
541.488.5340
AshlandParksandRec.org
parksinfo@ashland.or.us

STAFF MEMORANDUM

TO: Ashland Parks and Recreation Commissioners

FROM: Interim Director Eldridge

DATE: Jan 10, 2024

SUBJECT: Technical Support Document to Parks, Trails, and Open Space Map

A goal of the Ashland Parks & Recreation Commission (APRC) Board of Commissioners' (the "Commissioners") is to update the Parks, Trails, and Open Space Map (the "map") every ten years. Although a "Light Update" was done by APRC in 2012, it was not reviewed and approved by City Council. The last official update of the map was done in 2002.

In preparation for the 2002 update, APRC held a series of community meetings to gather input from citizens on updating the 1991 map. Following the meetings, Commissioners developed an updated map that included changing the name of the program to the "Parks, Trails, and Open Space Map". For the 2023 update, a Parks, Trails, and Open Space Subcommittee (the "Subcommittee") was formed by the Commissioners to review the map and make recommendations. The Subcommittee has prepared the 2023 update, and that body has recommended the 2023 map for approval by the Commissioners and City Council. There have been five subcommittee meetings and three APRC meetings where public input was solicited. This Map was approved by Commissioners on XXXXX, 2024 and by City Council XXXX.

The current situation with Ashland's park land is very different than in 1991 when the Comprehensive Plan was first developed and approved by City Council. In 1991, Ashland had less park land per capita than Roseburg, Medford and Klamath Falls. Now, after 30-plus years of effort, Ashland's per capita park land ranks it among the State's leaders. It has been determined that procurement of land for developed parks is no longer a high priority. Additionally, since the City Charter states that "the City Council shall not use the power of condemnation to acquire fee simple ownership of land for Open Space purposes or for trails," (Article 19a, section 2) originally more property than needed was on the map to ensure sufficient land could be acquired from willing sellers. For the reasons stated and after

Careful review by the Subcommittee and approval by APRC Commissioners, roughly 277 acres of property projected for purchase from the 2002 map has been removed from this updated 2023 map.

One of the goals of the City's Comprehensive Plan is to have a neighborhood park located within a 1/4 mile of every resident living inside the current city limits. With the exceptions of the Mistletoe (Croman) neighborhood, fully developed sections of the City where no open lands exist, and areas in the urban-forest interface characterized by large lots where Commissioners have deemed that the benefits are not great enough to justify the costs, sufficient property has been obtained to meet this goal. If the City's boundaries are expanded, additional property may need to be identified, for example, a part of the Billings Ranch, and acquired to meet the neighborhood goal.

The majority of properties left on the map for future purchase provide protection of significant natural areas like streams and riparian areas and/or are land and easements that provide trail connectivity. The connectivity goal is to secure land, through outright purchase, donation, grants, or easements, on which to develop a trail system that would provide connecting links to neighborhoods and additional trails throughout the City and surrounding area for non-motorized, recreational use. Efforts to accomplish this goal will be advanced through collaboration with other organizations, such as the Ashland Woodland and Trails Association, Rogue Valley Mountain Bike Association, and Southern Oregon Land Conservancy.

The APRC Trails Master Plan, which identifies critical bike and pedestrian corridors in Ashland, was approved by City Council in 2020 as a technical report supporting the Parks, Open Space, and Aesthetic Chapter (Chapter VII) of the City of Ashland Comprehensive Plan. The Parks, Trails, and Open Space Map includes a layer that represents the Trails Master Plan corridors. The map is intended to be used in conjunction with the Trails Master Plan.

ASHLAND PARKS & RECREATION COMMISSION

340 S PIONEER STREET • ASHLAND, OREGON 97520

COMMISSIONERS:

Rick Landt
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Leslie Eldridge
Interim Director
541.488.5340
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parksinfo@ashland.or.us

STAFF MEMORANDUM

TO: Ashland Parks and Recreation Commissioners

FROM: Interim Director Eldridge

DATE: January 23, 2024

SUBJECT: Ashland Parks and Recreation Commission: Parks and Open Space Map Update

SUMMARY

The Parks and Open Space Map is a part of the City of Ashland's Comprehensive Plan. The map is a guide for APRC land acquisition and designates properties for different usage including neighborhood parks, potential sports fields, open spaces, trail connectivity, and riparian areas. It is intended to be used in conjunction with the APRC Trails Master Plan, which was approved by APRC, City Planning, Public Works and Transportation Commission in 2020 as a technical report supporting the Parks, Open Space, and Aesthetic Chapter (Chapter VII) of the City of Ashland Comprehensive Plan.

POLICIES, PLANS & GOALS SUPPORTED

APRC Goal #6: Continue to improve and develop our watershed pedestrian and MTB trail network, including connectivity to adjacent National Forest Land and town centers on city ownership, as well as securing easements on private property that protect public access to this network.

Council Priorities:

Planning and Growth- Protecting the community's character; community land use planning.

Quality of Life: Open space and parks improvements (trails, wildlife habitat protection, etc.)

Economic Opportunity/Vitality: Attract more families to live in Ashland.

BACKGROUND AND ADDITIONAL INFORMATION

The last official update of the Map was done in 2002 with a "Light Update" done by APRC in 2012. The current situation with Ashland's park land is very different than in 1991 when the Comprehensive Plan was first

developed and approved by City Council. At that time, Ashland had less park land per capita than Roseburg, Medford, and Klamath Falls. Now, after 30-plus years of effort, Ashland's per capita park land ranks it among the State's leaders. One of the goals of the City's Comprehensive Plan is to have a neighborhood park located within a 1/4 mile of every resident living inside the current city limits. Except for the Mistletoe (Croman) area Commissioners have deemed that sufficient property has been obtained to meet this goal.

The APRC Trails Master Plan, which identifies critical bike and pedestrian corridors in Ashland, was approved by City Council in 2020 as a technical report supporting the Parks, Open Space, and Aesthetic Chapter (Chapter VII) of the City of Ashland Comprehensive Plan.

Since May of 2022 the Parks, Trails, and Open Space Map Update Subcommittee has been working on assessing the current map. The subcommittee completed its work in October of 2023 and sent its recommendations to the Parks Commissioners. At the October 5 APRC Business Meeting, Commissioners unanimously recommended the updated map for review by the Planning Commission and approval by City Council.

APRC Recommendations

APRC recommends that approximately 277 acres of property that had been formerly identified for purchase be removed from the Map.

Properties Removed from Map (shown on the "Comparison Map" only)

- (A) Billings Property southern portion – only northern portion of property has potential for sports fields
- (B & C) Helman Street Property – within ¼ mile of Ashland Creek Park
- (D) Helman to Oak partial corridor – no longer available as corridor
- (E) Cottle Phillips tiny portion to the West – park within ¼ mile
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Properties Designated Purchase or Easements and Projected Use

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FISCAL IMPACTS

No fiscal impacts

REFERENCES & ATTACHMENTS

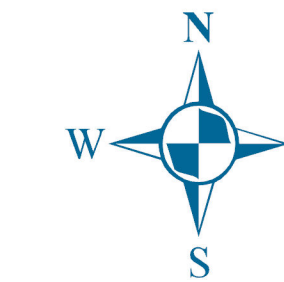
PARKS TRAILS AND OPEN SPACE



- Park Property to Acquire
- Portion of Area to Acquire for Riparian/Connectivity
- *Trails Master Plan Corridors
- Urban Growth Boundary
- Ashland City Limits
- Public Land Ownership**
- City-Owned Forest Lands
- City-Owned Non Forest Lands
- U.S. Forest Service
- Ashland Parks Land

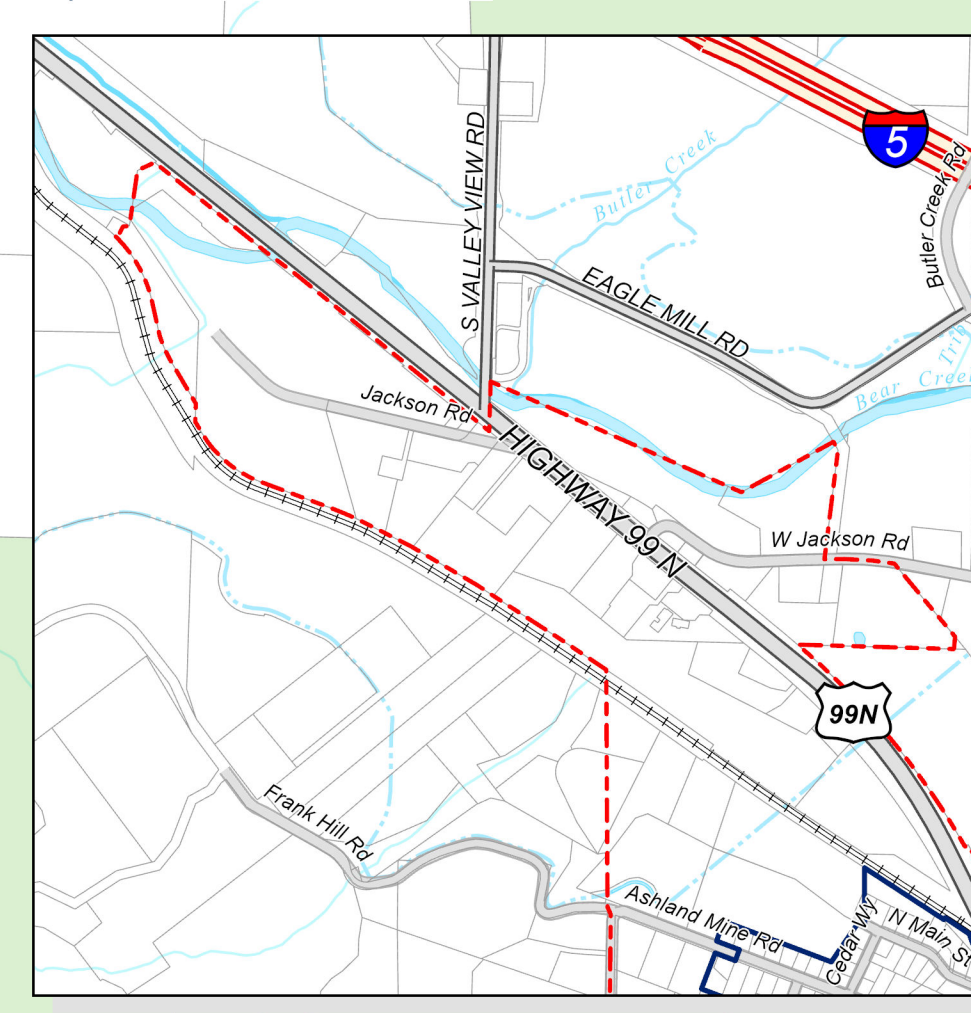
*This map is intended to be used in conjunction with the APRC Trails Master Plan, which identifies critical connectivity corridors for acquisition or easements.

NOT TO SCALE



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- (#18) Tolman Creek/Mistletoe Road Area potential neighborhood park site

INSET MAP:
Northwest UGB



Mapping is schematic only and bears no warranty of accuracy. All features, structures, facilities, easement or roadway locations should be independently field verified for existence and/or location.

This is to Certify that this is the approved final version of the official Parks and Open Space Map.




Signed: _____ Date _____
 Mayor _____ Date _____
 City Recorder _____ Date _____



**CITY OF
ASHLAND**

*Parks, Trails, and
Open Space Program
2002-2012*


Approved by the City Council July 2, 2002

Urban Growth Boundary 
 City Limits 
 Water Features 

Updated April 1, 2005

Properties Identified


Short Term Plan

Neighborhood Parks 

- (1) Jaquelyn St and Grizzly Dr Property
- (2) Upper Clay St Properties

Active Athletic Fields 


- (3) Property on Clay St (adjacent to YMCA City Park)
- (4) Helman St Property (adjacent to Helman School)


Open Space & Trails 

- (5) East Main along Bear Creek
- (6) Wrights Creek Corridor
- (7) Upper Liberty St Property
- (8) Nevada St to N Mountain Av (Bear Creek Corridor)
- (9) Willows area trail connection (Railroad property)
- (20) Talent Irrigation Ditch Segments

Long Term Plan

- (10) Ashland Creek Corridor (Hersey St to Eagle Mill Rd)
- (11) Hamilton Creek Corridor
- (12) Walker site, East Main St
- (13) Billing's Property
- (14) Crowson Rd Extension
- (15) Helman St property (Barn, farm area)
- (16) Property across from N Mountain Park
- (17) Tolman Creek/Mistletoe Rd area
- (18) Waldorf School site
- (19) Grizzly Peak

Lands Identified in Adopted Parks and Open Space Plan not yet acquired by city. These properties remain on the proposed plan. 

Lands Acquired by the City as Parks and Open Space which were identified in the Adopted Open Space Plan. 

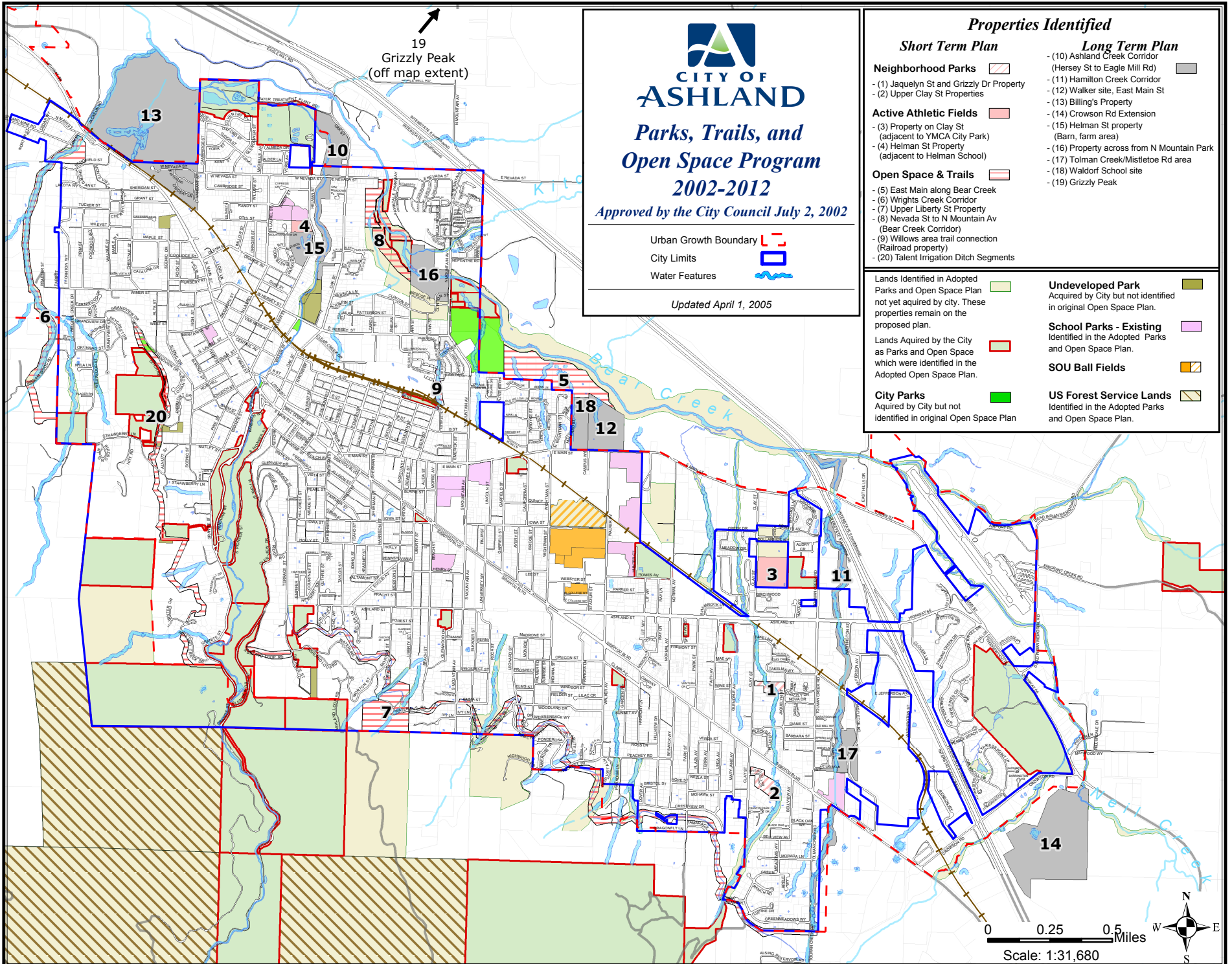
City Parks
 Acquired by City but not identified in original Open Space Plan 

Undeveloped Park
 Acquired by City but not identified in original Open Space Plan. 

School Parks - Existing
 Identified in the Adopted Parks and Open Space Plan. 

SOU Ball Fields 

US Forest Service Lands
 Identified in the Adopted Parks and Open Space Plan. 



COMPARISON MAP

Legend

- Park Property to Acquire
 - Portion of Area to Acquire for Riparian/Connectivity
 - To Acquire, New since 2002 Open Space Plan
 - Orig Plan, no longer seeking
 - *Trails Master Plan Corridors
 - Ashland City Limits
 - Urban Growth Boundary
 - Public Land Ownership**
 - APRC Parks Properties
 - U.S. Forest Service Land
 - City Owned Forest Land
 - City Owned Non-Forest Land
- *This map is intended to be used in conjunction with the APRC Trails Master Plan, which identifies critical connectivity corridors for acquisition or easements.

Properties Removed from the Map

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CITY OF ASHLAND Better Together Parks, Trails and Open Space

A goal of the Ashland Parks & Recreation Commission (APRC) Board of Commissioners' (the "Commissioners") is to update the Parks, Trails, and Open Space Map (the "map") every ten years. Although a "Light Update" was done by APRC in 2012, it was not reviewed and approved by City Council. The last official update of the map was done in 2002.

In preparation for the 2002 update, APRC held a series of community meetings to gather input from citizens on updating the 1991 map. Following the meetings, Commissioners developed an updated map that included changing the name of the program to the "Parks, Trails, and Open Space Map". For the 2023 update, a Parks, Trails, and Open Space Subcommittee (the "Subcommittee") was formed by the Commissioners to review the map and make recommendations. The Subcommittee has prepared the 2023 update, and that body has recommended the 2023 map for approval by the Commissioners and City Council. There have been five subcommittee meetings and three APRC meetings where public input was solicited. This Map was approved by Commissioners on XXXX, 2024 and by City Council XXXX.

The current situation with Ashland's park land is very different than in 1991 when the Comprehensive Plan was first developed and approved by City Council. In 1991, Ashland had less park land per capita than Roseburg, Medford and Klamath Falls. Now, after 30-plus years of effort, Ashland's per capita park land ranks it among the State's leaders. It has been determined that procurement of land for developed parks is no longer a high priority. Additionally, since the City Charter states that "the City Council shall not use the power of condemnation to acquire fee simple ownership of land for Open Space purposes or for trails," (Article 19a, section 2) originally more property than needed was on the map to ensure sufficient land could be acquired from willing sellers. For the reasons stated and after careful review by the Subcommittee and approval by APRC Commissioners, roughly 277 acres of property projected for purchase from the 2002 map has been removed from this updated 2023 map.

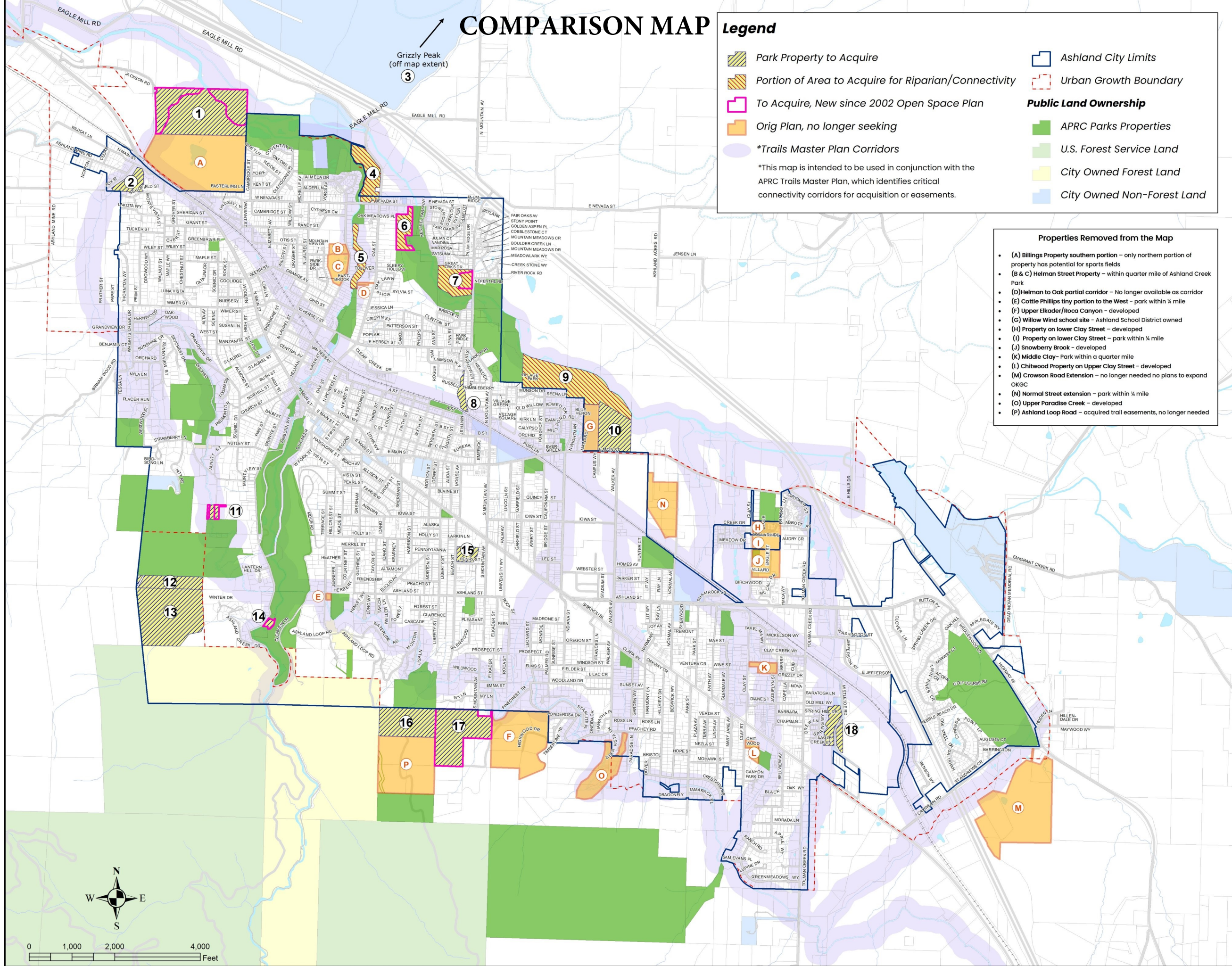
One of the goals of the City's Comprehensive Plan is to have a neighborhood park located within a 1/4 mile of every resident living inside the current city limits. With the exceptions of the Mistletoe (Croman) neighborhood, fully developed sections of the City where no open lands exist, and areas in the urban-forest interface characterized by large lots where Commissioners have deemed that the benefits are not great enough to justify the costs, sufficient property has been obtained to meet this goal. If the City's boundaries are expanded, additional property may need to be identified, for example, a part of the Billings Ranch, and acquired to meet the neighborhood goal.

The majority of properties left on the map for future purchase provide protection of significant natural areas like streams and riparian areas and/or are land and easements that provide trail connectivity. The connectivity goal is to secure land, through outright purchase, donation, grants, or easements, on which to develop a trail system that would provide connecting links to neighborhoods and additional trails throughout the City and surrounding area for non-motorized, recreational use. Efforts to accomplish this goal will be advanced through collaboration with other organizations, such as the Ashland Woodland and Trails Association, Rogue Valley Mountain Bike Association, and Southern Oregon Land Conservancy.

The APRC Trails Master Plan, which identifies critical bike and pedestrian corridors in Ashland, was approved by City Council in 2020 as a technical report supporting the Parks, Open Space, and Aesthetic Chapter (Chapter VII) of the City of Ashland Comprehensive Plan. The Parks, Trails, and Open Space Map includes a layer that represents the Trails Master Plan corridors. The map is intended to be used in conjunction with the Trails Master Plan.

Properties Designated Purchase or Easements and Projected Use

- (#1) Billings Property. North part of property for possible sports fields and riparian zone protection
- (#2) Wright's Creek Parcel. Trail corridor and protection for riparian zone.
- (#3) Grizzly Peak. Conservation easements on the south slopes of Grizzly visible from Ashland would not only protect iconic view visible from most of Ashland but would also reduce development pressure on rare and sensitive flora and on large mammals.
- (#4 & #5) Ashland Creek Corridor - Year-round stream, significant wildlife habitat and potential pedestrian/bicycle connection
- (#6) Nevada St to North Mountain Ave. (Bear Creek Corridor) Riparian area.
- (#7) Property across from Riverwalk. Riparian area.
- (#8) Willows area potential trail connection and riparian zone
- (#9) Bear Creek riparian/floodplain corridor from east of North Mountain Park. Significant wildlife habitat, natural area that is potentially a part of the Greenway extension.
- (#10) Walker Ave. East Main Street. Possible sports fields
- (#11) Talent Irrigation Ditch Segment
- (#12 & #13) West side watershed (Hitt Road) Trail connectivity.
- (#14) 440 Granite Street. Surrounded on three sides by Lithia Park.
- Only private property on east side of Granite above Nutley not part Lithia Park. Lithia Park Master Plan recommends purchase of property.
- (#15) Lincoln School. Critical to goal of neighborhood park within 1/4 mile of all residents. Many low-income residents in the area.
- (#16 & #17) Upper Liberty St/Ivy Ln Forest/Urban Interface. Connects southern residential neighborhoods with trail network.
- (#18) Tolman Creek/Mistletoe Road Area potential neighborhood park site



ORDINANCE NO. 3232

AN ORDINANCE AMENDING THE CITY OF ASHLAND COMPREHENSIVE PLAN TO ADOPT THE PARKS, TRAILS AND OPEN SPACE MAP AS AN OFFICIAL MAP IN SUPPORT OF THE PARKS, OPEN SPACE, AND AESTHETICS ELEMENT OF THE ASHLAND COMPREHENSIVE PLAN.

Annotated to show deletions and additions to the Ashland Municipal Code sections being modified. Deletions are ~~bold lined through~~, and additions are **bold underlined**.

WHEREAS, Article 2. Section 1 of the Ashland City Charter provides:

Powers of the City The City shall have all powers which the constitutions, statutes, and common law of the United States and of this State expressly or impliedly grant or allow municipalities, as fully as though this Charter specifically enumerated each of those powers, as well as all powers not inconsistent with the foregoing; and, in addition thereto, shall possess all powers hereinafter specifically granted. All the authority thereof shall have perpetual succession.

WHEREAS, the above referenced grant of power has been interpreted as affording all legislative powers home rule constitutional provisions reserved to Oregon cities. City of Beaverton v. International Association of Firefighters, Local 1660, Beaverton Shop 20 Or. App. 293; 531 P 2d 730, 734 (1975); and

WHEREAS, the Ashland Comprehensive Plan contains a policy within the Parks, Open Space and Aesthetics Element (Chapter VIII, policy 8.16.6)) directing the City to adopt an official map that will identify the planned areas for parks, new natural areas, conservation areas and trails.

WHEREAS, the City approved a Parks, Trails and Open Space Map on July 2nd, 2002, and updated the map in 2012, which are now outdated and no longer reflect the existing inventory of parks lands or adequately identify those properties that could be acquired or developed in furtherance of the Comprehensive Plan goal to provide the people of Ashland with a variety, quantity and quality of parks, park facilities, open spaces, trails, and visual resources sufficient for their needs.

WHEREAS, the City of Ashland Parks and Recreation Commission considered the above-referenced amendment to the Comprehensive Plan to adopt of the Parks, Trails and Open Space Map as an official map on [REDACTED], and [REDACTED], and following deliberations, recommended approval of the amendment by a vote of [REDACTED]; and

WHEREAS, the City of Ashland Planning Commission considered the above-referenced amendment to the Comprehensive Plan to adopt of the Parks, Trails and Open Space Map as an official map at a duly advertised public hearing on January 23, 2024, and following deliberations, recommended [REDACTED] of the amendments by a vote of [REDACTED]; and

WHEREAS, the City Council of the City of Ashland conducted a duly advertised public hearing on the above-referenced amendments on _____; and

WHEREAS, the City Council of the City of Ashland, following the close of the public hearing and record, deliberated and conducted first and second readings approving adoption of the Ordinance in accordance with Article 10 of the Ashland City Charter; and

WHEREAS, the City Council of the City of Ashland has determined that in order to protect and benefit the health, safety and welfare of existing and future residents of the City, it is necessary to amend the Ashland Comprehensive Plan in manner proposed, that an adequate factual base exists for the amendments, the amendments are consistent with the comprehensive plan and that such amendments are fully supported by the record of this proceeding.

THE PEOPLE OF THE CITY OF ASHLAND DO ORDAIN AS FOLLOWS:

SECTION 1. The above recitations are true and correct and are incorporated herein by this reference.

SECTION 2. The City of Ashland Comprehensive Plan, Chapter VIII, [PARKS, OPEN SPACE, AND AESTHETICS] is hereby amended to replace the *2002 Parks, Trails and Open Space Map*, with the *Parks, Trails and Open Space Map*, attached hereto as Exhibit A, as an official City map and made a part hereof by this reference.

SECTION 3. Severability. Each section of this ordinance, and any part thereof, is severable, and if any part of this ordinance is held invalid by a court of competent jurisdiction, the remainder of this ordinance shall remain in full force and effect.

The foregoing ordinance was first ready by title only in accordance with Article X, Section 2(C) of the City Charter on the _____ day of _____, 2024, and duly PASSED and ADOPTED this _____ day of _____, 2024.

PASSED by the City Council this _____ day of _____, 2024.

ATTEST:

Alissa Kolodzinski, City Recorder

SIGNED and APPROVED this _____ day of _____, 2024.

Tonya Graham, Mayor

Reviewed as to form:

Douglas M. McGeary, Acting City Attorney

PUBLIC COMMENTS

755 N Mountain Avenue discussion

Amy Gunter <amygunter.planning@gmail.com>

Mon 2023-11-27 02:21 PM

To: Brandon Goldman <brandon.goldman@ashland.or.us>; Derek Severson <derek.severson@ashland.or.us>
Cc: Steven Matiaco <steven.matiaco@ashland.or.us>; Don Jones <dj@spartan1.com>; Raymond Kistler
<raymondk@kswarchitects.com>

[EXTERNAL SENDER]

Hello Brandon and Derek,
Hope you are well and enjoyed the holiday.

I'm reaching out to you on behalf of Don Jones in regards to the house at 755 N Mountain Avenue, its condition, and what Don's options are to help alleviate some of the dangerous conditions on the site and the dangerous building. Don and I would like to meet with staff to go over our concerns sometime this week.

Gates, chains, signs, and other barriers to prevent trespassing are removed on a routine basis.

Steve Matiaco and I met at the site and I toured the structure and took numerous photos of its condition last week.

One of the concerns is that the property owner will lose their ability to reconstruct a single-family residence on the property (outside of the environmentally constrained areas) if the building is deemed unsafe and needs to be removed from the property.

It has been our understanding that a replacement dwelling is expected to achieve compliance with the North Mountain Neighborhood Master Plan lot layout and its street configurations, as well as the Transportation System Plan, and Street Dedication map. This will be very difficult because the N Mountain Neighborhood Plan and the Street Dedication Map differ and in both instances, the street depicted on both maps could not possibly be constructed to street standards due to topography, trees, and vision clearance issues on the hillslope.

RE: Site #7 on Parks, Trails & Open Space Draft Map

This leads me to the next concern which was peaked by the Planning Commission packet for the Study Session with Parks on Tuesday, November 28th. It appears that the subject property area included in the Parks and Openspace Master Plan is increasing in area. Some of the property was already included which made sense as it was the Bear Creek Floodplain Area and the area designated as NM-G. The draft Parks and Openspace Master Plan now includes the area of the property where the existing residence is located which is also the area where the replacement dwelling would likely be located.

The inclusion of the entire 11-acre property into the Parks and Openspace Master Plan creates an additional regulatory barrier to the reconstruction of a single-family home. The inclusion of the entire 11-acre property appears to be in conflict with the Buildable Lands Inventory and the Housing Needs Analysis, and in conflict with the Comprehensive Plan Designation and the Zoning per the North Mountain Park Neighborhood Plan. Changes to the Comprehensive Plan or zoning of the area would at a minimum necessitate a modification of the North Mountain Neighborhood Plan.

Can staff provide a few options to have a quick discussion with Don and myself?

Tuesday, Thursday, or Friday?

Thank you,
Amy

Amy Gunter

Rogue Planning & Development Services

541-951-4020

www.rogueplanning.com

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From: gshaff@gmail.com
To: [Parks Information](#)
Cc: [Brandon Goldman](#); [Derek Severson](#); [Paula Hyatt](#)
Subject: 11/28 Planning Commission Study Session
Date: Wednesday, November 29, 2023 8:50:28 AM

[EXTERNAL SENDER]

Hi Leslie,

I have a few comments and a question about the materials that were reviewed at last night's Planning Commission study session.

Foremost, I believe that there is an error on the Parks, Open Space and Trails map (p. 26 in the PC packet). More particularly, the Cottle Phillips property fronting on Terrace (labeled as property E on the map) is not developed. It is however, assessed as open space which limits its development, absent paying back taxes, and because of that, may make it an attractive acquisition for APRC.

It also bears noting the the city holds a pedestrian access easement on my property (516 Herbert Street) and my neighbor's to the east. That easement is not shown on the map but serves to provide access to the Cottle Phillips open space. I would encourage you to include easements on the map using a distinctive pattern and distinguish it from outright ownership. I believe easements are currently used in other locations to provide trail connectivity and, I expect, APRC will find easements a useful tool, in the future, to protect stream side habitats.

My question relates to the use and approval of the map on page 26, showing future APRC acquisition priorities. Will the acquisition priorities be approved by Council as a part of the Comprehensive Plan amendment and, if not, when?

Thank you,
Gary Shaff
516 Herbert

Re: Parks, Trails and Open Space map - comp plan amendment

Leslie Eldridge <leslie.eldridge@ashland.or.us>

Thu 2023-11-30 11:12 AM

To: Brandon Goldman <brandon.goldman@ashland.or.us>; Gary Shaff <gshaff@gmail.com>

Cc: Derek Severson <derek.severson@ashland.or.us>

Hello Mr. Shaff,

In regards to your concerns with bike transportation and the Central Bike Path specifically. In the latest version of the Parks and Open Space map, we have added an explicit "Note" to the Layer entitled "Trails Master Plan Corridors". That note says:

*This map is intended to be used in conjunction with the APRC Trails Master Plan, which identifies critical connectivity corridors for acquisition or easements.

The blue layer referred to above is the foundation of the Trails Master Plan. The link below shows all the public involvement that went into that document. It also has a link to the actual Trails Master Plan, which has a chapter dedicated solely to the long term goals for the Central Bike Path.

<https://www.ashland.or.us/Page.asp?NavID=14080>

I hope this addresses your concerns,
Leslie

From: Brandon Goldman <brandon.goldman@ashland.or.us>

Sent: Thursday, November 30, 2023 10:02 AM

To: Gary Shaff <gshaff@gmail.com>

Cc: Leslie Eldridge <leslie.eldridge@ashland.or.us>; Derek Severson <derek.severson@ashland.or.us>

Subject: RE: Parks, Trails and Open Space map - comp plan amendment

Gary,

The City submitted a post acknowledgement plan amendment (PAPA) notice to the Department of Land Conservation and Development (DLCD) about the Open Space Plan update on November 7th, 2023.

Regarding public involvement, the processes includes the public meetings of the Parks Commission, the study session before the Planning Commission, a public hearing before the Planning Commission, and hearings by the City Council, which are all in line with Goal 1 requirements.

The Planning Commission will not make a final decision; instead, they will offer a recommendation to the City Council. Comments gathered at the Planning Commission's hearing on December 12th will help shape this recommendation and will also be considered during the City Council's public hearing, which is yet to be scheduled. The first Council meeting hearing will also include the first reading of the ordinance and will be noticed in advance. Therefore, these public hearings are the primary opportunities for public input on any legislative amendment including this official map update. As you know Ashland has a history of exceeding the minimum requirements for public involvement beyond just the requisite public hearings noted above. This is evident in the creation of the APRC subcommittee and outreach to various organizations that has occurred in advance of the Commission meetings. However, to my knowledge there was not a city-wide public meeting regarding updating the plan held at the initiation of this project. Rather the APRC has regularly been discussing the issue at their public meetings over the last 2 years.

Leslie Eldridge, the Interim Parks Director, can provide more details about the outreach efforts and address your concerns about the Central Bike Path, so I have copied her on this reply. As you noted, the Central Bike Path

extension serves as both a transportation and recreational facility. As such, it included in the Transportation System Plan (TSP) and remains a priority for the city.

Brandon Goldman, AICP
Director of Community Development

Pronouns: he, him, his



City of Ashland
Community Development

51 Winburn Way, Ashland, Oregon 97520
541-552-2076 | TTY 800.735.2900
Brandon.goldman@ashland.or.us

Online ashland.or.us; social media (Facebook @CityOfAshlandOregon | Twitter @CityofAshland)

This email transmission is official business of the City of Ashland, and it is subject to Oregon Public Records Law for disclosure and retention. If you have received this message in error, please contact me at 541-552-2076.

From: gshaff@gmail.com <gshaff@gmail.com>
Sent: Wednesday, November 29, 2023 12:00 PM
To: Brandon Goldman <brandon.goldman@ashland.or.us>
Subject: Parks, Trails and Open Space map - comp plan amendment

[EXTERNAL SENDER]

Hi Brandon,

Sorry to be in your hair but I have some real concerns about the planned amendment to the city's plan.

As I shared with you earlier this week, I believe that the APRC priorities should include extension of the Central Bike Path to the south and north city limits. That would be consistent with the city's Transportation System Plan which identifies that project (Table 8-1, project TR-1) as one of its "high" priorities (constructed within 0 to five years following the plan's 2013 adoption). That project will also implement the city's Climate Energy Action Plan which calls for the reduction in vehicle miles of travel. That will occur because the Central Bike Path is used for everyday travel by Ashland residents and is a part of the developing, citywide "all ages and abilities" bicycle network.

I recognize the Parks Department engaged a subcommittee of the APRC and other citizen representatives (hiking and mountain biking enthusiasts) to help set the priorities. Notices of their meetings were posted on the city's website. And I also recognize that Parks coordinated with the Fire Department and the Ashland Forest Resiliency. Do those efforts, in your opinion, satisfy the requirement of Statewide Planning Goal 1, AMC 2.12.070 or Goal 3.03 of the city's comprehensive plan, and the city's agency involvement program?

I presume the Statewide Planning Goal 2, subsection E, Major Revisions and Minor Changes in the Plan and Implementation Measures is incorporated into the city's plan amendment procedures. It states "the citizens in the area and any affected governmental unit should be given an opportunity to review and comment prior to any changes in the plan and implementation ordinances. There should be at least 30 days notice of the public hearing on the proposed change." Have you already provided post- acknowledgement plan amendment notice to DLCD?

Basically, I want to ensure that the community, as a whole, has an opportunity to help set the parks, trails, and open space acquisition priorities. At this point, I don't believe they have. The scheduled Planning Commission public hearing on December 12 seems premature.

Please share your thoughts with me.

Thanks,
Gary



To: City of Ashland Planning Commission
From: Streets for Everyone
Date: January 11, 2023
Re: Trails, Open Space and Park Acquisition Priorities - comprehensive plan amendment
PC Hearing Testimony 01/23/2024

Who We Are: [Streets For Everyone](#) (SFE) is composed of Ashland community members, and is a volunteer Action Team of the Ashland Climate Collaborative (ACC). We share a vision that people of all ages, abilities, and means be able to bike, walk, and roll throughout Ashland for their everyday travel needs, because it is safe, convenient, and efficient.

The [Ashland Climate Collaborative](#) is a 501c3 organization. ACC serves as a hub for community collaboration to reduce our climate impact and build a more equitable and resilient Ashland. ACC and its Action Teams are supported by local charitable contributions.

Thank you for the opportunity to provide input. This memorandum includes recommendations regarding the Trails, Open Space and Park acquisition priorities, particularly the need to prioritize the Central Bike Path extension in Ashland's comprehensive plan update. We'd be pleased to discuss this matter further with you. To do so, please contact us at info@ashlandclimate.org.

Executive Summary

Background: Ashland's Central Bike Path (CBP) serves thousands of pedestrians and cyclists annually and is the only bike path in the city to serve all ages and abilities for both non-motorized transportation needs and recreation. Ashland Parks and Recreation Commission's (APRC) Trails Master Plan, created in 2000 and adopted in 2006, proposed a completed CBP running from Jackson Road to Crowson Road. Since 2000, the plan has not changed nor come to fruition. In 2006 the portion of the bike path from Jackson Road to Laurel Street came under review before the City Council in a study session on December 4th. The logistics of completing this portion of the path were too complicated and expensive at this time to continue. One issue raised was the identification of 12 additional property right-of-ways that would need to be acquired. As a result, the project was abandoned. To our knowledge another scoping review of the CBP has not been completed and therefore this project has stalled. This is a long overdue vision for the city of Ashland.

- The CBP, when completed, will serve as a much-needed backbone to Ashland's pedestrian and bicycle network, facilitating a higher quality of life for all residents. The completed trail will connect all of Ashland's residents with the downtown shopping district, Southern Oregon University, Ashland High School, Ashland Middle School, Walker Elementary, the Ashland Creek shopping district, and so much more.

- Ashland's Transportation System Plan (TSP) prioritizes completion of the final ~2 miles of the CBP for equity, access, safety and economic growth. This was set as a priority in 2010.
- Ashland's Climate Energy Action Plan (CEAP) directs the city to reduce community greenhouse gas emissions to net-zero by 2050. Reducing vehicle miles traveled is a crucial step to this.
- The Ashland Parks, Trails, and Open Space Map is now undergoing major updates for the first time since 2002. As part of the city's Comprehensive Plan, the map and supporting text guides city priorities in trail designation, usage, and connectivity.
- The draft update to the Parks, Trails, and Open Space Map, as proposed by the Ashland Parks and Recreation Commission, omits completion of the Central Bike Path from its list of 20 public access trail and land acquisition priorities.
- The creation of the TSP and CEAP involved extensive public involvement and input. The draft update to the Parks, Trails, and Open Space Map has not included goals and priorities of the TSP or CEAP. The update, up to this point, has not provided an opportunity for an engaged community process.

Recommendation/Request: SFE strongly recommends that the CBP trails, as identified in the city's TSP, be included as a priority in the pending update to the Parks, Trails, and Open Space Map.

SFE acknowledges the challenge of delineating and acquiring a trail corridor in Ashland's urban core. With a priority designation for this project, the city can undertake a detailed examination of route design, thereby increasing its ability to leverage federal and state grant funds to pay for preliminary trail feasibility analysis and engineering, and construction. SFE has identified multiple grants from the State and Federal Government to cover the costs of completing the Central Bike Path. (See this [listing](#) of grants focused on reducing vehicle miles of travel).

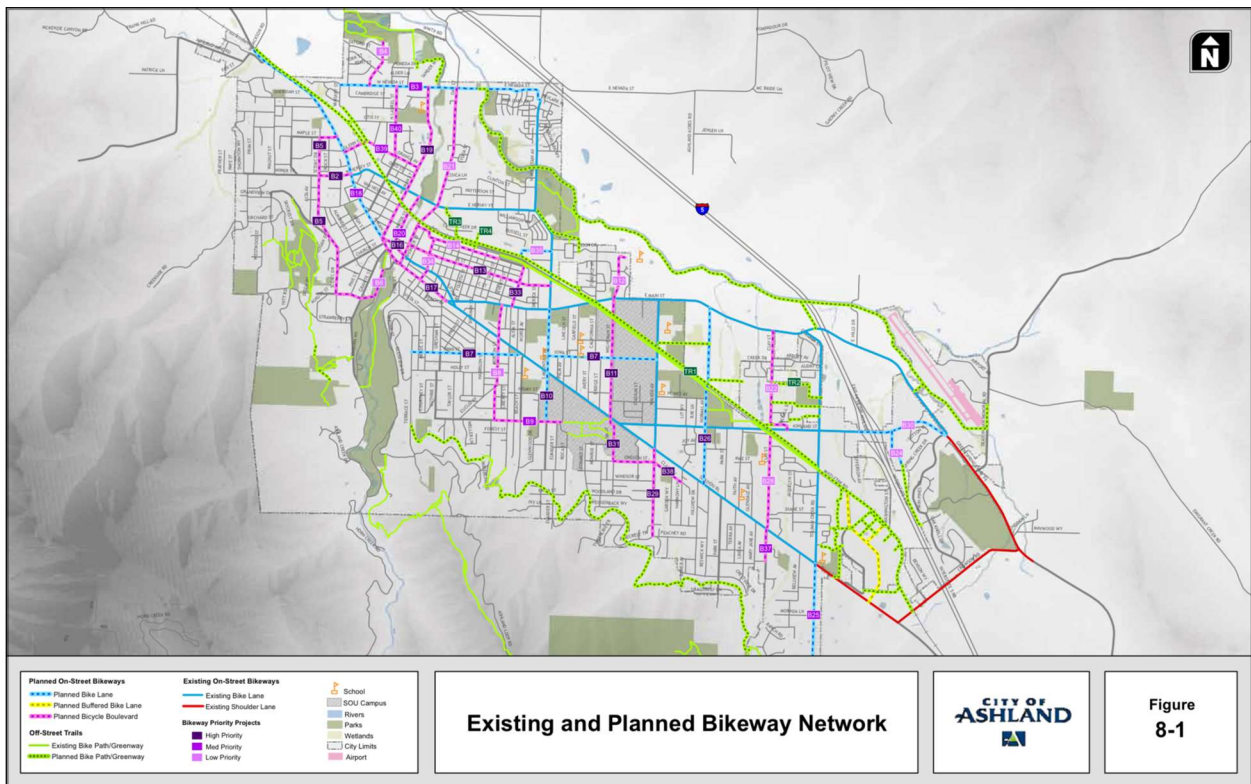
The rest of this document includes supporting evidence for the prioritization of the Central Bike Path in the public access trail and land acquisitions. SFE recognizes that the process leading up to the draft APRC map included opportunities for public comment. We apologize for not providing our input earlier but only became aware of the map's existence the week prior to the Planning Commission's 11/28 study session on the topic.

Streets For Everyone’s Testimony Regarding the Parks, Trails, and Open Space Map Acquisition Priorities

SFE believes the priorities proposed in the update to the Parks, Trails, and Open Space Map does not reflect the community's priorities or public needs. Notably, the listing of projects does not include the trails identified in the Transportation System Plan (TSP); primarily the extension of the Central Bike Path (CBP). The Trails Master Plan also includes the completion of the CBP as a long term plan for the city.

Recommendation

SFE recommends that the trails identified in Ashland’s TSP, Figure 8-1, below, be listed among those projects identified as high priority on the acquisition map for parks, open space, and trails. These are shown on the map below, as TR1, TR2 and TR3 (https://www.ashland.or.us/Files/Final%20TSP_2013-04-23.pdf, p. 123).



This recommendation is in alignment with the four goals listed in Ashland’s TSP (https://www.ashland.or.us/Files/Final%20TSP_2013-04-23.pdf, p. 33-35), the goals and strategies of CEAP (https://ashland.org/wp-content/uploads/Ashland_Revised_CEAP_ExecSummary.pdf, p. 10, 63, 102), the Trail’s Master plan ([https://www.ashland.or.us/SIB/files/APRC/2020/TMP_Final_Web\(2\).pdf](https://www.ashland.or.us/SIB/files/APRC/2020/TMP_Final_Web(2).pdf), p. 39-43), and the priorities of Ashland City Council. They are as follows:

TSP

- “Goal #1: Create a “green” template for other communities in the state and nation to follow.
 - Objectives for Goal 1:
 - 1A. Create a prioritized list of active transportation (e.g., travel by bicycle, by foot and/or a combination of non-auto modes), green projects that reduce the number of auto trips, auto trip length, and vehicle emissions.
 - 1B. Expand active transportation infrastructure to include features that encourage non-auto travel. Potential features include bicycle boulevards, bicycle lanes, wider bicycle trails, and improved lighting for bicycles and pedestrians.
 - 1C. Establish targets for increasing biking, walking, and transit trips over the next 5, 10, and 20 years.
 - 1D. Develop plans for pedestrian-oriented, mixed land-use activity centers with an active transportation focus and green infrastructure.
 - 1E. Identify ways to reduce carbon impacts through changes to land use patterns and transportation choices to make travel by bicycle, as a pedestrian and by transit more viable.
 - 1F. Update City of Ashland code street design standards to provide more flexibility and options for enhanced active transportation facilities.
 - 1G. Implement environmentally responsible or green design standards.
 - 1H. Investigate creative, cutting edge ways including policies to increase active transportation trips in the City of Ashland.

- Goal #2: Make safety a priority for all modes of travel.
 - Objectives for Goal 2:
 - 2A. Coordinate with safe routes to school (SRTS) plans for local schools including Southern Oregon University.
 - 2B. Develop an access management plan that can be adopted into code and enforced.
 - 2C. Strategically plan for safety and operational improvements for bicyclists and pedestrians.
 - 2D. Develop recommendations for realigning the highly skewed intersections within the City of Ashland that indicate there is notable potential to improve safety.
 - 2E. Recommend appropriate means for managing state highways and major arterials to meet local and through traffic needs in terms of mobility, access, and safety.
 - 2F. Incorporate the Highway Safety Manual (HSM) into development review and capital projects evaluation processes.
 - 2G. Reduce the number of fatal and serious crashes in the City of Ashland by 50% in the next 20 years.

- 2H. Reduce the frequency of bicycle and pedestrian related crashes in the City of Ashland by 50% in the next 20 years.
- Goal #3: Maintain small-town character, support economic prosperity and accommodate future growth.
 - Objectives for Goal 3:
 - 3A. Develop an integrated land use and transportation plan to increase the viability of active transportation.
 - 3B. Consider modal equity when integrating land use and transportation to provide travel options for system users.
 - 3C. Identify opportunities, guidelines and regulations for bicycle, pedestrian and transit supportive land uses within the City of Ashland.
 - 3D. Identify transportation projects or system adjustments that improve development potential and support increased mixed use development within the current Urban Growth Boundary.
 - 3E. Identify adjustments to transportation and land use codes and regulations that will facilitate higher density developments in transit corridors, and shorter trip length and non-motorized modes of travel throughout the City of Ashland.
 - 3F. Incorporate the Highway Capacity Manual multi-modal procedures into development review and capital improvement project evaluation processes.
 - Goal #4: Create a system-wide balance for serving and facilitating pedestrian, bicycle, rail, air, transit, and vehicular traffic in terms of mobility and access within and through the City of Ashland.
 - Objectives for Goal 4:
 - 4A. Identify ways to improve street connectivity to provide additional travel routes to the state highways for bicyclists, pedestrians, and autos.
 - 4B. Identify ways to provide sufficient levels of mobility and accessibility for autos while making minimal investment in new automobile focused infrastructure.
 - 4C. Upgrade pedestrian facilities to ADA compliant standards.
 - 4D. Develop alternative (e.g., multimodal) mobility standards that allow for planned congestion to help achieve multimodal and land use objectives.
 - 4E. Identify corridors where the alternative mobility standards could be beneficial to achieve multimodal and land use objectives.
 - 4F. Recommend creative, innovative ways to more efficiently manage, operate, and fund the transportation system.
 - 4G. Create a comprehensive transportation system by better integrating active transportation modes with transit and travel by auto.”

CEAP

- Reduce community greenhouse gas emissions to net-zero by 2050 (p. 10)
- “Reduce community and city employee vehicle miles of travel and greenhouse gas emissions” (p. 63).
- “Incorporate CEAP goals and actions in future updates of city plans” (p. 102).

Trails Master Plan

The Trails Master Plan and the proposed map includes, but doesn't set as a priority, the extension of the CBP from the western (roughly the railroad underpass on OR99) to the eastern urban growth boundary (Crowson Road) or the other trails included in the TSP. The following is an excerpt from the city's Trails Master Plan, Chapter 8. It demonstrates the intention and importance of the CBP.

“Route Description

The Central Bike Path corridor is a northwest to southeast route through the center of Ashland that runs approximately five miles in length. It gained the name Central Bike Path from its inception and, even though the completed section is a fully developed, multi-use trail, it retains the name. For almost its entire length, the corridor runs parallel to the Central Oregon & Pacific Railroad tracks. The existing multi-use trail serves as a key bike to-school passageway and is one of the most heavily used trails in Ashland.

The proposed two mile northwestern section of the Central Bike Path will begin at Jackson Road and connect to the existing segment that was constructed as part of the Billings Ranch Subdivision. There is a considerable gap in the trail from that point to where the extensive completed section begins where Fourth Street dead-ends into the railroad tracks. However, there are significant possibilities toward Glenn Street for an extension of the Billings Ranch Subdivision segment paralleling the railroad and bordering private land that may soon see development. The completed section of the Central Bike Path effectively follows the railroad all the way to Tolman Creek Road. The proposed one-mile southeastern section of the Central Bike Path will extend from Tolman Creek Road, again parallel to the railroad, to Crowson Road.

Linkages

The Central Bike Path will eventually intersect with every existing and proposed upslope corridor offering significant linkages to streets with bike lanes including Glenn, Orange, Laurel, Helman, Hersey, Oak, East Main and Ashland Streets.

The Central Bike Path currently provides direct access to Ashland Middle School and Walker Elementary School, SOU student housing and Garfield and Railroad parks. It connects the Ashland Street business complex near Interstate 5 with the downtown business area via the railroad district. The trail is in close proximity to the City of Ashland

Civic Center campus on East Main Street, the SOU and Ashland High School sports stadiums and the ScienceWorks Hands-on Museum.

Important future linkages include expanded appropriate bike-to-school routes from as far away as Crowson Road, Jackson Road and the Normal Street Neighborhood. A safe pedestrian crossing is needed at the intersection of Oak Street, railroad tracks and Van Ness St, which continues to be a problematic intersection for motorized, bike and pedestrian traffic.

There are several key railroad crossing locations that are currently “informal” and unsanctioned passages that offer the continuous access which is essential for this backbone corridor to function, e.g., 4th Street to Clear Creek Drive. An important element of this corridor will be the improvement and formalizing of railroad track crossings for Central Bike Path users.

Character

The route is basically flat with views of the city and upward to the surrounding mountains. The corridor is predominately urbanized and there is easy access to businesses, services, schools, parks and neighborhoods. This will continue to operate as an essential commuter and Safe Route to Schools pathway forming the backbone of Ashland’s trail system” (p. 41-42).

Ashland City Council Priorities

- Maintaining streets
- Protecting the community’s character
- Community land use planning
- Creating social equity and racial justice
- Creating multi-modal transportation equity among users of all ages and abilities
- Revitalizing downtown
- Aiding affordable workforce housing
- Implementing the CEAP
- Diversifying the local economy
- Expanding employment opportunities
- Broadening options for tourism/visitors
- Attracting more families to live in Ashland

Findings in Support of SFE’s Recommendation

- 1) The CBP, its extension, and other trails identified in the TSP are critical to development of the city’s recreational trails and off-street bicycle and pedestrian transportation network.
- 2) The existing CBP is heavily used but does not serve areas of the city west of 7th Street nor areas east of Tolman Creek Road.

- 3) The CBP, when completed, will serve Ashland as a backbone of its pedestrian and bicycle network, much like the Bear Creek Greenway serves the Rogue Valley as a whole. Importantly, the Central Bike Path will, as the existing path does now, facilitate travel by non-auto modes for all trip purposes within the city in contrast to the Greenway which largely functions as a recreational trail.
- 4) The acquisition priorities included on the Parks, Open Space and Trails map and the TSP's existing and planned bikeway network should be internally consistent.
- 5) The transportation sector accounts for 17 percent of the city's greenhouse gas emissions (CEAP inventory).
- 6) The CEAP Committee reviewed estimates showing that emissions from the transportation sector could be reduced by 40% with the development of an "all ages and abilities" bicycle network. Coupled with the substitution of internal combustion powered vehicles with electric powered ones, the city could achieve net zero from the transportation sector by 2050 (See Exhibit 1).
- 7) The CEAP and the TSP provided for and enjoyed extensive public involvement. The update of the draft Parks, Open Space and Trails map relied only on the views of the APRC, APRC's appointed Trails Advisory Committee, and APRC staff (See Exhibit 2) but did not meet Oregon's minimum public meeting law requirements. There weren't any members of the public involved in the review, development, or approval of the recommended Trails, Open Space and Parks map as reviewed at the 11/28 Planning Commission study session.
- 8) The development of the TSP and the CEAP included extensive public involvement (See Exhibits 3 and 4).
- 9) There is nothing in the record that demonstrates that the draft map considered, reflected, or was coordinated with the TSP or CEAP.
- 10) The planned redevelopment of the Croman Mill Site may include 500 or more dwelling units which could be served by the southerly extension of the CBP. The extension will be especially important with the city's recent action to remove minimum parking requirements and the indemnification of the Croman Mill Site as a Climate Friendly Area.
- 11) The CBP is used for both recreation and everyday travel by people of all ages and abilities including those in wheelchairs.
- 12) The city's TSP and the Trails Master Plan explicitly includes the extension of the CBP.
- 13) The city will, pursuant to the Climate Friendly and Equitable Communities Statewide Planning Rule, plan an entire pedestrian and bicycle network serving people of all ages and abilities throughout the city. Recent City Council decisions related to the design of Ashland Street and North Mountain Avenue demonstrate the Council's commitment to making an all ages and abilities bicycle network a reality.
- 14) The opportunity for the city to secure grant funds to extend and create a network of on-street bicycle facilities and off-street paths is at historic levels. More than \$60 million is available annually (https://www.oregon.gov/odot/Programs/Documents/EMC_Local_Funding_Handbook.pdf; <https://www.epa.gov/inflation-reduction-act/climate-pollution-reduction-grants>). Grants will allow the city to maximize the impact of local dollars and build more trails provided they can be shown to reduce vehicle miles of travel.

Exhibit 1

Ashland could achieve a **38% reduction** in greenhouse gas emissions **by 2050** if the community...



CONSUMPTION

- Reduced consumption-related emissions by 30% through activities such as product reuse, reducing meat consumption, or introduction of a carbon tax on products and services.



ENERGY

- Reduced energy use by 50% through energy efficiency measures.
- Shifted 50% of grid electricity consumption to distributed renewable energy generation.
- Transitioned 90% of natural gas used in buildings to electricity.



TRANSPORTATION

- Shifted 25% of motorized travel to walking or biking.
- For the remaining motorized travel:
 - Shifted 80% of private vehicles to electric vehicles.
 - Shifted 50% of commercial vehicles to electric vehicles.
 - Increased the average fuel efficiency of light-duty vehicles to 54.5 miles per gallon.

What if?

https://www.ashland.or.us/SIB/files/CEAP_WithAppendices.pdf (page 41)

Exhibit 2

Background Regarding the Development of the Draft Parks, Trails, and Open Space Map

The APRC established the Ashland Trails Advisory Committee (ATAC). Below is a draft of the Committee's membership and responsibilities.

C. Ashland Trails Advisory Committee (ATAC)

DRAFT: ATAC's purpose is to advise the APRC on alterations or additions to the trails system whether internally proposed or proposed by an outside entity. This committee is charged to review and recommend changes to the Trails Master Plan on an as-needed basis.

The ATAC's membership shall be composed of up to nine (9) voting members, as follows:

1. Two (2) community members from the Hiking Community
2. Two (2) community members from the Mountain Biking Community
3. Two (2) Ashland Parks and Recreation Commissioners
4. Two (2) Ashland Forest Lands MAC members
5. One (1) Ashland City Council Liaison

ATAC shall be responsible for assisting APRC in the following:

1. Describe a system of trails for pedestrians and non-motorized vehicles on public lands and privately granted easements.
2. Increase trail connectivity between Ashland's neighborhoods and its varied environments, including downtown, commercial, educational, and surrounding rural areas.
3. Enhance Ashland's quality of life through improved recreation, health, and transportation opportunities.
4. Establish appropriate trail standards based on approved uses, site opportunities, and constraints.

It is of particular importance to make note of which special interests were invited to participate and those who were not. Additionally, ATAC responsibilities included "enhance...transportation opportunities" (responsibility #3).

The subcommittee minutes indicate that the public did not have an opportunity for input during its five meetings. The ATAC meeting minutes from 9/27/23 do, however, reference public involvement:

"Eggers asked what the process for public input for the draft map would be. Landt explained that the subcommittee will review and approve the draft map. The next step is that the draft map will be presented to the Ashland Parks and Recreation Commission (APRC) at a study session meeting. APRC may ask for changes to the draft map that will be implemented then presented at an APRC business meeting for a vote on approval. Then the draft map will go to the city to begin the process for adoption. The public is invited to comment at any of (the) public meetings.

Black stated we could do a public Open House after the APRC study session to get public feedback"

(https://www.ashland.or.us/SIB/files/FinalMinutes_9_27_22_Parks_%26_Trails_Map_Subcommittee.pdf).

Director Black's suggestion to hold a public open house thus far has not been pursued and the record does not indicate why.

Additionally, the 7/01/2022 meeting minutes state “The Trails Master Plan will also be reviewed to make sure that all recommendations are consistent with other current planning documents”

(https://www.ashland.or.us/SIB/files/FinalMinutes_7_1_22_Map_Update_Subcommittee.pdf).

However, the record does not demonstrate that the proposed map was reviewed for consistency with the city’s TSP. The minutes of the 10/11/23 APRC meeting lists the participants. No one, other than the Commission and city staff, participated in the meeting

(https://www.ashland.or.us/SIB/files/II_APRC_Minutes_for_Approval.pdf).

Exhibit 3

Background Regarding the Development of the TSP

The public process leading to the adoption of the city’s TSP which lists the completion of the CBP as a top priority is markedly different. “Beginning in June 2010, the Transportation and Planning Commissions held a series of joint meetings to review and refine the draft. The project also included four public meetings spaced throughout the process”

(<https://www.ashland.or.us/Page.asp?NavID=13455>).

The Planning Commission study session of September 28, 2010 describes, in some detail, the TSP’s public involvement process. Relative to the public process leading up to the draft Parks, Open Space and Trails map, it was extensive.

“The Commission reviewed the Publicity and Workshop Framework document developed by the subcommittee and indicated who would be responsible for each task. It was decided that staff would handle the following items: 1) publish a workshop notice in the CitySource, 2) send meeting invites to properties within 200 ft, 3) send meeting invites to businesses in the area, 4) create a project webpage on the City’s website, 5) post news items to the City’s homepage, 6) draft a press release, and 7) create a slide for RVTV channel 30. Ms. Harris stated overall this is an ambitious list in terms of work for staff, but they will do as much as possible while balancing their other projects and demands. Marsh voiced her support for the increased publicity outlined in the framework document and requested staff email the commissioners a copy of the press release and any other documents they produce.

Commissioner Mindlin noted the radio and television component and stated she would want some talking points before she felt comfortable speaking with the media. Ms. Harris noted that staff has already begun working on these, however the group agreed it was more appropriate for the general media and Jefferson Exchange interviews to occur after they are further along in the process.

Commissioner Marsh stated she would handle the letter to the editor, and Commissioner Dotterer offered to make an announcement and distribute handouts at the Ashland Rotary meetings. Commissioner Morris was asked to investigate the feasibility of approaching the Chamber, and the other commissioners were asked to

make announcements and handout flyers at their respective service clubs. Marsh stated she would post workshop flyers at local bicycle and running shops, and suggested they approach the Daily Tidings about publishing an article. The group also briefly discussed the possibility of extending the notice area and mailing postcards instead of letter-sized flyers” (<https://www.ashland.or.us/Agendas.asp?AMID=4267&Display=Minutes>).

Exhibit 4

Background Regarding the Development of the CEAP

The development of the CEAP involved extensive community input including three open houses, an online survey available to the public, stakeholder presentations and interviews, and two workshops involving 30 Ashland city staff members

(https://www.ashland.or.us/SIB/files/CEAP_WithAppendices.pdf, p. 169-71).

In Conclusion

SFE urges APRC and Ashland’s Planning Commission to consider the importance of the CBP, as outlined in this document. The completion of this bike path is long overdue for the City of Ashland and is crucial to the sustainable future that we all envision. Thank you again for considering SFE’s input on behalf of the community.

TO: Planning Commission

FROM: Climate and Environment Policy Advisory Committee

DATE: 1/11/24

RE: Trails, Open Space and Park Acquisition Priorities - comprehensive plan amendment
Planning Commission Public Hearing Testimony 01/23/2024

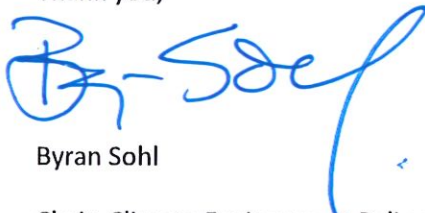
The Climate and Environment Policy Advisory Committee (CEPAC) recommends that **the extension of the Central Bike Path to the east and west urban growth boundaries** (as identified in the city's Transportation System Plan (Figure 8-1) and the Trails Master Plan (Chapter 5)), be listed among the acquisition/development priorities on the updated Parks, Trails, and Open Space (POST) Map.

The extension of the Central Bike Path to the easterly and westerly urban growth boundaries is crucial to the future of Ashland. It is essential to the safety, convenience, and efficiency of people walking and bicycling. Further, the Central Bike Path is the backbone of the city's non-motorized transportation network. It together with protected bike lanes on major streets, bike lanes on lower volume streets, and traffic calmed residential streets will create a complete bicycle network and give residents and visitors an alternative to driving a car/truck for short, in-town trips. It is estimated, that a complete bicycle network in Ashland will reduce transportation emissions by 40 percent by 2050. That reduction is key to achieving net-zero by 2050, the principal goal of the Climate and Energy Action Plan.

The Council recently adopted, as a priority, the implementation of the Climate, Energy Action Plan, adopted in 2017.

The attached includes additional facts and reasons for the Planning Commission to modify the draft POST map to include the extension of Central Bike Path to the east and west urban growth boundaries as a priority project.

Thank you,



Byran Sohl

Chair, Climate Environment Policy Advisory Committee

Climate and Environment Policy Advisory Committee (CEPAC)

Findings and Reasons in Support of the Addition of the Central Bike Path as a priority project on the Parks, Open Space and Trails (POST) map.

- A. Internal consistency between elements of the Comprehensive Plan, other Plans adopted by the City Council and conformance with Statewide Transportation Planning Rules (OAR 660-12).
 - a. The addition of Central Bike Path to the priority list of projects, and its ultimate construction is necessary for the following reasons.
 - 1) To achieve consistency between the Transportation System Plan (adopted in 2013 and soon to be updated), the Ashland Trails Master Plan and the Parks, Open Space and Aesthetics Elements of the city's Comprehensive Plan. Ensuring that priority projects listed in one element of the Comprehensive Plan is listed in another related element is essential to achieve a coordinated and internally consistent Comprehensive Plan. A trail priority in one element must be reflected as a priority in the other.
 - 2) To conform to the city Climate and Energy Action Plan and its goal to reduce vehicle miles of travel for employees and residents of the city.
 - 3) To meet the city's legal obligations under Climate Friendly and Equitable Communities Rule to reduce vehicle miles of travel and to plan for a complete bicycle network that meets the transportation needs of people of all ages and abilities.
 - 4) To provide a non-motorized connection between the city's Climate Friendly Areas (CFA): Croman Mill, Transit Triangle, and Railroad Property. Additionally, with a connection via Water Street the Downtown, a secondary CFA, would also be linked to the rest of the city by the extension of the Central Bike Path.
 - 5) The upcoming update of the Transportation System Plan will list, there is little doubt, among its projects, the extension of the Bear Creek Trail and the Ashland Creek Trail and other trail segments listed as priorities on the POST map with the exception of trails designed for the exclusive use of mountain bikes.
- B. To meet the public needs for a safe, convenient, and efficient transportation system; one that offers practical alternatives to driving a car/truck.
 - a. The addition of Central Bike Path to the priority list of projects and its ultimate construction is necessary for the following reasons.
 - 1) To provide a non-motorized and safe route for residents living on the west end of town including Grand Terrace (just west of the railroad underpass on OR99), if it were to develop, to access downtown, schools, shopping areas, etc.

- 2) To meet the public need for alternatives to driving an automobile/truck for short in-town trips.
- 3) To improve housing affordability. The cost of auto dependence is approximately \$1,000 per month which, for households that can live without an auto or with one less auto, can significantly improve housing affordability – a crisis at the local, state and national levels.
- 4) Reduce traffic congestion, noise pollution, and air pollution.
- 5) To conform to the Statewide Planning Goal, Transportation which, since the adoption the statewide land use goals adoption in 1974, has required cities in Oregon to “avoid principal reliance upon any one mode of travel.”

B. Consistency with the Goal and Policy 7 of the Parks, Open Space and Aesthetics Element of the Comprehensive Plan

- a. Goal 8.15 – “To provide the people of Ashland with a variety, quantity and quality of parks, park facilities, open spaces, trails, and visual resources sufficient for their needs.”
- b. The adoption of the POST map is a requirement of Policy 7. “Develop the system of corridors, linear park routes and trails outlined in the Park and Open Space map. **Encourage interconnections between parks, open spaces, bicycle paths, easements, irrigation ditches, scenic roadway routes, railroad rights-of-way, etc.** Require that commonly used trails across private property be preserved when developed.” (emphasis added)

C. Achieving the vision embodied within the City Comprehensive Plan.

- a. The listing of the Central Bike Path as a priority on the POST map will boost the competitiveness of future city state/federal grants which would: a) undertake a detailed examination of the location of the Central Bike Path (both on-street and off-street), b) perform preliminary engineering, and c) construct the path. The grant opportunities, at this time, are at record levels for projects which will reduce vehicle miles of travel and transportation emissions.
- b. Since the TSP’s adoption in 2013, there has been one grant application submitted for completion of the Central Bike Path. It was unsuccessful.
- c. The city recently hired a grant contractor who could be tasked with securing state or federal grants for the completion of the Central Bike Path.

D. Responsibility of the Planning Commission

- a. ORS 227.090(b) Powers and Duties of Commission – “Recommend to the council and other public authorities plans for regulating the future growth, development and beautification of the city in respect to its public and private buildings and works, streets, parks, grounds and vacant lots, and plans consistent with future growth and development of the city in order to secure to the city and its inhabitants sanitation, proper service of public utilities and

telecommunications utilities, including appropriate public incentives for overall energy conservation and harbor, shipping and transportation facilities.”

CONCLUSION:

CEPAC members request that the extension of the Central Bike Path to the east and west urban growth boundaries be listed as a priority project on the POST map.

Chapter 5: Central Bike Path Corridor

Route Description

The **Central Bike Path** (CBP) is a predominately east-west route, approximately five miles in length, that parallels the Southern Pacific Railroad tracks through the northern half of Ashland. The tracks are currently leased to a different, regional railroad company. Approximately three miles, the middle portion of the trail has been completed and is well used. The city proposes that approximately two miles are required to complete the route from the Wrights Creek corridor to the Tolman Creek corridor. At the northern end, an addition is planned to extend the trail to Oak Street. The route will eventually continue across Ashland Creek and northwest until it joins North Main Street near Wrights Creek. At the eastern end, the route will cross Tolman Creek Road and continue southeastward possibly through the Croman Mill site. The trail would terminate at Siskiyou Boulevard and/or meet an existing section of the trail west of Tolman Creek, which connects to the Tolman Creek corridor. A potential long-term goal is to continue the route, possibly following the railroad tracks, as far south as Siskiyou Pass or even the California border.

Linkages

When completed, the CBP will connect with Wrights Creek Trail, Ashland Creek Trail, Roca Creek Trail, Clay Creek and Hamilton Creek Trails, and Tolman Creek Trail. The trail will also connect to several streets with bike lanes, such as Hersey, Main, and Ashland Streets. It currently accesses Ashland Middle School and Walker Elementary School, SOU student housing, and Garfield and Railroad Parks, and connects the Ashland Street shopping district near Interstate 5 with the downtown shopping area via the railroad district. The trail is in close proximity to the Municipal Complex, SOU, and Ashland High School stadiums, and ScienceWorks Hands-on Museum.

Character

The route is basically flat with views of the city and upward to the surrounding mountains. The corridor is predominately urbanized and there is easy access to businesses, services, schools, parks, and neighborhoods. This is an important commuter and Safe Routes to School course.

Expected Users

Expected users consist of bicyclists, pedestrians, runners, families with strollers, skaters, equestrians, and maintenance and emergency vehicles.

Note: Equestrian users are expected to clean up after their animals.

Typical Trail Section

The CBP is a multi-use trail with a ten-foot paved width asphalt surface.

PARKS AND OPEN SPACE MAP

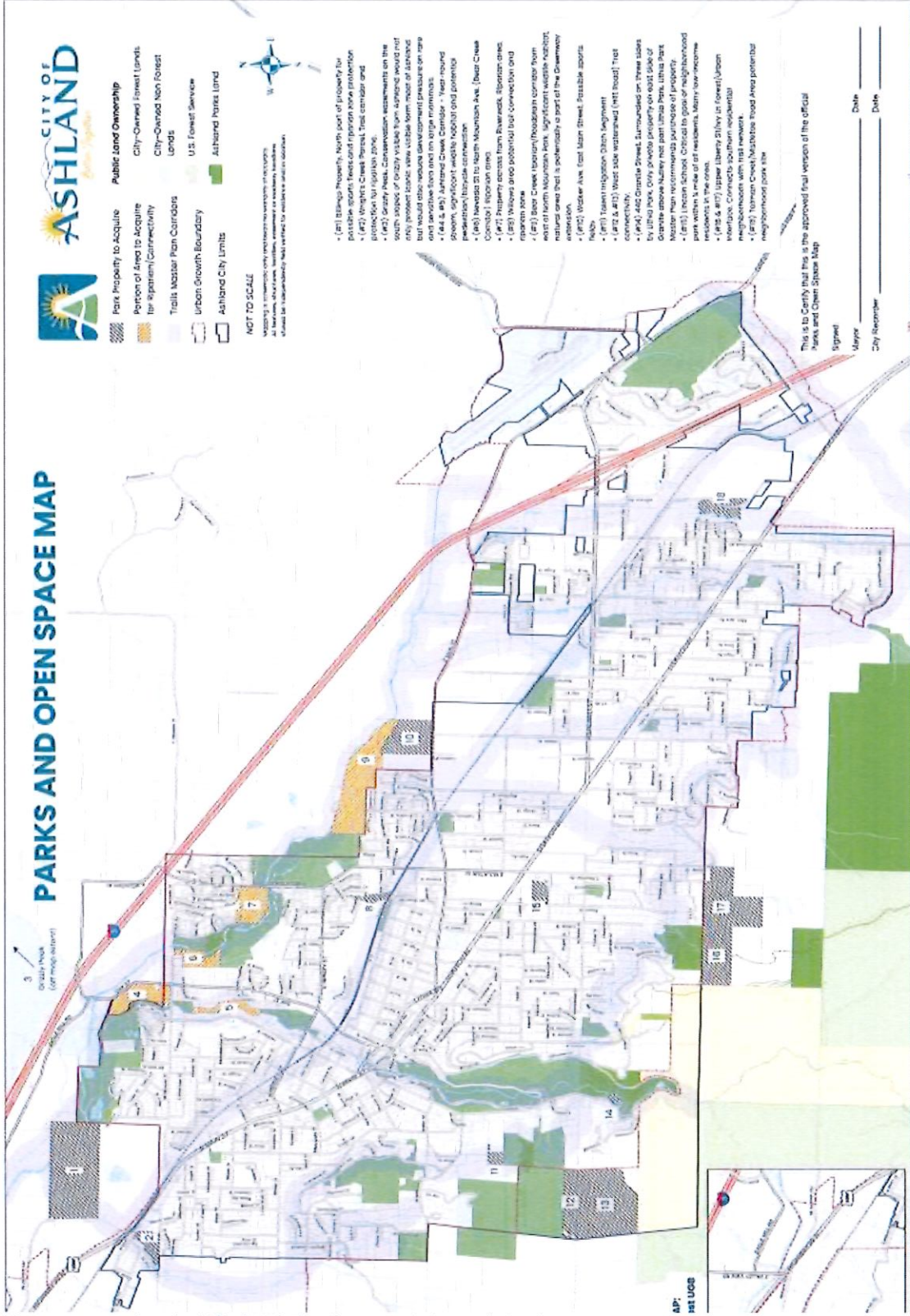


- Public Land Ownership**
- City-Owned Forest Lands
 - City-Owned Non-Forest Lands
 - U.S. Forest Service
 - Ashland Parks Land
- Part Property to Acquire**
- Portion of Area to Acquire for Expansion/Connectivity
 - Trail/Neighborhood Plan Corridor
 - Urban Growth Boundary
 - Ashland City Limits

NOT TO SCALE

Map data is preliminary and subject to change. All features, shapes, numbers, boundaries, and labels are subject to change without notice.

- (P1) Bluffs Property, North part of property for possible sports, fitness and recreation area protection for riparian zone.
- (P2) Winters Creek Forest, Trail corridor and riparian zone.
- (P3) Grassy Park, Conservation easements on the riparian zone.
- (P4) Grassy Park, Conservation easements on the riparian zone, west side from road of school that would also reduce development pressure on one and sensitive forest and on site improvements.
- (P5) Ashland Creek Corridor - Year-round stream, significant wildlife habitat and potential pedestrian/bicycle connection.
- (P6) Grassy Park, Conservation easements on the riparian zone, east side from road of school that would also reduce development pressure on one and sensitive forest and on site improvements.
- (P7) Riparian access from Riverside, Riparian area.
- (P8) Wetland and potential trail connection and riparian zone.
- (P9) Bear Creek Riparian/Recreation corridor from east of North Mountain Look, significant wildlife habitat, natural area that is potentially a part of the Greenway network.
- (P10) Foster Ave. (East Main Street), Possible sports area.
- (P11) Talent riparian chain segment.
- (P12 & P13) West side watershed (MT Road) Trail connectivity.
- (P14) 400 Granite Street, Surrounded on three sides by Urban Park, City provides property on east side of concrete above Murray and from Urban Park, Urban Park.
- (P15) Riparian access, Potential for riparian zone park within a mile of residents, Many low-income residents in the area.
- (P16 & P17) Upper Liberty Street (in Forest) Urban neighborhood, Connects southern neighborhood neighborhood with trail network.
- (P18) Upper Creek/Walden Road Area potential neighborhood park site.



This is City property that is the approved final version of the official Parks and Open Space Map

Mayor

City Recorder

Date

Date

1Map as presented at the 11/28/2023 Planning Commission Study Session

POST Map (prior page) Listing of Priority Projects

Properties Designated Purchase or Easements and Projected Use

- **(#1) Billings Property.** North part of property for possible sports fields and riparian zone protection
- **(#2) Wright's Creek Parcel.** Trail corridor and protection for riparian zone.
- **(#3) Grizzly Peak.** Conservation easements on the south slopes of Grizzly visible from Ashland would not only protect iconic view visible from most of Ashland, but would also reduce development pressure on rare and sensitive flora and on large mammals.
- **(#4 & #5) Ashland Creek Corridor –** Year-round stream, significant wildlife habitat and potential pedestrian/bicycle connection
- **(#6) Nevada St to North Mountain Ave. (Bear Creek Corridor) Riparian area.**
- **(#7) Property across from Riverwalk.** Riparian area.
- **(#8) Willows area trail connection (RR property) Acquire** riparian area
- **(#9) Bear Creek riparian/floodplain corridor from east of North Mountain Park.** Significant wildlife habitat, natural area that is potentially a part of the Greenway extension.
- **(#10) Walker Ave. East Main Street.** Possible sports fields
- **(#11) Talent Irrigation Ditch Segment**
- **(#12 & #13) West side watershed (Hitt Road) Trail connectivity.**
- **(#14) 440 Granite Street.** Surrounded on three sides by Lithia Park. Only private property on east side of Granite above Nutley not part Lithia Park. Lithia Park Master Plan recommends purchase of property.
- **(#15) Lincoln School.** Critical to goal of neighborhood park within ¼ mile of all residents. Many low-income residents in the area.
- **(#16 & #17) Upper Liberty St/Ivy Ln Forest/Urban Interface.** Connects southern residential neighborhoods with trail network.
- **(#18) Tolman Creek/Mistletoe Road Area.**