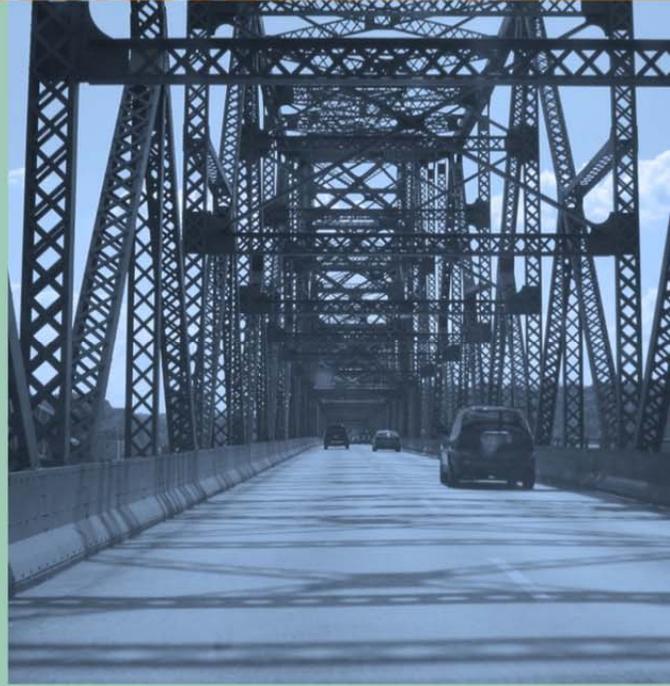


ASHLAND 2013 COMPREHENSIVE PLAN



TOC

TABLE OF CONTENTS

INTRODUCTION.....	1
EXISTING CONDITIONS.....	9
PUBLIC INVOLVEMENT.....	21
VISION & GOALS.....	31
LAND USE.....	37
TRANSPORTATION.....	49
FACILITIES & UTILITIES.....	59
DOWNTOWN & RIVERFRONT.....	69
NEIGHBORHOODS.....	77
REDEVELOPMENT OPPORTUNITIES.....	85
IMPLEMENTATION.....	93

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ASHLAND MAYOR

Chuck D. Charles

CITY MANAGER

Steve Corbitt, PE

ASHLAND BOARD OF COMMISSIONERS

Kevin Gunderson
Larry Brown
Cheryl Spriggs
Marty Gute

ASHLAND CITY STAFF

Michael Miller, Director, Planning & Community Development
Osei Amo-Mensah, Planning & Community Development
Kevin Sinnette, Asst. Corporate Council

KEY PERSON INTERVIEWS

Steve Corbitt, PE, City Manager
Robert W. Ratliff, Police Department
Ryan Eastwood, PE, Utility Department
Scott Penick, Fire Department

TASK FORCE MEMBERS

Ann Newman
Bob Hammond
Bruce Davis
Howard Harrison
Larry Lake
Lisa Henson
Melissa Benhke
Paul Castle
Ronald Clark
Sudie Davis
Tom Cantrell

CONSULTANT TEAM

Taylor Siefker Williams Design Group

Amy Williams, AICP, Project Manager
Scott Siefker, ASLA, AICP, Principal
Dave Foster, ASLA, Designer
Nathan Bush, Planner

Bell Engineering

Josh Karrick, ASLA, AICP, Senior Planner

ASHLAND 2013 COMPREHENSIVE PLAN



Introduction

1

CHAPTER

1

INTRODUCTION

[INSIDE THIS CHAPTER]

This chapter provides an outline of the overall structure of the Ashland Comprehensive Plan.

- Introduction
- History/Setting
- The Planning Process
- How to Use This Document
- Key Terms and Phrases

INTRODUCTION

Communities are constantly changing and shifting in response to multiple local, regional and national factors. Demographics, the economy, technologies, and preferences will inevitably influence current and proposed uses of land, capital, and property. As we look into the future, we can choose to merely **react** to change or **anticipate and direct** the changes that occur. When we engage in a comprehensive planning process, the community is both responding to changes that have occurred and planning for changes that the community would like to occur in the future.

PURPOSE

The Commonwealth of Kentucky establishes the requirement for and purpose of a comprehensive plan (KRS-100.183). The primary purpose of a comprehensive plan is to articulate a broader vision and establish guiding principles and policies for the future growth and development of an entire community. It does not focus on the needs and desires of one property owner, business or neighborhood. Comprehensive plans are intended to be broad in nature. This provides community leaders with the flexibility to implement the community-wide vision, goals and objectives while responding to changing community conditions that are likely to occur over the life of the plan. A comprehensive plan is not intended to dictate a community's budgeting process, but can be used to inform efforts and projects.

STANDARDS

The Kentucky Legislature has developed specific requirements and minimum content for a comprehensive plan (KRS-100.187). The elements of a plan, at minimum, should include:

- A **statement of goals and objectives**, which shall serve as a guide for the physical development and economic and social well-being of the planning unit;
- A **land use plan** element showing proposals for the most appropriate, economic, desirable, and feasible patterns for the general location, character, extent, and interrelationship of future use of public and private land;
- A **transportation plan** element showing proposals for the most desirable, appropriate, economic, and feasible pattern for the general location, character, and extent of the channels, routes, and terminals for transportation facilities for the circulation of persons and goods in the future;
- A **community facilities plan** element showing proposals for the most desirable, appropriate, economic, and feasible pattern for the general location, character, and the extent of public and semipublic buildings, land, and facilities in the future.

[KRS 100.183]

The planning commission of each unit shall prepare a comprehensive plan, which shall serve as a guide for public and private actions and decisions to assure the development of public and private property in the most appropriate relationships. The elements of the plan may be expressed in words, graphics, or other appropriate forms. They shall be interrelated, and each element shall describe how it relates to each of the other elements.

HISTORY / SETTING

Ashland is located in Boyd County, Kentucky along the banks of the Ohio River where the Bluegrass State meets Ohio and West Virginia. The land area that is now Ashland, Kentucky was first settled between 1774 and the late 1790's. In 1800, Richard Deering discovered high grade iron ore deposits on his property. This natural resource discovery led to a tremendous impact on the area's development. In 1818, Deering along with David and Thomas Trimble built Argillite Furnace, beginning the iron industry in northeastern Kentucky. As iron from the region became nationally known, the small community grew to a population estimated at just fewer than 1,000 by the middle of the 19th century.

In 1854 several wealthy area residents formed Kentucky Iron, Coal and Manufacturing Company and proceeded to lobby Lexington and Big Sandy Railroad to locate its eastern terminus in the area. The company engaged the railroad's engineer, M.T. Hilton, to lay out a town to be named Ashland, after Henry Clay's home in Lexington. Lots were sold at public auction in June of 1854, and the City of Ashland was incorporated by an act of the Kentucky legislature in 1856. Boyd County was created by the legislature in 1860, primarily from Greenup County.

Over the years the major employers of the area have included Armco (now AK Steel), Ashland Oil & Refining Company (Ashland Refining Company purchased the 1,000 barrel per day plant in 1924; became part of Marathon Petroleum Company LP's refinery system in 1998), Allied Chemical & Dye, the C&O Railroad (now CSX Railroad) and Mansbach Steel.

Ashland was a busy center of trade with river and railroad access. Front Street and Greenup Avenue served as the main business arteries. Winchester Avenue became the primary thoroughfare and heart of the business district in the early 1900's. Industrial activity was spread along the Ohio River bank following a pattern which, for the most part, still holds true today. The residential areas of Ashland were also in the Ohio River bottomlands, generally to the south and east of the original, grid-patterned portion of Ashland, remaining today as the center of Ashland.

Ashland witnessed no radical changes in this period, but grew steadily until 1920, when the population reached 14,000. The coal, iron and railroad industries continued to thrive and provide the basis for prosperity. In the 1920's, however, Ashland was to realize a sudden boom in commerce, industry, and population. This boom was primarily the result of the location in Ashland of three major industrial employers: the American Rolling Mills Company (now Armco Steel Company, L.P.), the Ashland Refining Company (now Marathon Petroleum Company) and Semet Solvay (now a division of AK Steel). All three companies established major facilities in Ashland during this period. Workers moved in, businesses located in the City, and the population more than doubled before 1930. The growth spread onto the plateau above the river valley. This area became a residential area and is

still accommodating residential growth. Ashland's population remained virtually static between 1930 and the mid-1960's.

Land use changed as well. The central business district expanded, taking land around its periphery which had previously been put to residential use, and centered itself on Winchester Avenue.

As of 2010, Ashland stands with a population of 21,684 people, representing a more recent stabilization of population loss (1.35% between 2000 and 2010) compared to the significant population losses in the 1980s (13.0% between 1980 and 1990). A full summary of the existing conditions can be found in Chapter 2: Existing Conditions.

THE PLANNING PROCESS

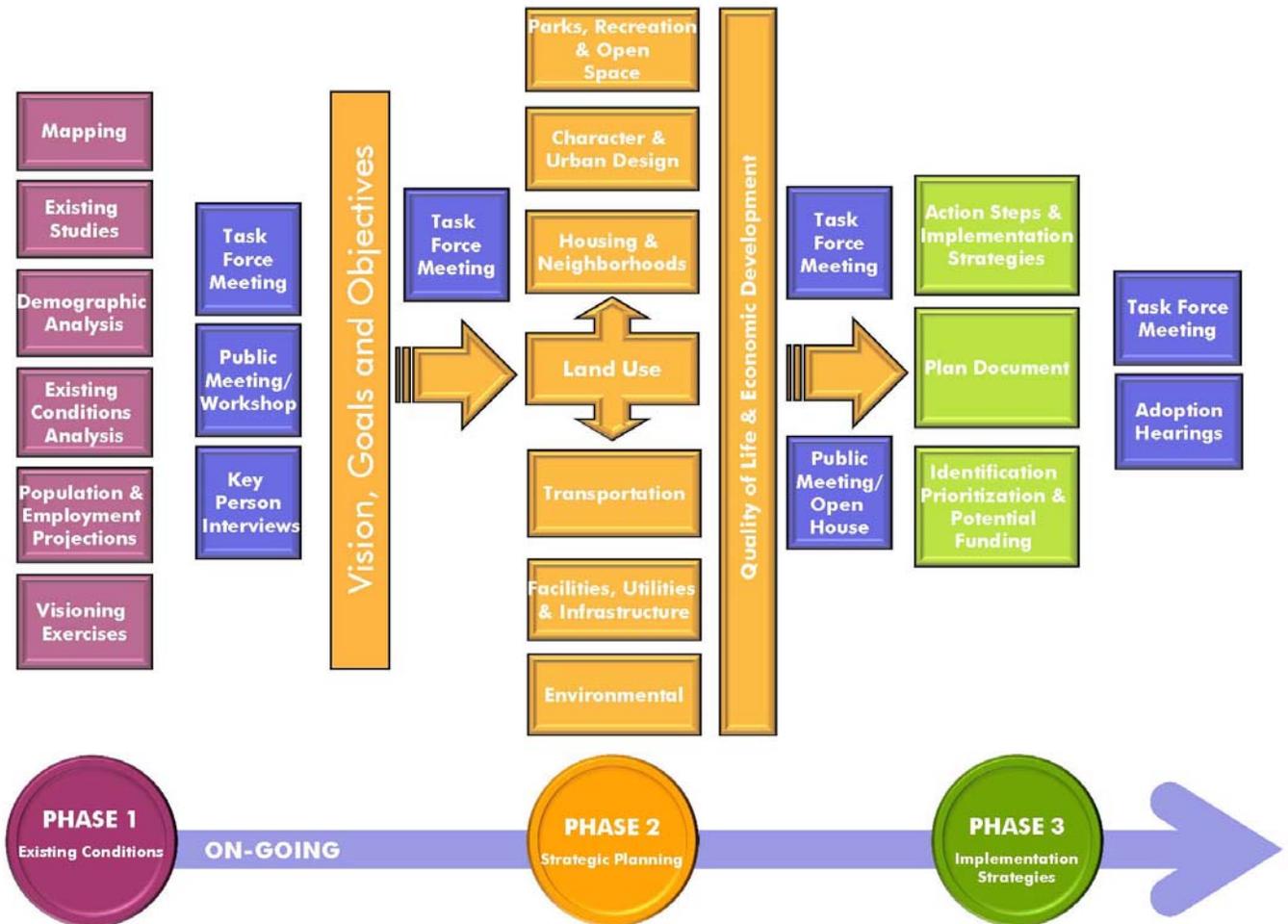
The Ashland Comprehensive Plan was initiated by the City of Ashland and the Planning Commission with the intent of serving as the community’s guide for future development over the next 20 years.

This plan included a great deal of public participation, using a Task Force, key person interviews and public meetings to aid in establishing the decisions and recommendations included in this plan. The ideas and concepts were based on the community’s input and expressed desires for Ashland’s future.

The framework of the plan serves as a foundation of the planning process used in creating this plan which was guided by four key questions. These questions include:

- Where are we now?
- Where are we going?
- Where would we like to go?
- How do we get there?

The following graphic outlines the planning process used for developing this plan:



HOW TO USE THIS DOCUMENT

This plan is the guiding document by which City officials, decision makers, developers and residents can reference as development occurs. As such, Ashland's Comprehensive Plan should serve as the community's guide for future development and be the basis for all decisions about the location, quality and quantity of future growth and its supporting infrastructure. Additionally, this plan is intended to be a flexible document and broad in nature. It should respond to changes or unforeseen circumstances that reinforce the vision and goals defined by the community.

The following chapters present the research and analysis of demographics and economic characteristics of Ashland, define the vision, goals and objectives for Ashland, and describe the elements of the plan. The chapters of this comprehensive plan are described below:

Chapter 2: Existing Conditions – This section offers a starting point for the development of the plan's vision and the analysis of the physical conditions, plan elements and public input. It helps explain how the efforts of this plan support decisions that were made during the planning process. The existing conditions include demographic and socioeconomic information about the population, housing and economy of Ashland in addition to corresponding mapping and graphics that convey the existing conditions. It also includes a photographic inventory of key parts of Ashland to convey it's current state.

Chapter 3: Public Involvement – This section reinforces the elements presented in the various chapters by providing a summary of the public participation process. Exercise results gathered during four Task Force meetings, four key person interviews and two public workshops are included.

Chapter 4: Vision and Goals – This chapter provides the foundation for all future decisions regarding the Ashland Comprehensive Plan. The goals and objectives defined in this chapter should be used to find common ground in how implementation should be accomplished.



Chapter 5: Land Use – The land use chapter is the central focus of a comprehensive plan. This chapter will outline the location and quantity of growth in Ashland. It includes growth and land use strategies for Ashland, a future land use map and a description of each land use category. It also includes location criteria that can be used by decision makers when considering land use decisions. This element is required by KRS100.



Chapter 6: Transportation – This chapter coordinates future state funded projects and local needs for all forms of transportation in Ashland. This includes roadway improvements as well as multi-modal projects. This element is required by KRS100.



Chapter 7: Facilities & Utilities – The community facilities element identifies the current inventory of facilities such as schools, emergency response, public buildings and other public or semi-public uses. These facilities are coordinated with the future growth pattern. This element is required by KRS100.



Chapter 8: Downtown & Riverfront – This chapter focuses on redevelopment of downtown and reclaiming the riverfront for recreation and entertainment. Multiple districts are identified in downtown in addition to infrastructure improvements that are needed. This chapter should be referenced when considering new development or redevelopment in downtown or along the riverfront.



Chapter 9: Neighborhoods – The neighborhoods chapter highlights the existing residential areas and discusses strategies and tools to make Ashland's neighborhoods strong and vibrant.



Chapter 10: Redevelopment Opportunities – This chapter discusses the need to focus on redevelopment in Ashland, from increasing the quality of life to downtown redevelopment opportunities and industrial redevelopment opportunities. Financing strategies and tools are also discussed in this chapter.

Chapter 11: Implementation – This chapter is used to identify and prioritize tasks necessary to accomplish the plan's overall vision, goals and plan elements. Action steps are outlined in implementation tables which include a brief description of the action and identify responsible party(ies), potential funding source(s), task prerequisites, and appropriate timelines. Specific plan goals associated with each action step are also referenced.

KEY TERMS AND PHRASES

Action Plan – Specific steps that are recommended by the plan and are important to understand in order to effectively use the document and implement the plan's vision

Goal – A broad statement that supports the vision while adding a specific area of focus. Goals are usually lofty in scope yet attainable within the planning horizon of 20 years.

Key Person/Stakeholder – A person who is in some way responsible for implementing the plan, in whole or in part, or has a vested interest in the outcome of the plan.

Objective – A statement that adds a level of specificity to the goal without identifying the individual actions that must be taken for implementation. Objectives are generally measurable so that the community can monitor implementation progress.

Planning horizon – The period of time the plan intends to address community development or the community’s vision. This plan uses a 20-year planning horizon. KRS-100 requires a review every five years to address any changes in the community.

Policy – A definite course or method of action to guide present and future decisions. Policies can be legislative or administrative in approach.

Task Force – A group of people chosen to represent a cross-section of the community and guide the comprehensive planning process. They serve as liaisons between the community, the consultant, and City staff during the planning process.

Vision – A broad statement describing the desired future of Ashland.

ASHLAND 2013 COMPREHENSIVE PLAN



Existing Conditions

2

CHAPTER 2

EXISTING CONDITIONS

[INSIDE THIS CHAPTER]

This chapter provides an overview of Ashland's existing conditions that served as a starting point for the plan's vision and goals.

- Introduction
- Demographic Trends
- Photographic Inventory

INTRODUCTION

The planning process for a comprehensive plan is informed by not only the community's vision for the future but also by historical trends, demographic characteristics and physical data. The existing conditions provide a snapshot in time – it presents Ashland today. This chapter compiles and analyzes demographic and economic data to answer two key questions during the planning process: ***“Where are we now?”*** and ***“Where are we going?”***

DEMOGRAPHIC TRENDS

The demographic analysis considers characteristics such as population, age, race, ethnicity, place of work, and educational attainment. The demographic trends of central importance because they will impact the future housing, education, jobs, recreation, transportation, community facilities and other needs of Ashland.

Data gathered and analyzed for the purposes of this comprehensive plan was primarily from the U.S. Census Bureau, Census on Population and Housing, and U.S. Bureau of Labor Statistics. Unless otherwise stated, the data used in this analysis was derived from the most recent, readily available data from the U.S. Census. As the community continues to change and updated data is released, trends and projections should be verified to ensure that the assumptions made about Ashland's population change, demographics, education and economy remain true.

NATIONAL DEMOGRAPHIC TRENDS

The United States is at a significant point in terms of changing demographic trends, and these trends are reflected in communities across the nation. With this, we need consider questions such as: Who will be living in our community 20 to 30 years from now? How do we attract younger generations to our community? And, what dynamics should we plan for today?

America is Growing

The U.S. population has doubled since 1950. With 308.7 million people in 2010, the United States experienced the second lowest growth rate in the past century from 2000-2010 of 9.7%. By 2040, it is projected that the United States' population will be 440 million.¹

The South, which includes Kentucky, and West had faster growth from 2000-2010 (14.3% and 13.8% respectively) than the Midwest and Northeast (3.9% and 3.2% respectively). In addition, just six states accounted for over half of the population increase in the U.S. in 2010 (Texas, California, Florida, Georgia, N. Carolina, and Arizona).¹

¹ 2010 Census Brief: Population Distribution & Change

The country is still growing but how we are growing as a population is changing dramatically. Nationally, people are delaying marriage and children. U.S. birth rates for women under 40 have generally been declining since the 1990s and they have increased for women 40-44 to the highest levels since 1967. Additionally, the mean age for first time mothers in the U.S. is consistently increasing, currently at 25.2 years.²

The “Traditional American Family” is now non-traditional. Husband-wife households only account for 48% of all households in 2010; the first time this figure has not been the majority. Single-parent households are also dramatically increasing, growing about 40% from 2000-2010 (about 10% of all households). Unmarried couple households also grew by 41% during this time, four times faster than overall household population grew (about 7% of all households). Many of the younger generations are showing a living preference for urban areas over rural areas. Multi-generational households also increased by 4.4% nationally (3.4% in Kentucky). Finally, one in four households in 2010 consisted of someone living alone (one-person households), of which, one in three of single householders were over the age of 65.³

While still growing considerably, Kentucky’s population increased by 7.4% over the past decade (about 300,000 people from 2000-2010). This growth was generally seen in urban areas with general population losses in the eastern and western portions of the state. Additionally, Kentucky is projected to grow by about 23% over the next forty years (2010-2050) to a population of 5.3 million people.¹

America is Aging

Everyday 10,000 Baby Boomers reach the age of 65⁴. By 2050, one in five people in the United States will be over the age of 65. It’s not a secret that Baby Boomers are reaching retirement age, and second to the size of a population group, age and gender are typically the most important demographic characteristics of a population for public policy. In 2010, 13% of the U.S. population was over the age of 65 years (Kentucky was 13.3%); furthermore, one in three single-households were over the age of 65. Nationally, the older population is more likely to live inside a MSA. Lastly, women continue to outnumber men at older ages but his gap is narrowing; at the age of 89, there are about twice as many women as men.⁵

America is Becoming More Diverse

By 2050, the U.S. is projected to become a Majority-Minority population, meaning that the white, non-Hispanic population will no longer be the majority. This trend is already present in the younger age cohorts as well as the overall population in many areas of the country; one out of 10 counties in the U.S. already has a Majority-Minority. Additionally, there are several states and the District of Columbia where the population follows this pattern,

¹ 2010 Census Brief: Population Distribution & Change

² CDC, National Vital Statistics Report, vol. 60, num. 2, November 2011

³ 2010 Census Brief: Households and Families, SF 1, S1101

⁴ Pew Research Center (www.pewresearch.org)

⁵ 2010 Census Brief: The Older Population, SF 1

including Texas, California, Hawaii, and New Mexico. Kentucky's minority population was only 14% in 2010 but has grown by 37% over the past decade.⁶

More than 50% of the growth in total population in the U.S. from 2000-2010 was due to the increase in the Hispanic population (15.2 million of 27.3 million people). Hispanics are now the nation's largest minority and are projected to approach one in every three people by 2050. This population composed 16% of the U.S. population in 2010 compared to only 3% of the population in Kentucky.⁶

The Asian population is also growing significantly nationally; this population currently totals only 5% of the U.S. population but is expected to grow by 22% by 2050.⁶

HOW DOES ASHLAND COMPARE?

It is important to identify any trends that are unique to Ashland and trends where Ashland mirrors county, regional, state or national trends. Comparison communities are used to help further identify these types of trends; this existing conditions analysis included the examination of peer communities in Kentucky. Each community was selected based on its geographic characteristics, demographic characteristics, and/or economic characteristics that share similarity to Ashland. The comparison communities used in this analysis include: Hopkinsville, Nicholasville, Paducah, and Richmond. In addition, Boyd County, Huntington-Ashland WV-KY-OH MSA, Kentucky and United States were also used as comparisons.

During comparison, it is also important to note that Census geographies are not static; boundaries can change or be redrawn entirely due to changes in political boundaries, population growth or other factors. For the purposes of comparing historical (such as 2000) and current (such as 2010) Census data, the geographic areas are considered to be generally equivalent.

⁵ 2010 Census Brief: The Older Population, SF 1

⁶ 2010 Census Brief: Overview of Race and Hispanic, SF 1, QT-P3

POPULATION TRENDS

Population

Ashland's population in 2010 was 21,684 people, representing a 1.35% decrease from the population in 2000 (21,981 people). During this same time, Kentucky and the United States grew in population by 7.4% and 9.7% respectively. Ashland had unprecedented population growth between 1910 and 1930 as the city grew as an industrial center with a 70% population increase from 1910-1920 and a 97% increase from 1920-1930. The population leveled out

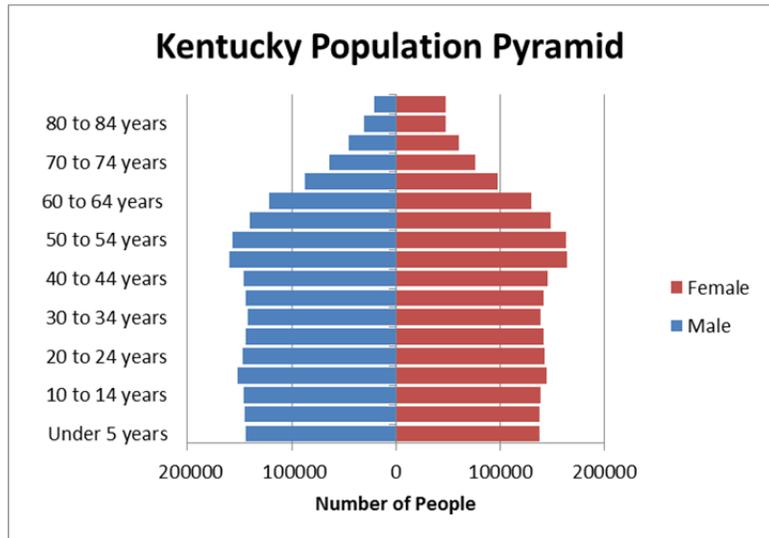
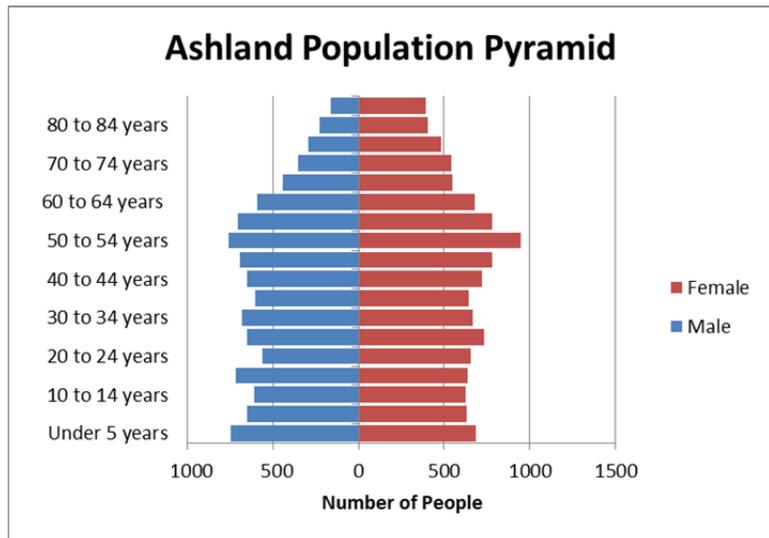
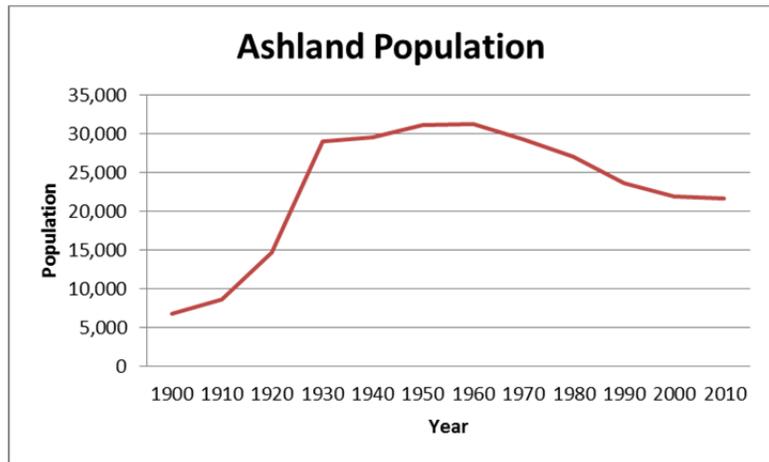
between 1930 and 1960 with very little increase. Ashland has been decreasing in population since the 1970s with significant loss in the 1980s (about 13% between 1980 and 1990). However, in recent decades the rate of loss has decreased dramatically.

In 2010, the City's population accounted for about 44% of Boyd County's population. Boyd County has also seen a trend of population decline since the 1980s. Like Ashland, the percentage of population loss is improving each decade.

When compared to other communities in Kentucky, it is apparent that the western and eastern portions of the state are seeing population decline. Communities in these regions, such as Paducah, have a faster rate of decline (-4.9%) while cities located more centrally, such as Nicholasville, are growing (5.1%).

Age

The distribution of various age groups can be seen in the 2010 population pyramids for both Ashland and Kentucky. A stable population would have a generally equal numbers for



almost all age groups except the oldest. A wide base of a population pyramid indicates high birth rates (growing population) while a narrow base indicates low birth rates (declining population). In the U.S. the Baby Boom generation is also usually very evident, producing a bulge in the chart from those born in the late 1940s to early 1960s.

In 2010, the median age in Ashland was 43.3 years old. This is similar to Boyd County (43.5 years) but slightly higher than Kentucky's median age of 39.3 years. Finally, the distribution of population between men and women generally follow state and national trends with women outnumbering men in the older age groups.

Race & Ethnicity

When compared to the region, Ashland's racial composition is similar to Boyd County and the Huntington-Ashland MSA. However, the comparison communities, Kentucky and the U.S. are much more diverse than Ashland.

Race	Ashland	Boyd County	Kentucky	United States
White	93.0%	93.0%	86.3%	64.0%
Black/African American	3.0%	2.8%	7.7%	12.0%
American Indian/Alaska Native	0.3%	0.2%	0.2%	0.7%
Asian	0.6%	0.4%	1.1%	4.7%
Native Hawaiian/Other Pacific	0.0%	0.0%	0.0%	0.2%
Other Race	0.2%	0.1%	0.1%	0.2%
Two Races	1.7%	1.2%	1.5%	1.9%

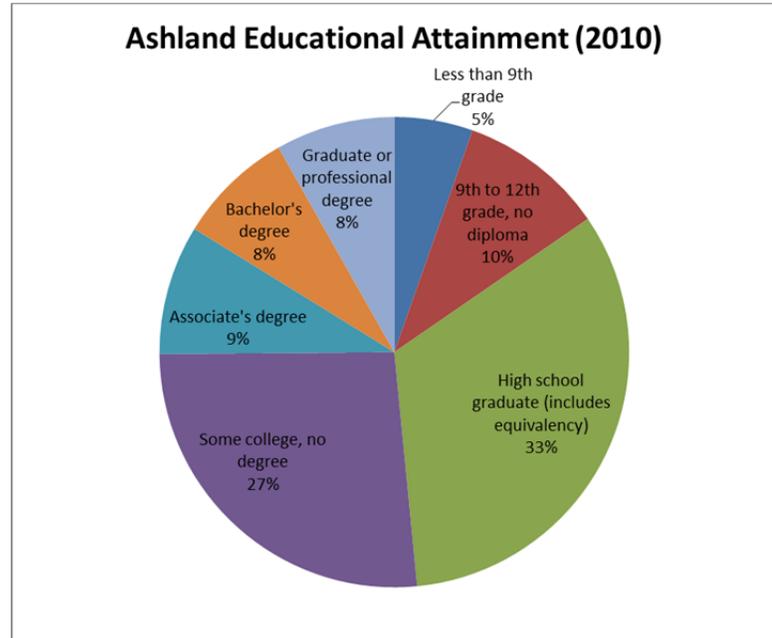
In 2010, about 1.5% of Ashland's population were of Hispanic or Latino origin. This composition is again similar to Boyd County (1.4%) and the MSA (0.9%) but is less than Kentucky (3.1%) and the United States (16.3%). While Ashland does not have the same diversity as Kentucky or the U.S, the growth of those with a Hispanic origin is changing significantly. The increase in the percentage of the Hispanic population from 2000 to 2010 in Ashland was 150%. During this same time, the growth of the Hispanic population in Kentucky was about 105% and about 31% in the United States.

[RACE & ETHNICITY]

Race and ethnicity are considered two separate & distinct characteristics. Race categories include those listed in the table to the right and ethnicity refers to a person's origin. Examples of Hispanic origin could include a person of Cuban, Mexican, Puerto Rican, South/Central American, or other Spanish culture or origin. People who identify their origin as Hispanic, Latino or Spanish can be any race.

Educational Attainment

Over half of Ashland's population 25 years and older has an education beyond high school. Ashland is more educated than the state on average (48% have education above high school). In particular, Ashland has more people with an associate degree as their highest level of education (8.9%) than Kentucky (6.7%) or the comparison communities with the exception of Paducah. The percentage of people with a graduate or professional degree in Ashland is also higher than the comparison communities except Richmond (who has a large state university).



Population Trends Summary

- Ashland is not alone in the battle to reverse the trend of population loss and trends show that the rate of loss is improving.
- In general Ashland's population is older than the state and has a large segment of the population that will be moving into retirement over the horizon of this plan; this segment of the population will have different needs and desires from living preferences to transportation needs to lifestyle options.
- As America becomes more diverse, trends with racial and ethnic diversity will influence the racial and ethnic composition of Ashland.
- Ashland has an educated workforce that could place the city in a competitive position to target and attract new companies or expand existing.
- As transportation services are planned within Ashland, the higher percentage of households that do not own a car should be taken into consideration. Also, more people walk to work in Ashland than other communities in Kentucky, but this could be connected with Ashland's higher percentage of no car households.

HOUSING TRENDS

[HOUSEHOLD]

A household includes all the persons who occupy a housing unit (such as house, apartment, mobile home, group of rooms, or single room that is occupied as separate living quarters). The occupants may be a single family, one person living alone, two or more families living together, or any other group of related or unrelated persons who share living arrangements.

[FAMILY]

A family is a group of two or more people related by birth, marriage, or adoption that live together; all such people are considered as members of one family.

Households & Families

Ashland had a total of 9,486 households in 2010 and an average household size of 2.26 people, with 0.5 people on average being under 18 years and 1.75 people on average being 18 years and older. Ashland's average household size is slightly smaller than Kentucky (2.45 people/household) and the United States (2.58 people/household), but falls in the middle of the comparison communities (Nicholasville, 2.64; Hopkinsville, 2.39; Richmond, 2.17; Paducah, 2.09).

In 2010, approximately 61% of all households were families and 39% were non-family households. In addition, 42% of Ashland's households consisted of a husband-wife family; further, about 15% were single-mother households and about 5% were single-father households. Ashland also has a larger percentage of one-person households (people living alone) than most communities. Approximately 34% of households in Ashland are one-person households compared to 28% in Kentucky and 27% in the United States. When compared to other communities in Kentucky, Ashland is similar to Hopkinsville (32%), and Richmond (36%) and less than Paducah (42%).

Housing Tenure

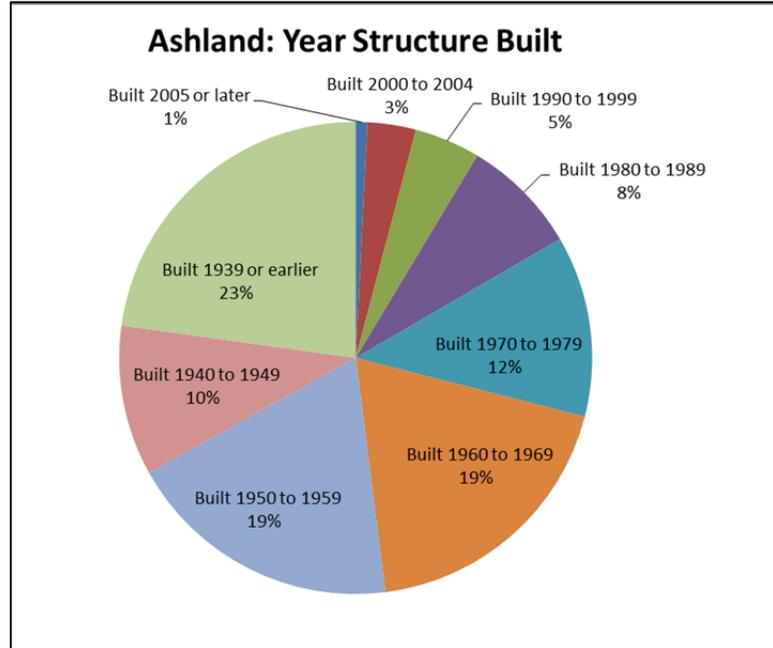
Approximately 10.1% of housing units were vacant in 2000, which was higher than Kentucky (8.9%), the U.S. (9.2%) and the comparison communities (Richmond, 9.0%; Hopkinsville, 8.2%; Nicholasville, 5.3%) except Paducah (10.6%). By 2010, Ashland's vacant housing units increased to account for 11.2% of all housing units, an 11% increase in vacant housing units in ten years. While the percentage of vacant housing did increase in Ashland from 2000-2010, this rate of growth of vacant housing units was significantly less than Kentucky (35% increase) and the United States (41% increase) over the same period. By 2010, Ashland was below the state and national averages for vacant housing units (12.4% and 12.7% respectively).

In 2000, about 64% of its occupied housing units were owner-occupied and 36% were renter-occupied. The percentage of owner-occupied housing units decreased to about 60% in 2010. Ashland has less homeownership than Boyd County (67% owner-occupied) and Kentucky (69% owner-occupied) and is closest to the national average (66% owner-occupied) in 2010. Ashland also experienced a larger decline in occupancy status between 2000 and 2010 (7.5% decrease) compared to Kentucky (2.5% decrease) or the U.S. (0.5% decrease).

Ashland has an older housing stock with 71% of all units being built before 1970. Further, about 23% of all units were built before 1939. This indicates that the housing condition in some neighborhoods should be considered due to the age of Ashland's housing stock. This could indicate that many of the older neighborhoods were designed with traditional layouts. These traditional neighborhood designs have now reemerged as desirable over suburban neighborhood layouts.

Housing value

The median housing value of owner-occupied units in Ashland was \$88,200 in 2010 and the median gross rent was \$500 per month. The median housing value in Ashland is less than all of the comparison communities (Hopkinsville, \$100,800; Paducah, \$97,800; Richmond, \$143,000; Nicholasville, \$142,700), Boyd County (\$95,200), Kentucky (\$119,400) and the country (\$187,500). The gross rent is also less than the comparison communities, Boyd County, Kentucky and the U.S.



Housing Trends Summary

- Ashland has a slightly smaller household size and about one-third of all households consist of someone living alone.
- Ashland has slowed the rate of growth of vacant housing units over the past decade better than Kentucky or the United States.
- There has been a shift to more renter-occupied units in the past decade.
- Ashland has an older housing stock that provides character but could require updates or maintenance. Ashland's older housing stock could potentially attribute to the City's lower housing values.
- With lower median house values and gross rents than other communities, Ashland can be an affordable place to live.

ECONOMIC TRENDS

Total workforce

About 54% of Ashland's population 16 years and older were in the labor force (9,394 people) in 2010. Compared to the state (61%) and country (65%), Ashland has a slightly lower rate of participation in the labor force.

Like most communities, the economic downturn in the United States has affected Ashland. Ashland's annual average unemployment rate in 2011 was 8.2% and ranked 163 out of 372 metropolitan areas and compared to Kentucky's unemployment rate of 9.5% for this same time. This was an improvement from Ashland's unemployment rate of 8.4% in 2010 and Kentucky's unemployment rate of 10.2% in 2010¹.

Commuting & Place of Work

In 2010, about 14% of Ashland's occupied housing units had no vehicles within the household, meaning that this portion of the population solely relies on public transportation, walking/bicycling, or other forms of transportation. The percent of no vehicle households is higher in Ashland than any of the comparison communities (Hopkinsville, 10%; Nicholasville, 5%; Paducah, 12%; Richmond 9%), Kentucky (8%) and the United States (9%). In addition, 2.4% of Ashland's workforce had no vehicles available.

The vast majority of people in Ashland (81%) commute to work alone in a car, truck or van. About 10% carpool while less than 1% use public transportation and about 5% walk to work. This is similar to other communities in Kentucky except more people walk to work in Ashland than elsewhere in Kentucky (2%).

Approximately 75% of workers (16 years and older) lived and worked in Boyd County and about 58% of workers (16 years and older) lived and worked in Ashland. When compared to the state and country, the percentage of people living and working in the same place is almost twice as much as the state (32%) and country (32%) and almost three times more than the Huntington-Ashland MSA (21%). In addition, the mean travel time to work in Ashland is 16 minutes, compared to 22.5 minutes for Kentucky or 25.2 minutes for the country.

Industries & Occupations

The largest industries in Ashland in 2010 included: educational services, healthcare, social assistance (24%); retail trade (14%) and arts, entertainment, recreation, accommodation/food services (11%). The smallest industries in Ashland in 2010 included: agriculture, forestry, fishing, hunting, mining (1%); information (3%); and construction (3%). This is consistent with Boyd County and the Huntington-Ashland MSA.

The largest three occupations in Ashland in 2010 included: management, business, science, art occupations (32%); sales and office occupations (27%); and service occupations (21%). This again is similar to Boyd County and the MSA.

¹ Bureau of Labor Statistics (BLS), *Unemployment Rates for Metropolitan Areas and States (annual average rankings)*

Income

Ashland's median household income in 2010 was \$32,961, lower than the comparison communities, state (\$41,576) and country (\$51,914). However, Ashland's per capita income of \$23,339 is higher than Kentucky's per capita income (\$22,515) and most of the comparison communities. Per capita income is frequently used in measuring a standard of living but can be skewed because it does not reflect income distribution.

Economic Trends Summary

- Ashland has a high percentage of households with no vehicles and public transportation and connectivity options should be considered.
- With more people living and working in Ashland, there is a greater potential to capture spending dollars locally.
- Ashland workers have a short commute time to work but with a large percentage of workers not leaving Ashland, transportation options between large residential and employment nodes should be considered.
- The largest industries and occupations are related to healthcare, retail and service.
- Ashland has a lower median household income but this does not take into account variables such as Ashland's lower housing prices or disposable income.

[HOUSEHOLD INCOME]

The total income of the householder and all individuals 15 years and older, regardless if they are related to each other or not. For example, it could include the total income of a husband & wife or it could include two unrelated people living together.

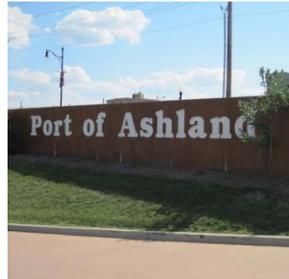
[PER CAPITA INCOME]

The total income of all people 15 years and older divided by the total population. Note that income data is not collected for people under 15 but they are included in the total population.

PHOTOGRAPHIC INVENTORY

Although demographic data can speak to the developing trends within the population of Ashland, it is unable to express the physical condition of the City. This selection of photographs catalogues the physical and design features of the City and helps portray the existing conditions that may be built upon with the recommendations outlined in this plan. Ashland has a strong urban foundation to build upon – as can be seen in the following photographs.

Transportation & Facilities



Parks & Recreation



Downtown



Character



ASHLAND 2013 COMPREHENSIVE PLAN



Public Involvement

3

CHAPTER 3

PUBLIC INVOLVEMENT

[INSIDE THIS CHAPTER]

This chapter documents the public engagement process used in gathering ideas and comments from the community.

- Introduction
- Task Force Meetings
- Public Meetings & Workshops
- Key Person Interviews

INTRODUCTION

The Ashland Comprehensive Plan included many opportunities for public input and participation. Throughout the planning process, the community was engaged in the plan's development by providing their desires, ideas, and comments. This input is crucial in adoption and implementation of the plan within the City.

Public input was collected through several methods, including four Task Force Meetings, two public meetings/workshops, key person interviews and two public adoption hearings. During each form of public involvement, various exercises were facilitated to capture the community's wishes for the future.

TASK FORCE MEETINGS

A Task Force of 12 members, representing a cross-section of the City's residents, business owners, government and local organizations, was formed to guide the planning process and overall direction of the Ashland Comprehensive Plan.

TASK FORCE MEETING #1 – FEBRUARY 28, 2013

The purpose of the initial meeting was to introduce the planning process, establish key roles, review the existing conditions, and begin to collect input on the plan's vision. Three separate exercises were conducted at this meeting to allow the Task Force to begin to share their ideas about the future of Ashland. The results are summarized below.

1. Visioning Exercise: What's your vision?

This exercise asked three separate, open-ended questions that included:

- The most important issue facing Ashland is...

Affordable Housing	Decline in Industry	Critical Job Loss
Senior Living	ISSUES	Declining Population
Lack of Growth	College Graduate Retainment	Aging Infrastructure

- Ashland's greatest asset is...

Hardworking People	Central Park	Access to Education
Healthcare	ASSETS	History
Family Atmosphere	Low Cost of Living	Small, family raising town

- If I could build one thing in Ashland it would be...

HOUSING	ENTERTAINMENT	BUSINESS
Apartment building	Rails to trails	Downtown Center
Affordable new housing	Upscale restaurant	Manufacturing/ light industrial
Dine In restaurant	Mall	Conference / Convention Center

2. Issues Exercise: Is it Ashland?

An issues exercise allowed the Task Force to identify what businesses, amenities, and features Ashland residents feel are most important to them and which they would like to see when thinking about the future of Ashland. They were asked to circle the words that are very important to them, mark a line through those that they would not like to see and do nothing to words or phrases that they felt indifferent toward. A summary of the results included:

MOST DESIRABLE	Want in Ashland	Do Not Want
Riverfront Development	9	0
Sidewalk Cafes	8	0
College/University	8	0
Locally Owned Stores	8	0
Senior Housing	8	0
Hotel/Motel	7	0
Tourist Attractions	6	0
Live-Over-Work Buildings	6	0
Grocery Stores	6	0
Improved Streetscape	6	0
Farmers Market	6	0
Light-Industrial	6	0
Duplexes	5	0
Movie Theater/Entertainment Ctr.	5	0
Apartments	5	0
Live Entertainment	5	0
Outdoor Dining	5	0

LEAST DESIRABLE	Want in Ashland	Do Not Want
Adult-Oriented Businesses	0	6
Car Dealers	0	5
Liquor Stores	0	3
Drive-Thru Businesses	0	3
Gated Neighborhoods	0	2
Public Restrooms	0	1
Strip Shopping Centers	0	1

SOMEWHAT DESIRABLE	Want in Ashland	Do Not Want
Manufacturing	4	1
Shopping Mall/Lifestyle Center	3	1
Skate Park	2	2
Churches	2	2
Pubs/Taverns	2	2
Heavy-Industrial	2	2
Fast Food	2	3

3. **Strengths and Opportunities Exercise:** What do you think?

In this exercise, the Task Force was asked to identify strengths and opportunities for each topic.

FOCUS TOPICS			
Economic Development		Transportation	
Strength	Opportunities	Strength	Opportunities
<ul style="list-style-type: none"> Retail market Secondary Education – multiple facilities Small business development 	<ul style="list-style-type: none"> Farmers Market expansion in downtown 	<ul style="list-style-type: none"> Wide streets Good bus system connecting to neighboring cities Amtrak/greyhound Transportation center – all in one building Port/rail 	<ul style="list-style-type: none"> No recreational boat facilities Traffic light system downtown Congestion and bad lights in areas Parking near hospital limited
Downtown Ashland		Parks and Open Space	
Strength	Opportunities	Strength	Opportunities
<ul style="list-style-type: none"> Parking First Friday 	<ul style="list-style-type: none"> Increase pedestrian opportunities Expand First Friday 	<ul style="list-style-type: none"> Central Park Riverfront 	<ul style="list-style-type: none"> Youth Skate Park Youth Soccer Riverfront “New” larger park
Land Use		Housing and Neighborhoods	
Strength	Opportunities	Strength	Opportunities
<ul style="list-style-type: none"> Wide/straight streets downtown Doog/decent division of residential Parks City manager form of government with less politics and more action Neighborhood elementary schools 	<ul style="list-style-type: none"> Downtown vacancy and upper floor development Riverfront development Vacant ground downtown Old plan of 200 acres Housing area needs to “go away” – lot consolidation 	<ul style="list-style-type: none"> Character – active kids Traditional neighborhood development 	<ul style="list-style-type: none"> Reinvestment in older neighborhoods Redevelopment – mixed use and multi-family are needed
Facilities and Utilities		Character and Urban Design	
Strength	Opportunities	Strength	Opportunities
<ul style="list-style-type: none"> Neighborhood schools Good water, sewer electricity (sell surplus) Remediation Plan for Combined Sewer Overflow 	<ul style="list-style-type: none"> Small portion does not have sewer Water system is old City-wide recycling 	<ul style="list-style-type: none"> “classic” Walkability downtown 	<ul style="list-style-type: none"> Certain neighborhoods could be made more walkable
Sustainability			
Strength	Opportunities		
<ul style="list-style-type: none"> Education system – technical college can tailor to workforce needs Healthcare – industry is biggest employer 	<ul style="list-style-type: none"> Fiscal – vacant buildings 		

TASK FORCE MEETING #2 – APRIL 4, 2013

The second Task Force meeting discussed input received at the first public meeting on March 28th and presented the draft vision, goals and objectives. The majority of the meeting consisted of a working session to refine the vision, goals and objectives.

TASK FORCE MEETING #3 – JUNE 6, 2013

The third meeting consisted of reviewing all the draft elements of the plan. Each element of the plan was discussed in detail and comments were recorded for future revisions to be made. Elements reviewed and discussed included:

- 1) Future Land Use
- 2) Transportation
- 3) Facilities & Utilities
- 4) Downtown & Riverfront
- 5) Neighborhoods
- 6) Redevelopment Opportunities

TASK FORCE MEETING #4 – AUGUST, 21, 2013

The final Task Force meeting was focused on reviewing the draft plan including the action steps. Revisions were discussed and made prior to the adoption process.

PUBLIC MEETINGS & WORKSHOPS

Public meetings allow for the gathering of information from residents and business owners which is essential to making a planning document relevant. These meetings give an opportunity for new ideas and issues to be expressed and considered, but they also serve the purpose of confirming and reviewing previous input. Two public meetings were held during the comprehensive planning process.



PUBLIC MEETING #1: WORKSHOP – MARCH 28, 2013

Participants attending this public workshop were given a short overview presentation on Ashland's existing conditions followed by three exercises to gain feedback. They were asked to focus on developing a vision, define focus areas and districts, and explore the future of Ashland through a mock newspaper.

- ...a destination to raise families, Ashland continues to expand opportunities to young adults and gaining populations.
- ...a recreation and entertainment destination, Ashland's riverfront, music district and brewing district thrive.
- ...a hub for the arts and tourism, Ashland opens a new theater for ACTC on former tannery site.

“Top Rated Jobs & Industries in Ashland Continue to be _____”

This portion asks participants to fill in a story on what jobs and industries are flourishing in future Ashland.

- Morehead State, which opened a new 4 year college downtown and added new graduate degree programs.
- AK Steel and Marathon Oil after facilities expansion.
- CSX after they move their headquarters back to Ashland.
- Medical services and technology.
- In light industry and computer service industries.
- Music and brewery.
- Tourism (Water, Arts, Shopping).

“Focus on Ashland: New Highlights in the City over the Past 20 Years”

This portion asks participants to fill in a story on major events that may have developed in future Ashland, starting tomorrow and ending 20 years from now.

- Ashland has become a major port on the Ohio and excursions are leaving by river and rail weekly. Transportation proves a great asset for this thriving community
- New storm sewer project nears completion.
- Hospital expands with new mental health services wing.
- Downtown area population on the rise.
- Jobs and service related industries have helped Ashland, elevated education, entertainment, shopping and dining.
- Tourism is Ashland's largest revenue generator.
- Ashland's riverfront is known as a recreation and entertainment destination with a Riverwalk and concerts.

PUBLIC MEETING #2: OPEN HOUSE— JUNE 20, 2013

The second public meeting was held prior to the Board of Commissioners meeting at City Hall to allow the elected officials and public to provide input on the plan. The meeting was held as an open house where participants could discuss issues one-on-one with City staff and consultant. Multiple large format boards with the vision, goals, and plan elements were displayed with questionnaires available for feedback. Following this meeting, a formal presentation was given to the commission during their meeting.

KEY PERSON INTERVIEWS

The key persons from departments within the local government were interviewed for input on future development. These interviews were held on July 6, 2013 and June 20, 2013. Their comments are summarized below:

CITY MANAGER, STEVE CORBITT, PE

1. Vision for the City includes: reclaiming the coke plan, increasing apartments, building a regional shopping center.
2. Currently, rebuilding residential housing units is difficult because of small lot sizes.
3. The bus system has had funding drastically cut.
4. The City has seen a half a billion dollars in construction in the last 10 years.
5. In downtown, 3 of 4 buildings were remodeled.
6. Existing retail and restaurants are a big plus for the City.
7. There are a large number of banking facilities that are a good fit for the City.
8. Would like to see a marina for pleasure boats and a riverboat restaurant on the river.
9. Ashland has water capacity that could attract industry.

POLICE DEPARTMENT, ROBERT W. RATLIFF

1. A neighborhood watch was attempted in the past but it has been hard to maintain.
2. There is a wish for more social activities for youth.
3. They also would like to see more jobs provided for youth and young adults.
4. Speeding is a problem on Lexington and Central near the park and on Blackburn.
5. Response times are in a good status.
6. There are many crashes on Central and 23rd, but the cause is unknown (majority of the traffic here is from out of town drivers).
7. There are high crash rates at these intersections: 13th St Bridge; Central and 23rd; 29th and Winch; Winch and 43rd.

UTILITY DEPARTMENT, RYAN EASTWOOD, PE

1. The current budget for tank maintenance is \$100,000 – \$105,000 per year.
2. The water distribution lines are in average shape.
3. There are several areas of hydrant pressure issues.
4. Pump stations are in good status.
5. The tanks at the water treatment facility are in poor condition, but there are plans to improve this.

6. Many sewer improvement projects are planned or underway.
7. Maximum sewer treatment capacity is 33 MGD with a current average daily flow of 11 MGD – expecting to expand to 40 MGD within 5 years.

FIRE DEPARTMENT, SCOTT PENICK

1. Currently, there is no capacity to handle a barge fire. The department has two boats but neither has pumps equipped. This is not a current issue unless recreation on the river is increased.
2. Vision for the City includes: a marina, ice skating, and light the bridges.
3. Response times, coverage, and equipment are all in good status.

ADOPTION HEARINGS

Per KRS 100 a public hearing was held before the Planning Commission on **MONTH #, 2013** for a recommendation for adoption. Following this a public hearing for adoption was held before the Ashland Board of Commissioners on **MONTH #, 2013**.

ASHLAND 2013 COMPREHENSIVE PLAN



Vision, Goals & Objectives

4

CHAPTER 4

VISION, GOALS & OBJECTIVES

[INSIDE THIS CHAPTER]

This chapter provides the foundation for all future decisions regarding the Ashland Comprehensive Plan.

- Introduction
- Vision Statement
- Goals and Objectives

INTRODUCTION

Ashland's Comprehensive Plan should serve as the community's guide for future development and be the basis for all decisions about the location, quality and quantity of future growth and its supporting infrastructure. The plan's vision, goals and objectives were developed through input from the Task Force, residents, business owners and various City departments/leadership.

It is important to understand the purpose of each statement, goal or objective listed in this chapter. A vision, usually written in the present tense, is a broad statement which communicates where the City would like to be in the future. Goals, like vision statements, are broad in nature but usually provide a level of specificity which seeks to give purpose or define results. Goals are lofty, but attainable within the planning horizon. The planning horizon for Ashland's comprehensive plan is 20 years, or 2034. Finally, plan objectives provide a level of specificity to each goal and often provide direction necessary to reach a goal.

Implementation or action steps put the goals and objectives in motion and name specific tasks, responsible parties, and the appropriate timeframes to complete each step. Action steps for the Ashland Comprehensive Plan can be found in Chapter 11: Implementation.

VISION STATEMENT



ASHLAND'S VISION is centered on its **people and character** as a caring and involved community. Welcoming to all, the City strives to build **strong, vibrant and stable neighborhoods**. Ashland aims to connect people to the river and be known for its **recreational opportunities** by reclaiming the riverfront with open space and activity. The City seeks to **transform downtown** into a regional attraction for dining and specialty shopping by capitalizing on our **cultural heritage through music, arts and entertainment**. Building upon a strong educational foundation, Ashland strives to **create an atmosphere for business development** that **draws younger generations to Ashland**. The City desires to embrace its **industrial past** while incorporating the **medical and technical industries** of tomorrow. Ashland seeks to provide the **infrastructure improvements** that are needed to support our community and expand our businesses. Ashland aspires to be well-connected with **multiple transportation options** – from roads to busses to sidewalks to trails. As we grow, we will ensure our actions speak to who we are as a community and continue to **make Ashland a great place live.**



GOALS & OBJECTIVES

1. Promote Business Development

- a. Retain existing industry and attract new industry.
- b. Continue to build Ashland as a regional medical center.
- c. Attract new technical industries to Ashland.
- d. Foster an environment that supports small business and entrepreneurial development.
- e. Grow jobs for current residents and young professionals.

2. Create Vibrant Neighborhoods

- a. Encourage a variety of housing types, including options for seniors and young professionals.
- b. Encourage a variety of housing opportunities for residents of all socio-economic backgrounds.
- c. Continue to reinvest in deteriorating housing.
- d. Allow new housing to be constructed in sustainable areas.
- e. Foster appropriate land use mixes, housing types and transitions within neighborhoods, including single-family, multi-family and neighborhood commercial.
- f. Create transitions between neighboring incompatible land uses and place new developments in appropriate locations that do not have land use conflicts.
- g. Build programs that enhance existing neighborhoods, such as neighborhood watch programs, maintenance programs or community events.
- h. Maintain or enhance existing neighborhood facilities, such as parks and other public spaces.

3. Transform Downtown into an Entertainment Destination

- a. Create or enhance key partnerships, including public-private partnerships, to aid in redeveloping downtown.
- b. Promote downtown as a destination for shopping, dining, live music and the arts for all ages.
- c. Promote downtown living opportunities with a focus on young professionals and seniors.
- d. Support building rehabilitation and development of vacant lots.
- e. Develop a branding and identity program for downtown that ensures Ashland's history and culture are incorporated into the built environment.
- f. Protect historic or significant buildings or spaces that are unique to Ashland.

4. Provide Multiple Transportation Options

- a. Plan for multiple types of transportation that serve residents of all socio-economic backgrounds.
- b. Improve safety and provide alternatives for congestion along major roadways.
- c. Create opportunities for residents and visitors to easily access Ashland from I-64, including the development of the U.S. 60 Connector.
- d. Coordinate with regional partners to enhance public transportation between communities.
- e. Develop access management tools for new and existing development that would improve the quality of Ashland's roads.
- f. Expand the sidewalk and trail network throughout the City for both transportation and recreation.
- g. Visually define gateways into Ashland.

5. Promote Education & Learning Opportunities

- a. Continue to provide a strong educational foundation for youth (Preschool to Grade 12)
- b. Continue to coordinate programs and resources, such as certification programs or training centers, offered by existing secondary education facilities that meet the needs of existing businesses and the future workforce.
- c. Coordinate with nearby programs to encourage the expansion higher education that includes additional four-year college or university programs that coordinate with workforce demands.

6. Reclaim and Utilize the Riverfront

- a. Redevelop the riverfront with opportunities for open space, recreation and entertainment for people of all ages.
- b. Provide for recreational opportunities along the riverfront while still preserving environmentally sensitive areas.
- c. Allow for appropriate entertainment opportunities that utilize the riverfront.
- d. Create physical and visual connections between the riverfront and downtown.

7. Provide Infrastructure Improvements

- a. Upgrade the aging water and sewer systems, including elimination of combined sanitary/storm sewers.
- b. Promote technology improvements that are needed to attract and retain young professionals and businesses.
- c. Encourage infill development or redevelopment that uses existing infrastructure.
- d. Coordinate infrastructure improvements to maximize investments and limited funding resources.
- e. Require new development to have adequate infrastructure.

ASHLAND 2013 COMPREHENSIVE PLAN



Land Use

5



CHAPTER 5

LAND USE

[INSIDE THIS CHAPTER]

This chapter provides the foundation for future decisions regarding land use and development.

- Introduction
- Geographic Considerations
- Development Patterns
- Location Criteria for Future Land Uses
- Future Land Use Plan

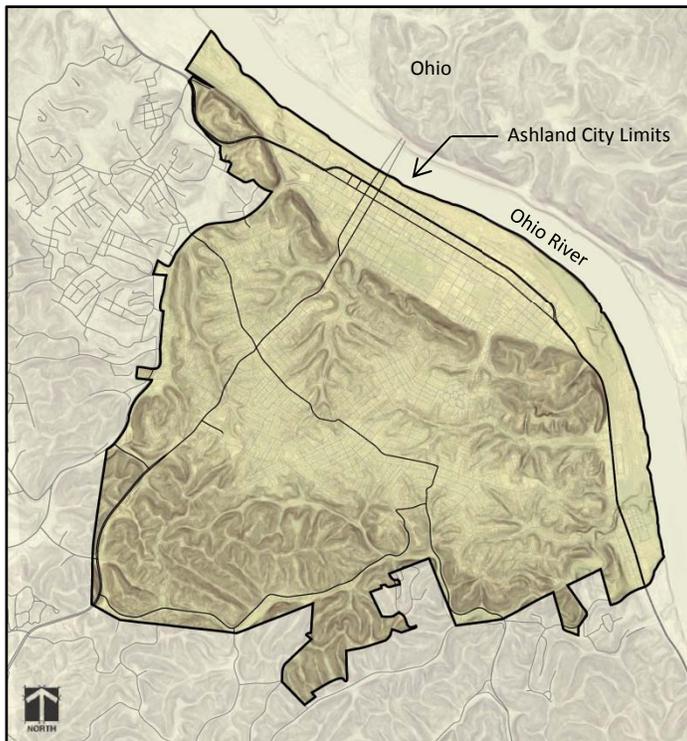
INTRODUCTION

The Future Land Use chapter is commonly the most frequently referenced section of a comprehensive plan; this is because future land uses will largely determine how and where the community will develop. In addition to the vision, goals and policies of the comprehensive plan, the Future Land Use chapter will act as a guide for the Planning Commission, Board of Commissioners, Mayor and other appointed and elected officials when making decisions regarding growth or redevelopment. The existing conditions (geographic considerations, development patterns and existing land uses) are presented in this chapter in addition to location criteria used in determining future land uses and the future land use plan. Action steps for implementing the plan are included in Chapter 11: Implementation.

GEOGRAPHIC CONSIDERATIONS

Ashland has many unique geographic features that enhance the visual beauty and functionality of the City but also restrict development in select areas.

TOPOGRAPHY & SOILS



Steep slopes and ridges create great overlooks of the city but are restrictive of development. Land that has a slope greater than 20% (steep slopes) should have appropriate site measures before development. However, development in these areas should be reassessed, as they pose immediate, construction and development challenges as well as long-term slope stability, runoff, and other natural degradation issues. Areas with slopes greater than 30% should be left in a natural state. The figure to the right shows the areas within Ashland that have steep slopes (darker shading means steeper slope).

In addition to slope, soil type plays a major role in the ability to develop a site. Soil types are related to landforms of an area and are typically classified according to their color, texture, structure and other properties. Each soil type reacts differently to development and therefore should be considered during development review. Land that contains soils rated as "unstable" (especially those soils prone to landslides) should not be developed.

FLOOD HAZARD AREAS

The Ohio River is a defining element of Ashland but can also pose flooding problems in unprotected areas. Completed in the 1950s, the existing floodwall protects the majority of vulnerable land. Land within flood-prone areas should be carefully considered and only developed with appropriate measures. The most updated flood information can be found on Ashland's Flood Insurance Rate Maps (FIRM) available through the Federal Emergency Management Agency (FEMA). A FIRM is the official map of a community on which FEMA has delineated both the special hazard areas and the risk premium zones applicable to the community.

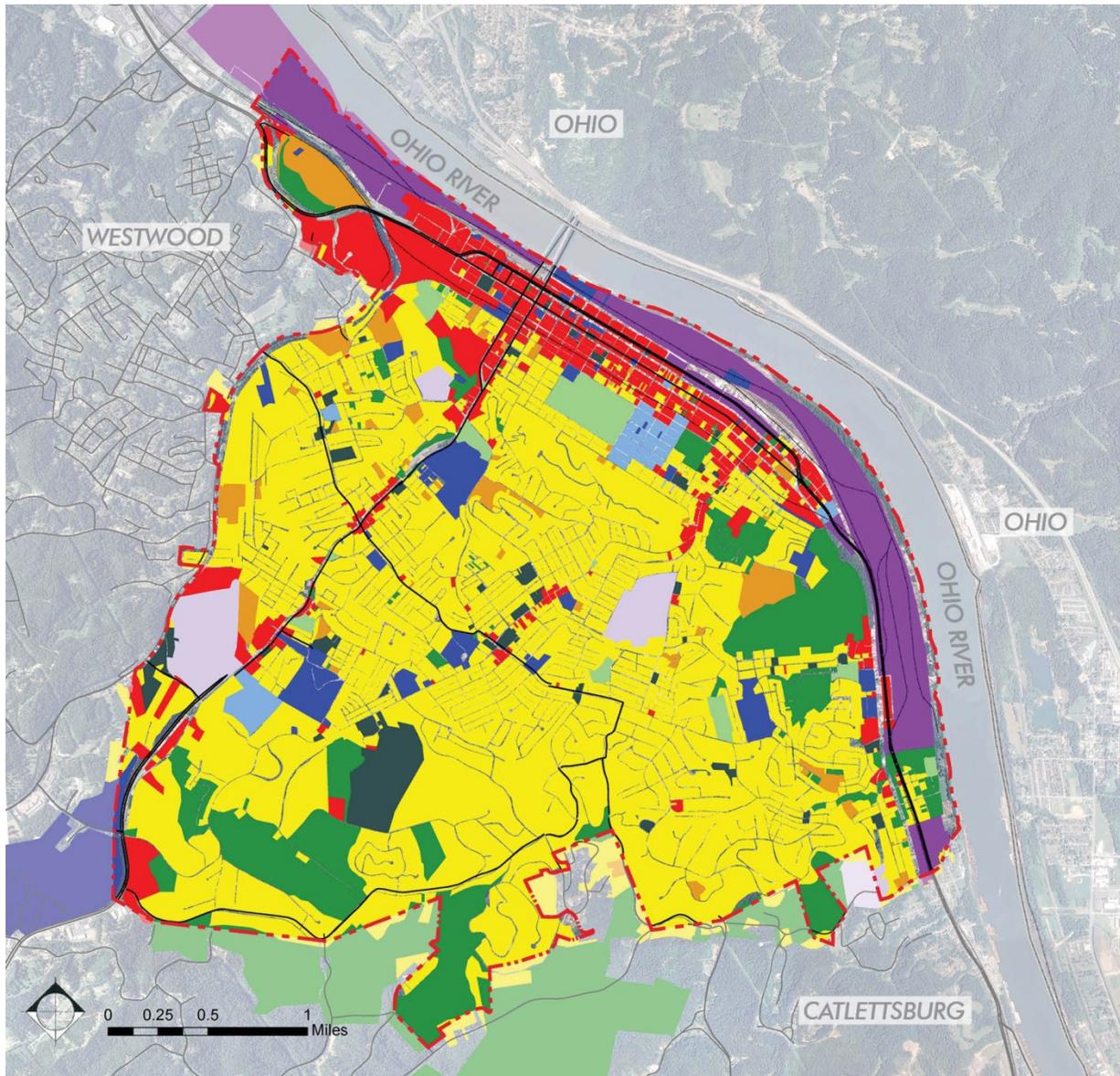
DEVELOPMENT PATTERNS

Analyzing both existing and future development patterns allows the community to establish a method for identifying new growth or development while also allowing planners and decision makers to identify if changes are occurring between various land uses. This is important not only in considering land use changes at the parcel level but is also important when periodically reviewing the plan as a whole.

EXISTING DEVELOPMENT PATTERNS

Ashland's current land use patterns consist of many organic and connected neighborhoods and districts that are typical of pre-World War II development. Many neighborhoods contain small commercial areas, such as a corner store, or institutional uses, such as a church. The overall development pattern has not changed in recent decades; however, it appears the historical population decline is stabilizing and the potential for redevelopment activities is increasing.

Commercial, industrial and mixed uses are concentrated between Central Avenue and the Ohio River with more redevelopment occurring towards the Town Center Mall. Many large industrial land uses (active and abandoned) currently existing along the riverfront. The Kings Daughters Medical Complex and related businesses continue to grow in downtown, resulting in redevelopment activity in the adjacent area. Commercial and office land uses are also located along the major arterials, including U.S. 60 and U.S. 23. New residential development is limited but there have been recent efforts to revitalize sub-standard housing areas.



Existing Land Uses

Ashland's existing land uses include:

- Agricultural / Undeveloped – 9%
- Single-Family Residential – 54%
- Multi-Family – 3%
- Commercial – 9%
- Industrial – 10%
- Public / Semi-Public – 13%
- Parks / Open Space – 2%

FUTURE DEVELOPMENT PATTERNS: QUALITY & QUANTITY OF GROWTH

Because of Ashland's declining population trend beginning in the 1960's (see Chapter 2: Existing Conditions), future development patterns will focus not necessarily on the traditional method of projecting the additional land or acreage needed to accommodate growth. Rather, as the City's population stabilizes, future growth should be focused on areas that are ideal for redevelopment or underutilized areas before expanding outward with new development.

The quality of redevelopment and the land uses proposed for that redevelopment should be closely considered. When redevelopment occurs, local decision makers should look at the long-term impact and not settle for any particular form of development. When a property redevelops, it is often 40 to 50 years or longer before the opportunity for a change in land use might occur again. Considering the often long-term holding of a designated land use and the overall vision of this plan, future land use and development should strive to support this plan.

LOCATION CRITERIA FOR FUTURE LAND USES

The purpose of the following location criteria is to develop sound and comprehensive rationale that forms the basis of land use decisions in Ashland. This set of criteria establishes the preferred locations for the various types of development. It was developed based on input received from the Task Force, public and City staff.

The following location criteria is one of the best tools to assist the Planning Commission, Board of Commissioners and/or staff in making decisions regarding rezoning of property and approvals of subdivisions or planned unit developments. Decision makers can use this tool to ask "*Does the proposed land use change meet the following location criteria?*" These criteria should be referenced in addition to the Future Land Use Map when making land use decisions.

General Criteria

- Development should occur in underutilized areas that are already serviced by adequate infrastructure; the focus of new development should include reinvesting in sites that are abandoned, dilapidated or underutilized. Development should encourage *infill* rather than *greenfield development* and deteriorating buildings should be a focus of redevelopment.
- All development should be located adjacent to compatible land uses and incorporate proper transitions (land uses, densities, etc.) between non-compatible land uses.
- All development should be placed in sustainable areas and avoid the *floodplain*, *environmentally sensitive areas* or sites that are unsuitable for development (such as *steep slopes*).

[INFILL]

Land that is currently developed including infrastructure (water, sewer and electricity services, buildings (residential, commercial, and civic) and paved surfaces (roads and sidewalks). Infill can include vacant buildings or lots.

[GREENFIELD]

undeveloped, non-urban land relatively rural and pastoral with natural amenities and sometimes including agricultural land.

- All development should preserve the integrity of Ashland's roadways by incorporating access management practices and encouraging cross-development connections (the ability to drive/walk between developments without accessing the primary roadway); development should also provide connections to future developments with stubbed-out streets or granting right-of-way.
- All development should be served by adequate water and sewer utilities; upgrading aging water and sewer infrastructure should be considered with redevelopment.

[FLOODPLAIN]

Land that is currently developed including infrastructure (water, sewer and electricity services, buildings (residential, commercial, and civic) and paved surfaces (roads and sidewalks). Infill can include vacant buildings or lots.

[ENVIRONMENTALLY SENSITIVE AREAS]

undeveloped, non-urban land relatively rural and pastoral with natural amenities and sometimes including agricultural land.

[STEEP SLOPES]

Land that has a slope greater than 20%, reassess development suitability, look for alternative sites (slopes greater than 30% should be left in a natural state).

Residential Criteria

- Connectivity for all modes of transit (car, bicycle, pedestrian) should be encouraged within and between subdivisions as well as other adjacent developments.
- Residential development should be buffered from non-compatible land uses, such as heavy industrial.
- A transition in housing density should be provided between single-family and multi-family housing.
- Appropriate land use mixes, such as small-scaled neighborhood commercial, should be encouraged in appropriate locations within residential areas and have appropriate transitions and buffers.
- Individual houses should not have direct access from a collector or arterial street where possible; frontage roads, subdivision streets and shared driveways should be encouraged in this situation.

Commercial Criteria

- Commercial development should minimize curb cuts on roadways and maintain a defined roadway edge with specific points for ingress/egress; shared driveways with cross-development access should be required when possible.
- Commercial parking should have proper setbacks and physical separation from the right-of-way so that vehicles are not utilizing the roadway to directly access parking spaces.
- Commercial development should gain access from a collector or arterial roadway.
- Neighborhood commercial uses should be allowed in appropriate places to provide for the daily needs of residents; these should be small-scaled and provide appropriate transitions and buffers to surrounding residential uses.
- Shared parking standards for adjacent and well-connected developments should be utilized when appropriate.

Industrial Criteria

- Abandoned or underutilized industrial sites should be environmentally remedied before redevelopment occurs.
- Industry should be encouraged in locations that do not create land use conflicts and are not visually intrusive; additionally, areas that

are prime locations for redevelopment by other land uses should be avoided.

- Industrial development should gain access from an arterial roadway.
- Industrial development should be located in areas with multiple forms of transportation to better serve these companies and have a broader appeal for future industrial reuse.

Open Space & Recreational Criteria

- The riverfront adjacent to downtown should be utilized for open space, recreation and entertainment; development in this area should further the long-term vision for Ashland's riverfront and not restrict access to the public.
- Provide new or expanded parks, open space or recreational opportunities in areas that are easily accessed by existing infrastructure.
- Environmentally sensitive areas that should not be developed but may be utilized, in strategic and limited manners, as park and/or open space; these areas can provide educational and interpretative opportunities for the youth and public.

Downtown Criteria

- Development should provide for multiple land uses with service oriented commercial or retail uses at street level.
- Development that includes venues for entertainment, education or the arts should be encouraged downtown.
- Residential development should be encouraged as upper floor development opportunities and/or in development that focuses on lifestyle options.
- Development should preserve historic or significant buildings and spaces downtown.
- Rehabilitation of abandoned buildings and development of vacant lots should be a priority.
- Development should address the street in order to create an inviting and pedestrian scaled streetscape; buildings should also be oriented towards the street with parking in the rear.
- The historic character and identity of Ashland should be incorporated into new building facades in order to create a unified visual character for downtown.

FUTURE LAND USE PLAN

The Future Land Use Plan provides guidance for the Planning Commission, Board of Commissioners, Mayor and other local officials when making decisions on the location, quality and quantity of future development in Ashland.

METHODOLOGY

The Future Land Use Plan was developed based on input from the Task Force and public. Using the above identified land use criteria, existing conditions, geographical limitations, and existing land uses, future land uses were considered that would best reflect the vision and needs of Ashland. As development occurs and market conditions change, this plan should be reviewed and updated at least every five years to ensure Ashland's future development is consistent with the long-term vision.

The future land use areas identified within this plan do not reflect the land area needed to support a population within a defined timeframe due to Ashland's population trends. Rather, the Future Land Use Plan depicts where specified types of development are suitable so as redevelopment occurs, it can be focused in appropriate locations.

UNDERUTILIZED & REDEVELOPMENT AREAS

Because Ashland has experienced population decline for multiple decades, there are various underutilized or vacant properties within the City. While some properties do not need major repairs, numerous commercial and residential structures need significant repairs. A high priority should be placed on new development that focuses on redeveloping these buildings and areas. Details on redevelopment focus areas can also be found in Chapter 10: Redevelopment Opportunities.

FUTURE LAND USE MAP & DESCRIPTIONS

Future Land Use Map

It is important to understand that the Future Land Use Plan includes not only the Future Land Use Map but also the accompanying text in this chapter. The future land uses identified for Ashland are based on multiple factors, including available land, site conditions, existing development patterns, desirable areas for growth and/or potential market demands. Overall, new development should reflect the surrounding area or neighborhood and provide appropriate transitions between densities and land uses. For example, a new development in a single-family residential neighborhood on a neighborhood/local road should be similar or support the land uses of the adjacent properties.

The Future Land Use Map is intended to be used as a guide when zoning requests or changes are considered. The land uses and densities identified on this map do not directly reflect a current zoning classification. This leaves flexibility in the implementation of this plan to respond to current market demands or community needs.

Overall, the future land uses generally reflect the existing land uses today with a few exceptions: downtown and the riverfront. Downtown and the riverfront are the focuses for redevelopment and reinvestment. Future land uses for Downtown and the Riverfront can be found in Chapter 8: Downtown & Riverfront.

At this time, no large parcels of land or areas are identified for public facilities besides areas for new open space and recreational facilities. If needed in the future, additional public facilities (emergency response, schools, etc.) can be incorporated into each land use classification as a conditional use to ensure their location is appropriate.

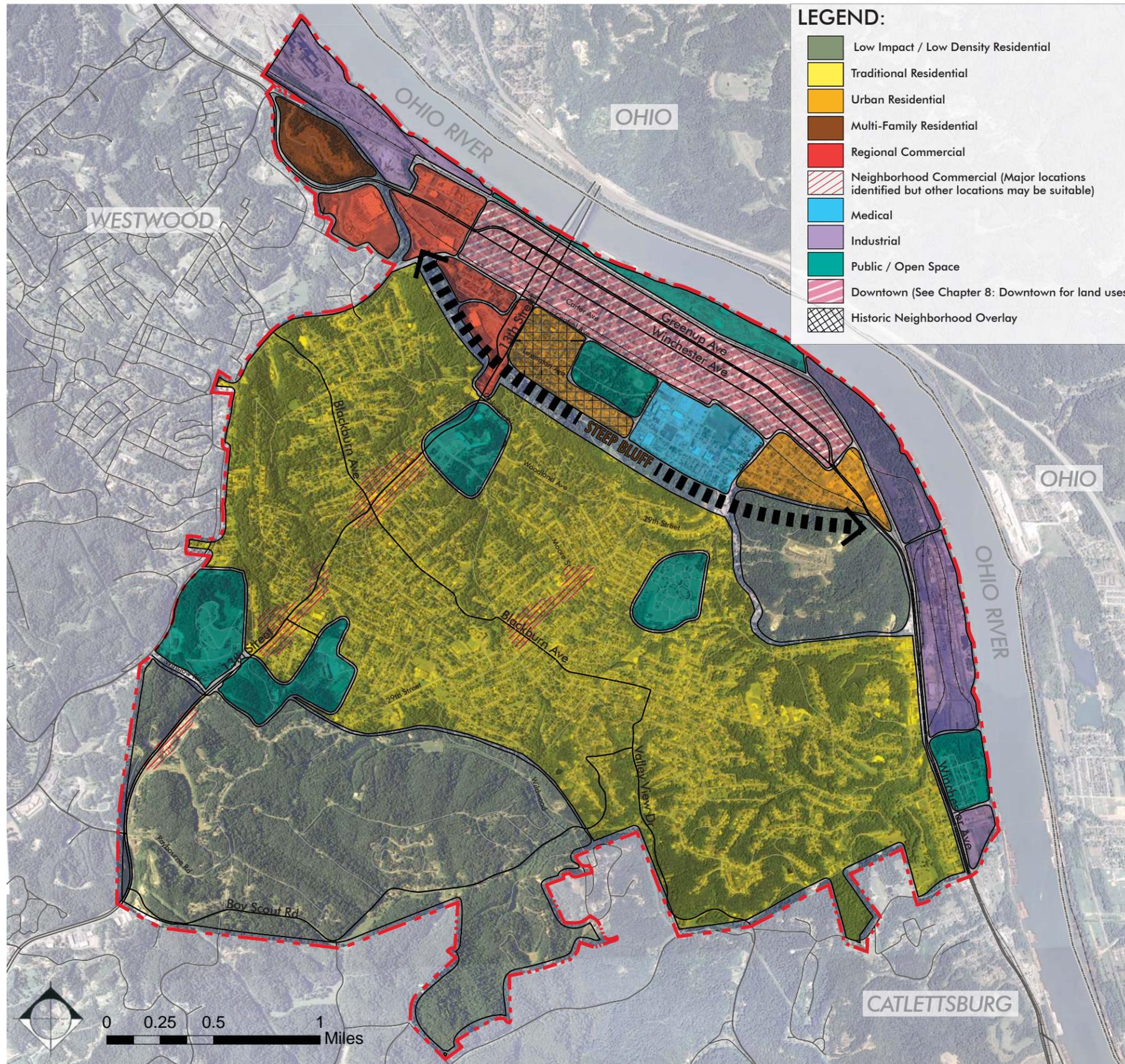
Future Land Use Descriptions

The siting of future land uses should support the collective, long-term vision of the plan. It is important to recognize that the land use plan and the future land use descriptions do not result in any changes to the current zoning ordinance and they do not change the zoning of any individual properties. In addition, the future land use descriptions do not directly reflect the descriptions of any specific classification in the zoning ordinance.

The sub-sections that follow describe the different land use recommendations in detail and should be consulted when making land use and zoning decisions.

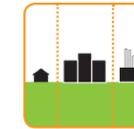
Low Impact/Low Density Residential: This classification should consist of residential development that is located on steep or heavily wooded terrain. Lot sizes are typically an acre or more. Development in these areas should be limited due to constructability. Land that has a slope greater than 20% (steep slopes) should have appropriate site measures before development. However, development in these areas should be reassessed, as they pose immediate, construction and development challenges as well as long-term slope stability, runoff, and other natural degradation issues. Areas with slopes greater than 30% should be left in a natural state.

Traditional Residential: This future land use category is intended to include traditional detached single-family residential development on both traditional and suburban street networks. Lot sizes are typically an acre or less in this district. The purpose of this classification is to create stable and planned residential neighborhoods and the location of this classification is focused on areas that primarily consist of a similar existing land use. Other uses in this classification should be limited to public and semi-public uses which are normally associated with residential neighborhoods, such as a school or community center.

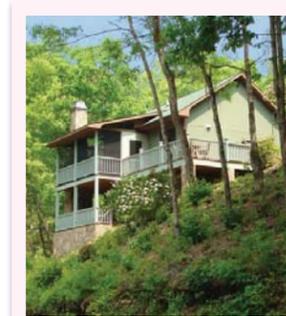


LEGEND:

- Low Impact / Low Density Residential
- Traditional Residential
- Urban Residential
- Multi-Family Residential
- Regional Commercial
- Neighborhood Commercial (Major locations identified but other locations may be suitable)
- Medical
- Industrial
- Public / Open Space
- Downtown (See Chapter 8: Downtown for land uses)
- Historic Neighborhood Overlay



FUTURE LAND USE



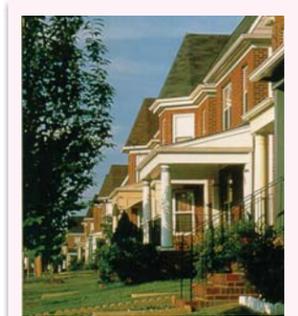
low impact / low density residential

Residential development located on steep or heavily wooded terrain. Lot sizes are typically an acre or more.



traditional residential

Traditional detached single-family residential development on both traditional and suburban street networks. Lot sizes are typically an acre or less.



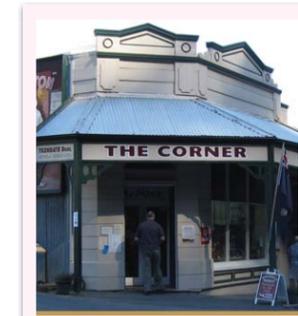
urban residential

Medium density residential development on a traditional (grid) street network with smaller lot sizes and setback distances.



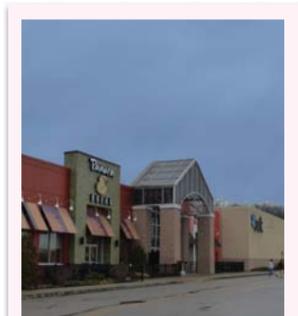
multi-family residential

Attached multi-family residential development including rowhomes, townhomes and apartments.



neighborhood commercial

Small pockets of commercial development at primary intersections that are within residential areas. It is intended to primarily serve the surrounding neighborhoods.



regional commercial

Medium to large commercial developments intended to serve the larger city and immediate region.



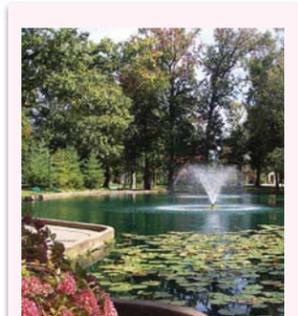
medical

Hospital and associated medical-related businesses and facilities in addition to housing options to support this industry.



industrial

Light industrial and manufacturing development.



public area and open space

Public, semi-public and open space development including schools, parks, cemeteries and universities.

Urban Residential: This classification includes medium density residential development that is on a traditional (grid) street network. It will have smaller lot sizes and setback distances since it is located in a more urban environment. The purpose of this classification is to maintain the density and urban character of the existing neighborhoods in and near downtown. Other uses in the Urban Residential classification could include public, semi-public or very limited commercial that directly serves the surrounding residential uses (neighborhood commercial).

Multi-Family Residential: This category includes attached multi-family residential development, such as rowhomes, townhomes and apartments. This land use is typically located in areas adjacent to a similar land use type or in areas to provide a transition in density from non-residential to single-family residential. This is the highest density housing and is on average ten units per acre. Other uses in the Urban Residential classification could include public, semi-public or very limited commercial that directly serves the surrounding residential uses (neighborhood commercial). Multi-family residential is also included in the "Downtown" land use category.

Neighborhood Commercial: This classification includes small pockets of commercial development at primary intersections that are within residential areas. It is intended to primarily serve the surrounding neighborhoods. Adequate transitions and buffers between this use and any residential use should be provided. Neighborhood Commercial should not have access from local/neighborhood streets; adequate access from an urban collector or greater.

Regional Commercial: Regional Commercial is a broader classification intended for medium to large commercial developments intended to serve the larger city and immediate region. This land use is appropriate for shopping centers, retail or other commercial uses that produce greater volumes of vehicular traffic. The location of this land use allows access to a major roadway and provides higher visibility and accessibility. Transitions between Regional Commercial and non-compatible land uses should be required. To maintain adequate traffic access and flow, developments in this classification should also be required to have cross-development access and utilize access management measures when possible.

Medical: This future land use category is focused on continuing to develop Ashland as a regional destination for medical services. Land uses include hospital and associated medical-related businesses and facilities in addition to housing options to support this industry. The location of this district is concentrated downtown around the existing medical facilities.

Industrial: This classification includes light industrial and manufacturing development. The purpose of this land use is to provide development opportunities near the existing infrastructure that are likely needed to

support this land use (transportation, utilities, etc). This can include both small and large scaled businesses as well as public or semi-public uses that are normally associated with industrial development.

Public Area & Open Space: This future land use includes public, semi-public and open space development including schools, parks, cemeteries and universities.

Downtown: The purpose of this future land use classification is to respond to the need for redevelopment and reuse of many buildings and lots in downtown. Various land uses are appropriate for this land use classification and are detailed in Chapter 8: Downtown & Riverfront. The land uses identified on the Downtown Map in Chapter 8: Downtown & Riverfront should be considered as part of this Future Land Use Map.

ASHLAND 2013 COMPREHENSIVE PLAN



Transportation

6



CHAPTER 6

TRANSPORTATION

[INSIDE THIS CHAPTER]

This chapter coordinates future state funded projects and local needs for all forms of transportation.

- Introduction
- Functional Classification
- Multi-Modal Transportation
- Railroad Facilities
- Air Travel Facilities
- Water Transportation
- Future Transportation Plan

INTRODUCTION

The transportation network of a community is linked to the type and quality of development within a community. Often, specific land uses inform the required upgrades to the transit network because they require specific types of access – such as goods and material delivery in light and heavy industrial areas. Land use is linked to transportation; new routes and roads must support specific classification standards and vice versa. As such, it is important for the comprehensive plan to assess the current transportation network and determine future needs based on the proposed future land uses.

The transportation element of the comprehensive plan provides the framework for the development of an integrated plan that meets all the transportation needs of the city.

FUNCTIONAL CLASSIFICATION

The functional classification system defines roadways by primary use and service. The Kentucky Transportation Cabinet (KYTC) identifies the following urban road types which exist in the greater Ashland area.

INTERSTATE HIGHWAY

Although not within the city limits of Ashland, I-64 serves as the major east–west connector across Kentucky. Locally it connects Boyd County to West Virginia heading east and to Carter County heading west. Defining and enhancing connections to I-64 is a major goal for Ashland to raise accessibility and awareness of the city to tourists. Below are some of the defining characteristics of an interstate highway:

- Highest traveling speeds
- Largest capacity for traffic volumes
- Limited access
- Divided highways with minimum of two-lane in each direction

PRINCIPAL ARTERIALS

Principal arterials carry the majority of the traffic load within the city of Ashland. These roads are designed to serve high volume traffic movements while connecting major destinations with minimal access to adjacent properties. US 23 and sections of US 60 are principal arterials within the Ashland transportation network. They are characterized by:

- Connect major traffic generators
- Generally multi-lane with minimal access points
- Provide connect from I-64 to the city

MINOR ARTERIALS

Minor Arterials generally connect city to city in rural areas, however, within urban settings they serve to connect the principal arterials to the denser urban road network. Examples of minor arterials in Ashland include US 23X/Winchester Avenue, KY 168/Blackburn Avenue and 29th Street. Minor arterials are characterized by:

- Lower travel speeds
- Generally two to four lanes wide
- Provides more access to adjoining properties.

URBAN COLLECTORS

Urban collectors provide the majority of the connections within the urban traffic network by linking neighborhoods, commercial areas and industries. These urban collectors provide access through neighborhoods as well as direct access to arterials. There are several urban collectors within Ashland including KY 1012/ Boy Scout Road, Oakview Road and portions of Blackburn Avenue. Urban collectors are characterized by:

- Lower speeds
- Generally lower traffic volumes
- Connects neighborhoods to other neighborhoods

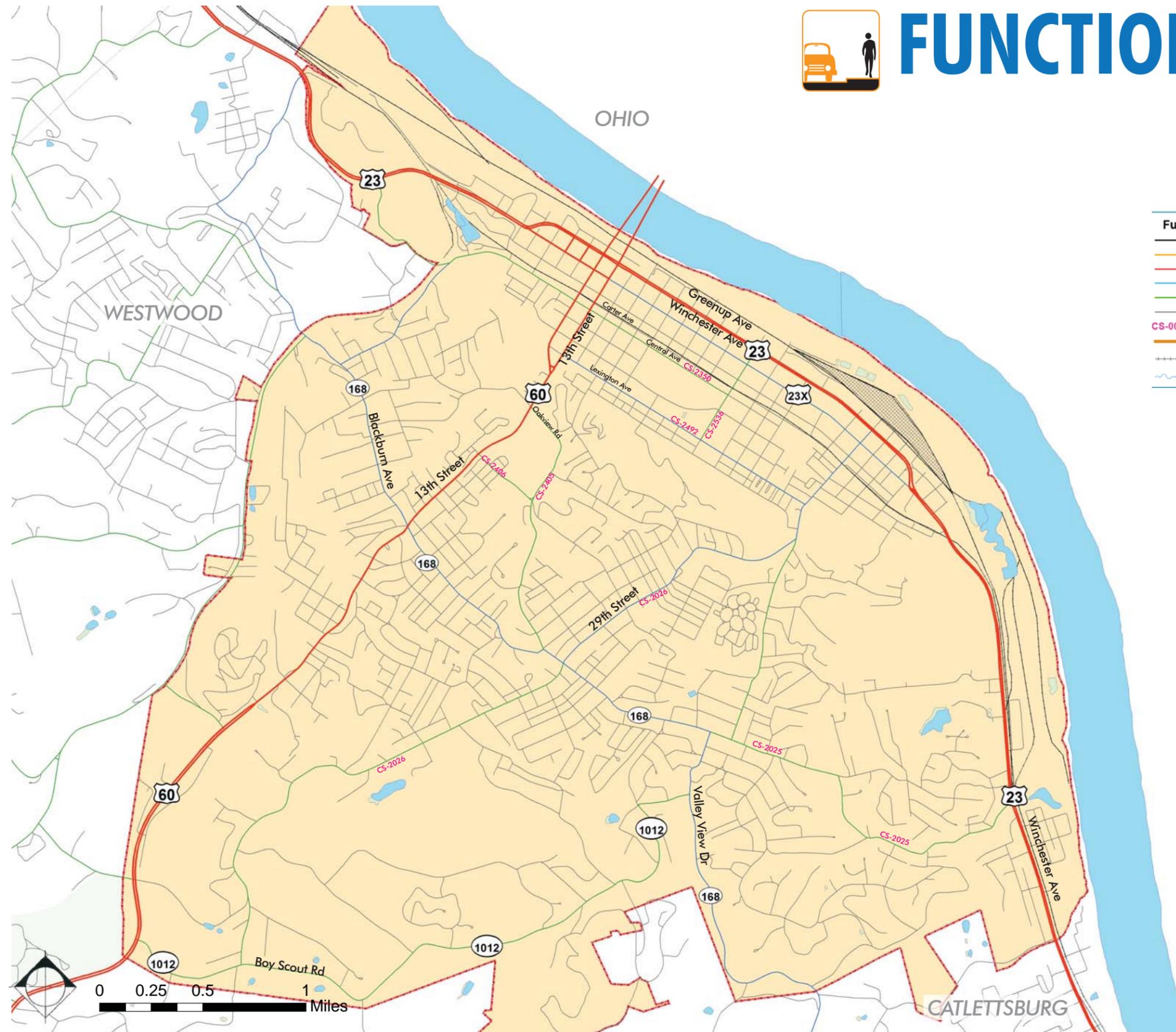
LOCAL STREETS

All other public roads and streets form the local street network. These roads generally include neighborhood roads and are designed for low speeds and lower traffic volumes. However, these roads also provide essential and emergency services to neighborhoods. Local streets are characterized by:

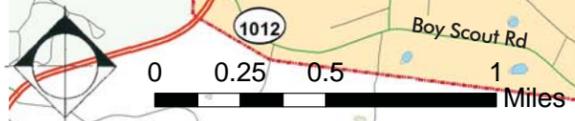
- Low speed
- Highest access to adjacent properties.



FUNCTIONAL CLASSIFICATION



- Functional Classification**
- Urban Interstate
 - Urban Freeways & Expressways
 - Urban Principal Arterial
 - Urban Minor Arterial Street
 - Urban Collector Street
 - Rural & Urban Local
 - CS-0000 Functionally Classified Road No.
 - Bridge
 - ++++ Railroad
 - ~ Stream



MULTI-MODEL TRANSPORTATION

TRANSIT SERVICES

There are two transit systems that service the Ashland area. The Ashland Bus System (ABS) serves the City of Ashland with eight (8) buses with five (5) fixed routes and four (4) paratransit routes with regular schedules. In Fiscal Year 2012 the system served nearly 200,000 area residents with its approximate 60 city road miles of coverage. In addition, the Tri-State Authority (TTA) makes four trips a day from Ironton, Ohio to the urbanized portions of Ashland.

- ABS schedule highlights
 - Monday – Friday 7AM to 7PM, Saturday 9AM-6PM
 - 50 minute routes
 - 845 daily bus miles
- TTA schedule highlights
 - Weekday service only
 - One hour loop with stops at Bellefonte Hospital, Riverhill Walmart, Ashland Town Center Mall, King’s Daughter Medical Center, and the Ashland Bus Depot.

BICYCLE AND PEDESTRIAN FACILITIES

Bicycle facilities within Ashland are generally located on the existing roadway network. Accommodations for bicycle facilities have been included in several funding requests by the City, Area Development District (ADD) and the Metropolitan Planning Organization (MPO). As funds become available, bike lanes, share-use trails and bike parking areas can be implemented.

Pedestrian facilities such as sidewalks are found within the downtown core and in several newer suburban developments. Opportunities for additional sidewalks have been awarded through the Safe Routes to School program. Similarly, additional pedestrian facilities enhancements are needed throughout the city.

RAILROAD FACILITIES

CSX

CSX Corporation (CSX) has a two track system that parallels the Ohio River all the way through Ashland. Freight rail service, switching services, team truck and siding spaces are available. The closest intermodal facilities are located in Wurtland, Kentucky.

AMTRAK

Amtrak provides passenger rail services via the Cardinal Line which runs from New York to Chicago three days a week. This service can be accessed through the Ashland Transportation Center.

AIR TRAVEL FACILITIES

ASHLAND-BOYD COUNTY AIRPORT

The Ashland-Boyd County Airport has a 5,600 foot long single runway and averages 28 flights per day.

- Located 6-miles northwest of Ashland
- 45 aircraft based at the airfield
 - 35% transient general aviation
 - 32% air taxi
 - 30% local general aviation
 - 4% military

TRI-STATE AIRPORT

The Huntington Tri-State Airport has two 7,000 foot long runways and averages 44 flights a day.

- Located 14-miles southwest of Ashland
- 45 aircraft based at the airfield
 - 38% transient general aviation
 - 33% air taxi
 - 15% local general aviation
 - 10% commercial
 - 5% military

WATER TRANSPORTATION

PORT OF ASHLAND

The Port of Ashland is located in the Riverfront Park (Port of Ashland Park) and has recreational boat ramp facility for small craft access and recreational facilities.

GREENUP-BOYD COUNTY RIVERPORT AUTHORITY

The Greenup-Boyd County Riverport Authority is located at mile 332 on the Ohio River near Wurtland, Kentucky. The port handles steel, aggregate, coal, salt, sand, and other general cargo. Services that are provided include loading, crane service and storage.

- CXS switch boat available
- ½ acre of dock space
- 30-acres of yard space

FUTURE TRANSPORTATION PLAN

The Transportation Plan illustrated on the following page identifies improvements to the existing roadway infrastructure. This plan incorporates the future plans of both the KYTC and the Ashland Area MPO into a cohesive framework. It also allows the City of Ashland to incorporate improvements to their road network that will enhance the overall transportation system. Recommendations to the transportation system include:

Multi-model Transportation:

The multi-model transportation network should continue to serve the city and the region. The ABS and TTA bus systems should foster relationships that allow both networks to grow and serve more riders within Ashland. In addition, regional routes that connect to Huntington would enhance the economic opportunities for Ashland as a regional destination. Bicycle and pedestrian facilities will need to be expanded to meet the demands of the changing demographics.

Congestion Mitigation:

Congestion mitigation techniques aid in the reduction of traffic related issues at key intersections and corridors within the city. The transportation plan identifies several intersections that would benefit from the principals of congestion mitigation such as Winchester Avenue and 13th Street and Winchester Avenue and 29th Street.

Access from I-64:

The concept of a connector road from I-64 to downtown has been explored several times over the past 20-30 years. The most recent recommendations identified in the "I-64 to US 23 Ashland Connector Study", 2009 list a series of short term and long term alternates that improve the function of US-60/13th Street from US-23 to I-64. The recommendations identified in the report would improve travel along US-60 and should be implemented as funds become available.

Regional Connections:

Ashland's goal of being a regional destination for commerce and entertainment plays on one of its great strengths, Ashland's location. Ashland is in the heart of the tri-state area and will benefit from making stronger physical and economic connections to the neighboring communities. Transportation is the physical connection and Ashland must do as much as possible to enhance and improve the infrastructure to insure those connections are maintained.

Access Management:

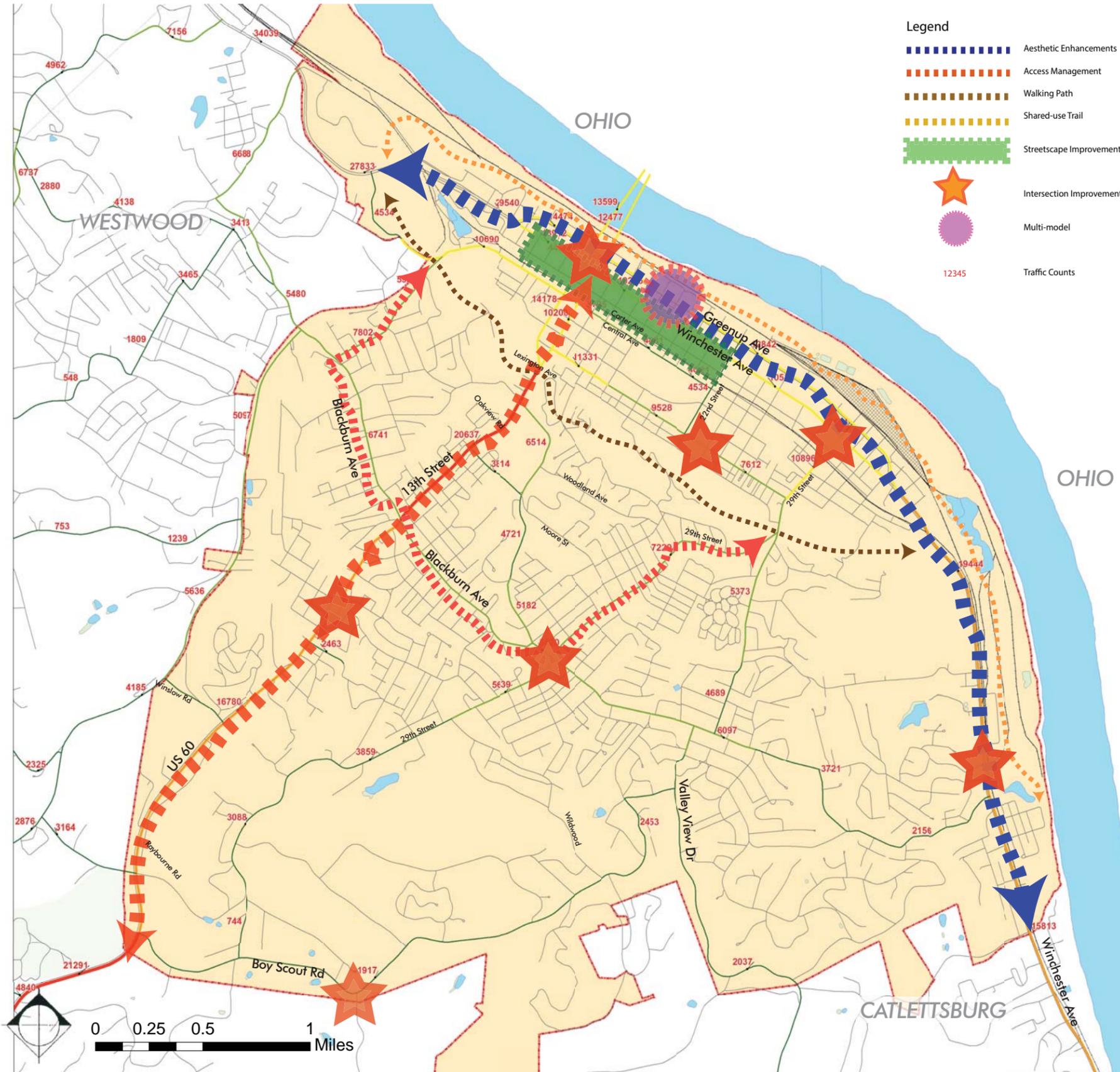
Access Management is a process where traffic flow is increased along a corridor while access to adjoining properties is decreased to improve safety and traffic flow while taking land-use into consideration. This Transportation Plan recommends US-60 be evaluated for access management improvements from US-23 south to the city limits. This recommendation is in agreement with the "Connector Study," however, it expands on that study to look beyond the pavement and will make recommendations on future land-uses that will assist in improvement process.

Shared-use Trails and Walking Paths:

Shared-use trails and walking paths can improve the quality of life in a community. Ashland has several natural features that could serve as corridors for both bike paths and walking trails. The plan recommends exploring the feasibility for the implementation of a riverfront trail and hillside trail.

Gateways:

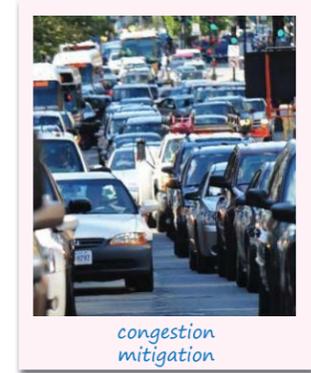
Visually defining the entry points into Ashland will assist in the goal of making Ashland a destination. This plan recommends that additional "Ashland" signage be incorporated in to the three main I-64 interchanges that serve Ashland. In addition, gateway signage should developed for other key locations around the city, such as the bridges.



TRANSPORTATION



multi-modal transportation
Provide multiple types of transportation options that serve residents of all socioeconomic backgrounds, such as bus services, sidewalks and bike lanes.



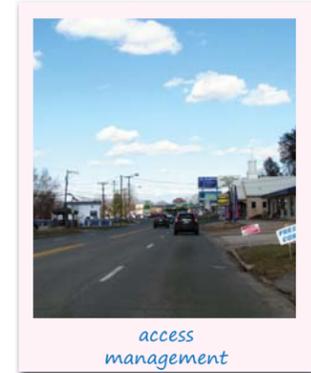
congestion mitigation
Improve safety and provide alternatives for congestion along major roadways, by providing more turn lanes at key intersections.



improve access from I-64
Create opportunities for improved access to Ashland from I-64, including the development of the U.S. 60 Connector.



regional connections
Coordinate with regional partners to enhance public transportation between neighboring communities such as a regional bus system.



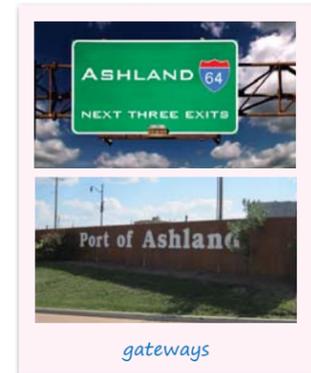
access management
Develop access management tools for new and existing development that will improve Ashland's roads such as consolidating driveway entrances and reducing mid-block left-turn options.



shared-use trails
Expand the trails along the river front.



walking paths
Develop pedestrian walking paths throughout the city.



gateways
Visually define gateways into Ashland by reinforcing the connections from the interstate and to enhance the sense of arrival.

ASHLAND 2013 COMPREHENSIVE PLAN



Facilities & Utilities

7



CHAPTER

7

FACILITIES & UTILITIES

[INSIDE THIS CHAPTER]

This chapter identifies the existing facilities & utilities in addition to coordinating future facilities & utilities based on future growth and development.

- Education
- Healthcare
- Emergency Services
- Parks & Recreation
- Utilities
- Future Facilities & Utilities

INTRODUCTION

Community facilities are often the anchors of the community and play an important role in the future development of a city. These public facilities are both amenities and services that contribute to maintaining the overall health of the community. They may include the following: emergency response teams, healthcare facilities, water and wastewater infrastructure and services, public schools, parks and recreation, in addition to government owned and operated properties such as City Hall, business incubators, and parks.

This element of the comprehensive plan analyzes existing facilities and the facilities needed to serve Ashland over the next twenty years.

EDUCATION

Ashland is served by two public school districts and three private schools. Ashland Independent School District (AISD) serves approximately 3,100 students at seven schools within the city. Other area schools include Boyd County Public Schools which serves 3,200 students, Rose Hill Christian School (K-12) with a capacity of 450 students, Calvary Christian School (K-12) with a capacity of 90 students and Holy Family School with a capacity of 225 students.

Trends indicate schools are losing total enrollment due to families leaving the area to find work elsewhere. AISD reported in 2012 that they had 100 fewer students than in 2011. Ashland Independent Schools are listed below with respective enrollment data from 2012:

School Name	Enrollment	Capacity	Enrollment as % of Capacity
Blazer High	891	1,200	74
Verity Middle	495	750	66
Crabbe Elementary	383	510	75
Hager Elementary	333	410	81
Oakview Elementary	434	525	82
Poage Elementary	232	325	71
Charles Russell Elementary	321	395	81

HEALTHCARE

Health care is the current leading economic engines for Ashland with King's Daughter Medical Center and Our Lady of Bellefonte Hospital providing approximately 5000 jobs to the region. These facilities along with the affiliates and other providers service not only the City of Ashland but the entire tri-state area with high quality medical care.

King's Daughter Medical Center (KDMC) has been a fixture in Ashland for over 100 years. The current facility recently had undergone a major expansion of its campus, with the addition of a 200,000 SF Heart and Vascular Center as the focal point. This new facility has cardiac catheterization, vascular radiology labs, cardiac imaging, and a 20 bed chest pain unit. KDMC operates 11 Family Care Centers throughout the tri-state region and also has an air ambulance.

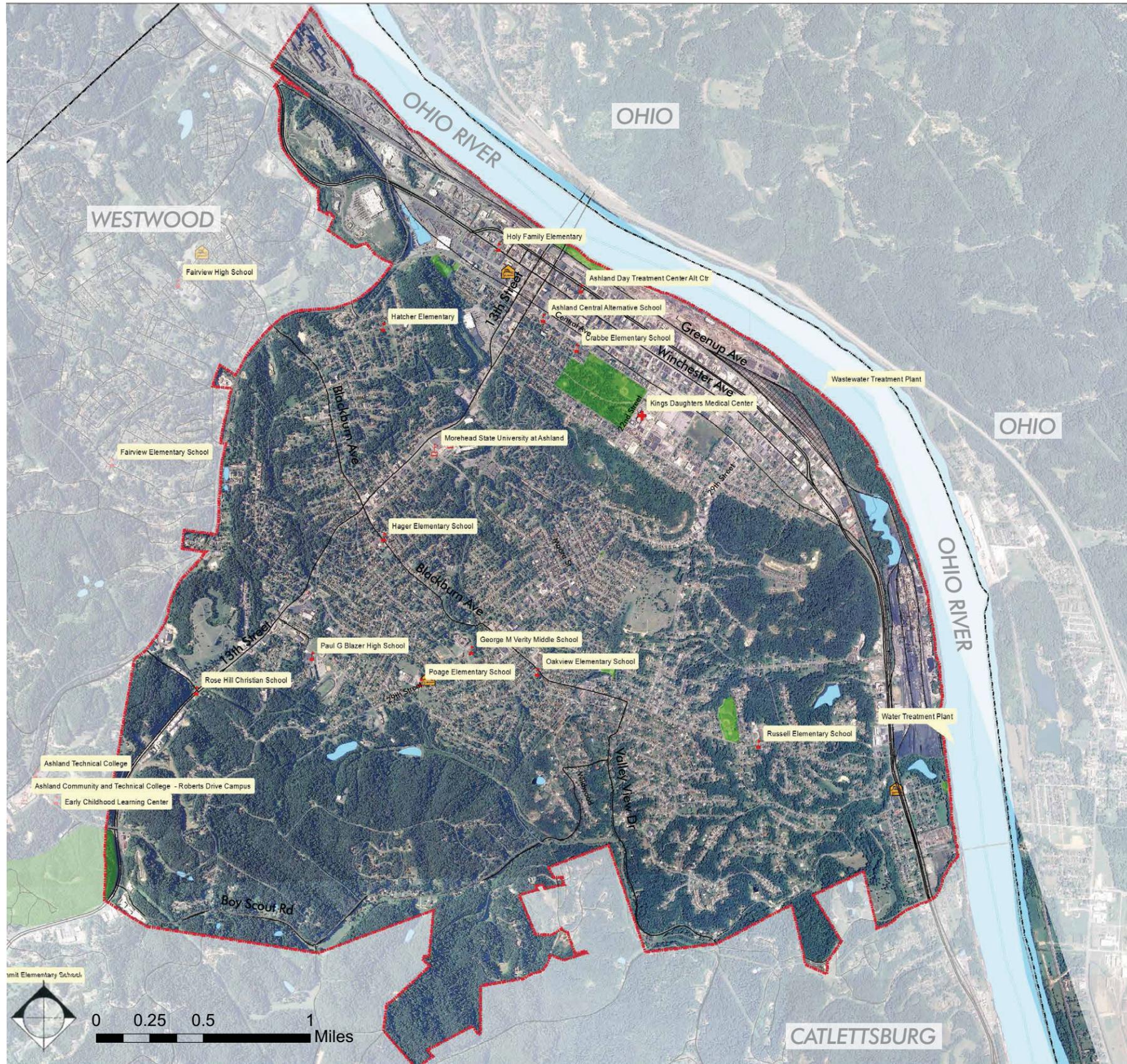


Our Lady of Bellefonte Hospital (OLBH) campus is home to the Same Day Surgery Center, the Human Motion Vitality Center, a sleep center, imaging services and rehabilitation center. OLBH employs approximately 1200 staff at its facilities in the region.

EMERGENCY SERVICES

The Ashland Police Department consists of 49 sworn officers and 5 civilian staff that serve and protect Ashland. The department moved into a new facility headquarters in 2010, located in downtown across the street from the City Hall. The department is structured into two divisions; Field Operations and technical services. The Field Operations Division responds to incident-driven calls for service, conduct proactive patrols, address recurring crime patterns and coordinate community partnerships. The Technical Service Division has two sections; Criminal Investigation and Support Serves. The Criminal Investigation Sections conducts extensive and comprehensive investigations. The Support Services Section is responsible for records retention and is the focal point for all administrative efforts.





COMMUNITY FACILITIES



education

Provide a strong educational foundation for the youth and foster life long learning opportunities that meet the needs of the evolving marketplace.



health care

Continue to build Ashland as a regional medical center.



emergency services

Newly constructed facilities for both Police and Fire departments, allow for a high level of emergency response throughout the city.



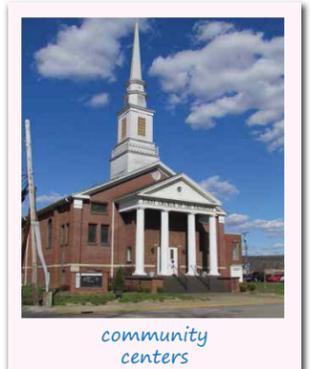
parks & recreation

Parks and recreation are a key element the future of Ashland. Look to enhance and expand the park system to include more of the riverfront and provide connections to existing neighborhoods.



water quality

Continue to update water, wastewater, and stormwater systems throughout the city to ensure better water quality conditions for the future.



community centers

Build upon the good work that local community centers provide to the citizens of Ashland.



governmental

Maintain or enhance existing governmental facilities to preserve long-term fiscal responsibilities.



The Fire Department has three fire stations with 56 full time employees. There are two divisions within the department; Fire Prevention and Fire Suppression. The Fire Suppression division consists of three platoons that are responsible for all fire suppression, rescue services, hazardous materials response, and performs community outreach through educational and inspection services. The Prevention Division also performs safety inspections and also reviews all new construction projects. Fire Stations are located at the following locations:

- 1021 Carter Avenue
- 3101 29th Street
- 4140 Winchester Avenue

PARKS & RECREATION

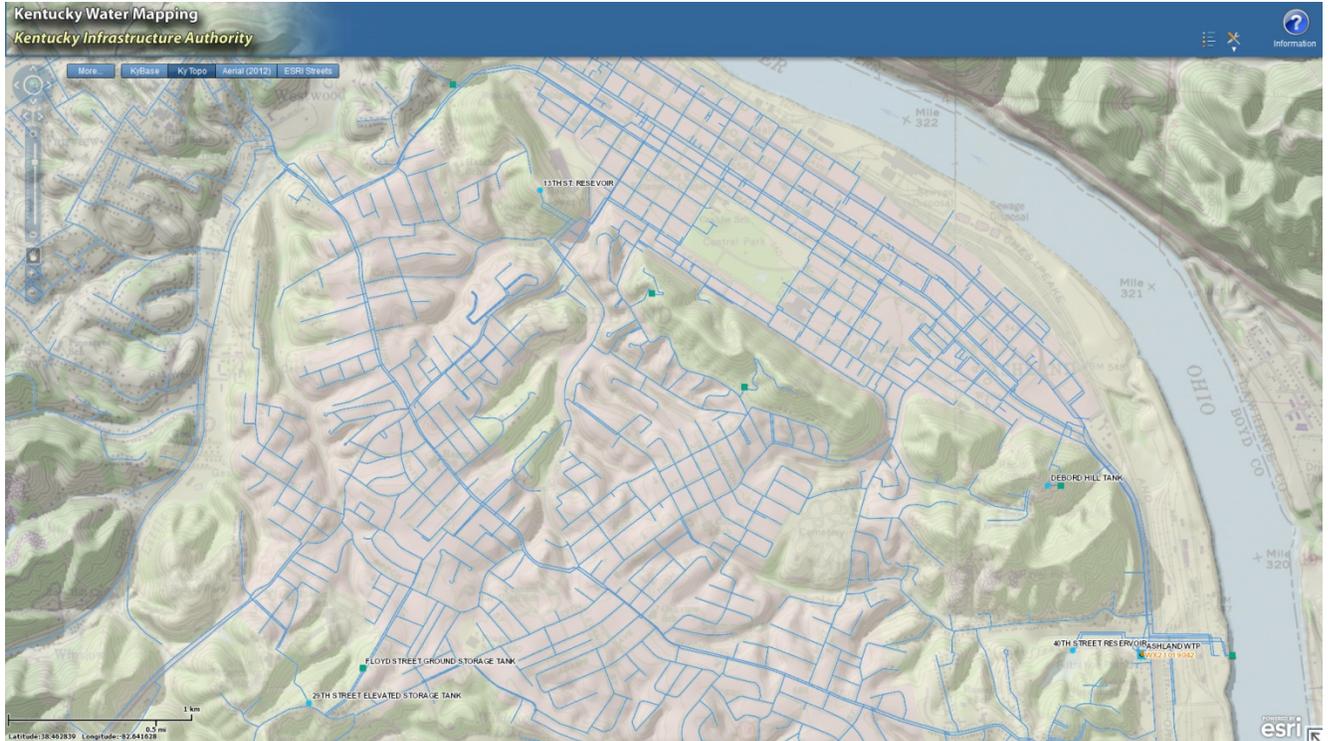


Ashland has a several quality parks throughout the city with Central Park and the Port of Ashland Park being two of its most popular assets. The park system has over 100 acres and it programs over twenty different types of events throughout the year. Below is a detail of park facilities with acreage:

Central Park	47.5 Acres
Dawson Park & Pool	9 Acres
Southside Park	5 Acres
Oliverio Park	10.7 Acres
Joseph P. Harris Park	8.5 Acres
Spring Park	1 Acre
47 th St. Riverfront Park	6.4 Acres
Port of Ashland Park	9.2 Acres

UTILITIES

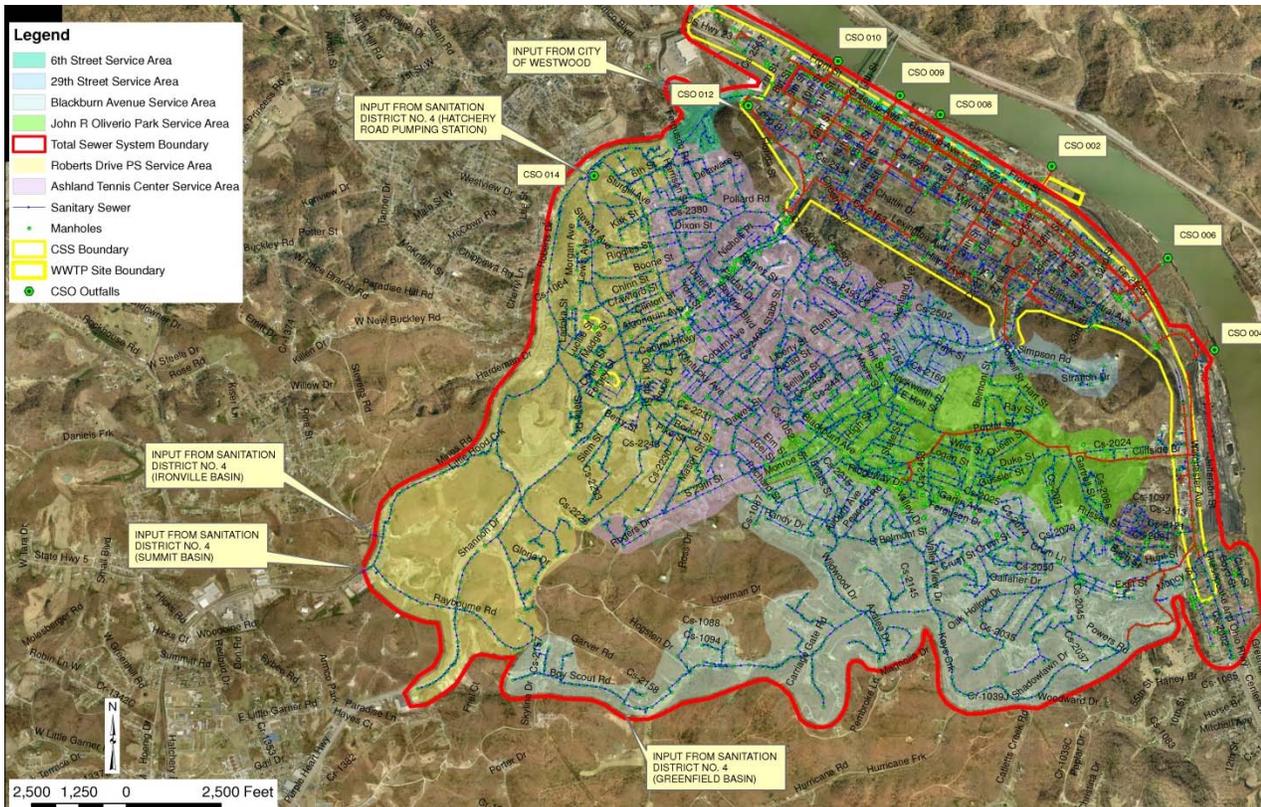
The Ashland Water Department recently upgraded the water treatment plant to a 24 MGD capacity treatment plant and generally runs at about 16 MGD. The water distribution system serves the city of Ashland and other outlying areas of Boyd County.



Ashland Water System Map.

Source: Kentucky Water Mapping, Kentucky Infrastructure Authority, 2013

The sanitary sewer system of Ashland is a combined sewer overflow (CSO) system - a type of system that was common during the 1800's and 1900's. Today the city is under a US EPA Consent Decree to remediate the sewer system and eliminate the CSO through a Long-Term Control Plan that has been approved by the Kentucky Division of Water and the EPA. These improvements are detailed in the 2011 Combined Sewer Overflow (CSO) Long-Term Control Plan (LTCP). The recommendations listed in the report will reduce CSO by 91% at a cost of \$44M by December 31, 2026.



Ashland Sewer System Map.

Source: Combined Sewer Overflow Long-Term Control Plan, Strand Associates, 2011

Ashland is also considered a Municipal Separate Storm Sewer System (MS4) under the EPA Phase II stormwater Program and is required to comply with new stormwater regulations. The MS4 program has 6 main elements that must be maintained each reporting cycle. The overall goal is to improve water quality in the local streams and reduce pollution.

- Public Education and Outreach
- Public Participation
- Illicit Discharge Detection and Elimination
- Construction Site Runoff Control
- Post-Construction Runoff Control
- Pollution Prevention and Good Housekeeping

COMMUNITY FACILITIES PLAN

The following recommendations are proposed for Ashland based on the goals and objectives defined in Chapter 4: Vision, Goals & Objectives.

EDUCATION

Education is a key to the future success of Ashland and the local schools will need to continue to provide strong education foundation for the youth (PK-12). There is a great need to coordinate programs and resources, such as certification programs and training centers that are offered by existing secondary education facilities to meet the needs of the existing businesses and future workforce such as medical training programs. In addition, coordination with nearby post-secondary programs to encourage the expansion of higher education that includes additional four-year college or university programs that meet the needs of workplace demands.

HEALTH CARE

The health care needs of Ashland and the tri-state area will continue to increase in the near and long-term. The recent expansions at KDMC and OLBH will continue to service the community's needs. However, there will be additional opportunities to for growth and expansion in the market as the local population continues to age. Additional medical needs for elder-care and senior assisted living facilities can be anticipated in the near future.

EMERGENCY SERVICE

The Police Department has listed the following capital improvement needs in its 2012-2015 department plan; P25 compliant mobile and portable radios, conversion to an all-digital radio system, wireless video recording system for the police station, a power generator for the police station, and secure support for the use of Tasers. The Fire Department currently has a full complement of facilities and equipment.

PARK & RECREATION

Parks and Recreation serve as a major 'quality of life' component to most city and Ashland is no different. Ashland should continue to seek the necessary funding to complete the second phase of the Port of Ashland Park. In addition, Ashland should continue to fund and maintain the park system to promote use and encourage a more active community.

INFRASTRUCTURE

Ashland will need to upgrade the aging water, sanitary sewer and storm sewer systems to meet the current regulations and long-term the needs for the city. The continued implementation of the Combined Sewer Overflow Long-Term Control Plan is the highest priority of the infrastructure recommendations.

Technology improvements such as, more high-speed internet and wifi services will be needed to attract and retain young professionals and businesses into the local economy. Infill development and redevelopment projects should be encouraged where existing infrastructure is compatible with the new demands.

The City should continue to coordinate infrastructure improvements to maximize investments and limit funding resources and require new developments provide adequate infrastructure.

ASHLAND 2013 COMPREHENSIVE PLAN



Downtown & Riverfront

8



CHAPTER 8

DOWNTOWN & RIVERFRONT

[INSIDE THIS CHAPTER]

This chapter focuses on the redevelopment of Downtown Ashland and reclaiming the riverfront for recreation and entertainment.

- Introduction
- Downtown Districts
- Infrastructure Improvements

INTRODUCTION

Downtown Ashland is the heart of the city. The riverfront and historic downtown is, in fact, the heart of the region. With continued efforts to re-focus attention on the downtown, including continued investment in revitalizing the riverfront area, the center city will become even more sustainable and attractive to residents and visitors. As part of this comprehensive planning effort, key objectives for the downtown focus area include:

- Preserve & enhance community character – by encouraging locally owned businesses to strengthen the downtown and associated districts that help shape the community’s distinctive sense of place.
- Encourage business development – the downtown should continue to aggressively advance the infrastructure necessary to encourage business and industry growth that attracts talent, invests in education and workforce training and supports entrepreneurial growth that will result in new tax base and employment opportunities.
- Continue to be the civic center – the downtown should continue to the heart of civic and governmental institutions, and future growth or expansion of those services should be located in the center city area.
- Embrace arts and technology – the downtown should continue to provide opportunities for a wide range of arts and cultural programs and facilities that enhance the quality of life and attract new talent to the community.
- Provide housing choices – that offer a broad range of opportunities for a variety of incomes, lifestyles and age groups.
- Grow riverfront assets – the downtown should continue to expand on recent successes on embracing and celebrating its greatest physical asset: the riverfront.

The plan elements illustrated in the Downtown & Riverfront Focus Area Map is intended to outline the desired land use pattern and character for certain areas. This diagram is not intended to restrict development through rigid regulations. Highlights of specific projects identified in the diagram include the creation of focused downtown districts as well as a series of public infrastructure improvements.

DOWNTOWN DISTRICTS

A fundamental element of Ashland’s downtown is the expression of downtown districts. While each district is unique, they function in an interconnected way, fostering a broad range of community interaction,

commerce and social engagement. By establishing key downtown districts, they offer a chance to create unique design identities with gateway features, streetscape design and other community amenities. While the districts provide a unique focus, they are not intended to be exclusionary. In each instance, it should be noted that the central use (governmental, medical, etc.) should also include a variety of other uses – including residential, dining and recreation. The goal of establishing these key focus districts is to create a level of energy that is only possible with a mix of both public and private spaces that accommodate a variety of programs and activities. They should be well designed and well managed to attract people to visit and live downtown. The investment in such spaces will help leverage other investments like redevelopment and individual property improvement. The primary downtown districts include:

RIVERFRONT DISTRICT

Water has a powerful ability to install a strong sense of place and community. Taking advantage of this asset should include an expansion of the existing riverfront park. The expanded Riverfront District should include the creation of a major riverfront performance venue capable of hosting concerts to reinforce Ashland's reputation for live music. This space should be flexible and include a large lawn as well as a focal point for a variety of types of live performances. Local dining opportunities that offer views of the riverfront should also be capitalized upon. This development should be strategically placed, designed within the context and incorporated into the park setting rather than cluttering the riverfront. Additional public amenities, such as rental facilities for various types of water recreation, including Jet Ski and canoe rentals, could also bring activity to the riverfront and enhance the programming of the expanded riverfront park area. The Ohio River is downtown Ashland's greatest natural asset, but potentially the most challenging one. Refocusing attention on the river as a recreational destination that enhances the downtown economy is critical in deepening the experience of downtown and will continue to play a key role in diversifying the investment in downtown Ashland.

ARTS AND CULTURE DISTRICT

Ashland continues to gain increased recognition as an art and music destination for both consumers and artists. Much of the infrastructure needed to support this industry is already in place. Building upon and marketing the existing arts and cultural resources including the Paramount Arts Center, the Pendleton Art Center, the Highland Museum and Discover Center and the Camayo Arcade, this district provides a distinct area that is unique to the greater Ashland community. A variety of visual and performing arts should continue to be accommodated with potential live-over-work spaces being developed to increase the vibrancy of this area. As the arts scene continues to grow, there will be a greater need for a variety of venues for a hub of artistic energy and commerce to take hold. The district

surrounding the concentration of these existing uses should be expanded and adapted to lofts, artists' studios, galleries, small performance spaces and dining venues. The arts-focused commerce has a strong tie with the proposed increased riverfront district. As such, a critical link between the two areas should include convenient and easily accessible walking and bicycle connections. Securing a critical mass of arts related programming and events will be challenging, and as such, the community should work with appropriate organizational experts with the vision to see a project of this complexity through.

TRAINING / EDUCATION DISTRICT

This district is envisioned to incorporate a variety of uses to support the overall goal of training, education and research in conjunction with the medical district. Uses may include a variety of housing options, research facilities, classrooms and other suitable supporting uses.

MEDICAL DISTRICT

Kings Daughter Medical Center is the anchor of the medical district. Many other medical offices and facilities have developed in the area around this anchor. This district should support this industry by allowing for expansion and provide housing options to support the employment base of this industry.

CENTRAL PARK DISTRICT

Central Park is an existing cultural resource that is an important piece of the fabric of the downtown environs. This park will continue to be critically important to attracting new and bolstering existing residential development in the downtown blocks surrounding the park open space. The area surrounding the park should continue to be enhanced as a primary residential use with Central Park as the central focal-point of this near downtown area.

MUNICIPAL DISTRICT

City and county services should be concentrated in the downtown core. These public services draw people downtown and are an employment center. Future services should be located downtown to reinforce the focus on redeveloping this area.

TRANSITION ZONES: MIXED-USE DISTRICTS

Existing and proposed buildings designed for first floor commercial / retail uses with residential uses on the upper floors. Retail uses should focus on neighborhood or local needs to serve and support the conversion of the buildings to more of a primary residential focus. Residential conversions

should include housing types that are currently limited in the existing Ashland market, such as lofts or studio apartments, condos as well as senior housing opportunities. Infill opportunities should include row houses or townhomes. These new housing products must align with current market demands. Further detailed market study to gauge today's residential market should be a routine activity (either City or developer initiated) to understand how the market is evolving. The goal of increasing the number and diversity of downtown living units will be a key benchmark to the success of downtown Ashland.

INFRASTRUCTURE IMPROVEMENTS

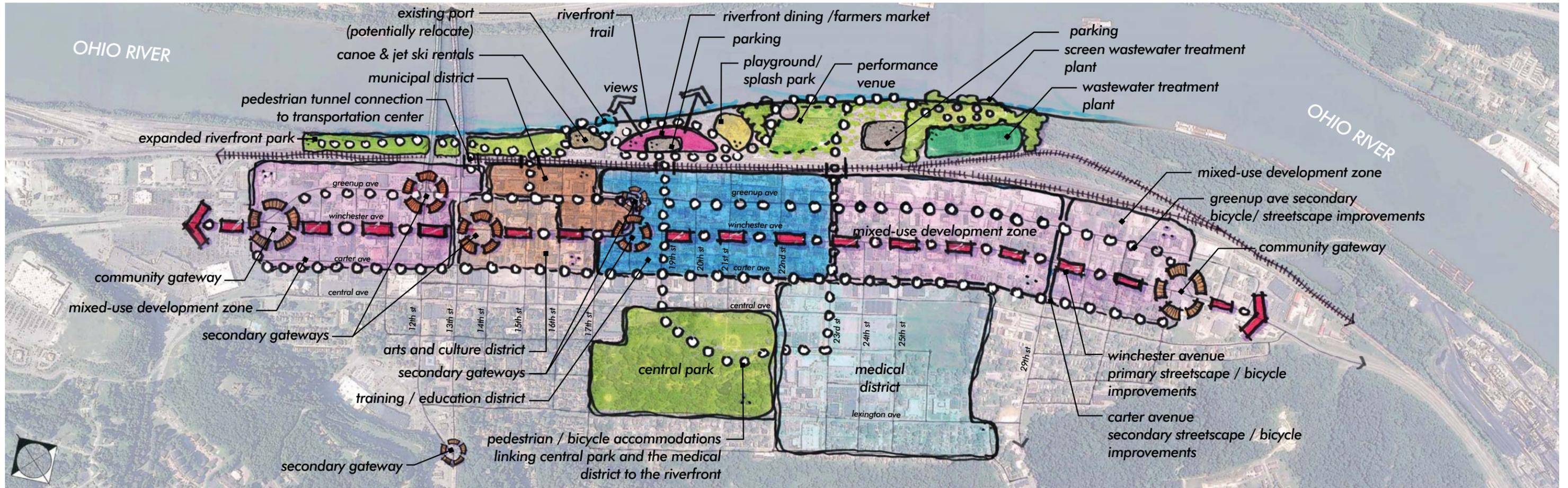
The following infrastructure improvements strive to create the public spaces and character desired for downtown and the riverfront. The infrastructure improvements include:

Public Venues – include the establishment of a farmers market to accommodate local vendors and the local agricultural industry. Seasonal attractions at the downtown public venues will also be critical in establishing a series of events to attract visitors and entertain residents year around. Ideally, such uses, in addition to the seasonal farmers market, would include playground, water/splash park, skating, walking tour, dog park etc. to diversify the reasons to visit and supplement the major festivals and programmed events throughout the year.

Multi-Modal & Pedestrian Enhancements – are envisioned for Greenup Avenue and Winchester Avenue. Stretching the length of downtown, these two central avenues should act as highly flexible “complete streets.” These linear corridors are envisioned to accommodate the routine movement of pedestrians, bicycles, vehicles as well as any future transit/bus/streetcar. The facilities should include large pedestrian sidewalk zones, potential bicycle lanes, pedestrian-scaled lighting, planters and traffic calming measures. Improvements should focus on Winchester Avenue with Greenup and Carter Avenues receiving ancillary improvements. Facilities along these corridors should accommodate a variety of events, outdoor dining and connections to primary downtown destinations, including public venues such as the farmers market, mall, civic spaces and the riverfront. Downtown street crossing improvements should embrace the pedestrian as the central figure in the downtown environment. As such, key improvements should include curb bump-outs, count-down crossing signals, and greening of the streetscape to reduce the urban heat island. All downtown streets should create comfortable and character-filled pedestrian corridors that promote walking and social interaction. Healthy trees, decorative lighting and generous sidewalks should be the minimal baseline. Additional amenities, such as furnishings, specialty paving, banners and public art provide each district with its own unique identity. Bicycle accommodations, in the form of bike routes, bicycle lanes, off-street trails adjacent to the riverfront, should also be included in the downtown and riverfront areas. As the cycling culture

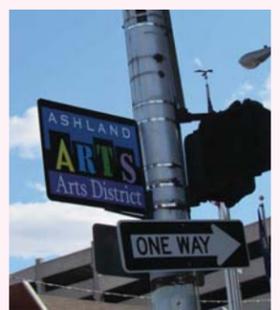


DOWNTOWN & RIVERFRONT



community gateway

Various scaled gateways that reinforce Ashland's unique heritage and mark entrances to special areas in the City.



arts and culture district

Build upon and market the existing arts and cultural resources including the Paramount Arts Center, the Pendleton Art Center, the Highland Museum and Discovery Center, and Camayo Arcade.



riverfront dining

Provide intimate local dining opportunities that offer views of the riverfront. This development should be strategically placed, designed within context and incorporated into the park setting rather than clutter the riverfront



water recreation

Rental facilities for various type of water recreation, such as jet ski and canoe rentals, with the intention to allow people to interact with the river and bring activity to the riverfront.



farmer's market venue

Farmer's market venue to accommodate local vendors and farmers.



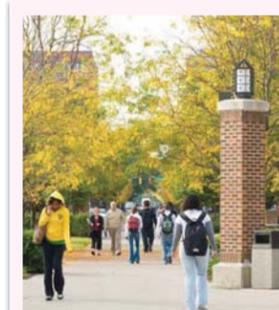
riverfront performance venue

Create a riverfront performance venue capable of hosting concerts to reinforce Ashland's reputation for live music. This space should be flexible and include a large lawn as well as a focal point for performances."



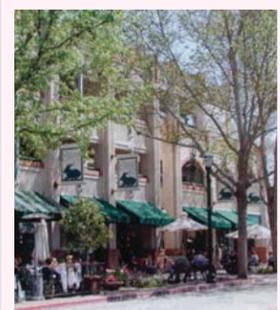
pedestrian / bicycle improvements

Pedestrian and bicycle improvements including street tree plantings, bicycle lanes, pedestrian-scale lighting, sidewalks, planters, and traffic calming measures. Improvements should focus on Winchester Avenue with Greenup and Carter Avenues receiving ancillary improvements.



training / education district

A district that will incorporate a variety of uses to support the overall goal of training, education and research in conjunction with the medical district. Uses may include housing, research, classrooms and other suitable supporting uses.



mixed-use development

Existing and proposed buildings designed for first floor commercial / retail uses with apartments on upper levels.

continues to expand, a variety of support facilities, such as bicycle lockers, landscaping and signage, should also be implemented.

Gateways – a critical first impression to downtown, these areas should be enhanced with key identity features that provide a sense of arrival and downtown definition. The overall gateway program should be coordinated with the downtown wayfinding and signage program in downtown. These design elements can quickly build a sense of place and define a quality that visitors and residents can easily relate and identify with. They should be landmarks that are identifiable through the use of public art, landscaping signage or other features.

Transportation Center – The historic depot should continue to serve as both a transportation center, connecting a variety of transit modes (bus, bicycle, and transit). The facility should not only accommodate the functional needs of transit arrivals/departures, but also serve as a community and visitors center. The transit center will serve as a key venue for visitor services, and a transition between the urban core and the riverfront district amenities. The visual link between the center core of downtown and the riverfront should also be enhanced at the transportation center venue. This can be accomplished with a modified street design at the pedestrian tunnel to enhance the streetscape character and link to the riverfront in order to establish a stronger flow between the downtown/municipal district and riverfront district.

Public Services – Accessible, safe and adequate parking is critical to a successful downtown. Both on- and off-street parking should be accommodated with appropriate policies to utilize the existing parking in the most efficient way possible.

Establish New Design Standards – there are building and design standards that ensure quality in building and development within the downtown and riverfront area. Updated design standards should be developed in order to better articulate the expectations of the quality and character expected in and around the downtown environs.

Every capital investment should be viewed through the lens of economic, environmental and social sustainability. Evaluation of the proposed projects specific for the downtown should be on-going and further expanded upon in order to maximize the investment and leverage other investments.

ASHLAND 2013 COMPREHENSIVE PLAN



Neighborhoods

9



CHAPTER 9

NEIGHBORHOODS

[INSIDE THIS CHAPTER]

This chapter focuses Ashland's Neighborhoods today and tools, methods and practices to make them strong and vibrant.

- Introduction
- Neighborhoods
- Recommendations

INTRODUCTION

Ashland has a strong collection of established neighborhoods. This section of the Comprehensive Plan will outline strategies to sustain, enhance and redevelop Ashland's neighborhoods.

TODAY'S NEIGHBORHOODS

Healthy, stable neighborhoods are the backbone to strong community. Under the Goals and Objectives section of this Comprehensive Plan Goal 2 strives to create vibrant Neighborhoods. The following describes the existing neighborhoods in Ashland.



CITY CENTER

The City Center neighborhood includes the downtown area along the riverfront west to Center Avenue and extends from northern city limits south to the US-23 intersection at Railroad Avenue. This area includes the majority of the urban core with its gridded road network. Land use in this neighborhood is mixed with a collection of commercial, retail, light industrial, mixed density residential units.



CENTRAL AVENUE / 29TH STREET

The Central Avenue/29th Street neighborhood is adjacent to the City Center and extends south to the base of the hill. This neighborhood also has a gridded road network and includes Central Park. The area has many older larger homes and multi-family units. King's Daughter Medical Center is the major facility in this neighborhood.

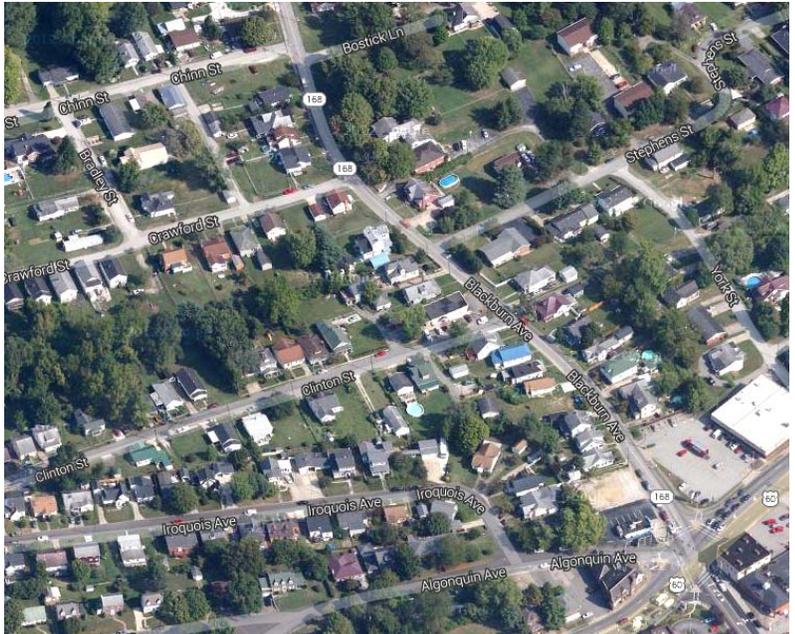
OAKVIEW ROAD - BLACKBURN

The Oakview Road/Blackburn area is just south of the Central Avenue/29th Street Neighborhood and is bound by US-60/13th Street to west, 29th Street to the east and Blackburn Avenue to the south. This area is mostly single family residential with a few neighborhood commercial centers and includes the Ashland Community and Technical College.



WINSLOW

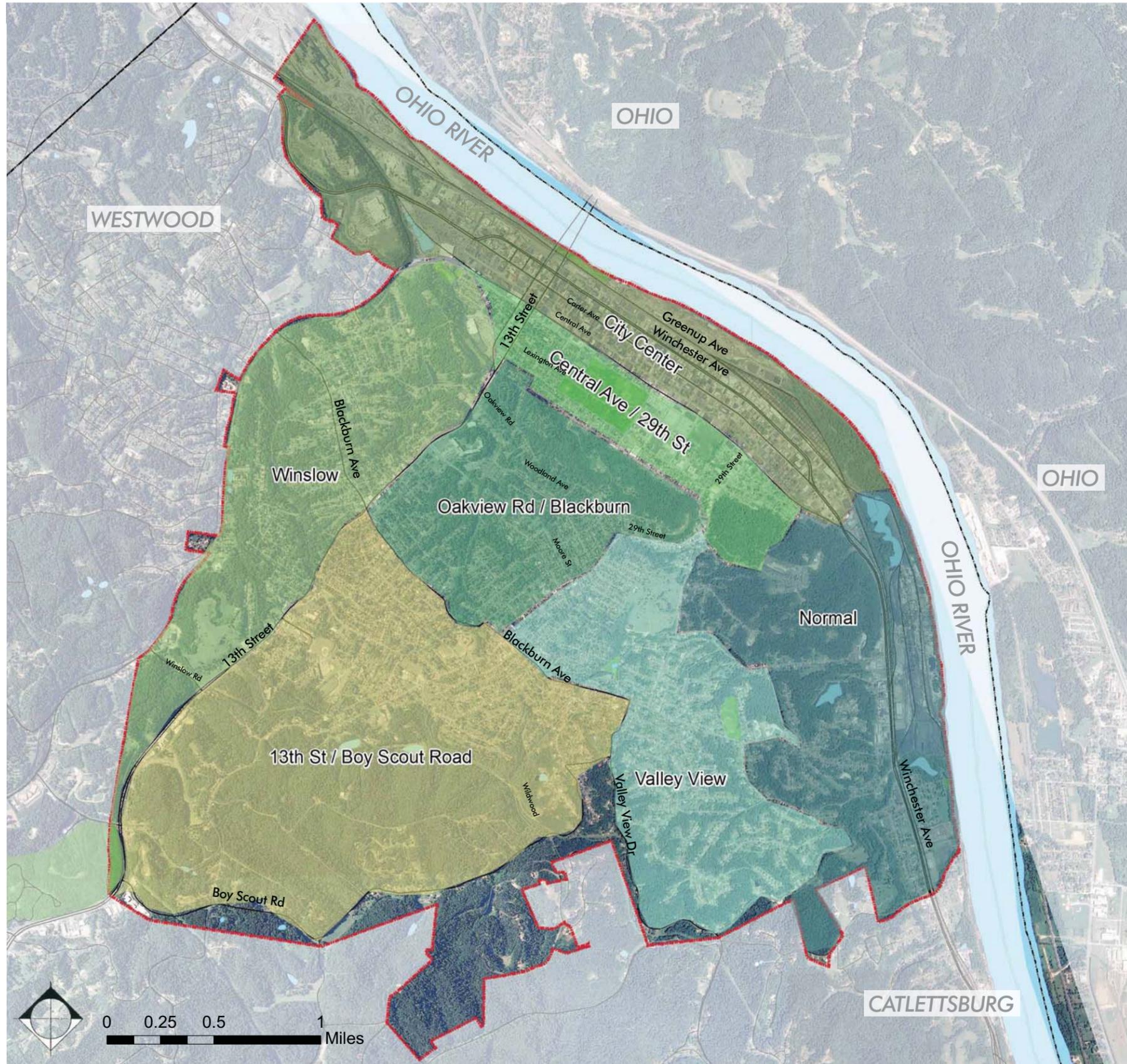
The Winslow area is bound by US-60 to the east and the city limits to the west. This neighborhood hosts a variety of single family home types and development patterns.



13TH STREET – BOY SCOUT ROAD

At the southern end of the city, the 13th Street/ Boy Scout Road neighborhoods offer a mix of single family housing types and a variety of lot sizes. Paul Blazer High School is centered in this area along with the YCMA.





NEIGHBORHOODS



housing options

Encourage a variety of housing types, including options for seniors and young professions.



affordable housing

Encourage a variety of housing opportunities for residents of all socioeconomic backgrounds.



reinvest in housing

Continue to reinvest in deteriorating housing by offering incentive programs for housing rehab projects and homebuyer assistance programs.



sustainable neighborhoods

Allow new housing to be constructed in sustainable areas.



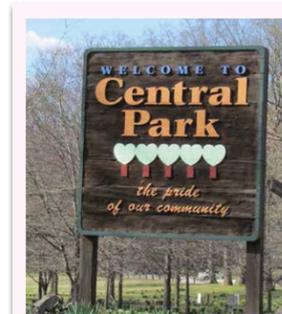
appropriate transitions

Foster appropriate land use mixes and transitions between different housing types and neighborhood commercial areas.



neighborhood improvements

Build programs that enhance existing neighborhoods by encouraging community watch programs, clean up programs and social events.



enhance parks

Maintain or enhance existing neighborhood facilities, such as parks and other public spaces.



VALLEY VIEW

Valley View sits just east of the 13th Street/Boy Scout Road area, with 29th Street as its northern edge and Normal to the east. The area contains several post-war developments with smaller lot sizes and few neighborhood commercial developments.



NORMAL

Normal sits on the east side of Ashland with the Ohio River, Catlettsburg and Valley View as its boundaries. Normal also has a collection of post-war single-family developments along the hill sides and mostly an industrial zone along the river. The recently closed AK Steel Coke Plant sits along the Ohio River in this neighborhood and is slated for demolition.

TOMORROW'S NEIGHBORHOODS

Throughout the comprehensive planning process, the citizens of Ashland expressed the great need to keep its local neighborhoods strong and vibrant. The following recommendations will reinforce Ashland's neighborhoods.

HOUSING OPTIONS

Providing a diversity of housing types will ensure that there are multiple choices for those seeking new housing. Currently, the Ashland housing market is dominated with single-family housing types. However, the trend

nationally is growing for more multi-family housing options. These could include urban downtown lofts, townhouses, apartment complexes, and detached duplex/triplex dwellings. Ashland could accommodate these types of developments in several of the downtown neighborhoods. Young professional and the empty-nesters are two demographics that prefer this type of housing option. The low maintenance and flexible ownership options allow are more suitable for these user groups. By providing for a denser housing model in the downtown area it will help generate more restaurants and entertainment demands which can be a catalyst for economic development.

AFFORDABLE HOUSING

Overall Ashland's housing market is generally affordable, however, there are always sectors of the population that need and desire less expensive housing options. Introducing more multi-family housing options can assist with lowering the upfront cost of home ownership. It also can create options for investors from the rental market side of housing. Creating partnerships between local government housing programs, developers and the local banks will be needed to address creating more affordable housing options for young professionals, small families, and the empty-nester population. The expansion of the housing authority to go beyond vouchers and provide funds to help offset the developer's cost to build new housing that can be sold to lower income and first-time buyers will help stabilize neighborhoods faster than a rental program alone.



REINVESTMENT

Ashland has a great inventory of well-built multi-story buildings, pre and post war homes. Reinvesting in the local neighborhoods will help protect these assets and promote a stronger economic base for the City. There are several different funding types available to Ashland to assist in this process such as the Community Development Block Grant (CDBG) program, Housing Urban Development – Neighborhood Revitalization Strategy Areas (HUD-NRSA) program, and Tax Incremental Financing (TIF). Each program has its own benefits and limitations. Therefore, specific reinvestment areas should be thoroughly reviewed and assessed prior to seeking funding. CDBG funds can be used to fund infrastructure projects in lower income areas. HUD-NRSA funds can be used to offset capital costs so that the final sale price for a new house can be lowered to be more in-line with existing neighborhood home values allowing for replacement of aging or missing housing inventories. TIF programs can also assist with infrastructure improvement

and are best used in downtown areas where infrastructure replacement cost are the highest. Below are photos of housing units in Ashland that have been rehabilitated through federal programs.



SUSTAINABLE NEIGHBORHOODS

Sustainable neighborhoods can mean several things, but for Ashland it should mean providing neighborhoods that are economically stable, with proper utility infrastructure, well maintained connective transportation networks and with desirable assets such as good schools, parks and entertainment options. Ashland should support and demand that new housing development projects provide these elements. Traditional Neighborhood Developments (TND) are a growing trend in the residential housing market that will provide this concept.

APPROPRIATE TRANSITIONS

Land use planning provides an excellent venue to explore the how transitions occur between different types of neighborhoods as well as different land uses. The recommendation for this item is to review and evaluate potential conflict areas between non-compatible land uses and work with the adjoin neighborhoods to create a solution that is acceptable to all those involved. Typically, this can be accomplished through the development of a Small Area neighborhoods could both benefit for a the more detail evaluation that a SAP can provide.

NEIGHBORHOOD INVOLVEMENT

Neighborhood involvement is one of the least expensive and more rewarding activities a community can do to assist itself. Ashland has an opportunity to develop active neighborhood associations to assist with all types of local projects including landscape enhancements, neighborhood clean-up campaigns, neighborhood watch programs, the walking school bus program, and social event like neighborhood block parties. It is these hands-on projects that make a community strong and resilient to adversity.

ASHLAND 2013 COMPREHENSIVE PLAN

Redevelopment Opportunities

10



CHAPTER 10

REDEVELOPMENT OPPORTUNITIES

[INSIDE THIS CHAPTER]

This chapter focuses the redevelopment opportunities within Ashland including financing options that could be used.

- Introduction
- Quality of Life
- Downtown Redevelopment Opportunities
- Industrial Redevelopment Opportunities
- Financing Opportunities

INTRODUCTION

Ashland has a great foundation for future redevelopment and growth. However, because the City has historically faced population decline, many areas have the need for redevelopment and reinvestment. Ashland has potential to reinvigorate these abandoned buildings, unused or underutilized industrial sites and vacant lots.

The following provides an overview of each redevelopment focus area within Ashland. Economic incentives and resources should be concentrated on redeveloping these focus areas. The Redevelopment Opportunities Map graphically depicts the focus areas.

QUALITY OF LIFE

Quality of life is focused on the well-being of individuals and the community. Different from standard of living that is based primarily on income, quality of life indicators could include financial aspects such as wealth and employment in addition to the built environment, physical and mental health, education, recreation, leisure time and social environment. By focusing on redevelopment efforts that improve the quality of life, Ashland can become a more desirable place to live and work.

DOWNTOWN REDEVELOPMENT OPPORTUNITIES

Chapter 8: Downtown & Riverfront describes the various opportunities and development potential for Ashland's downtown districts. While it is important to envision the potential for the entire downtown area, it is equally important to identify phases for redevelopment efforts that will utilize local, state or federal funds.

Five areas within downtown were prioritized for redevelopment efforts. By focusing funds and development efforts within one specific area at a time, the impacts can be seen easier than if redevelopment efforts are spread throughout the entire downtown area. However, this does not mean redevelopment downtown has to occur in this order if a particular opportunity arises.

This area is the core of downtown and has many active businesses and government facilities. Many redevelopment and streetscape improvements have been made to various streets in this area. Efforts should be made to complete redevelopment efforts in this area first.

The area between 7th and 12th Streets has high visibility by both visitors and residents; because this area is a gateway into the City, the physical environment should reflect Ashland. It currently does not reflect a downtown nature and a priority within this area should be to make streetscape

improvements along Greenup Avenue and Winchester Avenue that welcome people into Ashland.

Redevelopment priorities for downtown include:

- 1st priority: 12th street to 16th street
- 2nd priority: 7th street to 12th street
- 3rd priority: 16th street to 22nd street
- 4th priority: 22nd street to 29th street
- 5th priority: 29th street to 33rd street

INDUSTRIAL REDEVELOPMENT OPPORTUNITIES

Ashland's history is closely linked to industrial development, specifically the coal industry. This industry has historically utilized land along the river because of the easy access to barges and trains for transport. Because of this, Ashland not only has a disconnect with the river but also has unused or underutilized industrial land along the river. These sites should be reclaimed as they are abandoned or underutilized.

COKE PLANT & TANNERY

The former AK Steel Coke Plant is located along the Ohio River in the southwestern portion of the City. AK Steel closed this plant in 2011 which employed 263 people. The plant had been considered non-compliant with the Clean Air Act for about three years before its closing according to the Environmental Protection Agency (EPA).

The owners have demolished the all existing above ground structures to approximately one-foot above the existing grade. Additional environmental remediation will be needed before the site can be redeveloped. The City should continue to work with the owner on remediation and explore opportunities for state assistance, such as the Kentucky Brownfield Redevelopment Program, Environmental Protection Agency (EPA) grants and loans, Local Government Economic Development Funds (LGEDF) or Tax Increment Financing (TIF). The Kentucky Brownfield Redevelopment Program offers free Phase I and Phase II environmental assessments to local governments, grant writing assistance, funding programs and coordination with EPA. With the existing access to rail, highway and river transportation, this site can be targeted for light industrial and/or manufacturing.

The old tannery site near the Hospital should also be environmentally mitigated to encourage redevelopment. The site has been vacant due to the environmental cleanup costs. The City should explore opportunities for state assistance or utilize Tax Increment Financing as a tool for financing cleanup efforts.

MULTI-MODAL CONNECTIONS

Ashland's existing rail, highway and river access make the city a prime location for businesses and industries that need multi-modal connections. These multi-modal connections should be leveraged and promoted to attract light industrial and manufacturing businesses to Ashland in addition to the potential for a transfer processing facility between modes.

HOUSING REDEVELOPMENT OPPORTUNITIES

Ashland has multiple focus areas for reinvestment in existing neighborhoods as well as creating new housing opportunities in downtown.

REINVESTMENT IN EXISTING HOUSING

One area is identified on the Redevelopment Opportunities Map for residential redevelopment. This includes the area west of downtown between 29th Street and 35th Street. Many housing units in this neighborhood are deteriorating or in poor condition. New or redeveloped housing options should be encouraged in this area through the creation of a new program, tax incentive or similar program.

NEW DOWNTOWN HOUSING

Residential units should be encouraged downtown as redevelopment or infill occurs. Apartments, condos or other higher density housing types are needed to attract young professionals to Ashland. In addition, the City has a need for additional senior housing options. If senior housing is located downtown, this population will have easier access to every day services as well as the medical district. As housing units are developed downtown, it is important to ensure that they serve and attract multiple income levels and socioeconomic backgrounds.

FINANCING OPPORTUNITIES

Investing in public infrastructure and redevelopment can be expensive; the general fund or state/federal grants cannot be solely relied upon for financing these efforts. The following outline financing and redevelopment tools that can be used in redevelopment efforts in Ashland.

URBAN RENEWAL & COMMUNITY DEVELOPMENT AGENCY (URDCA)

An URDCA has powers and flexibility that the governing body does not always have when addressing redevelopment. An URDCA can purchase, lease, grant any real or personal property. This agency can use eminent domain, clear buildings, dispose of property and sell, lease or subdivide property at fair value.

A City can establish an URDCA when there are blighted areas in the community, there is a need to exercise the powers of an URDCA, or if it would be more efficient and more in the public's interest for such powers and duties to be executed by such an agency. An URDCA must be established before adopting Tax Increment Financing (TIF).

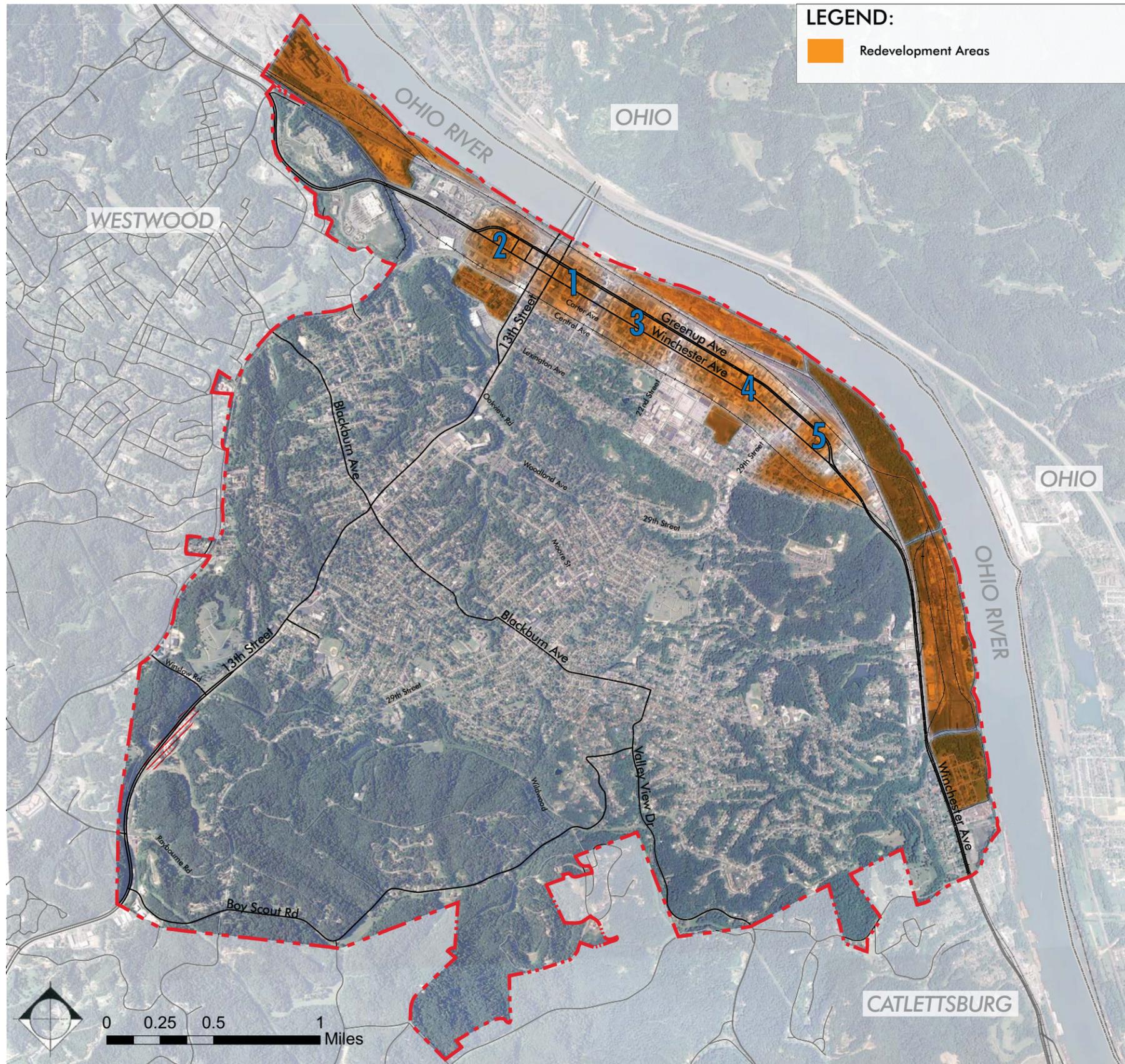
TAX INCREMENT FINANCING (TIF)

Tax Increment Financing (TIF) is a method to use future tax revenues to finance current public improvements. The completion of a public improvement or project often results in an increase in property values and often new private investment (new or rehabilitated buildings, etc), which generates additional tax revenue. The increased tax revenues are the "tax increment" that is used to finance debt to pay for the public infrastructure. TIF is designed to focus funding towards public improvements where development would not otherwise occur on its own.

TIF is enabled through state legislation with the purpose of economic development and the goal of enhancing local businesses, attracting new businesses, and considering the best use of the natural attributes of the community. TIF funds can be used for various infrastructure improvements and projects within the designated TIF area, including water expansion/supply, storm drainage, street construction, environmental remediation, park improvements, flood control, land acquisition, demolition and clearance work, utilities, landscaping, parking structure, street lighting, sidewalks, traffic control and much more.

[BLIGHTED]

As defined by Kentucky Revised Statutes, a blighted area is defined by a predominance of defective or inadequate street layout; faulty lot layout; submergence of lots by water; deterioration of site improvements; or tax delinquency.



REDEVELOPMENT OPPORTUNITIES



clean up coke plant

Clean up the former coke plant. Work with the previous owner and utilize TIF and state funding sources (Local Government Economic Development Funds, LGEDF)



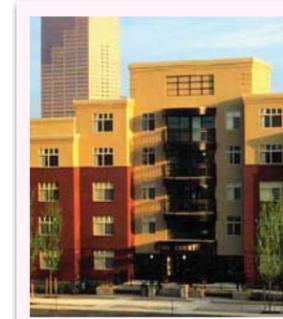
promote multi-modal connections

Leverage and promote existing multi-modal connections (highway, rail and barge traffic) to attract light industrial and manufacturing businesses to Ashland.



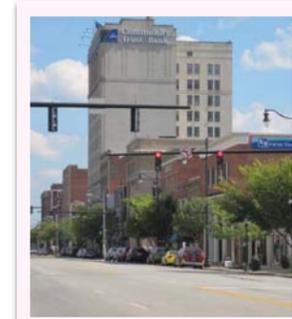
tax incentives

Utilize tax abatement, TIF, industrial TIF and LGEDF funding to encourage development and attract businesses to Ashland.



housing

Utilize economic development bonds, tax incentives, state/federal funding sources and the redevelopment commission to encourage new or redeveloped housing options.



downtown

Institute a phased approach to the redevelopment of downtown Ashland. Focus redevelopment efforts on the core of downtown initially before transitioning to other areas of downtown.



quality of life

Focus on redevelopment efforts that improve quality of life by enhancing parks and trail amenities and promoting arts, music and culture. High quality of life indicators are essential in attracting young professionals and businesses to Ashland.

what is a redevelopment agency (URCDA)?

An Urban Renewal and Community Development Agency (URCDA) Can:

- Purchase, lease, obtain, grant, any real or personal property;
- Acquire property by the power of eminent domain;
- Clear buildings from property acquired;
- Dispose of property; and
- Sell, lease or subdivide property at fair value in accordance the development plan.

An URCDA can be established when a community finds that:

- There are blighted areas in the community;
- There is a need to exercise the powers of a URCDA; and
- It would be more efficient and more in the public interest for such powers and duties to be executed by such an agency.

A Blighted Area is Defined by:

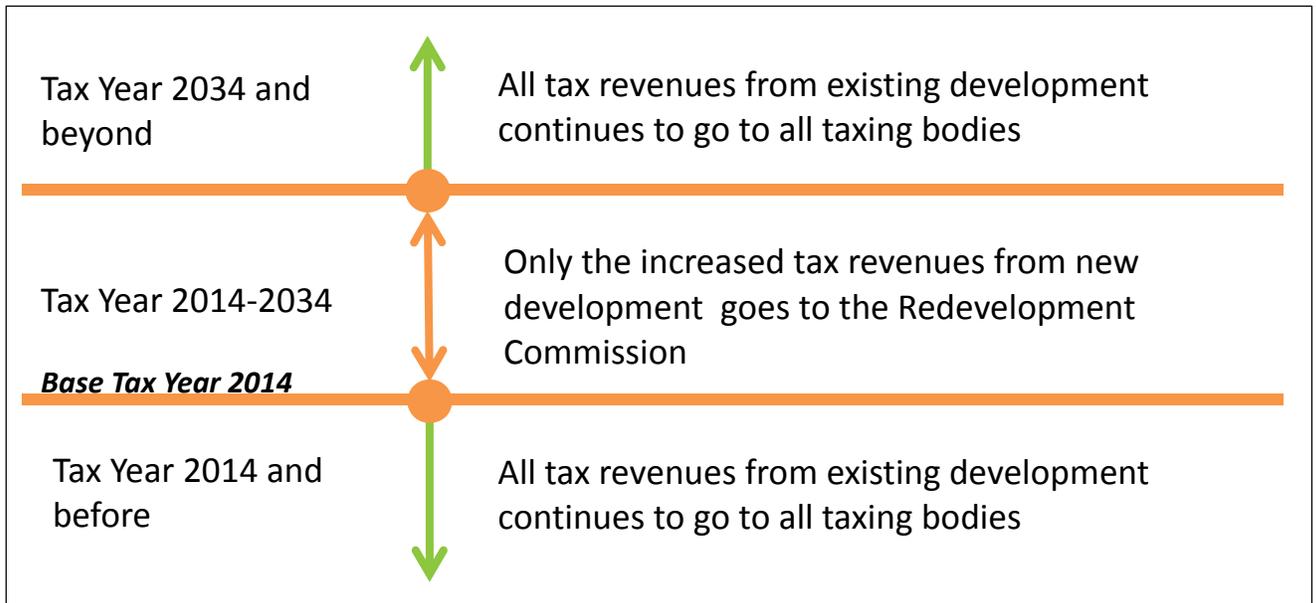
- Predominance of defective or inadequate street layout;
- Faulty lot layout (size, adequacy, accessibility, usefulness);
- Submergence of lots by water;
- Deterioration of site improvements; or
- Tax delinquency.

what is a TIF?

Tax Increment Financing (TIF):

- Is not an additional tax, it's a reallocation of future tax revenues.
- Allows a city to make public infrastructure improvements, such as roads, parks, building rehabilitation, environmental clean up, sidewalks, etc...
- Uses future tax revenues to fund current public improvements. Public and/or private projects often result in an increased property value, which generates additional tax revenues. TIF allocates this "increment" or additional tax revenues to specific public improvements projects.

How Does TIF Work



Types of TIF Programs

State statutes authorize two types of TIF development areas: Local Development Areas for vacant land or State Participation Programs for developed land (redevelopment or blighted conditions). With Local Development Areas only revenues from local taxes are considered, whereas State Participation Programs have the potential to capture some state tax revenues for specific projects.

There are two types of Local Development Area that can be established that could be applicable to Ashland: Local Only Development Areas and Blighted Urban Redevelopment Areas. State statutes (KRS 65 and KRS 154) outline the details requirements for establishing a development area and the process that must be followed. This includes public hearing requirements, ordinance requirements, and parameter for agreements establishing the development area and pledging financial support. For large projects that have a larger economic impact, State Participation Programs may be possible. The potential for a State Participation Program for the redevelopment of the Ashland Coke Plant should be explored.

ASHLAND 2013 COMPREHENSIVE PLAN



Implementation

11

CHAPTER 11

IMPLEMENTATION

[INSIDE THIS CHAPTER]

This chapter includes the action steps and strategies needed to implement this Comprehensive Plan.

- Introduction
- Implementation Overview
- Implementation Timeline
- Strategic Action Plan
- Tools, Programs & Funding Opportunities

INTRODUCTION

The overarching vision, goals and objectives in addition to the elements of this plan are the core of this plan to outline Ashland's future. However, equal focus must be placed on how to implement this plan so that Ashland's long-term vision can be achieved. This chapter further defines the vision, goals and plan elements of the Ashland Comprehensive Plan through action steps (measurable building blocks for future development).

This chapter calls for commitments from numerous public and private organizations. The first and strongest commitment must be from the City of Ashland, Planning Commission and Board of Commissioners. A strong and unified leadership is needed to reinforce decisions that support this plan, both through policy decisions and financial budgeting. If those charged with implementing the action steps in this chapter are diligent in identifying and removing barriers to success, the opportunity for increasing economic development and quality of life is greater.

IMPLEMENTATION OVERVIEW

A strategic action plan is included in this chapter that is intended to include the overall direction for short-term, mid-term and long-term action steps. The action steps seek to balance the priorities of the City by serving as the decision-making framework. They also allow for immediate and noticeable progress through the completion of short-term projects. Because the implementation of any comprehensive plan involves dozens of public, private and not-for-profit organizations, it is important that local City leaders (Board of Commissioners, Planning Commissioners, Department heads) provide guidance to interested parties when bringing stakeholders to the table and coordinate long-term action steps.

ACTION STEPS OVERVIEW

The implementation process includes creating action steps that provide clear details on what should be done, such as the tasks that should be taken, who is responsible, and a timeline for project completion. The following provides a description of the details provided in each action step later in this chapter.

TASKS

Tasks detail what must be accomplished to achieve the greater vision. They are paired with an appropriate timeframe for completion. They are aggressive, but achievable.

DESCRIPTION

The description is intended to further explain the tasks by providing details and other information to explain the intended result.

RESPONSIBLE PARTY(IES)

While the Planning Commission or Board of Commissioners is ultimately responsible for the successful implementation of this plan, some tasks will be most successful if implemented by or in partnership with others. The responsible party / parties should always be a high-level champion who reinforces the purpose and intent of the plan, takes responsibility for implementing specific action items, and monitors the progress of the task.

POTENTIAL FUNDING SOURCE(S)

Although it is not exhaustive, a potential list of funding sources has been provided for each task as a starting point. Many funding sources will vary depending upon the year, quarter, month, as well as the number and type of parties involved. The general fund is also typically listed because many federal or state grant programs require a local match. Each funding source is explained later in this chapter under Programs, Tools & Funding Opportunities.

OTHER RESOURCES

“Other resources” often include: human capital (i.e. manpower, or labor) from volunteers; donated supplies, materials, or equipment; and coverage by the media. They also include professionals who have been hired by the City due to their expert knowledge in a particular area.

START-UP

Not all projects can begin at once. The start-up of a given task will occur in the short-, mid-, or long-term future. Short-time typically means between zero to five years (i.e. 2014 – 2018), mid-term between six to ten years (i.e. 2019 – 2024), and long-term between eleven to twenty years (i.e. 2025 – 2034). A task that is entirely dependent upon the successful completion of another task would fall outside of these start-up possibilities, in which case the conditions for start-up for these tasks are described in more detail on their respective tables. Tasks were prioritized in terms of start-up based on the priority of the Plan’s goals.

TARGET COMPLETION TIMELINE

The target completion timeline is intended to inform the user about the anticipated duration (from start to finish) of a given task – barring any unforeseen conditions.

RE-OCCURRENCE

While some tasks are intended to be completed just once during the planning horizon, some of the will be more successful and have a greater impact if they are on-going efforts (i.e. maintained). Where applicable, each task has been evaluated to include a recommendation about the frequency with which a task should be repeated.

RELATED GOALS

It will become increasingly important that each task be tied back to the goals of this plan. This will provide insight, justification and prioritization for each task as conditions change or others become involved in implementation and

evaluation of the plan. If an action item aligns with one or more of the goals outlined in the previous sections of this document, the respective goal(s) is marked by the box appearing with a solid orange fill.

Goal 1 – Promote Business Development

Goal 2 – Create Vibrant Neighborhoods

Goal 3 – Transform Downtown into an Entertainment Destination

Goal 4 – Provide Multiple Transportation Options

Goal 5 – Promote Education & Learning Opportunities

Goal 6 – Reclaim and Utilize the Riverfront

Goal 7 – Provide Infrastructure Improvements

RELATED PLAN ELEMENTS

Similar to the related goals, it is also important to reference the plan elements supported by each action step. This allows the parties implementing the plan to gauge progress but also aids in coordinating action steps that relate to a specific element. If an action step relates with one or more of the plan elements, the respective plan element(s) is marked by the box appearing with a solid orange fill.



Future Land Use



Downtown & Riverfront



Transportation



Neighborhoods



Facilities & Utilities



Redevelopment Opportunities

NOTES

The notes are intended to be used by leaders and organizations who are tasked with implementing this plan as they carry out these tasks. This space can be used for tracking progress, noting additional or new partnerships or potential barriers to overcome.

STRATEGIC ACTION PLAN

This action plan includes a timeline and specific action steps for implementation. This comprehensive plan and strategic action plan is intended to be a “living” document; it is anticipated that portions of the plan will change in order to continue to reflect changing community conditions. Forming a foundation of strong partnerships with public, private and not-for-profit organizations is key in responding to change as it occurs.



ACTION PLAN TIMELINE

Many factors can influence the completion timeline for action steps, such as the current economic environment. If unexpected funding or additional city staffing becomes available, action steps can be started and/or completed prior to the specified timeline. Also conditions may change that require this timeline to be altered, modified or changed. The timeline and action steps should be evaluated and are intended to be flexible to respond to the ever-changing local needs and demands placed on the City. The timeline is shown on the following page.

ACTION STEPS

The following tables are the individual action steps identified by this plan. Each action steps is formatted into a standard format for comparison, reference and revision over time.

IMPLEMENTATION TIMELINE	SHORT	MID	LONG
	2014-2018	2019-2023	2024-2034
	<p>2014</p> <ul style="list-style-type: none"> ↻ A: Evaluate Progress on Plan's Action Steps. ↻ B: Revise the zoning & subdivision control ordinances. ↻ C: Streamline development review process & regulations. ↻ D: Form an URCDA & adopt TIF. ↻ E: Establish communication & coordination with departments & agencies. ↻ F: Form a Downtown Task Force. ↻ G: Continue to Upgrade Water & Wastewater Systems. ↻ H: Actively pursue businesses & industries. ↻ I: Establish farmer's market. ↻ J: Clean up former coke plant. <p>2015</p> <ul style="list-style-type: none"> ↻ K: Improve high crash intersections. ↻ L: Evaluate current tax incentives. ↻ M: Maintain Renaissance on Main status. <p>2016</p> <ul style="list-style-type: none"> ↻ N: Engage in capital improvement planning. ↻ O: Create gateways at key entrances. ↻ P: Support implementation of US 60 Connector. <p>2017</p> <ul style="list-style-type: none"> ↻ Q: Identify streetscape improvements and design standards for downtown. ↻ R: Evaluate incentives for development downtown. <p>2018</p> <ul style="list-style-type: none"> ↻ S: Develop HUD NRSA Program. ↻ T: Evaluate affordable housing. ↻ U: Reestablish Arts Committee. 	<p>2019-2023</p> <ul style="list-style-type: none"> ↻ V: Continue to align workforce with market. ↻ W: Develop a master plan for Riverfront Park expansion. ↻ X: Create an access management plan & ordinance. ↻ Y: Create neighborhood groups or organizations. ↻ Z: Complete bicycle & pedestrian inventory and evaluate feasible routes. 	<p>2024-2034</p> <ul style="list-style-type: none"> ↻ AA: Evaluate feasibility of expanded bus service. ↻ BB: Evaluate feasibility of intermodal transportation facility. ↻ CC: Evaluate feasibility of four-year college.

ACTION STEP C		Streamline the development review process and regulations to allow for the intended land uses and character downtown.								
Description:	<ul style="list-style-type: none"> To encourage development, it is important to develop a streamlined development review process for developers. The intended land uses and districts should be consistent with the regulations for development downtown so developers do not have to get variances or conditional use permits for what is desired downtown. Evaluate if a historic preservation ordinance is needed to ensure older buildings that are historically or culturally significant are protected. Evaluate current parking regulations and policies that allows “prime” parking spots to be used by patrons and not downtown employees; this could include designating particular on-street parking as “30-minute” or “60-minute” zones. 									
Responsible Parties:	<ul style="list-style-type: none"> Planning & Community Development Board of Commissioners / Mayor / City Manager Main Street 									
Potential Funding Source(s):	<ul style="list-style-type: none"> N/A (internal coordination) 									
Other Resources:	<ul style="list-style-type: none"> Local Businesses City Staff 									
Start-up Timeframe:	2014 – 2018		2019 – 2023		2024 – 2034		Other:			
Target Completion Timeline:	< 1 year		1-2 years		2-5+ years		On-going			
Related Goals:	1	2	3	4	5	6	7	C		
Related Plan Elements:										

Action Step Notes:

ACTION STEP D	Form an Urban Renewal & Community Development Agency (URCDA) and adopt Tax Increment Financing (TIF)							
Description:	<ul style="list-style-type: none"> Review guidelines, requirements and process that must be completed to create an URDCDA in Kentucky (KRS 99). Review guidelines, requirements and steps that must be taken for the creation of development plan in Kentucky. The development plan should designate, among other things, the location, character and extent of the public and private land ownership and uses proposed within the area, such as street, sewer, public transportation, school, recreation, dwelling, business, industry and such others as may be suitable. Review guidelines, requirements and steps that must be taken for the creation of a TIF / development area in Kentucky (KRS-65). 							
Responsible Parties:	<ul style="list-style-type: none"> Board of Commissioners / Mayor / City Manager Planning & Community Development Economic Development Department 							
Potential Funding Source(s):	<ul style="list-style-type: none"> General Fund 							
Other Resources:	<ul style="list-style-type: none"> Kentucky Finance & Administration Cabinet Private Developers City Staff Ashland Alliance Private Consultant 							
Start-up Timeframe:	2014 – 2018		2019 – 2023		2024 – 2034		Other:	
Target Completion Timeline:	< 1 year		1-2 years		2-5+ years		On-going	
Related Goals:	1	2	3	4	5	6	7	D
Related Plan Elements:								

Action Step Notes:

ACTION STEP E	Establish communication and on-going coordination with various government departments and agencies.							
Description:	<ul style="list-style-type: none"> As development or redevelopment occurs, coordinate with the various departments and agencies within Ashland, including schools, fire, police, EMS, utilities, roadway/engineering. Future plans with these departments and agencies need to be coordinated on an on-going basis to serve future development; development should not occur if these services cannot adequately accommodate the new growth or redevelopment. 							
Responsible Parties:	<ul style="list-style-type: none"> Planning & Community Development Ashland Independent Schools Ashland Police Department Ashland Fire Department & EMS Engineering Department Utility Department Metropolitan Planning Organization Urban Renewal & Community Development Agency (if implemented) Board of Commissioners / Mayor / City Manager Main Street Economic Development Department 							
Potential Funding Source(s):	<ul style="list-style-type: none"> N/A (internal coordination) 							
Other Resources:	<ul style="list-style-type: none"> City Staff 							
Start-up Timeframe:	2014 – 2018		2019 – 2023		2024 – 2034		Other:	
Target Completion Timeline:	< 1 year		1-2 years		2-5+ years		On-going	
Related Goals:	1	2	3	4	5	6	7	E
Related Plan Elements:							E	

Action Step Notes:

ACTION STEP F	Form a Downtown Task Force with the charge of developing private and public partnerships and removing barriers for redevelopment.							
Description:	<ul style="list-style-type: none"> It is important to have a group or organization with the specific and sole focus on redevelopment and reinvestment of downtown. This Task Force can aid the City in pursuing grants, developing partnerships and keeping project moving downtown. Task Force could meet monthly or quarterly depending upon role. 							
Responsible Parties:	<ul style="list-style-type: none"> Planning & Community Development Downtown Task Force (once created) Board of Commissioners / Mayor / City Manager Ashland Alliance Urban Renewal & Community Development Agency (if implemented) Main Street Economic Development Department 							
Potential Funding Source(s):	<ul style="list-style-type: none"> N/A (internal coordination) 							
Other Resources:	<ul style="list-style-type: none"> City Staff Local Businesses 							
Start-up Timeframe:	2014 – 2018		2019 – 2023		2024 – 2034		Other:	
Target Completion Timeline:	< 1 year		1-2 years		2-5+ years		On-going	
Related Goals:	1	2	3	4	5	6	7	F
Related Plan Elements:							F	

Action Step Notes:

ACTION STEP H		Support Ashland Alliance by actively pursuing new businesses & industries to Ashland in addition to retaining existing businesses & industries.						
Description:	<ul style="list-style-type: none"> Coordinate future growth or redevelopment plans with the Chamber of Commerce. Provide policy support and fiscal resources to Ashland Alliance to actively market to and attract new businesses and industries to Ashland. City should play an active role in targeting and marketing to potential businesses and industries in addition to retaining existing; this could including: <ul style="list-style-type: none"> Creating a marketing plan targeted at the high tech and medical industries. Creating a committee specifically focused on Ashland. Creating a committee specifically focused on industrial development in Ashland. Evaluate the needed infrastructure (utilities, fiber optics, water, etc) needed to support the high tech industries and medical industries to ensure proper infrastructure is in place. 							
Responsible Parties:	<ul style="list-style-type: none"> Ashland Alliance & Committees Planning & Community Development Board of Commissioners / Mayor / City Manager Economic Development Department 							
Potential Funding Source(s):	<ul style="list-style-type: none"> Tax Increment Financing (if implemented) General Fund Ashland Alliance 							
Other Resources:	<ul style="list-style-type: none"> Kentucky Cabinet for Economic Development Area Development District Area Colleges & Universities (Ashland Community & Technical College, Morehead State University, University of Kentucky Expansion Center) 							
Start-up Timeframe:	2014 – 2018		2019 – 2023		2024 – 2034		Other:	
Target Completion Timeline:	< 1 year		1-2 years		2-5+ years		On-going	
Related Goals:	1	2	3	4	5	6	7	
Related Plan Elements:							H	

Action Step Notes:

ACTION STEP J	Work with property owner and state to mitigate environmental issues on former Coke Plant site.							
Description:	<ul style="list-style-type: none"> • AK Steel will soon begin clean up on the former Coke Plant site for materials above grade only. • Continue to work with AK Steel and state programs to mitigate all environmental issues so site can be used for industrial in the future. 							
Responsible Parties:	<ul style="list-style-type: none"> • Urban Renewal & Community Development Agency (if implemented) • Planning & Community Development • Board of Commissioners / Mayor / City Manager • Ashland Alliance & Committees • Economic Development Department 							
Potential Funding Source(s):	<ul style="list-style-type: none"> • Tax Increment Financing (if implemented) • Kentucky Brownfields Program & Environmental Protection Agency (EPA) grants and loans (see Funding for Brownfields section of this chapter). • General Fund 							
Other Resources:	<ul style="list-style-type: none"> • Kentucky Dept of Environmental Protection – Brownfields • Environmental Protection Agency (EPA) • Area Development District • Area Colleges & Universities (Ashland Community & Technical College, Morehead State University, University of Kentucky Expansion Center) • City Staff 							
Start-up Timeframe:	2014 – 2018		2019 – 2023		2024 – 2034		Other:	
Target Completion Timeline:	< 1 year		1-2 years		2-5+ years		On-going	
Related Goals:	1	2	3	4	5	6	7	J
Related Plan Elements:							J	

Action Step Notes:

ACTION STEP M										Maintain Ashland’s Renaissance on Main status and actively pursue grants.									
Description:					<ul style="list-style-type: none"> Renaissance on Main is a state program through the Department for Local Government. Various grants and tools are offered to communities that are designated as a “Renaissance on Main” community. Pursue Renaissance on Main grants for streetscape enhancements, signage, façade improvements, market analysis and planning. 														
Responsible Parties:					<ul style="list-style-type: none"> Planning & Community Development Board of Commissioners / Mayor / City Manager Urban Renewal & Community Development Agency (if implemented) Main Street 														
Potential Funding Source(s):					<ul style="list-style-type: none"> N/A (internal coordination) 														
Other Resources:					<ul style="list-style-type: none"> City Staff 														
Start-up Timeframe:					2014 – 2018			2019 – 2023			2024 – 2034			Other:					
Target Completion Timeline:					< 1 year			1-2 years			2-5+ years			On-going					
Related Goals:					1	2	3	4	5	6	7	M							
Related Plan Elements:											M								

Action Step Notes:

ACTION STEP 0	Create gateways that define key entrances into Ashland.							
Description:	<ul style="list-style-type: none"> • They major gateways identified in Chapter 6: Transportation and Chapter 7: Downtown & Riverfront should be enhanced to reinforce the character of Ashland. • Enhancements could include improved signage, streetscape improvements, etc. • The branding should reinforce the branding developed for downtown. • Signage should be placed along I-64 to indicate “Gateways” into Ashland from the interstate. 							
Responsible Parties:	<ul style="list-style-type: none"> • Planning & Community Development • Engineering Department • Board of Commissioners / Mayor / City Manager 							
Potential Funding Source(s):	<ul style="list-style-type: none"> • MAP-21 Grants • Transportation Community & System Preservation (TCSP) Grants • KYTC Funds • General Fund 							
Other Resources:	<ul style="list-style-type: none"> • KYTC • Metropolitan Planning Organization • City Staff • Private Consultant 							
Start-up Timeframe:	2014 – 2018		2019 – 2023		2024 – 2034		Other:	
Target Completion Timeline:	< 1 year		1-2 years		2-5+ years		On-going	
Related Goals:	1	2	3	4	5	6	7	0
Related Plan Elements:							0	

Action Step Notes:

ACTION STEP Q	Identify streetscape improvements in downtown and design standards to create a “brand” that reflects Ashland’s history and culture.							
Description:	<ul style="list-style-type: none"> Streetscape improvements are needed on many roadways in downtown; this could include upgraded sidewalks, lighting, banners, signage, benches, trash receptacles, etc. Coordinate improvements with redevelopment phases identified in Chapter 10: Redevelopment Opportunities. Create design standards for downtown that reinforce the desired urban form, character and “brand” for Ashland. Incorporate these design standards into the development review process. Improve visual and physical connections to the riverfront through streetscape improvements. 							
Responsible Parties:	<ul style="list-style-type: none"> Planning & Community Development Engineering Department Board of Commissioners / Mayor / City Manager Main Street 							
Potential Funding Source(s):	<ul style="list-style-type: none"> MAP-21 Grants General Fund 							
Other Resources:	<ul style="list-style-type: none"> KYTC City Staff Private Consultant 							
Start-up Timeframe:	2014 – 2018		2019 – 2023		2024 – 2034		Other:	
Target Completion Timeline:	< 1 year		1-2 years		2-5+ years		On-going	
Related Goals:	1	2	3	4	5	6	7	Q
Related Plan Elements:								

Action Step Notes:

ACTION STEP U										Reestablish the Arts Committee with the charge to incorporate public art into downtown as well as attract cultural events and venues.									
Description:					<ul style="list-style-type: none"> • Create an Arts Committee of interested citizens and local artists to oversee and implement an arts program. • Creation of a non-profit entity that allows 501(c) donations can take the lead on the initiative to incorporate arts into the public realm. • Develop a strategic plan that identifies appropriate locations and manners to integrate public art into downtown. 														
Responsible Parties:					<ul style="list-style-type: none"> • Arts Committee • Board of Commissioners / Mayor / City Manager • Planning & Community Development • Main Street 														
Potential Funding Source(s):					<ul style="list-style-type: none"> • Private Funds 														
Other Resources:					<ul style="list-style-type: none"> • Local Artists • Local Businesses • Civic Organizations • City Staff 														
Start-up Timeframe:					2014 – 2018			2019 – 2023			2024 – 2034			Other:					
Target Completion Timeline:					< 1 year			1-2 years			2-5+ years			On-going					
Related Goals:					1	2	3	4	5	6	7	U							
Related Plan Elements:																			

Action Step Notes:

ACTION STEP W										Develop a master plan for expanding Port of Ashland Park.														
Description:					<ul style="list-style-type: none"> • A master plan should be created that expands the concepts included in Chapter 8: Downtown & Riverfront. • The master plan should allow for additional active and passive recreation as well as dining and entertainment opportunities. • Funding and implementation strategies should be identified in the master plan. 																			
Responsible Parties:					<ul style="list-style-type: none"> • Planning & Community Development • Engineering Department • Urban Renewal & Community Development Agency (if implemented) • Board of Commissioners / Mayor / City Manager • Parks and Recreation 																			
Potential Funding Source(s):					<ul style="list-style-type: none"> • Tax Increment Financing (if implemented) • General Fund 																			
Other Resources:					<ul style="list-style-type: none"> • City Staff • Private Consultant 																			
Start-up Timeframe:					2014 – 2018			2019 – 2023			2024 – 2034			Other:										
Target Completion Timeline:					< 1 year			1-2 years			2-5+ years			On-going										
Related Goals:					1	2	3		4	5	6	7	W											
Related Plan Elements:																								

Action Step Notes:

ACTION STEP X	Create an access management plan and ordinance.							
Description:	<ul style="list-style-type: none"> • While specific problem areas might need individual focus analysis, overall best practices for access management should be applied throughout the community. • An ordinance should also be adopted as part of the subdivision regulations that addresses development along thoroughfares and other transportation issues related to the division of land. 							
Responsible Parties:	<ul style="list-style-type: none"> • Planning & Community Development • Engineering Department • Board of Commissioners / Mayor / City Manager 							
Potential Funding Source(s):	<ul style="list-style-type: none"> • General Fund 							
Other Resources:	<ul style="list-style-type: none"> • KYTC Model Access Management Ordinance (provides overview and model ordinance language) • Metropolitan Planning Organization • City Staff • Private Consultant 							
Start-up Timeframe:	2014 – 2018		2019 – 2023		2024 – 2034		Other:	
Target Completion Timeline:	< 1 year		1-2 years		2-5+ years		On-going	
Related Goals:	1	2	3	4	5	6	7	X
Related Plan Elements:								X

Action Step Notes:

ACTION STEP AA										Work with regional and local partners to evaluate the feasibility of an expanded bus system within Ashland and the greater region.									
Description:					<ul style="list-style-type: none"> Evaluate the feasibility and need for additional bus routes within Ashland. Evaluate the feasibility and need for additional bus routes within the larger region. 														
Responsible Parties:					<ul style="list-style-type: none"> Ashland Bus System (ABS) Tri-State Authority (TTA) Planning & Community Development Metropolitan Planning Organization Board of Commissioners / Mayor / City Manager 														
Potential Funding Source(s):					<ul style="list-style-type: none"> KYTC Funds Federal Highway Funds ABS & TTA Funds General Budget 														
Other Resources:					<ul style="list-style-type: none"> KYTC City Staff Private Consultant 														
Start-up Timeframe:					2014 – 2018			2019 – 2023			2024 – 2034			Other:					
Target Completion Timeline:					< 1 year			1-2 years			2-5+ years			On-going					
Related Goals:					1	2	3	4	5	6	7	AA							
Related Plan Elements:											AA								

Action Step Notes:

TOOLS, PROGRAMS & FUNDING OPPORTUNITIES

TOOLS

Capital Improvement Planning

A Capital Improvement Plan (CIP) is a system of documenting the capital investments that a city plans to make the short-term, often five years. A CIP identifies projects, timelines, estimated costs, and funding sources and is linked to a community's budgeting process. It is a means of planning ahead for capital improvements and ensuring implementation of specific projects by connecting them more closely to the budgeting process. Ashland's CIP would include funding needed for any capital improvement the City is planning to invest in, regardless of which city department will be responsible for operating and maintaining a given investment.

Tax Abatement

Tax abatement is a phase-in of property taxes and is intended to encourage development in areas that would not otherwise develop. Tax abatement is one of the tools widely used by municipal governments to attract new businesses to the community, or to encourage investment in new equipment or facilities that will improve the company while stabilizing the community's economy. Communities may develop procedures for abatement application and policies on the amount and length of the abatement that will be approved and procedures to ensure compliance with the terms of the statement of benefits.

Tax Increment Financing (TIF)

Tax increment finance is a tool for municipalities and counties to designate targeted areas for redevelopment or economic development through a local redevelopment commission. Those redevelopment or economic development areas can then be designated as allocation areas which trigger the TIF tool. When TIF is triggered, the property taxes generated from new construction in the area are set aside and reinvested in the area to promote development, rather than going to the normal taxing units (governments, schools, etc.). The taxing units do not lose revenue, they simply do not receive revenue from the additional assessed valuation that would not have occurred "but for" the reinvestment in the area through the TIF proceeds.

Zoning/Subdivision Control Ordinances

Zoning and land use controls are the primary implementation tool for the comprehensive plan. Standards and regulations legislatively determine the location, quality, and quantity of new development, and are legally enforceable. Ashland's current zoning regulations allow for uses that are not consistent with this plan. It is recommended that the zoning regulations be updated to ensure contiguity between this plan and the City's regulatory document to facilitate the implementation of this plan.

PROGRAMS & FUNDING

Brownfields Funding

The Kentucky Brownfield Redevelopment Program offers education, assistance and funding for cleaning up environmentally hazardous sites for both local governments and private companies. An overview of the program can be found at: <http://dca.ky.gov/brownfields/Pages/default.aspx>.

Additionally, this program can assist with grant writing for multiple state and federal EPA grants. Funding and incentives are available for Assessment (Phase I and II), analysis of clean up alternatives, corrective action planning, corrective action implementation and redevelopment. Additional information on these state and federal grants, incentives and programs can be found at: <http://dca.ky.gov/brownfields/Pages/Funding%20For%20Brownfields.aspx>

Community Development Block Grant (CDBG) Program

The CDBG program is available to city and county governments for a variety of projects. The minimum grants are \$5,000 and maximum grant requests are \$100,000. Application deadlines typically occur in February. The CDBG program areas and descriptions are listed below. For more information, visit <http://www.dlg.ky.gov/grants/federal/cdbg.htm>.

Housing: The housing program works to fund projects designed to develop decent, safe, sanitary and affordable housing.

Community Projects: Housing and Communities Branch: Funds may be used to address human service needs such as senior centers, crisis centers and facilities that provide services to low-income persons. Funds may also be used to revitalize downtown areas within Richmond's designated Renaissance on Main Street district. The maximum program request is \$500,000.

Public Facilities: Funds may be used for infrastructure needs that improve Kentucky's water and wastewater systems. The maximum program request is \$1,000,00 per community per year.

Economic Development: Funds may be used to create or retain jobs, and provide for the training and human services that allow for professional advancement of low and moderate income persons. Additional goals are to provide training and provision of human services that allow for the professional advancement of low and moderate income persons.

Infrastructure Revolving Loan Fund (Fund B)

This revolving loan fund can be used to provide low interest loans for infrastructure projects that facilitate economic development. For more information, contact the Kentucky Infrastructure Authority.

Kentucky Renaissance / Main Street Program

Through the Kentucky Heritage Council and the Department of Local Government, the Kentucky Main Street Program strives to bring economic vitality to Kentucky's downtowns and assist communities with their revitalization efforts. The program is based on the four-point approach of the National Main Street Center, which is a division of the National Trust for Historic Preservation. The four components of the program are organization, promotion, design and economic restructuring. Various funds are available to certified Renaissance on Main Cities for projects such as real estate acquisition, facade improvements, new facility construction or streetscape improvements.

Renaissance on Main has a small grant program that is eligible to established "Certified" Main Street Programs, like Richmond, with maximum grant awards of \$20,000. Grant funds within this program are reserved for capital projects that contribute to downtown revitalization and must fall into the following categories: real estate acquisition, facility renovation, streetscape enhancements, signage, façade/awning, market analysis and planning. A city may only submit one application per funding cycle. Typically, the annual application process begins in November and closes in December. More information is available at the Office of State Grants, <http://dlg.ky.gov/grants/stategrants/RenonMain.htm>, or the Kentucky Heritage Council's website, <http://heritage.ky.gov/mainstreet/>.

Land and Water Conservation Fund (LWCF)

LWCF federal grants can be used to protect important natural areas, acquire land for outdoor recreation and to develop or renovate public outdoor recreation facilities such as campgrounds, picnic areas, sports and playfields, swimming facilities, boating facilities, fishing facilities, trails, natural areas and passive parks. The minimum grant request is \$5,000 and the maximum request is \$75,000 with a local match requirement. Application deadlines are typically in March. For more information, visit <http://www.dlg.ky.gov/grants/federal/lwcf.htm>.

Paula Nye Memorial Educational Grant (Bike Walk Kentucky)

Bike Walk Kentucky is a Kentucky Bicycle and Bikeway Commission (KBBC) grant program that aims to inform, educate and promote awareness for all matters pertaining to bicycle and pedestrian safety. This program encourages the development of curriculum, training aids and/or educational programs or projects that directly relate to bicycle safety. The application deadline is typically in October. For more information, visit <http://www.bikewalk.ky.gov/>.

Private Funding For Bicycling

Multiple private funding sources are available nationally that can be used as a match for federal funding. A small selection is listed below:

Bike Belongs: Funds up to \$10,000 for bicycle projects including bike paths. The goal of the organization is to put more people on bicycles more often by funding important and influential projects that leverage

federal funding and building momentum for bicycling in communities across the US. For more information, visit <http://www.bikesbelong.org/grants>.

Kodak American Greenway Program: The Conservation Fund and the National Geographic Society team up each year to present the Kodak American Greenways Awards Program. One major element of the Program involves “seed” grant awards to organizations that are growing our nation’s network of greenways, blueways, trails and natural areas. For more information, visit <http://www.conservationfund.org/node/245>.

Tourism Cares: A vital part of the Tourism Cares mission is to distribute grants to worthy nonprofit, tax exempt, organizations for conservation, preservation, restoration, or education at tourism-related sites of exceptional cultural, historic, or natural significance around the world. Primary consideration is to grant funding to projects that are either: brick-and-mortar capital improvements that serve to conserve, preserve, or restore tourism-related sites of exceptional cultural, historic, or natural significance or programs that educate local host communities and the traveling public about the conservation, preservation, or restoration of tourism-related sites of exceptional cultural, historical, or natural significance. For more information, visit www.tourismcares.org.

Recreational Trails Program (RTP)

Under the MAP-21, the Recreational Trails Program (RTP) is continued at the current funding levels under the Transportation Alternatives Program. Funding for RTP is a set-aside from the TAP. However, the governor of each state may **opt out** of the RTP if it notifies the U.S. Department of Transportation Secretary not later than 30 days prior to apportionments being made for any fiscal year.

Source: American Society of Landscape Architects

Safe Routes To School (SRTS) Program

Under the bill, the Safe Routes To School (SRTS) program is eliminated as a stand-alone program. However, SRTS projects are eligible for funding under the TAP. As such, SRTS projects are now subject to all TAP requirements, including the same match requirements – 80 percent federal funding, with a 20 percent local match.

SRTS coordinators are not required under MAP-21 but are eligible for funding under TAP. Thus, states may decide to retain their SRTS coordinators and use TAP funds to pay for them.

Source: American Society of Landscape Architects

Transportation Alternatives (Formerly Enhancements):

Under MAP-21, the Transportation Enhancements program is re-named Transportation Alternatives Program (TAP), with the current twelve eligible activities categories consolidated into six categories. The bill eliminates the

bike/ped safety and education programs, transportation museums, and the acquisition of scenic and historic easements categories.

The six new eligible projects categories:

1. continue bike/ped facilities and expand the definition of these projects
2. establish a category for safe routes for non-drivers, including children, older adults, and individuals with disabilities.
3. retain conversion of abandoned railroad corridors for trails for pedestrians and bicyclists, or other non-motorized transportation users
4. retain the scenic byways category (However, the stand alone National Scenic Byways programs is completely eliminated)
5. establish a community improvement category that includes:
 - inventory control of outdoor advertising
 - historic preservation and rehabilitation of historic transportation facilities
 - vegetation management practices in transportation rights-of-way (formerly landscaping and scenic beautification)
 - landscaping and scenic enhancement projects ARE eligible under TAP as part of the construction of any federal-aid highway project, including TAP-funded projects. But TAP funds cannot be used for landscaping and scenic enhancement as independent projects.
 - under this vegetation management category, routine maintenance is NOT eligible as TAP activity except under the RTP.
 - archeological activities related to transportation projects
6. retain the environmental mitigation activities category
 - to address stormwater management control and water pollution prevention, and wetlands mitigation
 - to reduce vehicle-caused wildlife mortality

Source: American Society of Landscape Architects

Transportation Alternatives Funding:

The new Transportation Alternatives (TA) program will receive about \$780 million to carry out all TA projects, including SRTS and RTP projects across the country, which represents about a 35% reduction from the current \$1.2 billion spent on these programs. Under the bill, states will sub-allocate 50% of their TA funds to Metropolitan Planning Organizations (MPOs) and local communities to run a grant program to distribute funds for projects. States could use the remaining 50% for TA projects or could spend these dollars on other transportation priorities.

Source: American Society of Landscape Architects

Transportation Community and System Preservation (TCSP) Grants

Transportation Community and System Preservation grants are administered through the Kentucky Transportation Cabinet (KYTC) and provide funding, planning, implementation, and research to investigate and address the

relationship between transportation, community and preservation plans. Eligible projects will include planning and implementation strategies that: improve the efficiency of the local/regional transportation system; reduce environmental impacts of motorized vehicles; reduce the need for costly future public infrastructure investments; ensure efficient access to jobs, services and centers of trade; and examine the development patterns and identify strategies to encourage private sector development.

A 20 percent local match is typically needed for this grant; this program initially was authorized through Section 1117, SAFETEA-LU, but expired in 2009. It has not been reauthorized but should continue to be considered in anticipation of a reauthorization bill. For more information, visit <http://tea21.ky.gov/tcsp/default.htm>.

The logo features the word "ASHLAND" in a large, orange, sans-serif font. The letter "S" is stylized with a blue, textured, circular graphic element. Below "ASHLAND" is a solid orange horizontal bar. The year "2013" is written in white, sans-serif font inside the left portion of this bar. To the right of the bar, the words "COMPREHENSIVE PLAN" are written in a white, bold, sans-serif font.

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