

Note: Anyone wishing to speak at any Planning Commission meeting is encouraged to do so. If you wish to speak, please rise and, after you have been recognized by the Chair, give your name and complete address for the record. You will then be allowed to speak. Please note that the public testimony may be limited by the Chair and normally is not allowed after the Public Hearing is closed.

**ASHLAND PLANNING COMMISSION  
REGULAR MEETING  
DECEMBER 13, 2011  
AGENDA**

**I. CALL TO ORDER**

**II. ANNOUNCEMENTS**

**III. CONSENT AGENDA**

**A. Approval of Minutes**

1. October 11, 2011 Regular Meeting
2. October 25, 2011 Special Meeting

**IV. PUBLIC FORUM**

**V. TYPE III PUBLIC HEARINGS**

**A. PLANNING ACTION: #2011-01576**

**SUBJECT PROPERTY: 1554 Webster Street** (*on the Southern Oregon University campus*)

**APPLICANT: American Campus Community Services**

**DESCRIPTION: A request for Site Review approval to construct a new single-story dining hall near the intersection of Wightman and Webster Streets, two new four-story residence halls near the intersection of Webster and Stadium Streets, two parking lots and associated site improvements on the Southern Oregon University campus at 1554 Webster Street. Also included are requests for Conditional Use Permit approval to allow buildings that exceed the maximum length and vary from the locations identified in the SOU Masterplan and to exceed the 40 foot height allowance in the SO zoning district, and a request for a Tree Removal Permit to remove 18 trees that are 18-inches in diameter-at-breast-height or greater. The application involves the demolition of five residences and their associated accessory structures near the intersection of Webster and Stadium Streets to accommodate the proposed development. COMPREHENSIVE PLAN DESIGNATION: Southern Oregon University; ZONING: SO; ASSESSOR'S MAP: 39 1E 10 CD; TAX LOT: 4200**

**VI. ADJOURNMENT**

**CITY OF  
ASHLAND**



In compliance with the Americans with Disabilities Act, if you need special assistance to participate in this meeting, please contact the Community Development office at 541-488-5305 (TTY phone is 1-800-735-2900). Notification 48 hours prior to the meeting will enable the City to make reasonable arrangements to ensure accessibility to the meeting (28 CFR 35.102-35.104 ADA Title 1).

**CITY OF  
ASHLAND**  
ASHLAND PLANNING COMMISSION  
REGULAR MEETING  
MINUTES  
October 11, 2011

**CALL TO ORDER**

Chair Pam Marsh called the meeting to order at 7:00 p.m. in the Civic Center Council Chambers, 1175 East Main Street.

**Commissioners Present:**

Michael Dawkins  
Eric Heesacker  
Pam Marsh  
Debbie Miller  
Melanie Mindlin

**Staff Present:**

Bill Molnar, Community Development Director  
Maria Harris, Planning Manager  
Brandon Goldman, Senior Planner  
April Lucas, Administrative Supervisor

**Absent Members:**

Mick Church

**Council Liaison:**

Russ Silbiger, absent

**ANNOUNCEMENTS**

Community Development Director Bill Molnar stated the City Council has passed first reading on an ordinance that clarifies commission quorum requirements. He stated second reading will happen on October 18 and the ordinance will go into effect on November 18. Mr. Molnar explained the Council has determined a "quorum" to mean more than half of the total authorized members. To this end, the Planning Commission will need a minimum of 5 members present to hold a meeting once the ordinance goes into effect.

It was noted the Commission has previously discussed changing its membership from 9 to 7 members. The Commission discussed their preferences and Commissioner Dawkins was appointed to speak with the Mayor and find out what they need to do to make the change to 7 members.

**CONSENT AGENDA**

**A. Approval of Minutes.**

1. September 13, 2011 Regular Meeting.

Commissioners Dawkins/Miller m/s to approve the Consent Agenda. Voice Vote: all AYES. Motion passed  
4-0. *[Marsh abstained]*

**PUBLIC FORUM**

No one came forward to speak.

**TYPE III PUBLIC HEARINGS**

**A. PLANNING ACTION: #2011-01174**

**DESCRIPTION:** A proposal to amend the zoning map and Ashland Land Use Ordinance (ALUO) to create a Pedestrian Places Overlay Zone and accompanying ordinance amendments designed to support and build unique neighborhood character by promoting concentrations of housing and businesses grouped in a way to support more walking, bicycling and transit use.

**Staff Report**

Planning Manager Maria Harris provided a presentation on the Pedestrian Places project. She explained the goal is to encourage the development of small, walkable nodes that provide concentrations of housing and businesses grouped in a way to encourage walking, cycling, and transit use. She stated this project looked at how we can improve the land use

ordinance to support the development of these places and also what kinds of transportation projects are necessary. She stated the Transportation System Plan (TSP) Update is looking at the transportation component, and the focus of the Planning Commission has been on revisions to the zoning and land use ordinance. She stated our consultants conducted a review of the Ashland Land Use Code and found the existing design standards are largely supportive of transit oriented development and are pedestrian oriented; however they did have some recommendations including creating a pedestrian places overlay and to amend the land use ordinance in five key areas: 1) increase the allowable Floor to Area Ratio (FAR), 2) decrease the maximum building setback, 3) require a minimum building height, 4) revise the landscape requirements, and 5) reduce the parking requirements.

Ms. Harris stated the packet contains four ordinances that break down these pieces and stated the three locations chosen for this project are: 1) North Mountain and East Main, 2) Walker and Ashland, and 3) Tolman Creek and Ashland. She added these areas were chosen in part because they all have development or redevelopment potential and clarified if the community would like to apply this concept in other areas of town the overlay ordinance can be tailored to accommodate this.

Ms. Harris reviewed the overlay map and proposed land use code amendments. She commented on the concept plans and clarified the circulation opportunity maps are not proposed to be adopted in this package and are being coordinated through the TSP process. Ms. Harris provided a recap of the actions and outreach that have led up to this public hearing and stated tonight staff is asking the Planning Commission to make their final recommendation to the City Council.

### **Public Testimony**

Commissioner Marsh noted the letter submitted by CSA Planning and Ms. Harris was asked to provide a brief summary of the issues raised.

**Don Blaser/1800 Rogue River Dr, Eagle Point/**Stated he represents Summit Investments, who own a collection of properties including BiMart and Shop 'n Kart. He stated the owners are in the process of determining whether to undertake a major revitalization project and a big part of that decision will depend on whether they can sustain a working relationship with the City. He stated they have engaged CSA Planning to assure their future revitalization project will be consistent with Ashland's plans. He noted CSA Planning has submitted comments into the record and hopes the items listed will be addressed.

**Jay Harland/4497 Brownridge Terrace, Medford/CSA Planning/**Spoke regarding the issues raised in his letter, including: Street Cross Sections – Mr. Harland recommended eliminating the street cross-sections in the concept illustrations and inserting a reference to the applicable TSP section instead.

Maximum Setback – Mr. Harland stated they do not object to the policy objective but believe a 5-foot setback is overly aggressive and could create conflicts with public utility easements. He suggested a 10-foot setback was more appropriate and would still accomplish the policy objective.

Floor Area Ratio – Mr. Harland stated their main question is "what is a shadow plan?" and recommended they better describe what this is and the intent.

Parking Management Strategy – Recommended the transit facility parking credit connect to the TSP and not be tied to RVTD's service frequency.

Contiguous Parking Areas – Stated properly measuring a third of an acre for a site plan could be challenging and recommended they use the language from Section II (C-2c) of the Detail Design Standards which has a clearer way of addressing the same design objective.

Overall, Mr. Harland stated they are supportive of the proposed changes and stated the reorganization makes it much more readable and usable.

**Chris Hearn/515 E Main Street/**Stated he is speaking on behalf of IPCO and the Brombacher family. Mr. Hearn noted he has expressed their concerns at previous meetings and agreed with the issues raised by the previous speaker. Mr. Hearn noted most of the Brombacher's property has been removed from the proposed overlay, and understands the road connections will be addressed during the TSP process. He stated their remaining concerns are: 1) how will the new standards impact the DMV building and it's tenants should they want to expand in the future, and 2) asked whether a strip of the Brombacher's land is included in the overlay zone or whether the overlay map line matches up with the property line.

*Commissioner Marsh closed the public hearing at 8:00 p.m.*

Ms. Harris commented on the questions raised by Mr. Hearn. In terms of the DMV property, she explained this land is already inside the Detail Site Review Zone and therefore is already subject to those standards. She stated the DMV office is considered a nonconforming building and if an expansion takes places, whatever percentage the building is increased an equal percentage of the site must be brought into conformance with the current standards. Regarding the IPCO property, staff clarified the final plan shows tax lot 500 outside of the pedestrian overlay.

Commissioner Marsh noted the email submitted into the record from Janet Rueger and summarized her comments.

### **Deliberations & Decisions**

Commissioner Marsh recommended they make a list of the items they wish to discuss. Parking Lot Size, Transit Service issue, Defining a Shadow Plan, and Setbacks were identified for discussion.

#### ***Divide Parking Areas***

Ms. Harris clarified this language comes from the State's model code and requires parking lots that are larger than 50 spaces to be broken up and listed ways this could be accomplished. No objections were voiced to the language as proposed.

#### ***Transit Facilities Credit***

Ms. Harris explained a more frequent level of transit service could warrant a reduction in required parking spaces, and inversely if you have infrequent transit service customers will likely drive to the location and therefore sufficient parking should be provided. She stated if the Commission does not agree with this concept they have the ability to modify or remove this language. Commissioner Marsh questioned whether they want to allow transit services to be built in lieu of parking in locations where there isn't some minimal transit service to begin with. Commissioner Heesacker commented that he does not support eliminating parking based on some aspiration of future potential service. Staff clarified this is a maximum 10% reduction, so a 20-space requirement could be reduced to 18 spaces. The Commission discussed what would happen if transit services are decreased after an application is submitted. It was agreed that the intent is that if an application is submitted at a time when the transit is provided, then the applicant should not be penalized if this changes during the processing of their application.

#### ***Shadow Plans and FARs***

Suggestion was made to add clarifying language that better explains the intent of a shadow plan is to show that the proposed development will not prevent the full build out of the lot. Commissioner Marsh questioned if they should outright require .5 FAR, instead of allowing development that does not meet a .5 FAR initially, which is how the language is currently written. Recommendation was made to require vacant lots to be built to the .5 FAR standard, but allow existing properties to develop over time as long as they are moving more towards conforming. General support was voiced to this concept.

#### ***Setbacks***

The Commission discussed whether a 5-foot setback is too narrow. Staff clarified this is the distance between the sidewalk and the front of the building, not the distance between the building and the street. Commissioner Dawkins voiced his preference to either increase the setback or have no setback at all. He added 5 feet is not enough room to accommodate plantings. Commissioner Marsh stated their goal is to encourage pedestrians and to do this you need to be able to see inside windows and feel the protection of the building.

#### ***Final Comments***

Commissioner Dawkins explained why he believes the Tolman Creek/Ashland intersection should be removed from the Pedestrian Places project. He stated this is not an appropriate location for a pedestrian place because it is so close to the freeway and stated this area will continue to be auto-centric simply because of its location. Comment was made that if the Croman property develops as planned this will further impact the truck traffic into that area. Commissioner Heesacker questioned removing this area from the plan this late in the process and asked if there would be backlash from the neighbors. Commissioner Marsh disagreed with removing this area from the plan and stated there is tremendous potential for this area and noted the huge residential areas surrounding this intersection; however in order to move this forward, she suggested they compromise and include the properties on the west side of the intersection only.

Commissioners Miller/Mindlin m/s amend the Tolman Creek/Ashland concept drawings to include only the properties on the west side of Tolman Creek. **DISCUSSION:** Ms. Harris asked them to consider how people will move from north to south, and east to west. She explained this project is not just about land use but about the circulation of that intersection as a whole. Commissioner Marsh suggested including the intersection in the plan so that the public improvements can still take place. **Commissioners Miller/Mindlin m/s to amend motion to include the four corners of the intersection. Roll Call Vote on motion as amended: Commissioners Dawkins, Heesacker, Miller, Mindlin, and Marsh, YES. Motion passed 5-0.**

Commissioners Mindlin/Miller m/s to recommend adoption of the Pedestrian Places Overlay Zone and four ordinances with the change to the Tolman Creek/Ashland intersection plan and the amendment to the FAR requirement to state on vacant lots with new development there is a .5 FAR standard, and on redevelopment projects that are nonconforming there is a shadow plan requirement showing that the .5 FAR can be met over time. **Roll Call Vote: Commissioners Miller, Heesacker, Dawkins, Mindlin, and Marsh, YES. Motion passed 5-0.**

**B. PLANNING ACTION: #2011-01175**

**DESCRIPTION: A proposal to amend the Ashland Land Use Ordinance including Development Standards for Wireless Communication Facilities in Chapter 18.72. The proposed code amendments are intended to reflect the Council's interpretation and application of collocation provisions reflected in their decision of a wireless communication facility in November 2010 (PA #2009-01244).**

Planning Manager Maria Harris stated the ordinance before the Commission amends AMC Chapter 18.72 to solidify the Council's decision that: 1) the Preferred Designs section is intended to outline a stepped hierarchy in which an application must demonstrate the collocation standard is not feasible before moving on to the next design option, 2) feasibility is defined to mean a substantial showing that a design option is not capable of being done, rather than an applicant stating it would be difficult to make use of an alternative, and 3) the collocation study submitted with the application must demonstrate the applicant made a reasonable effort to locate other potential collocation sites that meet the applicant's service objectives and clearly identifies why alternate sites are not feasible. In addition, Ms. Harris stated in response to the proposals put forward by Rod Newton and James Fong, the ordinance includes a submittal requirement for a third party analysis if the applicant is asking to not collocate, and the person or agency conducting this analysis must be approved by the Community Development Director.

**Public Testimony**

**James Fong/759 Leonard and Rod Newton/1651 Siskiyou Blvd/Mr. Fong and Mr. Newton** voiced support for the proposed ordinance, but recommended amending Section 18.72.180.D(3.i) to read "a significant service gap in coverage sufficient enough to prevent the City from meeting its requirements under the 1996 Telecommunications Act." Mr. Fong stated inserting this language adds clarity and believes it would add protection to the City. In addition, Mr. Fong stated he supports the language regarding the third party analysis but voiced concern with whether this creates sufficient separation since the applicant would be paying the consultant. Other than these two items, support was voiced for the proposed ordinance and Mr. Fong and Mr. Newton thanked staff and the Commission for their work on this.

**Deliberations & Decisions**

Staff was asked to comment on why they did not tie the ordinance to the Federal Communications act. Ms. Harris explained staff consulted with the City Attorney and the primary reasons for not doing this are: 1) it would necessitate everyone involved with the action (applicant, staff, Planning Commission, neighbors) to be familiar with the act, 2) the City's standards should be clear and objective; putting them back on a Federal Act could be confusing for the applicants and those involved in the process, and 3) the Telecommunications Act is vague and is a moving bar tied to recent case law. Mr. Molnar stated the Council will likely grapple with this issue, and for this hearing staff wanted to stay within the charge they were given by the Council.

The Commission asked staff to "red flag" the concern about impartiality and how the third party is chosen, and agreed to let the City Council and City Attorney work through this item.

Commissioners Miller/Dawkins m/s to recommend approval of the ordinance and to red flag the professional third party verification requirement for the Council's discussion. Roll Call Vote: Commissioners Dawkins, Heesacker, Miller, Mindlin, and Marsh, YES. Motion passed 5-0.

**ADJOURNMENT**

Meeting adjourned at 10:30 p.m.

*Respectfully submitted,  
April Lucas, Administrative Supervisor*

**CITY OF  
ASHLAND**  
ASHLAND PLANNING COMMISSION  
SPECIAL MEETING  
MINUTES  
October 25, 2011

**CALL TO ORDER**

Chair Pam Marsh called the meeting to order at 7:00 p.m. in the Civic Center Council Chambers, 1175 East Main Street.

**Commissioners Present:**

Mick Church  
Michael Dawkins  
Eric Heesacker  
Pam Marsh  
Debbie Miller  
Melanie Mindlin

**Staff Present:**

Bill Molnar, Community Development Director  
Maria Harris, Planning Manager  
Michael Pina, Assistant Planner  
April Lucas, Administrative Supervisor

**Absent Members:**

**Council Liaison:**

Russ Silbiger

**ANNOUNCEMENTS**

Commission Chair Pam Marsh welcomed Mick Church back to the Planning Commission. She also reminded the group of the joint Transportation/Planning Commission meeting on Monday, November 7.

Community Development Director Bill Molnar announced the City Council will hold public hearings on Pedestrian Places and the Wireless Facilities code amendments on November 1<sup>st</sup>. He also noted the possibility of having the November 8<sup>th</sup> Planning Commission meeting canceled.

**UNFINISHED BUSINESS**

- A. Approval of Planning Commission's Recommendation for PA-2011-01174, Pedestrian Places.
- B. Approval of Planning Commission's Recommendation for PA-2011-01175, Wireless Communication Facilities.

Commissioners Dawkins/Mindlin m/s to approve the Planning Commission's recommendations for Planning Actions 2011-01174 and 2011-01175. Voice Vote: all AYES. Motion passed 5-0. [Church abstained]

**NEW BUSINESS**

- A. Discussion and request for Council to initiate an ordinance amendment that would reduce Planning Commission membership from 9 to 7.

Commissioner Dawkins provided an overview of the discussion he had with Mayor Stromberg in regards to reducing the number of Planning Commission members. He stated he and the Mayor had a long discussion and the Mayor's primary concern was maintaining a good balance on the Commission. Commissioner Dawkins countered that it is the Mayor who makes the recommendations for appointment, and hopefully future Ashland mayors will keep in mind that balance. The Mayor directed Dawkins to speak with the Commission's council liaison, Councilor Silbiger, and bring a formal recommendation before the Council for consideration.

Comment was made questioning if the Commission could adopt a range similar to the Tree Commission, instead of a specific number of members. Councilor Silbiger explained why he does not think this would work for the Planning Commission. Mr. Molnar asked the group to articulate why they feel seven members would be better. Commissioner Marsh noted that the Commission started discussing this possibility back when they had a full commission, and this request has nothing to do with the lack of succession. She stated nine members is too big, and makes it difficult to have a back-and-forth discussion. Mr. Molnar noted the Planning Commission was originally a seven member group. Commissioner Mindlin stated deliberations work better with seven

members, and it is hard to have a back and forth debate when there are nine people. Commissioner Miller noted that many Oregon cities have seven member Planning Commissions, including towns that are larger than Ashland. Commissioner Dawkins commented that there seems to be a tipping point where they are functional and non-functional, and he does not believe they are functional as a nine member group.

Commissioners Miller/Dawkins m/s to ask Councilor Silbiger to bring forth a change in the Planning Commission's membership from nine members to seven. Voice Vote: all AYES. Motion passed 6-0.

## DISCUSSION ITEMS

### A. Consider initiation of possible code amendments to:

1. Establish standards and height allowances for deer fencing.
2. Permit greater flexibility for the keeping of poultry on property within the city limits.
3. Modify setback requirements related to the installation of rain water harvesting equipment within the side or rear yard areas.
4. Increase the allowance for the extension of roof eaves into setback areas (i.e. required yard areas)
5. Adjust standards for installation of solar collection systems on Commercial and Employment land within a Historic District.

Mr. Molnar explained Planning staff maintains a list of "housekeeping measures", which are minor, non-controversial revisions to the land use ordinance that would address inconsistencies and issues that staff deals with on a reoccurring basis. He stated while the list is quite large, the items brought forward tonight are ones that seem to be in line with Council goals, including sustainability and resource conservation.

### *Deer Fencing*

Mr. Molnar explained staff frequently hears from property owners that they want gardens and have a difficult time protecting them from deer under the current fence regulations. He stated one idea is to allow property owners to go above the 6.5 foot height limit and allow deer fencing (mesh, wire, etc) up to a maximum height of 8 feet.

Commissioner Miller voiced support for this idea. She stated deer fencing can look attractive and recommended not limiting the material to netting. She added they should do what they can to help people with this issue. Comment was made questioning if 8 feet is high enough. Assistant Planner Michael Piña stated deer could potentially jump an 8 foot fence, but would typically need a running start. With our urban built environment, he stated staff believes 8 feet is appropriate. Commissioner Heesacker voiced his support for this coming forward and asked whether they should allow a solid fence up to 8 feet. Mr. Piña stated a solid wood fence could pose issues regarding wind load and would entail more stringent building code requirements. He stated limiting the additional 1.5 feet to deer fencing would prevent the building code requirements from kicking in and would also reduce permit costs to the homeowner. Commissioner Heesacker stated there seems to be a bias against chain link fence material and asked why. Commissioner Dawkins commented that there is a visual difference between chain link and mesh. He stated mesh blends in better with the surrounding environment and is visually less offensive than chain link. Commissioner Marsh voiced her concern with higher fences for front yards. She stated backyards are not an issue, but questioned what it would look like if every home along Siskiyou Blvd. had an 8 foot fence. Dawkins agreed and stated this would not be a pleasing entrance to a home and could ruin the sense of a neighborhood. Mr. Molnar indicated there may be some front yard options that would be acceptable to the Commission and stated staff will bring back some creative ideas on how to address their front yard concerns.

### *Keeping of Poultry*

Mr. Piña stated the keeping of poultry is one of the most received inquiries by Planning staff and also receives the most hits on the Department's FAQ webpage. Mr. Molnar explained the keeping of poultry does not fall under the Land Use Ordinance and is contained in the Nuisance Chapter of the Ashland Municipal Code, which also addresses unnecessary noise and smell. He stated the current regulations do not put a limit on the number of chickens or roosters allowed, but do require poultry to be kept at least 75 feet from neighboring dwellings and for the environment to be kept odor and debris free. Mr. Piña clarified most of the reported noise complaints are regarding roosters, and stated this proposal would remove roosters from being permitted. Staff noted the code requirements of other jurisdictions and asked the Commission to consider how close they would prefer chicken enclosures to be kept from setbacks and property lines.

The commissioners shared their input on this item. Commissioner Miller voiced support for establishing a minimum setback from residential dwellings as opposed to the property line. She recommended they start simple and if a number of complaints arise over the next couple years they can look at making this more restrictive. Commissioner Mindlin received clarification about the City's current setback requirements for small structures. Mr. Piña clarified this ordinance change would not address other birds, such as turkey or geese. Commissioner Dawkins suggested using the term "chickens" in the ordinance instead of poultry. He also stated keeping with the setback requirement seems to be cleaner than dealing with distances from other dwellings. Commissioner Marsh commented that staff is on the right track with this; it is straight forward and establishes basic constraints. She added she is comfortable with chickens loose in the yard as long as the yard is secured. Commissioner Church stated the interest should be ensuring people have enough space to move around the coup or structure, and to not allow someone to build right up against the fence. Mr. Molnar thanked the commissioners for their input and clarified because these code requirements are contained in Chapter 9, this amendment will not come back before the Commission for approval.

### ***Rainwater Harvesting***

Mr. Molnar stated common methods for rainwater harvesting are 50-90 gallon drums and stated the primary question that arises is whether these drums are considered structures and whether they need to conform to setback requirements. He stated staff has not received complaints about the placement of these types of rainwater harvesting systems but would like to have clear language in the code. He stated staff feels it is reasonable to place a rainwater drum within the side or rear-yard setback, but would like to know how the Commission feels about relaxing the setback requirements for these small rainwater catchment systems. Support was voiced for allowing rainwater drums in the setback and also for the handout materials being prepared by staff.

### ***Roof Eaves***

Mr. Molnar stated the City currently allows a maximum 18 inch encroachment into the setback, but more and more home builders desire greater roof extensions because they reduce energy consumption. He stated this proposal would amend the standard and allow roof eaves to extend 3 feet into the setback. No objections were voiced to this proposal.

### ***Solar Collection Systems***

Mr. Molnar stated House Bill 3516, which goes into effect January 1, 2012, states photovoltaic energy systems have to be allowed in any zone where commercial or residential structures are permitted. Additionally, jurisdictions cannot require property owners to go through a land use process if the system does not increase the footprint of the building or the peak height of the roof, and if the system is installed parallel to the roof line. He added the City does have the ability to place additional regulations for photovoltaic systems places on historic properties within our designated Historic Districts. Mr. Molnar stated our current policies are consistent with HB 3516, but would like to know whether the Commission would like to create additional flexibility, including allowing these types of systems on commercial buildings in historic districts without triggering a site review and public hearing. Comment was made that the City should establish reasonable standards so that property owners can do this without paying a large planning approval fee and going through the public hearing process. General support was voiced to create more flexibility for property owners wanting to install solar collection systems.

### ***Co-Housing Communities and Building Barriers***

Commissioner Mindlin stated she has been in discussion with the Mayor about this topic and this seemed to be the appropriate time to bring it forward. Mindlin provided an overview of potential barriers to co-housing communities in Ashland. She stated pedestrian communities are unclear in our design standards for single family zones, and locating parking on the periphery is one of the primary elements of co-housing developments; however standards regarding parking lots in residential zones are unclear. Mindlin stated building spacing and orientation, as well as the density and affordable housing component create additional barriers to these types of developments. She commented on the benefits of co-housing living and recommended the Commission consider removing some of these stumbling blocks for pedestrian communities.

The commissioners shared their input on this subject. Commissioner Dawkins supports the concept of co-housing and stated the social justice being provided should excuse the affordable housing requirement. He also stated co-housing is a realistic way to support Ashland's desire for infill and to accommodate future growth within the current urban growth boundary. Commissioner Marsh stated the issues raised by Mindlin are good ones and should be looked at in general, not just for co-housing projects. She also suggested the Commission look at reducing the lot size for single family lots. Commissioner Mindlin commented that 12 units is the minimum for a functioning cohousing development, and stated it is challenging to find lots in Ashland that can accommodate this. Commissioner Dawkins gave his opinion that it is appropriate at times to increase density in R-1 Districts and does not think

they should limit these developments to R-2 and R-3 zoned land. Mr. Molnar clarified all of the City's residential zoning districts provide flexibility for a variety of housing types.

Commissioner Marsh stated it appears the parking lot issue can be addressed in the current requirements; however the setback and street orientation issues may be more problematic. Mr. Molnar explained the Department's plate is tremendously full, and it would be helpful if the co-housing community could put forward specific, clear changes they believe would make improvements. He added the Planning Commission will need to provide staff direction and the Council will have to approve whether this is something that can be added to the list of items staff is working on. Commissioner Church suggested a freestanding section of the code that speaks just to co-housing (or pedestrian access communities) rather than amending all of the other sections of the code. Planning Manager Maria Harris gave her opinion that the primary stumbling block is not the code, but rather finding a big enough lot in Ashland that is configured in a way to accommodate this type of development. Commissioner Marsh asked Mindlin to give this topic some additional thought and research possible ways to pursue this. She also recommended any commissioner who has not visited the Fordyce Co-Housing Development to do so and believes this will provide them a better perspective of the issues at hand.

#### **B. Staff Report Content.**

Mr. Molnar requested the Commission provide feedback on the format and content of the Planning Division's staff report and asked if the information being provided allows them to make informed decisions. He noted the previous suggestions for a broader vicinity map and also the project planner, and stated staff could start including these in the packet.

The Commission briefly shared their input. Request was made for staff to include comparisons to other projects, when appropriate. It was also suggested staff include a box of key items, including staff's concerns and options for how they might address the different criteria. Commissioner Marsh asked the group to keep this item in mind when looking at the next few sets of staff reports and provide feedback to staff.

#### **ADJOURNMENT**

Meeting adjourned at 9:00 p.m.

*Respectfully submitted,  
April Lucas, Administrative Supervisor*



**PLANNING ACTION:** 2011-01576

**SUBJECT PROPERTY:** 1554 Webster (on the Southern Oregon University campus)

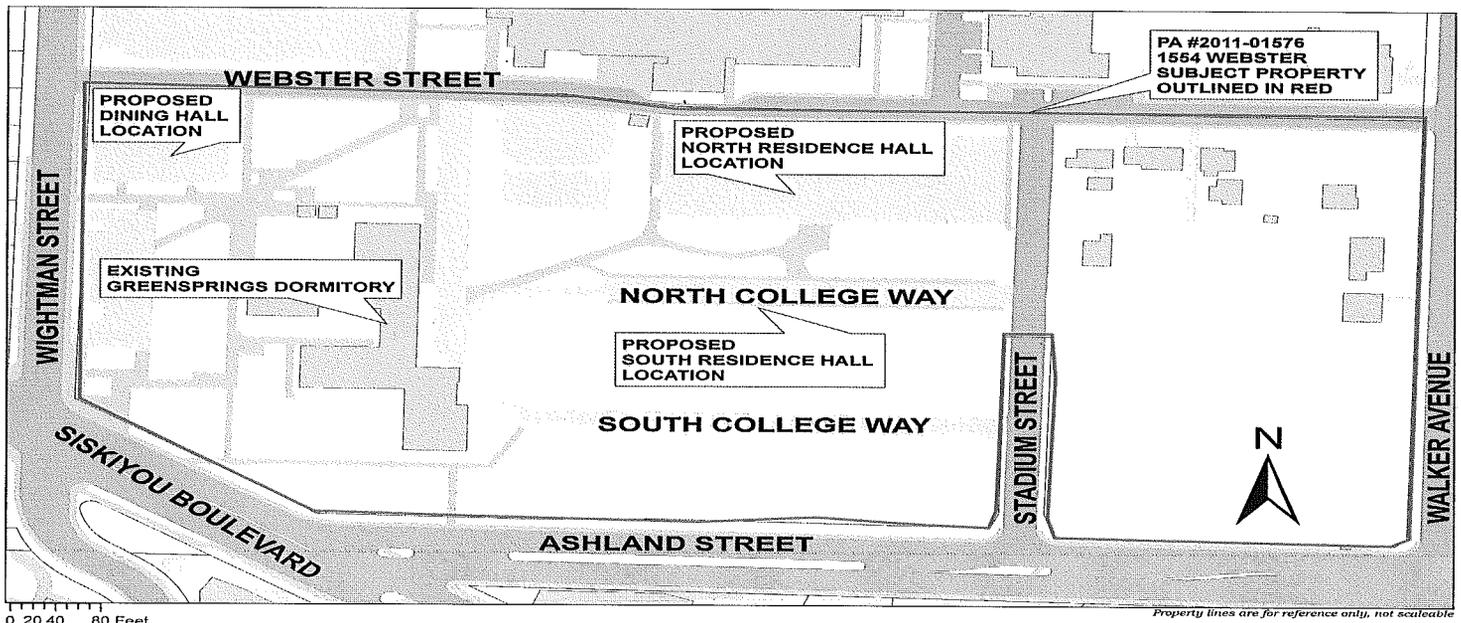
**OWNER/APPLICANT:** American Campus Community Services

**DESCRIPTION:** A request for Site Review approval to construct a new single-story dining hall near the intersection of Wightman and Webster Streets, two new four-story residence halls near the intersection of Webster and Stadium Streets, two parking lots and associated site improvements on the Southern Oregon University campus at 1554 Webster Street. Also included are requests for Conditional Use Permit approval to allow buildings that exceed the maximum length and vary from the locations identified in the SOU Masterplan and to exceed the 40 foot height allowance in the SO zoning district, and a request for a Tree Removal Permit to remove 18 trees that are 18-inches in diameter-at-breast-height (d.b.h.) or greater. The application involves the demolition of five residences and their associated accessory structures near the intersection of Webster and Stadium Streets to accommodate the proposed development. **COMPREHENSIVE PLAN DESIGNATION:** Southern Oregon University; **ZONING:** SO; **ASSESSOR'S MAP:** 39 1E 10 CD; **TAX LOT:** 4200

**NOTE:** The Ashland Tree Commission will review this Planning Action on **December 8, 2011 at 6:00 p.m.** in the Community Development and Engineering Services building (Siskiyou Room) located at 51 Winburn Way.

**NOTE:** The Ashland Transportation Commission will review this Planning Action on **December 15, 2011 at 6:00 p.m.** in the Council Chambers building located at 1175 East Main Street.

**ASHLAND PLANNING COMMISSION MEETING:** December 13, 2011 at 7:00 PM, Ashland Civic Center



Notice is hereby given that a PUBLIC HEARING on the following request with respect to the ASHLAND LAND USE ORDINANCE will be held before the ASHLAND PLANNING COMMISSION on meeting date shown above. The meeting will be at the ASHLAND CIVIC CENTER, 1175 East Main Street, Ashland, Oregon.

The ordinance criteria applicable to this application are attached to this notice. Oregon law states that failure to raise an objection concerning this application, either in person or by letter, or failure to provide sufficient specificity to afford the decision maker an opportunity to respond to the issue, precludes your right of appeal to the Land Use Board of Appeals (LUBA) on that issue. Failure to specify which ordinance criterion the objection is based on also precludes your right of appeal to LUBA on that criterion. Failure of the applicant to raise constitutional or other issues relating to proposed conditions of approval with sufficient specificity to allow this Commission to respond to the issue precludes an action for damages in circuit court.

A copy of the application, all documents and evidence relied upon by the applicant and applicable criteria are available for inspection at no cost and will be provided at reasonable cost, if requested. A copy of the Staff Report will be available for inspection seven days prior to the hearing and will be provided at reasonable cost, if requested. All materials are available at the Ashland Planning Department, Community Development and Engineering Services, 51 Winburn Way, Ashland, Oregon 97520.

During the Public Hearing, the Chair shall allow testimony from the applicant and those in attendance concerning this request. The Chair shall have the right to limit the length of testimony and require that comments be restricted to the applicable criteria. Unless there is a continuance, if a participant so requests before the conclusion of the hearing, the record shall remain open for at least seven days after the hearing.

In compliance with the American with Disabilities Act, if you need special assistance to participate in this meeting, please contact the City Administrator's office at 541-488-6002 (TTY phone number 1-800-735-2900). Notification 72 hours prior to the meeting will enable the City to make reasonable arrangements to ensure accessibility to the meeting. (28 CFR 35.102.-35.104 ADA Title I).

If you have questions or comments concerning this request, please feel free to contact the Ashland Planning Division, 541-488-5305.

## **SITE DESIGN AND USE STANDARDS**

### **18.72.070 Criteria for Approval**

The following criteria shall be used to approve or deny an application:

- A. All applicable City ordinances have been met or will be met by the proposed development.
- B. All requirements of the Site Review Chapter have been met or will be met.
- C. The development complies with the Site Design Standards adopted by the City Council for implementation of this Chapter.
- D. That adequate capacity of City facilities for water, sewer, paved access to and through the development, electricity, urban storm drainage, and adequate transportation can and will be provided to and through the subject property. All improvements in the street right-of-way shall comply with the Street Standards in Chapter 18.88, Performance Standards Options.

(ORD 2655, 1991; ORD 2836, 1999)

## **CONDITIONAL USE PERMITS**

### **18.104.050 Approval Criteria**

A conditional use permit shall be granted if the approval authority finds that the proposed use conforms, or can be made to conform through the imposition of conditions, with the following approval criteria.

- A. That the use would be in conformance with all standards within the zoning district in which the use is proposed to be located, and in conformance with relevant Comprehensive plan policies that are not implemented by any City, State, or Federal law or program.
- B. That adequate capacity of City facilities for water, sewer, paved access to and through the development, electricity, urban storm drainage, and adequate transportation can and will be provided to and through the subject property.
- C. That the conditional use will have no greater adverse material effect on the livability of the impact area when compared to the development of the subject lot with the target use of the zone. When evaluating the effect of the proposed use on the impact area, the following factors of livability of the impact area shall be considered in relation to the target use of the zone:
  1. Similarity in scale, bulk, and coverage.
  2. Generation of traffic and effects on surrounding streets. Increases in pedestrian, bicycle, and mass transit use are considered beneficial regardless of capacity of facilities.
  3. Architectural compatibility with the impact area.
  4. Air quality, including the generation of dust, odors, or other environmental pollutants.
  5. Generation of noise, light, and glare.
  6. The development of adjacent properties as envisioned in the Comprehensive Plan.
  7. Other factors found to be relevant by the Hearing Authority for review of the proposed use.

## **TREE REMOVAL**

### **18.61.080 Criteria for Issuance of Tree Removal - Staff Permit**

An applicant for a Tree Removal Permit shall demonstrate that the following criteria are satisfied. The Staff Advisor may require an arborist's report to substantiate the criteria for a permit.

- A. Hazard Tree: The Staff Advisor shall issue a tree removal permit for a hazard tree if the applicant demonstrates that a tree is a hazard and warrants removal.
  1. A hazard tree is a tree that is physically damaged to the degree that it is clear that it is likely to fall and injure persons or property. A hazard tree may also include a tree that is located within public rights of way and is causing damage to existing public or private facilities or services and such facilities or services cannot be relocated or the damage alleviated. The applicant must demonstrate that the condition or location of the tree presents a clear public safety hazard or a foreseeable danger of property damage to an existing structure and such hazard or danger cannot reasonably be alleviated by treatment or pruning.
  2. The City may require the applicant to mitigate for the removal of each hazard tree pursuant to AMC 18.61.084. Such mitigation requirements shall be a condition of approval of the permit.
- B. Tree that is Not a Hazard: The City shall issue a tree removal permit for a tree that is not a hazard if the applicant demonstrates all of the following:
  1. The tree is proposed for removal in order to permit the application to be consistent with other applicable Ashland Land Use Ordinance requirements and standards, including but not limited to applicable Site Design and Use Standards and Physical and Environmental Constraints. The Staff Advisor may require the building footprint of the development to be staked to allow for accurate verification of the permit application; and
  2. Removal of the tree will not have a significant negative impact on erosion, soil stability, flow of surface waters, protection of adjacent trees, or existing windbreaks; and
  3. Removal of the tree will not have a significant negative impact on the tree densities, sizes, canopies, and species diversity within 200 feet of the subject property. The City shall grant an exception to this criterion when alternatives to the tree removal have been considered and no reasonable alternative exists to allow the property to be used as permitted in the zone. Nothing in this section shall require that the residential density be reduced below the permitted density allowed by the zone. In making this determination, the City may consider alternative site plans or placement of structures or alternate landscaping designs that would lessen the impact on trees, so long as the alternatives continue to comply with other provisions of the Ashland Land Use Ordinance.
  4. The City shall require the applicant to mitigate for the removal of each tree granted approval pursuant to AMC 18.61.084. Such mitigation requirements shall be a condition of approval of the permit.

(ORD 2951, 2008; ORD 2883, 2002)

# Memo

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**DATE:** December 13<sup>th</sup>, 2011  
**TO:** Planning Commissioners  
**FROM:** Derek Severson, Associate Planner  
**RE:** SOU North Campus Village Executive Summary

Given the volume of material and scope of the request, we wanted to prepare you a brief summary as you begin to consider the application before you.

The application before you involves a substantial shift of the resident student population on the SOU Campus from above Siskiyou Boulevard to the area behind the Greensprings residence hall complex. This shift was contemplated in the SOU Master Plan which you saw last fall, and a number of the studies relating to transportation issues were deferred at the master plan level and come before you now, with the current application. Typically, the Transportation Commission would have the opportunity to comment at the master plan, but in this instance, with the deferral of those plans and the potentially significant transportation impacts involved, staff believes it is appropriate and necessary for the Transportation Commission to review and comment on the current application at this stage. Their review is scheduled for December 15<sup>th</sup>, after the initial December 13<sup>th</sup> hearing at the Planning Commission.

With the amount and complexity of information involved, staff felt it best to bring the matter to the Planning Commission in December as a sort of initial evidentiary hearing to introduce the proposal and identify the issues, with additional information including Transportation Commission comments and complete recommendations from staff to come back to the commission at their January meeting. (*In excess of 300 pages of new materials, a large percentage of it transportation-related, were submitted December 5<sup>th</sup> and 6<sup>th</sup> as staff reports and packets were being finished and prepared for distribution, which makes it that much more important that the matter be continued to January to allow a fully-informed decision by the Planning Commission once staff, other departments and the Transportation Commission have reviewed and commented on these new items.*) For an overview of the transportation related information and recommendations of the applicants' transportation team, staff would suggest Planning Commissioners begin with the Executive Summary beginning on page 1 of the Transportation Impact Analysis, found in the booklet titled "Supplemental Land Use Information December 5, 2011".

While the application is large and complex, staff has tried to focus on the most significant issues in the staff report attached. For us, the key issues include making sure: 1) that pedestrian safety is fully considered and addressed; 2) that the proposed buildings respond to the city standards for sense of entry and relationship to the street and the university's own standards for length and articulation; and 3) that parking is addressed in a manner which can serve the demand while limiting adverse impacts to the surrounding neighborhood streets and broader community. We are hoping the December meeting will provide the opportunity to introduce the proposal, discuss the issues and allow the Commission to provide general direction to staff and the applicants, with the matter to be continued to the January meeting to conclude the hearing and begin deliberations.

The complete application materials are provided in your packets, and have also been posted on-line at <http://www.ashland.or.us/1554webster> . The webpage includes a link to the adopted SOU Master Plan for reference in considering the application.

A site visit has been scheduled this Friday, December 9<sup>th</sup> at 3:00 p.m. – commissioners can park on Stadium Street, off of Ashland Street, very near the site of the new residence halls. If you'd like to carpool, or have any questions, please contact me at 541-552-2040 or via e-mail to [derek.severson@ashland.or.us](mailto:derek.severson@ashland.or.us) .



**ASHLAND PLANNING DIVISION  
STAFF REPORT  
December 13<sup>th</sup>, 2011**

**PLANNING ACTION:** #2011-01576

**APPLICANT:** American Campus Community Services

**LOCATION:** 1554 Webster Street (on the S.O.U. campus)

**ZONE DESIGNATION:** SO

**COMPREHENSIVE PLAN DESIGNATION:** Southern Oregon University

**APPLICATION DEEMED COMPLETE:** December 2, 2011

**120-DAY TIME LIMIT:** March 31, 2012

**ORDINANCE REFERENCE:**

18.61	Tree Preservation and Protection
18.64	SO University District
18.72	Site Design Review
18.92	Off-Street Parking
18.96	Sign Regulations
18.104	Conditional Use Permit
and	The Campus Master Plan Update for Southern Oregon University ("The SOU Plan")

**REQUEST:** A request for Site Review approval to construct a new single-story dining hall near the intersection of Wightman and Webster Streets, two new four-story residence halls near the intersection of Webster and Stadium Streets, two parking lots and associated site improvements on the Southern Oregon University campus at 1554 Webster Street. Also included are requests for Conditional Use Permit approval to allow buildings that exceed the maximum length and vary from the locations identified in the SOU Masterplan and to exceed the 40-foot height allowance in the SO zoning district, and a request for a Tree Removal Permit to remove 24 trees that are 18-inches in diameter-at-breast-height (d.b.h.) or greater. The application involves the demolition of five residences and their associated accessory structures near the intersection of Webster and Stadium Streets to accommodate the proposed development.

**I. Relevant Facts**

**A. Background - History of Application**

Oregon Statewide Planning Goal #2 (Land Use Planning) as well as Chapter 197 of the Oregon Revised Statutes requires that the planning activities of Southern Oregon University be coordinated with the City of Ashland to ensure compatibility with the City's Comprehensive Plan and local land use ordinances. Compliance with these requirements is achieved with the adoption of the university's SOU Plans, which provide

the framework and guidelines for on-going development of the 164-acre Southern Oregon University campus.

In June of 2010, the Southern Oregon University Campus SOU Plan Update (“the SOU Plan”) was adopted by the Ashland City Council with the passage of ordinances #3014, #3015, #3016 and #3019 which: amended the Comprehensive Plan to adopt and incorporate the SOU Plan as a supporting document; amended AMC 18.64 to correctly reference the updated SOU Plan; amended the Zoning Map to be consistent with the Comprehensive Plan designations for SOU properties reflected in the SOU Plan; and amended the Detail Site Review Zone for consistency with the SOU Plan.

Because the SOU Plan included a significant shifting of a substantial portion of the resident student population of the campus from the Cascade residence hall complex on the south side of Siskiyou Boulevard to the north side of Siskiyou Boulevard (as proposed in the current application) and did not fully address the potential impacts to traffic, parking or pedestrian safety, the SOU Plan includes requirements that the following studies be completed prior to a development application, as further detailed on page 54 of the SOU Plan:

- **A Transportation Impact Analysis (TIA) and Access Management Standards**
- **A Pedestrian Safety Plan** to include but not limited to improved crossings with enhanced pavement design and access controls with on-going monitoring of pedestrian flow and safety issues. Design strategies to be coordinated and prepared based on input from both a traffic engineer & urban design professional.
- **Transportation Demand Management (TDM) Strategies** to be accompanied by a timeline for their implementation.
- **An Emergency Vehicle Access Plan** to be provided for the review and approval of Ashland Fire & Rescue to demonstrate that all modifications to vehicular and pedestrian circulation are in compliance with emergency access provisions of the Oregon Fire Code.
- **Proposed Parking Requirements for On-Campus Student Housing** to be developed through collaboration with city staff.

In February of 2000, the City Council adopted the “Southern Oregon University Campus SOU Plan – 2000-2010” as prepared by Southern Oregon University with amendments by the City of Ashland.

In August of 1990, the Ashland City Council adopted the “Southern 2000 Campus SOU Plan” as prepared by Southern Oregon State College with amendments by the City of Ashland.

As both the Greensprings complex and the detached single family residences on the subject property pre-date current land use regulations, there are no other planning actions of record for the subject property.

## **B. Detailed Description of the Site and Proposal**

## The Site

The subject property is a generally rectangular, 14.69 acre parcel bordered to the north by Webster Street (a private street), to the south by Ashland Street (a state highway under city jurisdiction), to the east by Walker Avenue (a collector street), and to the west by Wightman Street (a collector street). Stadium Street (a partially public street), North and South College Way (private streets), and a number of private driveways and walkways provide circulation through the property.

Roughly the western third of the property contains the existing Greensprings residence hall complex which consists of four connected buildings that are to remain in place on the site, associated parking areas, and vehicular and pedestrian circulation routes. The central third of the property contains six tennis courts which are to be removed with the proposed development of the site, additional parking, and vehicular and pedestrian circulation routes. The western third of the site contains approximately five residences dating to approximately the 1950's which currently provide student housing on site, and their associated garages and accessory structures. These buildings are clustered near the intersection of Stadium and Webster Streets, and are proposed to be removed with the proposed development in order to accommodate a new parking lot.

The property is generally flat with an approximately four to five percent average slope down to the north, however there are some steeply sloped areas (approximately 40 percent) along the south boundary of the property at the edge of Ashland Street and along the southwest corner of the Greensprings complex where cuts have previously been made to accommodate road and building construction. The property has a number of established trees, including clusters along the Wightman Street corridor, near the new dining hall's location at Wightman and Webster, at the southeast corner of the Greensprings complex, near the existing parking area south of the tennis courts, and near the existing houses along Webster and Walker. The application includes a tree inventory which identifies 175 trees of six-inches in diameter-at-breast-height (d.b.h.) or greater on the site. Of these, 109 trees are to be removed with the proposed development. 22 of the trees to be removed are 18-inches d.b.h. or greater and are considered to be "significant trees" as defined by ordinance. The removal of significant trees on the Southern Oregon University campus requires Tree Removal permit approval, and the removal of these 18 significant trees is discussed in light of the Tree Removal permit approval criteria later in this document.

The subject property and the properties directly to the north and to the southwest across Siskiyou are zoned as the Southern Oregon University (SO) zoning district, a zoning designation created to provide for the unique needs of Southern Oregon University as a State educational institution functioning within the planning framework of the City of Ashland. Generally speaking, development within the SO zoning district is guided by the SOU Plan, which provides specific guidance for the development of the campus through an adopted map detailing proposed developments as well as providing specific site and building design standards applicable to the SO zoning district, and the zoning regulations found in AMC 18.64. Development on campus is also subject to the Site Review, Sign, Off-Street, Parking, and Tree Preservation and Protection chapters, as well as to the Conditional Use Permit chapter which applies to: any use, site design, or construction or alteration of same not agreed upon in advance by the city and the university in the SOU Plan; any use, site design, or construction within 50 feet of privately-owned property; any

construction over 40 feet in height; and wireless communication facilities not permitted outright and authorized pursuant to Section 18.72.180.

To the east along the opposite side of Walker Avenue, there is a small area of Low Density Multi-Family Residential zoned property, with the remainder of the residentially zoned lands on the east side of Walker Avenue zoned Single Family Residential (R-1-5). To the west, across Wightman Street, properties near the intersection with Siskiyou and Indiana are zoned Commercial (C-1), and properties further north along the west side of Wightman are zoned Low-Density Multi-Family Residential (R-3). To the south and southeast, properties across Ashland Street and Walker Avenue are zoned Commercial (C-1).

The current Transportation System Plan update process and related “Pedestrian Places” project include the area at Ashland Street and Walker Avenue as an identified Pedestrian Places node that is well-suited to placemaking efforts to help solidify the creation of a “University District.” The SOU Plan recognizes the importance of the developing district and notes that the University will continue to work with the city and campus neighbors to support and encourage the development of the district, which will contribute to a more dynamic urban environment and increase students’ sense of community and engagement while allowing private businesses to benefit from the student market. A number of placemaking concepts have been considered for future redevelopment of the properties across Ashland Street, and revisions to the zoning ordinance to guide future development in this direction were recently adopted by the City Council with Ordinances #3051-3054. In staff’s view, the relationship between the new residence hall neighborhood to be created with the proposal and the University District pedestrian node across Ashland Street presents significant opportunities, particularly given the number of existing destinations (grocery store, restaurants, gym, and wireless services provider) likely to serve the student population. The SOU Plan notes that to this end, new campus development will follow the city’s urban design guidelines regarding orientation, entries and parking locations, recognizing that a thoughtfully designed urban environment can increase pedestrian safety by creating a streetscape supportive of pedestrian circulation (*SOU Plan p. 44*).

Siskiyou Boulevard and Ashland Street along the property’s south boundary are both classed as boulevards or arterial streets under the Transportation System Plan (TSP). Both are also state highways, but in the vicinity of the subject property they are under city jurisdiction as part of the jurisdictional exchange and street improvement project completed in 2002. Both are fully improved with paving, curbs, gutters, curbside sidewalks and street trees in place along the subject property’s southern frontages.

Wightman Street is classified as a collector street in the TSP and is improved with paving, curbs, gutters, curbside sidewalks and street trees in place along the subject property’s western frontage.

Walker Avenue is also classified as a collector street in the TSP and is improved with paving, curbs, and gutters in place along the property’s eastern frontage. This frontage currently lacks sidewalks along the southern approximately 400 feet of its length, with parkrows and sidewalks in place along the remaining approximately 140 feet of the frontage just south of Webster Street.

On the subject property, Webster Street is a private street which provides a connection from Walker Avenue to Wightman Street. Stadium Street is a partially public street providing a connection from Ashland Street to Webster Street, and North and South College Ways, both private streets, provide circulation primarily to existing surface parking in place between Ashland Street and the existing tennis courts, which are to be removed.

## **The Proposal**

### **Site Review approval**

The application requests Site Review approval to construct: a new single-story 27,500 square foot Dining Hall near the intersection of Wightman and Webster Streets; two new four-story Residence Halls near the intersection of Webster and Stadium Streets with the South Residence Hall to consist of 105,000 square feet in 128 “semi-suite” units to house 429 students, and the North Residence Hall to consist of 89,443 square feet in 78 suite units to house 273 students; two parking lots and associated site improvements on the Southern Oregon University campus at 1554 Webster Street. (The application also notes the possibility of a future 50,000 square foot Recreation Center addition to McNeal Pavilion which would be constructed between the existing building and Wightman Street, however this future addition is not part of the current request and is not being considered at this time.)

### **Conditional Use Permit approval**

The application also includes requests for Conditional Use Permit approval to allow the proposal to vary from the SOU Plan in the following ways: the two residence hall buildings exceed the 250-foot maximum length and are more than 40 feet in height; the residence halls, dining hall and parking lot vary from the locations identified in the SOU Plan.

In the SOU Plan, the dining hall was to have been part of an integrated quad that would have included the dining hall, new residence halls and the existing Greensprings complex. The two proposed residence hall buildings were shown as four buildings to enclose the quad, with the southern residence halls to have been constructed in mixed use buildings fronting directly on Ashland Street. The SOU Plan includes limits on the length of residential buildings, which are not to exceed 250 feet in length and are to have a recessed court of at least 25 feet in width and depth at entries on elevations which exceed 150 feet in length. As proposed, the two proposed residence halls exceed 400 feet in length and while they have provided some offsets there are no recessed courts proposed at the entries to break up this length.

### **Tree Removal Permit approval**

Finally, the application includes a request for Tree Removal Permit approval to allow the removal of 22 significant trees (i.e. trees that are 18-inches in diameter-at-breast-height (d.b.h.) or greater) from the subject property.

**Note: Demolition/Relocation Review Permit approval is also required**

The application also involves the demolition of five residences and their associated accessory structures near the intersection of Webster and Stadium Streets to accommodate a proposed new parking lot in that location. The SOU Plan notes that the University currently owns 37 single family residences within or near the campus boundaries, and recognizes that several of these may need to be removed with implementation of the plan although these although the buildings proposed with the current request are not identified for removal in Figure 12 “Building Status” on page 36 of the SOU Plan. The SOU Plan requires that demolitions or relocations comply with the provisions of the Demolition/Relocation Ordinance in AMC 15.04, and notes that except where structurally unsound, buildings will be relocated to new locations and if relocation is not feasible due to deterioration, the buildings will be deconstructed to recover materials for reuse or recycling to the extent supported locally. Prior to demolition, the applicants will need to obtain Demolition/Relocation Review Permit approval through the Building Division as required in AMC 15.04. This requires an application process similar to, but separate from, the land use approval which is reviewed by the Building Official and may be appealed to the Demolition Review Committee/Building Appeals Board. A condition has been recommended below that evidence of this approval be provided prior to issuance of a building or demolition permit, or demolition or relocation of the homes.

**II. Project Impact**

As explained more fully above, the application consists of Site Review, Condition Use and Tree Removal permit approval requests. The construction of new buildings within the SO zone is subject to Site Review approval, and the application must be processed as a Type II procedure with a public hearing and decision by the Planning Commission because the gross square footage involved exceeds 10,000 square feet. In addition, because the proposal includes buildings which exceed the maximum length, vary from the locations identified in the Masterplan, and exceed the base 40-foot height allowance in the SO zoning district, Conditional Use Permit approval is required. Finally, because the application includes the removal of 22 significant trees, Tree Removal Permit approval is also required.

**A. Site Review Approval**

The application requests Site Review approval to construct: a new single-story 27,500 square foot Dining Hall near the intersection of Wightman and Webster Streets; two new four-story Residence Halls near the intersection of Webster and Stadium Streets with the South Residence Hall to consist of 105,000 square feet in 128 semi-suite units to house 429 students and the North Residence Hall to consist of 89,443 square feet in 78 suite units to house 273 students; two parking lots and associated site improvements on the Southern Oregon University campus at 1554 Webster Street. (The application also notes the possibility of a future 50,000 square foot Recreation Center addition to McNeal Pavilion which would be constructed between the existing building and Wightman Street, however this future addition is not part of the current request and is not being considered at this time.)

## 1. Requirements of the SO Zoning District

The first approval criterion for Site Review is that, *“All applicable City ordinances have been met or will be met by the proposed development.”*

Generally speaking, development within the SO zoning district is guided by the SOU Plan, which provides specific guidance for the development of the campus through an adopted map detailing proposed developments as well as through specific site and building design standards applicable to the SO zoning district which supplement the zoning regulations found in AMC 18.64. In AMC 18.64, the SO zoning district regulations generally provide that those uses which are directly related to the educational functions of the university are considered outright permitted uses, provided that such uses are indicated and located in conformance with the adopted, city-approved SOU Plan, and are greater than fifty (50) feet from privately owned property. In addition to the SOU Plan, development on campus is also subject to the Site Review, Sign Regulations, Off-Street Parking and Tree Preservation & Protection chapters, as well as to the Conditional Use Permit chapter which applies to: any use, site design, or construction or alteration of same not agreed upon in advance by the city and the university in the SOU Plan; any use, site design, or construction within 50 feet of privately-owned property; any construction over 40 feet in height; and wireless communication facilities not permitted outright and authorized pursuant to Section 18.72.180.

The proposed buildings are directly related to the educational functions of the university, however the location of the dining hall, residence halls and associated parking lot are not as identified in the SOU Plan, the 400+ foot length of the residence halls exceeds the maximum 250 foot length allowed in the SOU Plan, and the height of the residence halls is greater than the 40 feet allowed outright in the district. As such, the application includes requests for Conditional Use Permit approvals to address these areas of nonconformity with the SOU Plan.

Within the SOU Plan, there are provisions for the applicants to develop specific parking standards in collaboration with city staff. Currently, the applicable parking standards in AMC 18.92.020 call for two off-street parking spaces for each three guest rooms in a dormitory and one and one-half space per classroom plus one space for five students, plus the required parking for on-campus resident students the campus can accommodate. Based on observed parking demand across campus, the applicants propose to adjust the parking required for residence halls from two off-street parking spaces for each three guest rooms in a dormitory to only one space per three beds. The applicants also propose to increase classroom parking required from one and one-half spaces per classroom plus one space for five students to two spaces per classroom plus one per five students. The

applicants also propose to remove the addition of required parking for on-campus resident students the campus can accommodate as these spaces are considered with the required parking for the dormitories and should not be counted twice. For staff these adjustments seem reasonable and based on existing demand; to compare we would note that 350 double rooms would accommodate 700 students with a parking requirement of 233 spaces by the current requirement, while 700 beds by the proposed adjusted standard would similarly require 233 spaces.

The application notes with the proposal that there are 570 existing off-street parking spaces available on the northern portion of the campus, and that these currently have a utilization rate of roughly 36 percent. On-street parking currently has a peak utilization rate of 91 percent, and the application suggests that 50 percent of this demand is tied to the university. As part of the application, the applicants propose to construct two parking lots – one off of Stadium Street at College Way, where parking is already in place, and another at the corner of Stadium and Webster Streets. The current proposal results in a net reduction of 44 parking spaces, leaving 526 off-street spaces to accommodate demand on the north campus. The application suggests that parking management strategies including parking pricing, parking restrictions, and specific parking lot designations could be use to reduce demand, in conjunction with transit subsidies and a targeted shuttle service, however the submittal concludes that because the proposed parking is adequate these measures are not required.

With construction of the newly proposed surface parking lot at the intersection of Stadium and Webster Streets, the demolition of five existing detached single family residences is proposed. Staff is generally in agreement with the modified parking requirements recommended, and believe that if additional parking is necessary to serve the proposed buildings, the parking lot locations seem well-chosen. Staff recognizes that a surplus of parking on the south side of Siskiyou Boulevard is by itself unlikely to address newly created parking demand on the north side of Siskiyou Boulevard, however we believe that prior to creating new parking lots and demolishing existing rental housing, it may be prudent to first exhaust the potential for utilizing existing parking elsewhere on campus, developing a permit program to reduce impacts of student use of on-street parking in surrounding residential neighborhoods, seeking to reduce student automobile use by promoting other modes of travel including transit, and more strongly pursuing transportation demand management strategies as called for in the SOU Plan.

With regard to bicycle parking, the application does not clearly indicate whether the requirement in 18.92.040 that colleges and universities provide one bicycle parking space per five automobile parking spaces, with half of the spaces to be covered is appropriate to demand experienced on campus. The site plans provided detail a mix of covered and uncovered bicycle spaces provided near the entries to the residence halls and dining hall, and in discussions with the applicants they have suggested they are considering placing bicycle parking accommodations in each of the individual rooms although it is unclear from the floorplans if or how this is being incorporated into the proposal. Staff would like to see additional information on bicycle parking demand and how it is to be addressed, including details of in-room bicycle parking if it is to be part of the proposal.

## 2. Site Review

The second requirement for approval of a Site Review permit is that, *"All requirements of the Site Review Chapter have been met or will be met."*

Within the Site Review chapter, both commercial and multi-family residential developments requiring Site Review approval are required to provide an opportunity-to-recycle site for use of the project occupants. The recycle site must be of a size equal or greater than the solid waste receptacle, and both the waste and recycling facilities must be screened from view by adjacent properties and public rights-of-way. The plans provided identify a recycling hub as a central element in the floor plans for each floor in the residence halls, and the placement of a trash compactor between the southern residence hall and Ashland Street, but are not as clear as to the placement of these facilities for the dining hall. Staff would recommend that a condition be attached to any approval to require that a revised site plan be provided for review and approval of the Staff Advisor with the building permit submittals which clearly details the placement and screening of the solid waste and recycling facilities, including those to serve the dining hall. In addition, staff would recommend that this condition require that the proposed trash compactor placement be relocated elsewhere on site as its current placement seems ill-suited to efficiently serving the dining hall and will tend to detract from the new south residence hall's orientation to Ashland Street (until such time as a new building is constructed in the envelope identified for future development along Ashland Street.)

In addition, the chapter requires that project lighting not directly illuminate any adjacent residentially zoned property. The plans provided do not identify details on the type or placement of lighting, although in staff's assessment the primary area where this would need to be closely considered is at the front of the proposed dining hall building on

Wightman Street, which is located directly across the 60-foot street right-of-way from residential property. Given this separation and the options available for lighting selection, placement and screening, staff do not believe there should be any difficulty in complying with this standard. Staff would recommend that a condition be attached to any approval to require that lighting specifications including details of specific light fixture placement and any shrouding or other screening necessary to prevent direct illumination of adjacent residential properties be provided for the final review and approval of the Staff Advisor with the building permit submittals.

Finally, the chapter requires that prior to final approval, the proposal be reviewed by Conservation Division staff to assess energy use estimates and conservation strategies provided by the applicant and make any applicable recommendations as to available cost-effective means to further reduce energy consumption. The applicants have indicated that the project will be pursuing LEED certification, and have been in discussions with Conservation Division staff since the early stages of project planning to identify available means to reduce energy use with the project. Given the scale of the project, and the level of detail involved with LEED certification, staff would recommend that a condition be attached to any approval which would provide for the Conservation Division's final review of the building permit submittals to allow for the fine-tuning of energy conservation strategies.

### **3. Site Design and Use Standards**

The third Site Review approval criterion is that, *"The development complies with the Site Design Standards adopted by the City Council for implementation of this Chapter."* The Site Design & Use Standards handbook includes specific design standards for both commercial and residential developments. Institutional buildings, including public buildings and schools like the residence and dining halls considered here, are reviewed under the basic site review standards for commercial projects. Given that the council-adopted SOU Plan also includes specific design standards for campus developments, the applicable standards from the SOU Plan are also addressed here, and below under the Conditional Use Permits discussion, as appropriate.

Generally, the Site Design & Use Standards seek to improve each project's appearance; create a positive, human scale relationship between proposed buildings and the streetscape which encourages bicycle and pedestrian travel; lessen the visual and climatic impacts of parking; and to screen adjacent uses from adverse impacts of development. To these ends, buildings are to have their primary orientation to the street rather than to parking areas, with visible, functional and attractive entrances oriented to the street, placed within 20 feet of the street, and accessed directly from the public sidewalk. Buildings on corner lots are to orient to the higher order street or to the corner. Sidewalks and street trees are to be provided

along subject properties' frontages, and automobile parking and circulation areas are not to be placed between buildings and the street.

The SOU Plan details additional Design Guidelines for campus development seeking to provide buildings at a density appropriate both to a significant university and to the scale of Ashland; to ensure that the scale and articulation of buildings enhance the "sense of place" of the campus and support walking within the campus environment; and express the permanence and long-term role of the university in the community. These goals are addressed through standards for building massing and orientation which limit new construction to four stories, strongly discourages single-story buildings, limits residential buildings to a maximum length of 250 feet, and to a maximum footprint of 35,000 square feet, and provides articulation guidelines which call for design elements on buildings longer than 200 feet to prevent unbroken wall lengths greater than 150 feet to include offsets or jogs in the plan or significant recessed entry or courts of at least 25 feet in width. Buildings facing major streets are to have significant, strongly articulated and clearly understandable entries to the street, and buildings facing both a significant street and a campus open space are to have entries provided to both. The SOU Plan also includes standards calling for the use of materials and construction selected for long-term durability, with a preference noted for materials similar to the more significant buildings on campus which have typically used red brick, concrete and stucco.

In considering the proposal in light of both the Site Design & Use Standards and the SOU Plan's Design Guidelines, staff has identified the following primary concerns:

- **The sense of entry and orientation to the street of both the dining and residence halls are not adequately addressed in the proposed designs.**

The proposed Dining Hall faces the Wightman Street streetscape to the west and a small area of campus open space to the east. The SOU Plan Design Guidelines call for strongly articulated and clearly understandable entries to both the street and the open space. For staff, the Wightman Street entry to the Dining Hall (as detailed on sheets A321, A350 and A521) is not strongly articulated enough to establish a clear sense of entry and relationship to the pedestrian corridor to meet either the university's or the city's design standards, and the placement of a kitchen/support service entrance so near the Wightman Street storefront entry further detracts from a clearly articulated and understandable sense of entry. Staff would recommend that the entries from both the Wightman Street streetscape and the open space to the east be better articulated in the design and revised

drawings brought back to the Planning Commission's January meeting for further consideration.

For the residence halls, the buildings' primary entrances are shown to be to the interior quadrangle space being created, and the street-facing entries are labeled on the floor plans and treated in the designs as back doors. For staff, this is of particular concern for the South Hall, which is placed well back from Ashland Street, with parking, circulation and a trash compactor between the building and the street and no clear pedestrian connection to the streetscape despite the strong likelihood that the developing University District will draw student pedestrian traffic to the grocery shopping, dining, coffee shops, fitness center and wireless communications services available just across Ashland Street.

For staff, this is a primary reason that the SOU Plan envisioned placement of this residence hall along Ashland Street, in a mixed use building which would more strongly engage and complement the streetscape and nearby University District. The applicants have explained that in the current market, a mixed use building with commercial rental space is not feasible, and suggested that the development of the current proposal could help to create a market for such a building in the future by bringing a large portion of the student population to this side of Siskiyou Boulevard. As such, the application retains a future building envelope with the Detail Site Review Zone along Ashland Street. Staff believes that the reservation of a future building envelope along Ashland Street for development at some unspecified point in the future provides a basis for the placement of parking and circulation between the currently proposed South Hall and Ashland Street, in a location that will be behind that future building. However, in the interim until that building ultimately develops, staff believes that the length and size of the building, its relative to proximity to Ashland Street and the developing University District, and the magnitude of the shift in student population to this new portion of campus merits a substantially stronger sense of entry to Ashland Street, a clearly defined pedestrian connection from the entry to Ashland Street with city-standard streetscape improvements including sidewalks along Stadium Street, and the relocation of the proposed trash compactor to a less prominent location that will serve the residence and dining halls. Staff have provided exhibits illustrating: 1) an example of how a stronger sense of entry might be achieved with a raised central entry element that would also break up the length of the building; 2) a photograph of a four-story multi-family building in Medford which successfully incorporates more of a recessed entry court as envisioned in the SOU Plan; 3) an illustration of how an arched entry at the sidewalk and walkway to the entry might better achieve a relationship to the pedestrian streetscape, as with

Churchill Hall which is similarly setback from the street; and 4) an illustration from Princeton University's master plan showing a concept for their New South Green incorporating landscaping, walkways, and an arched entry through the building to a central quadrangle to create a stronger relationship to the streetscape and the "sense of place" sought in the standards. Staff recommends that the building and site designs be modified to address these issues, and revised drawings be brought back to the January meeting.

- **The proposed residence halls exceed the maximum length allowed under the university's own Design Guidelines, and also seem to inadequately incorporate the articulation standards to mitigate the excessive building length's proposed.**

The SOU Plan calls for buildings not to exceed a maximum length of 250 feet, and further requires that any building greater than 150 feet in length provide jogs, offsets, or a significant recessed entry or court of at least 25 feet in width (see pp. 54-55 and Figure 16). As proposed, both residence halls exceed 400 feet in length on the primary elevations. No significant recessed entry or court is provided, and the jogs and offsets shown are generally shallow and repetitive notching, particularly on the South Hall, and do little to break up the effect of the length. In staff's view, a building that is 1.64 times the maximum allowed length requires stronger articulation. We believe that the excessive length without adequate articulation exacerbates concerns with sense of entry discussed above, and that better articulation with a significant recessed entry or court at the significant street-facing entries could address the length as well as sense of entry as illustrated in the exhibits discussed above. Again, staff recommends that the building and site designs be modified to address these concerns, and that revised design drawings be brought back to the Commission for review at the January meeting.

#### 4. Adequacy of Public Facilities

*The final approval criterion is, "That adequate capacity of City facilities for water, sewer, paved access to and through the development, electricity, urban storm drainage, and adequate transportation can and will be provided to and through the subject property. All improvements in the street right-of-way shall comply with the Street Standards in Chapter 18.88, Performance Standards Options."*

In their preliminary review of available facilities, Public Works/Engineering staff has indicated the following:

- **Water:** There is an eight-inch water main available to serve the project within Stadium Street, as well as a six-inch water main

available in Webster Street. Based on the details in the submittal materials, Engineering staff has determined these facilities to be adequate to serve the project.

- **Sanitary Sewer:** A 12-inch sanitary sewer main is available in Wightman Street. Additionally, a six-inch sanitary sewer main is available in Stadium Street; Public Works staff has noted in their review that this line as it exists is undersized and inadequate to serve the project; the applicants have proposed to upgrade this line to provide a new 12-inch main out to Wightman Street as part of the application request.
- **Storm Sewer:** A 24-inch storm sewer line is available in Webster Street. The application materials note that stormwater facilities are in the form of existing large diameter concrete stormwater piping that collects run-off from up-gradient streets, and indicates that this piping is to be reconstructed by the applicants as necessary to route around the proposed structures. The application materials indicate that stormwater within the project is to be collected by new area inlets within the parking areas and landscaped open space areas, with roof drain leaders and area inlets then linked by new subsurface conveyance piping that ultimately connects to existing down-gradient public stormwater lines in Webster Street. The materials also indicate that run-off collected by surface inlets is to be pre-treated by means of bio-swales in the landscaped areas, or by mechanical inserts in the parking lot catch basins.

The application materials further note that preliminary calculations suggest that with the removal of some parking areas and tennis courts, the project will lead to a reduction in impermeable surface area within the primary development limits of the residence halls and dining facility and thus a net decrease in stormwater run-off to the existing downstream facilities. Stormwater detention facilities are to be provided for the new parking lot proposed at the corner of Stadium and Webster Streets, and the application notes that these will be routed through subsurface piping to connect to existing facilities in Webster Street and designed to current Engineering Division standards, with complete calculations to be provided for Engineering staff review with permit submittals, along with a project-specific operations and maintenance manual similar to a sample included with the application. Engineering staff has indicated that the storm drain system improvements detailed in the application will be adequate to serve the needs of the proposal, subject to final review and approval of civil drawings that are to include all design calculations.

Here, staff would note that in addition to the Engineering Division's standards to address stormwater, the SOU Plan includes parking lot standards which require that "*to the greatest degree*

*feasible, parking lots shall be designed to include localized stormwater treatment and infiltration facilities. Whenever possible, these stormwater treatment facilities should be above ground structures that incorporate appropriate plantings for pre-treatment and filtering of particulates and pollutants (SOU Plan, p. 59).*” In addition to standard conditions that final drainage plans be provided for Engineering Division review prior to building permits, staff recommends that these drainage plans and the site plans be revised to incorporate above ground stormwater treatment and infiltration facilities consistent with the parking lot design requirements of the SOU Plan.

- **Electric:** Electrical facilities are available from all of the surrounding street rights-of-way, and city Electric Department staff has indicated that these facilities will have adequate source and capacity to serve the project with the extension of facilities onto the subject property by the applicants. The Electric Department has identified two favorable options for an electrical service plan for the site, and is continuing to work with the applicants to develop a final approved plan based on project logistics and costs. Staff recommend that a condition be attached to any approval to require that a final electric service plan be provided for the review and approval of the Electric, Engineering, Building and Planning Departments with the building permit submittals.

Based upon review by the Public Works, Engineering and Electric Departments, staff believes the plans provided support a finding by the Commission that adequate capacity of City facilities for water, sewer, electricity, and urban storm drainage can and will be provided to and through the subject property with the proposal.

For staff, the issues of adequate transportation and particularly pedestrian safety are perhaps the most significant considerations of the request. With a pedestrian fatality along the campus’s Siskiyou Boulevard frontage in 2008, the City Council convened the Siskiyou Boulevard Ad Hoc Safety Committee which met for a number of months and ultimately recommended a reconfiguration of the Garfield and Siskiyou intersection, rumble strips to alert vehicles as they enter the campus corridor, speed limit reductions, and the installation of pedestrian-activated flashing beacons at several of the intersections adjacent to the campus.

Staff believe that during the review of the SOU Plan last year, it was clearly understood that “*pedestrian safety at this intersection [of Siskiyou/Ashland/Wightman/Indiana] will become paramount to the success of an integrated SOU campus*” (SOU Plan, p. 48) and that prior to shifting so significant a portion of the resident student population north of Siskiyou Boulevard the university would present a plan to thoroughly address pedestrian safety issues. In staff’s view, the materials initially

provided did not go as far as envisioned to be necessary in the SOU Plan to address pedestrian safety, particularly at the intersection of Siskiyou/Ashland/Wightman/Indiana where paving enhancements to create an Eastern Gateway to the campus were called for.

The applicants have subsequently submitted roughly 300 pages of revised materials, a substantial portion of which appears to deal with transportation and pedestrian safety on the day before the Planning Commission packets are prepared and distributed. Planning staff, other city departments and the Transportation Commission have not had adequate time to review or comment on these new materials, and as such, staff believes that the public hearing on the matter should be continued to the January meeting to allow for review of the new materials by staff, other departments, and the Transportation Commission to support a fully-informed decision by the Planning Commission. *(By code, the Transportation Commission would typically review and comment upon a Type III land use application such as the SOU Plan at the pre-application level, as noted in AMC 2.13.030.2, however given the number and complexity of the transportation-related studies and analyses which were deferred in the Plan, staff believe that their review is both appropriate and called for. The application is scheduled for their review on December 15<sup>th</sup>.)*

## **B. Conditional Use Permit**

The application also includes requests for Conditional Use Permit approval to allow the proposal to vary from the SOU Plan in the following ways: the residence halls, dining hall and parking lot vary from the locations identified in the SOU Plan, and the two residence hall buildings exceed the 250-foot maximum length and are more than the 40-foot height outright allowed in the district.

### **Location**

In the SOU Plan, the Dining Hall was to have been part of a strong quadrangle that would have unified the dining hall, new residence halls and the existing Greensprings complex to create a “clear residential zone.” The two proposed residence hall buildings were shown as four buildings enclosing this new quadrangle, with the buildings separated to allow for both pedestrian access and views through the quadrangle from both Ashland and Webster Streets. The southern residence halls were to have been constructed in mixed use buildings fronting directly on Ashland Street, with the potential for ground floor retail space to complement the adjacent University District businesses. The current request has shifted the Dining Hall out of the quadrangle to the intersection of Wightman and Webster Streets.

The application materials note that the Dining Hall is significantly larger than was shown when it was planned as part of the quadrangle in the adopted SOU Plan, indicating that the relocation was due both to the need to accommodate this greater size and the desire to

put a public building in a more prominent, visible location to provide optimum convenience for students. The application also notes that this allowed the creation of a larger quad for the residential buildings. The application notes that the proposed building is 40 feet tall, has a gross square footage of 27,500 square feet, and is setback 15 feet from the Wightman right-of-way because it is opposite from private housing across the street. The application goes on to suggest that the dining hall is relatively small, kept to a single story (*which is generally discouraged in the SOU Plan*), and features a hipped roof in an effort to remain compatible with the more residential scale and character along the opposite side of Wightman Street. The application also explains that most of the student activity for the Dining Hall will be concentrated to its east side entry, central to campus, and to the south side, where an outdoor dining terrace is located, to lessen the impacts to Wightman Street, and that exterior walls will be acoustically dampened and exterior lights will meet LEED dark sky requirements. The application suggests that the dining hall is designed for compatibility with a future student recreation center addition to adjacent McNeal Pavilion, and that the proximity will allow for a grouping for service and loading functions on both sides of Webster. The application concludes that the Dining Hall will serve as a small student union, a sort of living room for the campus's resident student population, and thus serves as a critical feature in allowing students to live on campus as opposed to commuting long distances.

For staff, the building's placement here seems appropriate to serve the new proposed residence halls and student population that is to remain on the south side of campus, and the building itself seems to be of a scale and character appropriate to the Wightman Street streetscape. The primary concerns for staff are in ensuring that the building design incorporates a stronger sense of entry to better engage the pedestrian streetscape along Wightman Street as discussed in more detail above. We would also like to see more complete site plan details of the loading functions described to ensure that truck loading is handled in a way which will not impede fire apparatus access, and that solid waste and recycling facilities are appropriately placed and screened to comply with standards.

### **Height**

Within the SO zoning district regulations in AMC 18.64, any buildings taller than 40 feet in height is subject to a Conditional Use Permit review. The SOU Plan generally limits construction to four stories, noting that height will be dependent on specific construction types and may be subject to Conditional Use Permit approval. The Plan's Design Guidelines also note that in order to make an appropriate transition to the surrounding context, building heights will typically be lower in areas adjacent to residential neighborhoods. The Design Guidelines note, however, that in order to create a campus that is compact, walkable and more supportive of transit, single story buildings are to be strongly discouraged in all campus areas (*SOU Plan, p. 54*).

Both the North and South Residence Halls are proposed at four stories, and at a height of approximately 49 feet to the midpoint of the hipped roof. The application notes that this height is less than the adjacent Greensprings complex, which is five stories and 60 feet in height, and that the buildings are well setback from Ashland Street. It goes on to explain that the ground floor of the South Residence Hall sits approximately 20 feet below the level of Ashland Street, and the North Residence Hall sits approximately 27 feet below Ashland Street, and that this will significantly reduce the perceived height of both buildings from the campus perimeter. The application also details the architectural

treatment of the fourth floor in both residence halls as an “attic story” with different articulation and color to create a more horizontal design to further reduce the perceived height of the buildings, and goes on to explain that architecturally the buildings are designed in keeping with the ‘SOU Mediterranean’ architectural character of the campus exemplified by Churchill Hall, Central Hall and Susanne Homes that display common design features including stucco exteriors and red tile sloping hip roofs in wings that are parallel to the slope of the hillside. This style is identified as unique to SOU among all other universities in Oregon, and the SOU Plan and current application seek to continue and amplify the use of this style on campus to create an overall school identity. In staff’s view, the buildings’ placement relative to the campus perimeter and topography and the design efforts pursued mitigate any potential negative impacts of the proposed height, which remains in keeping both with the four-story limitation imposed in the SOU Plan and the underlying goals thereof, which seek a compact, walkable campus at densities that are more supportive of transit

### **Length**

The SOU Plan also includes limits on the length of residential buildings, which are not to exceed 250 feet in length and are to have a recessed court of at least 25 feet in width and depth at entries on elevations which exceed 150 feet in length. As proposed, the four proposed residence halls are now consolidated into two buildings, both of which exceed 400 feet in length, and while these buildings provide some offsets there are no recessed courts proposed at the entries to break up this length as was envisioned in the SOU Plan.

The application materials provided note that McNeal Pavilion, The Science Building and Hannon Library are of similar lengths, and goes on to explain that with a future proposed addition McNeal Pavilion will be 1,000 feet in length (*assuming a Conditional Use Permit to exceed this same length standard is approved*). The submittals indicate that the designs comply with the standards in providing design elements to prevent unbroken wall lengths greater than 150 feet with an “offset or jog in the plan of at least 25 feet in width with a five foot minimum offset” and in limiting the footprint to less than 35,000 square feet. The application explains that each residence hall side wing is no longer than 175 feet in length, and that each of the residence halls incorporates a “central neighborhood pavilion” which is 60 feet wide to effectively divide each building into three different components so that they appear as three linked buildings. The materials go on to indicate that the wings are broken up with multiple bay window projections and jogs in the plan to ensure that there are no long, unbroken wall lengths. The application concludes that the new buildings avoid the long unbroken lengths discouraged in the SOU Plan through the use of differentiated massing, building articulation, and roof forms, and go on to suggest that the proposed longer buildings reduce the amount of site area required for the development; reduce the number of stairs, elevators, exterior skin area, service and support space; and thus reduce the total gross square footage (and associated environmental impacts) necessary for the same number of beds.

For staff, as with their heights, the buildings’ lengths would seem appropriate given their placement relative to the campus perimeter, the buffer provided by topography building, and the varied character of the buildings on campus but we believe the lengths need to be better addressed in the design to comply with the “Building Length and Articulation Guidelines” of the SOU Plan (*See SOU Plan, pp. 54-55 and Figure 16*). As noted above, staff has concerns with the sense of entry or relationship to the street, and believes

that the length and sense of entry can likely both be addressed through the Building Length and Articulation Guidelines. Residential building lengths are limited to a maximum of 250 feet, and with regard to the articulation guidelines, the plan text indicates that *“For any building longer than 200 feet, the plan shall include design elements to prevent unbroken wall lengths greater than 150 feet. These elements shall be an offset or ‘jog’ in the plan or a significant recessed entry or court of at least 25 feet in width.”* The illustration provided in Figure 15 shows an L-shaped building with one wing at 250 feet in length, and a 25 foot wide courtyard placed at the 150 foot length within that wing. This courtyard appears to have a depth of at least 25 feet as well to provide for its functional use as a courtyard, although this depth is not called out explicitly. The other wing has a jog with a five foot minimum offset shown, not as part of a court but simply as a change in the directional expression of the wall surface. In staff’s view, the text and illustration call for a recessed entry or court of at least 25 feet in width and depth or for an offset of at least five feet in the face of the building. As proposed, the 60 foot wide ‘central neighborhood pavilion’ component has five foot recesses at either side of the central element in the South Residence Hall’s building face, and approximately ten foot recesses on the North Residences Hall’s building face. These recesses are repeated at approximately 35 foot intervals along the South Hall’s exterior and every 30 feet along the North Hall’s exterior. For staff, the use of these repeated recesses has the effect of notching the buildings and does little to offset the directional expression over a 400 foot length, particularly on the South Hall. In addition, the lack of a deeper recess with a functional depth at the entries does not adequately break up the expanse of the building’s length and detracts from the buildings’ sense of entry. Here staff would recommend that the building designs be revised to better reflect the SOU Plan’s Building Length and Articulation Guidelines, particularly with regard to providing a functional recessed court at the entries both to break-up the buildings’ lengths and to enhance their sense of entry, and that revised elevations be brought back to the Commission’s January meeting.

### **C. Tree Removal Permit**

The application includes a tree inventory identifying 175 trees on the subject property which are six-inches in diameter at breast height or greater. Of these, 109 trees are proposed for removal of which 22 are 18-inches d.b.h. or greater necessitating Tree Removal Permits.

Tree Removal Permit approval requires a demonstration that: trees proposed for removal are in order to permit the application to be consistent with other applicable Ashland Land Use Ordinance requirements and standards; removal of trees will not have a significant negative impact on erosion, soil stability, flow of surface waters, protection of adjacent trees, or existing windbreaks; removal of the tree will not have a significant negative impact on the tree densities, sizes, canopies, and species diversity within 200 feet of the subject property. The City shall require the applicant to mitigate for the removal of each tree granted approval pursuant to AMC 18.61.084. Such mitigation requirements shall be a condition of approval of the permit. The project’s arborist Tom Myers notes that the trees proposed for removal are in or near the proposed building footprints or in the path of utility easements or grade changes associated with development as envisioned in the SOU Plan, and would not survive the proposed construction. Staff would note here that

the applicants propose to retain a 36-inch d.b.h. Silver Maple, one of the most notable trees on the site, and incorporate it as a prominent central feature in the new quadrangle.

Mitigation has not been clearly addressed in the application, and as such staff would recommend that a condition be included to require that the 18 significant trees to be removed be mitigated on a one-for-one basis as provided in AMC 18.61.084 and that this mitigation be clearly illustrated in the final building permit plan submittals. In staff's view, with mitigation the proposed removals will not have a significant negative impact on erosion, soil stability, flow of surface waters, protection of adjacent trees, or existing windbreaks; tree densities, sizes, canopies, and species diversity within 200 feet of the subject property.

Myers, the project arborist, has also provided tree protection recommendations by identifying the radius of a protection zone to be fenced for each of the trees to remain on the property and noting specifications for tree preservation during demolition, site clearing and construction, as well as providing detailed requirements for pruning. A certified arborist is to approve and supervise any work within the identified tree protection zones and carry-out required pruning. Staff would recommend that Myers' recommendations be made conditions of the approval, along with those of the Tree Commission which has not yet reviewed the application as this report is being prepared.

### **III. Procedural - Required Burden of Proof**

**The criteria for Site Review approval are described in 18.72.070 as follows:**

- A. *All applicable City ordinances have been met or will be met by the proposed development.*
- B. *All requirements of the Site Review Chapter have been met or will be met.*
- C. *The development complies with the Site Design Standards adopted by the City Council for implementation of this Chapter.*
- D. *That adequate capacity of City facilities for water, sewer, paved access to and through the development, electricity, urban storm drainage, and adequate transportation can and will be provided to and through the subject property. All improvements in the street right-of-way shall comply with the Street Standards in Chapter 18.88, Performance Standards Options.*

**The criteria for Conditional Use Permit approval are described in 18.104.050 as follows:**

- A. *That the use would be in conformance with all standards within the zoning district in which the use is proposed to be located, and in conformance with relevant Comprehensive plan policies that are not implemented by any City, State, or Federal law or program.*
- B. *That adequate capacity of City facilities for water, sewer, paved access to and through the development, electricity, urban storm drainage, and adequate transportation can and will be provided to and through the subject property.*
- C. *That the conditional use will have no greater adverse material effect on the livability of the impact area when compared to the development of the subject lot with the target use of the zone. When evaluating the effect of the proposed use on the impact area, the following factors of livability of the impact area shall be considered in relation to the target use of the zone:*

1. *Similarity in scale, bulk, and coverage.*
2. *Generation of traffic and effects on surrounding streets. Increases in pedestrian, bicycle, and mass transit use are considered beneficial regardless of capacity of facilities.*
3. *Architectural compatibility with the impact area.*
4. *Air quality, including the generation of dust, odors, or other environmental pollutants.*
5. *Generation of noise, light, and glare.*
6. *The development of adjacent properties as envisioned in the Comprehensive Plan.*
7. *Other factors found to be relevant by the Hearing Authority for review of the proposed use.*

**The criteria for a Tree Removal Permit are described in AMC 18.61.080.B as follows:**

1. *The tree is proposed for removal in order to permit the application to be consistent with other applicable Ashland Land Use Ordinance requirements and standards, including but not limited to applicable Site Design and Use Standards and Physical and Environmental Constraints. The Staff Advisor may require the building footprint of the development to be staked to allow for accurate verification of the permit application; and*
2. *Removal of the tree will not have a significant negative impact on erosion, soil stability, flow of surface waters, protection of adjacent trees, or existing windbreaks; and*
3. *Removal of the tree will not have a significant negative impact on the tree densities, sizes, canopies, and species diversity within 200 feet of the subject property. The City shall grant an exception to this criterion when alternative to the tree removal have been considered and no reasonable alternative exists to allow the property to be used as permitted in the zone. Nothing in this section shall require that the residential density be reduced below the permitted density allowed by the zone. In making this determination, the City may consider alternative site plans or placement of structures of alternate landscaping designs that would lessen the impact on trees, so long as the alternatives continue to comply with the other provisions of the Ashland Land Use Ordinance.*
4. *The City shall require the applicant to mitigate for the removal of each tree granted approval pursuant to AMC 18.61.084. Such mitigation requirements shall be a condition of approval of the permit.*

#### **IV. Conclusions and Recommendations**

The application requests Site Review, Condition Use and Tree Removal permit approvals to construct a new single-story dining hall, two new four-story residence halls, two parking lots and associated site improvements on the Southern Oregon University campus, and to remove 18 significant trees. Conditional Use Permits are required because the proposed residence hall buildings vary from the lengths, height, and locations identified in the SOU Plan.

Ashland is fortunate to have Southern Oregon University within the community. The university's presence adds diversity while enriching the local art and cultural community and strengthening the local economy. Cooperative planning efforts ensure that the university remains a strong and viable institution within the Oregon University System, while also ensuring that campus development recognizes the values and concerns of the

broader community. Planning staff are generally very supportive of this request, and believe the project presents a unique and exciting placemaking opportunity to shape a new neighborhood which will enhance student life, the campus and their relationship to the broader community. However, for staff a few significant concerns remain with the project as currently proposed. These include:

**Pedestrian Safety** - The SOU Plan calls for the creation of a Pedestrian Safety Plan prior to the shifting of student housing across Siskiyou Boulevard. This plan was to “*include, but not be limited to, improved crossings with enhanced paving designs and access controls with ongoing monitoring of pedestrian flow and safety issues.*” Of the options explored in the SOU Plan, the recommendation within the plan was to focus on “enhanced paving designs” at the intersection of Siskiyou/Ashland/Wightman/Indiana (pp. 48-49) supplemented by improvements to the other crossings, access controls, and provisions for on-going monitoring. The *initial* Pedestrian Safety Plan provided instead concludes that, while “enhancement opportunities” are available at several crossing points, the existing pedestrian crossings are themselves sufficient to accommodate the increase in pedestrian activity related to the proposal and that no improvements are required. Staff believe that during the review of the SOU Plan last year, it was clearly understood that “*pedestrian safety at this intersection [of Siskiyou/Ashland/Wightman/Indiana] will become paramount to the success of an integrated SOU campus*” (*SOU Plan, p. 48*) and that prior to shifting so significant a portion of the resident student population north of Siskiyou Boulevard the university would present a plan to thoroughly address pedestrian safety issues. In staff’s view, the materials initially provided did not go as far as envisioned to be necessary in the SOU Plan to address pedestrian safety, particularly at the intersection of Siskiyou/Ashland/Wightman/Indiana where paving enhancements to increase safety while creating more of an Eastern Gateway to the campus were called for.

The applicants have subsequently submitted roughly 300 pages of revised materials, a substantial portion of which appears to deal with transportation and pedestrian safety on the day before the Planning Commission packets are prepared and distributed. Planning staff, other city departments and the Transportation Commission have not had adequate time to review or comment on these new submittal materials, and as such, staff believes that the public hearing on the matter should be continued to the January meeting to allow for review of the new materials by staff, other departments, and the Transportation Commission to support a fully-informed decision by the Planning Commission.

**Building Designs** - Ashland’s Site Design and Use Standards call for buildings to have their primary orientation to the street; where there are multiple street frontages, buildings are to orient to the higher order street and have direct

pedestrian access from that street's sidewalk. This is echoed on page 54 in the SOU Plan's Design Guidelines, which note that where a building faces a major street such as Ashland Street or Wightman Street, it shall have a significant entry facing that street, and where it faces both a major street and a campus open space it shall have strongly articulated and clearly understandable entries to both the street and the open space. In addition, there are specific limitations on building lengths, and Building Length and Articulation Guidelines are provided within the SOU Plan. Staff has concerns that neither the sense of entry or length standards are adequately addressed in the designs submitted, and would recommend that the designs be modified to better respond to the standards and brought back to the Commission for review in January.

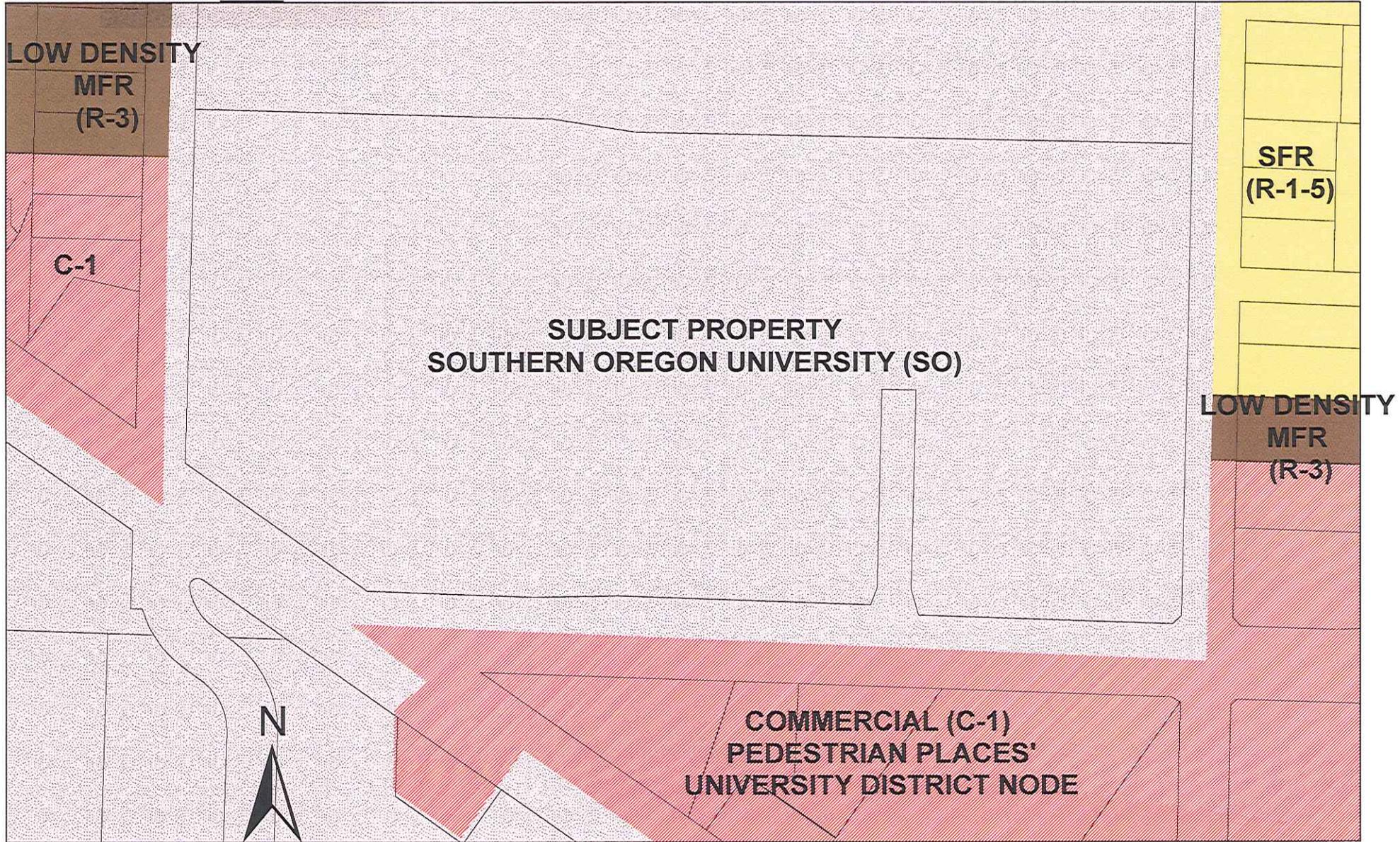
**Parking** – The application materials include recommended revisions to the parking requirements to address parking demand on campus, as envisioned in the SOU Plan, along with studies of the current parking situation. As part of the application, the demolition of five existing detached single family residences near the corner of Stadium and Webster Streets is proposed to accommodate the construction of a new parking lot to serve the new buildings. Staff is generally in agreement with the modified parking requirements recommended, and believe that if additional parking is necessary to serve the proposed buildings, the parking lot location seems well-chosen. However, while staff recognizes that a surplus of parking on the south side of Siskiyou Boulevard is by itself unlikely to address newly created parking demand on the north side of Siskiyou Boulevard, we believe that prior to creating new parking lots and demolishing existing rental housing, it would be prudent to first exhaust the potential for utilizing existing parking elsewhere on campus, developing a permit program to reduce impacts of student use of on-street parking in surrounding residential neighborhoods, seeking to reduce student automobile use by promoting other modes of travel including transit, and more strongly pursuing transportation demand management strategies as called for in the SOU Plan.

Until these items are further addressed, and the application and requisite transportation studies and analyses (including the lengthy revised submittals received as packets are being prepared for distribution) have been reviewed by staff, other departments and the Transportation Commission, staff do not believe that there is sufficient information in the record to approve the application, and we accordingly recommend that the public hearing be left open and the matter continued to the next regular meeting of the Planning Commission on January 10<sup>th</sup>, 2012. If, without entering into deliberations, the Planning Commission wishes to provide general direction with regard to the relative importance of the issues raised above, or identify other issues or concerns with the proposal, it would be very helpful to staff and the applicants as we prepare for the January 10<sup>th</sup> meeting.

## **Staff Exhibits**

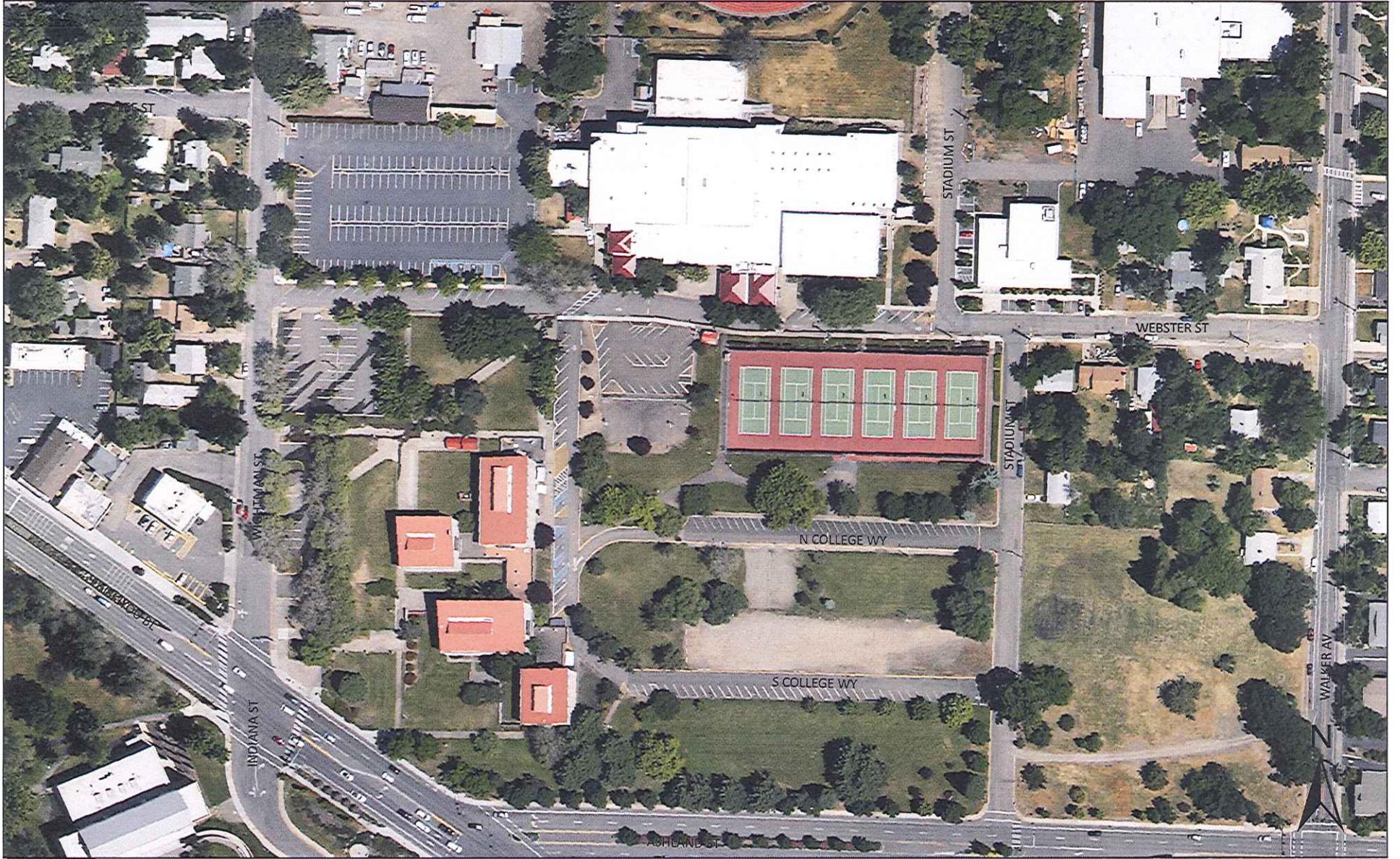
- S-1)** A vicinity map illustrating the surrounding zoning
- S-2)** An aerial vicinity map
- S-3)** An example of how a stronger sense of entry might be achieved with a raised central entry element that would also break up the length of the building.
- S-4)** A photograph of a four-story multi-family building in Medford which successfully incorporates more of a recessed entry court as envisioned in the SOU Plan.
- S-5)** An illustration of how an arched entry at the sidewalk and walkway to the entry might better achieve a relationship to the pedestrian streetscape, as with Churchill Hall which is similarly setback from the street.
- S-6)** An illustration from Princeton University's master plan showing a concept for their New South Green incorporating landscaping, walkways, and an arched entry through the building to a central quadrangle to create a stronger relationship to the streetscape and the "sense of place" sought in the standards.
- S-7)** The SOU Plan's Design Guidelines
- S-8)** The Pedestrian Places Project's "University District" Node Concepts

# STAFF EXHIBIT 1 - SURROUNDING ZONING



*Property lines are for reference only, not scaleable*

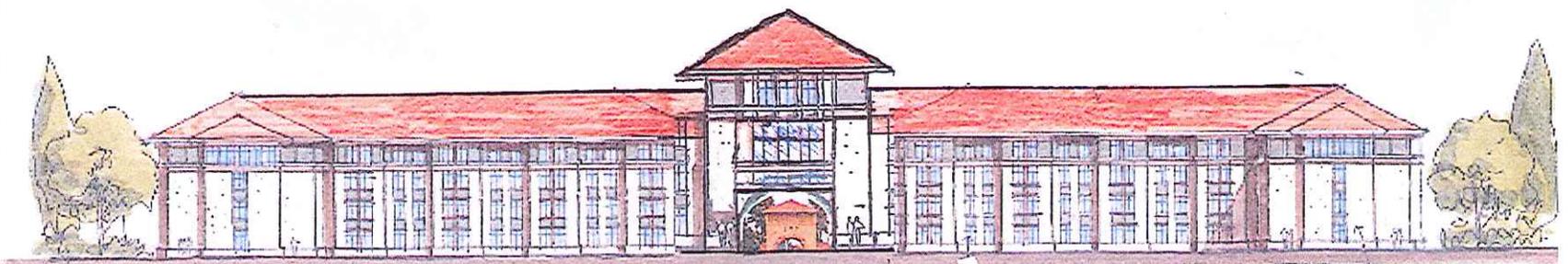
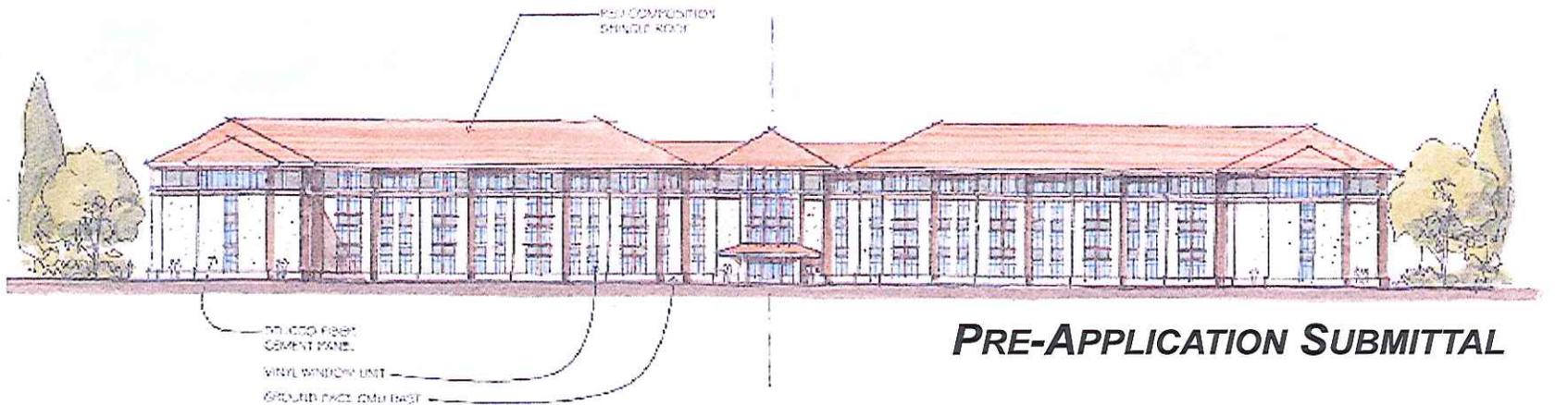
# Staff Ex. S2



0 25 50 100 Feet

Property lines are for reference only, not scaleable

## S-3. STAFF SUGGESTION

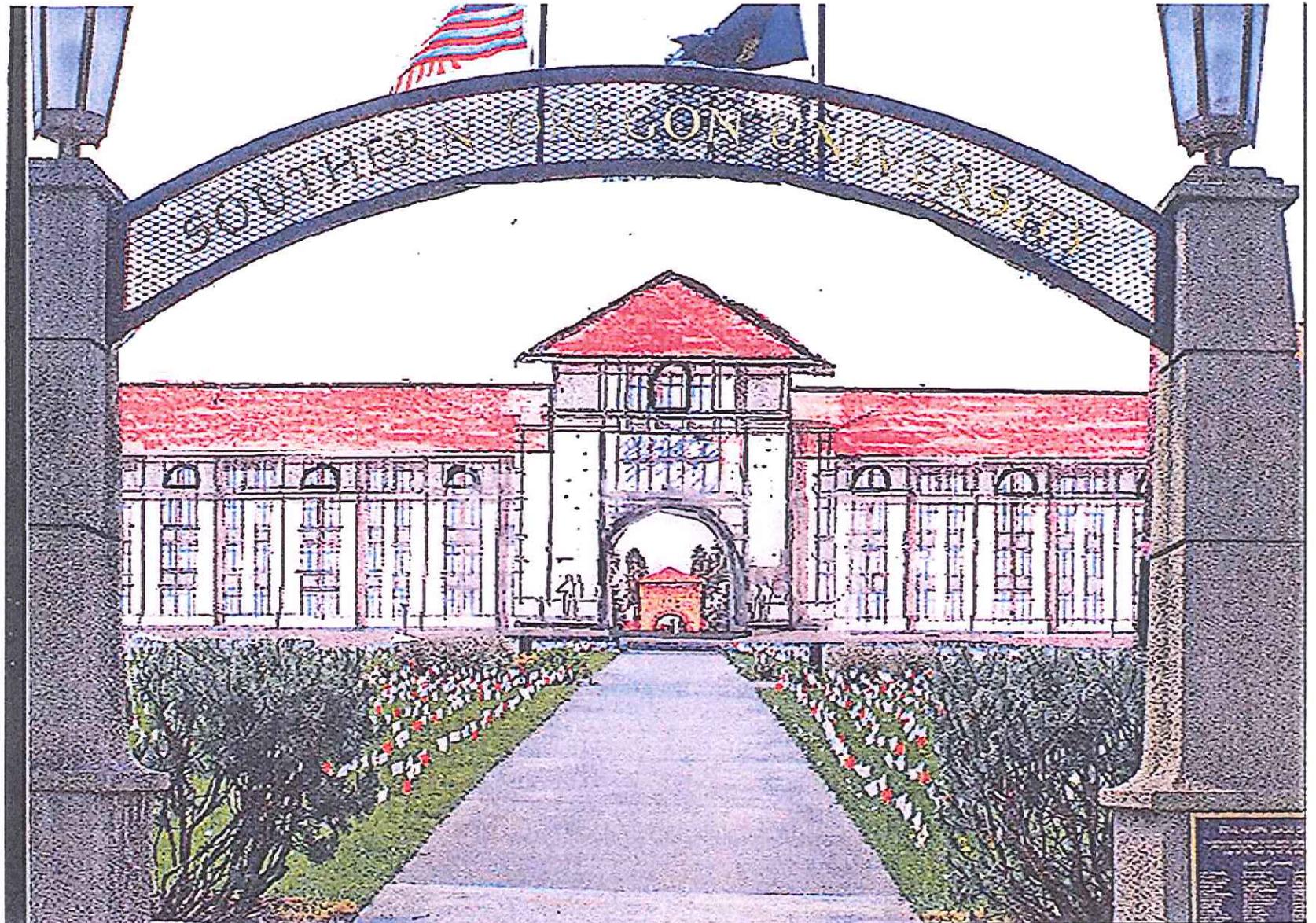


**STAFF SUGGESTION - STRENGTHEN ENTRY, BETTER RELATE TO STREET & BREAK-UP LENGTH**



2010/04/19

***S.5 ARCHWAY TREATMENT  
SIMILAR TO CHURCHILL HALL***



***S.6 TREATMENT OF SIMILAR SPACE – NEW SOUTH GREEN  
IN PRINCETON UNIVERSITY'S MASTER PLAN***



## Design Guidelines

The design guidelines for development under this Master Plan Update are intended to serve several goals:

- Provide for buildings at a density appropriate both to a significant university and to the scale of the Ashland community;
- Ensure that the scale and articulation of buildings enhance the 'sense of place' of the campus and support walking within the campus environment;
- Express the permanence and long-term role of the University in the community.

### Building Density

Development density is a complex issue, with advantages and disadvantages at both ends of the spectrum. Lower development densities can allow large unbuilt areas around each building, but can also promote sprawl and hinder attempts to foster pedestrian activity and support transit. Higher densities can lead to undesirable shading of neighboring buildings or open space and increased traffic, if the density is not accompanied by strong transit and other TDM measures.

Several factors specific to SOU support campus development at medium densities:

- SOU is relatively land-locked, and both the cost of land and the fact that the campus is surrounded by established neighborhoods limit the potential for expansion of the campus. Any future growth of campus enrollment to meet OUS system-wide goals will likely need to be accommodated within this limited land area.
- The nature of academic programs warrants durable construction at a scale that is cost effective and supports individual academic programs under one roof.
- Creating a cohesive campus community that is dense enough to support short walking distances –and ultimately improved transit – requires a density higher than low residential densities.

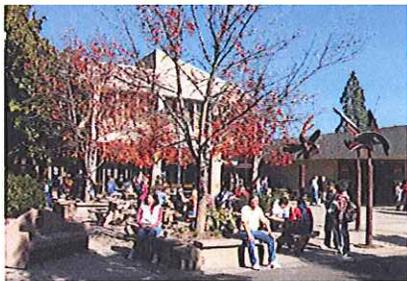
However, the University also recognizes that it exists within a community with existing neighborhoods and that its developments ought to be of a compatible scale with those neighboring uses. In particular, the edges of campus need to be of a similar scale. This is recognized by the SO Zoning provisions calling for tighter restrictions on development within 50 feet of the campus edges.



*Taller buildings are appropriate to sites interior to the campus and on commercial and mixed-use street edges. Buildings adjacent to residential neighbors should generally be more in-scale with that context.*



Thoughtful orientation of buildings can help create sunny outside spaces and assist with management of sunlight as an energy strategy within the building as well.



The unfortunate shading strategy employed at Taylor Hall disconnects building interiors and the landscape, creating a sense of 'deadness' around the building, and limiting daylight inside.

### Building Massing and Orientation

Thoughtful orientation of buildings supports several important development goals. Orientation of entries to the pedestrian circulation system increases the walkable nature of the campus. A generally east-west orientation can help support energy efficiency in building design. And the treatment of building scale – how it is articulated and expressed – can help larger institutional buildings be compatible with nearby residential uses. To accomplish the goals described above, the following guidelines apply to new campus construction and major renovations under this Master Plan Update:

#### Maximum Building Height

New construction will be limited to four story construction. Height in feet will be dependent on specific construction types, and in some cases could require conditional use approval per current requirements of the City's SO zone.

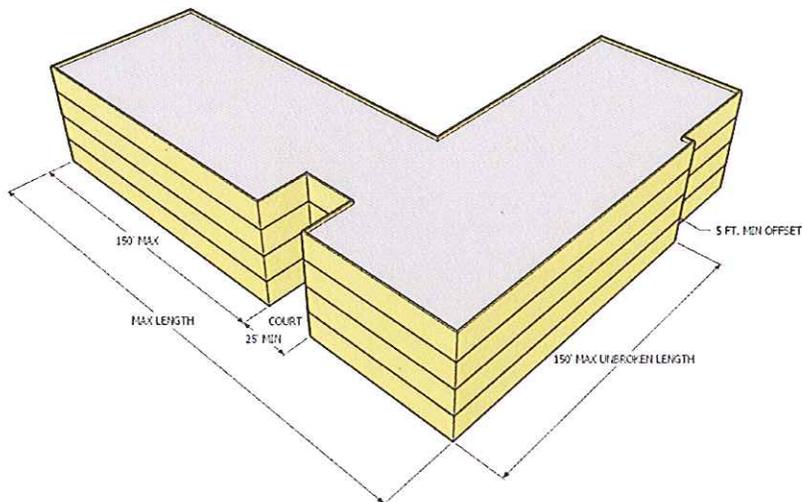
In areas adjacent to existing residential neighborhoods, building height will typically be lower in order to make an appropriate transition to the surrounding context. However, in order to create a campus that is compact, walkable and more supportive of transit, single story buildings are strongly discouraged in all campus areas. See the section below for guidelines applying specifically to the Faculty Village Housing type.

#### Maximum Building Size

In order to avoid potentially monotonous conditions, individual buildings shall be limited in overall length and footprint [i.e. ground area covered] as follows [See Figure 16]:

- 300' maximum length for academic buildings
- 250' maximum length for residential buildings
- 45,000 SF maximum footprint for academic buildings
- 35,000 SF maximum footprint for residential buildings

Figure 16: Building Length and Articulation Guidelines



### ***Building Articulation***

For any building longer than 200 feet, the plan shall include design elements to prevent unbroken wall lengths greater than 150 feet. These elements shall be an offset or 'jog' in the plan or a significant recessed entry or court of at least 25' in width [Figure 16].

### ***Building Entries***

Buildings that face a major street shall have a significant entry facing the street. Buildings facing the main campus open space shall have a major pedestrian entry facing that open space. Where a building faces both a significant street and the main campus open spaces, entries shall be provided to both. Entries shall be strongly articulated and clearly understandable as entries.

### ***Development Along Siskiyou Boulevard***

Any development or redevelopment along the south side of Siskiyou Boulevard shall seek to reinforce a strong relationship between the campus and the boulevard, through an appropriate combination of the following strategies:

- Development of a strongly articulated façade and pedestrian entries facing Siskiyou Boulevard.
- Minimization of service functions on the Siskiyou Boulevard face of the building, and enhanced screening of these functions where they exist.
- Improved, consistent and significant signage acknowledging that visitors have entered the campus.

### ***Building Orientation***

Wherever consistent with other design goals, such as street orientation, align buildings with the longer dimension in the east-west configuration, to improve potential for building design to capture energy savings related to passive solar management.

### ***Setbacks***

Where campus development occurs across a street from off-campus private housing, buildings shall be set back from the public right-of-way by at least 15 feet, to provide a buffering landscape.

Where campus development is across from commercial development and includes ground-floor non-residential uses, buildings shall be allowed and encouraged to be sited at the back of the public right-of-way, to encourage a pedestrian-oriented urban streetscape pattern.

### ***Materials and Character***

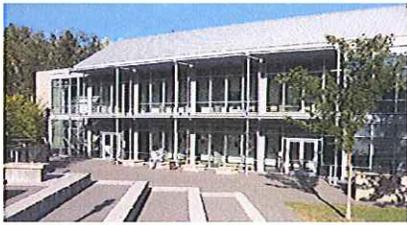
Materials and construction systems shall be selected for long-term durability, and shall be generally consistent with existing campus buildings. While there is not a clear established palette of materials for campus buildings, preference should be given to materials similar to the more significant buildings on campus – such as Churchill Hall and Hannon Library – including red brick, concrete and stucco.



*Churchill Hall represents a successful example of a building that fronts onto two faces, and makes both approaches feel welcoming.*



*University development adjacent to existing neighborhoods should be designed to be appropriate to that context.*



Where campus development occurs adjacent to or across a street from off-campus private housing, the character of the development shall be appropriate to that context. Scale, materials and massing shall be used to create an appropriate transition from the campus to the neighborhoods.

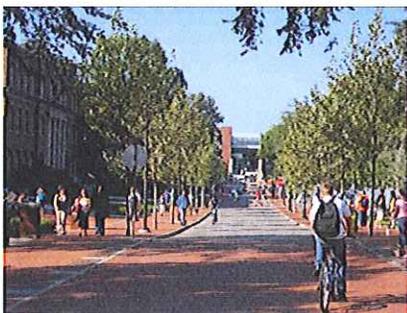
**Guidelines for Faculty Village Housing**

The following guidelines apply specifically to the areas designated for Faculty Village Housing, including all development in the block bounded by Ashland Street and Henry Street, west of Mountain Avenue.

1. Building footprints shall be limited to 6,000 square feet total for a multi-family building. Example: six attached 1,000 sf townhouses.
2. Buildings shall be no more than 120 feet long. For buildings longer than 60 feet, a significant offset [5 feet or more] in the plane of the façade shall be created so that no major façade plane is more than 60 feet in length. Projecting elements and/or recesses [such as decks, bay windows and recessed entries] shall be applied to façades to avoid long planar walls facing the street.
3. Buildings shall be limited to 3 stories above grade generally, and 2 stories west of Mountain Avenue.
4. Building façades shall face the primary street or a shared open courtyard space which in turn fronts on the street.
5. Building entries shall include porches, stoops and similar elements to create a transition zone between the public street and the private home.
6. Individual entries to each dwelling unit are preferred. In no case shall more than four dwelling units share a common entry from the street or common open space. Example: traditional four-square style building, with two units above and two at the ground floor, sharing an entry.
7. Buildings shall be designed with appropriate placement of interior spaces and exterior windows to provide views from active areas to the public street and/or common open spaces [sometimes known as "eyes on the street"].
8. Shared parking shall not be located between the street and the primary façade of dwelling units. To the greatest extent feasible, parking shall be located at the rear of units. Where parking is located at the front of units, it shall be only in the form of personal driveways serving individual units. In this configuration, garage entries shall be set behind the primary façade of dwelling units by a minimum of 5 feet.
9. Exterior building finishes shall be similar to existing buildings in the surrounding neighborhood. Vinyl siding is not an allowed finish material; metal siding is discouraged, except as an architectural accent. Allowed materials include:
  - o Wood siding or shingle;
  - o Cementitious wood products;
  - o Brick, stone and artificial stone.
10. Design elements that are representative of the surrounding residential neighborhood context are encouraged, although literal repetition of historic styles is not required or expected.
11. Landscape materials shall be consistent with palette of the Ashland bioregion. Native plants and drought-tolerant, non-invasive plantings are strongly encouraged.



Significant paths should be differentiated with improved paving, to assist with wayfinding. Below: an alley on the Penn State campus is a central area where students cross paths throughout the day.



### **Sustainability Guidelines**

Additional guidelines relating to Sustainability best practices – including materials and orientation – are described in the Sustainability section.

### **Open Space Guidelines**

These guidelines are intended to improve the quality of outdoor spaces on the campus and create a consistent visual look for the campus.

1. The hierarchy of paths on campus should be clarified through the use of design elements that help distinguish between the major paths through the campus and secondary paths. Path width, materials and furnishings should help signify the most important paths on campus. In particular, the main circulation spine through the campus should be upgraded to serve as a major wayfinding element through the campus.
- Two different types of paving materials may be used for primary paths; one for the portions of the pathway that are primarily for circulation, and a different, accent material to mark prominent crossings or activity nodes. Unpaved, frequently used pedestrian routes, commonly referred to as 'cow paths' or 'desire lines' should be paved with a more durable solid or semi-permeable material to decrease erosion and improve pedestrian safety.
2. The south-facing entry areas at major campus buildings should be enhanced as activity nodes within the campus structure. Seating, tables and similar amenities should be provided to encourage use of these spaces for meeting, group study and actively programmed uses. Primary activity nodes for larger spaces should also include some of the following additional amenities:
  - A variety of seating types, including benches, retaining or seat walls, and building ledges
  - Special paving materials and/or patterns
  - Planters for trees and landscape plantings
  - A mixture of sun and shade exposure
  - Protection from wind by buildings or other screening structures, such as pergolas or trellises
  - Outdoor eating areas
  - Water features
  - Public art
  - Terraced levels in areas with significant slopes
3. A campus standard for furnishings should be adopted and used consistently across campus open spaces. A common palette of materials should be utilized for these elements, to create a recognizable look for the campus, and ensure that furnishings have a durable and timeless design. Campus site furnishings standards should address the following elements:
  - Benches
  - Tables and chairs
  - Exterior lighting fixtures and lamp types
  - Trash and recycling receptacles
  - Handrails and guardrails
  - Bicycle racks



*Integrated seating create a comfortable place for individuals and small groups to gather.*



*A full inventory of existing trees will help with long-term landscape management.*



A fully developed and well-maintained garden program can offer numerous benefits, as a working learning experience, as an Interpretive element to educate visitors and as an amenity for campus residents. Like the ECOS garden at SOU [above] these programs provide outreach to the larger community.

Example: the Farm and Garden project at UC Santa Cruz is the backbone of an agro-ecology program. It is a major part of the Environmental Studies curriculum and a campus amenity. The Alan Chadwick Garden [below] in particular is maintained to be attractive and welcoming to campus visitors.



- Bollards and other traffic-control devices
- Bus and pedestrian shelters
- Tree grates
- Skateboard deterrents

**Landscape Standards**

**Trees**

New tree plantings should be selected from the many species that will thrive in the Ashland micro-climate, with careful consideration given to drought tolerance and disease resistance. Annual rainfall is significantly lower and summer temperatures higher than most of Western Oregon, and choosing appropriate, water conserving plant materials will become more important as population increases in the Rogue Valley. Consultation with the campus grounds and maintenance staff is recommended when specifying new trees so that the existing diversity of tree species on campus is maintained. When designing new landscapes adjacent to campus boundaries, the City of Ashland Recommended Street Tree Guide should be consulted. The City Guide contains requirements that may apply to campus grounds when public rights of way are involved, and the comprehensive lists of trees for a variety of special conditions can also be applied to interior campus landscapes.

**Shrubs and Understory Plantings**

As aging, overgrown shrub and understory plantings are removed, they should be replaced with materials selected for drought tolerance, ease of long-term maintenance, and pedestrian safety. Planting locally available native and adapted species will help meet the University's sustainable development goals for landscape management. Implementation of the Xeriscape Master Plan recently developed by capstone students in the Environmental Studies program should be strongly considered where appropriate to convert turf areas and older shrub plantings to water-saving landscape materials. Use of water-loving plants such as exotic shrubs and flowering annuals should be limited to concentrated areas near campus gateways and significant building entries.

**Irrigation**

As the University continues to replace outdated and inefficient components of the campus irrigation system, a comprehensive long-term plan for minimizing landscape water consumption should be developed. Utilizing emerging technologies in low-volume irrigation design and regulating consumption with automated weather monitoring can help reduce irrigation demands. Reducing large lawn areas wherever possible will help decrease the reliance on the Talent Irrigation District water supply, which is seasonal and highly variable. An open dialogue between Facilities staff, the SOU Sustainability Council, and interested student groups can help move the campus towards a more integrated strategy for saving water in the landscape.

### **Community and Educational Gardens**

Existing and future gardens for teaching and for production of food by campus residents – like the ECOS Community Garden off Mountain Avenue – is encouraged. The gardens should be developed and maintained to be neat and welcoming, and should include interpretive information to inform students and campus visitors about the benefits of organic practices, water saving strategies and other best practices demonstrated by the garden.

### **Parking Lots**

Parking lots shall include safe, dedicated pedestrian paths and trees at a spacing consistent with the City's Site Design and Use Standards:

#### *"II-D-3 Landscape Standards*

1. *Parking lot landscaping shall consist of a minimum of 7% of the total parking area plus a ratio of 1 tree for each 7 parking spaces to create a canopy effect."*

To the greatest degree feasible, parking lots shall be designed to include localized stormwater treatment and infiltration facilities. Whenever possible, these stormwater treatment facilities should be above-ground structures that incorporate appropriate plantings for pre-treatment and filtering of particulates and pollutants.

### **Signage**

#### **Monument Signs**

At the gateways to campus, the primary entry and directional signs should be consistent in scale and materials. The base or backdrop for these monument signs should be constructed of durable materials, selected for compatibility with existing campus architecture. The preferred composition shall include natural stone, concrete, or masonry bases sited to blend with the natural topography. Earthen berms may be used to blend the sign base into the natural grade where adjacent slopes warrant their use.

Signs shall consist of raised metal letters, painted metal panels, sand-blasted or carved stone or concrete, or other durable, natural material. Landscape plantings of trees, low to moderate height shrubs, and ground cover may be used to accent the composition where appropriate. Lighting shall be designed to prominently illuminate and accent the sign panel so it can be easily seen by motorists and pedestrians. The use of wood, stucco, or interior-lit plastic signs is strongly discouraged.

#### **General Signage**

The University and City of Ashland have developed a Sign Program, which guides the placement and design of signs on campus. That program will be maintained and updated as needed to accommodate new signage needs, with appropriate standards for signs directed to the pedestrian and the vehicle driver. When consistent with the Sign Program and this Master Plan, signage may be approved via the City's permitting process rather than a conditional use process.



*Parking lots should be developed with dedicated walkways, trees to provide shading, and stormwater management facilities to treat and infiltrate run-off water.*



*Signage and furnishings can be blended, to create a strong design element that helps blend the landscape and buildings.*

Campus signs will be designed to provide a recognizable and consistent look to the campus. The University anticipates development of a changeable message sign for athletic events at McNeal Pavilion, to be located near Wightman and Siskiyou Boulevards. Inconsistent existing signage will be brought into compliance with standards when affected by work in their vicinity.

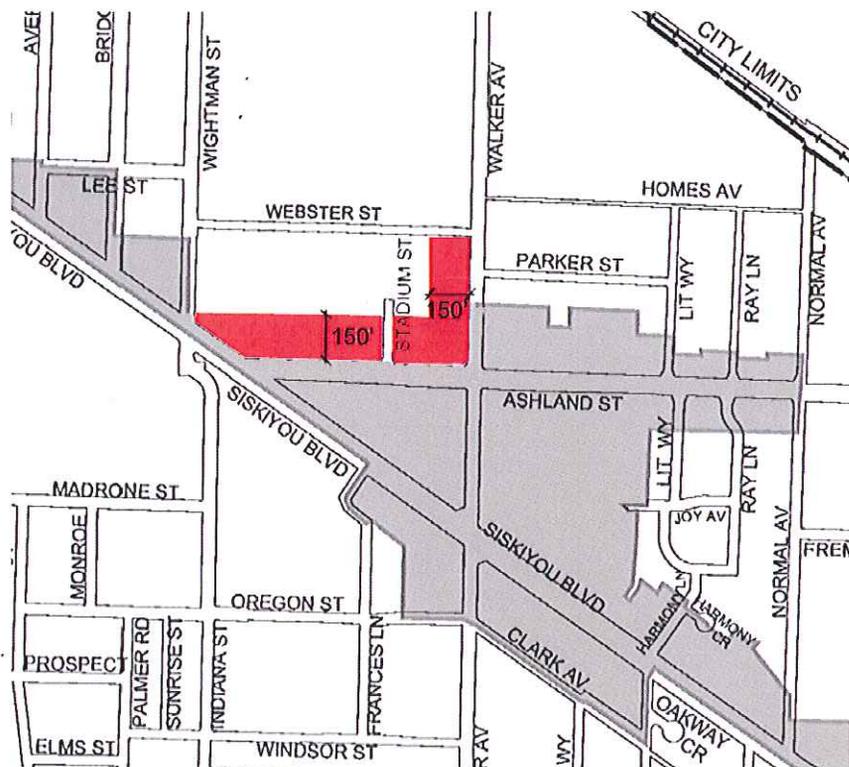
**Urban Design Guidelines for University District Development**

The University District is intended to be a walkable neighborhood, serving the campus and the surrounding neighborhood with services and gathering places. Development in this area should be designed to support pedestrian activity. The following areas designated for new development shall be subject to Ashland's approval standards for development within the Detail Site Review Zone [II-C-2], including those additional standards for Large Scale Projects [II-C-3]. [See map below. The design standards are in Appendix 5];

- Along Ashland Street between Walker Avenue and Wightman Street within 150 feet of the near edge of the Ashland Street right-of-way
- Along Walker Avenue between Ashland and Webster Streets, within 150 feet of the near edge of the Walker Avenue right-of-way.

The following specific provision of the above-referenced standards shall not apply to the University:

- II-C-2a) Orientation and Scale #1 - Maximum Floor Area Ratio [FAR]



Campus area where Detail Site Review applies. Detail Site Review Zone: Siskiyou Boulevard, Ashland Street and Walker Avenue



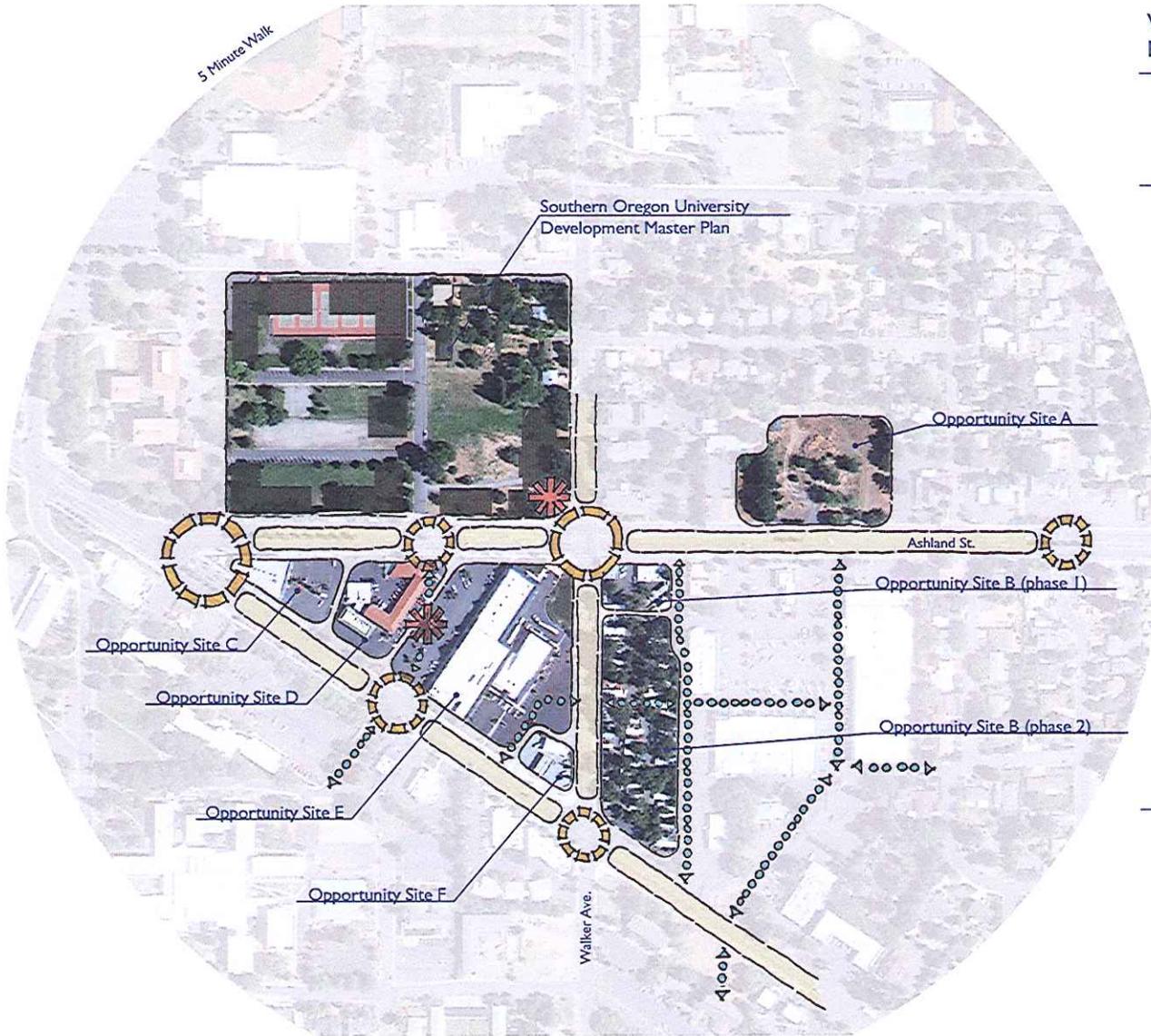
*Potential to become a university district neighborhood hub.*

City of Ashland  
**TSP Update**

Walker Avenue and Ashland Street  
Pedestrian Place



March 2011



## Walker Avenue and Ashland Street Pedestrian Place Neighborhood Development and Circulation Opportunities

### *Vision Statement:*

Potential to become a university district neighborhood hub. New development and streetscape changes will tie the north and south areas of the SOU campus together with places for people to gather, shop, live, and work.

### *Short Term Opportunity Sites:*

#### Opportunity Site A

- Privately owned vacant property.
- Could provide neighborhood-scale employment and affordable housing choices.

#### Opportunity Site B (potential phase development)

- Phase 1: Could provide additional commercial mixed-use development.
- Phase 2: Could retain and intensify affordable housing choices.

### *Long Term Opportunity Sites:*

#### Opportunity Sites C, D, E & F

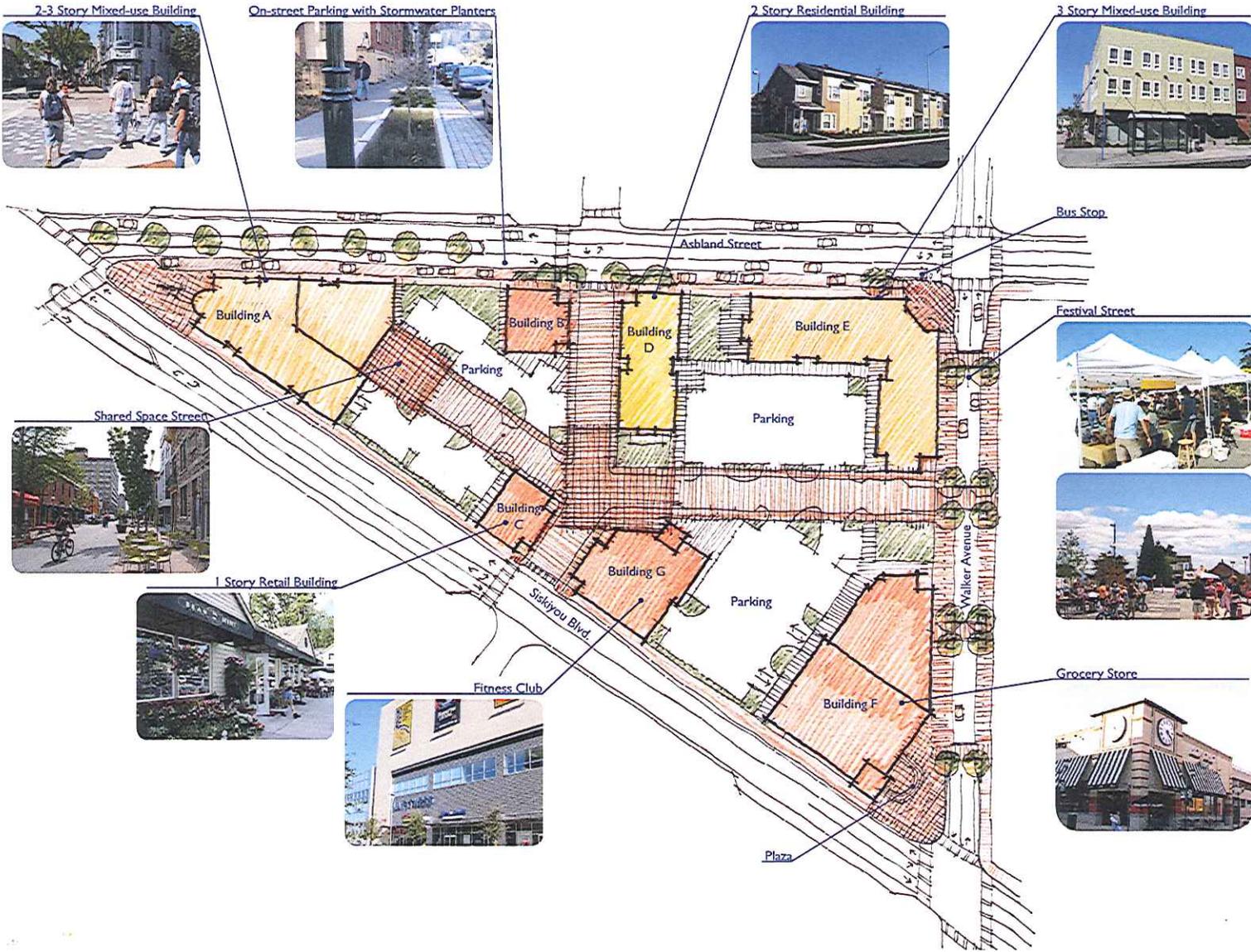
- Grocery, retail, restaurants, and a fitness center are a great mix of places to support the campus needs, but these existing uses lack connectivity and a cohesive site plan.
- Redevelopment over time could improve streetscape, pedestrian-scale design, create gathering places, and provide more retail entertainment uses.

#### Southern Oregon University Development Master Plan

- Explore opportunities to integrate pedestrian place features into future university development.

### *Legend*

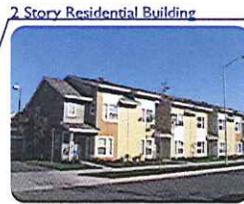
- Priority Streetscape Improvements
- Opportunities for Future Connections
- Gathering Place
- Pedestrian Crossing Enhancements
- Planned SOU Master plan



2-3 Story Mixed-use Building



On-street Parking with Stormwater Planters



2 Story Residential Building



3 Story Mixed-use Building

Bus Stop



Festival Street



Grocery Store



Grocery Store



Plaza



Shared Space Street



1 Story Retail Building



Fitness Club

## Long Term Concept Plan Development Summary

- Building A: 2-3 Story Mixed-use
- 7 shops
  - 30 apartments

- Building B: 1 Story Retail
- 1-2 shops

- Building C: 1 Story Retail
- 1-2 shops

- Building D: 2 Story Residential
- 16 apartments

- Building E: 3 Story Mixed-use
- 6 shops
  - 34 apartments

- Building F: 1-2 Story Grocery Store
- 20,000-30,000 sf.

- Building G: 2 Story Fitness Club
- 8,000 sf.

- Parking:
- Reduced parking ratios.

FAR= 0.59:1

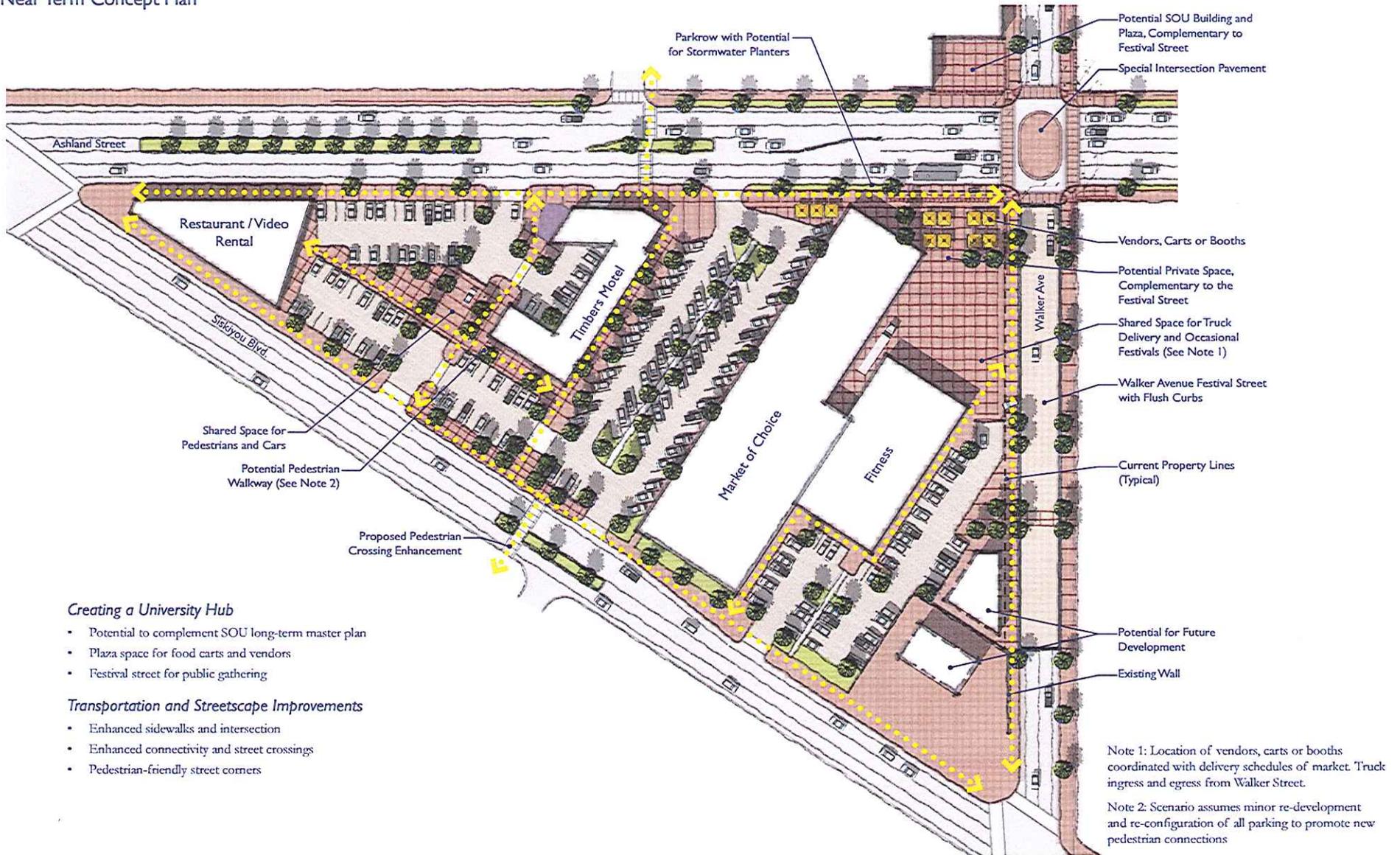
### Creating a University Hub

- Multiple, affordable housing choices and locations not currently available
- New retail, grocery and entertainment uses
- Potential to complement SOU long-term master plan
- Festival street for public gathering

### Transportation and Streetscape Improvements

- Enhanced sidewalks and intersection
- Enhanced connectivity and street crossings
- Transit-supportive densities for frequent service
- Reduced parking areas
- Pedestrian-friendly building design

## Near Term Concept Plan



### Creating a University Hub

- Potential to complement SOU long-term master plan
- Plaza space for food carts and vendors
- Festival street for public gathering

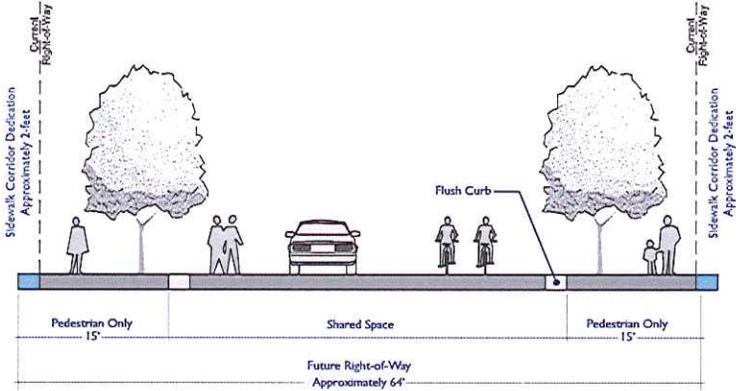
### Transportation and Streetscape Improvements

- Enhanced sidewalks and intersection
- Enhanced connectivity and street crossings
- Pedestrian-friendly street corners

Note 1: Location of vendors, carts or booths coordinated with delivery schedules of market. Truck ingress and egress from Walker Street.

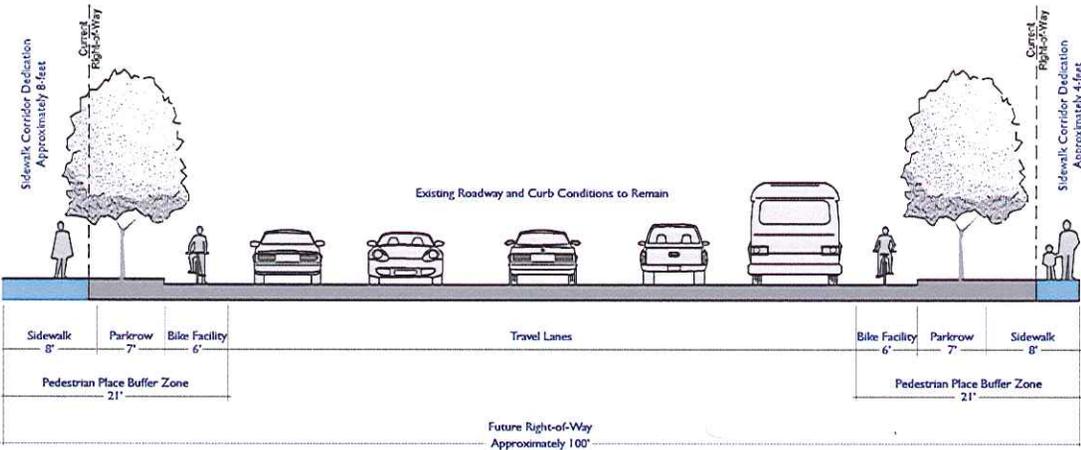
Note 2: Scenario assumes minor re-development and re-configuration of all parking to promote new pedestrian connections

Festival Street and Intersection Design Features

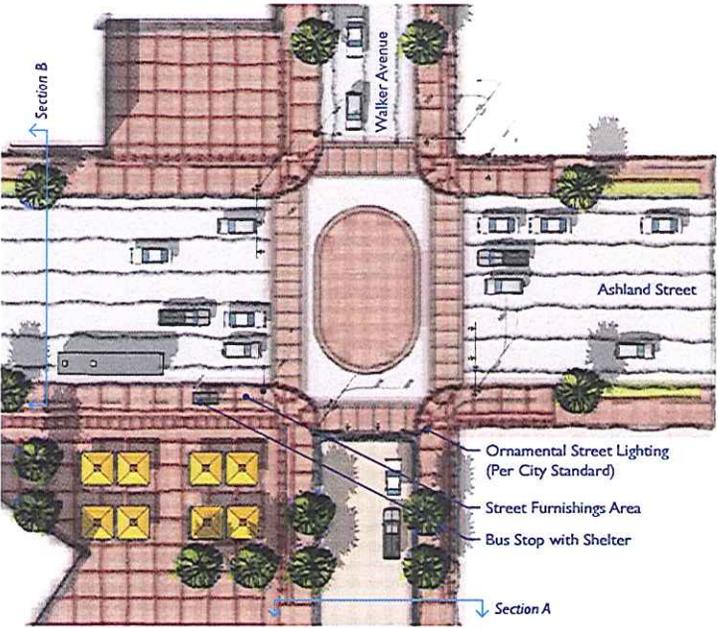


Festival Street

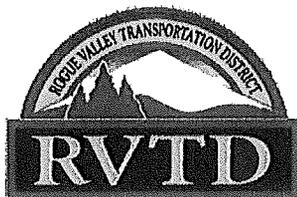
Walker Avenue Future Improvements  
Section A – Looking South



Ashland Street Future Improvements  
Section B – Looking West



Pedestrian Place Streetscape Features



## Rogue Valley Transportation District

From the Desk of Paige Townsend, Senior Planner

3200 Crater Lake Avenue • Medford, Oregon 97504-9075

Phone (541) 608-2429 • Fax (541) 773-2877

Visit our website at: [www.rvtd.org](http://www.rvtd.org)

December 2, 2011

Pam Marsh, Chair

Ashland Planning Commission,

RECEIVED

DEC 05 2011

City of Ashland

RE: SOU Webster Housing, *Action 2001-01576*

Thank you for this opportunity to provide Agency Comment on the SOU Webster Student Housing Development permit application. The application intends to add 30% more residential facilities at SOU for a population that is often considered 'auto-transportation disadvantaged' and thereby being on the cutting edge of using other forms of transportation. Students who live in residence halls are in many ways 'under the wing' of the University and with transportation being a critical aspect of everyday life it should be considered a partial responsibility of the University. To this end, RVTD is requesting that the Webster Housing application's approval have conditions that address basic transportation needs.

First and foremost, RVTD is requesting that the Webster Housing complex occupants receive transit subsidies by way of a bus pass program. Transit subsidies for all students, faculty and staff are identified as TDM strategies in the SOU Master Plan, in the Webster Housing Development permit application and in the City of Ashland's TSP currently underway. It is RVTD's interest to equip *all* SOU users with a bus pass however this request is specifically focused on the Webster Housing complex occupants. By listing transit subsidies as a condition for approval on this permit application, the Webster Housing complex will have a perpetual transit subsidy program in place that will not be affected by the variability of a campus-wide program. It would ensure that approximately 10% of SOU students would have fare-less access to the transit system making it an attractive transportation choice.

Despite what the application report states on page 60, SOU does not have an 'effective TDM Program' in place and it 'needs to be enhanced with additional strategies' to become more effective. To ensure environmentally friendly transportation options are well known to the students RVTD would also like to

see that a student-resident orientation include a paper and web-based description detailing transportation facilities and a map. Additionally, a simple tour of the housing development's bicycle facilities and a visit to the nearest bus stop will go a long way to help orient new students to the options they have available to them. Residents should be offered individualized trip planning assistance by resident assistants with support from the SOU Commuter Resource Center. These are all strategies identified in the application that should be adopted as permanent programs.

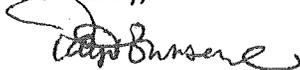
An additional strategy to encourage non-auto transportation is to un-bundle the cost of parking from the resident hall units. Essentially, students who do not own a car and utilize a parking space would pay less for their Webster unit than those who do. A smart complement to this strategy is to also provide a carshare program so that students can pay for and have access to a car only when they need it. This will likely require some study by SOU before implementing and with the foreseeable addition of new buildings on this property it would help to facilitate more efficient land use in Ashland.

These strategies will likely have indirect benefits by helping to achieve LEED certification which considers "easy accessibility to multiple modes of environmentally friendly transportation options." Additionally, families who research Universities will view these amenities as mutual benefits that are on the long list of reasons to attend SOU and live on campus.

#### **Pedestrian and Bicycle Facilities**

The Webster Housing permit application includes several recommendations on how to improve bicycle and pedestrian facilities to and from the new housing complex. The report states that adequate pedestrian crossing amenities are available and that adequate bicycle parking is already on campus and therefore the applicant does not need to provide more. We strongly disagree and want to encourage the city to ensure that not only will pedestrian, bicycling and skateboarding be encouraged, easy to navigate and feasible but that it will be *safe*. RVTD would like to see conditions for facility improvements as part of this application approval. The City has identified specific improvements to be made and RVTD supports their recommendations.

Sincerely,



Paige Townsend, Senior Planner

RECEIVED

DEC 05 2011

City of Ashland

# Memo to File

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DATE: December 2, 2011  
TO: Derek Severson  
FROM: Margueritte Hickman, DC/Fire Marshal  
RE: SOU – 1554 Webster – PL-2011-01091

Please include conditions on the Planning Action that will address the following fire code needs:

1. Provide turning radius on each driveway as required by the aerial apparatus.
2. Provide a site plan that includes building footprints of the new buildings and Greensprings, fire access routes, existing and proposed hydrants, FDC's, grades and side slopes on access routes. Additional access and hydrants may be required.
3. Identify location that will be used for semi loading and unloading and demonstrate that it will not block fire apparatus access.
4. Fire apparatus access is hatched in some areas, but it doesn't connect from the south side of the building to the west side. Fire apparatus access for the aerial is required to connect all the way through.
5. Ladder truck drawings as related to access have not been approved. Until these are completed, the location of the aerial access driveways in relation to the building cannot be approved as close enough to the buildings for fire apparatus access.
6. Greensprings residence hall access is modified and is reduced from what was previously available. The removal of the parking lot on the west side of Greensprings has eliminated fire access to the FDC's for Greensprings. Access is required to be maintained at least at the same or better than it was prior to this project.
7. Ashland Fire & Rescue recommends that Firewise Landscaping be implemented on this project.

---

## ASHLAND FIRE & RESCUE

455 Siskiyou Boulevard  
Ashland, OR 97520  
(541) 482-2770 • Fax (541) 488-5318  
TTY: 800-735-2900



## GENERAL

### 2-4. LOAD CHART INFORMATION

#### 75 FOOT AERIAL LADDER

THE FOLLOWING CAPABILITIES SHALL BE BASED UPON CONTINUOUS 360° ROTATION AND AERIAL AT FULL EXTENSION

50 MPH WIND CONDITIONS/WATERWAY DRY								
DEGREE OF ELEVATION	-5 to 10	10 to 20	20 to 30	30 to 40	40 to 50	50 to 60	60 to 70	70 to 75
EGRESS	500	500	500	500	500	500	500	500
FLY	-	-	-	-	250	500	750	1000
MID	-	-	250	500	500	750	1000	1000
BASE	-	250	500	500	750	1000	1000	1000
50 MPH WIND CONDITIONS/WATERWAY WET								
DEGREE OF ELEVATION	-5 to 10	10 to 20	20 to 30	30 to 40	40 to 50	50 to 60	60 to 70	70 to 75
EGRESS	500	500	500	500	500	500	500	500
FLY	-	-	-	-	250	250	500	750
MID	-	-	-	250	250	500	750	1000
BASE	-	-	250	500	500	750	1000	1000

STABILIZERS ARE FULLY EXTENDED AND SUPPORTED ON FIRM GROUND.

REAR OF APPARATUS TO BE FULLY SUPPORTED BY THE STABILIZER SYSTEM & INSTALL WHEEL CHOCKS.

A.) FULL LOAD CAPACITY FROM 0° TO 3 ½° SIDE SLOPE OF THE APPARATUS;

B.) 3 ½° TO 5 ½° SIDE SLOPE OF THE APPARATUS - REDUCE LOAD CAPACITY BY 50%;

C.) OVER 5 ½° SIDE SLOPE - REPOSITION THE APPARATUS.

A.) FULL LOAD CAPACITY FROM 0° TO 5 ½° GRADE OF THE APPARATUS;

B.) 5 ½° TO 6 ½° GRADE OF THE APPARATUS - REDUCE LOAD CAPACITY BY 50%;

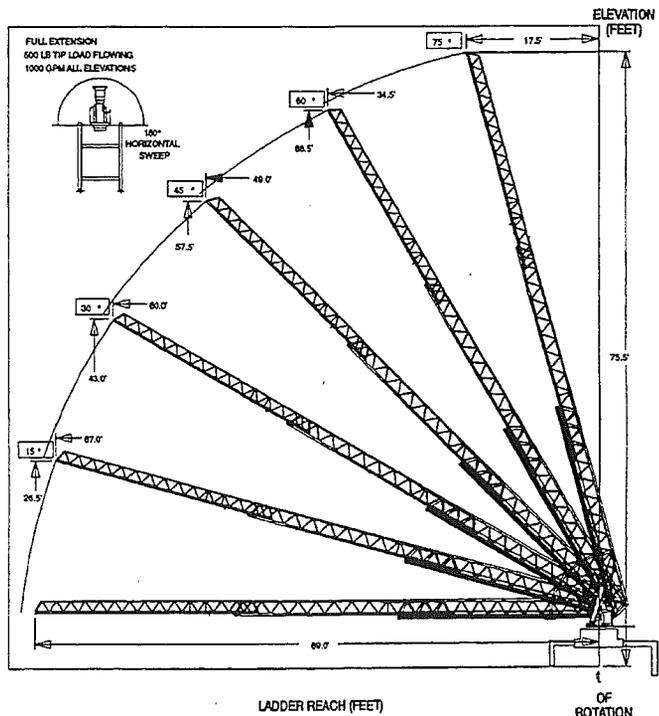
C.) OVER 6 ½° GRADE - REPOSITION THE APPARATUS.

STRUCTURAL AND STABILITY LIMITATIONS GOVERN LOAD CHART CAPACITIES.

FOR ICING CONDITIONS, REFER TO SEPARATE CHARTS LOCATED IN THIS MANUAL.

READ AND FULLY UNDERSTAND THE OPERATOR'S MANUAL BEFORE OPERATING THE APPARATUS.

DO NOT ATTEMPT TO OPERATE THE AERIAL APPARATUS UNLESS YOU HAVE HAD PROPER TRAINING.



AERIAL ELEVATION	GPM	NOZZLE POSITION
-5° to 75°	1000 GPM	UNLIMITED NOZZLE POSITION

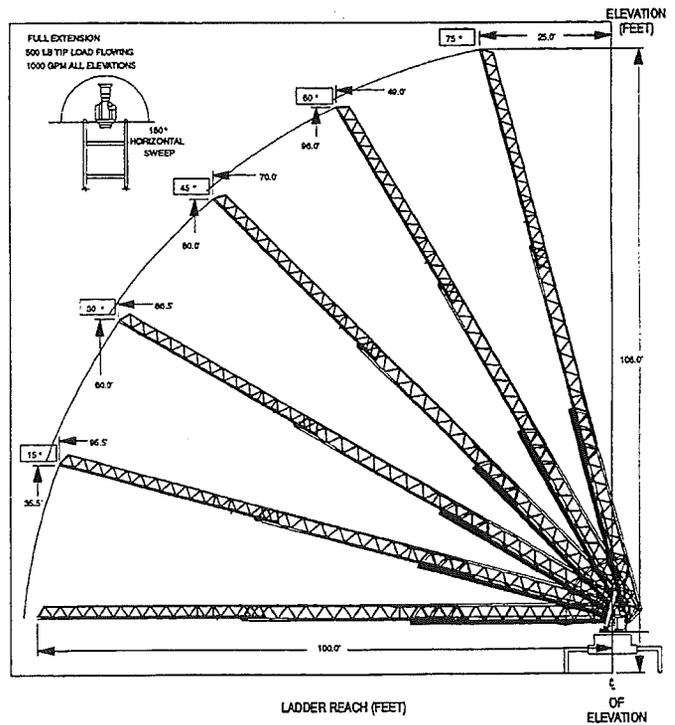
**GENERAL**

**105 FOOT AERIAL LADDER (500 LB tip load capacity)**

**THE FOLLOWING CAPABILITIES SHALL BE BASED UPON CONTINUOUS 360° ROTATION AND AERIAL AT FULL EXTENSION**

50 MPH WIND CONDITIONS/WATERWAY DRY								
DEGREE OF ELEVATION	-5 to 10	10 to 20	20 to 30	30 to 40	40 to 50	50 to 60	60 to 70	70 to 75
EGRESS	500	500	500	500	500	500	500	500
FLY	-	-	-	-	250	250	750	1000
UPPER MID	-	-	-	250	250	500	1000	1000
LOWER MID	-	-	250	250	500	750	1000	1000
BASE	-	250	250	500	750	1000	1000	1000
50 MPH WIND CONDITIONS/WATERWAY WET								
DEGREE OF ELEVATION	-5 to 10	10 to 20	20 to 30	30 to 40	40 to 50	50 to 60	60 to 70	70 to 75
EGRESS	500	500	500	500	500	500	500	500
FLY	-	-	-	-	-	250	500	750
UPPER MID	-	-	-	-	250	500	750	1000
LOWER MID	-	-	-	250	500	750	1000	1000
BASE	-	-	250	500	750	1000	1000	1000

1. STABILIZERS ARE FULLY EXTENDED AND SUPPORTED ON FIRM GROUND.
2. REAR OF APPARATUS TO BE FULLY SUPPORTED BY THE STABILIZER SYSTEM & INSTALL WHEEL CHOCKS.
3. A.) FULL LOAD CAPACITY FROM 0° TO 3 ½° SIDE SLOPE OF THE APPARATUS;  
B.) 3 ½° TO 5 ½° SIDE SLOPE OF THE APPARATUS - REDUCE LOAD CAPACITY BY 50%;  
C.) OVER 5 ½° SIDE SLOPE – REPOSITION THE APPARATUS.
4. A.) FULL LOAD CAPACITY FROM 0° TO 5 ½° GRADE OF THE APPARATUS;  
B.) 5 ½° TO 6 ½° GRADE OF THE APPARATUS - REDUCE LOAD CAPACITY BY 50%;  
C.) OVER 6 ½° GRADE - REPOSITION THE APPARATUS.
5. STRUCTURAL AND STABILITY LIMITATIONS GOVERN LOAD CHART CAPACITIES.
6. FOR ICING CONDITIONS, REFER TO SEPARATE CHARTS LOCATED IN THIS MANUAL.
7. READ AND FULLY UNDERSTAND THE OPERATOR'S MANUAL BEFORE OPERATING THE APPARATUS.
8. DO NOT ATTEMPT TO OPERATE THE AERIAL APPARATUS UNLESS YOU HAVE HAD PROPER TRAINING.



AERIAL ELEVATION	GPM	NOZZLE POSITION
-5° to 75°	1000 GPM	UNLIMITED NOZZLE POSITION

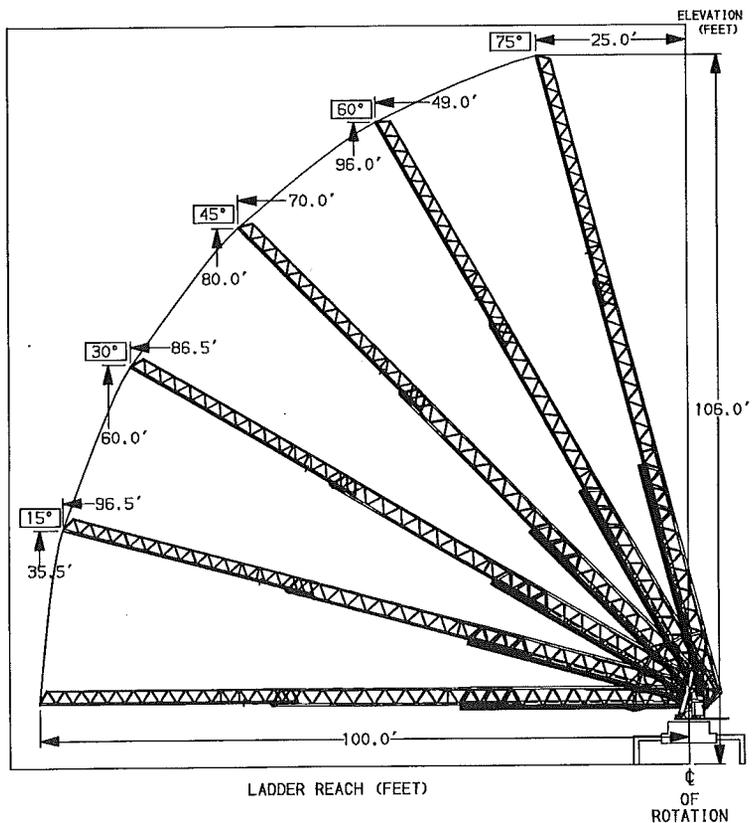
## GENERAL

### 105 FOOT AERIAL LADDER (750 LB tip load capacity) - LADDERS WITHOUT WATERWAY

THE FOLLOWING CAPABILITIES SHALL BE BASED UPON CONTINUOUS 360° ROTATION AND AERIAL AT FULL EXTENSION

50 MPH WIND CONDITIONS								
DEGREE OF ELEVATION	-5 to 10	10 to 20	20 to 30	30 to 40	40 to 50	50 to 60	60 to 70	70 to 75
EGRESS	750	750	750	750	750	750	750	750
FLY	-	-	-	-	-	-	250	750
UPPER MID	-	-	-	-	250	250	500	750
LOWER MID	-	-	-	250	250	500	1000	1000
BASE	-	-	250	250	250	750	1000	1000

1. STABILIZERS ARE FULLY EXTENDED AND SUPPORTED ON FIRM GROUND.
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 B.) 3 ½° TO 5 ½° SIDE SLOPE OF THE APPARATUS - REDUCE LOAD CAPACITY BY 50%;  
 C.) OVER 5 ½° SIDE SLOPE - REPOSITION THE APPARATUS.
4. A.) FULL LOAD CAPACITY FROM 0° TO 5 ½° GRADE OF THE APPARATUS;  
 B.) 5 ½° TO 6 ½° GRADE OF THE APPARATUS - REDUCE LOAD CAPACITY BY 50%;  
 C.) OVER 6 ½° GRADE - REPOSITION THE APPARATUS.
5. STRUCTURAL AND STABILITY LIMITATIONS GOVERN LOAD CHART CAPACITIES.
6. FOR ICING CONDITIONS, REFER TO SEPARATE CHARTS LOCATED IN THIS MANUAL.
7. READ AND FULLY UNDERSTAND THE OPERATOR'S MANUAL BEFORE OPERATING THE APPARATUS.
8. DO NOT ATTEMPT TO OPERATE THE AERIAL APPARATUS UNLESS YOU HAVE HAD PROPER TRAINING.



**GENERAL**

**105 FOOT AERIAL LADDER (750 LB tip load capacity) - LADDERS WITH WATERWAY**

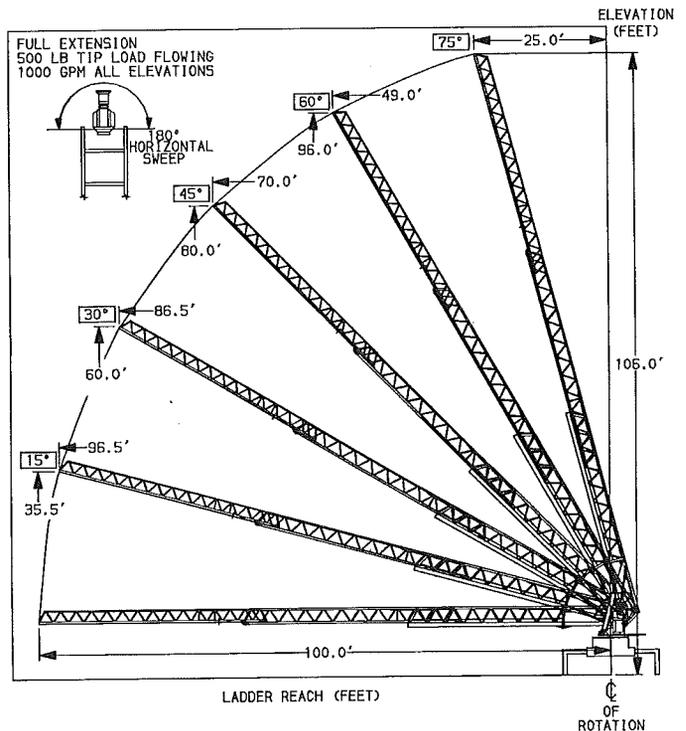
**THE FOLLOWING CAPABILITIES SHALL BE BASED UPON CONTINUOUS 360° ROTATION AND AERIAL AT FULL EXTENSION**

50 MPH WIND CONDITIONS/WATERWAY DRY								
DEGREE OF ELEVATION	-5 to 10	10 to 20	20 to 30	30 to 40	40 to 50	50 to 60	60 to 70	70 to 75
EGRESS	750	750	750	750	750	750	750	750
FLY	-	-	-	-	-	-	250	750
UPPER MID	-	-	-	-	250	250	500	750
LOWER MID	-	-	-	250	250	500	1000	1000
BASE	-	-	250	250	250	750	1000	1000

50 MPH WIND CONDITIONS/WATERWAY CHARGED								
DEGREE OF ELEVATION	-5 to 10	10 to 20	20 to 30	30 to 40	40 to 50	50 to 60	60 to 70	70 to 75
EGRESS	500	500	500	500	500	500	500	500
FLY	-	-	-	-	-	250	500	750
UPPER MID	-	-	-	-	250	500	750	1000
LOWER MID	-	-	-	250	500	750	1000	1000
BASE	-	-	250	500	750	1000	1000	1000

1. STABILIZERS ARE FULLY EXTENDED AND SUPPORTED ON FIRM GROUND.
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AERIAL ELEVATION	GPM	NOZZLE POSITION
-5° to 75°	1000 GPM	UNLIMITED NOZZLE POSITION



# Oregon

John A. Kitzhaber, MD, Governor

Department of Transportation

Rogue Valley Office

100 Antelope Rd

White City, OR 97503-1674

(541) 774-6299

FAX (541) 774-6349

December 1, 2011

City of Ashland Planning Department  
Attn: Derek Severson  
20 East Main St.  
Ashland, OR 97520

**Re: Site Approval for SOU Dining Hall (PA-2011-01576)**

Dear Mr. Severson,

Thank you for the opportunity to comment on the consideration of a request for site review approval to construct a new single-story dining hall near the intersection of Wightman and Stadium streets.

ODOT has reviewed the land use request and has determined this proposal will not adversely impact the state's transportation facility; therefore, the proposed land use action does not trigger ODOT's review under the Transportation Planning Rule (OAR 660-012-0000) or under the current Access Management Rule (OAR 734-051-0045). We have no further comments for this land use action.

As a recommendation, we do suggest the City of Ashland and Southern Oregon University update their current cross-walk lights to the newer, rectangular rapid flash beacon currently being utilized throughout the State. The use of the rectangular rapid flash beacon has demonstrated its effectiveness in pedestrian safety in those areas where there are conflicts with pedestrian and vehicular traffic.

Please enter this letter into the public record for the proposed project and send me a copy of the City's final decision. Please feel free to contact me at (541) 774-6399 if you have any additional comments or concerns.

Respectfully,

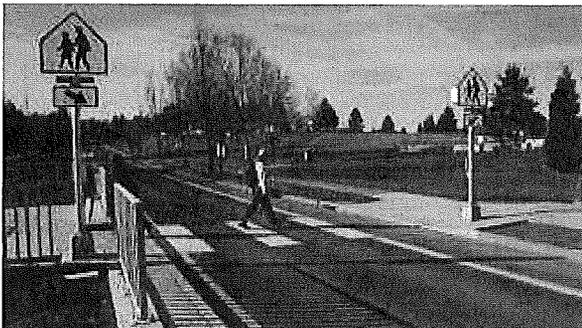
Ian K. Horlacher  
Development Review Planner

Cc: RVDRT



## Rectangular Rapid Flashing Beacon (RRFB)

The Rectangular Rapid Flashing Beacon or RRFB is a pedestrian activated flashing warning beacon used to supplement pedestrian or school crossing signs at uncontrolled crosswalks. FHWA Interim Approval dated July 16, 2008 should be consulted for implementation details. The RRFB has proven to be very effective in improving stopping compliance at uncontrolled and mid-block crosswalks. In Oregon, the convention is to not provide any indication to the pedestrian about the flasher status, so that the pedestrian responds to changes in traffic, not the flasher. The RRFB should be paired with the advance stop bar on multi-lane roadways. Effectiveness improves with installation of a flasher on at the edge of the roadway and in a median.



*Rapid rectangular flashing beacon*

## Two-Step Pedestrian Signal

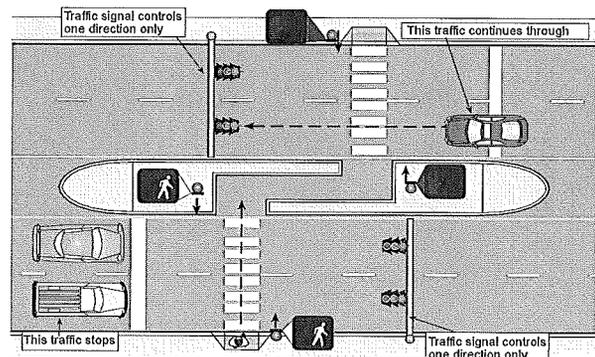
On busy roads, stopping all traffic long enough to let a pedestrian cross may cause undue delay if the pedestrian signal is activated frequently at peak periods. A two-step pedestrian signal minimizes delay to motor vehicle traffic while allowing pedestrians to cross conveniently. This requires a median refuge island to break the crossing into two distinct parts. Each signal is independently controlled – essentially creating two pedestrian signals across two one-way streets:

- Phase 1: pedestrian pushes button to stop traffic in one direction; traffic stops and

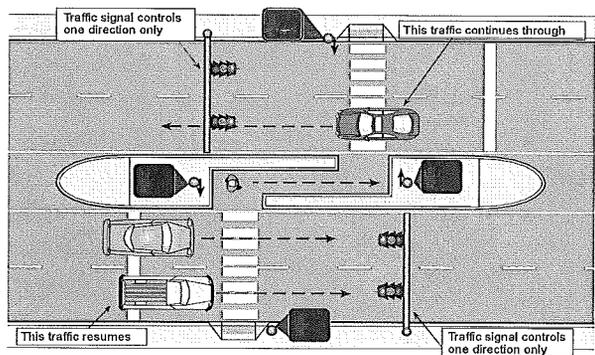
pedestrian crosses to median island; traffic in opposite direction is not stopped and continues to travel, uninterrupted.

- At the end of phase 1, traffic in the first direction resumes; pedestrian walks towards second crossing, which is offset to the right.
- Phase 2: pedestrian pushes button in island and stops traffic in other direction; when pedestrian has finished the second crossing, traffic resumes in the second direction.

Pedestrians must be made to walk against on-coming traffic, so they can see it hasn't stopped; pedestrians need to push the second button (a pedestrian push button on island is required). This offset also makes it possible to orient the pedestrian signals to just half the roadway, so pedestrians don't get a mixed message from a pedestrian head that is in their line of sight, but not intended for their half of the roadway.



*Figure 5-25: 2-step signal: pedestrian activates signal to stop near side traffic*



*Figure 5-26: 2-step signal: pedestrian proceeds to far side crossing facing traffic*

## Memorandum

---

DATE: December 1, 2011  
TO: Derek Severson  
FROM: Karl Johnson *KJ*  
RE: SOU Student Housing – Adequate Utility Availability

On Tuesday November 29<sup>th</sup>, the City of Ashland Engineering Department met with Scott Souders from ZCS Engineering Inc. to discuss what is currently shown on the civil design sheets of the proposed Student Housing plan set. During the discussion we were guaranteed that utilities that would need to be constructed to serve the housing project would be properly sized and all utility lines that must be reconstructed, due to current placement, would also be constructed in accordance with City of Ashland standards and needs. Currently the civil plans do not show all of the necessary information that we would normally see on civil plans, including pipe sizes, pipe profiles etc. This information will need to be included before any final sign off from the Engineering Department can occur and ZCS is aware of this and has stated that they will provide a schedule of when we can expect to receive plans that we will be able to review.

In a letter to ZCS Engineering Inc. dated September 12, 2011 I stated the following about the utilities in the area of the proposed SOU Student Housing project:

- **City of Ashland Water** – There is an 8-inch water main available Stadium Street and a 6-inch water main available in Webster Street.
- **City of Ashland Wastewater** – There is a 12-inch sanitary sewer main available in Wightman Street. There is also a 6-inch sanitary sewer main that is undersized for this project in Stadium Street.
- **City of Ashland Storm Sewer** – There is a 24-inch storm drain available in Webster Street.

The City of Ashland Engineering Department feels that the current water and storm drain systems will be adequate to serve the needs of what has been included in the preliminary design. ZCS has stated that they will provide storm water design calculations for the storm drainage system that will be constructed to serve the proposed buildings and parking lots.

The sanitary sewer system that will be used for the housing project is currently not of adequate size. SOU has already agreed to reconstruct this mainline and upgrade to an acceptable size to handle the increased flow and ZCS has already began a design of the new mainline placement, based on a meeting that occurred in the field a few months back. This design will also need to be reviewed and approved by the Engineering Department and it has been promised that it will be included in the overall civil design plans that will ultimately be provided.

The City of Ashland Engineering Department feels comfortable that all the necessary plans, designs and calculations will be provided for review and approval however, this will not occur before the Planning Commission meeting this month.



## Memorandum

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DATE: November 9, 2011  
TO: Derek Severson, Planning Department  
FROM: Karl Johnson   
RE: SOU Student Housing Development

Below are initial comments that the City of Ashland Engineering Department has for the SOU Student Housing Development submittals for the new dormitory buildings at 1554 Webster Street:

- **Traffic Impact Analysis**

- If it has been determined (page 22 of the Traffic Impact Analysis) that there is “a relatively high number of rear-end crashes over the five year period” and this crash rate is related to the crosswalk at this intersection, why wasn’t a potential solution to this problem proposed? With the increased number of students crossing the street, won’t this problem only get worse?
- Are the numbers presented in Table 3 (page 26) realistic due to the fact that there will be over 200 more students, but the table shows very few more trips generated? The students living in the existing Cascade Hall would only have a need to cross Siskiyou Boulevard to visit the few buildings on the north-side, while all of the students in the new dorms will need to cross Siskiyou Boulevard to access the entire rest of campus.
- How will there be a daily reduction of 575 daily trips to the south campus area (page 27) with the closure of Cascade Hall? The same number of students will need to access the buildings and classrooms on the south side of Siskiyou Boulevard and the automobile traffic that is using it will still be accessing this area the same way.
- Was data for any other times besides the typical a.m. and p.m. peak gathered? There are significant traffic issues, both pedestrian and vehicular, outside of these time frames.

- **Parking Demand/Ratio Analysis**

- Is it realistic that 700 students will only need 156 parking stalls (147 minus handicap accessible stalls)? Streets around the development will be inundated with cars as students will not want to walk the long distances to and from the dorms to their cars. Page 43 states the fact that students do not use lots now in the current layout due to inconvenience and the fact that on-street parking is free.

- **Pedestrian Safety Plan**

- With the addition of the potential 700 additional students that would cross at least twice per day, once to class and once back to the dorms, why were no alternatives given that would not use the existing crosswalks?
- The Pedestrian Safety Plan states (page 81-82) that the Wightman-Indiana Street/Siskiyou Boulevard intersection would operate acceptably with the addition of a 36



second “scramble” phase. This intersection currently has times during the day that traffic backs up on the westbound leg of Siskiyou Boulevard through the Siskiyou Boulevard/Ashland Street intersection. How would the addition of a 36 second “scramble” phase not affect both of these signals in a negative way? Will this 36 second phase run during every cycle of the traffic signal or will it be “intelligent” and only run when necessary?

- Would the addition of 9 seconds, to the traffic signal timing, too long? The current 3 second delay allows pedestrians to proceed into the street so that they are seen by drivers before traffic begins to move.

- **Development Plan Set**

- Does not appear that the right-of-way transfer, from the City of Ashland to SOU, of the southerly portion of Stadium Street, which was requested, is shown.
- Unable to determine whether all requested utility upgrades have been addressed without the inclusion of the civil design plan sheets so we cannot determine whether we have additional comments on these at this time.
- Engineering Department will need to receive and review the storm water report before comments can be made. The initial submittal showed multiple bioswales and other detention facilities while the new plan set shows none.



## SOU STUDENT HOUSING DEVELOPMENT

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Please click on the link below to be directed to the Applicant's submittal materials:

[www.ashland.or.us/1554Webster](http://www.ashland.or.us/1554Webster)

