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
MARCH 13, 2012
AGENDA

I. CALL TO ORDER

II. ANNOUNCEMENTS

III. CONSENT AGENDA

A. Approval of Minutes

1. February 14, 2012 Regular Meeting
2. February 28, 2012 Special Meeting

IV. PUBLIC FORUM

V. UNFINISHED BUSINESS

A. Council Memo – Pedestrian Places Re-Review

VI. PUBLIC HEARINGS

A. PLANNING ACTION: #2011-01523

DESCRIPTION: A proposal to revise the Historic District Design Standards found in Section IV of Ashland's Site Design and Use Standards. These standards are approval criteria for Site Review applications for multi-family residential, commercial and industrial applications in the four National Register-listed historic districts, as well as for exterior modifications requiring building permits on single family residential properties that are individually listed on the National Register of Historic Places. The proposed revisions are intended to bring the standards more into line with the Secretary of the Interior's Standards for Rehabilitation, and to provide greater internal consistency within the standards themselves. In conjunction with the revisions, supporting educational materials have been created to further explain and illustrate the standards with regard to specific topics including living with historic buildings, windows, exterior materials, additions, garages and outbuildings.

VII. 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
February 14, 2012

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:	Staff Present:
Michael Dawkins	Bill Molnar, Community Development Director
Richard Kaplan	Brandon Goldman, Senior Planner
Pam Marsh	April Lucas, Administrative Supervisor
Debbie Miller	
Melanie Mindlin	
Absent Members:	**Council Liaison:**
Eric Heesacker	Russ Silbiger, absent

ANNOUCEMENTS
Commissioner Marsh and Community Development Director Bill Molnar reviewed the Commission's upcoming meeting schedule. Commissioner Marsh suggested the Commission hold their annual retreat in May and asked the members to check their schedules. She also noted the vacancy on the Commission and encouraged interested citizens to submit applications to the Mayor's office.

CONSENT AGENDA
A. Approval of Minutes.
   1. January 10, 2012 Regular Meeting.
   2. January 24, 2012 Special Meeting.

Commissioners Dawkins/Mindlin m/s to approve the Consent Agenda. Voice Vote: all AYES. Motion passed 5-0.

PUBLIC FORUM
No one came forward to speak.

UNFINISHED BUSINESS
A. Approval of Findings for PA-2011-01699, 763 & 777 Jefferson Avenue (Brammo Motorsports)

Ex Parte Contact: Commissioner Mindlin stated at the Commission's Joint Meeting with the Transportation Commission, Zach Brombacher made a comment questioning why the Planning Commission would approve this application without first looking at the transportation issues on Washington Street. No ex parte contact was reported by Commissioners Dawkins, Kaplan, Miller or Marsh.

Commissioners Miller/Kaplan m/s to approve the Findings for PA-2011-01699. Voice Vote: all AYES. Motion passed 5-0.

Commissioner Marsh commented on the issue raised by Mindlin and clarified there was extensive consideration of the transportation network when the Brammo property was annexed into the City a few years ago. Mr. Molnar agreed with Commissioner Marsh and added there was also a limited traffic impact analysis submitted with this current application. He stated the street network has been evaluated and the biggest issue long term is whether future interchange improvements will restrict access in and out of Washington Street.

B. Pedestrian Places – *Continue Public Hearing to February 28, 2012.*

Commissioners Kaplan/Miller m/s to continue the public hearing to the February 28, 2012 Planning Commission meeting. Voice Vote: all AYES. Motion passed 5-0.

TYPE III PUBLIC HEARINGS

A. PLANNING ACTION: #2011-01731
DESCRIPTION: Amendments to the Ashland Land Use Ordinance (ALUO) including Chapters 18.08 [Definitions], 18.68 [General Regulations], 18.72 [Site Review], and Chapter 9.08 [Keeping of Animals]. The proposed amendments provide new standards to allow deer fencing, the keeping of chickens, rainwater harvesting, greater eave extensions, and the installation of solar panels within historic districts. The Planning Commission will review the ordinance amendments and make recommendations to the Ashland City Council.

Mr. Molnar stated this work is prompted by the Council Goal to promote sustainability and green building. He stated this is an opportunity to look at minor code revisions that provide incentives for more green development, and the changes put forward focus on energy efficiency, local food production, water conservation, and address some of the repeated questions staff receives from the public.

Staff Report

Senior Planner Brandon Goldman explained the proposed ordinances address solar energy systems, rain barrels, keeping of chickens, eave extensions and fencing; and provided a brief overview of each code section.

Solar Energy Systems

Mr. Goldman stated the proposed amendment would allow commercial and employment zoned properties in historic districts to install solar energy systems without having to obtain site review approval if the following three conditions are met: 1) the system is mounted parallel to the slope of the roof, 2) the footprint of the structure is not exceeded, and 3) the system does not extend above the peak height of the roof, is screened by existing parapets, or is otherwise not visible from the public right of way. Mr. Goldman noted the proposed amendment was taken before the Historic Commission for review and the Commission raised no objection.

Rain Barrels

Mr. Goldman stated this is another minor change that would allow homeowners to capture some of the stormwater runoff from their roofs. He explained this code amendment defines a rain barrel as *"a barrel with a capacity of 90-gallons or less used to collect and store rainwater runoff from rooftops via rain gutters for non-potable use"*. He added the 90-gallon definition comes from the building code, and clarified anything larger than 90-gallons is defined as a cistern in the building code and additional building code requirements apply. Mr. Goldman stated the code change allows rain barrels to be located within the property's side or rear yard, and requires property owners to make every attempt to place the rain barrels so that they are screened from view of adjacent properties and public streets.

Commissioner Mindlin questioned why the code amendment limits the size of the rain barrel to 90-gallons. Mr. Goldman stated this figure was included because anything larger than 90-gallons is considered a cistern and requires a building permit. Mindlin stated there are 350-gallon barrels that fit under the eaves, and if the intent is to keep barrels within a certain distance from the property line the language should clarify this and they should allow larger barrels. She also questioned staff's statement that permits are required for larger barrels.

Keeping of Chickens

Mr. Goldman stated this amendment aims to address local food production opportunities and provided a brief review of the current requirements for keeping chickens within the city limits. He stated the proposed amendments address the health and sanitation section of the code as well as accessory structures and buildings. Mr. Goldman reviewed the recommended changes for the two sections of the code:

- Health & Sanitation - AMC 9.08: 1) no more than five hens are permitted (no roosters), 2) chickens are kept for personal use (not commercial), 3) chicken slaughtering shall not be done outdoors, 4) chickens must be secured at all times (during the daytime in a chicken run or fenced yard, and within a coop at night), 5) feed is kept in rodent and raccoon proof

containers, and 6) manure not used for composting or fertilizing shall be stored in an enclosed container (not more than 20-gallons) until removed.

- Accessory Structures & Buildings – AMC 18.68.170: 1) shall be at least 20 feet away from any dwelling on an adjoining property, 2) shall be less than six feet in height, 3) chicken coops shall be less than 40 sq. ft. in area, and chicken run enclosures shall not exceed 100 sq. ft. in size, and 4) structures shall be screened from view of adjacent properties and the public right of way with a combination of fencing and/or landscaping.

Commissioner Dawkins questioned whether they should require chicken runs to be screened. Mr. Goldman stated this is how the ordinance is drafted but the Commission can recommend changes if they do not agree with this provision. He also clarified how the 6-foot maximum structure height is measured and suggestion was made to amend 18.68.140(C)2.b to read *"structures shall not exceed six feet in ~~total~~ height"*.

Commissioner Dawkins questioned the slaughtering provision that prohibits this from being done outdoors and stated not many people would want to do this inside. He added since they are limiting it to five chickens, he does not believe people will be doing a lot of slaughtering.

Commissioner Miller commented on the odor produced by manure and asked if homeowners can discard this material with the normal garbage pickup. Mr. Goldman stated he can look into whether Recology will pick up this material, and noted there is already a provision in the Nuisance Chapter regarding odors.

Eave Extensions
Mr. Goldman stated this is a simple change. He explained the current code allows eaves to encroach up to 18 inches, and the proposed change would allow eaves, awnings, and gutters to intrude up to 3 feet into required yards.

Fencing
Mr. Goldman stated the three main issues are fence heights, fencing materials, and deer fencing; and provided an overview of each area. He stated the current code language provides a clear definition of fence height, but this ordinance provides further clarification for fences that are on properties that are below street grade and fences on retaining walls. Regarding fencing materials, he stated the majority of the proposed security fencing language already exists in the code and this ordinance would just move it to the land use general regulations section. The one addition is the language that states on commercial, employment, and industrial properties such fencing shall not be visible from the right-of-way or with approval on properties deemed hazardous or in need of additional security. Mr. Goldman commented on the proposed deer fencing amendments and provided several photos of various deer fencing treatments being used throughout town. He stated staff is recommending property owners be allowed to build up to an 8 foot fence in front, side or rear yards, with 80% visibility through the open mesh deer fencing material. Additionally, any structural supports within 10 feet of a public right of way, other than an alley, cannot exceed 2 inches in width or depth. He clarified chain link fences are not permitted, and if propylene mesh is used there must be a tension line across the top.

Comment was made questioning the 2"x2" supports. Mr. Goldman stated 2"x2" posts are sufficient to keep deer out of a property and the smaller post size also addresses the opacity issue.

Dale Shostrom/1240 Tolman Creek/Stated he reviewed this item when it was presented to the Historic Commission and commented on his experience with deer fencing. He noted he performed a tour this morning and commented on the variety of materials he saw being used. He stated very often property owners are choosing to use very flimsy materials and supports and questioned if this is because people are unsure if the City will require them to take it down and therefore do not want to invest a lot of time or money. Mr. Shostrom provided several fencing samples for the Commission to view, including: rodent fencing, chicken fencing, welded wire mesh, horse fencing, field fencing, cattle fencing, and hog fencing. He commented on the size of the posts and stated he saw lots of different sizes and shapes when he conducted his tour. He questioned what the appropriate size should be, and noted from a distance you do not detect the fencing or mesh materials and only notice the posts. Mr. Shostrom stated the 2" verticals could be too limiting and recommended the opacity requirement be based on the entire structure. He provided several drawings that contained different fencing styles and post sizes but would still meet the 80% opacity intent. He added the code should be simple enough to allow some design flexibility for professionals, but also simple enough for homeowners to install a deer fence themselves.

Commissioner Marsh closed the public hearing at 8:20 p.m.

Commissioner Dawkins voiced concern with the aesthetics of some of the existing front yard deer fences. Commissioner Marsh agreed and stated she is not as concerned with side or rear yard fencing, but even a wonderfully designed front yard fence can have a big impact in the way the streetscape feels. She voiced her opinion that the code be more generous in rear and side yards, and more specific for front yards. Several suggestions were proposed by the commissioners, including: excluding arterials from the front yard fencing provision, encouraging compatibility between existing fences and the deer fencing, and prohibiting bird netting.

The Commission briefly discussed the 2"x2" post size limitation. Comment was made that this is not heavy enough and perhaps 4"x4" posts should be allowed. Commissioner Marsh commented that front yard fencing should be as inconspicuous as possible and suggesting limiting the post size to 2"x2" for front yards only.

Deliberations and Decision

Commissioner Marsh recommended the group worked through each issue one at a time.

- Solar Energy Systems: No concerns or objections were raised to the proposed code amendment.

- Fence Height: No concerns or objections were raised to the proposed code amendment.

- Fence Materials: Commissioner Marsh noted this is the relocation of existing language regarding security fencing. No concerns or objections were raised to the proposed code amendment.

- Keeping of Chickens: Commissioner Dawkins objected to the requirement for fencing or screening chickens from public view. Mr. Goldman stated staff's concern was making sure the structure is screened from view and stated this could be accomplished by using plants, vegetation, hedges, etc. Commissioner Mindlin stated she is not in favor of a screening requirement for side or rear yards but is unsure about front yards. Mr. Goldman noted the proposed ordinance already states that chicken coops and chicken runs shall be located within a side or rear yard only, and shall be at least 20 feet from dwellings on adjoining properties.

  Commissioner Dawkins recommended they delete 18.68.140(C)2.e, which states *"structures shall be screened from view of adjacent properties and the public right-of-way with a combination of fencing and/or landscaping to create an opaque screen.*" The Commission voiced support for removing this language from the proposed ordinance.

  Commissioner Dawkins also recommended they remove the slaughtering requirement (9.08.040(D)4.c). Comment was made that there is an existing process for people to report concerns under the nuisance ordinance. Dawkins stated the ordinance places a limit on the number of chickens a person can keep and most people will not slaughter more than one chicken at a time. The Commission voiced support for removing the slaughtering requirement from the proposed ordinance.

- Eave Extensions: No concerns or objections were raised to the proposed code amendment.

- Rain Barrels: Commissioner Mindlin stated she has a difference of opinion with staff that needs to be researched and stated she is resistant to making it more difficult to install a rain barrel than it is now. Mr. Goldman clarified under the current standards if someone proposed even a 50-gallon barrel attached to the wall in the side yard setback they would not be allowed to do so. Mindlin asked what would happen if the barrel was not in the side yard setback and staff clarified this provision would not apply and this requirement only addresses structures placed within the setback area. Mr. Molnar added the main question is how big of a structure is the Commission comfortable allowing in a setback area, and staff has proposed a 90-gallon limit. Mindlin noted there are larger water containers available that are specifically designed to fit within the intent of the language and questioned why they would want to prohibit them. Mr. Molnar noted the weight with larger containers can be an issue, especially if it is placed close to the foundation and not properly placed or secured. Mindlin stated she would like to obtain additional information on this subject and would like to hear from building staff and professionals that are working in the field regarding this issue.

Commissioner Marsh recommended they move forward and come back to this issue later. She stated approving this would allow people to do something that is currently prohibited, and the Commission can continue research on expanding the size of the containers. Mindlin suggested they more clearly define what the intent is, such as not more than (x) feet in height and not closer than (x) feet from the property line. Commissioner Marsh asked if the Commission was comfortable moving this amendment forward but including a recommendation that staff look into the capacity issue before this goes before Council for review. The Commission voiced support for forwarding this language to the Council and for staff to look into whether the size of the barrel can be expanded and still meet the intent of the amendment.

- Deer Fencing: Commissioner Marsh suggested increasing the deer fencing opacity requirement in front yards to 90% and removing the 2"x2" support requirement. Additional recommendation was made for the Commission to limit the mesh size and have a 2 inch minimum. Commissioner Miller suggested deer fencing in front yards should incorporate elements of the existing fence, and recommended an 85%-90% opacity requirement. The Commission continued their discussion and agreed that they are not concerned with rear or side yards. In regards to the compatibility recommendation, Mr. Goldman suggested including language that states "every effort be made to use compatible materials with the existing fence". Mr. Molnar clarified fence permits are a ministerial permit and stated judgment calls on a counter permit could be problematic and recommended against this. Commission Marsh suggested a handout be provided with the fence permit encouraging compatibility and the Commission voiced their support for this.

  The Commission continued their deliberations on deer fencing and recommendation was made to eliminate 18.68.010.D.3, which states "*deer fencing structural supports within 10 feet of a public right of way, other than an alley, shall not exceed 2 inches in width or depth"* and requiring a 85-90% opacity for front yard deer fencing. The Commission voiced their support for this change and including a recommendation for materials to be handed out at the counter that encourage design compatibility.

Commissioners Dawkins/Mindlin m/s to forward this item to the Council with the recommendations as discussed. Voice Vote: all AYES. Motion passed 5-0.

ADJOURNMENT
Meeting adjourned at 9:30 p.m.

Respectfully submitted,
April Lucas, Administrative Supervisor

CITY OF
ASHLAND

ASHLAND PLANNING COMMISSION
SPECIAL MEETING
MINUTES
February 28, 2012

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:	Staff Present:
Michael Dawkins	Bill Molnar, Community Development Director
Eric Heesacker	Maria Harris, Planning Manager
Richard Kaplan	Brandon Goldman, Senior Planner
Pam Marsh	April Lucas, Administrative Supervisor
Debbie Miller	
Melanie Mindlin	
Absent Members:	**Council Liaison:**
None	Dennis Slattery, absent

ANNOUCEMENTS
Commissioner Marsh reviewed the Commission's upcoming meeting schedule and announced Dennis Slattery is the Commission's new Council Liaison. She also noted that May 5 and May 19 have been proposed for the Commission's annual retreat and asked each member to check their schedules so that they can make a selection at their next meeting.

PUBLIC FORUM
No one came forward to speak.

UNFINISHED BUSINESS
A. Approval of Findings for PA-2011-01731, Green Codes Updates.
Commissioner Mindlin questioned why the Commission's decision is moving forward as a recommendation rather than changing the draft ordinance as discussed. She stated she does not support sending this onto the City Council in this format and stated since the Commission is bringing this change forward, the proposed ordinance should say what they want it to say.

Senior Planner Brandon Goldman explained the public hearing before the City Council has already been noticed for March 6 and in order to stay with that timeline it was not possible to bring a revised ordinance back before the Planning Commission. He stated the Findings do reflect the direction given by the Commission and they will be presented to the Council along with the draft ordinance. Mr. Goldman commented on items the Commission had requested further research on, and stated the following recommendations will also be presented to Council: 1) front yard deer fencing shall be 85% pervious, 2) mesh materials placed in a front yard shall have a minimum open diameter of 1.5 square inches, 3) deer fencing (wire or polypropylene) shall be supported by structural supports or tension wire, 4) eliminate the requirement to screen chicken coops and runs from public right of ways and adjacent properties, 5) eliminate the prohibition again outdoor slaughtering of chickens, and 6) modify the rain barrel requirements to state barrels shall not exceed 6 ft. in height and shall be located so that a minimum clear width of 3 ft. is provided between the barrel and property line.

Commissioner Miller agreed with Mindlin and stated she also would have preferred to see their recommendations incorporated into the draft ordinance. Commissioner Marsh stated she is not concerned with moving forward the materials in this format. Commissioner Dawkins agreed and stated the current format makes it much clearer for the Council to understand what was discussed and flushed out by the Planning Commission.

Commissioners Dawkins/Kaplan m/s to approve the Findings for PA-2011-01731. Voice Vote: Commissioners Dawkins, Kaplan, Miller and Marsh, YES. Commissioner Mindlin, NO. Motion passed 4-1. *[Commissioner Heesacker abstained]*

PUBLIC HEARINGS

A. PLANNING ACTION: #2011-01734
DESCRIPTION: A continuation of the January 24, 2012 public hearing to review the pedestrian access and circulation standards (AMC 18.92) that were adopted as part of the Pedestrian Places project. The zoning and land use ordinance amendments associated with the Pedestrian Places project were approved by the City Council on November 15, 2011 and went into effect on December 16, 2011. Subsequent to the approval, the City Council directed the Planning Commission to re-review the ordinance amendments that apply to the Detail Site Review Zone and citywide, and make recommendations to the Council for changes as appropriate.

Pedestrian Access and Circulation

Planning Manager Maria Harris commented on the pedestrian access and circulation standards and clarified these standards only apply to multi-family and commercial developments. She provided an overview of the site layout and design standards and stated:

- To the greatest extent possible, walkway systems should be extended throughout the development and connect the buildings to adjacent public sidewalks; parking areas; trails, public parks and open space areas; building entrances; and future phases of the development.
- Walkways have to provide safe, reasonably direct and convenient walkway connects.

Ms. Harris clarified walkways through parking lots are only required for lots with 50 or more parking spaces (or greater than 100 feet in width or depth). She also noted the provision which states *"topographic or existing development constraints may be cause for not making certain walkway connections"* and stated this language was intentionally included to provide flexibility.

Ms. Harris also reviewed the walkway design and construction standards, which state:

- Walkways must be 5 feet wide.
- Be made of concrete, asphalt, brick or masonry pavers, or other durable surface.
- Be raised and curbed through parking areas of 50 or more spaces or when adjacent to driveways; however the decision body may approve same grade walkways.
- Provide crosswalks where walkways cross parking areas or driveways.
- Meet the Americans with Disabilities Act (ADA) requirements.
- Provide pedestrian scale lighting no greater than 14 feet in height.

Senior Planner Brandon Goldman provided several visual samples of existing multi-family and commercial developments in Ashland, and displayed how the developments might look if the new standards were applied.

Commissioner Mindlin questioned if her co-housing development on Calypso would have violated these standards. Staff noted there is flexibility built into the ordinance and the decision body has the ability to approve same grade walkways like what was approved for the Calypso development. Commissioner Marsh commented that there are all different types of lots and while it is beneficial to set guidelines, they need to acknowledge that the intent is the most important part and incorporate flexibility that people can trust. Mr. Molnar stated the main goal of this ordinance is to get applicants thinking about how pedestrians will get through a site early on in the process. He also commented on the possibility of modifying the ordinance to provide additional leniency for residential developments.

Arterial Setbacks

Ms. Harris provided some history of the arterial setback requirements and stated prior to the Pedestrian Places ordinance the requirement for all arterials (except in the downtown and the croman mill areas), was for buildings to be setback 20 ft. from the property line. She explained the revised ordinance establishes a "build-to line" approach and instead of working from the property lines, you are working from the curb line and reserving enough space for future parkrow and sidewalk improvements. Ms. Harris reviewed the benefits of this approach and stated: 1) buildings located in the commercial and employment zones have the ability to come closer to the back of the sidewalk and therefore utilize the land more efficiently, 2) the character of the residential zones is maintained because the underlying property line setback still applies and properties will have 10 ft. to 20 ft. for front yard space, and 3) you gain predictability because when you work from the curb line you are dealing with a fixed point whereas property lines are fairly arbitrary and can shift.

Mr. Goldman provided several visual samples of properties located along the arterials and displayed what development under these new standards might look like.

Commissioner Dawkins expressed concern with applying this standard to North Main and questioned if this approach would eliminate their opportunity to widen the street and install bike lanes. The Commission discussed whether there is potential to install bike lanes on North Main, and also discussed the proposed Road Diet. Commissioner Marsh stated the Road Diet would be a great solution to this problem and hopes it will move forward.

Ms. Harris stated staff believes there are some areas that could use refinement, and noted there will be opportunity to adopt some housekeeping measures through the Unified Land Use Ordinance project. She stated staff is starting to work on this project now, and it will come before the Commission starting in April and will continue for the next 12 months.

Commissioner Marsh clarified these changes were passed by the City Council and are currently in effect, and asked how the Commission would like to proceed. She stated they could keep everything the same, request modifications to the entire ordinance, or affirm the actions to this point and ask staff to place specific refinements in the code cleanup project. Mr. Molnar noted one other option is to direct staff to come back immediately with the housekeeping updates and not wait for the Unified Code to come forward.

Commissioner Dawkins restated his concern with the arterial setbacks on North Main and how to establish a bike corridor; but noted this concern is dependent on whether the City adopts the Road Diet. Commissioner Marsh agreed that a bike lane is essential there, but stated this is a corridor issue and asked if the group was comfortable revisiting this after they see what happens with the Road Diet. The group voiced their support for the adopted amendment to the arterial street setback for Ashland, Siskiyou and East Main; and if the Road Diet does not occur, to revisit the setbacks on North Main to address the bike lane issue.

Commissioner Mindlin stated she is unsatisfied with the circulation language and having a rule that is left to discretion, and suggested removing the parking lot standards for residential developments. Commissioner Marsh noted staff had recommended taking another look at whether to apply the parking lot standards to multi-family developments and in lots greater than 100 feet in width or depth, and asked if the Commission was comfortable dealing with these issues in the next 12 months during the code cleanup project. The group voiced their support for revisiting this issue during the Unified Land Use Code project.

Mr. Molnar clarified staff would capture the Commission's decision in memo format and bring it back to the Commission for review and approval before sending it along to the City Council.

OTHER BUSINESS

Commissioner Dawkins stated he would still like to revisit the sidewalk requirements for areas where they aren't necessary and don't get used.

Commission Marsh encouraged the members to think about retreat topics. Suggestion was made by Commissioner Mindlin for them to add pocket neighborhoods to the agenda.

ADJOURNMENT

Meeting adjourned at 8:40 p.m.

Respectfully submitted,
April Lucas, Administrative Supervisor

CITY OF ASHLAND

Memo

DATE: March 13, 2012

TO: Mayor and City Council

FROM: Planning Commission

RE: Planning Commission Recommendation for the Re-review of Pedestrian Places Ordinance Amendments

Recommendation:

The Planning Commission reviewed the Pedestrian Place Ordinance Amendments that apply city-wide and in the Detail Site Review Zone, and recommends the revisions remain in place as adopted. The Commission believes the Arterial Street Setback Requirements and Pedestrian Access and Circulation requirements should be monitored, and revisions made over the next year as found necessary.

Specifically, the Planning Commission is in agreement with the revised Section 18.68.050 Arterial Street Setback Requirements for Ashland St., E. Main St. and Siskiyou Blvd., but if the Road Diet does not occur, would like to revisit the setbacks on N. Main St. to address the bike lane issue.

Second, the Commission recommends fine-tuning the language in Section 18.92.090 Pedestrian Access and Circulation as part of housekeeping updates to the Ashland Land Use Ordinance during the next year. Future clarifications to consider are:

Section 18.92.090 Pedestrian Access and Circulation

- **Standard:** to install protected raised walkways through large parking areas (50 or more spaces, or greater than 100 feet in average width or depth)
    - clarify the flexibility to use a walkway at the same grade as the parking area or driveway
    - possibly increasing the average width and depth size of large parking areas
    - excluding multi-family residential developments from providing walkways through large parking areas

Background:

The Planning Commission held public hearings and deliberations on January 24, 2012 and February 28, 2012 to re-review the Pedestrian Place Ordinance Amendments that apply city wide and to the Detail Site Review Zone. One person testified at the January 24, 2012 meeting, and one written comment was received.

Attachments:

1. Minutes from January 24, 2012 Planning Commission Meeting
2. Minutes (draft) from February 28, 2012 Planning Commission Meeting
3. Written Comment (email) from “pfm”, received January 24, 2012

ASHLAND PLANNING DIVISION
STAFF REPORT
March 13, 2012

PLANNING ACTION:	#2011-01523
APPLICANT:	City of Ashland
LOCATION:	Ashland Four Historic Districts (See Attached Exhibit S-1)
ORDINANCE REFERENCE:	18.72 Site Design Review 18.72.080.C Site Design & Use Standards

REQUEST: The proposal is to revise the Historic District Design Standards found in Section IV of Ashland's Site Design and Use Standards. These standards are approval criteria for Site Review applications for multi-family residential, commercial and industrial applications in the four National Register-listed historic districts, as well as for exterior modifications requiring building permits on single family residential properties that are individually listed on the National Register of Historic Places. The proposed revisions are intended to bring the standards more into line with the Secretary of the Interior's Standards for Rehabilitation, and to provide greater internal consistency within the standards themselves. In conjunction with the revisions, supporting educational materials have been created to further explain and illustrate the standards with regard to specific topics including living with historic buildings, windows, exterior materials, additions, garages and outbuildings.

I. Relevant Facts

A. Background - History of Application

The City of Ashland is a Certified Local Government (CLG). The CLG program is a federal program administered through the State Historic Preservation Office (SHPO) and is designed to promote historic preservation at the local level. Through participation as a CLG, the City of Ashland qualifies to receive matching grants from the Oregon SHPO. In keeping with the responsibilities of a CLG, the City created the "Ashland Preservation Plan 2009-2018" which sets forth a number of goals to further historic preservation planning in Ashland, along with an implementation plan for meeting these goals. Among the goals identified was the, "Need to Revise and Expand Existing Residential Standards."

In 2010, to move this goal forward the City received and the Council accepted a CLG grant to engage a consultant for the purpose of evaluating, revising and expanding Ashland's Historic District Design Standards in order to bring the standards more into line with the Secretary of the Interior's Standards for Rehabilitation, the national standards for historic preservation, while also providing for greater internal consistency within the City of Ashland's Site Design and Use Standards. The project was not envisioned to be a substantial modification of the existing standards, which have served the city well in guiding development in our historic districts since their adoption in 1985, but rather a fine-tuning

focused on addressing greater consistency both with the Secretary of the Interior's Standards and within the City's own regulations.

The team of J. Todd Scott, a preservation architect, and Julie Koler, an architectural historian, were selected to carry out the project. They worked with staff and the Historic Commission to develop proposed revisions to the Historic District Design Standards over the seventeen month grant period which began in April of 2010. The final draft of the proposed revisions were presented to the Historic and Planning Commissions in June of 2011 and both bodies expressed their unanimous support; after reviewing the proposed recommendations in August of 2011 the City Council directed staff to initiate the legislative amendment necessary to formally adopt the revised standards.

B. Detailed Description of the Proposed Revisions

The revisions proposed include changes to the Historic District Design Standards in Section IV of the Site Design and Use Standards handbook to better address the Secretary of the Interior's Standards, which was a goal of the Preservation Plan. In addition, some changes were proposed for general internal consistency within Ashland's standards and ordinances. Finally, the project included the development of a series of "Historic Building Briefs" which take the form of issue-specific hand-outs to support the revised standards by providing user-friendly educational materials to homeowners and contractors with properties or projects in the historic districts. These hand-outs, while not intended to be codified, would provide guidance in interpreting and applying the standards. The specific revisions are addressed in greater detail below, and the revised Historic District Design Standards and related materials are provided in the attached exhibits along with a copy of the Secretary of the Interior's Standards for Rehabilitation.

Proposed Changes for Consistency with the Secretary of the Interior's Standards

The Secretary of the Interior is responsible for establishing standards for all programs under the jurisdiction of the Department of the Interior and for advising agencies on the preservation of historic properties listed in or eligible for listing in the National Register of Historic Places. In partial fulfillment of this responsibility "*The Secretary of the Interior's Standards for the Treatment of Historic Properties*" were developed to guide work undertaken on historic properties. There are separate standards for preservation, rehabilitation, restoration and reconstruction. "*The Standards for Rehabilitation*" were originally developed to determine the appropriateness of proposed project work on registered properties supported by federal grants. These standards address rehabilitation, the most typical treatment to historic buildings, which is defined therein as "*the act or process of making possible a compatible use for a property through repair, alterations and additions while preserving those portions or features which convey its historical, cultural or architectural values.*" As stated in the definition, the treatment of rehabilitation assumes that at least some repair or alteration of the historic building will be needed to provide for efficient contemporary use; however, these repairs and alterations must not damage or destroy materials, features or finishes that are important in defining the building's historic character.

The intent of the Standards is to assist in the long-term preservation of historic materials and features. As such, the Standards pertain to historic buildings of all materials, construction types, sizes and occupancy and consider both the building site and the surrounding environment which provides its context. To be certified for federal tax purposes, a rehabilitation project must be found by the Secretary of the Interior to be consistent with the historic character of the structure(s) and, where applicable, the district in which it is located.

Over the years since their creation, the Secretary's Standards have been used to determine if a rehabilitation project qualifies for federal tax incentives as well as to guide federal agencies in carrying out their responsibilities for properties in federal ownership or control. In addition, they have come to be used by state and local officials across the nation to review rehabilitation proposals and have been adopted by historic and planning commissions across the country.

The Oregon State Historic Preservation Office (SHPO) administers the Certified Local Government (CLG) program, a federal program to promote historic preservation at the local level. SHPO also assists property owners, local governments, and interested citizens in listing Oregon's most historically important resources on the National Register of Historic Places. As a Certified Local Government with four National Register-listed historic districts, there is an expectation that the city will support historic preservation programs with adequate funding, staff, and access, and ensure that ordinances and other legislation designed to protect historic cultural resources are enforced. As noted in the "Ashland Preservation Plan 2009-2018" some of the existing standards conflict with or contradict the Secretary of the Interior's Standards for Rehabilitation. This could be a potential problem for properties in the Oregon Special Assessment program as SHPO utilizes the Secretary of the Interior's Standards for Rehabilitation when evaluating projects, and any work that does not comply with these standards could cause a property to be removed from the program. As an example, existing standards IV-B-1, 3, 4 and 5 encourage new additions to match existing features as much as possible. This contradicts the Secretary of the Interior's Standard #9 which requires, "*The new work shall be differentiated from the old.*" Another example of a conflict is found in IV-B-3 which requires that ridge lines be extended where possible. This could potentially conflict with the Secretary of the Interior's Standard #10 which requires, "*New additions and adjacent or related new construction shall be undertaken in such a manner that if removed in the future, the essential form and integrity of the historic property and its environment would be unimpaired.*"

To address these conflicts, the consultants proposed a general re-working of the eleven "Rehabilitation and Remodel Standards" in IV-B for clarity and consistency with the Secretary of the Interior's Standards. The revisions proposed are shown in the attached Staff Exhibit S-2 and include the following:

1. The revisions have removed "Remodel" from the chapter heading in IV-B. The section in IV-A which discusses restoration, rehabilitation and remodeling has also been expanded upon to explain that remodeling is often an approach to modernize a building at the expense of its historic character and thus has bad connotations in a preservation context. The discussion explains that remodeling is only appropriate in

very limited circumstances such as for non-historic structures in historic districts which have fallen into disrepair or been vandalized.

2. The revisions now make clear that the standards in IV-B apply primarily to residential historic districts, residential buildings in the Downtown Historic District, and historic buildings not located within historic districts.
3. The revisions include a reordering of the existing standards so that they speak first generally to architectural styles and features not being replicated (#1) and to the restoration of original architectural features wherever possible (#2), and then proceed more logically into specific issues.
4. The revisions then clarify that new additions should be compatible with the historic building to maintain historic and architectural character without attempts at replication. This is addressed by rewording the existing standards in terms of exterior finishes (#3), exterior siding (#4), colors (#5), avoiding imitative materials (#6), windows (#7), roof forms (#8), roof materials (#9), porches and entries (#10), and new detached buildings (#11).
5. Finally, a twelfth standard has been added which states that, "*The latest version of the **Secretary of the Interior's Standards for Rehabilitation** and **Guidelines for Rehabilitating Historic Buildings** shall be used in clarifying and determining whether the above standards are met.*" This standard was intend to allow the city to use the federal standards for clarification when questions arose in the application of our own Historic District Design Standards, rather than simply replacing them with the federal standards.

In addition, modifications are proposed to the text and drawings in IV-C for clarity and consistency with the Secretary of the Interior's Standards. These include:

- In **IV-C-1 Height**, the illustration has been changed to demonstrate a more historically typical range of building heights, rather than all buildings on a block being of an identical height, shading and lines have been added to better illustrate the standard, and the text changed accordingly.
- In **IV-C-2 Scale**, shading has been added to both illustrations to emphasize the point, and the "Recommended" text has been changed from "*Relate the size and proportions of new structures to the scale of adjacent buildings*" to "*Height, width and massing of new buildings conforms with historic buildings in the immediate vicinity.*" Similarly, the "Avoid" text has been changed from "Avoid buildings that in height, width or massing, violate the existing scale of the area" to "*(Avoid) Height, width and massing of new buildings that is out of scale with historic buildings in the vicinity.*"
- In **IV-C-3 Massing**, the illustrations are again shaded for greater emphasis of the standard. The "Recommended" text has changed from "*Break up uninteresting boxlike forms into smaller, varied masses which are common on most buildings from the historic period*" to "*Small, varied masses consistent with historic buildings in the immediate vicinity (are recommended).*" The "Avoid" text remains the same.
- In **IV-C-4 Setback**, the illustration has been shaded for greater emphasis of the standard and the conceptual boxlike mass of the building in the "Avoid" illustration has been changed to a more building-like form. The "Recommended" text has been

changed from "*Maintain the historic façade lines of streetscapes by locating front walls of new buildings in the same plane as the facades of adjacent buildings*" to "(It is recommended that) *Front walls of new buildings are in the same plane as the facades of adjacent historic buildings.*" The "Avoid" text has been changed from "*Avoid violating the existing setback pattern by placing new building in front or behind the historic façade line*" to *"(Avoid) Front walls that are constructed forward of or behind the setback line of adjacent historic buildings."*

- In **IV-C-5 Roof Shapes**, the illustration has been shaded for emphasis, and the "Recommended" text has changed from *"Relate the new roof forms of the building to those found in the area"* to *"Roof shapes, pitches and materials consistent with historic buildings in the immediate vicinity (are recommended)."* The "Avoid" text remains essentially unchanged.
- For **IV-C-6 Rhythm of Openings**, the illustrations have been shaded for emphasis. Additionally, the "Avoid" illustration has modified the building form and openings so that they are closer in type to the other buildings illustrated and the openings themselves, rather than the building type and massing, are the key points of difference. The "Recommended" text has changed from *"Respect the alternation of wall areas with door and window elements in the façade. Also consider the width to height ration of bays in the façade"* to *"(It is recommended that the....) Pattern or rhythm of wall to door/window openings on the primary façade or other visually prominent elevation is maintained. Maintain compatible width-to-height ration of bays in the façade."* The "Avoid" text has been changed from *"Avoid introducing incompatible façade patterns that upset the rhythm of opening established by the surrounding structures"* to *"(Avoid) a pattern or rhythm of window/door openings that is inconsistent with adjacent historic buildings."*
- In **IV-C-7 Platforms**, the illustrations have been shaded for better emphasis. The "Recommended" text has been changed from *"The use of a raised platform is a traditional siting characteristic of most of the older buildings in Ashland"* to *"A clearly defined base, or platform, characteristic of historic buildings in the immediate vicinity (is recommended)."* The "Avoid" text has been changed from *"Avoid bringing the walls of buildings straight out of the ground without a sense of platform"* to *"(Avoid) walls that appear to rise straight out of the ground without a distinct platform or base at the ground level."*
- In **IV-C-8** the standard's title is proposed to change to **"Form"** from **"Directional Expression."** The illustrations have again been shaded for better emphasis. The "Recommended" text has changed from *"Relate the vertical, horizontal or non-directional façade character of new buildings to the predominant directional expression of nearby buildings"* to *"Form (vertical/horizontal emphasis of the building) that is consistent with that of adjacent historic buildings (is recommended)."* The "Avoid" text has changed from *"Avoid horizontal or vertical façade expressions unless they are compatible with the character of structures in the immediate area"* to *"(Avoid) form that varies from that of existing adjacent historic buildings."*
- In **IV-C-9**, the standard's title is proposed to change from "**Sense of Entry**" to "**Entrances**". The illustrations have been shaded for greater emphasis. The "Recommended" text has changed from *"Articulate the main entrances to the*

building with covered porches, porticos, and other pronounced architectural forms" to *"Well-defined primary entrances with covered porches, porticos, and other architectural features compatible but not imitative of historic counterparts (are recommended."* The "Avoid" text has changed from *"Avoid facades with no strong sense of entry"* to *"(Avoid) facades with minimally defined primary entrances."*

- In **IV-C-10**, the standard's title is proposed to change from **"Imitations"** to **"Imitation of Historic Features."** A second comparison building has been added in each of the illustrations, and the drawings have been shaded for emphasis. The "Recommended" text has changed from *"Utilize accurate restoration of, or visually compatible additions to, existing buildings. For new construction, traditional architecture that well represents our own time, yet enhances the nature and character of the historic district should be used"* to *"Accurate restoration of original architectural features on historic buildings. New construction, including additions, that is clearly contemporary in design which enhances yet does not compete visually, with adjacent historic buildings."* The "Avoid" text has been changed from *"Avoid replication or imitation the styles, motifs or details of older periods. Such attempts are rarely successful and, even if well done, present a confusing picture of the true character of the historical area"* to *"(Avoid) replicating or imitating the styles, motifs or details of historic buildings."*
- A new standard and illustration are proposed as **IV-C-11 Additions** to recommend *"Additions that are visually unobtrusive from a public right-of-way, and do not obscure or eliminate character defining features of historic buildings"* while avoiding *"Additions on the primary façade or any elevation that is visually prominent from a public right-of-way, and additions that obscure or destroy character defining features."*
- Finally, a new standard and illustration are proposed as **IV-C-12 Garage Placement.** This standard deals with historically compatible garage placement, recommending that garages be placed behind the primary historic building with access from a side street or alley if available and that garages placement beside or in front of a primary historic building be avoided.

Proposed Changes to Provide Greater Internal Consistency

In addition to addressing consistency with the Secretary of the Interior's Standards for Rehabilitation, the revisions proposed include changes intended to provide greater internal consistency between the Historic District Design Standards and other city standards. These revisions are as follows:

1. **Staggered Building Heights** – Section IV-C-1 of the Historic District Design Standards calls for buildings to be constructed to the height of existing historic buildings on and across the street while Section VI-A-1 of the Downtown Design Standards seeks buildings which vary in height to maintain the downtown's traditional staggered streetscape appearance. For the sake of internal consistency, it has been made clear in the revisions to IV-B, as noted above, that the rehabilitation and remodel standards are to apply primarily to the residential historic districts and to residential buildings in the downtown, while the Downtown Design Standards are to take precedence for commercial development in the downtown.

In addition, the following clarification has been added to Section VI-A-1 in order to make clear than the restoration of a historic façade line which was not historically staggered would provide a basis for an exception to the standard calling for varying heights to maintain a generally staggered streetscape appearance:

> *"Building height shall vary from adjacent buildings, using either "stepped" parapets or slightly dissimilar overall height to maintain the traditional "staggered" streetscape appearance. An exception to this standard would be buildings that have a distinctive vertical division/façade treatment that "visually" separates it from adjacent buildings,* ***or for restorations of historic facades****."*

2. **Definitions** – The following definitions for "rehabilitation" and "restoration" are proposed to be added to the Definitions chapter (AMC 18.008).

   18.08.622 Rehabilitation: *The act or process of making possible a compatible use for a property through repair, alterations, and additions while preserving those portions or features which convey its historical, cultural, or architectural values.*

   18.08.636 Restoration: *The act or process of accurately depicting the form, features, and character of a property as it appeared at a particular period of time by means of the removal of features from other periods in its history and reconstruction of missing features from the restoration period. The limited and sensitive upgrading of mechanical, electrical, and plumbing systems and other code-required work to make properties functional is appropriate within a restoration project.*

3. **Transitional Areas** – In Section IV-C and VI (on page 52) clarifications of how the standards are to be applied for projects located at the boundary between different zoning districts or overlay areas have been added. This is an issue which has arisen a number of times including on the Northlight project and for the commercial building approved but never built at 160 Helman Street. The revisions are intended to make clear that at the edges of zoning districts or overlays with differing regulations and standards such as where the commercial downtown transitions to the residential portion of the Railroad Addition historic district adjustments to building form, massing, height, scale, placement or architectural and material treatment may be considered as a means to address compatibility within the area of transition while not losing sight of the underlying zoning or applicable standards for the subject property.

Proposed Building Briefs

Along with the revisions to the Historic District Design Standards, this grant-funded project involved the creation of supporting educational materials intended both to provide general information and references on topics relating historic preservation, and to explain the standards as applied to specific issues likely to be encountered by homeowners or contractors

planning projects on historic properties. The educational materials created, called "Historic Building Briefs", include the following:

1. **Living with Historic Buildings** – The hope in creating this hand-out was to provide new owners of historic properties, who may be unfamiliar with preservation in general and Ashland's regulation in particular, with introductory information when they acquire a home in one of Ashland's historic districts, and it was envisioned that these handouts would be made available for distribution by local realtors and contractors.
2. **Windows** – Alterations to windows can have a significant impact on the integrity of a historic home, yet in many cases window replacement is not subject to land use approval or building permit review. This brief is intended to educate homeowners about the importance of windows in defining the character of a building, and to provide information on the repair and maintenance of original windows as well as the selection of compatible replacement windows.
3. **Exterior Materials** – Like windows, exterior materials help to define a home's character yet exterior siding, paint and roofing can typically be replaced without land use approval or building permit review. This brief is intended to provide a background on the maintenance of exterior materials and the selection of compatible replacement materials.
4. **Additions** – Discusses items to consider when designing historically compatible additions including size, placement, form and how additions can be designed for compatibility without replicating the existing building.
5. **Garages & Outbuildings** – This topic arose from preliminary meetings with the consultant and Planning Commissioners last year because issues of addressing modern vehicular circulation patterns in a historically compatible manner had arisen in a recent planning action. This brief discusses considerations for the retention and preservation of existing structures as well as the construction of compatible new garages and outbuildings in a historic setting.

It is envisioned that additional "Historic Building Briefs" could be created to respond to new issues which arise over time, such as providing district-specific information if a new historic district were created that had substantially different design considerations than the existing districts due to a later period of historic significance.

II. Project Impact

A. Applicability of the Standards

Ashland's four existing historic districts are the Ashland Downtown District, the Siskiyou-Hargadine District, the Skidmore Academy District, and the Railroad Addition District. The districts were established by the city in 1982 with the adoption of the Comprehensive Plan, and each district was individually considered and ultimately listed on the National Register of Historic Places between 1998 and 2002. A map of these districts is provided as Staff Exhibit S-1.

The Site Design and Use Standards and their Historic District Design Standards already apply within these districts for projects subject to Site Review or Conditional Use Permit. The proposed revisions do not expand the applicability of the standards beyond those areas where they already apply; they are instead intended to provide consistency both with accepted national standards and with other sections of the Site Design and Use Standards and Land Use Ordinance.

B. Revisions for Consistency with the Secretary of the Interior's Standards

As a Certified Local Government (CLG), there is an expectation that the city will support historic preservation programs with adequate funding, staff, and access, and ensure that ordinances and other legislation designed to protect historic cultural resources are in place and enforced. As noted in the "Ashland Preservation Plan 2009-2018" some of the existing standards conflict with or contradict the Secretary of the Interior's Standards for Rehabilitation. This could be a potential problem for properties in the Oregon Special Assessment program as the State Historic Preservation Office (SHPO) utilizes the Secretary of the Interior's Standards for Rehabilitation when evaluating projects, and any work that does not comply with these standards could cause a property to be removed from that program. As an example, existing standards IV-B-1, -3, -4 and -5 encourage new additions to match existing features as much as possible. This is contradictory to the Secretary of the Interior's Standard #9 which requires, "*The new work shall be differentiated from the old.*" Another potential conflict is found in IV-B-3 which requires that ridge lines be extended where possible. This could potentially conflict with the Secretary of the Interior's Standard #10 which requires, "*New additions and adjacent or related new construction shall be undertaken in such a manner that if removed in the future, the essential form and integrity of the historic property and its environment would be unimpaired.*" The revisions to the standards which are detailed above are intended to bring Ashland's standards into line with these nationally-accepted standards as a way to further protect the character and integrity of our four National Register-listed historic district.

B. Revisions for Internal Consistency

In staff's view, these revisions are minor and intended primarily for clarification purposes to reflect the standards as they have been applied over recent years. They include a clarification of the treatment of building heights between the Historic District Design Standards and the Downtown Design Standards, the addition of definitions for "restoration" and "rehabilitation" within the Municipal Code, and a clarification of the considerations for compatibility at the boundaries between zoning districts or overlays.

C. Historic Building Briefs

While not expected to be adopted by the Council as standards themselves, the Historic Building Briefs were envisioned by the Historic Commission as a means to provide general information to educate homeowners about the value of historic preservation, and more specifically to provide detailed information in keeping with the revised standards

on issues of interest to homeowners or their contractors. The five briefs prepared initially include Living with Historic Buildings, Windows, Exterior Materials, Additions, and Garages & Outbuildings. It is envisioned that these initial five hand-outs could be supplemented as preservation-related issues arise. This might involve, as an example, creating a new brief which would address district-specific design considerations for a new historic district if one were ever created that included buildings with a later period of significance than the four existing districts.

D. Planning Commission Recommendations/Legislative Amendments

The Site Design and Use Standards are adopted by ordinance pursuant to AMC 18.72.080 in order to provide criteria for the review of projects subject to the Site Design Review Chapter. In AMC 2.12.060.B.3, the Planning Commission is charged with making recommendations to the City Council on planning issues and legislative changes to land use regulations and ordinances; the current request seeks a Planning Commission recommendation to Council on the adoption of the proposed Historic District Design Standards revisions as they will be applied through the land use process through Site Design Review.

Similarly, in AMC 2.24.040.B the Historic Commission is charged with drafting and recommending ordinances and other measures designed to protect and foster interest in the improvement of designated historical properties. They are scheduled to review the proposed revisions at their regular meeting on March 7th, and their recommendations, while not available as this is being written, will be provided for Planning Commission review at the March meeting.

The procedure for a Legislative Amendment calls for the Commission to hold a public hearing, and following public testimony to make a report of its recommendations to Council. After receipt of the report on the amendment from the Commission, the Council will hold a public hearing for the first reading of an ordinance amendment adopting the revisions. This hearing is tentatively scheduled for the April 3, 2012 regular meeting of the Council.

III. Procedural - Required Burden of Proof

18.108.170 Legislative Amendments

A. It may be necessary from time to time to amend the text of the Land Use Ordinance or make other legislative amendments in order to conform with the comprehensive plan or to meet other changes in circumstances and conditions. A legislative amendment is a legislative act solely within the authority of the Council.

B. A legislative amendment may be initiated by the Council, by the Commission, or by application of a property owner or resident of the City. The Commission shall conduct a public hearing on the proposed amendment at its earliest practicable meeting after it is submitted, and within thirty days after the hearing, recommend to the Council, approval, disapproval, or modification of the proposed amendment.

C. An application for amendment by a property owner or resident shall be filed with the Planning Department thirty days prior to the Commission meeting at which the proposal is to be first considered. The application shall be accompanied by the required fee.

D. Before taking final action on a proposed amendment, the Commission shall hold a public hearing. After receipt of the report on the amendment from the Commission, the Council shall hold a public hearing on the amendment. Notice of time and place of the public hearings and a brief description of the proposed amendment shall be given notice in a newspaper of general circulation in the City not less than ten days prior to the date of hearing.

E. No application of a property owner or resident for a legislative amendment shall be considered by the Commission within the twelve month period immediately following a previous denial of such request, except the Commission may permit a new application if, in the opinion of the Commission, new evidence or a change of circumstances warrant it.

IV. Conclusions and Recommendations

Staff is supportive of the proposed changes to the Historic District Design Standards, and believe they are in keeping with the city's responsibilities as a Certified Local Government, with the goals of the Preservation Plan and more broadly with Comprehensive Plan policy #I-7 which states that, "*The City shall develop and implement through law design guidelines for new development as well as for alteration of existing structures within the historic interest areas for structures and areas that are historically significant.*" In staff's view, these revisions represent a fine-tuning of standards which have served Ashland well for a number of years, and we believe that with the relatively minor revisions proposed for consistency's sake they will continue to do so long into the future. We accordingly recommend that the Planning Commission provide a favorable recommendation to the Council in support of their adoption at the earliest opportunity.

Exhibits:

S-1 Map of Ashland's Historic Districts

S-2 Proposed Changes to Current Standards

- Definition Changes to Municipal Code
- Revisions to Section IV Historic District Design Standards
- Revisions to Section VI Downtown Design Standards

S-3 Five Proposed "Historic Building Briefs" Educational Handouts

- Living with Historic Buildings
- Windows
- Exterior Materials
- Additions
- Garages & Outbuildings

S-4 The Secretary of the Interior's Standards for Rehabilitation

S-5 Current Standards (*Provided for Reference*)

- Historic District Design Standards (SDUS Ch. IV)
- Downtown Design Standards (SDUS Ch. VI)

STAFF EXHIBIT S-1

Map of Ashland's Historic Districts

Historic Districts

- Downtown District
- Siskiyou-Hargadine District
- Railroad District
- Skidmore Academy District
- National Historic Districts

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

Hald-Strawberry Park

Lithia Park

Ashland Cemetery

☆ FIRE

☆ POLICE

Ashland High School

This is to certify that this is the Official Historic District Map referred to in Section 18.12.030 of Title 18.12 of the Ashland Municipal Code, Adopted as Ordinance No. 2951

Signed:

Mayor _____ *Date* _____

City Recorder _____ *Date* _____

STAFF EXHIBIT S-2

Proposed Changes to Current Standards

- Definition Changes to Municipal Code
- Revisions to Section IV Historic District Design Standards
- Revisions to Section VI Downtown Design Standards

New Definitions Proposed to be Added to Municipal Code

18.08.622 Rehabilitation

The act or process of making possible a compatible use for a property through repair, alterations, and additions while preserving those portions or features which convey its historical, cultural, or architectural values.

18.08.636 Restoration

The act or process of accurately depicting the form, features, and character of a property as it appeared at a particular period of time by means of the removal of features from other periods in its history and reconstruction of missing features from the restoration period. The limited and sensitive upgrading of mechanical, electrical, and plumbing systems and other code-required work to make properties functional is appropriate within a restoration project.

SECTION IV
Historic District Development

A. Development in Ashland's Historic District

Ashland's Historic District is very important to all of the City's residents. Not only does this area contain the City's beginnings, but it is also the area of some of the most prominent landmarks in Ashland, ~~excluding~~ including the Plaza, East Main Street commercial area, Lithia Park, and many important residential districts. For the most part, the main architectural themes have already been laid down, and must be considered in the design of any new structures or renovation of existing structures. This does not mean that all new structures must be a lavish imitation of an architectural style whose heyday is past, but sensitivity to surrounding buildings and the existing land use patterns is essential to the successful development.

While it is critical that buildings be made habitable and safe, it is equally imperative that the architectural character of a building be respected in the process of structural improvements. Unfortunately, this has not always been done in Ashland. The architectural merit of a building has too often been sacrificed for a more contemporary design. For this purpose, the following standards were conceived as a guide to design decisions in the hope that the architectural integrity of Ashland's homes and commercial buildings will no longer be unnecessarily lost.

It is suggested that you think of your building as a whole – a single unit with no removable parts. Every change that you make can chip away at the integrity of the whole, like surgery. Efforts to personalize and update the building will leave you with an assortment of miscellaneous parts that bear no relation to each other, or to the original design. Wrought iron columns, asbestos shingles and aluminum frame windows have only one thing in common – the local hardware store. Older buildings in Ashland were built one at a time and such added options can obscure their individuality.

Restoration, Rehabilitation and Remodeling

Because there is so much activity these days in the improvement of older housing, new terminology has been introduced. The difference between "~~resorting~~restoring", "rehabilitating", and "remodeling" may seem academic, but each results in a major difference in the way the job or project may turn out.

To "restore" is to return a building to its original condition as if it were a precious museum piece. This technique it typically used for structures of particular significance, such as historic landmarks where accuracy will serve an educational purpose as well as a visual one. Restoration is the most painstaking improvement process and usually the most expensive because it requires technical skill and historical precision for successful results. It can involve the removal of extraneous elements as well as the recreation of original features which may have become deteriorated or been destroyed. A fine example of a restoration project in Ashland is the Swedenberg home found on Siskiyou Boulevard. Great care has been taken to assure that the architectural integrity of the building exterior is practically

Revisions to Section IV of the Site Design and Use Standards is supported in part by a grant from the Oregon State Historic Preservation Office, Oregon Parks & recreation Department, funded by the National Park Service through the National Historic Preservation Act.

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identical to that when it was built in the early 1900s. Restoration is also defined in Ashland Municipal Code Section 18.08

Remodeling a building is normally at the opposite end of the improvement spectrum from restoration. Unless it is done with sensitivity, to remodel a building is to redesign it so that the generic features are obliterated and the basic character destroyed in the name of modernization. A remodeling job is to often considered a success if the original structure is unrecognizable in the end result. Remodeling is appropriate only ~~used~~ for buildings which are not historic and ~~were constructed of inferior materials or for the buildings which~~ have fallen into a state of disrepair due to vacancy or vandalism. Remodeling can also be a proper course of action when a non-historic structure undergoes a change in use, say from a single-family residence to commercial office space.

Unfortunately, it is quite common for a house to be remodeled and totally divested of its valuable characteristics when conditions do not require such radical treatment. Hence, the expression "remodel" can have bad connotations. To many people it suggests a waste of valuable resources. It is possible, however, to remodel with sensitivity, especially with the help of a talented architect.

To "rehabilitate" is to take corrective measures which will make a structure livable again. Some aspects of rehabilitation entail renovation and the introduction of new elements. ~~Fore example~~For example, it is likely that ~~outmoded~~ inadequate electrical circuits would be required to be brought up to code to ensure safety and to provide adequate service for today's modern appliances. When rehabilitating a building, it is essential to protect those portions or features which convey its historical, cultural and architectural character~~the structural and decorative characteristics which belong to the architectural style~~. These are the very features through which the visual integrity and the economic value of the building are preserved. Modern elements shall only be introduced when absolutely necessary, and in a manner which is sympathetic to the original design. An excellent example of a successful rehabilitation is the Ashland Community Center on Winburn Way. Rehabilitation is also defined in Ashland Municipal Code Section 18.108

The rewards of sensitive home improvements are many. First there is the satisfaction of knowing you have done the job right. Second, there is the gratification from compliments of other people who appreciate what you have done. Third, there is the pleasure of living in an attractive, comfortable and historically preserved home. While these benefits are difficult to measure, such restoration or rehabilitation can result in significant economic benefits. A perceptive combination of restoration and remodeling will actually contribute to the resale value of your home. Finally, a good rehabilitation project can be surprisingly influential on an entire neighborhood.

The City of Ashland has adopted ordinances to assure that all development, including development in the Historic District, remains compatible with the existing integrity of the district. In new construction of a single-family residence, the Historic Commission will use these standards to make recommendations to the applicant.

If an applicant requires a Staff Permit, Site Review, or a Conditional Use Permit which involves new construction, a remodel, or any use greater than a single-family use, the authority exists in the law for the Staff Advisor and the Planning Commission to require

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modifications in the design to match these standards. In this case the Historic Commission advises both the applicant and the Staff Advisor or other City decision maker.

B. Rehabilitation ~~and Remodel~~ Standards for Existing Buildings and Additions

The purpose of the following standards is to prevent incompatible ~~structures and design and ensure the proper use of materials and details within the Historic District;~~ treatment of buildings in historic districts and to ensure that new additions and materials maintain the historic and architectural character of the district. These standards apply primarily to residential historic districts, residential buildings in the Downtown Historic District, and National Register-listed historic buildings not located within historic districts.

IV-B-~~1~~3 ~~Be sure the remodeled portion has exterior wall finish that matches the existing or original material.~~Replacement finishes on exterior walls of historic buildings shall match the original finish. Exterior finishes on new additions to historic buildings shall be compatible with, but not replicate, the finish of the historic building.

IV-B-~~2~~7 ~~Design window additions are to duplicate existing or original windows.~~Replacement windows in historic buildings shall match the original windows. Windows in new additions shall be compatible in proportion, shape and size, but not replicate original windows in the historic building.

IV-B-~~3~~8 Reconstructed roofs on historic buildings shall match the pitch and form of the original roof. Roofs on new ~~Design the roof on~~ additions ~~or remodels to have the same~~ shall match the pitch and form of the historic building, ~~as the original pitch as the original roof~~ and shall be attached at a different height so the addition can be clearly differentiated from the historic building. ~~. Extend the ridge lines where possible. On one-story rear additions, s~~Shed roofs are acceptable for one-story rear additions.

IV-B-~~4~~10 ~~Match the style of any porch or entry addition to the original or existing style of the front of the structure.~~ New porches or entries shall be compatible with, but not replicate, the historic character of the building.

IV-B-5 ~~Match the colors of any additions to the colors used on the existing exterior.~~Exterior wall colors on new additions shall match those of the historic building.

Revisions to Section IV of the Site Design and Use Standards is supported in part by a grant from the Oregon State Historic Preservation Office, Oregon Parks & recreation Department, funded by the National Park Service through the National Historic Preservation Act.

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IV-B-~~6~~2 ~~Try to rehabilitate and restore as many features as possible.~~Original architectural features shall be restored as much as possible, when those features can be documented.

IV-B-~~7~~9 Asphalt or ~~Sawn shingle and, for economy~~ composition shingle roofs are preferred. Asphalt shingles which match the original roof material in ~~existing~~ color and texture are acceptable. Wood s~~S~~hake, wood ~~shingle~~s, tile and metal roofs shall be avoided~~are not compatible with most Ashland architectural styles (there are a few exceptions)~~.

IV-B-~~8~~4 Diagonal and vertical siding ~~are not compatible in most cases~~ shall be avoided on new additions or on historic buildings except in those instances where it was used as the original siding.

IV-B-~~9~~6 Imitative materials including but not limited to ~~such as~~ asphalt siding, wood textured aluminum siding ~~or~~ and artificial stone ~~are not compatible~~shall be avoided.

IV-B-~~10~~11 ~~Any~~ New detached ~~structures~~ buildings shall be compatible with the ~~existing~~ associated historic building and shall conform to the above standards.

IV-B-1~~1~~ ~~Styles of other eras or locals, such as Tudor and Western styles are to be avoided~~Historic architectural styles and associated features shall not be replicated in new additions or associated buildings.

IV-B-12 The latest version of the Secretary of the Interior's *Standards for Rehabilitation* and *Guidelines for Rehabilitating Historic Buildings* shall be used in clarifying and determining whether the above standards are met.

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Revisions to Section IV of the Site Design and Use Standards is supported in part by a grant from the Oregon State Historic Preservation Office, Oregon Parks & recreation Department, funded by the National Park Service through the National Historic Preservation Act.

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IV.B. Rehabilitation Standards for Existing Buildings and Additions

The purpose of these standards is to prevent incompatible treatment of buildings in historic districts and to ensure that new additions and materials maintain the historic and architectural character of the district. They apply primarily to residential historic districts, residential buildings in the Downtown Historic District, and National Register-listed historic buildings not located within historic districts.

IV-B-1 Historic architectural styles and associated features shall not be replicated in new additions or associated buildings.

IV-B-2 Original architectural features shall be restored as much as possible, when those features can be documented.

IV-B-3 Replacement finishes on exterior walls of historic buildings shall match the original finish. Exterior finishes on new additions to historic buildings shall be compatible with, but not replicate, the finish of the historic building.

IV-B-4 Diagonal and vertical siding shall be avoided on new additions or on historic buildings except in those instances where it was used as the original siding.

IV-B-5 Exterior wall colors on new additions shall match those of the historic building.

IV-B-6 Imitative materials including but not limited to asphalt siding, wood textured aluminum siding and artificial stone shall be avoided.

IV-B-7 Replacement windows in historic buildings shall match the original windows. Windows in new additions shall be compatible in proportion, shape and size, but not replicate, original windows in the historic building.

IV-B-8 Reconstructed roofs on historic buildings shall match the pitch and form of the original roof. Roofs on new additions shall match the pitch and form of the historic building, and shall be attached at a different height so the addition can be clearly differentiated from the historic building. Shed roofs are acceptable for one-story rear additions.

IV-B-9 Asphalt or composition shingle roofs are preferred. Asphalt shingles which match the original roof material in color and texture are acceptable. Wood shake, wood shingle, tile, and metal roofs shall be avoided.

IV-B-10 New porches or entries shall be compatible with, but not replicate, the historic character of the building.

IV-B-11 New detached buildings shall be compatible with the associated historic building and shall conform to the above standards.

IV-B-12 The latest version of the Secretary of the Interior's *Standards for Rehabilitation* and *Guidelines for Rehabilitating Historic Buildings* shall be used in clarifying and determining whether the above standards are met.

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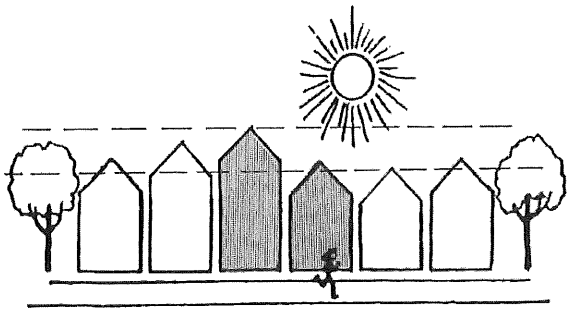
C. Historic District Design Standards

In addition to the standards found in Section II, the following standards will be used by the Planning and Historic Commission for new construction, and restoration and rehabilitation of existing buildings within the Historic District. **For projects located at the boundary between zoning districts or overlays, appropriate adjustments to building form, massing, height, scale, placement or architectural and material treatment may be considered to address compatibility with the transitional area while not losing sight of the underlying standards or requirements applicable to the subject property.**

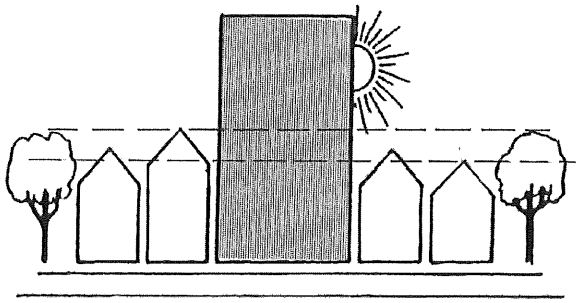
IV-C-1 Height

RECOMMENDED



Construct new buildings to a height within the range of historic building heights on and across the street.

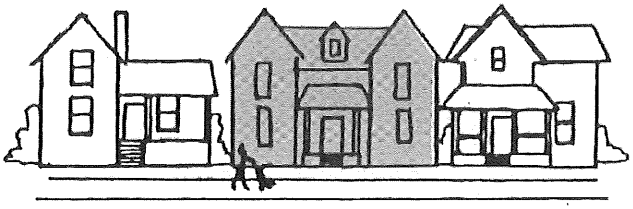
AVOID



New construction that significantly varies in height (too high or too low) from historic buildings in the vicinity.

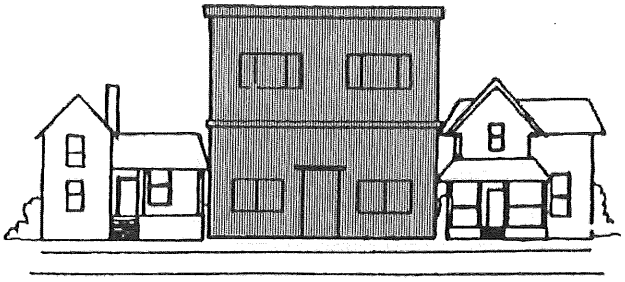
IV-C-2 Scale

RECOMMENDED



Height, width and massing of new buildings conforms with historic buildings in the immediate vicinity.

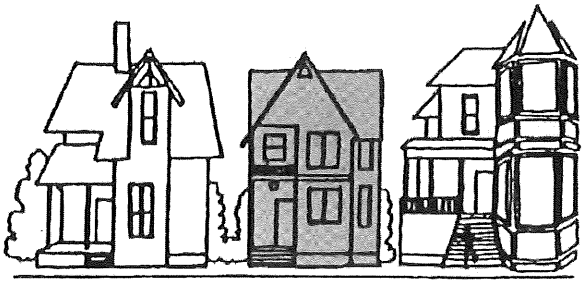
AVOID



Height, width, and massing of new buildings that is out of scale with historic buildings in the vicinity.

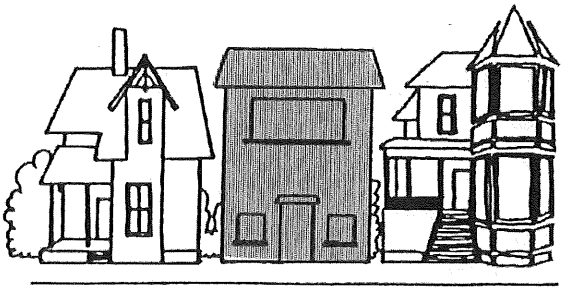
IV-C-3 Massing

RECOMMENDED



Small, varied masses consistent with historic buildings in the immediate vicinity.

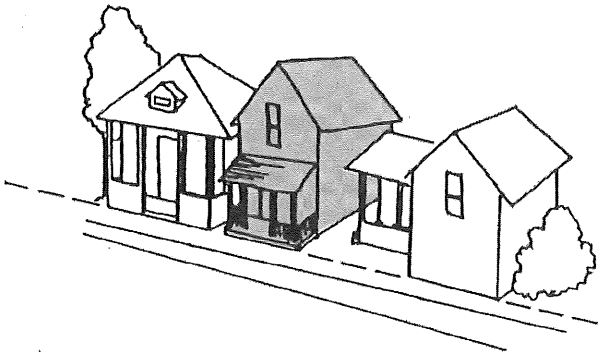
AVOID



Single, monolithic forms that are not relieved by variations in massing.

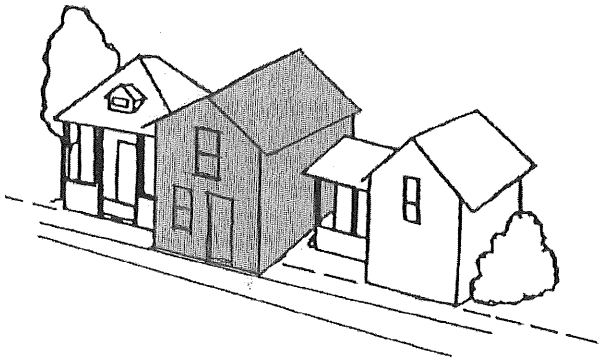
IV-C-4 Setback

RECOMMENDED



Front walls of new buildings are in the same plane as the facades of adjacent historic buildings.

AVOID



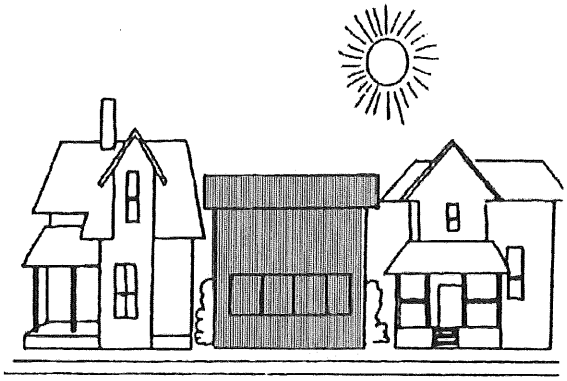
Front walls that are constructed forward of or behind setback line of adjacent historic buildings.

IV-C-5 Roofs

RECOMMENDED

Roof shapes, pitches and materials consistent with historic buildings in the immediate vicinity.

AVOID



Roof shapes, pitches, or materials not historically used in the immediate vicinity.

IV-C-6 Rhythm of Openings

RECOMMENDED

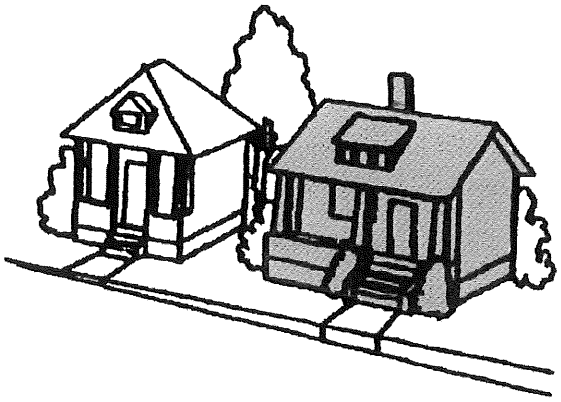
Pattern or rhythm of wall to door/window openings on the primary façade or other visually prominent elevation is maintained. Maintain compatible width-to-height ratio of bays in the facade.

AVOID

A pattern or rhythm of window/door openings that is inconsistent with adjacent historic buildings.

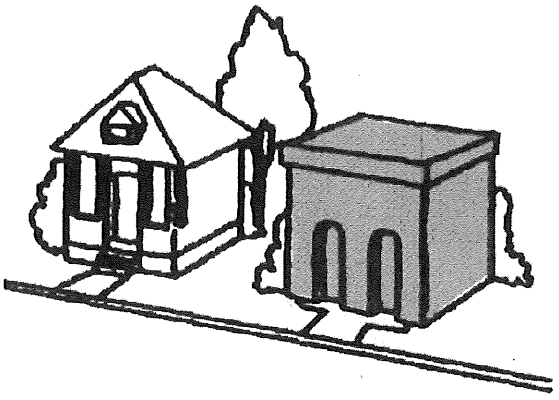
IV-C-7 Base or Platform

RECOMMENDED



A clearly defined base, or platform, characteristic of historic buildings in the immediate vicinity.

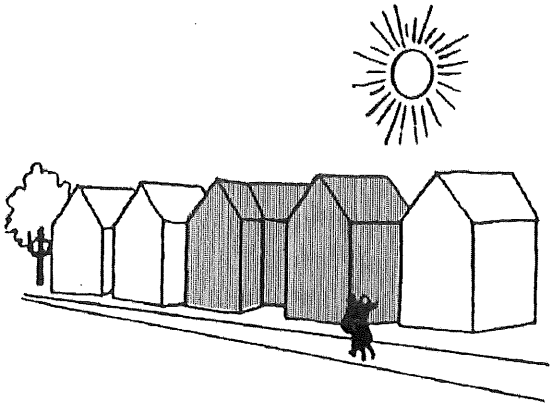
AVOID



Walls that appear to rise straight out of the ground without a distinct platform or base at the ground level.

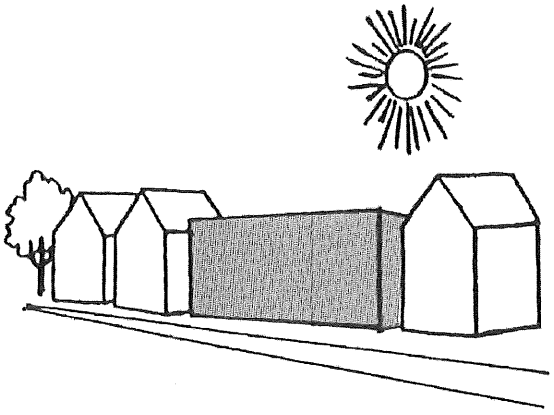
IV-C-8 Form

RECOMMENDED



Form (vertical/horizontal emphasis of building) that is consistent with that of adjacent historic buildings.

AVOID



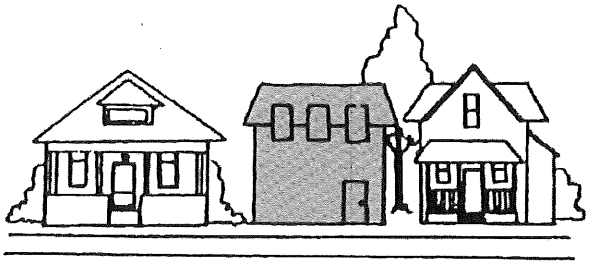
Form that varies from that of existing adjacent historic buildings.

IV-C-9 Entrances

RECOMMENDED

Well-defined primary entrances with covered porches, porticos, and other architectural features compatible but not imitative of historic counterparts.

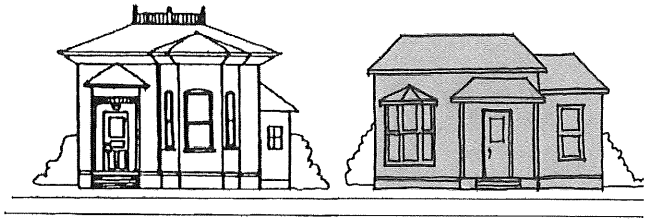
AVOID



Facades with minimally defined primary entrances.

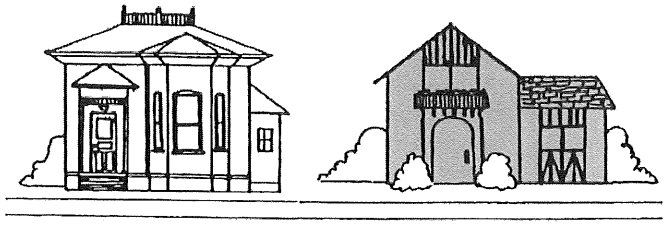
IV-C-10 Imitation of Historic Features

RECOMMENDED



Accurate restoration of original architectural features on historic buildings. New construction, including additions, that is clearly contemporary in design which enhances yet does not compete visually, with adjacent historic buildings.

AVOID



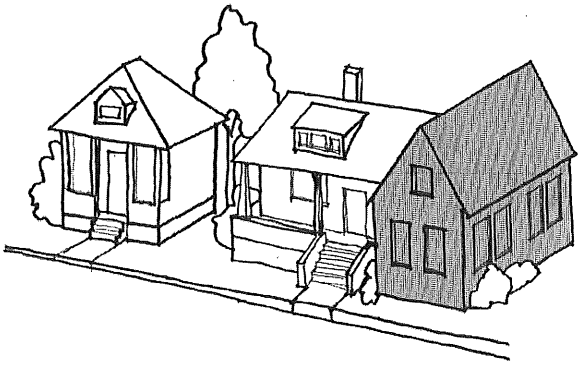
Replicating or imitating the styles, motifs, or details of historic buildings.

IV-C-11 Additions

RECOMMENDED

Additions that are visually unobtrusive from a public right-of-way, and do not obscure or eliminate character defining features of historic buildings.

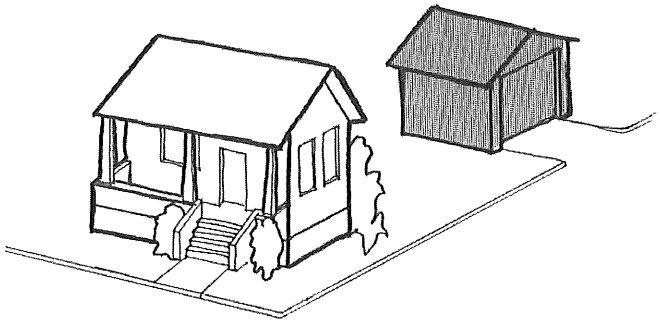
AVOID



Additions on the primary façade or any elevation that is visually prominent from a public right-of-way, and additions that obscure or destroy character defining features.

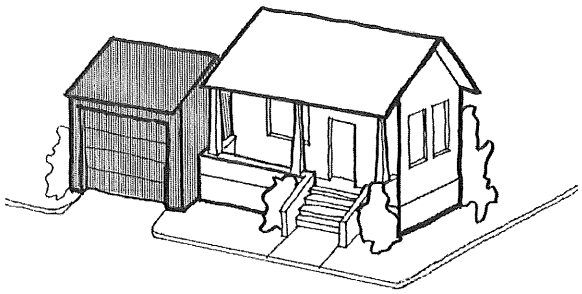
IV-C-12 Garage Placement

RECOMMENDED



Garage placed behind the primary historic building with access from a side street or alley if available.

AVOID



Garage placed beside or in front of the primary historic building.

~~1.~~ Section VI.

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Ashland Downtown Plan

p.52 (Third paragraph from the top)

~~2.~~ Under the procedures of the City's Site Design and Review Process, the applicant must demonstrate the proposal meets all of the design standards in order for the decision making body to approve the proposal. As such, the standards should help increase objectivity and reduce subjectivity.

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For projects subject to both Section IV and Section VI of the Site Design and Use Standards, Section VI shall prevail, with Section IV supplementing where possible to improve overall project design and compatibility. When located in areas of transition between zoning districts or overlays, appropriate adjustments to building form, massing, height, scale, placement or architectural and material treatment may be considered to address compatibility within the transitional area while not losing sight of the underlying standards and requirements applicable to the subject property.

Section VI.A Height

1. Building height shall vary from adjacent buildings, using either "stepped" parapets or slightly dissimilar overall height to maintain the traditional "staggered" streetscape appearance. An exception to this standard would be buildings that have a distinctive vertical division/façade treatment that "visually" separates it from adjacent buildings, or for restorations of historic facades.

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STAFF EXHIBIT S-3

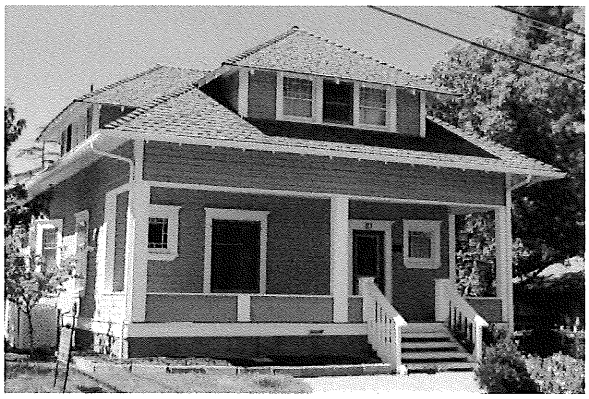
Five Proposed "Historic Building Briefs" Educational Handouts

- Living with Historic Buildings
- Windows
- Exterior Materials
- Additions
- Garages & Outbuildings

HISTORIC DISTRICT DEVELOPMENT STANDARDS

HISTORIC BUILDING BRIEF No. 1

Living with Historic Buildings



Introduction

- Historic preservation is a tool to enhance neighborhood livability, quality of life, civic pride - it also has economic rewards.
- Good preservation results in higher property values, helps to stabilize neighborhoods, and creates a skilled labor force.
- Preservation is good sustainable practice – like recycling – it minimizes waste and environmental degradation by retaining existing buildings, materials and infrastructure.

Ashland's History

- Sited on the Applegate Trail which carried pioneers from California to Oregon Territory.
- First settlers used Ashland Creek to power a saw mill and flour mill.
- Primarily a farming community in early years, until railroad development in 1880s which led to new industries & significant population growth.
- Growth was steady through the 1920s when Southern Pacific rerouted the railroad. That action and the Great Depression curtailed growth, thus the majority of Ashland's historic buildings date to the 1880s to 1920s.

Historic Registers

- Ashland has four historic districts, which are regulated locally, and each is also listed on the National Register of Historic Places.
- Applicable regulations within a district depend on property zoning, use and status (*historic, contributing, individually listed*, etc.)

Ashland's Historic Districts	*Total Properties*	*Number Contributing*
Downtown	100	73
Railroad Addition	371	256
Siskiyou-Hargadine	460	274
Skidmore Academy	484	300

- The city maintains detailed information on the historic significance of properties in each district; this can be viewed at the city's Planning Department.
- Individual properties are classified as resource by their historic integrity and contribution to the character of the district. Some property owners also pursue special assessment tax benefits by having their properties individually listed. Currently 24 properties use this tax benefit.

Local Requirements

- Ashland is a certified local government (CLG) because it has adopted goals and regulations for historic preservation that meet state standards. Ashland's comprehensive plan and municipal code establish goals and regulations for the preservation of resources in its historic districts.
- The Historic Commission is a nine-member, advisory body that meets monthly. A three-member subset of the Commission meets weekly by appointment on Thursday afternoons to review historic district building permits, and can also help to provide feedback on proposals.
- Expedited building permits for small residential rehabilitations and additions are available on Thursdays. A city planner and Building Department plans examiner are available from 8:30 to 11:30

This project is supported in part by a grant from the Oregon State Historic Preservation Office, Oregon Parks & Recreation Department, funded by the National Park Service through the National Historic Preservation Act.

a.m. Permits are reviewed by the Historic Commission's Review Board in the afternoon and are typically ready to issue the next day.

- Generally speaking, exterior changes requiring building permits for contributing commercial properties or for individually listed residential properties require separate land use approval, with review by the full Historic and/or Planning Commissions prior to obtaining building permits.
- Land use approval entails review for compliance with the city's *Site Design & Use Standards Handbook* and *The Secretary of the Interior's Standards for Rehabilitation*. These preservation standards ensure changes to historic properties are consistent with the spirit and character of the historic property and district while also meeting community, owner and resident needs.
- Demolition of buildings 45 or more years old is carefully regulated. Approval requires a demonstration that rehabilitation or re-use is not feasible or that the structure is unsound. Land use approval for a replacement structure must also be obtained prior to demolition.

Building Maintenance

- Historic houses need a maintenance plan.
- Roofs are highest priority. Keep excess moss and leaf debris removed, and gutters clean. Replace roofing material before it is so deteriorated that leaking occurs.
- Windows and doors are second priority. They should work properly, be as airtight as possible, and should only be replaced if they can't be repaired.
- Exterior paint is critical to extending the life of a building. A regular plan for repainting should be implemented. Small sections can be done every year to limit expense. Adequate cleaning is required before repainting.

Tips for Owners of Historic Houses

- Historic houses tend to function differently than new ones. They were designed to allow for natural light and fresh air, not to be hermetically sealed. It is important to use these features rather than trying to correct them, otherwise owners may be dissatisfied.
- Every historic building has eccentricities - windows are difficult to open; floors creak; cracks are signs of long life, not a flaw to be repaired. While most of these can be corrected, if they aren't causing problems with everyday life, it's best to let them to contribute to a building's character.

Additional Reading

- Map of Ashland's historic districts, http://www.ashland.or.us/Files/Local%20and%20National%20Historic%20Dist%20Overview.pdf
- Ashland Site Design and Use Standards, http://www.ashland.or.us/Files/SiteDesign-UseStandards_12.16.11.pdf
- Secretary of the Interior's Standards for Rehabilitation and Illustrated Guidelines for Rehabilitating Buildings, http://www.cr.nps.gov/hps/tps/standguide/rehab/rehab_approach.htm
- National Park Service Preservation Brief No. 47: Maintaining the Exteriors of Small and Medium Size Historic Buildings, www.cr.nps.gov/hps/tps/briefs/brief47.pdf
- Oregon Historic Sites Database, statewide list of properties meeting minimal criteria, http://heritagedata.prd.state.or.us/historic/index.cfm?do=v.dsp_main

HISTORIC DISTRICT DEVELOPMENT STANDARDS

Windows

HISTORIC BUILDING BRIEF No. 2

General Guidelines

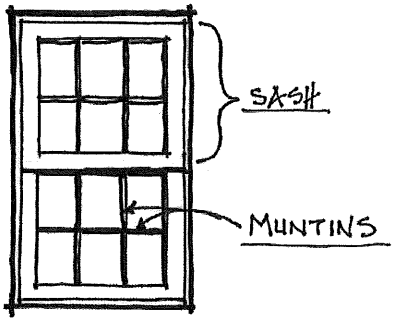
- Retain and repair whenever possible; replace original windows only when too deteriorated to repair.
- For best energy efficiency, weather-strip windows and use storm windows.
- Ultimate goal is sustainability and stewardship of historic components and materials.

History

- Windows are an important character defining feature of a building.
- Large sheets of glass were expensive to produce, so early windows had small panes separated by wood muntins; over time larger panes were used.
- Ultimately, number and arrangement of panes became the overriding design element.
- Originally constructed of wood because it was readily available and easy to work.
- Most early windows were double-hung and were oriented vertically to allow for good light and ventilation - hot air would escape out the top and cooler air would flow in the bottom. They often appear in pairs or triplets to increase overall window size.
- Windows were set into walls to decrease potential for water infiltration and to allow space for operating mechanisms, usually ropes and pulleys.

Repair and Maintenance

- Properly maintained wood windows have greatly extended service and contribute to a building's historic character; it is not unusual for them to work for 150 years or more.
- Repairs can be labor intensive, but are typically not complicated.
- If considering replacement, think twice; money is often better spent on repairing existing windows.
- Badly deteriorated windows can be restored by applying consolidants or wood putties to split, checked or rotting wood.
- Windows that cannot be stabilized may require replacing parts of the original window.



Replacement Windows

- Replacement of original windows is a last resort after all repair possibilities have been explored.
- If windows are missing or not reparable, match replacements as closely as possible in terms of size, materials, profile and pane configuration.
- If replacing windows with muntins, use either an external muntin or true divided light window. These muntins are often much wider and flatter than the originals so they change the look and reduce glass coverage.
- Avoid internal or "between the glass" muntins – they don't create a sense of depth like the original window, resulting in a "fake" appearance.
- Replacement windows have a much shorter life span than original windows and may require replacement in just a few years, often before installation cost is recovered in energy savings.

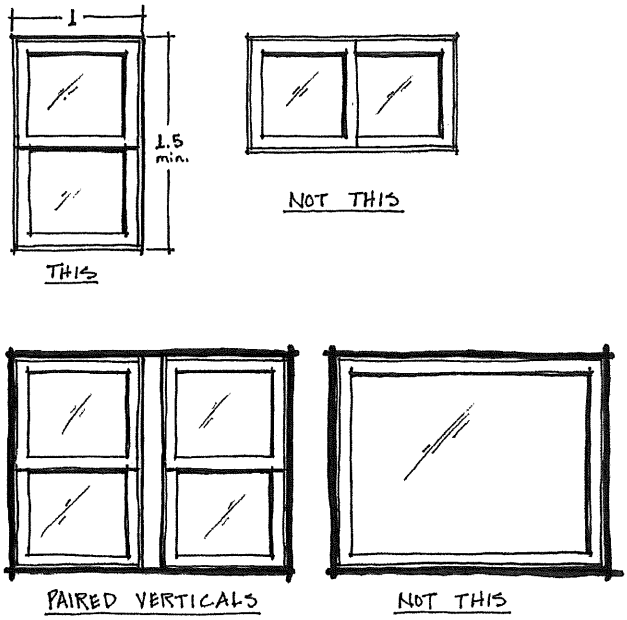
This project is supported in part by a grant from the Oregon State Historic Preservation Office, Oregon Parks & Recreation Department, funded by the National Park Service through the National Historic Preservation Act.

Windows

- Vinyl windows don't fit with historic buildings; they can't be worked like wood; they can't be painted so they are often stark white, a color not usually found on historic buildings; they yellow, crack, and shrink over time due to ultraviolet light exposure.

Windows in Additions

- Use wood, aluminum clad wood or fiberglass.
- They should be single/double-hung sash or casement in operation.
- Line up together, generally at the top of the opening, for each story of a building.
- Orientation should be vertical, that is, taller than they are wide, with a minimum ratio vertically to horizontally of 1.5 to 1. If a wider opening is preferred, pairs of vertical windows should be used.
- Have a 1/1 light configuration, as large areas of glazing are readily available, so muntins are not needed.
- They should be surrounded by exterior trim on the top and sides, with trim at least four inches wide.
- Inset a minimum depth of two inches from the finished exterior wall.



Energy Efficiency

- Most heat is lost because of air infiltration between the window sash and the frame, not through the glass. Despite widespread misconceptions, replacing old windows with new, double-glazed windows will not save money, will not significantly increase the energy efficiency of a house, and will probably cost more in the long term.
- Appropriate weather-stripping, insulating the window frame cavity and installing sash locks will significantly reduce air infiltration.
- Exterior storm windows should be considered as thermally efficient, cost-effective and reversible solutions for historic buildings, as they allow for the retention of original windows.
- Interior storm windows can work, but there is potential for condensation damage.
- Storm windows should be the same size as the underlying window. Matte finish anodized or coated frames are best, preferably coated or painted to match the existing color of the windows.
- "Mill aluminum" (shiny) windows should not be used.

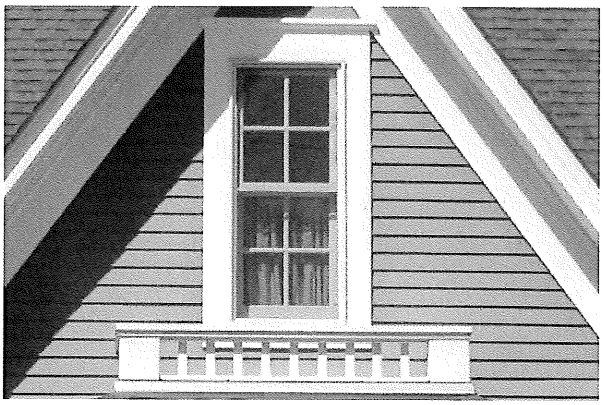
Additional Reading

- National Park Service Preservation Briefs:
  - No. 3: Conserving Energy in Historic Buildings www.nps.gov/hps/tps/briefs/brief03.htm
  - No. 9: The Repair of Historic Wooden Windows www.nps.gov/hps/tps/briefs/brief09.htm
- Window Preservation Guidance, Washington Department of Archaeology and Historic Preservation, http://www.dahp.wa.gov/window-preservation-guidance
- The Real Cost of Removing Historic Windows, http://www.apti.org/publications/Past-Bulletin-Articles/Sedovic-36-4.pdf

HISTORIC DISTRICT DEVELOPMENT STANDARDS

HISTORIC BUILDING BRIEF No. 3

Exterior Materials

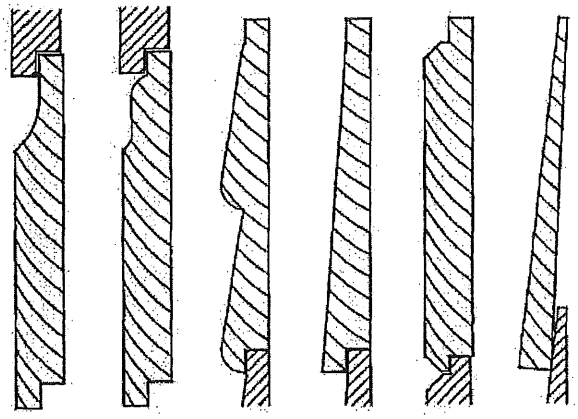


General Guidelines

- Properly maintained, wood siding outperforms wood substitutes and is the best choice.
- Cement fiber planks are a good choice for new additions or construction.
- Paint and most roofing materials are intended to be replaced periodically and therefore more flexibility can be given for substitute colors and materials.

History

- Horizontal wood siding and shingles were the most common exterior wall materials.
- Wood was used because of its abundance in the region and ease of shaping.
- The first wood siding was split clapboards, then sawn clapboards. By the early 1900s various patterns were made in a variety of profiles often called drop, rustic, or novelty siding.
- Several Victorian-era architectural styles used wood shingles sawn in various patterns such as octagonal and diamond patterns.
- Mineral fiber (asbestos) shingles were common in the 1930s and 40s and were a fairly durable, maintenance free siding.



Siding Types

- Wood siding, both historically and today, is typically made from cedar or fir and installed with common nails. It is the most durable siding – color is easily changed; blemishes can be sanded or filled.
- Brick should not be painted.
- Mineral fiber shingles can be painted but break easily.
- Installation of vinyl, metal or mineral fiber siding often requires removal of original decorative elements such as cornices, brackets, and window trim.
- Vinyl and metal is the least flexible material. It cannot be repaired, painted or replaced in small sections. Vinyl warps and cracks over time. Metal easily shows imprint from tossed baseballs or lawn mower rocks.
- Cement fiber siding products are durable, can be painted and often mimic original wood siding. If used, smooth-faced planks are most compatible with historic buildings. Wood-textured planks or panels do not mimic historic wood siding as it was always milled smooth. Large panels of fiber siding do not have adequate shadow lines and leave inappropriate joint lines.

Maintenance

- Check regularly for loose bricks or deteriorated mortar – tuck pointing may be required.
- Previously unpainted brick should not be painted, it encourages deterioration and hides subtle color and texture differences. If brick has been painted, the best color choice for repainting is one that matches original color of the brick.

This project is supported in part by a grant from the Oregon State Historic Preservation Office, Oregon Parks & Recreation Department, funded by the National Park Service through the National Historic Preservation Act.

Exterior Materials

- Maintain regular paint schedule and replace damaged or rotten boards as soon as discovered. Flaking or badly adhered paint should be removed. Oil-based primers are best for old wood.
- Appropriate methods for paint removal are scraping, sanding, thermal and mild chemical strippers.
- Inappropriate methods are sandblasting, high pressure power washing, blow torch, or abrasive cleaning and stripping. These usually cause permanent damage to siding materials.
- Vinyl and metal siding often traps moisture resulting in hidden damage to walls. If vinyl or metal is damaged it usually requires replacement of entire wall and occasionally entire building.

Paint Colors

- Italianate and Queen Anne style houses were typically painted in multi-color schemes in deep rich hues. Three to four colors were used, sometimes with each floor or material a different color. The base was usually darkest, with lighter colors on top. Window sash were often black or dark red.
- Colonial Revival houses were typically light color (gray, yellow or tan) trimmed with white or cream. Window sashes were often painted black or dark green.
- Craftsman houses were usually painted in warm, rich earth tones. Wood siding or shingles were often stained dark brown or green. Trim was lighter, often ivory, tan or cream. Window sashes varied greatly, and were red, black or the trim color.
- Tudor/Mission/Spanish Revival houses had light walls with contrasting trim colors and red tile for Mission and Spanish Revival roofs.
- Historic paint colors should be documented through paint analysis if possible.

Roofing

- Most houses were originally roofed with wood shakes/shingles from old-growth trees and lasted many years. Modern shakes/shingles have much shorter life span.
- City does not allow wood shakes/shingles due to fire danger in region.
- Slate shingles are durable and have a long life span, but were not commonly used during historic period. Should only be used on buildings that had them historically.
- High style metal shingles and standing seam roofs are durable and have long life span, but were also not commonly used historically. Corrugated metal panels were common on outbuildings beginning in 1920s. They're utilitarian and should be used on secondary buildings.
- Standing seam metal roofs are not appropriate. The minimal texture and bright colors look out of place in historic neighborhoods.
- Asphalt or composition shingles became common in the 1930s. Modern, architectural style asphalt shingles are better solutions in historic districts than the flat, three tab shingles, as they more closely mimic historic wood shakes/shingles.

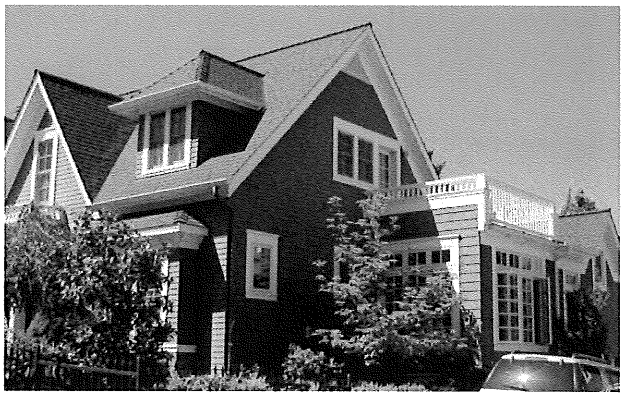
Additional Reading

- National Park Service Preservation Briefs
  - No. 8: Aluminum/Vinyl Siding on Historic Buildings, www.nps.gov/hps/tps/briefs/brief08.htm
  - No. 10: Exterior Paint Problems on Woodwork, www.nps.gov/hps/tps/briefs/brief10.htm
- Wood Guidelines, http://www.nps.gov/hps/tps/standguide/restore/restore_wood.htm
- Siding Profiles, http://www.wwpa.org/patterns/sections/g16.pdf

HISTORIC DISTRICT DEVELOPMENT STANDARDS

HISTORIC BUILDING BRIEF No. 4

Additions



General Guidelines

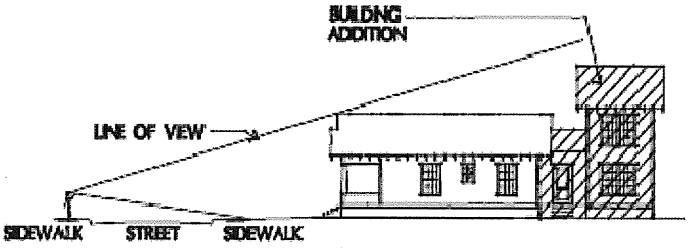
- Preserve historic features and materials of the original building.
- Design additions so that it is clear it is an addition and not part of the original building.
- Design additions so that they are compatible with the original building.

History

- Most historic buildings are compilations of multiple additions over time. Families grew and added new bedrooms or bathrooms, or businesses needed more floor space.
- Additions have always been placed to the rear or less prominent side.
- Garages started as separate buildings but were incorporated beginning in the 1920s. Often placed on the side of houses; in hilly locations they were often tucked underneath.
- Additions that are historic should be kept.

Placement and Size

- Locate on an inconspicuous side or rear.
- Additions should not be placed on the front nor a prominent side visible from a public right of way.
- Must meet current Ashland codes on setback and lot coverage ratios.
- Generally, one and two story historic buildings should not get an additional floor as it changes the character of the building and street.
- When used, additional floors should be set back from the front and any prominent side. The rule of thumb is that a new upper floor should not be visible from ground level across the street.



- Additions should not overpower the original structure. If a larger addition is planned it should be broken up into smaller segments so that the original building is dominant.

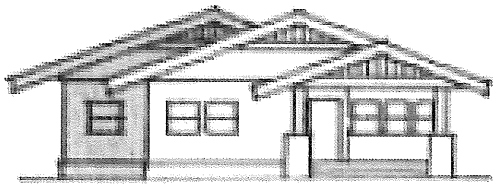
Should you match the style of the original building?

- An addition should be compatible, but shouldn't exactly match the original. It's important to be able to identify the historic building, and for the addition to be secondary.
- Similar materials, similar building elements, or similar sizes most often make an addition compatible. But simplification is important so that the historic building plays the prominent role.
- Connections between new and old should be clearly discernible. This can be achieved by setting the new wall plane back from the old or using a transparent connector space between the two.
- Compatibility with the existing historic district and streetscape, not just the historic building, is also critical.

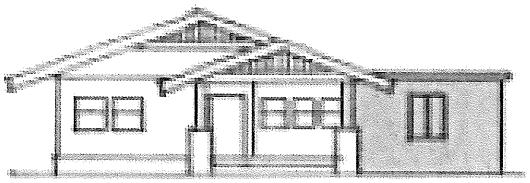
This project is supported in part by a grant from the Oregon State Historic Preservation Office, Oregon Parks & Recreation Department, funded by the National Park Service through the National Historic Preservation Act.

Additions

- Additions should reflect the overall massing, roof shape, bay spacing, cornice lines and building materials.



Successful addition form



Non-compatible addition form

Tips for a successful addition

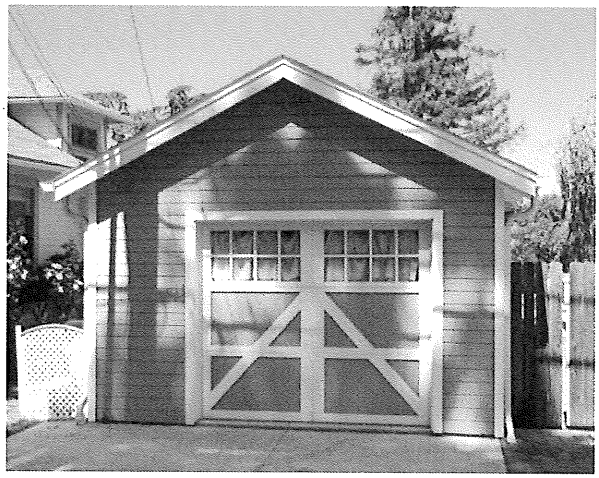
- Limit the size of the connection between the old and new. This reduces the amount of historic material lost and clearly distinguishes between the old building and the new addition. Utilize existing doors or enlarge windows to make the connections.
- Avoid designs that unify the original and the addition as a single architectural whole (see illustration to right).
- Take design cues for the new addition from the original building, but don't copy it.
- Use new building materials in the same color range as the original.
- Base the size, rhythm and alignment of the new addition's window and door openings on those of the original building.
- Minimize loss of historic fabric from the original building.

Additional Reading

- National Park Service Preservation Brief No. 14: New Exterior Additions to Historic Buildings: Preservation Concerns, www.nps.gov/hps/tps/briefs/brief14.htm
- National Park Service "The Secretary of the Interior's Standards for Rehabilitation and Illustrated Guidelines for Rehabilitating Buildings", http://www.cr.nps.gov/hps/tps/standguide/rehab/rehab_approach.htm
- District of Columbia Historic Preservation Guidelines; Additions to Historic Buildings, http://www.chrs.org/documents/HPO%20docs/Additions.pdf
- Bennington, Vermont Preservation Guidelines: Additions, http://www.bennington.com/hpc/pdfs/Time_and_Place/additions.pdf

HISTORIC DISTRICT DEVELOPMENT STANDARDS
HISTORIC BUILDING BRIEF No. 5

Garages/Outbuildings

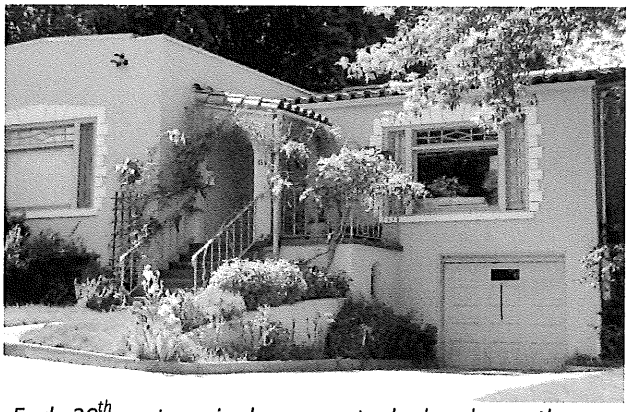


General Guidelines

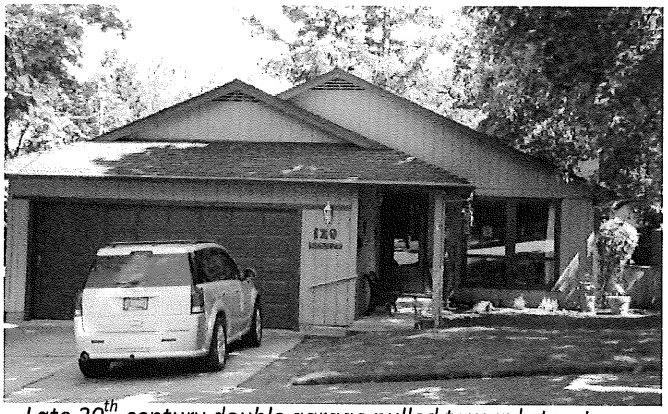
- Retain and preserve historic garages and outbuildings whenever possible.
- New buildings should not visually detract from the main house.
- New buildings should be placed behind the front line of main house.
- Single-width garage doors maintain the character of historic neighborhoods. Multiple garage doors detract from historic character.

History

- Garages originally were separate buildings placed behind the house, often accessed from alleys.
- Began to be incorporated into houses in 1920s. Usually placed on side of house, in hilly locations they were often tucked underneath.
- Doors were usually swinging doors, one car width wide.

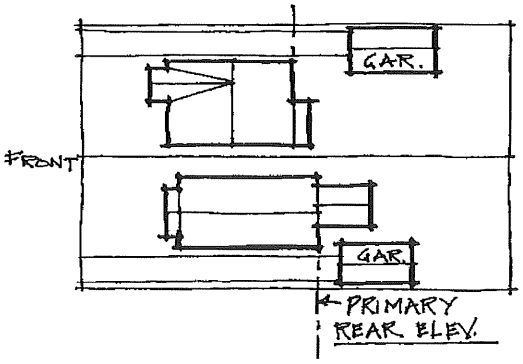


Early 20th century single garage tucked underneath



Late 20th century double garage pulled toward street

- Garages in Ranch Style houses were under the same roof as main house and often placed in front.
- By 1970s, garages were one of most prominent features of a house. Typically placed closer to street, and with wider doors than earlier examples.
- Other types of historic outbuildings include sheds for storing garden/farm equipment, wood sheds, pump houses, spring houses and outhouses.

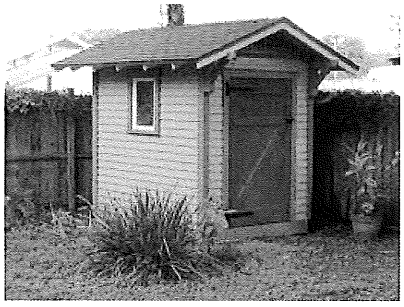


Placement and Size of New Garages/Outbuildings

- Locate as inconspicuously as possible on side or rear of main house. Preferably placed behind rear line of main house.
- Must meet current City codes on setback and lot coverage ratios.

This project is supported in part by a grant from the Oregon State Historic Preservation Office, Oregon Parks & Recreation Department, funded by the National Park Service through the National Historic Preservation Act.

Garages/Outbuildings

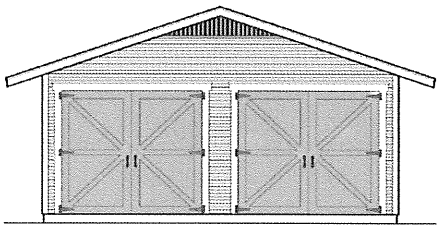


- Utilize smaller footprints than main house and limit to one-story in height.
- Follow historic setback patterns of other garages and outbuildings on street or in district.
- Locate sheds and gazebos in rear yards.
- Screen from public view with landscaping.

Should outbuildings match style of main house?

- Design of new buildings should be secondary to and simpler than that of main house.
- Materials should reflect the use and function of building, not that of main house.
- Compatibility with historic district and streetscape, not just main house, is important.
- Use roof form that compliments main house in shape and pitch.
- Metal, plastic, vinyl or canvas prefabricated outbuildings or carports are inappropriate.

Garage Doors

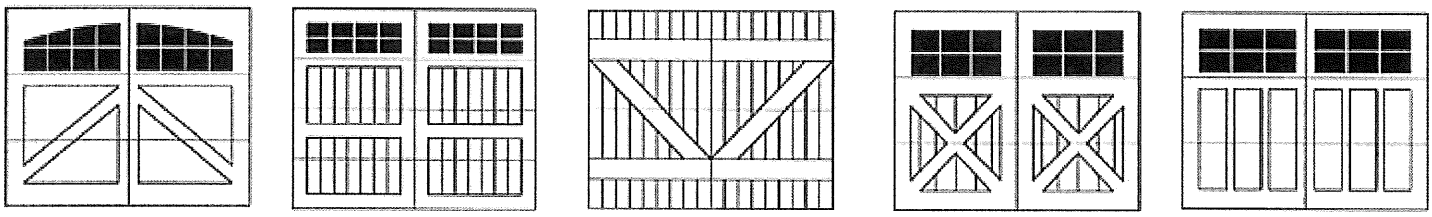


- Paint to complement garage.
- Use single width doors. If two-car garage is desired, use separate single-width doors for each bay.
- Metal doors are not appropriate, but if used they should be painted.
- Overhead wood doors that reflect the character of historic swinging doors are good options.
- If doors are highly visible from a public street, wood paneled doors are preferred.

Additional Reading

- National Park Service Preservation Brief No. 14: New Exterior Additions to Historic Buildings: Preservation Concerns, www.nps.gov/hps/tps/briefs/brief14.htm
- National Park Service "The Secretary of the Interior's Standards for Rehabilitation and Illustrated Guidelines for Rehabilitating Buildings", http://www.cr.nps.gov/hps/tps/standguide/rehab/rehab_approach.htm

Some examples of period garage door styles



STAFF EXHIBIT S-4

The Secretary of the Interior's Standards for Rehabilitation

The Secretary of the Interior's Standards for Rehabilitation

The Standards (Department of Interior regulations, 36 CFR 67) pertain to historic buildings of all materials, construction types, sizes, and occupancy and encompass the exterior and the interior, related landscape features and the building's site and environment as well as attached, adjacent, or related new construction.

The Standards are to be applied to specific rehabilitation projects in a reasonable manner, taking into consideration economic and technical feasibility.

1. **A property shall be used for its historic purpose or be placed in a new use that requires minimal change to the defining characteristics of the building and its site and environment.**

2. **The historic character of a property shall be retained and preserved. The removal of historic materials or alteration of features and spaces that characterize a property shall be avoided.**

3. **Each property shall be recognized as a physical record of its time, place, and use. Changes that create a false sense of historical development, such as adding conjectural features or architectural elements from other buildings, shall not be undertaken.**

4. **Most properties change over time; those changes that have acquired historic significance in their own right shall be retained and preserved.**

5. **Distinctive features, finishes, and construction techniques or examples of craftsmanship that characterize a property shall be preserved.**

6. **Deteriorated historic features shall be repaired rather than replaced. Where the severity of deterioration requires replacement of a distinctive feature, the new feature shall match the old in design, color, texture, and other visual qualities and, where possible, materials. Replacement of missing features shall be substantiated by documentary, physical, or pictorial evidence.**

7. **Chemical or physical treatments, such as sandblasting, that cause damage to historic materials shall not be used. The surface cleaning of structures, if appropriate, shall be undertaken using the gentlest means possible.**

8. **Significant archeological resources affected by a project shall be protected and preserved. If such resources must be disturbed, mitigation measures shall be undertaken.**

9. **New additions, exterior alterations, or related new construction shall not destroy historic materials that characterize the property. The new work shall be differentiated from the old and shall be compatible with the massing, size, scale, and architectural features to protect the historic integrity of the property and its environment.**

10. **New additions and adjacent or related new construction shall be undertaken in such a manner that if removed in the future, the essential form and integrity of the historic property and its environment would be unimpaired.**

STAFF EXHIBIT S-5

Current Standards(For Reference)

- Historic District Design Standards (SDUS Section IV)
- Downtown Design Standards (SDUS Section VI)

SECTION IV
Historic District Development

A. Development in Ashland's Historic District

Ashland's Historic District is very important to all of the City's residents. Not only does this area contain the City's beginnings, but it is also the area of some of the most prominent landmarks in Ashland, excluding the Plaza, East Main Street commercial area, Lithia Park, and many important residential districts. For the most part, the main architectural themes have already been laid down, and must be considered in the design of any new structures or renovation of existing structures. This does not mean that all new structures must be a lavish imitation of an architectural style whose heyday is past, but sensitivity to surrounding buildings and the existing land use patterns is essential to the successful development.

While it is critical that buildings be made habitable and safe, it is equally imperative that the architectural character of a building be respected in the process of structural improvements. Unfortunately, this has not always been done in Ashland. The architectural merit of a building has too often been sacrificed for a more contemporary design. For this purpose, the following standards were conceived as a guide to design decisions in the hope that the architectural integrity of Ashland's homes and commercial buildings will no longer be unnecessarily lost.

It is suggested that you think of your building as a whole – a single unit with no removable parts. Every change that you make can chip away at the integrity of the whole, like surgery. Efforts to personalize and update the building will leave you with an assortment of miscellaneous parts that bear no relation to each other, or to the original design. Wrought iron columns, asbestos shingles and aluminum frame windows have only one thing in common – the local hardware store. Older buildings in Ashland were built one at a time and such added options can obscure their individuality.

Restoration, Rehabilitation and Remodeling

Because there is so much activity these days in the improvement of older housing, new terminology has been introduced. The difference between "resorting", "rehabilitating", and "remodeling" may seem academic, but each results in a major difference in the way the job or project may turn out.

To "restore" is to return a building to its original condition as if it were a precious museum piece. This technique it typically used for structures of particular significance, such as historic landmarks where accuracy will serve an educational purpose as well as a visual one. Restoration is the most painstaking improvement process and usually the most expensive because it requires technical skill and historical precision for successful results. It can involve the removal of extraneous elements as well as the recreation of original features which may have become deteriorated or been destroyed. A fine example of a restoration project in Ashland is the Swedenberg home found on Siskiyou Boulevard. Great care has been taken to assure that the architectural integrity of the building exterior is practically identical to that when it was built in the early 1900s.

Remodeling a building is normally at the opposite end of the improvement spectrum from restoration. Unless it is done with sensitivity, to remodel a building is to redesign it so that

the generic features are obliterated and the basic character destroyed in the name of modernization. A remodeling job is to often considered a success if the original structure is unrecognizable in the end result. Remodeling is appropriately used for buildings which were constructed of inferior materials or for the buildings which have fallen into a state of disrepair due to vacancy or vandalism. Remodeling can also be a proper course of action when a structure undergoes a change in use, say from a single-family residence to commercial office space.

Unfortunately, it is quite common for a house to be remodeled and totally divested of its valuable characteristics when conditions do not require such radical treatment. Hence, the expression "remodel" can have bad connotations. To many people it suggests a waste of valuable resources. It is possible, however, to remodel with sensitivity, especially with the help of a talented architect.

To "rehabilitate" is to take corrective measures which will make a structure livable again. Some aspects of rehabilitation entail renovation and the introduction of new elements. Fore example, it is likely that outmoded electrical circuits would be required to be brought up to code to ensure safety and to provide adequate service for today's modern appliances. When rehabilitating a building, it is essential to protect the structural and decorative characteristics which belong to the architectural style. These are the very features through which the visual integrity and the economic value of the building are preserved. Modern elements shall only be introduced absolutely necessary, and in a manner which is sympathetic to the original design. An excellent example of a successful rehabilitation is the Ashland Community Center on Winburn Way.

The rewards of sensitive home improvements are many. First there is the satisfaction of knowing you have done the job right. Second, there is the gratification from compliments of other people who appreciate what you have done. Third, there is the pleasure of living in an attractive, comfortable and historically preserved home. While these benefits are difficult to measure, such restoration or rehabilitation can result in significant economic benefits. A perceptive combination of restoration and remodeling will actually contribute to the resale value of your home. Finally, a good rehabilitation project can be surprisingly influential on an entire neighborhood.

The City of Ashland has adopted ordinances to assure that all development, including development in the Historic District, remains compatible with the existing integrity of the district. In new construction of a single-family residence, the Historic Commission will use these standards to make recommendations to the applicant.

If an applicant requires a Staff Permit, Site Review, or a Conditional Use Permit which involves new construction, a remodel, or any use greater than a single-family use, the authority exists in the law for the Staff Advisor and the Planning Commission to require modifications in the design to match these standards. In this case the Historic Commission advises both the applicant and the Staff Advisor or other City decision maker.

B. Rehabilitation and Remodel Standards

The purpose of the following standards is to prevent incompatible structures and design and ensure the proper use of materials and details within the Historic District:

IV-B-1 Be sure the remodeled portion has exterior wall finish that matches the existing or original material.

IV-B-2 Design window additions are to duplicate existing or original windows.

IV-B-3 Design the roof on additions or remodels to have the same pitch as the original pitch as the original roof. Extend the ridge lines where possible. On one-story rear additions, shed roofs are acceptable.

IV-B-4 Match the style of any porch or entry addition to the original or existing style of the front of the structure.

IV-B-5 Match the colors of any additions to the colors used on the existing exterior.

IV-B-6 Try to rehabilitate and restore as many features as possible.

IV-B-7 Sawn shingle and, for economy composition roofs are preferred. Asphalt shingles which match existing color and texture are acceptable. Shake shingles, tile and metal roofs are not compatible with most Ashland architectural styles (there are a few exceptions).

IV-B-8 Diagonal and vertical siding are not compatible in most cases.

IV-B-9 Imitative materials such as asphalt siding, wood textured aluminum siding or artificial stone are not compatible.

IV-B-10 Any detached structures shall be compatible with the existing building and conform to the above standards.

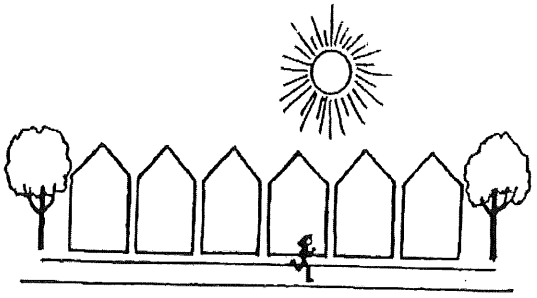
IV-B-11 Styles of other eras or locals, such as Tudor and Western styles are to be avoided.

C. Historic District Design Standards

In addition to the standards found in Section II, the following standards will be used by the Planning and Historic Commission for new development and renovation of existing structures within the Historic District:

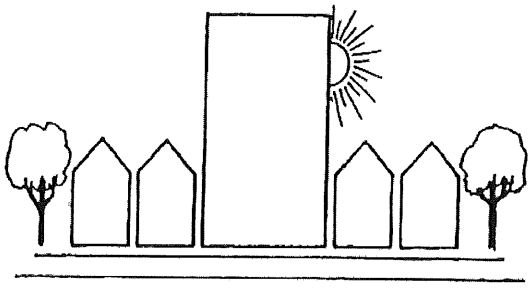
IV-C-1 Height

RECOMMENDED



Construct buildings to a height of existing buildings from the historic period on and across the street.

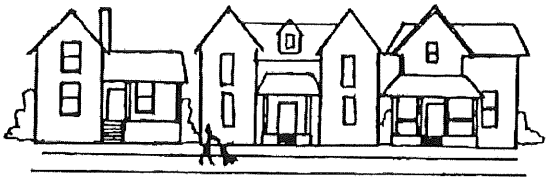
AVOID



Avoid construction that greatly varies in height (too high or too low) from older buildings in the vicinity.

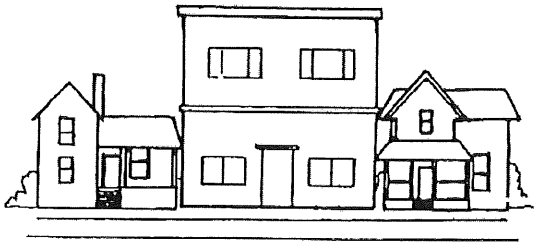
IV-C-2 Scale

RECOMMENDED



Relate the size and proportions of new structures to the scale of adjacent buildings

AVOID



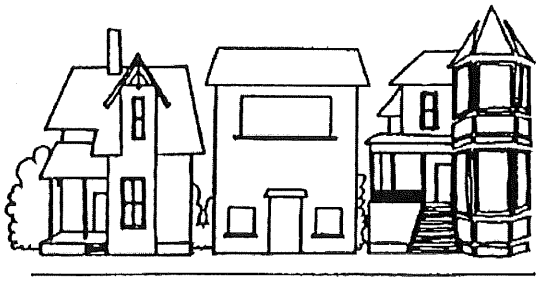
Avoid buildings that in height, width, or massing, violate the existing scale of the area.

IV-C-3 Massing

RECOMMENDED

Break up uninteresting boxlike forms info smaller, varied masses which are common on most buildings from the historic period.

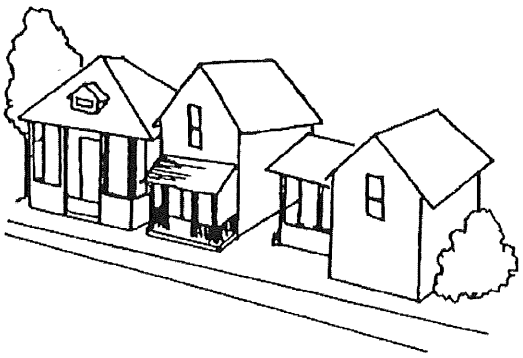
AVOID



Avoid single, monolithic forms that are not relieved by variations in massing.

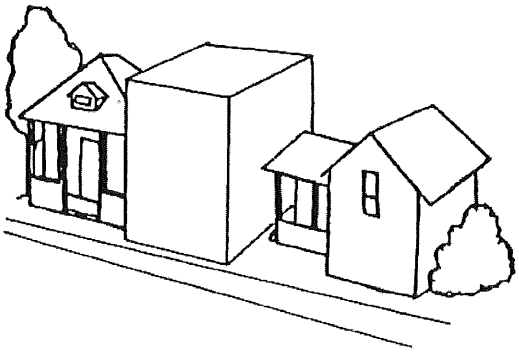
IV-C-4 Setback

RECOMMENDED



Maintain the historic façade lines of streetscapes by locating front walls of new buildings in the same plane as the facades of adjacent buildings.

AVOID



Avoid violating the existing setback pattern by placing new building in front or behind the historic façade line.

IV-C-5 Roof Shapes

RECOMMENDED

Relate the new roof forms of the building to those found in the area.

AVOID

Avoid introducing roof shapes, pitches, or materials not traditionally used in the area.

IV-C-6 Rhythm of Openings

RECOMMENDED

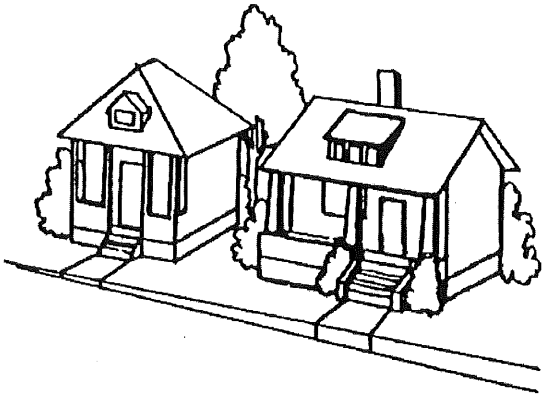
Respect the alternation of wall areas with door and window elements in the façade. Also consider the width-to-height ratio of bays in the façade.

AVOID

Avoid introducing incompatible façade patterns that upset the rhythm of opening established by the surrounding structures.

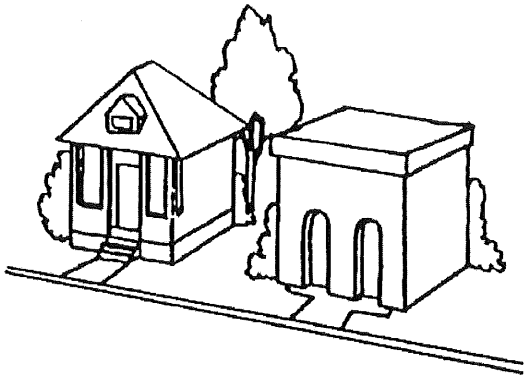
IV-C-7 Platforms

RECOMMENDED



The use of a raised platform is a traditional siting characteristic of most of the older buildings in Ashland.

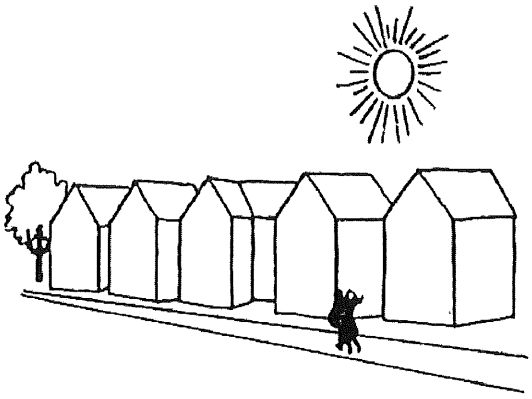
AVOID



Avoid bringing the walls of buildings straight out of the ground without a sense of platform.

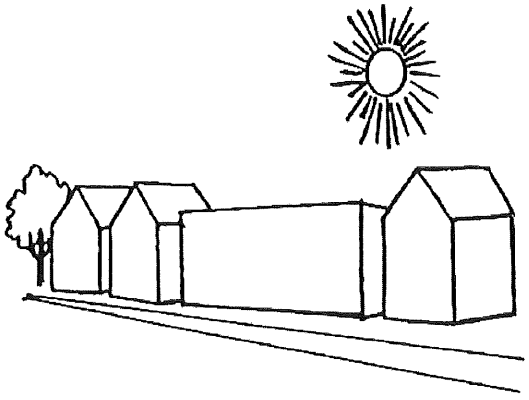
IV-C-8 Directional Expression

RECOMMENDED



Relate the vertical, horizontal or nondirectional façade character of new buildings to the predominant directional expression of nearby buildings.

AVOID



Avoid horizontal or vertical façade expressions unless they are compatible with the character of structures in the immediate area.

IV-C-9 Sense of Entry

RECOMMENDED

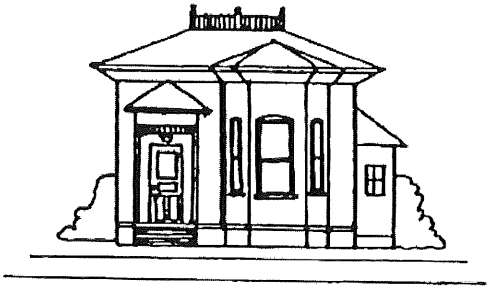
Articulate the main entrances to the building with covered porches, porticos, and other pronounced architectural forms.

AVOID

Avoid façades with no strong sense of entry.

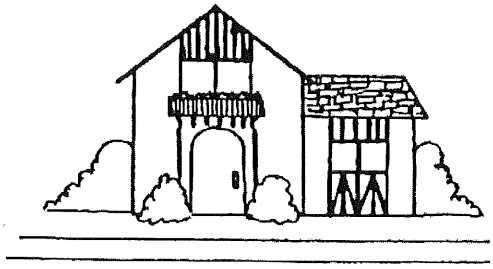
IV-C-10 Imitations

RECOMMENDED



Utilize accurate restoration of, or visually compatible additions to, existing buildings. For new construction, traditional architecture that well represents our own time, yet enhances the nature and character of the historic district should be used.

AVOID



Avoid replicating or imitating the styles, motifs, or details of older periods. Such attempts are rarely successful and, even if well done, present a confusing picture of the true character of the historical area.

SECTION VI
Downtown Ashland

Adopted by the Ashland City Council August 7, 1998
Ordinance #2825

Introduction

Ashland's downtown is without doubt the most important fifty-five acres in the city. For over 100 years if has been the community's economic center. The downtown boasts one of the most beautiful parks in the country, and the Oregon Shakespeare Festival annually draws thousands of theater goers. Ashland's charm, cultural offerings and lovely location have not been lost on those who visit, and during the last two decades the City's population has risen from 11,000 to 16,000. However, downtown economic growth has significantly exceeded population growth. The downtown retail spaces have increased, office spaces have doubled and tourist traffic has grown over 600 percent. Downtown automobile traffic has nearly doubled and pedestrian traffic counts have risen over 200 percent to 900 percent.

Such growth demands changes in planning and development, but Ashland's citizens insist that these changes allow the downtown to maintain its integrity and its unique character. Community participation has always been integral to Ashland's development. Citizens' affection for the city and desire to increase the culture, physical grace, and the economy have encouraged residents to support Southern Oregon State College, Lithia Park, the Shakespeare Festival and numerous other community enterprises and improvements.

Historically the city center, the downtown, began at the Plaza area and extended southeast along East Main Street. Only about one-half mile long, the area now extends from the intersection of Helman and North Main Streets on the northwest, to the Ashland Library on the southeast. It is approximately one-quarter mile wide and extends from Hargadine Street to "B" Street. Main areas are the Plaza, including the entrance to Lithia Park and Guanajuato Way, the Oregon Shakespeare Festival theaters, the East Main Street business district, the business area around the Ashland Library, Lithia Way/"C" Street, the property surrounding the old armory, and the Newbry property – the large vacant parcel of land bounded by the viaduct and by Helman Commercial, and Water Streets, know as the Water Street Annex.

This downtown area is the employment center of the community, and in 1988 employed 25 percent of all city employees. Sixty-three percent of these were employed by restaurants, the Oregon Shakespeare Festival and retail businesses which cater primarily to tourists in the summer months.

With 197 businesses, the downtown is also a thriving business center. The businesses are diverse ranging from light manufacturing and auto repair to tourist gift shops and law offices. Retail businesses comprise most of the square footage and are concentrated along Main Street. Many of these retail businesses are specialty stores which attract consumers throughout southern Oregon and northern California. Catering to the local tourist and regional markets has preserved the downtown's economic vitality and health.

In addition to being the employment and business center, the downtown is also the community's social and arts and entertainment center. Increased pedestrian amenities and bike paths have encouraged residents and tourists alike to enjoy the downtown by foot or bicycle or simply by

sitting on the many benches and planters which have been furnished. The Oregon Shakespeare Festival, several smaller theatres, nightclubs and restaurants provide tourist and residents with numerous opportunities for a pleasurable night out.

The combination of these factors – economic health, cultural are artistic offerings, attractiveness, location a pleasant pedestrian and bicycling environment – have endowed Ashland with the attractive qualities of a tourist town and the advantages of being a real center for a rural town.

There are, of course, some problems which exist as a result of growth and change. The major problems which have been identified are:

Economic: The need to be less dependent on the tourist industry, particularly a single facet of that sector – the Oregon Shakespeare Festival – and to promote growth in the retail and services sectors, especially those that service the local, tourist, and regional markets.

Automobile and Traffic: Parking is a problem throughout the year, but particularly during the peak tourist summer months. Although facts indicate hat parking demand is not entirely met by existing facilities, it may not be financially or environmentally wise to accommodate the highest peak days. As traffic congestion continues to increase, the city and residents will have to adapt to different traffic patterns and use alternative forms of transport in order to alleviate the problem.

Pedestrian Traffic: The substantial increase in pedestrian traffic has spurred improvements in pedestrian amenities such as benches, planters and fountains to encourage pedestrian flow through the length of the downtown. Ongoing renovation will be needed to help accommodate the ever-growing number of people.

Ashland Downtown Plan

The City of Ashland Downtown Plan is the guiding document for all downtown site design. It provides a comprehensive review of downtown Ashland's historical development and current trends and needs. In addition, it outlines specific actions intended for implementation within five years. These actions are divided into four major sections: Physical Development, Downtown Management, Regulation, and Economic Development. Although most of these actions will be taken by the municipal government, it will include the city's partners in downtown improvements – the Parks and Recreation Commission, the Chamber of Commerce, the Ashland Downtown Association, the Oregon Shakespeare Festival and others. It is imperative that builders and developers are familiar with the actions and follow current guidelines.

Redevelopment in the Downtown

Three large historic buildings will probably see more intense uses in the next twenty years – the Masonic Lodge, the Elks Lodge, and the Mark Anthony Hotel. Other buildings will undoubtedly redevelop, and conformance with both the city's historic guidelines and the downtown development criteria should insure that the developments are positive.

Downtown Design Standards (Amended August 4, 1998: Ordinance #2825)

The purpose of the Downtown Design Standards is to respect the areas unique heritage and to enhance the appearance and livability of the area as it develops and changes. Based upon common features found in the downtown, the standards provide a foundation for prospective applicants, citizens, and community decision makers to direct change in a positive and tangible

way. It is not the intent of the Design Standards to freeze time and halt progress or restrict an individual property owner's creativity, but rather to guide new and remodeled proposals to be in context with their historic surroundings. Personal choice should be and can be expressed within the framework of the standards.

While many communities across America are attempting to "create" or "re-create" an urban downtown of their own, the Downtown Design Standards are attempt to preserve what Ashland already has; a "main street' historical district with diverse individual buildings that collectively create an organized, coordinated and ageless rhythm of buildings. As a collective group, the downtown can retain its "sense of place", its economic base, its history and its citizen's vision.

Under the procedures of the City's Site Design and Review Process, the applicant must demonstrate the proposal meets all of the design standards in order for the decision making body to approve the proposal. As such, the standards should help increase objectivity and reduce subjectivity.

The following criteria are adopted with this plan and shall be used as part of the land use approval process:

VI-A Height

1. Building height shall vary from adjacent buildings, using either "stepped" parapets or slightly dissimilar overall height to maintain the traditional "staggered" streetscape appearance. An exception to this standard would be buildings that have a distinctive vertical division/façade treatment that "visually" separates it from adjacent buildings. (Illustration: Recommend 1, 5 & 10; Avoid 3)
2. Multi-story development is encouraged in the downtown. (Illustration: Recommend 1, 5, 6 & 10).

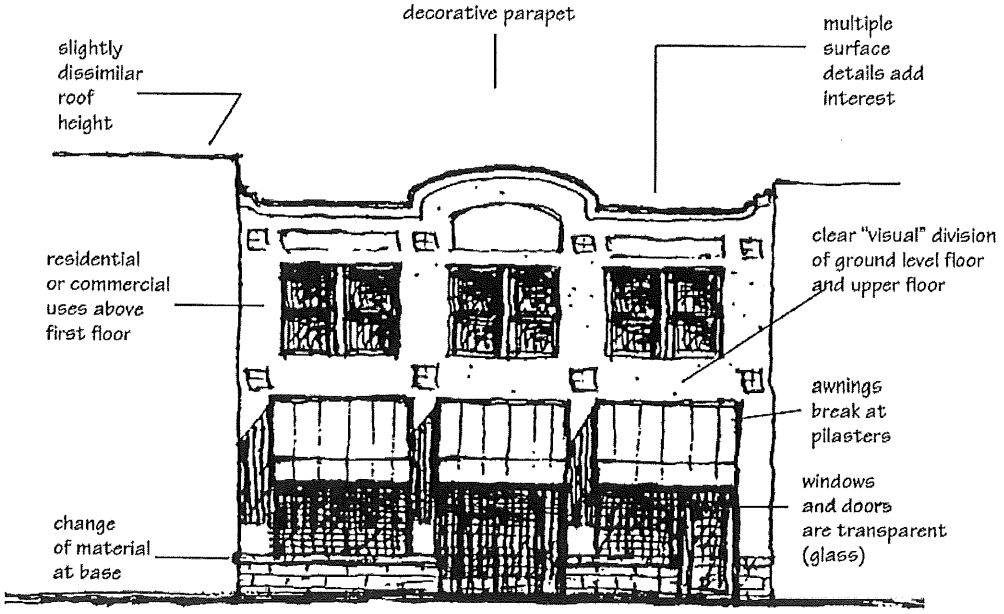


ILLUSTRATION 1

RECOMMENDED

VI-B Setback

1. Except for arcades, alcoves and other recessed features, building shall maintain a zero setback from the sidewalk or property line (Illustration: Recommend 2, 5, 6 & 10). Areas having public utility easements or similar restricting conditions shall be exempt from this standard.
2. Ground level entries are encouraged to be recessed from the public right-of-way to create a "sense of entry" through design or use of materials (Illustration: Recommend 2, 5, 6 & 10; Avoid 3).
3. Recessed or projecting balconies, verandas or other useable space above the ground level on existing and new buildings shall not be incorporated in a street facing elevation (Illustration: Avoid 4 & 7).

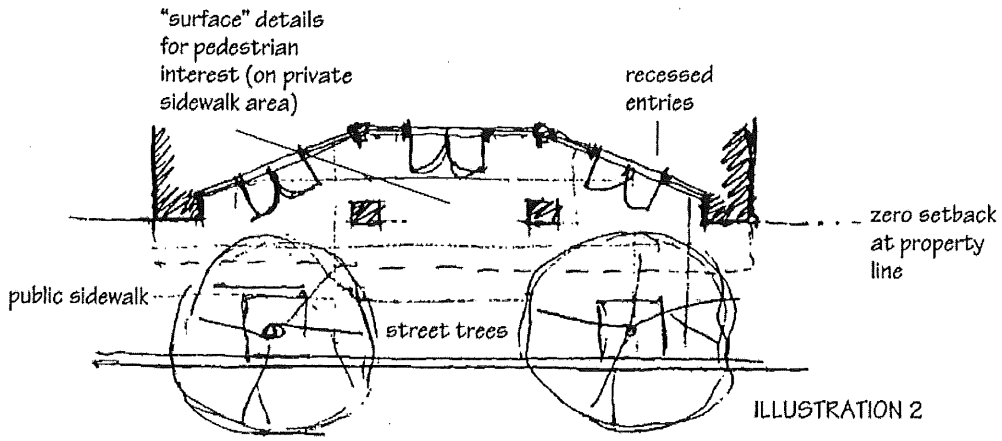


ILLUSTRATION 2

RECOMMENDED

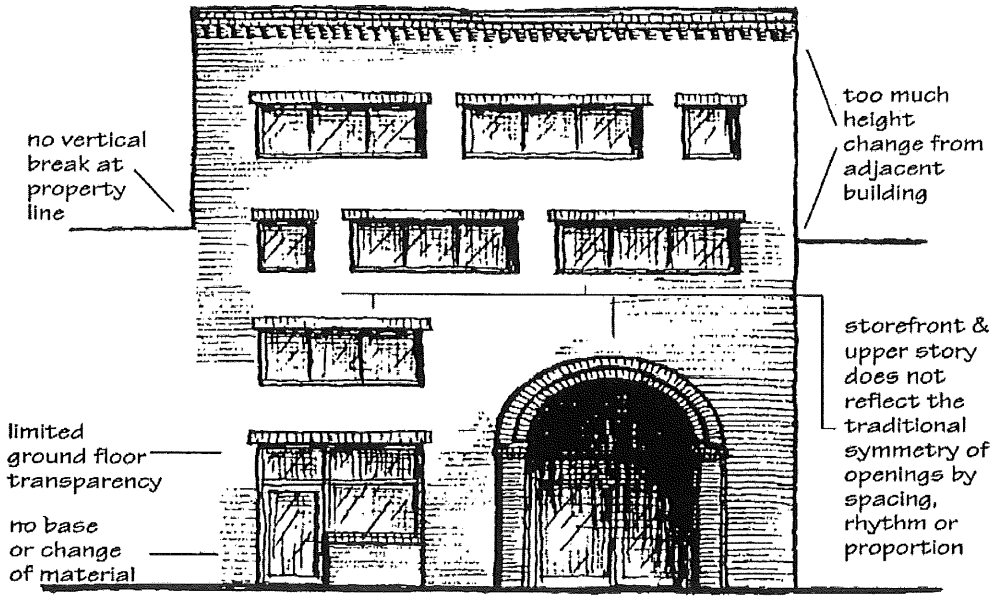


ILLUSTRATION 3

AVOID

VI-C Width

1. The width of a building shall be extended from side lot line to side lot line (Illustration: Recommend 5). An exception to this standard would be an area specifically designed as plaza space, courtyard space, dining space or rear access for pedestrian walkways.
2. Lots greater than 80' in width shall respect the traditional width of buildings in the downtown area by incorporating a rhythmic division of the façade in the building's design (Illustration: Recommend 5 & 10; Avoid 3).

VI-D Openings

1. Ground level elevations facing a street shall maintain a consistent proportion of transparency (i.e., windows) compatible with the pattern found in the downtown area (Illustration: Recommend 1, 5, 6 & 10).
2. Scale and proportion of altered or added building elements, such as the size and relationship of new windows, doors, entrances, column and other building features shall be visually compatible with the original architectural character of the building (Illustration: Recommend 5 & 6; Avoid 4 & 9).

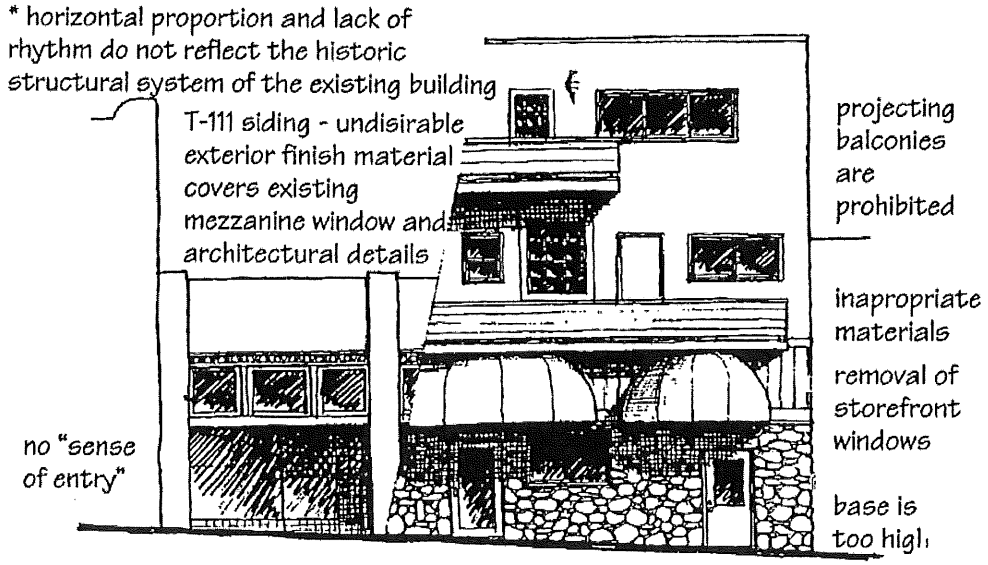
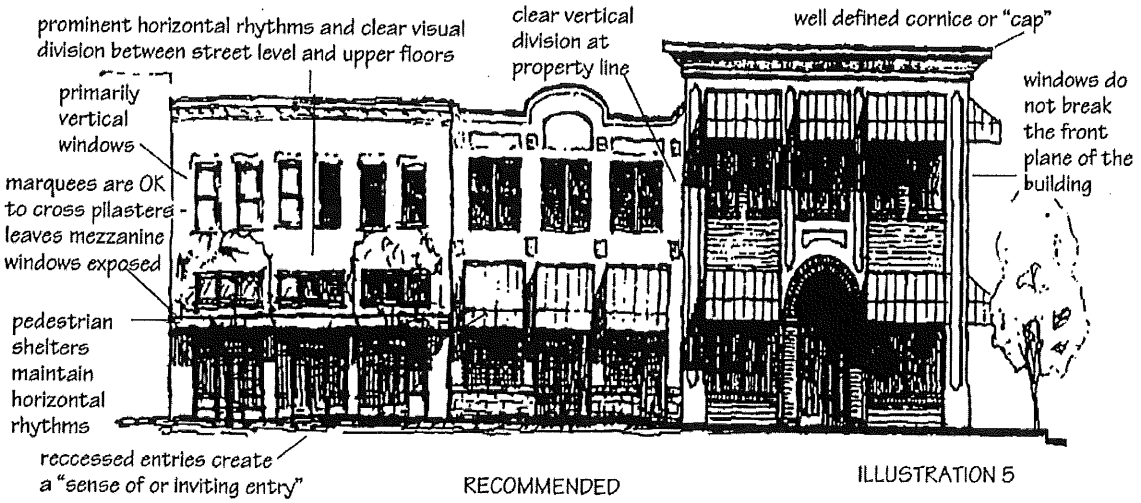


ILLUSTRATION 4



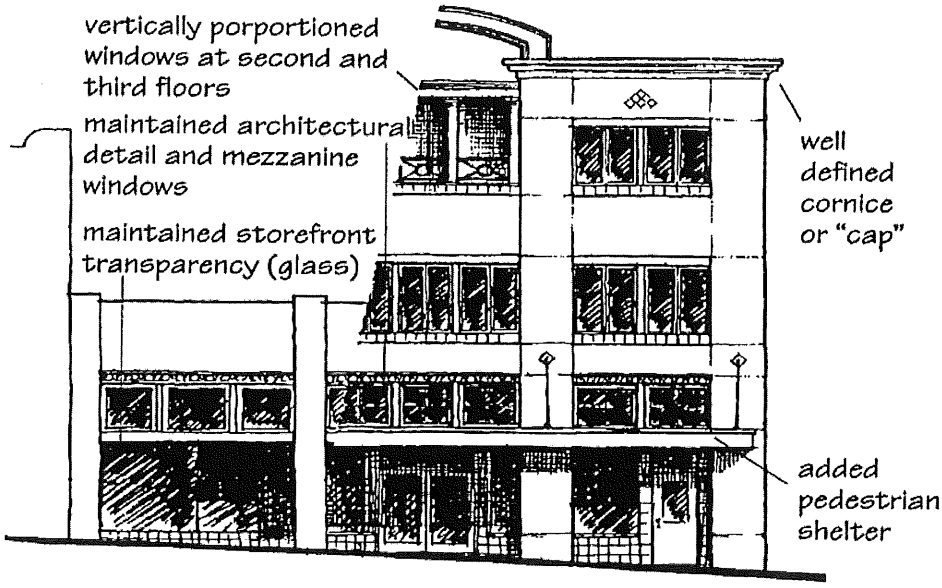
3. Upper floor windows orientation shall primarily be vertical (height greater than width) (Illustration: Recommend 1, 5 & 6; Avoid 8).
4. Except for transom windows, windows shall not break the front plane of the building (Illustration: Recommend 5).
5. Ground level entry doors shall be primarily transparent (Illustration: Recommend 10; Avoid 4).
6. Windows and other features of interest to pedestrians such as decorative columns or decorative corbelling shall be provided adjacent to the sidewalk (Illustration: Recommend 1 & 5; Avoid 4 & 7). Blank walls adjacent to a public sidewalk are prohibited.

VI-E Horizontal Rhythms

1. Prominent horizontal lines at similar levels along the street's street front shall be maintained (Illustration: Recommend 1, 5, 6 & 10; Avoid 4 & 8).
2. A clear visual division shall be maintained between ground level floor and upper floors (Illustration: Recommend 1, 5, 6 & 10).
3. Buildings shall provide a foundation or base, typically from ground to the bottom of the lower window sills, with changes in volume or material, in order to give the building a "sense of strength' (Illustration: Recommend 1, 5 & 10; Avoid 4 & 8).

VI-F Vertical Rhythms

1. New construction or storefront remodels shall reflect a vertical orientation, either through actual volumes or the use of surface details to divide large walls, so as to reflect the underlying historic property lines (Illustration: Recommend 5 & 6; Avoid 3).

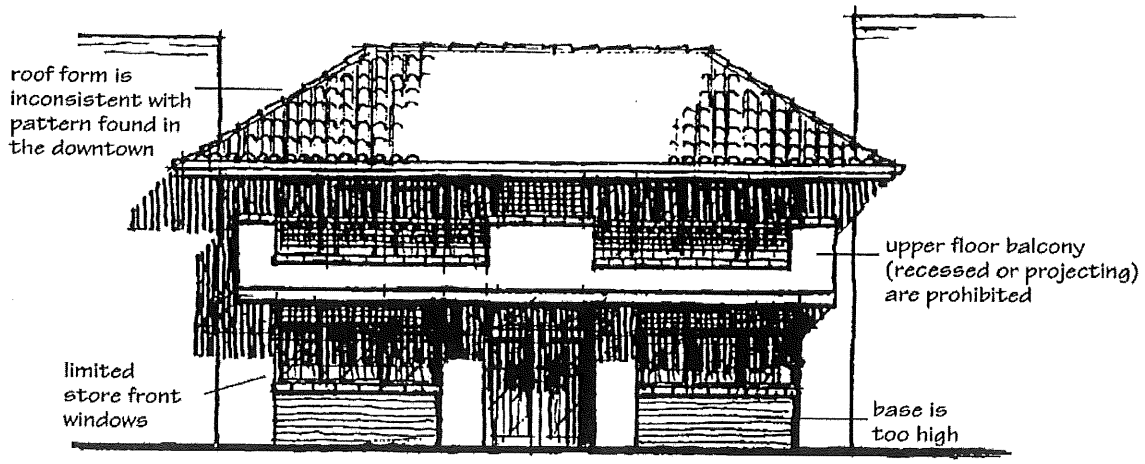


RECOMMENDED ILLUSTRATION 6

2. Storefront remodeling or upper story additions shall reflect the traditional structural system of the volume by matching the spacing and rhythm of historic openings and surface detailing (Illustration: Recommend 6; Avoid 4 & 9).

VI-G Roof Forms

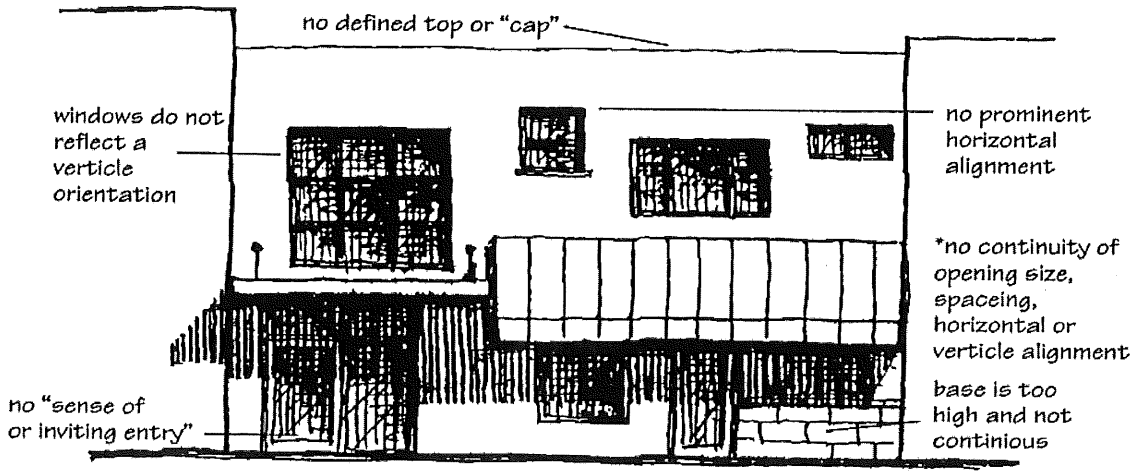
1. Sloped or residential style roof forms are discourage in the downtown area unless visually screened from the right-of-way by either a parapet or a false front. The false front shall incorporate and well defined cornice line or "cap" along all primary elevations (Illustration: Recommend 1, 5 & 10; Avoid 7).



AVOID ILLUSTRATION 7

VI-H Materials

1. Exterior building materials shall consist of traditional building materials found in the downtown area including block, brick, painted wood, smooth stucco, or natural stone (Illustration: Avoid 4 & 9).
2. In order to add visual interest, buildings are encouraged to incorporate complex "paneled" exteriors with columns, framed bays, transoms and windows to create multiple surface levels (Illustration: Recommend 1, 5 & 10; Avoid 7, 8 & 9).



AVOID

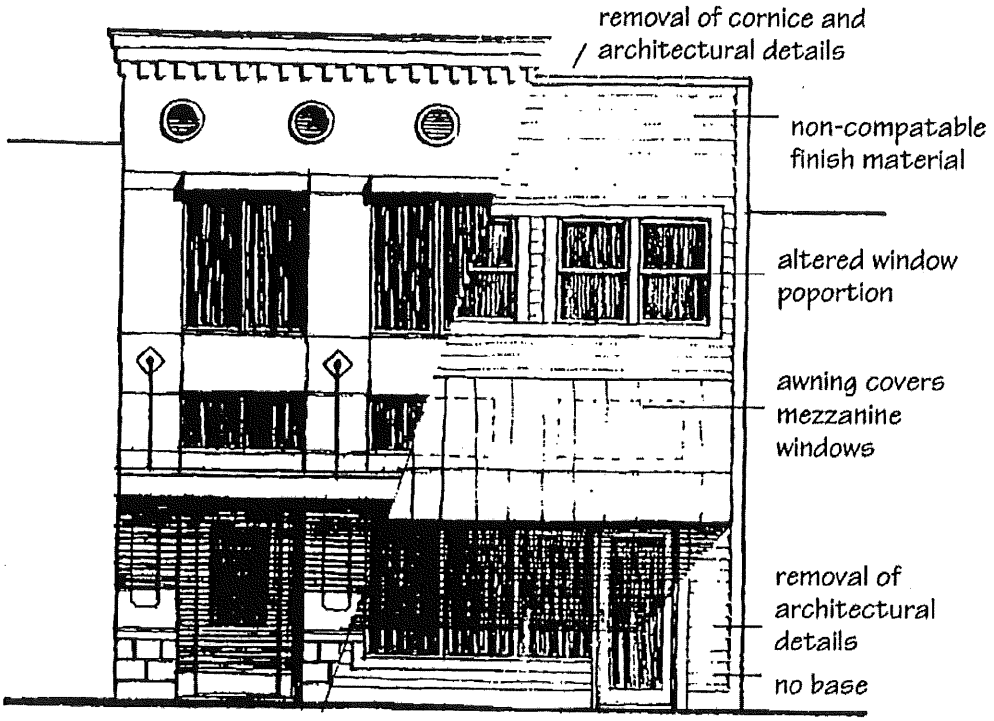
ILLUSTRATION 8

VI-I Awnings, Marquees or Similar Pedestrian Shelters

1. Awnings, marquee or similar pedestrian shelters shall be proportionate to the building and shall not obscure the building's architectural details. If mezzanine or transom windows exist, awning placement shall be placed below the mezzanine or transom windows where feasible (Illustration: Recommend 1, 5, 6 & 10; Avoid 4 & 9).
2. Except for marquees – similar pedestrian shelters such as awnings shall be placed between pilasters (Illustration: Recommend 1 & 5; Avoid 9).
3. Storefronts with prominent horizontal lines at similar levels along the street's storefront shall be maintained by their respective sidewalk coverings (Illustration: Recommend 5; Avoid 8).

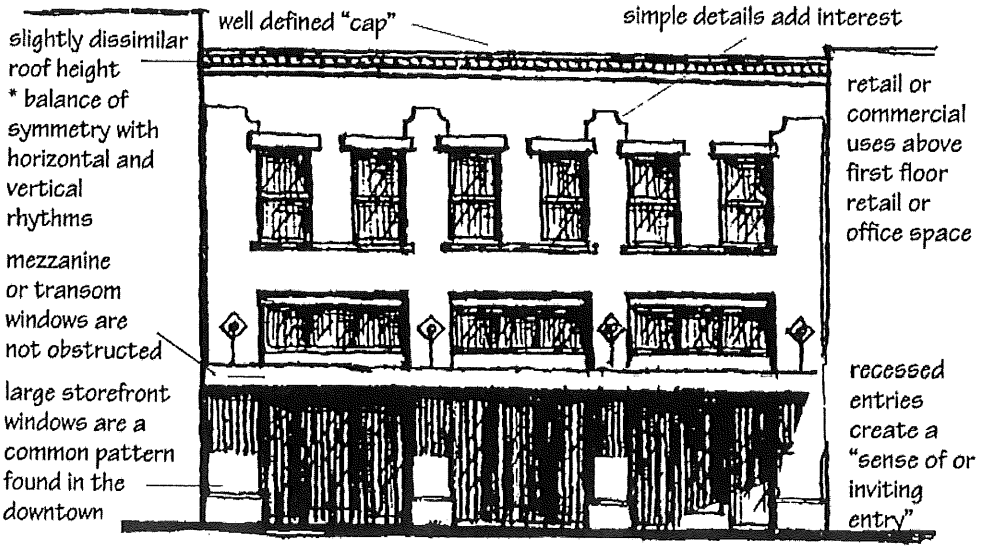
VI-J Other

1. Non-street or alley facing elevations are less significant than street facing elevations. Rear and sidewalls of buildings should therefore be fairly simple, e.g., wood, block, brick, stucco, cast stone, masonry clad, with or without windows.
2. Visual integrity of the original building shall be maintained when altering or adding building elements. This shall include such features as the vertical lines of columns, piers, the horizontal definition of spandrels and cornices, and other primary structural and decorative elements (Illustration: Recommend 6; Avoid 4 & 9).



AVOID ILLUSTRATION 9

3. Restoration, rehabilitation or remodeling projects shall incorporate, whenever possible, original design elements that were previously removed, remodeled or covered over (Illustration: Recommend 6; Avoid 4 & 9).
4. Parking lots adjacent to the pedestrian path are prohibited (Refer to Site Design and Use Standards, Section II-D, for Parking Lot Landscaping and Screening Standards). An exception to this standard would be paths required for handicapped accessibility.



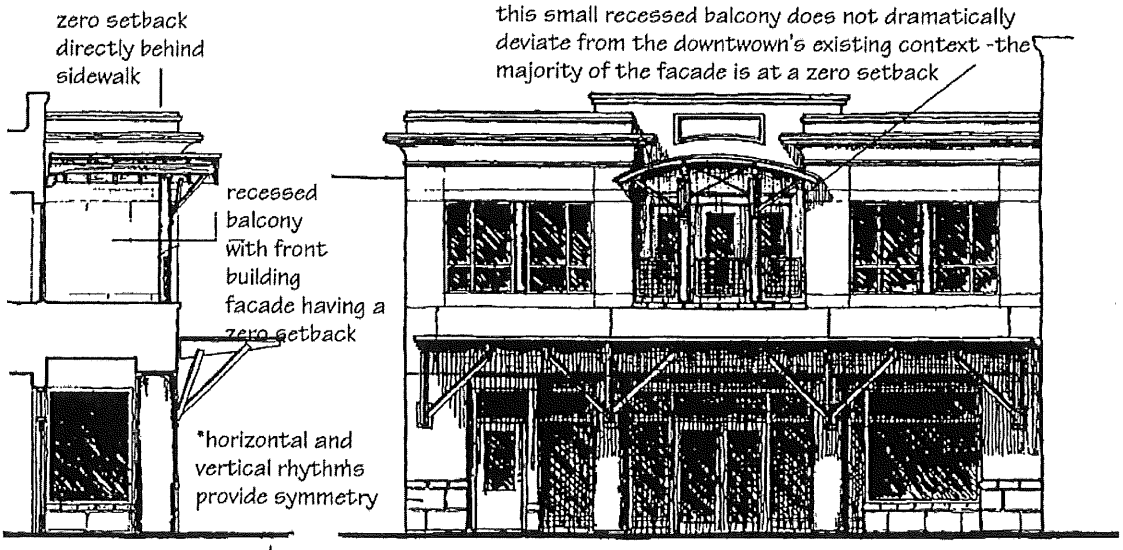
RECOMMENDED ILLUSTRATION 10

5. Pedestrian amenities such as broad sidewalks, surface details on sidewalks, arcades, alcoves, colonnades, porticoes, awnings, and sidewalk seating shall be provided where possible and feasible.
6. Uses which are exclusively automotive such as service stations, drive-up windows, auto sales, and tire stores are discouraged in the downtown. The City shall use its discretionary powers, such as Conditional Use Permits, to deny new uses, although improvements to existing facilities may be permitted.

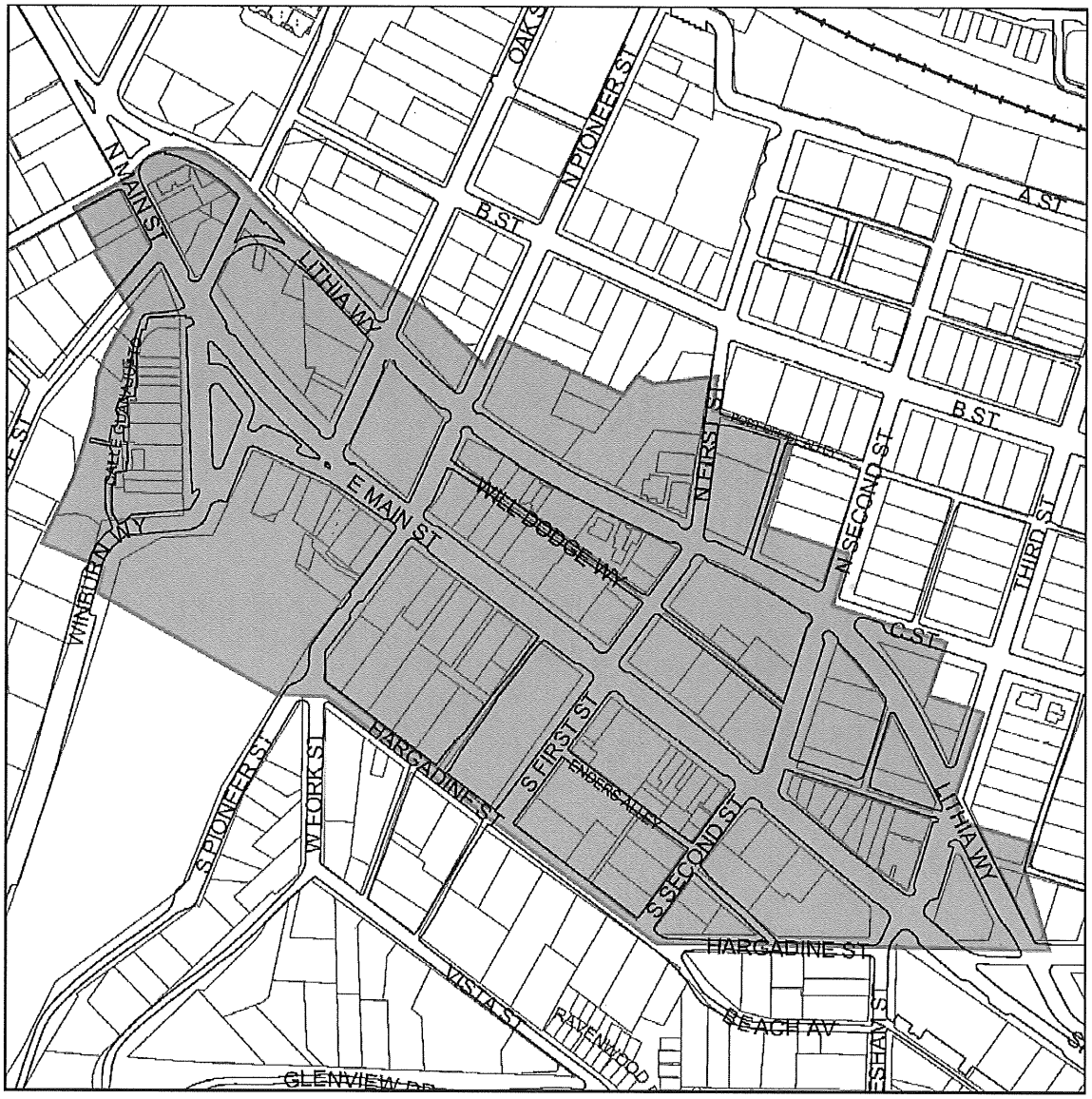
VI-K Exception to Standards

An exception to the Downtown Design Standards is not subject to the Variance requirements of Section 18.100 of the Ashland Municipal Code and may be granted with respect to the Downtown Design Standards if all of the following circumstances are found to exist:

1. There is demonstrable difficulty in meeting the specific requirements of this chapter due to a unique or unusual aspect of the site, an existing structure or proposed use of the site;
2. There is demonstrable evidence that the alternative design accomplishes the purpose of the Downtown Design Standards and Downtown Plan in a manner that is equal or superior to a project designed pursuant to this standard or historical precedent (Illustration; Recommend 11).
3. The exception requested is the minimum necessary to alleviate the difficulty of meeting the Downtown Design Standards.



EXAMPLE - POSSIBLE EXCEPTION DESIGN

ILLUSTRATION 11

Downtown Design Standards Zone