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
OCTOBER 9, 2012
AGENDA

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

II. ANNOUNCEMENTS

III. CONSENT AGENDA

A. Approval of Minutes

1. August 28, 2012 Study Session
2. September 11, 2012 Regular Meeting

IV. PUBLIC FORUM

V. UNFINISHED BUSINESS

A. Approval of Findings for PA-2012-01122, 175 Lithia Way.

VI. TYPE II PUBLIC HEARING

A. PLANNING ACTION: #2012-00899
SUBJECT PROPERTIES: Ashland School District Properties
Ashland High School – 201 S. Mountain Ave.
Ashland Middle School & John Muir School – 100 Walker Ave.
Bellview Elementary – 1070 Tolman Creek Rd.
Helman Elementary School – 705 Helman St.
Walker Elementary School – 364 Walker Ave.
Briscoe School – 265 N. Main St.
Lincoln School –
Ashland School Administrative Services – 885 Siskiyou Blvd.
APPLICANT: Ashland School District
DESCRIPTION: A request for a Conditional Use Permit approval for the creation of a Master Sign Permit Program for the Ashland School District Properties. The program intends to set parameters for material, location, area and height for new school signs as they are needed. COMPREHENSIVE PLAN DESIGNATION: Residential (Multi-Family and Single Family); ZONING: R-2 and R-1-5; ASSESSOR'S MAP & TAX LOT#: 391E09DA 100; 391E10 1200 & 3600; 391E14CA 4700; 391E04BD 2900; 391E05DD 2500; 391E09DD 1100 391E09DA 6500.

VII. TYPE III PUBLIC HEARING

A. PLANNING ACTION: #2012-01266
APPLICANT: City of Ashland
DESCRIPTION: Amending the City of Ashland Comprehensive Plan to adopt the Housing Needs Analysis.

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).

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.

VIII. DISCUSSION ITEMS

A. Planning Commission Recommendation on Unified Policies and Procedures for City Commissions and Committees.

IX. 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
STUDY SESSION
MINUTES
August 28, 2012

CALL TO ORDER
Chair Melanie Mindlin called the meeting to order at 7:00 p.m. in the Civic Center Council Chambers, 1175 East Main Street.

Commissioners Present:	Staff Present:
Troy J. Brown, Jr.	Bill Molnar, Community Development Director
Michael Dawkins	Brandon Goldman, Senior Planner
Eric Heesacker	Linda Reid, Housing Program Specialist
Richard Kaplan	April Lucas, Administrative Supervisor
Pam Marsh	
Debbie Miller	
Melanie Mindlin	
Absent Members:	**Council Liaison:**
None	Dennis Slattery

ANNOUCEMENTS
Commissioner Heesacker announced he will not be present for the September 11 meeting. Commission Brown stated he will also be out of town. Commissioner Kaplan stated he will not be present for the November 13 meeting.

Commissioner Dawkins informed the Commission of the Council's 4-3 vote to reinstate the Planning Commission's recommendation for drive-thru windows. Council Liaison Dennis Slattery stated the Council was split on this issue, with some questioning why the banks were not the ones bringing this change forward and whether the amendment was really necessary. The Commission held a brief discussion about Council-Commission interactions and their desire to be more in tune with the Council. Several suggestions were made to improve communication, including holding joint meetings, incorporating the Commission into the Council's goal setting process, and sending a Commission representative to the Council meetings.

PUBLIC FORUM
No one came forward to speak.

DISCUSSION ITEMS
A. Draft Housing Needs Analysis.
Senior Planner Brandon Goldman and Housing Program Specialist Linda Reid presented the Draft Housing Needs Analysis to the Commission. Ms. Reid explained the draft was taken before the Housing Commission at their last meeting and it is now coming before the Planning Commission for review before staff begins the formal adoption process. Ms. Reid pointed out Statewide Planning Goal #10 "To provide for the housing needs of the citizens of the state", and stated in order to make this assessment the City completed the Buildable Lands Inventory (approved last year) and the second part has been using the Housing Needs Model to determine the housing needs of the City of Ashland. She explained the Housing Needs Model calculates the housing needs based on population changes, demographic changes, housing incomes, household sizes, vacancy rates, housing tenure, and housing costs. In addition to the Housing Needs Model, the Housing Needs Analysis utilized data from the U.S. Census Data, analysis of current market conditions, community and property owner/manager questionnaires, population data, coordinated population projections, employment data, housing and development data from Ashland and Jackson Co., the 2002 Ashland Housing Needs Analysis, and 2007 Rental Needs Analysis.

Ms. Reid commented on the public participation process that was used to gather data and provided a summary of findings contained in the Needs Analysis. Highlights of the findings include:

- Ashland is growing, but relatively slowly
- Growth has not occurred evenly in all age groups
- Fewer households own housing in Ashland compared to other areas
- The fastest growing employment sectors in Ashland do not pay enough for a household to afford fair market rents
- The number of low-income households has decreased since 2000 after having increased between 1998 and 2000
- Housing sales prices increased nearly 50% between 1998 and 2001 and have remained higher than the regional average
- The median home sales price in Ashland is not affordable to households with median incomes
- The largest dwelling unit gap exists for households earning less than 10,000 annually
- Ashland has a large deficit of affordable owner-occupied housing units
- Few multi-family units were built between 2001 and 2010
- Ashland is falling short of providing the housing types identified in the 2002 Housing Needs Analysis
- Ashland has a relatively small inventory of land zoned for multi-family housing

Ms. Reid stated the recommendations in the Housing Needs Analysis are to encourage more multi-family housing, and to encourage more affordable single-family housing types. She outlined the next steps in this process and stated: 1) staff will finalize the draft, 2) the final document will be taken before the Housing and Planning Commissions for review and recommendation, and 3) the Needs Analysis will be taken before the City Council for formal adoption.

Ms. Reid asked if the Commission has any questions or comments before the formal adoption process begins. The Commission shared their general comments about the housing inventory in Ashland. The following is a summary of some of the questions and comments that were raised:

- Have rents stayed flat or increased in the last few years? Ms. Reid clarified the rental costs have remained fairly flat. Comment was made that housing costs have continued to decrease and renters may be frustrated that their rates are not going down as well.
- Can the City require people to build rental housing instead of housing that is for sale? Mr. Molnar stated there are some legal issues that would need to be addressed with this scenario, however the City was able to do this with the Croman Mill zoning district and required housing to be a mix of rentals and for purchase units.
- It seems that most of the parcels identified for multifamily housing are too small to accommodate this type of housing, is that correct? Mr. Goldman clarified multifamily residential is more than one unit on a property. He stated while there are not a lot of large lots that could accommodate five or ten units, there are a lot of opportunities for second units.
- Comment was made supporting the finding that it is not possible to build affordable housing without subsidies, and questioning what the City can do to encourage the public sector to participate. Additional comment was made to reduce or remove the 60-year restriction on affordable units to motivate more people to build affordable housing.
- Suggestion was made to lessen the current zoning restrictions so that it is possible to do more things in the zone, such as pocket neighborhoods.
- Suggestion was made to outright permit accessory residential units and to raise the threshold for requiring an additional parking space.
- Comment was made that there are other things aside from affordable housing that keeps families in the community, such as a strong school system, child care and after school programs, and maintaining and attracting businesses that expand the City's economic base.
- Comment was made voicing support for manufactured housing and potential changes to policies to encourage this type of housing.

Mr. Molnar thanked the Commission for their feedback and reminded them to not lose sight of the accomplishments this community has made in terms of affordable housing. He stated the City set a goal of 10% of new housing stock to be affordable units and we have exceeded that; and have also provided subsidies to defer and waive fees for affordable units.

B. Business Retention & Expansion Survey Update.

Community Development Director Bill Molnar addressed the Commission and provided a brief presentation on the Business Retention and Expansion Survey. He explained the City contracted the Ashland Chamber of Commerce to conduct this survey and explained the survey gathered information in several areas, including: size and age of businesses interviewed, businesses past changes and future

expectations, skill and training needs by occupation, areas of occupational training difficult to access in Ashland or the Rogue Valley, future business expansion needs, and interest in conservation activities. Mr. Molnar also shared the top ten items that were learned from the survey:

1) The advantages of doing business in Ashland are: quality of life, natural and cultural assets, and small-town feel. The disadvantages are: a small labor pool, lack of specialized/technical skills, and limited market for products and services.
2) Most businesses maintained or increased sales during the recent recession.
3) Local businesses take pride in their employees, loyal customers, and "weathering the storm" during the recent recession.
4) Difficulties centered on hiring qualified and skilled workers, and the need for more technical, sales, and marketing training.
5) Over the past three years businesses increased purchases from regional sources and increased their sales to external markets.
6) Businesses were optimistic, expecting gains in employment, sales, customers, and profits over the next three years.
7) Nearly half of the businesses expect to expand physically over the next three years, but had concerns about expanding in their present location due to zoning restrictions or lack of space.
8) Businesses urged a streamlining of the local land use process and felt the effort would support future business development.
9) Interest in sustainable business programs and practices was prevalent across businesses.
10) Businesses were interested in deepening their connections with regional companies and institutions, particularly with SOU, RCC, and SOREDI.

Mr. Molnar explained the next steps will include other entities in town conducting activities, and stated staff was concerned about some of the comments about the perceived inability to expand and would like to meet with some of the businesses that had these concerns. He added the Unified Code Project the Commission is currently working on will streamline the decision making process, although it will not streamline approvals.

ADJOURNMENT

Meeting adjourned at 9:00 p.m.

CITY OF
ASHLAND

ASHLAND PLANNING COMMISSION
REGULAR MEETING
MINUTES
September 11, 2012

CALL TO ORDER
Chair Melanie Mindlin 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	Maria Harris, Planning Manager
Richard Kaplan	Derek Severson, Associate Planner
Pam Marsh	April Lucas, Administrative Supervisor
Debbie Miller	
Melanie Mindlin	
Absent Members:	**Council Liaison:**
Troy J. Brown, Jr.	Dennis Slattery, absent
Eric Heesacker	

ANNOUCEMENTS
Commissioner Marsh announced the Dignity Village presentation will be held Wednesday, September 19, 2012 at 6:30 p.m. at Wesley Hall, 175 N. Main Street.

CONSENT AGENDA
A. Approval of Minutes
   1. August 14, 2012 Regular Meeting

Commissioners Kaplan / Dawkins 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-2012-00981, 541 Strawberry Lane/48 Westwood Street.

Ex Parte Contact
No ex parte contact was reported.

Commissioners Marsh / Kaplan m/s to approve the Findings for Planning Action 2012-00981. Roll Call Vote: Commissioners Miller, Dawkins, Marsh, Kaplan, and Mindlin, YES. Motion passed 5-0.

TYPE II PUBLIC HEARING
A. PLANNING ACTION: PA-2012-01122
   SUBJECT PROPERTIES: 175 Lithia Way
   APPLICANTS: First Place Partners
   DESCRIPTION: A request for preliminary plat approval of a six-lot subdivision for the four vacant properties located at 165-175 Lithia Way, at the corner of Lithia Way and First Street. Also included is a request for Site Review approval to construct a three-story 18,577 square foot mixed-use building with a basement consisting of commercial and residential space on the first floor and residential space on the second and third floors. An Exception to the Site Design and Use Standards' Downtown Design Standards (VI-B-3) is also proposed to allow

for recessed balconies on the front of the building. COMPREHENSIVE PLAN DESIGNATION: Commercial; ZONING: C-1; ASSESSOR'S MAP: 39 1E 09BA; TAX LOTS: 10100, 11601, 11701 and 15000.

Commissioner Mindlin read aloud the public hearing procedures for land use hearings.

Ex Parte Contact

All members indicated they are familiar with the site; no ex parte contact was reported.

Staff Report

Associate Planner Derek Severson explained the request before the Commission is for preliminary plat approval of a six-lot subdivision including five building lots and a sixth open space/common area lot; site review approval to construct a three-story 18,577 sq.ft. mixed-used building with basement parking, commercial and residential on first floor, residential on the second and third floors; and an exception to the Downtown Design Standards to allow balconies on the Lithia Way façade.

Mr. Severson called attention to the eight-lot subdivision approved for this site in 2007-2008, and a subsequent approval to combine two of the lots and construct a mixed use building. Following this approval a fair amount of site work occurred, including the demolition of the existing buildings and the installation of the majority of the infrastructure, however the approval expired before construction of the mixed-use building could be initiated.

Mr. Severson stated the current request is largely similar to the previous application. The differences include: 1) reducing the number of lots facing Lithia Way from five down to three, 2) removing the plaza area from the front of the building, and 3) increasing the residential component to 10 units. Mr. Severson clarified an exception to the Downtown Standards for the small, recessed balconies was requested and approved under the previous application.

Mr. Severson briefly outlined the proposed site plan and highlighted several elements of the application, including the plaza space area, the walkway connection from First Street, the affordable unit proposed for the first floor, and the additional two feet of sidewalk to be installed along the front of the site. Mr. Severson went on to say staff is recommending approval with the conditions as proposed.

Questions of Staff

Mr. Severson commented on the code section that speaks to balconies. He stated the desire for downtown properties is to have a strong storefront presence with buildings placed at the back of the sidewalk, and having second or third stories that are significantly recessed back can degrade the sense of enclosure that is desired. He explained the exception criteria allows for small balconies since the bulk of the façade remains at the zero setback, and noted the Historic Commission reviewed this application and felt the small balconies worked well on this building.

Comment was made questioning what would happen if Lot 2 is not development, and whether the City could come back and require the applicant to make the side of the building facing Lot 2 more attractive. Mr. Severson stated to his knowledge the City has never gone back and asked an applicant to change their building after it has been approved and built, and stated the applicant intends on placing a building on Lot 2 sometime in the near future.

Concern was raised about the nightly closure of the walkway through the building. Mr. Severson stated the applicant's have indicated the nightly closure is for security reasons, and the applicants can speak to this when they come forward.

Mr. Severson restated the elements of this application and also commented briefly on the plaza/open space area proposed for the site.

Applicant's Presentation

Mark Knox, John Galbraith, Jerome White and Randy Jones/Mr. Knox addressed the Commission and stated this project is a re-do. He stated in many ways it is the same, but there are a few areas where it has been improved upon. He called attention to the changes in the City Code since their last approval which required them to alter the design, including moving the building up 8 ft., expanding the sidewalk width by 2 ft., and shifting the plaza area from the front of the building to the side. Mr. Knox went on to comment on the recessed balconies and the exception language in the Code, and stated they believe they meet the intent of Sections 18.80 and 18.72. Regarding the walkway, Mr. Knox clarified this is enclosed in the proposed building and

there is an alternate walkway open 24/7 through the open space area just 80 feet over. It was noted that the enclosed walkway is also an emergency access from the building, and residents will be able to exit at the night when the walkway is secured. Mr. Knox noted they more than meet the plaza requirements, and stated they are proving an affordable unit even though it is not required at this time. Mr. Jones clarified the residential units will be condos, not apartments; and Mr. White pointed out the locations of the Historic Commission's recommendations on the site plan, and stated they support the changes.

Questions of the Applicant

Mr. Knox clarified the first floor windows are larger and will be transparent so that people can see inside. Mr. White added they may install slightly tinted windows on the east side. Mr. Knox clarified this helps to reduce heat gain but you would still be able to see inside.

Comment was made questioning if this applicant intends to build out all the lots. Mr. Jones answered he can't say whether they will build and own all five lots, however they certainly want to get this started. He added their intent, provided the level of success with this first building, is to continue onto the next building and then the next.

Comment was made questioning the affordable housing unit. Mr. Knox clarified the Code states when you build more than 10 units, an affordable unit has to be provided, and they are right at 10. Mr. Jones added they want to build the affordable units as they go and not delay it.

Public Testimony

Katherine Spierings/2240 Camp Baker Rd, Medford/Stated she is the owner of 164 B Street and commented on the problems associated with the interface between this commercial site and an older neighborhood. She stated the livability of the neighborhood is impacted by the Growers Market, the view of wheels entering and exiting the parking lot, and littering. She stated the deterioration of the wooden fence is an additional problem and requested the fence be turned into a block wall. She stated she is in favor of this project, but would like the Planning Commission to address the neighbors' concerns for privacy.

Ms. Spierings was asked to clarify her request to the Commission. Ms Spierings answered she would like a continuation of the block wall that exists on First Street, or something similar to stop people from pushing garbage into their yard and provide better screening.

Stan Potocki/A letter submitted by Mr. Potocki was read aloud by Commissioner Dawkins. (See attached Exhibit #2012-01)

Applicant's Rebuttal

Mark Knox/Stated recessed balconies are permitted under the exception criteria and noted this only applies to the front of the building. He stated the residential housing will be a benefit to the area as the residents will provide extra eyes on the street. Mr. Knox noted they are not applying for a conditional use permit and everything they have proposed meets the standards. Regarding the concerns raised by the neighbors, Mr. Knox stated the City should work to create a transitional zone and perhaps allow for higher fence heights, but stated the applicant is not able to correct this issue.

Commissioner Mindlin closed the hearing and the record at 8:10 p.m.

Questions of Staff

Commissioner Kaplan asked staff for clarification regarding Mr. Potacki's letter, which states the City would not change his zoning, and asked how this relates to the approval criteria for this project. Staff clarified Mr. Potacki's issues do not relate to the criteria.

Commissioner Marsh asked staff to comment on the fence on the northern part of the property. Staff indicated it is unclear whether the fence is on the subject property or the adjacent residential property, and depending where it sits there are different height allowances.

Commissioner Mindlin reopened the public hearing so the applicants could speak to the fence question.

Mr. Jones stated they are willing to maintain the fence if it is on their property and stated they want to be good neighbors and work with the property owners to find a solution that is acceptable to everyone. He called attention to the dense hedge that is listed on the plans that will get 30 feet deep and provide additional screening. Mr. Jones added the City currently leases this property and are suppose to police it, and once their project is built and they have residents and commercial tenants, their on-site management will be able to address these issues.

Commissioner Mindlin re-closed the hearing and the record.

Deliberations and Decision

Commissioners Marsh / Kaplan m/s to approve Planning Action #2012-01122 with the affordable housing condition put forward by staff and to direct staff to wordsmith a condition regarding landscape maintenance and screening of the fence at the north property line. DISCUSSION: Commissioner Marsh stated they reviewed and approved this project once before and believes it has gotten better. She added she would like to put forward an amendment after the rest of the group shares their comments. Commissioner Kaplan voiced his support for the project and believes the issues regarding the site boundary and the homes will improve by having this complex built and properly managed. Commissioner Dawkins stated he will vote in favor of this motion but would have preferred smaller units for people to live and work downtown.

Commissioners Marsh / ~~Dawkins~~ Miller m/s to amend the motion to require the walkway to remain open at all hours. DISCUSSION: Staff clarified this walkway is inside the building. Commissioner Dawkins stated he did not know this and withdrew his second. Commissioner Miller agreed to second the motion. Commissioner Marsh stated the walkway is within the building, but not within the functional part of the building; and brought attention to the Masonic Walkway which remains open all the time. Planning Manager Maria Harris read aloud the pedestrian access and circulation standards that apply to this project. Commissioner Kaplan stated he does not support putting this requirement on the applicant. He stated security of the building is important, however encouraged the applicants to minimize the number of hours it is closed. Commissioner Dawkins agreed and stated it is within the owner's rights to figure this out. Commissioner Marsh withdrew her motion.

Commissioner Marsh / Miller m/s to amend the original motion to include a condition that asks the owners to look at leaving the gateway open for the most possible number of hours. Roll Call Vote: Commissioners Marsh, Miller, Mindlin, and Kaplan, YES. Commissioner Dawkins, NO. Motion passed 4-1.

Roll Call Vote on original motion as amended: Commissioners Miller, Dawkins, Marsh, Kaplan and Mindlin, YES. Motion passed 5-0.

ADJOURNMENT

Meeting adjourned at 8:45 p.m.

September 4, 2012

City of Ashland
Planning Exhibit
Exhibit 2012-01
PA # 2012-1122
Date 9/11/12 Staff AL

City of Ashland Planning Commission
City of Ashland
51 Winburn Way
Ashland, OR 97520

Planning Action 2012-01122
Subject property: 175 Lithia Way
Issue: Opposition to exception to project and to exception to the site design and use standards' downtown designing standards (V1-B-3)
Tax lots 10100, 11601, 11701, 15000

Greetings,

My name is Stan Potocki. My business partner and I own 150 N. Pioneer Street, a designated R-2 property, which borders on the proposed new project at 175 Lithia Way. I am writing in order to oppose the project and also specifically to oppose the exception to the site design and use standards downtown design standards involving recessed balconies.

First, we do not believe recessed balconies are warranted and are not in keeping with established downtown design standards in this commercial area. I do not believe that the design fits in with the historic neighborhood. We therefore oppose and request that this not be approved. If approved, we plan on appeal.

I have a number of other concerns which I will now outline. In the criteria outlined involving the "exception to the site design and use standards" (18.72.090), it is noted that approval of an exception "will not substantially negatively impact adjacent properties." Our property, 150 N. Pioneer Street will be further negatively impacted which is another basis for opposing this.

I will first briefly address background issues regarding that matter followed by further specifics. Our property has been very negatively impacted by the City of Ashland parking lot which is immediately adjacent. We were accommodating at the time it was constructed approximately 20 years ago. We worked with the City of Ashland on what amounted to a "good faith" basis. However, the City of Ashland has not followed through with multiple assurances to revisit zoning in the area for our affected property.

We are essentially an R-2 island in the sea of commercial development. We have owned the property for approximately the past 23 years and witnessed a strong ongoing further commercial trend. The City of Ashland previously commissioned very comprehensive studies independently which recommended rezoning of the area including our property to more of a mixed use blend of both commercial and residential use.

The previous City of Ashland planning director specifically advised me that he planned on redesignating our property in a new "C-2 or C-3" zoning which would allow for both combined residential and commercial uses.

However, the City of Ashland has not followed through at all regarding that matter nor with implementing any of the previous studies which the City of Ashland commissioned. The planning department has acknowledged on many occasions that it should take place.

There was previously a residential home located next to our property (where the parking lot exists). That home was moved to make way for the new parking lot. We did not oppose, as noted, at the time as we instead chose to work with the city on a "good faith" basis over 20 years ago. However, good faith has been a one way street.

Our rentals are located literally several feet from the parking lot. We have had renters move out specifically because of the intrusion of the parking lot and what it brings.

I will objectively outline some of the specific negative impacts. Clearly these will only be exacerbated by further development immediately adjacent to the parking lot (i.e., the proposed 175 Lithia Way development) which borders our property.

Incidents and ongoing issues from having commercial parking and development immediately next to our "residential" property include the following:

- Car alarms which go off on an ongoing basis at all hours of the day and night (several feet literally from our "residential" property) for both brief periods of time and also for much longer periods of time;
- Ongoing remote control loud beeps from patrons of the parking lot checking and double checking to see if their car is indeed locked;
- Beer bottles and other trash thrown over the fence from the parking lot on a regular basis;
- Dogs left in cars by patrons of the parking lot which sometimes bark incessantly;
- Homeless people sleeping on the other side of the fence in the bushes, jumping the fence, and attempting to enter the buildings on our property;
- Vandalism with drunken people from the bars and parking lot literally attempting to pound open our doors and uproot patio furniture in the late hours of the night;
- Our renters making a decision to move due to having their doors banged on in the middle of the night ;
- Driveway access being blocked by parked vehicles on the street obstructing access.

These are simply some of the issues which have arisen. Further commercial development and exceptions will clearly only negatively impact what is currently mistakenly zoned a purely residential use for our property.

Finally, on an entirely separate issue, pedestrian traffic is very heavy at the intersection of Lithia Way and north First Street. Any further commercial development warrants a traffic light at that intersection for safety for pedestrians. There would otherwise be repeated crosswalk use with no safety for crossing the street for pedestrians as there would be much further extensive foot traffic beyond what it already is.

Sincerely,

Stan Potocki

sp$city of Ashland 090412

Findings

BEFORE THE PLANNING COMMISSION
October 9, 2012

IN THE MATTER OF PLANNING ACTION #2012-01122, A REQUEST FOR PRELIMINARY PLAT APPROVAL FOR A SIX-LOT SUBDIVISION OF THE FOUR VACANT PROPERTIES LOCATED AT 175 LITHIA WAY; SITE REVIEW APPROVAL TO CONSTRUCT A THREE-STORY 18,577 SQUARE FOOT MIXED-USE BUILDING CONSISTING OF BASEMENT PARKING, COMMERCIAL AND RESIDENTIAL SPACE ON THE FIRST FLOOR, AND RESIDENTIAL SPACE ON THE SECOND AND THIRD FLOORS; AND AN EXCEPTION TO THE SITE DESIGN AND USE STANDARDS' DOWNTOWN DESIGN STANDARDS (VI-B-3) TO ALLOW FOR TWO RECESSED BALCONIES ON THE FRONT OF THE BUILDING.	) **FINDINGS,**) **CONCLUSIONS**) **AND ORDERS**
APPLICANT: First Place Partners, LLC (*applicants*) Mark Knox of Urban Development Services, LLC (*agent*)	)

RECITALS:

1) Tax lots # 10100, #11601, #11701 and #15000 of Map 39 1E 09 BA are located at 175 Lithia Way and is zoned Commercial (C-1).

2) The applicants are requesting preliminary plat approval for a six-lot subdivision of the four vacant properties located at 175 Lithia Way, at the corner of Lithia Way and First Street. Also included is a request for Site Review approval to construct a three-story 18,577 square foot mixed-use building with a basement consisting of basement parking, commercial and residential space on the first floor and residential space on the second and third floors. An Exception to the Site Design and Use Standards' Downtown Design Standards (VI-B-3) is also proposed to allow for recessed balconies on the front of the building. Proposed site improvements are outlined on the plans on file at the Department of Community Development.

3) The criteria for Preliminary Plat approval are described in Chapter 18.80.040 as follows:

A. ***Submission.*** *The subdivider shall submit eight (8) copies of a preliminary plat and other supplementary material as may be required to indicate the general program and objectives of the project to the office of the Director of Public Works. The plat shall be prepared by a registered surveyor.*

B. ***Scale.*** *The preliminary plat shall be drawn on a sheet eighteen (18) inches by twenty-four (24) inches in size at a scale no smaller than one (1) inch equals one hundred (100) feet.*

C. ***General information.*** *The following general information shall be shown on the preliminary plat:*

1. *Proposed name of the subdivision, which must not duplicate nor resemble the name of another subdivision in Jackson County and shall be approved by the Planning Commission.*

2. *Date, north point, and scale of drawing.*
3. *Appropriate identification clearly stating the map is a preliminary plat.*
4. *Location of the subdivision sufficient to define the location and boundaries of the proposed tract.*
5. *Names and addresses of the owner, subdivider, and surveyor.*

D. ***Existing conditions.*** *The following existing conditions shall be shown on the preliminary plat:*

1. *The location, width, and names of all existing or platted streets within or adjacent to the tract, together with easements and other important features, such as section lines and corners, and monuments.*
2. *Location and direction of all watercourses and areas subject to flooding.*
3. *Natural features such as rock outcroppings, marshes, wooded areas, and isolated preservable trees.*
4. *Existing uses of the property, including location of all existing structures to remain on the property after platting.*
5. *Zoning on and adjacent to the tract.*
6. *Contours at an interval of five (5) feet.*

E. *[Intentionally left blank.]*

F. ***Land division - proposed plan****. The following information shall be included on the preliminary plat.*

1. *The location, width, names and approximate grades of streets, and the relationship of the streets to any projected streets as shown on any development plan adopted by the Planning Commission, or if there is no development plan, as suggested by the City to assure adequate traffic circulation.*
2. *The location and purpose of easements.*
3. *The location, approximate dimensions, and proposed lot and block numbers, for all lots and blocks.*
4. *Sites, if any, allocated for purposes other than single family dwellings.*

G. ***Partial development****. Where the plat to be subdivided contains only part of the tract owned or controlled by the subdivider, the Planning Commission may require a Master Plan for the unsubdivided portion.*

H. ***Explanatory information****. The following information shall be submitted in separate statements accompanying the preliminary plat or, if practicable, shall be shown on the preliminary plat:*

1. *A vicinity map, showing existing subdivisions, streets, and unsubdivided land adjacent to the proposed subdivision and showing how proposed streets may be extended to connect with the existing streets.*

2. *Proposed deed restrictions, if any, in outline form.*
3. *Where there are slopes in excess of ten (10) percent within the area to be subdivided, a preliminary grading plan may be required by the Planning Commission. A grading plan should show existing and finished grades on lots and streets proposed to be graded. Before grading can begin, the grading plan shall be approved by the Planning Commission, which may request a review and report from the City Engineer.*

I. ***Tentative approval.***

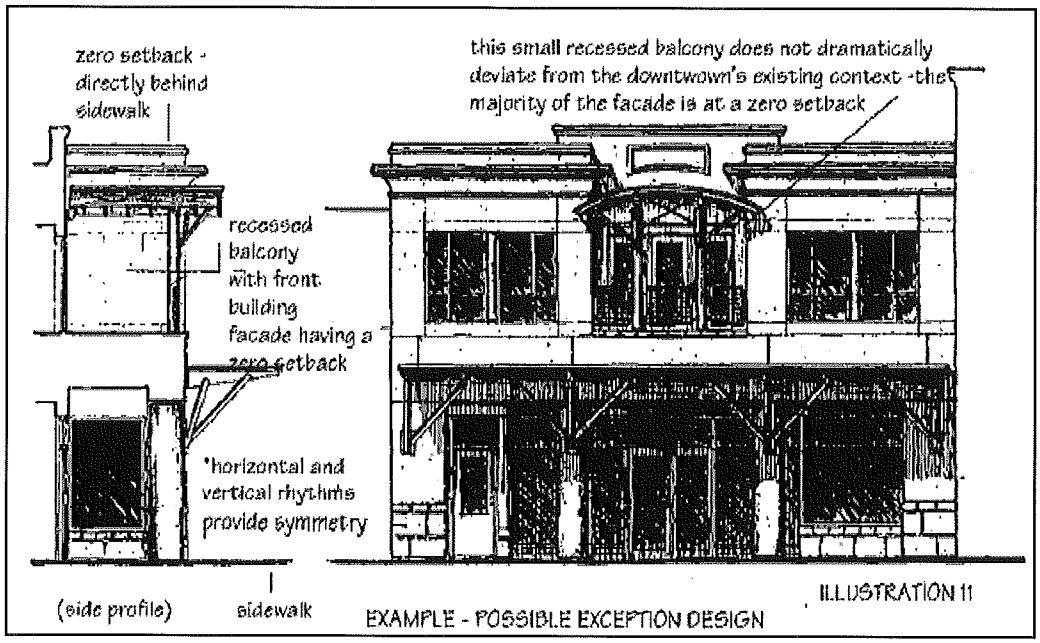
1. *Within thirty (30) days from the first regular Planning Commission meeting following submission of the plat, the Planning Commission will review the plan and may give tentative approval of the preliminary plat as submitted or as it may be modified or, if disapproved, shall express its disapproval and its reasons therefore.*
2. *Approval of the preliminary plat shall indicate the Planning Commission's approval of the final plat provided there is no change in the plan of subdivision as shown on the preliminary plat and there is full compliance with the requirements of this Title.*
3. *The action of the Planning Commission shall be noted on two (2) copies of the preliminary plat, including reference to any attached documents, describing conditions. One (1) copy shall be returned to the subdivider and the other retained by the Planning Commission. (Ord. 2052, 1979)*

4) The criteria for Site Review approval are described in Chapter 18.72.070 as follows:

A. All applicable City ordinances have been met or will be met by the proposed development.
B. All requirements of the Site Review Chapter have been met or will be met.
C. The development complies with the Site Design Standards adopted by the City Council for implementation of this Chapter.
D. That adequate capacity of City facilities for water, sewer, paved access to and through the development, electricity, urban storm drainage, and adequate transportation can and will be provided to and through the subject property. All improvements in the street right-of-way shall comply with the Street Standards in Chapter 18.88, Performance Standards Options. (Ord. 2655, 1991; Ord 2836 S6, 1999)

5) The criteria for an Exception to the Downtown Design Standards are described in Section VI-K of the Site Design and Use Standards' Downtown Design Standards as follows:

1. *There is a 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.*

6) The Planning Commission, following proper public notice, held a public hearing on September 11, 2012 at which time testimony was received and exhibits were presented. The Planning Commission approved the application subject to conditions pertaining to the appropriate development of the site.

Now, therefore, the Planning Commission of the City of Ashland finds, concludes and recommends as follows:

SECTION 1. EXHIBITS

For the purposes of reference to these Findings, the following index of exhibits, data and testimony is used:

Staff Exhibits lettered with an "S"

Proponent's Exhibits, lettered with a "P"

Opponent's Exhibits, lettered with an "O"

Hearing Minutes, Notices, Miscellaneous Exhibits lettered with an "M"

SECTION 2. CONCLUSORY FINDINGS

2.1 The Planning Commission finds that it has received all information necessary to make a decision based on the Staff Report, public hearing testimony and the exhibits received.

2.2 The Planning Commission finds that the proposal for a six-lot Subdivision meets all applicable criteria for Preliminary Plat approval as described in Chapter 18.80.040, that the proposal for Site Review approval meets all applicable criteria for Site Review as described in Chapter 18.72.070, and that the proposal for an Exception to the Downtown Design Standards meets all applicable criteria for an Exception as described in Section VI-K of the Site Design and Use Standards' Downtown Design Standards.

2.3 The Planning Commission finds that the current application involves the completion of a subdivision of the property which began with Planning Action #2007-00091. That application included the creation of eight lots and the installation of parking, landscaping, and necessary services to facilitate development of the site. The Commission finds that the bulk of the improvements associated with the development were completed and infrastructure installed subsequent to that 2007 approval, with a few items left outstanding and the final plat never recorded. The applicants in the current request propose to complete the remaining improvements and infrastructure, but would create only six lots, and would commence development of the site with a three-story, mixed use building on Lot #1 as discussed in 2.4 below. The remaining lots proposed to be created would each be subject to a separate Site Review application to ensure compliance with all applicable standards of the C-1 Commercial Zoning District and Site Design and Use Standards for Basic Site Review, Detail Site Review, Downtown Design Standards, and Historic District Development. The Planning Commission further finds that the existing site is vacant, lacking any buildings or significant natural features as the previous Copeland lumberyard and Tempest Court office park buildings were demolished and the site's tree removed with the 2007 approval. The Commission also finds that the scope of review for the current proposal involves the evaluation of the public and private improvements associated with the proposed development, including the lot layouts and utility services to be provided for sewer, water, electric, storm water, and paved access which have been installed and those which remain to be installed to ensure compliance with the requirements of the Subdivision Chapter (AMC 18.80), as well as consideration of the Site Review (AMC 18.72) requirements and applicable regulations for the Retail Commercial (AMC 18.32) zoning district to complete development of the site and construction of the first proposed building.

The Planning Commission finds that the subject property has frontage on two existing fully-improved city streets: Lithia Way, an arterial and state highway, and First Street, a neighborhood street. Both frontages were fully improved with sidewalks, curbs, gutters and paving installed under the 2007 approval; however all of the street trees and five additional street lights remain to be installed to complete the frontage improvements. Street capacity was considered during an earlier application (the "Northlight" in 2005) and it was determined that the adjacent street system had adequate capacity to serve the commercial-residential project proposed at that time. No new streets are identified within the current Transportation System Plan's inventory of needed transportation system improvements in this vicinity, and no new streets are being proposed by the applicant as part of this application. In addition, the Oregon Department of Transportation (ODOT) has reviewed the proposal and found that the project does not adversely

impact the state's transportation facility and therefore the proposed land use action does not trigger ODOT review under the Transportation Planning Rule.

The Commission finds that to facilitate the placement of parking behind future buildings, minimize the number of curb cuts, and limit access to the lesser-order frontage street, the applicants propose to take vehicular access to the site from First Street. Two curb cuts on Lithia Way and once curb cut on First Street were closed under the 2007 approval. The proposal includes a public access easement through the common parking area behind the buildings to provide connectivity with the existing city parking lot to the west and out to Pioneer Street.

The Commission also finds that the existing public sidewalks along the project perimeter on both Lithia Way and First Street were widened as part of the last, now-expired subdivision application. The Lithia Way pedestrian corridor was improved to Boulevard/Arterial standards for the downtown, which required a minimum of a 12-foot improvement width, with a four-foot commercial hardscape parkrow containing tree wells between the curb and sidewalk, and a minimum of an eight-foot wide sidewalk. These width requirements were subsequently increased, and now call for a five-foot hardscape tree well and a ten-foot wide sidewalk on Lithia Way; the original sidewalk installation included five-foot tree wells in anticipation of the new standards, however the sidewalk was installed at a width of eight feet where ten is now required. The applicants propose to add the remaining two feet of sidewalks on each lot's frontage in conjunction with development of each lot. Five pedestrian-scale streetlights were installed around the perimeter frontage of the property as part of the 2007 approval, and an additional five lights are required to be installed with the current request to bring the site into line with current city street light standards. Conditions have been included below requiring completion of street tree and street light installation prior to signature of the final survey plat, and widening of the sidewalks along each lot's frontage in conjunction with development of the lots.

The Planning Commission finds that a utility plan has been provided to identify the routing of utility lines, and the applicants have indicated that all necessary utility easements will be identified on the final survey plat. There are no watercourses on the site which would require easements. Conditions have been attached to this approval to insure that the required easements are addressed on the final plat.

The Planning Commission finds that the Retail Commercial (C-1) zoning district has no lot area, width, coverage, or yard requirements except as necessary to provide for parking and solar access, or where abutting a residential district which requires that a ten-foot side yard and a ten feet per story rear yard be maintained. Building heights in the district are limited to 40 feet. The Commission further finds that the building envelopes for the proposed lots provide for more than the required setback between the proposed building sites and the adjacent residential neighborhood to the north. All buildings will be subject to the typical solar access requirement for commercial projects and held to a Class B solar standard as part of their Site Review approvals. Building heights will also be verified for compliance with standards at the time of Site Review approval, and each of the proposed lots has at least 40 feet of frontage upon a public street as required.

The Planning Commission finds that a preliminary grading plan has been provided along with a landscape planting plan to demonstrate compliance with the grading standards in the Subdivisions chapter, and the application reiterates that these standards will be met. The Planning Commission further finds that a "Large Lot Subdivisions" provision is included in the Subdivisions chapter (AMC 18.80) to address the potential that large lots might be created which would be subdivided further at a later date. The Commission finds that in this instance, the application notes that the five proposed developable lots are not intended to be further divided although the previously approved subdivision demonstrated that additional lots could be created while complying with applicable standards.

The Planning Commission finds that while the Land Use Ordinance allows the Commission to reserve land for a period of one year for public acquisition if the City knows of plans by the State Highway Commission, School District, or other public agency to acquire a portion of the area within the proposed subdivision for public purposes, no such plans for acquisition of a portion of the site came forth in the review of the previous applications, none have been raised subsequently, and the site is not identified in the adopted Parks and Open Space Plan.

The Planning Commission finds that the proposal provides two open space areas, a bio-swale feature and easements to increase pedestrian connectivity through the site. The proposed open space nearest to the adjacent city parking lot will provide a buffer should the city choose to develop that lot in the future, and open spaces on the two lots could combine to form a larger park space in the middle of the block. The Commission finds that the overall landscape coverage proposed for the site will meet the requirements of the ordinance, and will remedy the situation which existed in 2007 with the Copeland Lumberyard and Tempest Court office park where virtually the entire parent parcel was covered in impervious surfaces.

The Planning Commission finds that the Subdivisions chapter (AMC 18.80) provides for modifications to the standards and requirements if the subdivision proposed comprises a complete neighborhood, a large scale shopping center, or a planned industrial site. The Commission finds that none of these types of development have been proposed here, and that no exceptions have been requested. The applicants note that they have submitted the required eight copies of their preliminary plat proposal prepared by a registered surveyor for the review and approval of the Public Works Director and the Planning Commission. The general information and existing conditions have been delineated as required.

The Commission finds that the project site and all proposed lots have direct frontage on existing fully-improved streets, and that no new streets have been proposed with this application. Access to parking serving the proposed lots will be directly from First Street and from Pioneer Street through the adjacent city parking lot. Two curb cuts on Lithia Way, an arterial street and state highway, and one curb cut on First Street were removed with the infrastructure installation for the previously-approved, now-expired subdivision. Existing and proposed public facilities and utilities necessary to service the project have been identified on a preliminary utility plan and discussed in the applicants' narrative. Existing and proposed upgrades include:

- Three-phase electrical service is available to the project site, and the Electric Department has indicated that there is adequate power available to serve the development. Some electric infrastructure was extended with the 2007 approval, and the application notes that completion of the transformers necessary to serve the site and proposed building will be extended with completion of the current proposal. The Electric Department has also requested that the applicants' final electric service plans also address any impact to existing primary electric lines running along the back of proposed Lots #1, #2 and #3 that might result from the installation of underground parking, including either deepening or relocation the primaries.
- Existing four-inch water mains are available in both Lithia Way and First Streets, and a new eight-inch water line was extended to provide a connection to B Street as part of the 2007 subdivision improvements. Four-inch laterals were extended to each of the individual lots with the 2007 subdivision work.
- A six-inch sewer line in First Street was upgraded to eight-inches to serve the project as part of the 2007 subdivision improvements.
- A private 12-inch storm drain line was installed on site, and a new 12-inch public storm drain line was installed in First Street to convey storm water run-off from the site to the existing storm drain line at B and First Streets as part of the 2007 subdivision improvements. With completion of the current request, 17 percent of the site is proposed to be landscaped, reducing run-off from the site, which was until the 2007 subdivision improvements entirely covered with pavement and buildings, and a bio-swale is to be installed to allow for on-site detention and filtration of storm water before it enters the city storm sewer system.
- Paved access is provided directly from First Street and to Pioneer Street via an easement through the existing City of Ashland public parking lot. With the 2007 subdivision approval's site work, two curb cuts were removed from Lithia Way and one from First Street in order to comply with city and state requirements for controlled access. As part of the 2007 subdivision improvements, the existing public sidewalks along the project perimeter on both Lithia Way and First Street were reconstructed. The Lithia Way pedestrian corridor was improved to Boulevard/Arterial standards which required a minimum of 12 feet in improvement width; the installed improvements include a five-foot commercial hardscape parkrow with tree wells between the curb and sidewalk and an eight-foot wide sidewalk. Five pedestrian-scaled streetlights were also installed according to the City of Ashland's historic/commercial streetlight standard. Since the previous approval, city sidewalk standards have been changed to require a 15-foot pedestrian corridor on Lithia Way. The applicants propose to widen sidewalks to these new standards with development of the site along the frontage of each lot as it develops, and street trees, tree grates, irrigation and five additional streetlights are to be installed to comply with downtown streetlight spacing requirements.
- An existing transit shelter is already in place along Lithia Way, between Second and First Streets.

- An Owners' Association will be formed and CC&R's provided prior to signature of the final survey plat to ensure adequate maintenance provisions are in place for the proposed common area.

A condition of approval has been included below to require that the applicants provide the necessary final plat submittal within 12 months, as required in the Subdivisions chapter (AMC 18.80).

2.4 The Planning Commission finds that the project proposes a mix of residential and general offices uses. Office uses are a permitted use in the Retail Commercial (C-1) district, and residential units are a special permitted use in the district. C-1 zoning regulations require a minimum of 65 percent of the gross floor area of the ground floor of the building be used for permitted or special permitted uses. The Commission finds that the proposal designates 65 percent of the ground floor as commercial space, with the remainder of the ground floor, second and third floors dedicated to accommodating ten residential units, including one affordable unit.

The Planning Commission finds that with the proposal, the applicants would retain the overall 43-unit residential density of the parent parcels with ten units to be allocated to the currently proposed building on Lot #1 and the remaining 33 unit density to be allocated as the remaining lots develop through the Site Review process. The applicants also propose to allocate the available surface parking between the individual lots. The application notes that there are currently 48 surface spaces in place, with six additional spaces proposed to be added with the current request and an addition two on-street parking credits available along the First Street frontage of Lots #4 and #5 for a total of 56 spaces. The application identifies 27 spaces as required for the proposed building on Lot #1. 16 of the 56 available surface spaces are proposed to be allocated to Lot #1, with the remaining spaces to be provided with 12 proposed spaces in an underground garage beneath the building. The Commission finds that the currently proposed allocation of parking and residential density is as follows:

First Place Subdivision Proposed Allocations by Lot			
Lot Number	**Parking Spaces**	**Lot Number**	**Residential Units**
Lot 1	16	Lot 1	10
Lot 2	16	Lot 2	TBD
Lot 3	10	Lot 3	TBD
Lot 4	7	Lot 4	TBD
Lot 5	7	Lot 5	TBD
TOTAL AVAILABLE	**56**	**TOTAL AVAILABLE**	**43**

The Planning Commission finds that the C-1 zoning district does not require standard setbacks from property lines unless a parcel abuts a residential zoning district. In this case, Lot #1 is entirely surrounding by other parcels within the subdivision, including common area, with commercial

zoning and while standard setbacks are not required the proposed building is approximately 80 feet from the nearest residential properties to the rear.

The Planning Commission finds that, given its frontage on Lithia Way, the property is subject to the Arterial Setback requirements of AMC 18.68.050. These requirements call for a setback which is the lesser of 20 feet or the width necessary to install standard sidewalk and parkrow improvements. The Planning Commission finds that city standard sidewalks were installed along the frontage in conjunction with the previous (now-expired) 2007 subdivision approval, and that the sidewalk width standard has since been increased. The Commission finds that the applicants propose to install an additional two-feet of sidewalk along the frontage of each of the Lithia Way-fronting lots to comply with the new standards.

The Planning Commission finds that the proposed building height of 40 feet, which has been averaged based on the finished grade on all four elevations, is the maximum height permitted in the C-1 zone. The Commission further finds that the landscaping plan provided identifies 15 percent of the site as included in landscaped areas in addition to required seven percent landscaping for the parking area, for a total of 17 percent landscaping, which exceeds the 15 percent requirement for the C-1 district.

The Planning Commission finds that the bicycle parking requirements in AMC 18.92 call for at least one bicycle parking space to be provided for every five automobile parking spaces, with fifty percent of these spaces to be covered, and that additional covered bicycle parking spaces be provided for each residential unit. For the 56 surface automobile parking spaces proposed, at least 12 bicycle parking spaces are required to be provided in addition to those spaces necessary for the residential units which the applicants propose to address in individual basement storage areas provided for each unit. As proposed, the application identifies what appear to be five bicycle racks in the plaza space to the west of Lot #1 and three racks adjacent to the walkway north of Lot #5. The Commission finds that while eight racks provide 16 bicycle parking spaces, exceeding the amount required to be provided in association with the surface automobile parking, at least six of the required spaces must be covered, and a condition to this effect has been included below.

The Planning Commission finds that subsequent to the installation of the parking lot for the development approved in 2007, new "Parking Area Design" standards" have been adopted in AMC 18.92.080.B. These standards require:

- That parking lots with 50 or more spaces be divided into separate areas with building placement, landscape areas with walkways at least ten feet in width, plazas, and streets or driveways with street-like features including raised sidewalk of at least five feet in width, six-inch curbs, accessible curb ramps, street trees in planters or tree wells and pedestrian-oriented lighting.
- Design parking lots and other hard surface areas in a way that captures and treats runoff with landscaped medians and swales.

- That the adverse environmental and microclimatic impacts of surface parking be minimized through design and material selection. Parking areas of more than seven parking spaces are to use at least one of the following strategies for surface parking, or put 50 percent of the parking underground:

    - Use light-colored paving materials with a high solar reflectance (i.e. a Solar Reflective Index (SRI) of at least 29) to reduce heat absorption for a minimum of 50 percent of the parking area surface.
    - Provide porous solid surfacing or an open grid pavement system that is at least 50 percent pervious for a minimum of 50 percent of the parking area surface.
    - Provide at least 50 percent shade from tree canopy over the parking area surface within five years of project occupancy.
    - Provide at least 50 percent shade from solar energy generating carports, canopies or trellis structures over the parking area surface.

In considering the existing parking area in light of these standards, the Planning Commission finds that the parking lot is divided into separate areas with a street-like driveway and landscaping, that a bio-swale is to be installed to address parking lot drainage, and that the numerous parking lot trees to be installed will provide at least 50 percent canopy coverage for the parking area, and that these measures satisfy the new "Parking Area Design" standards.

The Planning Commission finds that new standards for pedestrian access and circulation have also come into play in AMC 18.92.090 since the 2007 subdivision approval, and that these standards require a continuous walkway system be provided in developments to connect all phases of the proposal and provide links to existing or planned sidewalks, trails, parks or open space areas with safe, direct and convenient connections between primary entrances and public streets. The Commission further finds that the previously approved site configuration included a pedestrian walkway from the northeast corner of the property, from First Street through the landscaping area and its bio-swale, through the parking lot and through a corridor within the proposed building on Lot #1 to provide a direct pedestrian route between Lots #1 and #2. This pedestrian walkway, which the original application suggested was comparable to the Old Masonic walkway between the Ashland Plaza and Calle Guanajuato, provides a connection to a similar walkway adjacent to the Jasmine Building across the street that connects to a series of similar segments all the way to Hargadine Street above the parking structure. The applicants have proposed to close the portion of the walkway extending through the building on Lot #1 at night when the businesses in the building are closed, noting that this closure would be during limited hours for security purposes, and that when closed a less direct route is available along the walkway on the west side of the building. The walkway provides a materially distinct connection from First Street, through the parking lot, past the rear of future buildings on Lots #5 and #6 and connects to a concrete sidewalk at the rear of Lots #1, #2 and #3 which continues on to provide a connection to the adjacent city parking lot and out to Lithia Way through proposed plaza space. Pedestrian scale lighting is also to be provided with the proposal. The Commission finds that the pedestrian circulation system satisfies the requirements of the new circulation requirements, and

further finds that the walkway through the building on Lot #1 provides a degree of pedestrian connectivity which will contribute to the vitality of street life in the area and that the nightly closure of this route should be minimized to the greatest extent possible..

The Planning Commission finds that, in keeping with the requirements of the Site Review Chapter, the application materials provided demonstrate both that the required 15 percent landscaping and seven percent parking lot landscaping will be installed with the project, and that an irrigation system will be installed that is a low volume, fully automatic design. The application further notes that for those lots that are to remain undeveloped for a time (Lots #2-5) the building pads will be seeded with a low-water use wildflower mix and maintained in a weed-free condition. Required trash and recycling facilities are to be provided in the building's basement, and light fixtures will be selected and placed to avoid direct illumination of adjacent residential properties. Conditions to ensure that these items are installed and maintained according to standards as described in the application have been included below.

The Planning Commission finds that the subject property lies within the Detail Site Review Zone, the Downtown Design Standards Zone, and the Downtown and Railroad Addition historic districts. The application is subject to the Basic Site Review Standards for Commercial Development, Detail Site Review Standards, Downtown Design Standards and Historic District Design Standards. Additionally, because the proposed building is greater than 10,000 square feet in size and is located within the Detail Site Review Zone, the development is also subject to the Additional Standards for Large Scale Projects.

The Planning Commission finds that the proposed building design meets the Basic Site Review Standards. The building's orientation is to Lithia Way. Streetscape and landscape amenities are to be provided in conformance with the Standards. Parking and circulation are placed behind the building, and requisite parking lot landscaping and screening are detailed in the plans provided. The application recognizes the requirements to address noise and glare, and notes that noise will be within limits typical of the permitted use and will not exceed standards, and that lighting will be provided in the form of under-canopy lights, strategically placed wall lights, and pedestrian scale bollard lighting designed to comply with standards to minimize glare.

The Planning Commission further finds that the Detailed Site Design Standards have been fully addressed. The project is subject to meeting a minimum 0.50 Floor Area Ratio (FAR), and the application explains that with the proposed building on Lot #1 and plaza space the FAR for the full site will already be at 0.38. The application notes that with development of the remaining lots only as single story buildings, the site would be at a 0.69 FAR and that with the likelihood of multi-story buildings more in keeping with downtown development an FAR of 0.95 is more likely to be achieved. The Commission has included a condition below requiring that a shadow plan illustrating compliance with the FAR standard be provided prior to signature of the final plat or issuance of the first building permit. The Planning Commission further finds that the building face incorporates many windows as well as a covered entry and horizontal canopies to provide pedestrians with protection from the elements. The building's mass is divided into three vertical

bays as viewed from Lithia Way, with the entrance centered in the middle bay and emphasized with a large marquee, and the second story window treatment provides larger vertical windows adding emphasis to the central bay over the entry. Plaza areas and pedestrian walkways are to be treated in scored, colored concrete to clearly designate "people areas" of the site, and the proposed building is to be set directly behind the sidewalk. Perimeter landscaping is to be provided around the site, and a six-foot eight-inch cinder block wall is in place to screen adjacent residential uses to the northeast. The proposed building is also placed nearly 80 feet from the nearest residential property line.

The Planning Commission finds that the proposed building is subject to Large Scale Design Standards because its floor area is to be greater than 10,000 square feet, and the Commission further finds that the proposal meets these standards. The proposed building's mass is divided into three vertical bays, and marquees and awnings are provided to provide pedestrians with protection from the elements and relate the building to a more human scale. The third floor is treated in cement plaster rather than the brick of the first two floors which tends to downplay the building's height and mass. Recessed balconies are provided at either end of the upper floor, and tend to break up the building's mass and stagger the streetscape appearance. At 18,577 square feet of floor area, neither the building's footprint nor its floor area exceeds the 45,000 square foot limit within the Downtown Design Standards Zone. The Large Scale requirements call for one square foot of plaza or public space to be provided for every 10 square feet of gross floor area. In this case the floor area is 18,577 square feet, requiring 1,858 square feet of public space. When the common area is considered with Lot #1, the applicants propose to provide a total of 5,044 square feet of plaza space to address the plaza space requirements for the proposed building, as well as for any other buildings on the parent parcel that are developed subject to the Large Scale standards. Public or plaza space is required to contain at least four of the six element identified in the standards. In this case, the applicants have chosen to incorporate seating space, sunlight and shade areas, protection from wind, trees, and areas for outdoor eating/food vendors. The application also notes that while no opportunities for public art have been identified as yet, the applicants are open to dialogue with the Public Arts Commission as the project develops further.

The Commission further finds that the proposal is subject to the Parking Lot Landscaping and Screening Standards, and that these standards are met in the application. The application notes that to comply with these standards, parking areas will be screened from adjacent rights-of-way with landscaping and building placement, and that landscape buffers and screening will be provided for properties abutting the rear of the site. The requisite seven percent landscaping is to be provided for the parking area, and a landscape plan has been provided. Three trees per seven parking spaces are proposed, substantially more than the one tree per seven spaces required in the standards. The Commission further finds that in response to concerns raised by a neighboring property owner on B Street that the existing fencing at the north property line, which serves to provide a buffer to protect the adjacent residential uses from the detrimental effects of commercial uses and associated parking, was in disrepair, the applicants provided assurances that the fence would be repaired and maintained in good condition to provide a sight-obscuring barrier and an effective buffer between the commercial and residential uses.

The Planning Commission further finds that other than the Exception requested to allow two small balconies on Lithia Way discussed in 2.5 below, the building design complies with the Downtown Design Standards. The applicants have proposed a multi-story, downtown-style building. The building extends from side lot line to side lot line placed at the back of the sidewalk, and incorporates large street-level windows and transparent doors. The building incorporates horizontal and vertical rhythms through divisions on the facade as required by the standards. The upper floor windows are vertical. The building incorporates an architectural base, as is typical in historic buildings in the area. The roof is flat, with a parapet and includes a cornice. The frontage of the building is primarily brick, with cement plaster on the upper floor.

The Planning Commission finds that while the north side of Lithia Way presently has no buildings on the block between Pioneer and First Streets, the proposed building design is in keeping with the height, scale, massing, setbacks, roof forms, and rhythm of openings typical of the opposite side of the street and sought in the Historic District and Downtown Design Standards. The Commission further finds that the Historic Commission reviewed the proposal and recommended that it be approved with two relatively minor modifications: that the horizontal banding be continued around the north side (rear) of the building, and that the column on the right side of the rear elevation be removed. Both of these modifications were suggested by the project architect and supported by the applicants' team during the hearing, and the Historic Commission felt that they improved the overall design.

The Planning Commission finds that the bulk of the public facilities and utilities necessary to serve development of the site were installed under the 2007 approval and that the applicants propose to complete the remaining installations prior to signature of the final survey plat for the current application. The existing and proposed upgrades include:

- Three-phase electrical service is available to the project site, and the Electric Department has indicated that there is adequate power available to serve the development. Some electric infrastructure was extended with the 2007 approval, and the application notes that completion of the transformers necessary to serve the site and proposed building will be extended with completion of the current proposal. The Electric Department has also requested that the applicants' final electric service plans address any impact to existing primary electric lines running along the back of proposed Lots #1, #2 and #3 that might result from the installation of underground parking, including either deepening or relocation the primary.
- Existing four-inch water mains are available in both Lithia Way and First Streets, and a new eight-inch water line was extended to provide a connection to B Street as part of the 2007 subdivision improvements. Four-inch laterals were extended to each of the individual lots with the 2007 subdivision work.
- A six-inch sewer line in First Street was upgraded to eight-inches to serve the project as part of the 2007 subdivision improvements.
- A private 12-inch storm drain line was installed on site, and a new 12-inch public storm drain line was installed in First Street to convey storm water run-off from the site to the existing storm drain line at B and First Streets as part of the

2007 subdivision improvements. With completion of the current request, 17 percent of the site is proposed to be landscaped, reducing run-off from the site, which was until the 2007 subdivision improvements entirely covered with pavement and buildings, and a bio-swale is to be installed to allow for on-site detention and filtration of storm water before it enters the city storm sewer system.

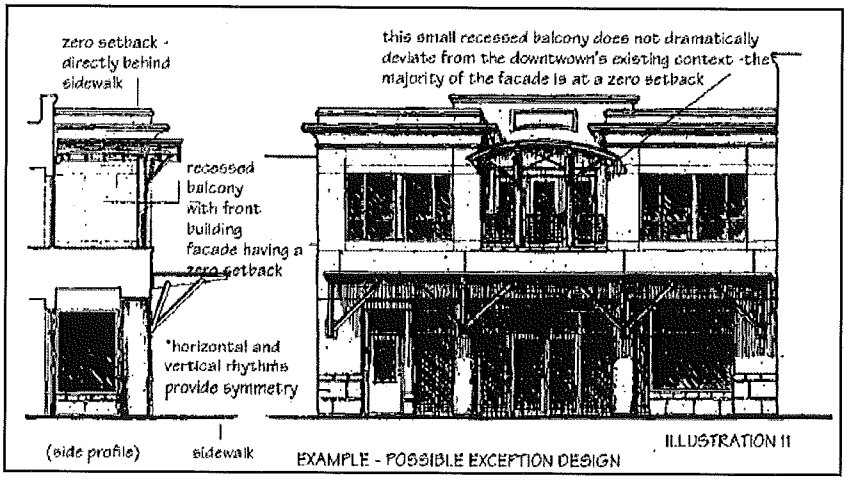
- Paved access is provided directly from First Street and to Pioneer Street via an easement through the existing City of Ashland public parking lot. With the 2007 subdivision approval's site work, two curb cuts were removed from Lithia Way and one from First Street in order to comply with city and state requirements for controlled access.
- As part of the 2007 subdivision improvements, the existing public sidewalks along the project perimeter on both Lithia Way and First Street were widened. The Lithia Way pedestrian corridor was improved to the Boulevard/Arterial standards in effect at the time which required a minimum of 12 feet in improvement width. A five-foot commercial hardscape parkrow with tree wells between the curb and sidewalk and an eight-foot wide sidewalk were installed. Five pedestrian-scaled streetlights were also installed according to the City of Ashland's historic/commercial streetlight standard. Since the previous approval, city sidewalk standards have been changed to require a 15-foot pedestrian corridor on Lithia Way. The applicants propose to widen sidewalks to these new standards with development of the site along the frontage of each lot as it develops, and street trees, tree grates, irrigation and five additional streetlights are to be installed to comply with downtown streetlight spacing requirements.
- There is an existing transit shelter located nearby along Lithia Way, between First and Second Streets.

The Commission finds that water, sewer, paved access to and through the development site, electricity, urban storm drainage and adequate transportation to and through the subject property can and will be provided, with all site utilities either having been upgraded under the 2007 approval or to be completed here with the current proposal; vehicular access provided from existing fully-improved streets; sidewalks widened to meet current street standards and easements provided to increase vehicular and pedestrian connectivity to and through the site.

2.5 The Planning Commission finds that the application proposes two small, recessed balconies on the front façade of the building. These balconies have a depth of approximately five feet, six inches and an area of approximately 70 square feet each. In Section VI-B-3, the Downtown Design Standards state, "*Recessed or projecting balconies, verandas or other usable space above the ground level on existing and new buildings shall not be incorporated in a street facing elevation,*" and as such an exception to this standard has been requested.

The Planning Commission finds that there is a demonstrable difficulty in building to urban densities in the downtown environment while trying to at the same time provide some measure of functional outdoor space for residents. The balconies proposed, which are only approximately five-and-a-half feet deep and 70 square feet in area, help to break up the mass of the building,

provide a staggered streetscape in keeping with standards and demonstrated to be effective on the nearby Jasmine Building, and give the building added street presence. These balconies are at a near minimum dimension to provide for functional outdoor residents, and are in keeping with the "small recessed balcony (which) does not dramatically deviate from the downtown's existing context – the majority of the façade is at a zero setback" shown in Illustration #11 below, identified as an appropriate example of a "possible exception design" taken directly from the Downtown Design Standards.



SECTION 3. DECISION

3.1 Based on the record of the Public Hearing on this matter, the Planning Commission concludes that the proposal for a six-lot subdivision of the property located at 175 Lithia Way; Site Review approval to construct a three-story 18,577 square foot mixed-use building consisting of basement parking, commercial and residential space on the first floor, and residential space on the second and third floors; and an Exception to the Downtown Design Standards to allow for two small recessed balconies on the front of the building is supported by evidence contained within the record.

Therefore, based on our overall conclusions, and upon the proposal being subject to each of the following conditions, we approve Planning Action #2012-01122. Further, if any one or more of the conditions below are found to be invalid, for any reason whatsoever, then Planning Action #2012-01122 is denied. The following are the conditions and they are attached to the approval:

1. That all proposals of the applicant are conditions of approval unless otherwise modified herein, including but not limited to that lots not actively being constructed will be treated with a wildflower mix and maintained in a weed-free condition and that the existing fence on the north property line will be repaired and maintained in good condition to provide a sight-obscuring buffer to the adjacent residential properties.
2. That a final survey plat shall be submitted to the city for review within 12 months of this approval.

3. The windows on the ground floor of the proposed building shall not be tinted so as to prevent views from outside of the building into the interior of the building, and the entrances adjacent to Lithia Way and the plaza space shall remain functional and open to the public during all business hours.
4. That prior to tree removal, site work, storage of materials or building permit issuance, tree identification and protection measures shall installed, inspected and approved on site by the Staff Advisor through a Tree Verification Permit. Tree Verification for this application is limited to identification of the two trees to be removed.
5. That prior to the signature of the final survey plat:

    a) All easements for sewer, water, electricity, drainage, public access, public pedestrian access, and fire apparatus access shall be shown on the final survey plat as required by the City of Ashland Engineering Division. The 22-foot public access easement extending from First Street to the existing city parking lot shall be identified as fire apparatus access on the final survey plat.

    b) The applicant shall submit a final electric distribution and lay-out plan including load calculations and locations of all primary and secondary services including transformers, cabinets and all other necessary equipment to be installed and installed with the initial subdivision infrastructure in 2007-2008. In the event that the proposed construction of underground parking impacts the city's existing underground primary electric lines, the plan shall address necessary measures to deepen or relocate these lines. This plan must be reviewed and approved by the Public Works, Engineering, Electric, Building and Planning Departments prior to signature of the final survey plat. Transformers and cabinets shall be located in areas least visible from streets, while considering the access needs of the Electric Department.

    c) Final utility, grading and drainage plans for the subdivision shall be reviewed and approved by the Engineering, Building and Planning Divisions prior to signature of the final survey plat. The utility plan shall include the location of connections to all public facilities in and adjacent to the development, including the locations of water lines and meter sizes, sewer mains and services, manholes and clean-outs, storm drainage pipes and catch basins.

    d) A final grading plan shall be submitted indicating the direction of flow of all surface flows in the development, including those onto and off of adjoining properties. Site grading shall be designed to provide positive drainage away from all buildings and structures except those designed to withstand flooding in accordance with the building code standards for flood-proofing. Freeboard shall be specified on the grading plan.

    e) That the design of any necessary on-site storm water detention systems (i.e. bio-swales) and off-site storm drain system improvements be reviewed and approved by the Public Works/Engineering Department and Staff Advisor prior to signature of the final survey plat. Post-development peak storm water flows must not exceed pre-development levels. The permanent maintenance of on-site storm water detention systems must be addressed through the obligations of the Owners' Association CC&R's and reviewed and approved by the Public Works, Building and Planning Divisions.

f) That engineered construction drawings for remaining public sidewalk improvements along Lithia Way shall be submitted for review and approval of the Ashland Planning and Engineering Divisions, and the Oregon Department of Transportation prior to signature of the final survey plat, prior to work in the street right-of-way and prior to installation of improvements in the pedestrian corridor. These plans shall include street tree installation cross-sections. The Lithia Way pedestrian corridor is required to be a minimum of 15 feet in width, with a five-foot commercial hardscape parkrow with tree wells and grates between the curb and sidewalk and a minimum of a ten-foot wide sidewalk. Sidewalks installed outside of the existing right of way require that public pedestrian easements be provided or additional right-of-way dedicated. Pedestrian-scale streetlights shall consist of the City of Ashland's historic/commercial streetlight standard.

g) That any necessary construction detouring on the sidewalk and Lithia Way shall be approved by the Oregon Department of Engineering and the Ashland Engineering Division prior to issuance of permits or work in the right-of-way.

h) That public pedestrian access easements or right-of-way dedications shall be granted for any proposed sidewalk improvements which extend beyond the existing Lithia Way or First Street rights-of-way.

i) That the requirements of the Ashland Fire Department, including the installation of fire apparatus access and the use of an Ashland Fire and Rescue-approved method for nighttime closure of the private access easement between Lots 1 and 2, shall be clearly identified on the construction drawings and reviewed and approved by the Ashland Fire Department prior to issuance of a building permit or signature of the final survey plat.

j) That revised Landscaping and Irrigation Plans shall be submitted for the review and approval of the Staff Advisor prior to the signature of the final survey plat. Revised plans shall incorporate recommendations of the Tree Commission's September 2012 meeting where consistent with the Site Design and Use Standards and with final approval of the Staff Advisor; shall take into account all electrical cabinets and transformer locations and any mechanical equipment in demonstrating that lot coverage requirements are adequately addressed; shall demonstrate that the required five-foot wide landscape screening strip is provided for the full northern boundary of the subject property; and shall include irrigation details to satisfy the requirements of Site Design and Use Standards' Water Conserving Landscaping Guidelines and Polices prior to signature of the final survey plat.

k) All hardscape, landscaping, irrigation, parking, bicycle parking, walkways, sidewalks, street trees with street tree grates and irrigation, street lights and pedestrian scale on-site lighting, and the bio-swale, shall be installed according to approved plans, inspected, and approved prior to the signature of the final survey plat.

l) That the applicants shall pay any necessary utility service and connection fees that were previously paid for services and connections provided in conjunction with the installation of infrastructure for the previous 2007 subdivision approval.

m) That a final copy of the CC&R's for the Owners' Association shall be provided for the review and approval of the Staff Advisor and the Public Works Director prior to the signature of the final survey plat. The CC&R's shall describe responsibility for the

maintenance of all common areas including landscaping, bio-swale, driveways, parking and pathways.

n) The five remaining street lights to be installed to comply with city street light placement standards for the downtown design standards zone shall be installed, inspected and approved by the Staff Advisor. The required pedestrian-scaled streetlights shall consist of the City of Ashland's historic commercial streetlight standard lights.

o) That the inverted u-rack shall be used for the bicycle parking and that all proposed bicycle parking within the common area shall be installed in accordance with the design, placement and coverage standards in AMC 18.92.040.I and J prior to signature of the final survey plat.

p) Prior to the signature of the final survey plat or issuance of the first building permit, the applicants shall provide a Floor Area Ratio (FAR) shadow plan as well as a chart detailing the allocation of available surface parking spaces, residential unit density, floor area ratio and plaza space between the five proposed lots. Site Review and building permit submittals for each lot shall provide demonstration of compliance with these allocations, including any modifications thereto

6) That prior to the issuance of a building permit:

a) That the plans submitted for the building permit shall be in substantial conformance with those approved as part of this application. If the plans submitted for the building permit are not in substantial conformance with those approved as part of this application, an application to modify this Site Review approval shall be submitted and approved prior to issuance of a building permit.

b) The final plat for the subdivision shall be submitted and approved. All hardscape, landscaping, irrigation, parking, bicycle parking, walkways, sidewalks, street trees, street lights and pedestrian scale on-site lighting, and the bio-swale, shall be installed according to approved plan, inspected, and approved prior to the signature of the final survey plat.

c) The recommendations of the Historic Commission's September 2012 meeting, where consistent with applicable standards and with final approval by the Staff Advisor, shall be conditions of this approval and incorporated into the final building permit submittals.

d) That a comprehensive sign program in accordance with the requirements of Chapter 18.96 shall be developed for the building and submitted for review and approval with the building permit submittals. That a sign permit shall be obtained prior to installation of new signage. Signage shall meet the requirements of Chapter 18.96.

e) All private easements and public utility easements on the property shall be shown on the building permit submittals.

f) A final drainage plan shall be submitted at the time of a building permit for review and approval by the Engineering, Building, and Planning Divisions.

g) A final utility plan for the project shall be reviewed and approved by the Planning, Engineering, and Building Divisions prior to issuance of a building permit. The utility plan shall include the location of connections to all public facilities in and adjacent to the development, including the locations of water lines and meter sizes, sewer mains and services, manholes and clean-outs, storm drainage pipes and catch basins.

h) The applicant submit a final electric design and distribution plan including load calculations and locations of all primary and secondary services including transformers, cabinets and all other necessary equipment. This plan must be reviewed and approved by the Electric Department prior to building permit submittals. Transformers and cabinets shall be located in areas least visible from the street, while considering the access needs of the Electric Department.

i) That mechanical equipment shall be screened from view from Lithia way. Location and screening of mechanical equipment shall be detailed on the building permit submittals.

j) Exterior lighting shall be shown on the building permit submittals and appropriately shrouded so there is no direct illumination of surrounding properties.

k) That the building materials and the exterior colors shall be identified in the building permit submittals. The information shall be consistent with the colors, texture, dimensions and shape of materials and building details proposed and approved as part of the land use application. Exterior building colors shall be muted colors, as described in the application. Bright or neon paint colors shall not be used in accordance with II-C-2f) 1) of the Detail Site Review Standards.

l) Building permit submittals shall identify all required bicycle parking installations. Inverted u-racks shall be used for the bicycle parking, and the building permit submittals shall verify that the bicycle parking spacing and coverage requirements are met in accordance with 18.92.060.I & J.

m) Solar setback calculations demonstrating that all new construction complies with Solar Setback Standard B in the formula [(Height – 16)/(0.445 + Slope) = Required Solar Setback] and elevations or cross section drawings clearly identifying the highest shadow producing point(s) and the height(s) from natural grade shall be included in building permit submittals.

n) Prior to any work within the public rights-of-way, all necessary permits must be obtained from the Public Works/Engineering Department. Prior to the issuance of permits or commencement of any site work in the Oregon Department of Transportation's (ODOT) right-of-way for Lithia Way, the applicant shall provide proof of also having obtained required permits from ODOT. The applicants shall maintain a vision clearance triangle which complies with ODOT and City of Ashland standards

o) That prior to issuance of a building permit, the applicants shall record a deed restriction in accordance with the City of Ashland's Affordable Housing Standards specifying that the unit designated as affordable is to develop as affordable for moderate income persons according to the requirements of Resolution #2006-13, and shall remain affordable for a period of not less than 30 years. Residential density for the project is being allocated from the parent parcel to individual lots, and as such the development of additional residential units on any of the lots of the parent parcel shall demonstrate compliance with the requirements of AMC 18.32.025.D.5 which call for at least ten percent of the total residential units on the parent parcel to be affordable for moderate income persons in accord with the standards established by resolution.

7) That prior to the issuance of a certificate of occupancy:

a) The landscaping and irrigation system shall be installed according to the approved plan, inspected and approved by the Staff Advisor. If, upon review of the submitted landscape and irrigation plans, any revisions to landscape plants or irrigation are required to conform to Section III of Site Design and Use Standards, they shall be incorporated into a revised landscape plan and submitted for review and approval of the Staff Advisor

b) All bicycle parking shall be installed in accordance with design, placement, coverage and rack standards in 18.92.040.I and J prior to the issuance of the certificate of occupancy.

c) An opportunity to recycle site of equal or greater size than the solid waste receptacle shall be included in the trash enclosure in accordance with the Recycling Requirements of AMC 18.72.115.A.

d) The requirements of the Building Department shall be satisfactorily addressed, including but not limited to that the mixes-use occupancy is required to be fire sprinkled according to Oregon Structural Specialty Code for R-2, S-2 and B occupancies, and that the site and structure are required to meet all accessibility requirements under OSSC chapter 11 and ANSI 117.1-2003.

e) The requirements of the Fire Department shall be satisfactorily addressed, including approved addressing; fire apparatus access including angle of approach, necessary easement, and review of any obstructions such as fences or gates; fire flow; fire hydrant distance, spacing, flow and clearance; fire department connection; and a "Knox Box" key box. Fire Department requirements shall be included on the engineered construction documents. If a fire protection vault is required, the vault shall not be located in the sidewalk corridor.

f) That the sidewalks along the Lithia Way frontage of each lot shall be widened by two feet to comply with current width standards, inspected for installation according to the approved plans and approved by the Staff Advisor, as proposed by the applicants.

8) That the applicants shall look into leaving the gated portion of the pedestrian easement/access way through the building open for as large a portion of the day as possible.

Planning Commission Approval	October 9, 2012 Date

TYPE II
PUBLIC HEARING

PA-2012-01122
Ashland School District Properties

ASHLAND PLANNING DIVISION
STAFF REPORT

PLANNING ACTION: #2012-00899

APPLICANT: Ashland School District

LOCATION: Ashland School District Properties
Ashland School Administrative Services – 885 Siskiyou Blvd.
Ashland High School – 201 S. Mountain Ave.
Ashland Middle School & John Muir School – 100 Walker Ave.
Bellview Elementary – 1070 Tolman Creek Rd.
Helman Elementary School – 705 Helman St.
Walker Elementary School – 364 Walker Ave.
Briscoe School – 265 N. Main St.
Lincoln School – 320 Beach St.

ZONE DESIGNATION: R-2 and R-1-5

COMPREHENSIVE PLAN DESIGNATION: Residential (Multi-Family and Single Family)

APPLICATION DEEMED COMPLETE: September 24, 2012

120-DAY TIME LIMIT: January 18, 2013

ORDINANCE REFERENCE: 18.96 Sign Regulations
18.104 Conditional Use Permits

REQUEST: Request for a Conditional Use Permit approval for the creation of a Master Sign Permit Program for the Ashland School District Properties. The program intends to set parameters for material, location, area and height for new school signs as they are needed.

I. Relevant Facts

A. Background - History of Application

Ashland School District has received approvals for many of the signs on school campuses over the years either combined with a Site Review approval or as a separate Conditional Use Permit (CUP).

PA-1978-103 – Site Review approval for Administration Building at 885 Siskiyou
PA-1987 – Correspondence regarding large Ashland Grizzly Mural
PA-1997-101 – Walker Elementary School CUP for ground sign
PA-1997-021 – Ashland Middle School (AMS) CUP for sign program

PA-2000-033 – Bellview Elementary School CUP for ground sign
PA-2000-083 – Replacement scoreboard sign at Ashland High school
PA-2006-00250 – Modification of AMS sign program CUP
PA-2009-00322 – Helman Elementary School CUP for dragon mural

B. Detailed Description of the Site and Proposal

Ashland School District is responsible for the operation of eight public schools (one is outside of City limits and is not part of this land use application but is part of the school districts sign program) and two support service properties.

The application is for the creation of a Master Sign Permit Program for Ashland School District's properties. The School District is requesting site identification signs, on-site direction and additional signs to meet the needs of the various functions that occur on school properties i.e. ground, wall signs, increased size of reader boards, score boards, fundraising signs, and other banners, murals and wall graphics, etc.

Each one of the school district properties is in residential zones. Helman and Bellview are in the R-1 Single-Family Residential zone, and Briscoe, Walker, AMS, Ashland High School (AHS) and Lincoln are in the R-2 Low Density Multiple-Family Residential zone. According to Ashland Land Use Ordinance, Government Agencies are allowed to apply for a Conditional Use Permit for the placement of a sign that does not conform to the code when it can be determined that the signs are necessary to further the agency's public purpose.

In the past, individual schools have separately applied for a Conditional Use Permit when they wish to install or modify a sign which exceeds the limits outlined in the Sign Regulations for residentially zoned properties. In order for Ashland School District to have cohesion with the sign permit and Conditional Use Permit applications, the City encouraged the creation of a sign program that sets parameters on size, materials and location for the future installation of signs on the School District properties. The Master Sign Permit program would eliminate the need for a site by site Conditional Use Permit application each time a sign is installed or modified and allow the signs to be changed as needed with a basic sign permit so long as the parameters described herein are met.

Some of the schools have existing signs and the application lists the signs in place by school. In addition, the application includes a description of the signs requested as part of the application for a Maser Sign Permit.

1. Elementary School Campuses

Ground Signs
The applicant is proposing three new ground signs with changeable copy. A 36 square foot ground sign with changeable copy at Helman, and a 20 square foot ground sign for Briscoe and Lincoln Elementary Schools. The area of changeable copy was not proposed.

Secondary Signs and Building Identification Signs
No new directional signs proposed for the elementary schools.

Banners, Scoreboards
The elementary schools have the least amount of banners (each has a Box Top for Education Banners long term, and other temporary banners for recruitments similar to boy scouts, girl scouts, etc.). None of the elementary schools have a score board visible from the public right-of-way.

2. Ashland Middle School (AMS) Campus

Ground Signs
Ashland Middle School has a Sign Permit Program and which allowed for a 27 square foot ground sign without changeable copy. The applicant is proposing a new ground sign not to exceed 25 square feet and not to exceed 35 percent changeable copy.

Secondary Signs and Building Identification Signs
No new directional signs proposed for the middle school.

Banners, Scoreboards
There is one small scoreboard sign near the gymnasium building at AMS is it not visible from the public right-of-way.

3. High School (AHS) Campus

Ground Signs
The applicant has proposed a new ground sign on the Siskiyou Boulevard frontage to replace the sign that is there. The new sign is proposed to be 40 square feet in area, five feet tall, and have 35 percent changeable copy area.

Secondary Signs and Building Identification Signs
There are numerous secondary signs at AHS including grizzly paws and red background, stenciled building identification signs which are approximately two to three square feet in size, and directional and information signs which range from approximately two square feet to eight square feet. No changes are proposed to these signs.

Two new, 20 square foot signs have been proposed for two areas at AHS. One is proposed near the intersection of Mountain and East Main to delineate the location of the Lincoln Avenue baseball fields. Another is proposed near the parking lot near the intersection of Iowa and Mountain.

Scoreboards
At the AHS there are four primary field areas including the Walter A. Phillips Football Stadium, the track, the practice football field adjacent to the football stadium on Morse, and the baseball/softball fields at Lincoln and East Main Street. At these fields there are scoreboard signs which either pre-date the code or have been approved through a separate Conditional Use Permit sign approval. No new scoreboards have been proposed.

Mountain Avenue Theater Building Sign
The applicant has proposed a 60 square foot sign that has approximately 70 percent changeable copy for the Mountain Avenue Theater building. The sign would be wall mounted above the theater building doors facing Mountain Ave. The sign is proposed to be externally illuminated.

High School Gymnasium Wall Sign
A wall sign with a maximum of 60 square feet area of raised letters is proposed between the pilaster columns on the gymnasium wall facing Mountain Avenue.

4. Temporary Banners, A frames, Moveable Signs, All Campus

At times temporary banners are placed on school properties for specific events or club sign ups. It also appears that there are more permanent banners which are placed on school properties and remain in place indefinitely (e.g. Box Tops for Education).

The temporary banners advertising specific events, extramural athletics, club signups and registrations, etc. appear to be similar in type to the temporary non-illuminated signs allowed for non-profit and charitable organizations, with a maximum area of sixteen (16) square feet in area, placed no more than seven (7) days before an event and removed within two (2) days following the event.

The temporary banners which have received a more permanent treatment and are primarily for communication to the general public are to be removed or moved to a location that is not visible to the public right-of-way.

5. Administrative Services Building, Maintenance Yard

The one change proposed for the Administrative Services Building along Siskiyou Blvd. is to remove repetitive signage and to slightly increase the area of the sign identifying the Public Schools building. A specific sign area has not been proposed and the area will be limited to 15 square feet. No changes have been proposed for the maintenance yard.

6. Murals, All Campus

The existing murals visible from the street (i.e. public right of way) and installation of new murals is not approved as part of this application. Since most of the school campuses are composed of a number of structures with internal courtyards, the regulation would not preclude the use of murals on the sides of building facing the interior of the site that are not visible from the public right-of-ways. According to Ashland Municipal Code wall graphics are prohibited and murals and other wall graphics are subject to the requirements of Ashland Municipal Code 2.29 for displays of Public Art.

7. Siskiyou Boulevard Median Displays

The placement of signs, flags, banners and balloons in the Siskiyou Boulevard median in front of the high school to advertise sporting and other events is not approved as part of this application as the planning approval does not extend beyond the private properties of the School District. Any installation of signs, flags, banners and balloons within the public right-of-way requires a permit from the Public Works Department.

II. Project Impact

The request for a Conditional Use Permit for the installation of signage by a Government Agency is typically a "Type I" Administrative approval process. Due to the scope of the application and that Staff did not feel some aspects of the application could be administratively approved, a public hearing has been scheduled.

Applicable Sign Regulations

According to the Ashland Land Use Ordinance, Sign Regulations for Residential Signs in 18.96.070, one ground sign, or wall sign a maximum of 15 square feet in area, not to exceed an overall height of five (5) feet above grade, setback ten (10) feet from property lines is permitted in residential zones. Plastic exterior materials and internal illumination is prohibited.

The Sign Regulations for Commercial and Employment (C-1/E-1) zoned properties in general allow one ground sign per property no more than sixty (60) square feet in area, and a maximum height of five (5) feet. Additionally, two-wall signs are permitted with a total maximum area of sixty (60) square feet. The area of ground and wall signs allowed is based on the business building frontage. Sign area of up to twenty (20) percent is allowed as changeable copy. The code generally permits one ground and two wall signs with a total maximum area of 120 square feet of sign area for C-1/ E-1 zoned properties.

Temporary banners are permitted in C-1/E-1 zones under a few circumstances, fundraisers and grand openings. Temporary banners are allowed a maximum area of sixteen (16) square feet in area, and can be placed no more than seven (7) days before an event and removed within two (2) days following the event. Temporary banners and other temporary displays are not permitted in residential zones.

The following sign policy is from the Ashland Comprehensive Plan. "The City shall design the Land Use Ordinance to provide for specific development guidelines which will ensure that strong sign regulations exist which ensure the number, size and placement of signs are the minimum required for recognition by the public of the business at the site."

III. Proposal and Concerns

The purpose of this application before the Planning Commission for a public hearing is to determine a formula that achieves the needs of the school district while at the same time being sensitive to the residential neighbors of the schools, and the business community with respect to the number of signs, materials of signs and sign size generally allowed. The challenge in considering a Conditional Use Permit for governmental signs is

determining a reasonable amount, size and type of signage "to further that agency's public purpose" within the context of the signage permitted throughout the community.

As proposed, the application is generally within the parameters of a previous similar Master Sign Permit Program which was previously approved for the Southern Oregon University campus. Staff's primary concerns are the proposed wall sign at the High School gymnasium (page 7 of application) and the Mountain Avenue theater sign (page 10 of application).

Gymnasium Wall Sign

The School District maintains that in order to establish Mountain Avenue as the primary high school frontage a sign needs to be added to the wall of the gymnasium facing Mountain Avenue near Iowa Street. There is an approximately 20 square foot wall sign engraved in the low wall adjacent to the class room building along the same street frontage. The application states that the School District would like to add up to 60 square feet of sign area on the gymnasium. Staff concurs that some signage would be appropriate along the wall of the gymnasium, but believes the maximum area between the proposed sign and the existing ground sign should be a maximum of 60 square feet, combined.

Theater Sign

Staff is concerned about the proposed wall sign for the Mountain Avenue Theater for the following reasons. The design of the sign appears to have a commercial treatment and emphasizes its presence as an advertisement about the theater, which is uniquely uncharacteristic of the majority signs installed by similar institutions located within Ashland's residential neighborhoods. Additionally, it is uncommon to have a sign installed upon a relatively blank façade and visible only to the residential zone. The request for 70% of the sign area to be of changeable copy is 4.5 times greater than the maximum allowed by ordinance and twice that permitted under the Southern Oregon University's sign program. Again, staff believes the amount of changeable copy is more closely associated with what is expected in a commercial zone, rather than the underlying residential district.

Staff believes that it would be more appropriate to install a similar ground sign as proposed for the Siskiyou Boulevard frontage, in front of the theater along the Mountain Avenue frontage. This would achieve two purposes - demonstrate to the public that Mountain Avenue is the primary high school frontage and provide the ability for the theater to advertise upcoming events as well as providing display area for other campus information.

Staff suggests using the following parameters, which are summarized in the table below, for evaluating the school district sign program. In terms of ground signs, staff believes that 30 square feet is the largest area that should be permitted for the smaller school campuses (Elementary and AMS) and 40 square feet for Ashland High School. The size is based on the typical size of past approved government signs such as the ground sign at Walker Elementary school. The elementary and middle school campuses have numerous

vehicular entrance / exists, and the ground signs are typically near the primary, public vehicle access to the site.

Because the schools have specific messages about important dates and other information for the parents/guardians of the students and occasionally, messages applicable to the general public, changeable copy area is also requested. Because the message is directed at a specific audience, who is aware of where the message is to be displayed, staff believes a smaller area, more in line with the 20 percent changeable copy that is permitted by code is more appropriate. A recent similar application for Southern Oregon University allowed for 34 percent changeable copy on two new campus signs. Staff suggests the area allowed for changeable copy be up to 35 percent of the total sign area.

The suggested size for secondary signs (ball-field identification, parent pick-up / drop off zones, parking lots, etc) is 15 square feet. Fifteen square feet is the maximum area allowed under the Ashland Land Use Ordinance for residentially zoned property. Additionally, staff suggests any further building identification signs should be maximum area of three square feet. For comparison, incidental signs are allowed to be between two and three square feet in size in commercial and employment areas. In both instances no changeable copy would be permitted.

School	***Ground Signs # and area***	***Secondary Signs / Building Identification***	***Changeable Copy Y / N % Allowed***	***Temporary Signs / Banners***
Elementary	1 per school: max area of 30 square feet	15 square foot max area / 3 square foot max area	Ground: Y 35% Others: N	Max 16 sq. feet. No more than 7 days before Removed 2 days after event.
AMS	1 per school: max area of 30 square feet	15 square foot max area / 3 square foot max area	Ground: Y 35% Others: N	Max 16 sq. feet. No more than 7 days before Removed 2 days after event.
AHS	1 per school frontage: max area of 40 square feet	15 square foot max area / 3 square foot max area	Ground: Y 35% Others: N	Max 16 sq. feet. No more than 7 days before Removed 2 days after event.

In terms of the approval criteria for a Conditional Use Permit, staff believes a finding could be made that Ashland School District is a unique public entity within the City with a need to identify and advertise the various functions the schools hold. The proposed sign program enhances the schools ability to provide public notice of those events, and warrants signage beyond the scope of what's permitted under the sign regulations.

Schools themselves do not typically have similarity in bulk, scale, and coverage to the structures in the surrounding residential neighborhoods. In general, the application proposes signage that is similar in scale to the campus area of the specific school they

serve and the neighborhood population they serve. An appropriately executed sign program can improve the traffic generation on surrounding streets as it directs traffic to the specific area of campus or specific structure relieving some potentially lost drivers or wandering pedestrians. None of the proposed signs are to have internal illumination and any external illumination would be directed at the sign. This will not negatively affect the livability of the impact area by generating light, noise or glare.

III. Procedural - Required Burden of Proof

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

A. That the use would be in conformance with all standards within the zoning district in which the use is proposed to be located, and in conformance with relevant Comprehensive plan policies that are not implemented by any City, State, or Federal law or program.

B. That adequate capacity of City facilities for water, sewer, paved access to and through the development, electricity, urban storm drainage, and adequate transportation can and will be provided to and through the subject property.

C. That the conditional use will have no greater adverse material effect on the livability of the impact area when compared to the development of the subject lot with the target use of the zone. When evaluating the effect of the proposed use on the impact area, the following factors of livability of the impact area shall be considered in relation to the target use of the zone:
   1. Similarity in scale, bulk, and coverage.
   2. Generation of traffic and effects on surrounding streets. Increases in pedestrian, bicycle, and mass transit use are considered beneficial regardless of capacity of facilities.
   3. Architectural compatibility with the impact area.
   4. Air quality, including the generation of dust, odors, or other environmental pollutants.
   5. Generation of noise, light, and glare.
   6. The development of adjacent properties as envisioned in the Comprehensive Plan.
   7. Other factors found to be relevant by the Hearing Authority for review of the proposed use.

IV. Conclusions and Recommendations

It is crucial that a sign program of this size, scale and scope is thoroughly evaluated in the context of Ashland‘s approval criteria for Conditional Use Permit, and considering the sign regulations that apply throughout the community.

According to Section 18.96.150 Governmental Signs, “*Governmental agencies may apply for a Conditional Use to place a sign that does not conform to this Code when it is determined that, in addition to the criteria for a conditional use, the sign is necessary to further that agency's public purpose*.” In making the decision, the Planning Commission needs to consider the minimum signage necessary in terms of number, area, amount of changeable copy to further the public purpose of the school district.

Staff believes the proposal could be found to meet the relevant standards in most areas. However, staff has identified a list of issues related to the approval criteria applicable to the project with the primary concerns being the proposed High School gymnasium wall sign and the theater wall sign.

Should the Commission believe adequate information and facts are provided to approve the project, Staff recommends the following conditions:

1) That all proposals of the applicant shall be conditions of approval unless otherwise modified here.

2) That the wall sign(s) at Ashland High school shall not exceed sixty (60) square feet total. The total maximum allowed square footage is sixty (60) square feet between signs labeled W3 (new) and W4 (existing) on page 7 of the applicants findings dated September 4, 2012.

3) That the new wall sign at Ashland High School on the gymnasium (W3 on pg. 7 of the applicant's findings dated September 4, 2012 shall not cover any architectural features (decorative concrete band between the columns).

4) That the Ashland High School theater wall sign is not approved,

5) That the secondary ground signs proposed for the Lincoln Street ball fields and the Iowa Street parking lot shall be limited in size to a maximum of 15-square feet. No changeable copy is permitted.

6) That the new wall sign on the Ashland Public Schools Administrative Building shall be limited to a maximum of 15 square feet.

7) No signs shall be composed of plastic except the cover of the changeable copy area and the changeable copy itself.

8) No signs shall contain internal illumination.

9) That the Sign shown in box six labeled D at the High School Parking lot on Iowa and Mountain shall be removed and the sign moved to a pole internal of the parking lot area.

10) That the Master Sign Program document included in the application shall be updated to reflect the conditions of approval, and submitted to the Ashland Planning Division for review and approval.

11) That any future changes to the signage (e.g. size, number, type, material, changeable copy, illumination) not included in the approved Master Sign Program per planning approval PA 2012-00899 shall require a modification of the Conditional Use Permit prior to installation.

Planning Department, 51 Winburn Way, Ashland, Oregon 97520
541-488-5305 Fax: 541-552-2050 www.ashland.or.us TTY: 1-800-735-2900

CITY OF ASHLAND

PLANNING ACTION: *2012-00899*

SUBJECT PROPERTY: *Ashland School District Properties*
Ashland High School – 201 S. Mountain Ave.
Ashland Middle School & John Muir School – 100 Walker Ave.
Bellview Elementary – 1070 Tolman Creek Rd.
Helman Elementary School – 705 Helman St.
Walker Elementary School – 364 Walker Ave.
Briscoe School – 265 N. Main St.
Lincoln School – 320 Beach St.
Ashland School Administrative Services – 885 Siskiyou Blvd.

OWNER/APPLICANT: *Ashland School District*
DESCRIPTION: *A request for a Conditional Use Permit approval for the creation of a Master Sign Permit Program for the Ashland School District Properties. The program intends to set parameters for material, location, area and height for new school signs as they are needed.*

COMPREHENSIVE PLAN DESIGNATION: Residential (Multi-Family and Single Family);
ZONING: R-2 and R-1-5; ASSESSOR'S MAP & TAX LOT# : 391E09DA 100; 391E10 1200 & 3600; 391E14CA 4700; 391E04BD 2900; 391E05DD 2500; 391E09DD 1100 391E09DA 6500.

ASHLAND PLANNING COMMISSION MEETING: **October 9, 2012** *at 7:00 PM, Ashland Civic Center*

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

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

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

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

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

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

CONDITIONAL USE PERMITS

18.104.050 Approval Criteria

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

A. That the use would be in conformance with all standards within the zoning district in which the use is proposed to be located, and in conformance with relevant Comprehensive plan policies that are not implemented by any City, State, or Federal law or program.

B. That adequate capacity of City facilities for water, sewer, paved access to and through the development, electricity, urban storm drainage, and adequate transportation can and will be provided to and through the subject property.

C. That the conditional use will have no greater adverse material effect on the livability of the impact area when compared to the development of the subject lot with the target use of the zone. When evaluating the effect of the proposed use on the impact area, the following factors of livability of the impact area shall be considered in relation to the target use of the zone:
   1. Similarity in scale, bulk, and coverage.
   2. Generation of traffic and effects on surrounding streets. Increases in pedestrian, bicycle, and mass transit use are considered beneficial regardless of capacity of facilities.
   3. Architectural compatibility with the impact area.
   4. Air quality, including the generation of dust, odors, or other environmental pollutants.
   5. Generation of noise, light, and glare.
   6. The development of adjacent properties as envisioned in the Comprehensive Plan.
   7. Other factors found to be relevant by the Hearing Authority for review of the proposed use.

NARRATIVE & FINDINGS OF FACT

FOR A

Conditional Use Permit
Ashland Municipal Code, Chapter 18.104

Ashland School District's Master Sign Program

SUBMITTED TO
CITY OF ASHLAND PLANNING DEPARTMENT

SUBMITTED BY
URBAN DEVELOPMENT SERVICES, LLC.
485 W. NEVADA STREET
ASHLAND, OR 97520

SEPTEMBER 4TH, 2012
(REVISED)

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I. PROJECT INFORMATION:

PLANNING ACTION: The Ashland School District is requesting adoption of a Master Sign Program under the Conditional Use Permit entitlement process, Chapter 18,104, of the Ashland Municipal Code. The purpose of the proposal is to identify and catalog the District's existing signs and to incorporate future signage within a Master Sign Program that is adopted by the City of Ashland.

APPLICANT:
Ashland School District
885 Siskiyou Boulevard
Ashland, OR 97520
Tel: 541-482-2811

LAND USE PLANNING:
Urban Development Services, LLC
485 W. Nevada Street
Ashland, OR 97520
Tel: 541-821-3752

II. DESCRIPTION OF PROPOSAL:

The Ashland School District desires to adopt a Master Sign Program for the properties under its management with the intent to identify and catalog the School Districts' various signs and to propose new or updated signage in order to address each sites needs. The School District is a unique public entity within the City of Ashland and unlike other business entities desiring identity and advertising, the School District desires a sign program that simply and discreetly provides site identity, on site-direction and in some cases, notice of special events to the public who the School District serves. Further, because of the School District's various functions, unique signs for sporting events, theatre productions and student/parent driven programs are necessary and warrant consideration (scoreboard signs, reader board signs, fund raising, etc.).

Overall, there are a total of ten (10) School District properties governed by the Master Sign Program. Eight of these facilities are public schools and two provide support services. Each is unique in its size, architecture, orientation, function and access needs. As such, each site has its own unique sign program details specific to its own operating characteristics and needs.

The Ashland School District's Master Sign Program is requested to be adopted under a Conditional Use Permit entitlement as permitted under Chapter 18.96.150 of the Ashland Municipal Code. If approved by the City of Ashland's Planning Commission, the Master Sign Program will allow the Ashland School District to obtain Zoning Permit acknowledgement and Building Permit approval as long as such signage is in "general" compliance with the adopted Master Sign Program. Because of the nature of the subject schools, the School District requests some minor flexibility to deviate from the Master Sign Program as it relates to sign colors, font type, specific location points and in some cases, future signs (minor) as long as it meets the intent of the Program and is accepted by the City's Planning Director. Overall, it is the Ashland School District's commitment to follow the Master Sign Program and that any significant

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deviation will require a modification of the Master Sign Program via the Conditional Use Permit process.

III. ASHLAND SCHOOL DISTRICT'S PUBLIC PURPOSE:

In response to the City of Ashland's Planning Department letter of July 20th, 2012 and follow-up discussions with staff, please find below additional Findings of Fact relating to each of the Ashland School District's school properties and facilities as well as the various educational programs they offer. The information provided is intended to justify why the Master Sign Program is necessary under the Conditional Use Permit process "in order to further the agency's public purpose". Specifically, Ashland Municipal Code, Chapter 18.96.150 states: *"Governmental agencies may apply for a Conditional Use to place a sign that does not conform to this Code when it is determined that, in addition to the criteria for a conditional use, the sign is necessary to further that agency's public purpose".*

Ashland School District (http://www.ashland.k12.or.us/)

Six schools open their doors to Ashland's youth each September, providing a comprehensive education in all grade levels. In addition, the two recently closed elementary schools still remain active as educational facilities with the old Briscoe Elementary School on North Main Street being the home of the Oregon Childhood Development Coalition, which offers a Headstart program for many migrant worker families in the area as well as an Artisan's collaborative which also provides art classes for credit to high school students. The old Lincoln Elementary School on Beach Street provides offices and classes for the Klamath Bird Observatory program as well as the Kids Lab (Kids Into Discovering Stuff), Outdoor Garden Project, Artist in Residence Program and the new pilot program with Southern Oregon University where 20 to 25 international students from China will attend Southern Oregon University and provide language education classes to District students. Finally, additional support services, such as the Bus Barn on Mistletoe Road and Maintenance Yard on Walker Avenue help assist the School District in its many endeavors making the Ashland School District one of the largest and most complex public organizations in the region.

Overall, nearly 3,000 students attend Ashland High School, Ashland Middle School and our three elementary schools, Bellview, Helman, and Walker. John Muir Elementary is a K-8 magnet school with a curriculum focus on Science and the Arts. The Willow Wind Community Learning Center is a part time alternative program that primarily serves home-schooling families. Approximately 300 full-time and part-time teachers, support staff and administrators provide high quality instructional programs.

Ashland's schools maintain and develop personalized, continuous, and progressive learning for students in reading and language arts, science, math, social science, fine arts, health, and physical education. An integrated arts program is provided at all elementary schools, with specialized classes available at the middle and high schools. The district's partnerships with the Oregon Shakespeare Festival and Southern Oregon University provide enriching experiences

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for high school students. The Ashland Schools Foundation raises funds each year to support basic district programs as well as innovative classroom based projects and programs. Our local service clubs provide ongoing programs and financial support.

All of the schools within the Ashland School District system, including Briscoe and Lincoln, provide public space and services such as open recreational fields (baseball, football, track, soccer, etc.) and other open spaces (play grounds, natural areas, etc.) all serving Ashland citizens and guests. These spaces function often function as public parks and contribute significantly to Ashland's quality of life. The District's gymnasiums, libraries, theatres and large assembly spaces not only provide educational and cultural opportunities for the students, but also the citizens through the Ashland Parks & Recreation Department, Ashland YMCA, City of Ashland (youth sports, adult sports, afterschool care programs, fundraising events, special events, neighborhood meetings, etc.). All of these activities occur year-round and at various times of the day.

Through the Ashland Chamber of Commerce and other local businesses, our business community is committed to supporting local schools. The community of Ashland supports its schools in many ways. The Youth Academics and Activities Levy, passed by local voters in November of 2007 for three years, ensures that our students have a wide range of academics and activities to participate in each year. Elementary PE and music instruction, the fifth grade strings program, and second language instruction for 7th and 8th grade students are all funded by the Levy along with elementary intramural sports programs and all sports and extracurricular activities at the middle and high school.

Community members actively volunteer at all of our schools, thereby providing additional help for students as well as providing mentoring and serving as positive role models for our students. Each school has an active site council to assist with school governance, and PTO's and PTA's are another avenue for parent involvement. Ashland Schools continue to exceed state and national averages on local, state, and national assessments. Recently, U.S. News and World Report named Ashland High School in the top 2.6% of high schools in the nation.

Ashland Schools and Support Facilities

Ashland High School
201 South Mountain Ave.
Ashland, OR 97520

Principal: Michelle Zundel

Students:	1,175	Other Uses:	District Administration Offices
Administration:	75	Entrances:	Morse Street: Athletic Entrance
Grades:	9 - 12		Morse Street: Science Entrance
Campus Size:	16.12 acres		Siskiyou Boulevard: Admin. Offices
Academic Years:	4		S. Mountain: Humanities Entrance
			S. Mountain: HS Admin & Theatre Entrance
			S. Mountain: Gymnasium & Athletic Fields

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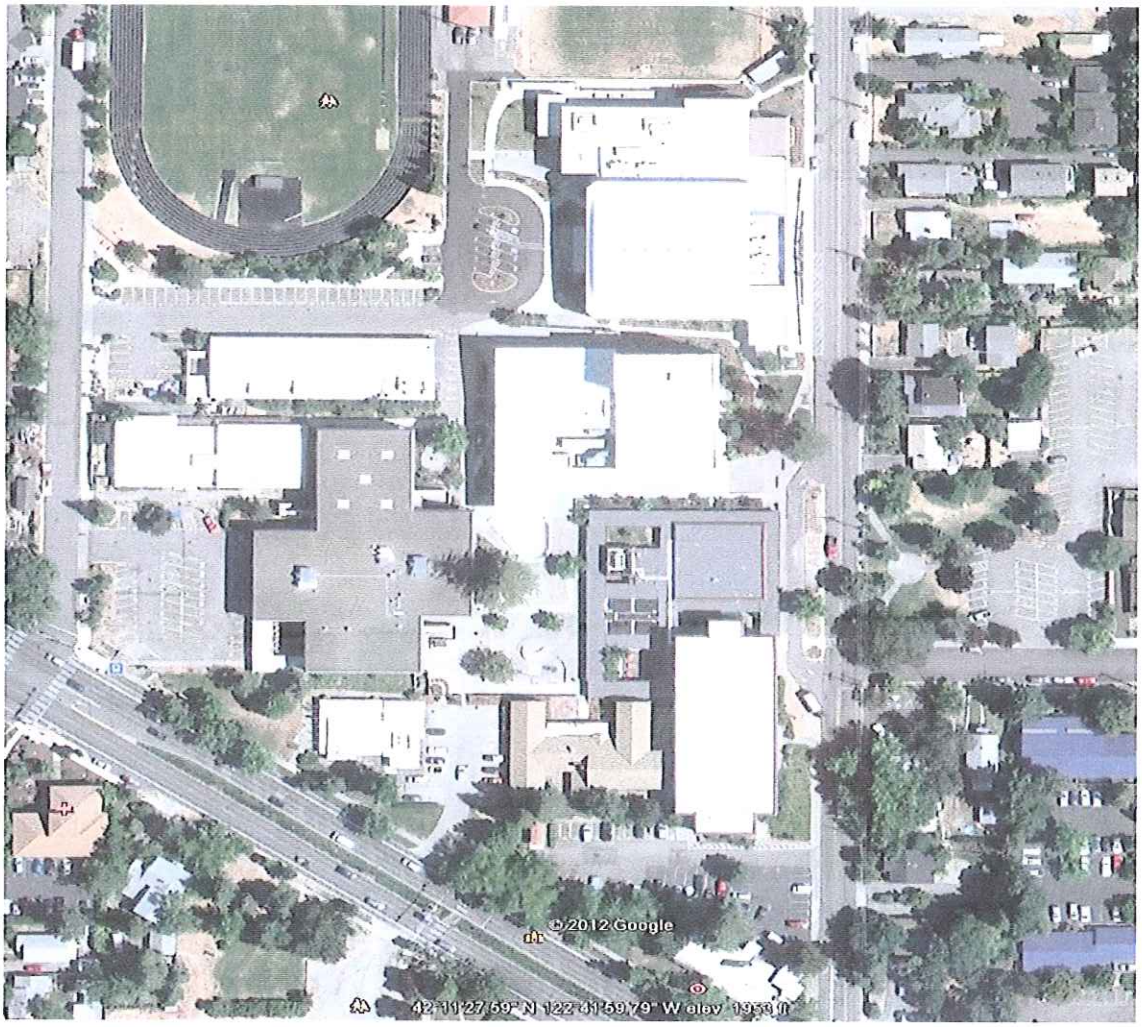
The Ashland High School property is approximately 16 acres in size with a complex campus layout and building orientations. The majority of the buildings were constructed in the 1960's with many later additions and remodels which have shifted entrances and exits. Because of this, the campus is porous and offers *no sense of a "front entrance"* and creates an environment of limited security. Further, the high school property also serves as the District's main Administration Offices which are accessed off of Siskiyou Boulevard. The District's Administration Office includes eight employees with approximately 40 outside visitors per day.



The purpose of the Master Sign Program at the Ashland High School is multi-intentional with the primary goal of providing better identification and direction to the schools' numerous visitors and guests. The high school is by far the most active compared to all of the other schools in the system and needs to convey various messages with its signage. Although difficult to estimate, the when active, the High School can get anywhere from 100 to 3,000 visitors in a day (not including students or administrative staff. These numbers fluctuate based on the events

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(plays, orchestra concert, football, basketball, parent/student/teacher open house) or time of the week. Specifically, the Master Sign Program at the high school intends to:

1) Provide the City and School District with a catalogue of all signs affiliated with the campus and its various properties and uses;
2) Remove and add new signage where necessary. Specifically, a small sign on the corner of Iowa Street and Mountain Avenue is proposed that will provide identification for the high school's off-site parking lot and a second small sign on the corner of Mountain and E. Main Street that will provide identification for the site's baseball fields. Both of these areas are high traffic volume areas during their respective events and discrete signage helps reduce confusion for guests and unnecessary vehicle trips circling adjacent neighborhoods;
3) Install updated signage on Siskiyou Boulevard replacing the existing non-conforming, unattractive and marginally benefitting reader board sign with a new reader board sign that conforms to City standards. The new sign will be more attractive and provide the citizens of Ashland current announcements regarding the High School's many public activities (school registration, special events, PTA meetings, etc.). The reader board sign is 5' in height, 8' wide, 40 square feet in area and will have a changeable copy area of 35%;
4) Install a new marquee sign (Q) at the entrance of the Mountain Avenue Theatre. The theatre is a not for profit facility on the High School campus that provides space for the various high school events, most notably the High Schools plays, music performances, award ceremonies, etc. The purpose of the marquee sign is to identify the theatre, its various events, the event's duration and daily times. Although the vast majority of these events occur in the evening hours, the proposed marquee sign is not illuminated in order to respect the neighboring residential properties.

High School Frontages:

At present, South Mountain Avenue has at least six entrances or penetrating points – football field entrance, gym entrance, corridor between gym and theatre, corridor between theatre and high school administration offices, corridor between administrative offices and humanities building (three story concrete building) and driveway entrance between humanities building and private medical offices on the corner of Siskiyou Boulevard.

There are at least three entrances leading from Siskiyou Boulevard into the High School, but the main entrance is "through" the District's Administrative Offices parking lot accessed from Siskiyou Boulevard and South Mountain Avenue. The other entrances are pedestrian corridors on either side of the main entrance.

Morse Street has two entrances both leading to the High School's only on-site parking lots. The upper parking lot, approximately 120' from Siskiyou Boulevard, sits directly adjacent to the school's math and sciences building while the lower parking lot services the rear of

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the school as well as the athletic fields and facilities. Both are very active by pedestrians and student, teacher, parent and guest vehicles.

Note: It should be understood that although the Ashland School District offers its "many" facilities to the general public when not in use by the schools themselves, the District does charge for cleaning and management services only (no profit). The District has always had a policy of understanding its facilities are tax payer financed and when needed by the community and deemed available by the administration, the facilities will be made available. In this vein, the public/private groups that use these facilities are generally not profiteering either, but may charge to recoup their costs or charge as a fundraising opportunity for a special circumstance (example would be the recent movie night by the French Club to raise money for their a trip to France).

Ashland Middle School
100 Walker Avenue
Ashland, OR 97520

Principal: Stephen Rezlaf

Students:	573	Other Uses:	John Muir School
Administration:	66	Entrances:	Walker Street: Main front entry and exit
Grades:	6 - 8		Walker Street: Second front entry and exit
Campus Size:	27 acres		Walker Street: Upper parking lot
Academic Years:	3		E. Main Street: Bus Drop & Athletic Fields

Similar to the Ashland High School, the Middle School has many buildings and outdoor facilities that are not only used by the student population, but also the Ashland citizenry and guests. The school consists of a large campus and although not as complex as the High School, the middle school has a number of entrances that can make it difficult for locals and guests to determine where an event may be occurring or where to park on the campus. However, unlike the High School, the Middle School's layout is much easier to navigate as there are generally two halves severed by a main pedestrian corridor leading to the other side of the campus.

Because of the schools layout, the Ashland Middle School is not requesting any new signs, but would like to replace the existing ground sign along Walker Street in the near future. The sign would be very similar in size, shape and use of materials. At this time, the District has not gone through the steps of designing the sign, but would agree with staff's suggestion the sign not be any greater than 25 square feet, no greater than 5' in height, no internal illumination and only have a maximum 35% changeable copy area. The School District would like to retain the option of having some portions of the sign in plastic as this is a durable material which is often needed in such environments as a middle school. At the time of the building permit, the District will submit a replacement sign that is in compliance with the above suggestions.

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The Ashland Middle School's property is approximately 27 acres in size with a majority of the acreage dedicated to recreational fields. Again, these fields are to serve the middle school students, but also serve the greater Ashland citizenry and guests for soccer, football, frisbee, kite flying, etc. The Middle School has four internal assembly spaces used for various school functions (parent/student orientation, music, graduation, sporting activities, etc.) but also open to the community at various times such as neighborhood meetings, fundraising events, YMCA afterschool programs, rotary youth exchange meetings, Ashland Parks and Recreation programs and recently a well attended memorial.

The purpose of the Master Sign Program at the Ashland Middle School is to provide identification and direction to the schools' numerous visitors and guests. The middle school is also an active facility within Ashland and the existing signs are simply intended to convey the school's identity and uses which will help further the purpose of the middle school.

Ashland Elementary Schools:

Bellview Elementary School	Helman Elementary School	Walker Elementary School
Christine McCollom, Principal	Glena Stiles, Principal	Patty Michaels, Principal
1070 Tolman Creek Road	705 Helman Street	364 Walker Avenue

Each of the three elementary schools are Kindergarten through 5th grade with an approximate average of 300 students per school and support staff. Each site is approximately 10 acres in size and each are spread out throughout Ashland with Bellview serving the southern side of Ashland, Walker the middle and Helman the northern side.

Each elementary school has various special events during the school year such as the kindergarten round-up, open house, science fair, holiday events, graduation, etc. These events are often announced through a variety of ways such as e-mail, websites, flyers and the small reader board signs in front of the schools (Bellview and Walker). The majority of these events are open to the general public and usually are well attended and supported by the neighboring residents even though the surrounding streets are often full of cars and pedestrians.

All of the elementary schools have both indoor and outdoor facilities that are often used by the public when not in use by the school district, although not as often as the High School or Middle Schools. These sites are often used by the YMCA's After School Programs, Ashland Parks & Recreation camps or practices for soccer, baseball, tennis, basketball, etc. or occasional neighborhood meetings for (Transportation Planning, Local Improvement District meetings, Dog Park planning, etc.).

Most of the elementary school's signage is limited to a wall sign located at the front of the main entrance, a small reader board sign (Helman is proposing a sign with this application) and signs at bus and parent pick-up and drop-off locations. The elementary schools often have wall murals (not signs) that illustrate their school pride which is very common at elementary schools

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and serve the school's public purpose by instilling school pride in students, recognizing their individual accomplishments (usually through a combined collaborative art project (see Helman Elementary School mural/wall graphics – W2, W4 and the new art project recently approved by the Arts Commission near Randy Street). The murals range in color, shape, sizes, etc., but do not convey advertising or public messages in any way. The murals should be considered as public art and although they are not "public" in the sense they are maintained by the City, they are maintained by the Ashland "Public" School District and approved by the Public Arts Commission prior to their installation It should be noted that most of the School District's murals have been retroactively approved by the Public Arts Commission or Planning Commission during previous actions. Regardless, at this time no additional murals are being proposed under the Master Sign Program.

John Muir School
100 Walker Avenue

The John Muir School is located within the Middle School campus on Walker Avenue and provides an academically challenging education for children in kindergarten through eighth grade with an emphasis on natural science, traditional arts, and music. The school is similar to all of the elementary schools in the District's system as most of the activities occur during the day hours with occasional evening events involving the students, staff and parents.

At the present time, the John Muir School currently has no signs, but it's expected a wall sign or small ground sign may one day be considered. Since no sign is proposed, the School District desires to revisit a modification of the Master Sign Program at a later date.

Willow Wind Community Learning Center
Debbie Pew, Principal
1497 E. Main Street

The Willow Wind Community Learning Center is a public K–12 alternative program sponsored by the Ashland School District. The mission of Willow Wind is to support the educational vision of families in a multi-age environment. Willow Wind values unique learning styles and honors the gifts of the whole child. Willow Wind provides classes, tutorials, curriculum resources and assistance designed to support the diverse educational philosophies embraced by the families enrolled, while supporting the state and federal educational standards. Classes are created each semester and may cover subjects such as history, math, science, language arts, music, drama, physical education, art, gardening and second language.

Note: The Willow Wind Community Learning Center is not located within City limits (directly adjacent) and thus under the regulating authority of Jackson County. Nevertheless, it has been included in the Master Sign Program for internal consistency. At present, no new signs are proposed.

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Briscoe and Lincoln School Sites

Due to declining enrollments, Briscoe and Lincoln Schools were recently closed as elementary schools, but still remain active as educational facilities with the old Briscoe Elementary School on North Main Street being the home of the Oregon Childhood Development Coalition, which offers a Headstart program for many migrant worker families in the area as well as an Artisan's collaborative which also provides art classes for credit to high school students. The old Lincoln Elementary School on Beach Street provides offices and classes for the Klamath Bird Observatory program as well as the Kids Lab (Kids Into Discovering Stuff), Outdoor Garden Project, Artist in Residence Program and the new pilot program with Southern Oregon University where 20 to 25 international students from China will attend Southern Oregon University and provide language education classes to District students.

No additional signs are proposed for either of these schools at the present time, but it is anticipated that each will likely need ground signs in the near future in order to provide some identification to the schools' tenants. Illustration of a typical sign has been provided on Page 35 of the Master Sign Program.

Support Facilities:

No additional signs are proposed for either the Maintenance Yard on Walker Street or Bus Barn on Mistletoe Road. Signs that currently exist on these properties are for identification purposes.

IV. FINDINGS OF FACT:

The following information has been provided by the applicants to help the Planning Staff, Planning Commission and neighbors better understand the proposed project. In addition, the required *findings of fact* have been provided to ensure the proposed project meets the Conditional Use Permit criteria noted in AMC Chapter 18.104.050.

For clarity reasons, the following documentation has been formatted in "outline" form with the City's approval criteria noted in ***BOLD*** *font and the applicant's response in* regular *font. Also, there are a number of responses that are repeated in order to ensure that the findings of fact are complete.*

CONDITIONAL USE PERMIT (CHAPTER 18.104)

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

A. That the use would be in conformance with all standards within the zoning district in

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which the use is proposed to be located, and in conformance with relevant Comprehensive plan policies that are not implemented by any City, State, or Federal law or program.

Of the Ashland School District's 10 properties, nine are within zoning districts that permit public schools as an outright permitted use. The only property not fitting this description would be the District's maintenance yard at 212 Walker Avenue which is located in a residential zoning district and permitted as a legally grandfathered Conditional Use as permitted under 18.20.030 D. In addition, Willow Wind School is located immediately outside of City limits, but remains a permitted use under the County's regulations, but has been included herein for internal consistencies only (not part of application).

To the best of the applicant's knowledge, all of the properties owned and managed by the Ashland School District are in conformance with all relevant Comprehensive plan policies as well as all other laws adopted by the City of Ashland, State of Oregon and the Federal Government.

B. That adequate capacity of City facilities for water, sewer, paved access to and through the development, electricity, urban storm drainage, and adequate transportation can and will be provided to and through the subject property.

The above criterion is not applicable as the Ashland School District's proposed Master Sign Program will not place any additional or at least quantitative demands on City facilities such as water, sewer, paved access, electricity, urban storm drainage or transportation. However, it should be understood, one of the principal goals of the program is to identify the District's various properties and to guide parents and visitors to, through and around each of the site's properties in a safe, efficient and logical manner.

C. That the conditional use will have no greater adverse material effect on the livability of the impact area when compared to the development of the subject lot with the target use of the zone. When evaluating the effect of the proposed use on the impact area, the following factors of livability of the impact area shall be considered in relation to the target use of the zone:

As noted, the vast majority of the subject properties discussed herein are "permitted" uses within their respective zones which are either residential R-1 (single-family) or R-2 (low density multi-family). However, because signs within residential zones are fairly restrictive under the City's Sign Ordinance (AMC 18.96.070), the proposed signs would generally not be permitted due to their number, location, size, material, lighting, type, etc. In fact, signs permitted in residential zones are generally regulated to neighborhood identification signs, traveler accommodation signs and conditionally permitted uses such as religious institutions, trade schools, convalescent homes.

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However, under AMC 18.96.150, Governmental Signs are permitted with a Conditional Use Permit if they do not conform to the Sign Codes when it is determined that the sign is necessary to further the agency's public purpose. In this particular case, the Ashland School District's is a unique government entity and its various schools are permitted uses that provide a direct service to the citizens of Ashland, not only academically, but also though its many recreational, athletic, and cultural programs. To the applicant's knowledge, there is no other public or private entity in the City that compares in the diversity of activities and the number of school sites, employees, student body, parent groups and guests the District manages on a day-to-day basis. As such, a catalogued and coordinated sign program will improve the management of these various activities and assist the City's Planning Department staff in their effort to monitor the District's various signs, but to also maintain Ashland's aesthetic qualities.

Overall, the Ashland School District provides a critical community service where identifying signs, as well as appropriate and whimsical signs, are part of the nature of a spirited learning environment that provide essential connections to the community. In this vein, the School District feels strongly the signs identified within the Master Sign Program meet their goals and that the proposal is necessary to further the District's public purpose as framed under AMC 18.96.150.

1. Similarity in scale, bulk, and coverage.

The proposed signs listed within the Master Sign Program are generally pre-existing grandfathered signs, permitted signs, or conditionally permitted signs that have been added during the many years of the each site's existence. The intent is to catalog the existing signs and identify new or replacement signs that help further the School District's purpose. As such, the applicants contend all of the existing and proposed signs do address the needs of the District and that their presence will not impact the livability of the surrounding areas as all of the signs, including new or replacement signs, are in scale, bulk and coverage to other signs found within the community that serve a similar purpose.

2. Generation of traffic and effects on surrounding streets. Increases in pedestrian, bicycle, and mass transit use are considered beneficial regardless of capacity of facilities.

The proposed Master Sign Program will likely have a positive effect on traffic related issues as all of the signs relate to direction or identification which provides better communication to driving visitors.

3. Architectural compatibility with the impact area.

All of the proposed signs are architecturally compatible with the surrounding neighborhood. All of the signs are made of materials that are commonly found and no proposed sign is designed that would be incompatible with their surrounding area's architectural period of significance.

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4. Air quality, including the generation of dust, odors, or other environmental pollutants.

The proposed Master Sign Program has no impact on air quality, odors, or other environmental pollutants.

5. Generation of noise, light, and glare.

The proposed Master Sign Program has no impact on noise, light or glare. All of the proposed signs will be externally lit or with no lighting at all. All external lights will be directed at the sign and no source of the light (i.e., bulbs) will be exposed to surrounding neighbors.

6. The development of adjacent properties as envisioned in the Comprehensive Plan.

The proposed Master Sign Program has no impact on the surrounding properties as envisioned in the City's Comprehensive Plan. Efforts are being made that clearly identify a sign program that helps the Ashland School District function as a public entity and remains respectful to the many surrounding properties around each district property, including those that lay outside the City's limits.

7. Other factors found to be relevant by the Hearing Authority for review of the proposed use.

The applicants are not aware of any other factors to be found by the Hearing Authority, but will be available to answer questions if necessary.

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Ashland School District's
Master Sign Program
(Revised September 4th, 2012)

Introduction: This document is intended to provide the Ashland School District with a Master Sign Program governing signage for all properties under their jurisdiction. The Ashland School District is a unique public entity within the City of Ashland and unlike other business entities desiring identity and advertising, the School District desires a sign program that simply and discreetly provides site identity, on site-direction and in some cases, notice of special events to the public who the School District serves. Further, because of the School District's various functions, unique signs for sporting events, theatre productions and student/parent driven programs are necessary and warrant consideration to further the Ashland School District's public purpose.

There are a total of ten Ashland School District facilities governed by the Master Sign Program. Eight of these facilities are public schools and two provide support services. Each is unique in its size, architecture, orientation, function and access needs. As such, each site has its own unique sign program details specific to its own operating characteristics and needs. The Ashland School District's Master Sign Program is requested to be adopted under a Conditional Use Permit entitlement as permitted under Chapter 18.96.150 of the Ashland Municipal Code.

Properties Subject to Master Sign Program:

Ashland High School	Pages 2-12	Walker Elementary School	Pages 35-40
Bellview Elementary School	Pages 13-17	Ashland Middle School	Pages 41-44
Briscoe Elementary School	Pages 18-20	Willow Wind School*	Pages 45-47
Helman Elementary School	Pages 21-28	School Dist. Maint. Yard	Pages 48-49
Lincoln Elementary School	Pages 29-33	School District Bus Barn	Page 50

** Willow Wind is outside City limits, but included herein for internal consistency*

Basic Standards: For signs not specifically identified within the Master Sign Program, the following standards shall govern:

Primary Entrance Signs: One per campus, no more than 25 square feet at an elementary or middle school with a maximum height of five feet and no internal illumination with a maximum of 35% changeable copy. *Secondary Entrance Signs:* A maximum of 15 square feet and no changeable copy. *Building Identification Signs:* A maximum of three square feet and no changeable copy. Murals or Wall Graphics: Approved only by Public Arts Commission. All signs shall be subject to a Zoning and Building Permit (where applicable) prior to installation.

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Ashland High School and District Administration Offices

(notes)

Sign Type:	***Sign Details:***
(W) Wall Signs • W1 Ashland Public Schools (to be removed) • W2 District Administration Office • W3 Ashland High School Wall Sign • W4 Mountain Avenue Gym (Mountain Ave - proposed)	**Number:** Four (one to be removed) **Area:** 1' per 1' of lineal building frontage **Purpose:** Three wall signs currently exist and one is proposed. One of the wall signs is proposed to be removed (W1). A new wall sign (W4) will be placed above the new entrance of the recently remodeled Mountain Avenue Gym facing Mountain Avenue (centered between middle pilaster bays for architectural symmetry). All enlarged or new wall signs will be limited by proportional appropriateness, but no greater than one square foot per lineal street of wall frontage and no greater than 60 sq. ft. The primary purpose of the new wall sign on the Mountain Avenue Gym is intended to identify Mountain Avenue as the school's "primary" entrance.
(G) Ground Sign (Reader Board)	**Number:** One **Area:** 40 sq. ft. **Illumination:** None **Finished Grade**: 5' (from top of grade) **Purpose:** The existing ground (reader board) sign with changeable copy located along Siskiyou Boulevard will be replaced and moved slightly to the west. The purpose of the sign will be to identify the Ashland High School and to announce on-going special events, activities, holidays and PTA events. No commercial advertisements are to be displayed.
(D) Directional Signs (no new)	**Number:** Six **Area:** Varies **Illumination:** None **Purpose:** Considering the size of the high school and its number of entrances, discrete directional signage is needed to guide students, parents and visitors who are driving vehicles and not necessarily aware of traffic patterns. Note: Due to their number, not all of the school's directional signs have been photographed. Nevertheless, no new directional signs are proposed.

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(Q) Marquee Sign	**Number:** One **Area:** 60 sq. ft. **Purpose:** A new theatre marquee with changeable copy is to be placed above the entrance of the Mountain Avenue Theatre. The purpose of the marquee will be to announce on-going theatre and special events. The marquee sign will not be illuminated.
(L) Lincoln Field – Ground Sign	**Number:** One **Area:** 15 sq. ft. **Finished Grade**: 4' (from top of grade) **Purpose:** An identification sign for Lincoln Street ball fields to be located on the corner of E. Main and N. Mountain Ave. However, considering the obstacles in that location (transformers, poles, etc.), an alternative site in this area may be chosen. Approval of an alternative location would be at the discretion of the City's Planning Director (see typical sign illustration on Page 34).
(I) Iowa Street Park & Parking Lot - Ground Sign	**Number:** One **Area:** 15 sq. ft. **Height:** 4' (from grade) **Purpose:** An identification sign for the Iowa Street Park and Parking Lot. Sign to be located on the corner of Mountain Ave. and Iowa St. Sign is yet to be designed, but will not exceed 4' in height or be greater than 15 sq. ft. The purpose of the sign is to connect the relationship with the school and to formalize the park (see typical sign illustration on Page 34).
(M) Miscellaneous Signs (no new) • M1 Scoreboard sign (football field) • M2 Scoreboard sign (football field) • M3 Scoreboard sign (baseball field) • M4 Wall of Fame sign (soccer field) • M5 Rear Gym graphic sign (gym) • M6 Bleacher sign (football field) • M7 Scoreboard sign (Track)	**Purpose:** All existing signs such as the scoreboards and stadium signage at the school's stadium along Mountain Avenue and Morse Street, Wall of Fame and graphic art at rear of gymnasium facing Morse Street (see photos) are considered grandfathered under the umbrella of the Master Sign Program.
(T) Temporary Signs	**Purpose:** Temporary signs such as banners are not as prevalent at the High School as they are at the elementary schools, but there are times, such as student elections and dances where such signs exist. The District will make a concerted effort to remove such temporary signage the day following each event.

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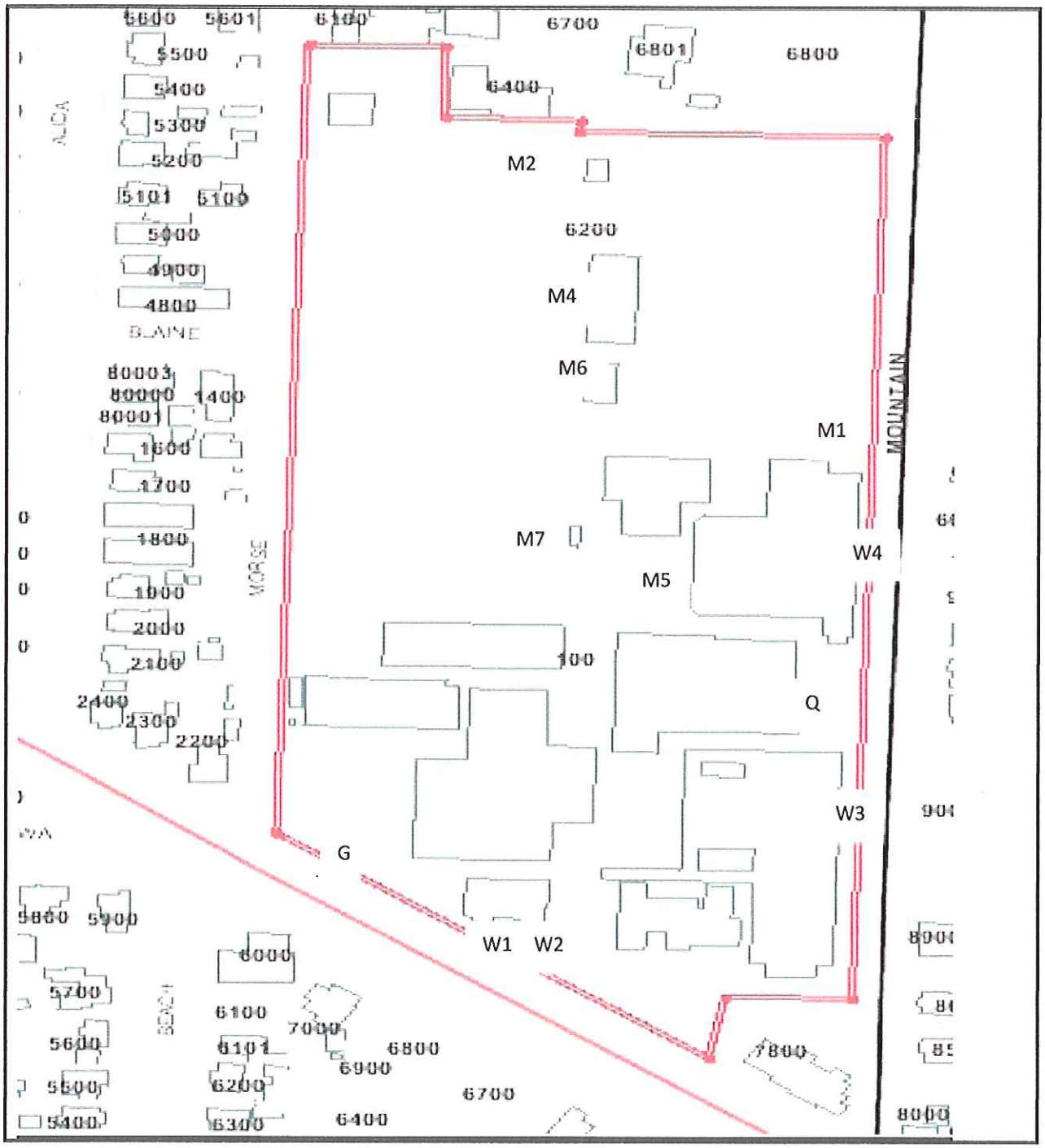
Ashland High School and District Administration Offices

(sign map)



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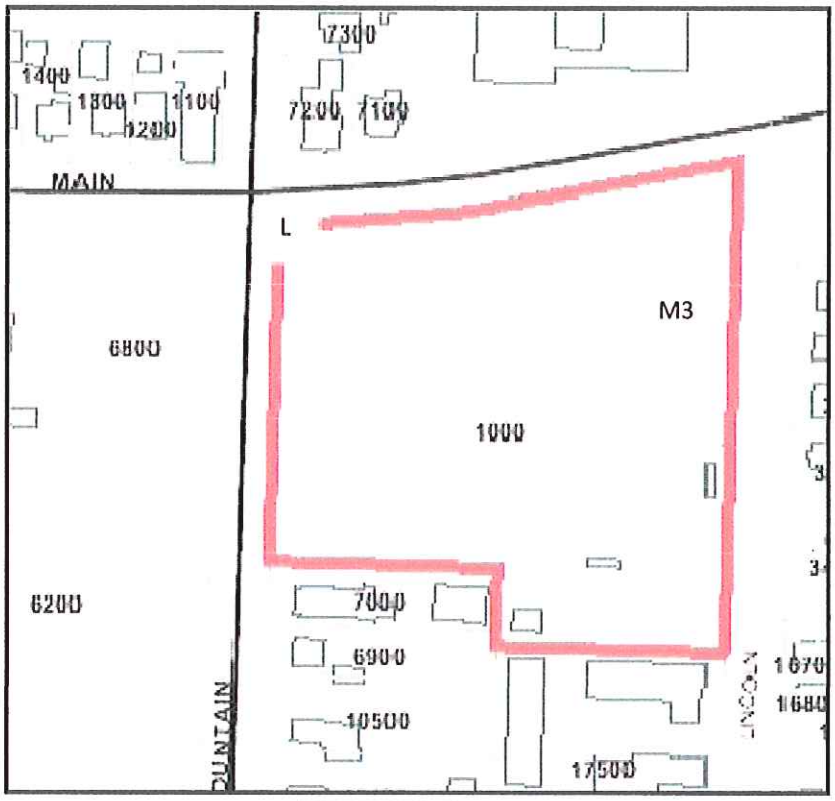
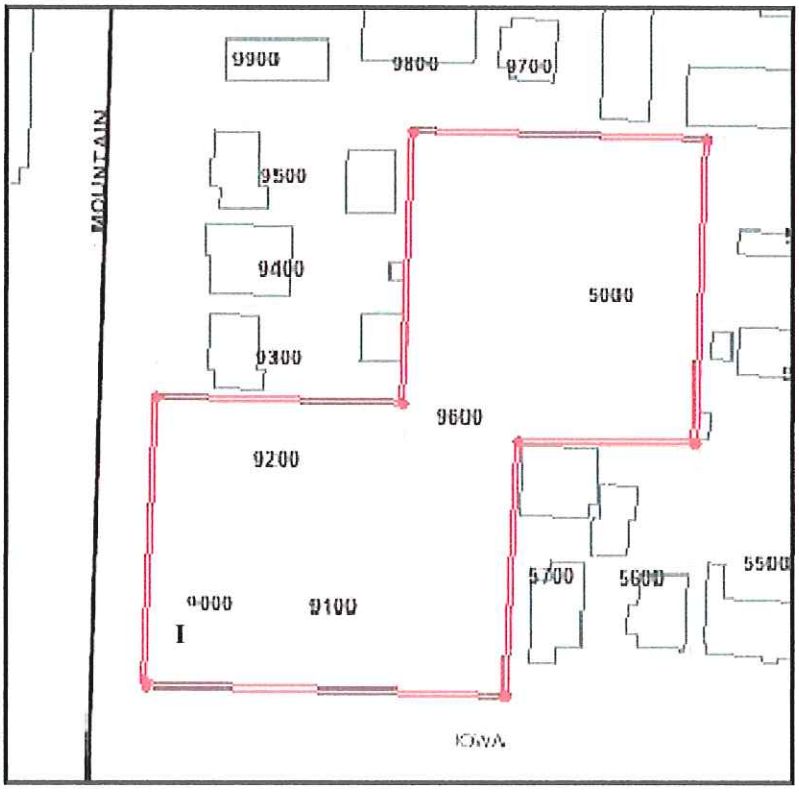
Ashland High School Baseball Field & Iowa Street Parking Lot

(sign map)



Lincoln Baseball Field



Iowa Street Parking Lot

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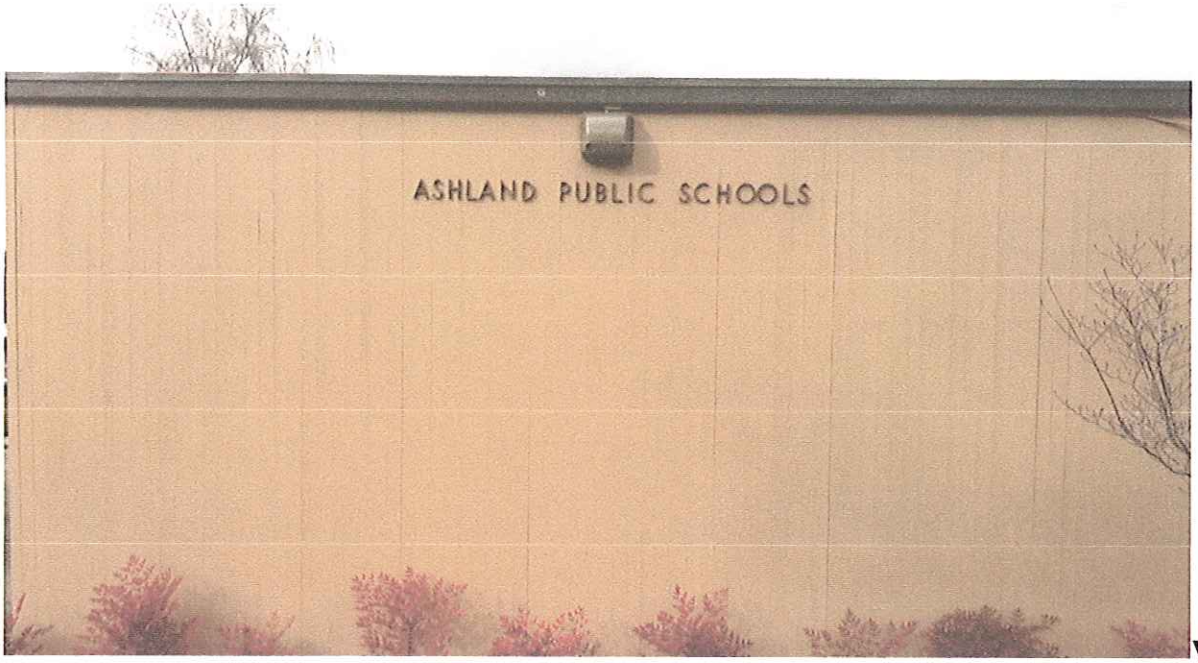
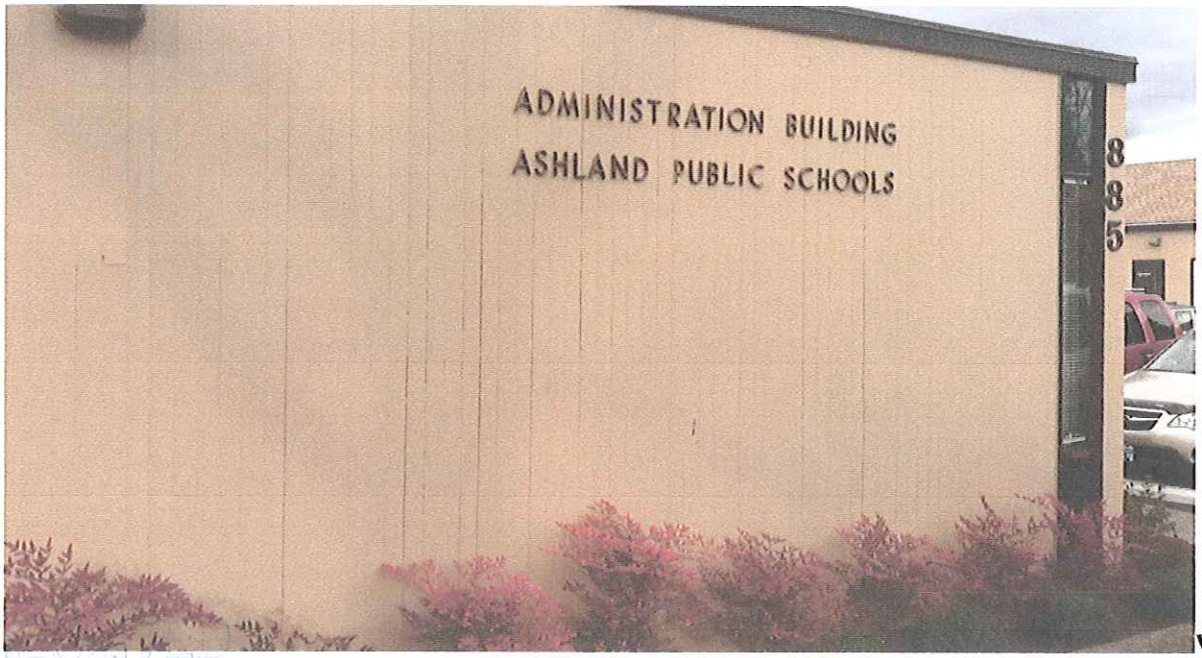
Ashland High School and District Administration Offices

(illustrations & photos)



W1

The Ashland High School property also houses the District's Administration offices which are accessed directly off of Siskiyou Boulevard. The wall sign in the above photo is proposed to be removed to reduce redundancy while the sign below will be "slightly" enlarged for better visibility. The enlarged sign will be similar to the wall sign located at the front of the Walker Elementary School (see photo on page 36) which has approximately 12" lettering.



W2

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W3

The School District desires to install a new sign centered between the two pilaster bays on the recently remodeled Mountain Avenue Gym (above). The new wall sign has yet to be designed, but will be similar to the wall sign at Walker Elementary School (individual raised letters) which reflects the building's architectural style. The new sign will not exceed an overall dimension of one square foot for each lineal foot of the building's street facing frontage and in no case exceed 60 square feet.

W4

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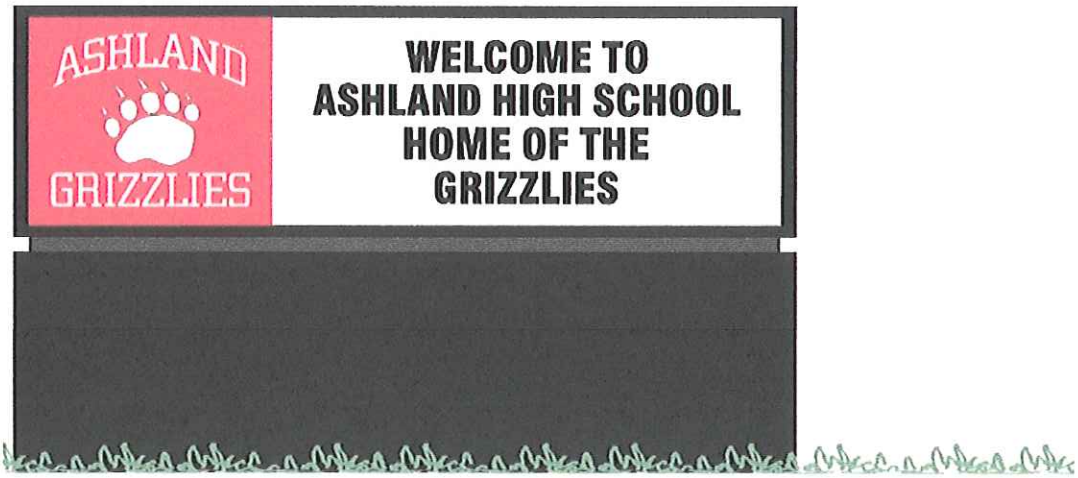
G

The proposed ground sign will replace the existing ground sign which is approximately 6'-6" in height by 10' in width, including its base. The proposed sign is 6' in height by 8' in width. Although not shown in illustration, a small red grizzly paw print will be added to the signs. The signs changeable copy area will be 30% of the overall sign area.



29.5" TALL X 96" WIDE NON-ILLUMINATED READER BOARD SIGN
EXTRUDED ALUMINUM SIGN WITH LOCKING COVER, LEXAN FACE, LEXAN COVER
FOUR LINES, FOUR INCH TALL CHANGEABLE LETTERS
3M VINYL GRAPHICS
28.5" TALL BASE WITH 2" REVEAL INSTALLED 60" OVERALL HEIGHT

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M1

The sports fields at the High School have a number of existing signs that have been in existence for many years, including two different scoreboards with sponsored advertisements. Further, temporary banners such as the ASH Booster Club's banners are intermittingly hung around the field during the school's various events, but most are not directly visible from the public rights-of-way and have little impact on the surrounding neighborhoods. The School District is requesting all such signs be included under the umbrella of the Master Sign Program with the understanding that all temporary signs will continue to have limited visibility from the adjacent rights-of-way.

T

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Q

The proposed marquee sign will be placed on the Ashland High School's Theatre Building facing the school's parking lot across from North Mountain Avenue. The marquee is to be non-illuminated intended to identify the school various theatre and special events. The marquee sign has a changeable copy area of approximately 60% which is necessary to maintain a smaller sign and still convey the event, dates and times.

EDGE VIEW

5'-9.75" TALL X 10'-4" WIDE X 7" DEEP NON-ILLUMINATED, SINGLE SIDED, WALL MOUNTED SIGN
"MOUNTAIN AVENUE" PANEL 6.5" TALL X 1.5" THICK FABRICATED ALUMINUM
"THEATRE" 12" TALL X 1.5" THICK FABRICATED ALUMINUM LETTERS
READER BOARD END COLUMNS, STAIR STEPPED FABRICATED ALUMINUM
ALL FABRICATED ALUMINUM IS PAINTED, ALL DETAILS ARE 3M VINYL GRAPHICS

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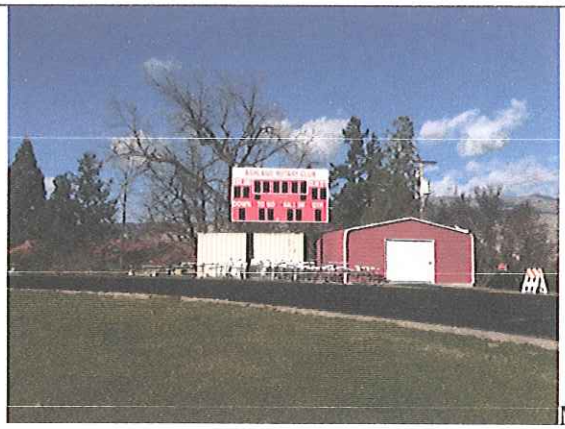
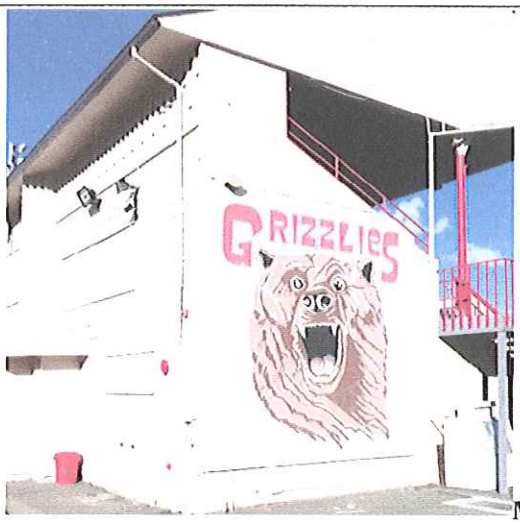


M2

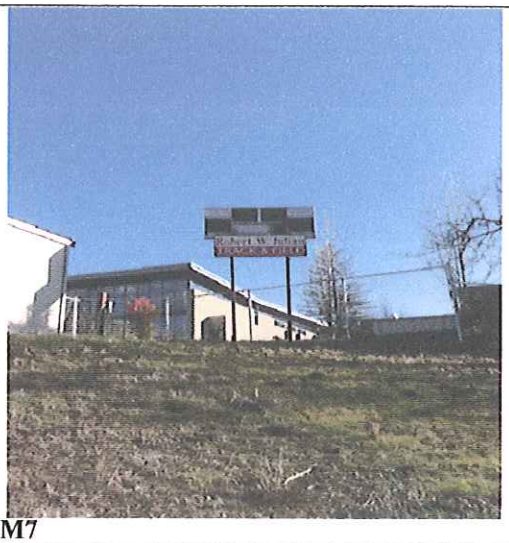
M3

M4

M5



M6



M7

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I

L

D

D

D

D

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Bellview Elementary School

(notes)

(W) Wall Signs (no new) • W1 Bellview Elementary Wall Sign • W2 Bellview Elementary Wall Sign • W3 Bellview Elementary Wall graphic	**Number:** Three **Purpose:** A total of three wall signs exist at Bellview Elementary. Two signs are located at the school's two front entrances and the other is an existing wall graphic facing south towards the new bus drop lane located off of Siskiyou Boulevard. The purpose of the wall graphic is to encourage school pride, improve student art skills, and enhance the school's appearance and to create a sense of community.
(G) Ground (Reader Board) Sign (no new)	**Number:** One **Purpose:** There is an existing ground (reader board) sign with changeable copy is located along Tolman Creek Road. The purpose of the sign is to identify Bellview Elementary School and to announce on-going special events, activities, holidays and PTA events. No commercial advertisements are to be displayed.
(D) Directional Signs (no new)	**Number:** Four **Purpose:** Bellview Elementary School has two entrances; Tolman Creek Road and Siskiyou Boulevard. Each need discrete directional signage to guide students, parents and visitors who are driving vehicles and not necessarily aware of traffic patterns.
(T) Temporary Signs (no new)	**Purpose:** Temporary signs such as banners are an important element of the school and helps evoke school pride and student participation. Temporary signs will continue to exist due to the nature of the school's various events relating to student led fund drives, individual classroom announcements, etc. Nevertheless, the School District will make a concerted effort to remove such temporary signage the following day after each event.

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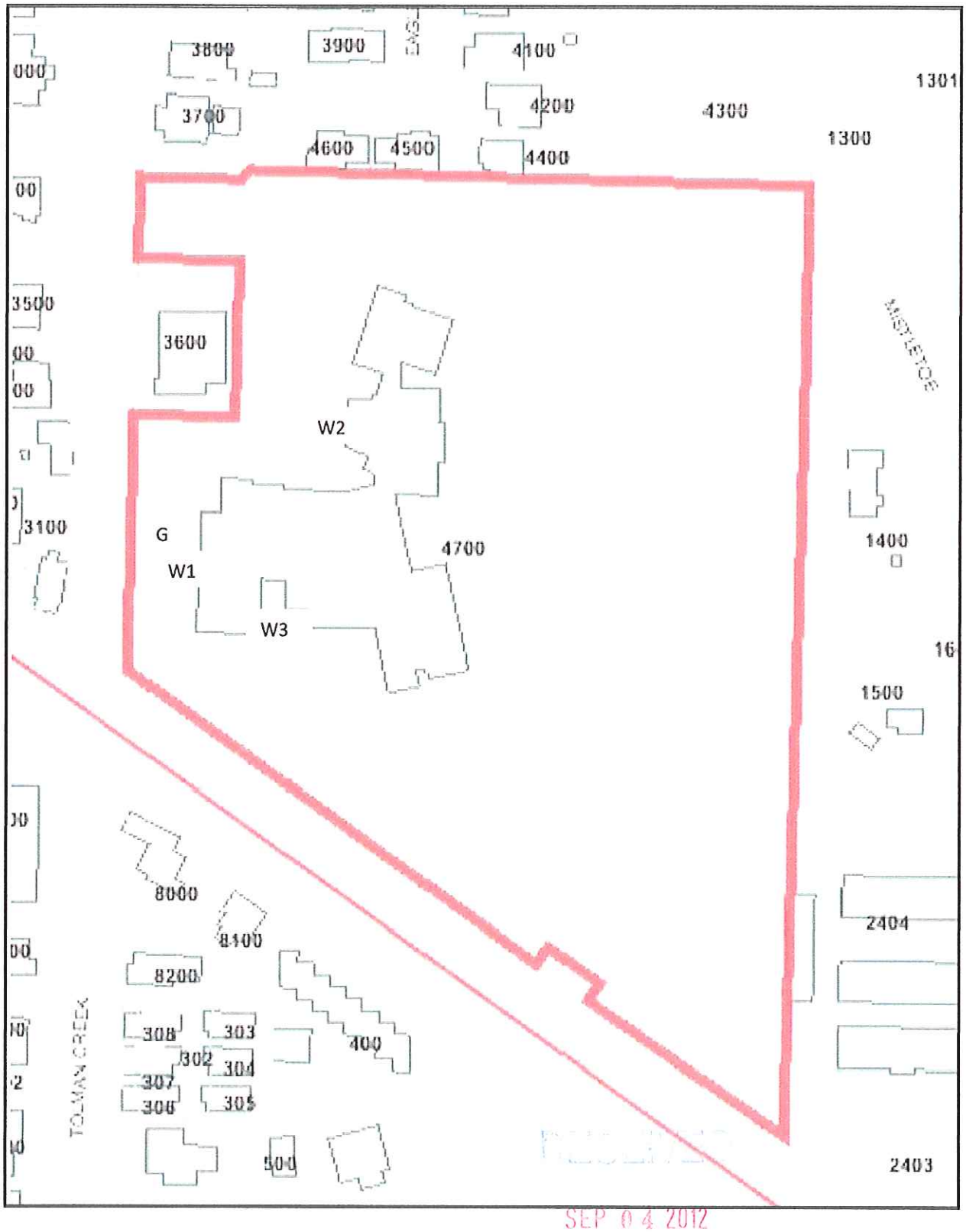
Bellview Elementary School

(sign map)



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Bellview Elementary School

(photos)

W1

Bellview Elementary School has two entrances; one is historic (above) and the other new (below) added recently with the school's remodel and addition. No new wall signs are proposed.

W2

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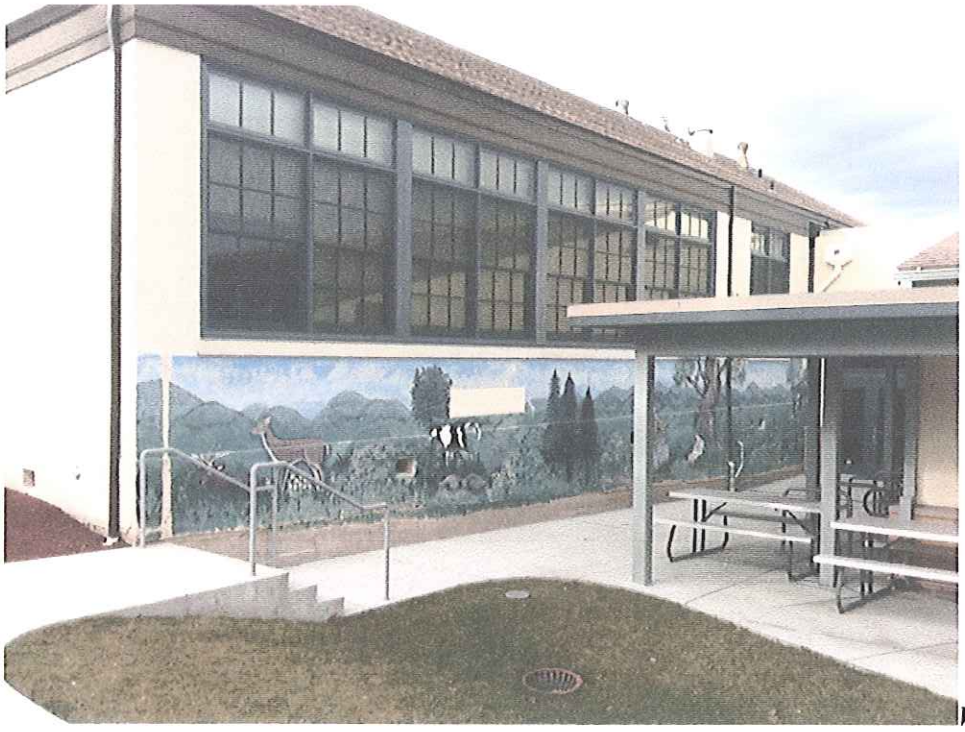
City of Kirkland

G



W3

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D

D

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Briscoe Elementary School

(notes)

(G) Ground (Reader Board) Sign	**Number:** One **Area:** 20 sq. ft. **Illumination:** None **Height**: 4' **Purpose:** A future ground (reader board) sign with changeable copy may one day be located along N. Main Street for the Oregon Childhood Development Coalition (OCDC). The purpose of the sign would be to identify the school and to announce on-going special activities, holidays and PTA events. No commercial advertisements would be displayed and no use of the sign would be associated with any other users of the property associated with a CUP (i.e., Lithia Arts Guild). See typical sign illustration on Page 34.
(W) Wall Signs (no new)	**Number:** One **Purpose:** One wall sign exists at Briscoe Elementary School located at front entry.
(D) Directional Signs (no new)	**Number:** Four **Purpose:** Briscoe School has one entrance off Manzanita Street, but it's for utility services. Discrete directional signage to notify others this area is not for parking is necessary.
Temporary Signs (no new)	**Purpose:** Temporary signs such as banners are an important element of the school and helps evoke school pride and student participation. The School District, in coordination with OLDC staff, will make a concerted effort to remove such temporary signage the following day after each event.
Notes:	A portion of Briscoe School is also leased by the Lithia Artisan's Guild which operates under a Conditional Use Permit. As such, the proposed Master Sign Program does not govern any signs associated with its permit.

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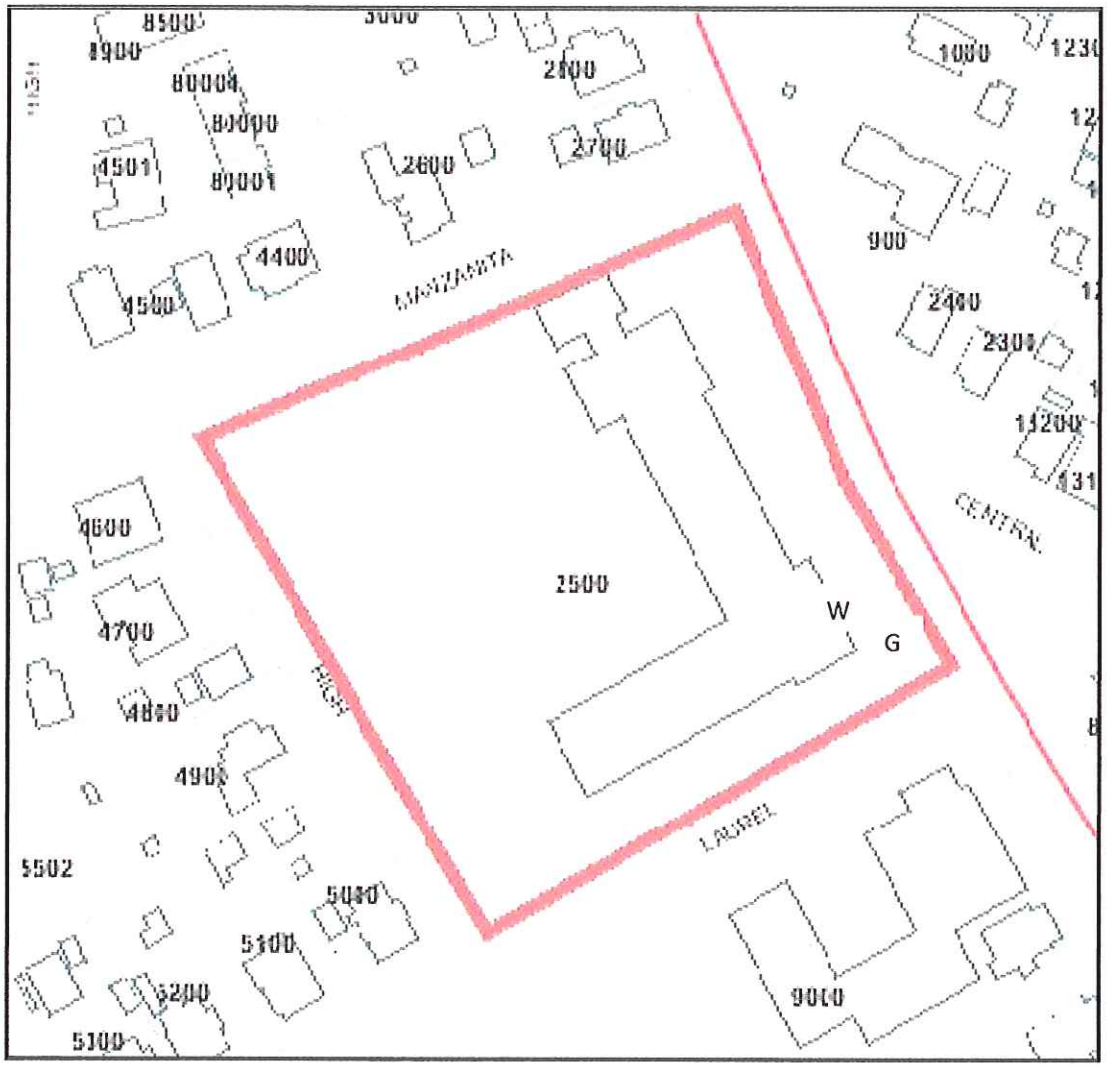
Briscoe Elementary School

(sign plan)



W

Briscoe Elementary School continues to be operated as an educational facility with the Oregon Childhood Development Coalition operating out of the north wing of the school and the Lithia Artisan's Guild out of the south wing. The Lithia Artisan's Guild provides various types of artisan educational classes for the School District with its primary purpose providing a co-operative space for local artists.

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Briscoe Elementary School

(photos)

G

(Not Associated - Lithia Artisan's Temporary Banner Sign – approved under separate CUP)

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City of Ashland

Helman Elementary School

(notes)

(W) Wall Signs • W1 Identification Sign • W2 Helman Dragon1 • W3 Helman Dragon2 • W4 Helman Dragon3 • W5 Tree Mural Sign (approved by Public Arts Commission) Note: Wall Signs W2, W3 and W4 were approved as part of a Conditional Use Permit, PA-2009-00322.	**Number:** 5 **Area:** Varies **Purpose:** A total of five graphic wall signs are identified, four of which currently exist as well as numerous others not visible from the adjacent rights-of-way. The wall graphics have been created by many of the Helman School student population extending over the school's 46 years. The purpose of the wall graphics is to encourage school pride, improve student art skills, and enhance the school's appearance and to create a sense of community.
(G) Ground Sign (Reader Board)	**Number:** 1 **Area:** 36 sq. ft. **Illumination:** None **Height**: 5' (from top of grade) **Purpose:** The proposed ground sign (reader board) with changeable copy is to be located along Helman Street, at the driveway's entrance. The purpose of the sign is to identify Helman Elementary School and to announce on-going special events, activities, holidays and PTA events.
(D) Directional Signs (no new)	**Number:** 2 (two per driveway entrance/exit) **Area:** Varies **Illumination:** None **Purpose:** Helman Elementary School has two entrances, Helman and Randy Streets. Each entry needs discrete directional signage to guide students, parents and visitors who are driving vehicles and not necessarily aware of traffic patterns.

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(M) Miscellaneous Signs (no new)	**Purpose:** Miscellaneous signs such as banners are an important element of the school and helps evoke school pride and student participation. While most announcements will be accommodated with the reader board sign, temporary miscellaneous signs will continue to exist due to the nature of the school's various events relating to student led fund drives, individual classroom announcements, etc. Nevertheless, the School District will make a concerted effort to remove such temporary signage the following day after each event.

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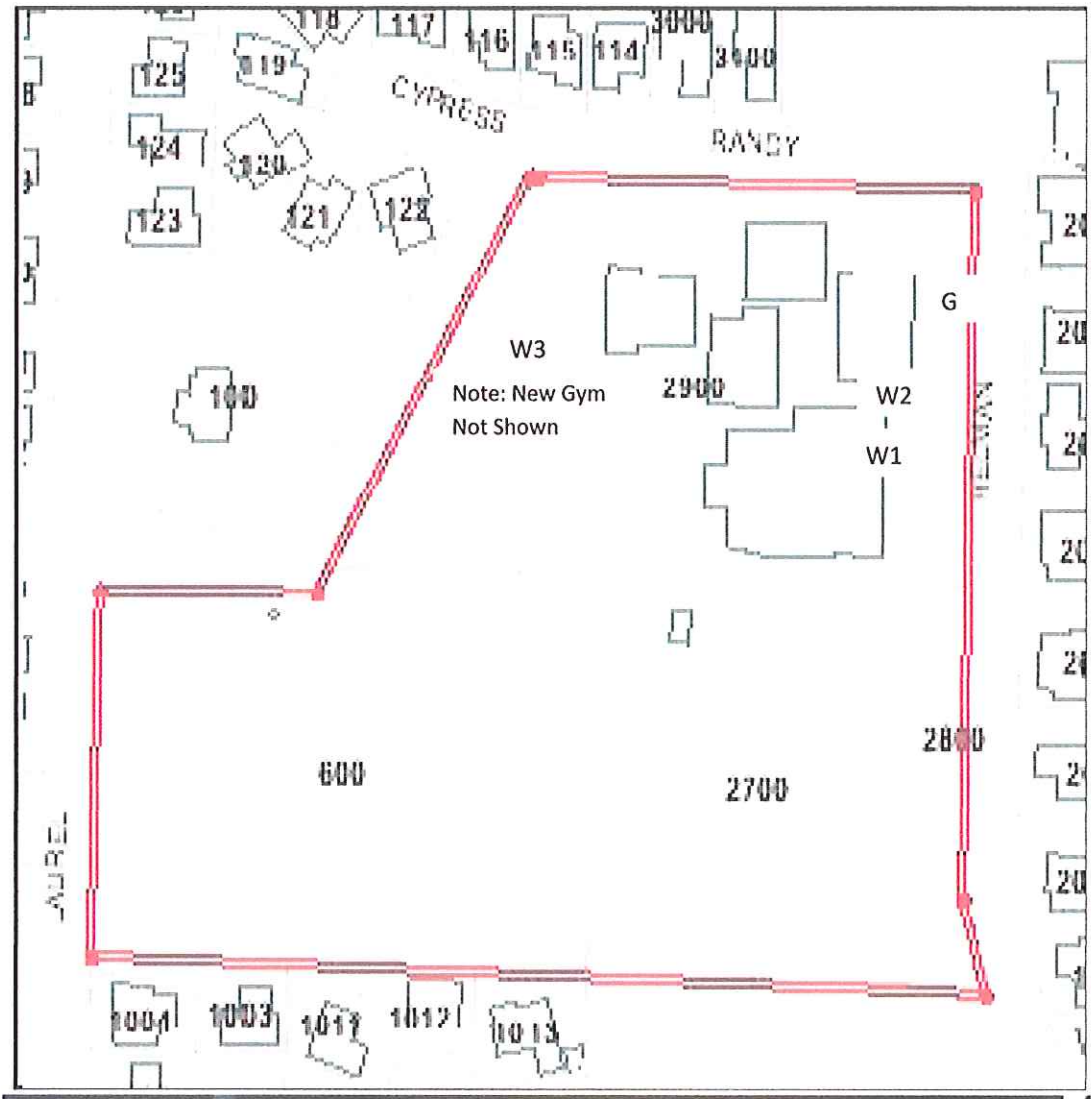
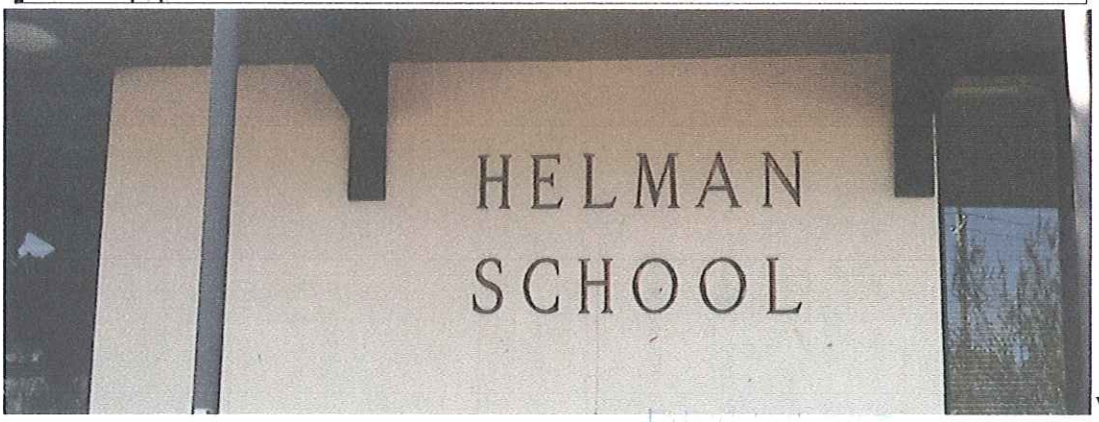
Helman Elementary School

(sign plan)





W1

Helman School Wall Sign

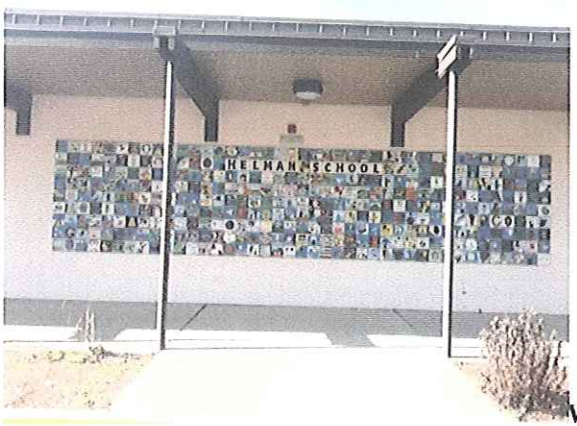
SEP 0 4 2012
City of Midland

Helman Elementary School

(illustrations & photos)

W2

Helman School has a number of existing and one proposed wall graphic sign created by student and parent volunteers. These include the Helman Dragon on southeast facing gym wall (above), Helman School art tiles facing Helman Street (below left) and Helman Dragon on southern wall facing Administration office (below right). All existing wall graphic signs were approved via a Conditional Use Permit (PA-2009-00322). A fourth wall graphic is proposed on the wall facing the new parking lot located off Randy Street (see photo below).



W3

W4

SEP 04 2012

City of Oakland

W5

The above identifies the future wall graphic location facing the new parking lot off of Randy Street (W5). The proposed sign will consist of tiles creating a mural of a tree "engraved" with student phrases. The tree's leaves will be handprints of kindergarten students. The mural is expected to be 6' high by 10' in width and consist of four panels to accommodate future students. The Ashland Arts Commission has previously approved this wall graphic (June 2011) which, at the time of this writing, is being installed.

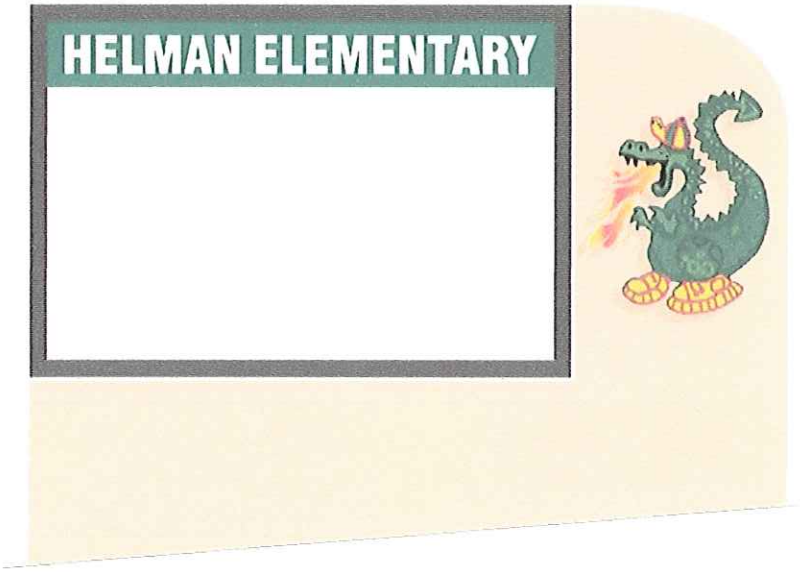
W5

SEP 04 2012

City of Ashland

G (proposed ground sign)

Note: The Helman Dragon graphic as illustrated may not be installed as it is pending final PTA approval.



42" TALL X 61.5 " WIDE READERBOARD SIGN WITH LOCKING COVER
60" TALL X 86" WIDE CONCRETE BASE
25" TALL X 20 " WIDE MASCOT (MADE AND INSTALLED BY OTHERS)
4" TALL READERBOARD LETTERS

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M

Helman School, like all of the District's elementary schools, have many "miscellaneous" types of signs providing identification, direction and awareness. Such signs are installed by various entities including the Ashland Parks & Recreation Department, School Administration, PTA and individual teachers. The Master Sign Program attempts to recognize such existing signs as "exempt" with the understanding that their purpose is for public safety, communication and awareness.

M

M

SEP 04 2012
City of Ashland

D

D

SEP 0 4 2012

City of Ashland

Lincoln Elementary School

(notes)

(W) Wall Sign (no new)	**Number:** One **Purpose:** One wall sign exists at Lincoln Elementary School located at front entry.
(G) Ground Sign - Reader Board	**Number:** One **Area:** 20 sq. ft. **Illumination:** None **Height**: 4' **Purpose:** A future ground sign with changeable copy may one day be located along Beach Street. The purpose of the sign would be to identify the school and to announce on-going special events, activities, holidays and PTA events. No commercial advertisements would be displayed.
(D) Directional Signs (no new)	**Number:** Four **Purpose:** Lincoln School has two entrances, Beach Street and Siskiyou Boulevard. Each need directional signage to guide students, parents and visitors who are driving vehicles and not necessarily aware of traffic patterns. However, some of the signs are duplicative and damaged which will be removed and/or replaced. Also, like all of the schools, the ground function as a neighborhood park and includes appropriate signage for this purpose.

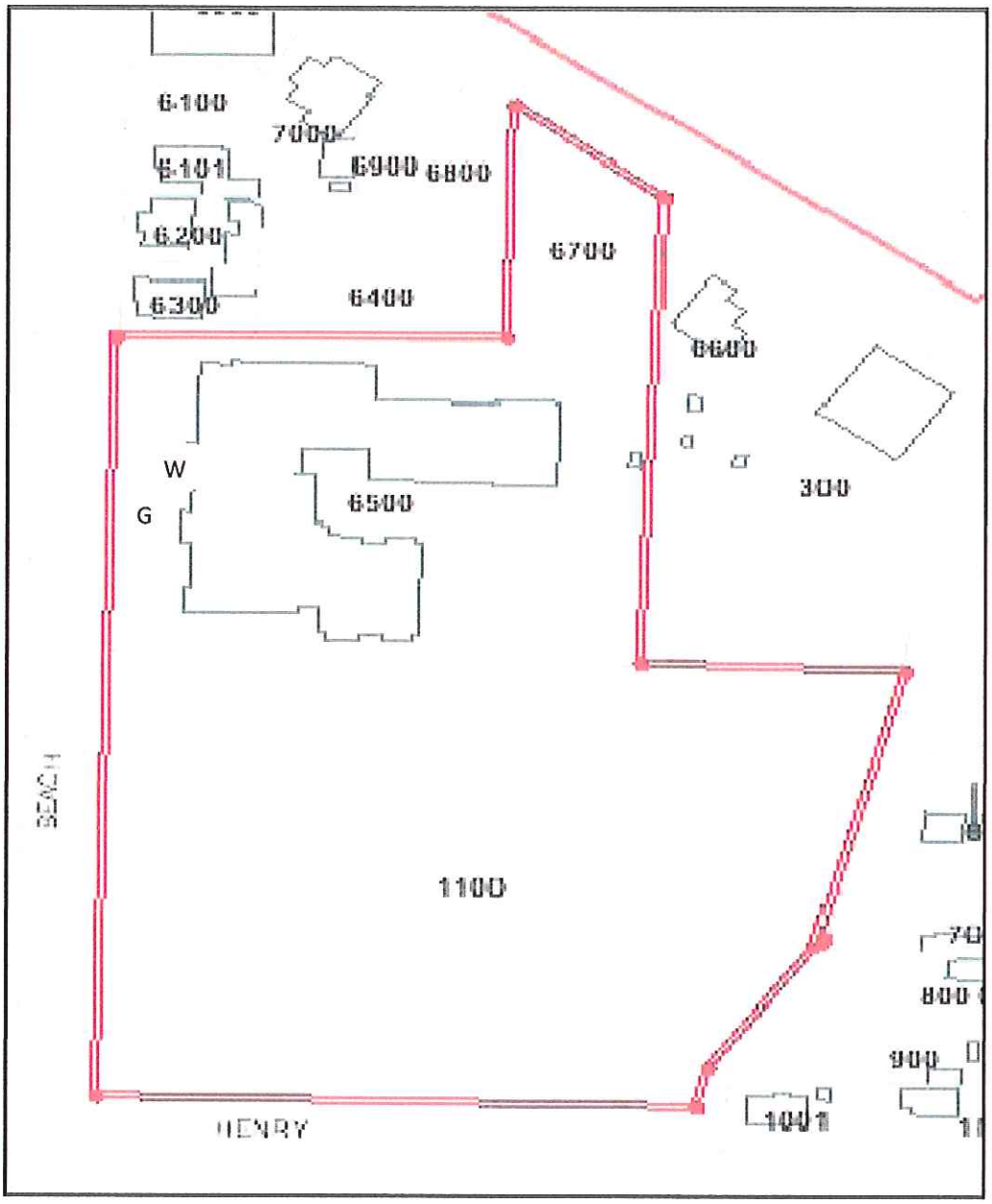
4 2012

(M) Miscellaneous Signs (no new)	**Purpose:** Miscellaneous signs such as banners are an important element of the school and helps evoke school pride and student participation. While most announcements will be accommodated with the reader board sign, temporary miscellaneous signs will continue to exist due to the nature of the school's various events relating to student led fund drives, individual classroom announcements, etc. Nevertheless, the School District will make a concerted effort to remove such temporary signage the following day after each event.
Note	At this time, Lincoln Elementary School is used by the School District on a limited basis for break-out classes, special events and cooperative educational programs with SOU. It's the intent to one day either return the building back into an elementary school or to convert the building to a use permissible for its zoning.

SEP 04 2012

Lincoln Elementary School

(sign plan)



RECEIVED
SEP 04 2012
City of Holland

Lincoln Elementary School

(photos)

W

M

M

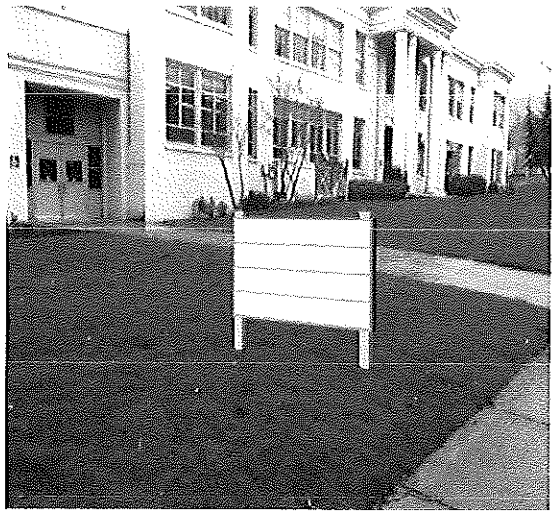
SEP 04 2012
City of Ashland

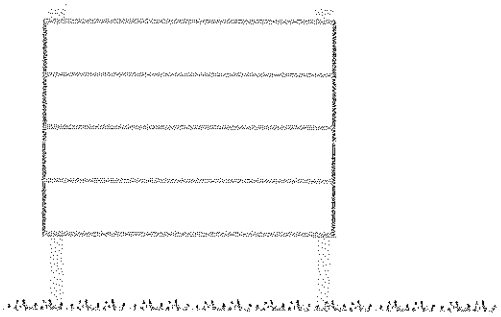
D1

D2

D3

RECEIVED
SEP 04 2012
City of Ashland





MANUFACTURE AND INSTALL NON-ILLUMINATED 3' TALL X 5' WIDE SIGN 4' OVERALL HEIGHT
DOUBLE SIDED
ALUMINUM BACKGROUND PANELS, ALUMINUM TENANT PANELS
TENANT PANELS: 7.75" TALL X 58" WIDE
MOUNTED ON 4" X 4" STEEL SQUARE TUBE WITH DECORATIVE CAPS

G

Typical Ground Sign Illustration: The above sign illustration attempts to best show the general area of the ground signs to be placed at Lincoln Elementary School, Briscoe Elementary School, Lincoln Baseball Fields and the Iowa & North Mountain Street parking lot. At the present time, the final design or use of material of each sign is likely to be different, but the overall dimension, shape and style are to remain consistent. All final sign designs will be presented at time of a Zoning Permit.

SEP 0 4 2012

Walker Elementary School

(notes)

(W) Wall Signs	**Number:** Two **Purpose:** One wall sign exist that identifies the school and is located along the front of the building facing Walker Street. At the present time, no wall graphics are proposed, but the elementary school does have an interest in creating student art in the near future and the most obvious location is on the wall facing the new courtyard that also is the student drop/pick-up spot (see photo). The purpose of the wall graphic is to encourage school pride, improve student art skills, and enhance the school's appearance and to create a sense of community. The School District will work with the Ashland Arts Commission for approval of the wall graphic.
(G) Ground Sign - Reader Board (no new)	**Number:** One **Purpose:** The existing ground sign (reader board) with changeable copy is located on the corner of Walker Avenue and Homes Street and identifies Walker Elementary School and to announce on-going special events, activities, holidays and PTA events.
(D) Directional Signs (no new)	**Number:** Two per driveway entrance/exit **Purpose:** Walker Elementary School has two entrances, Walker Avenue and Homes Streets. Each entry needs directional signage to guide students, parents and visitors who are driving vehicles and not necessarily aware of traffic patterns.

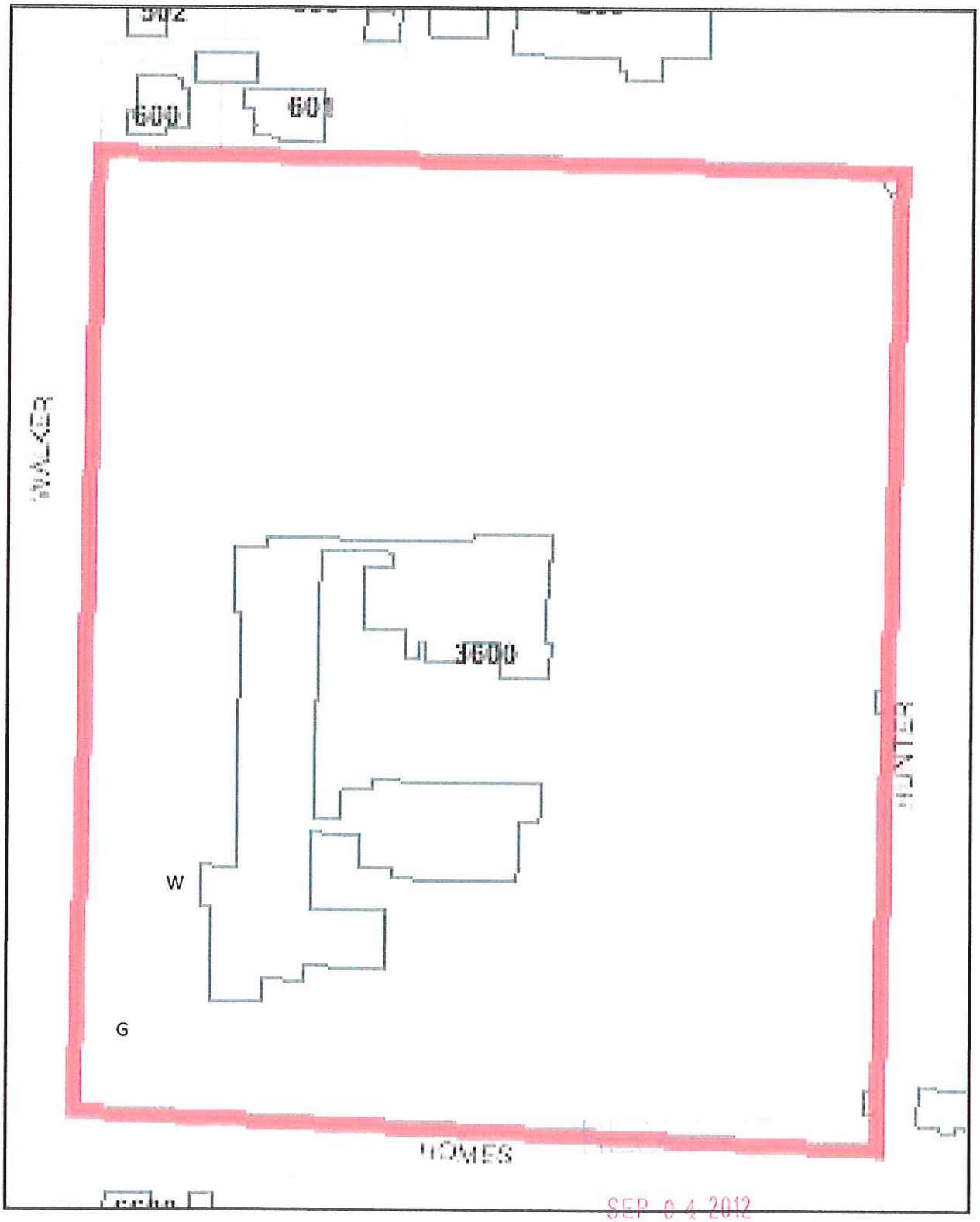
SEP 0 4 2012

(M) Miscellaneous Signs	**Purpose:** Miscellaneous signs such as temporary banners are an important element of the school and helps evoke school pride and student participation. While most announcements will be accommodated with the reader board sign, temporary miscellaneous signs will continue to exist due to the nature of the school's various events relating to student led fund drives, individual classroom announcements, etc. During special events such as "Back to School Day", temporary flags will also be displayed on the new light poles located along the front of the building (maximum four per year). The flags will last for a week and be removed the day after the event. The School District staff at Walker Elementary School will make a concerted effort to remove temporary signage the following day after each event.

SEP 0 4 2012

Walker Elementary School

(sign map)

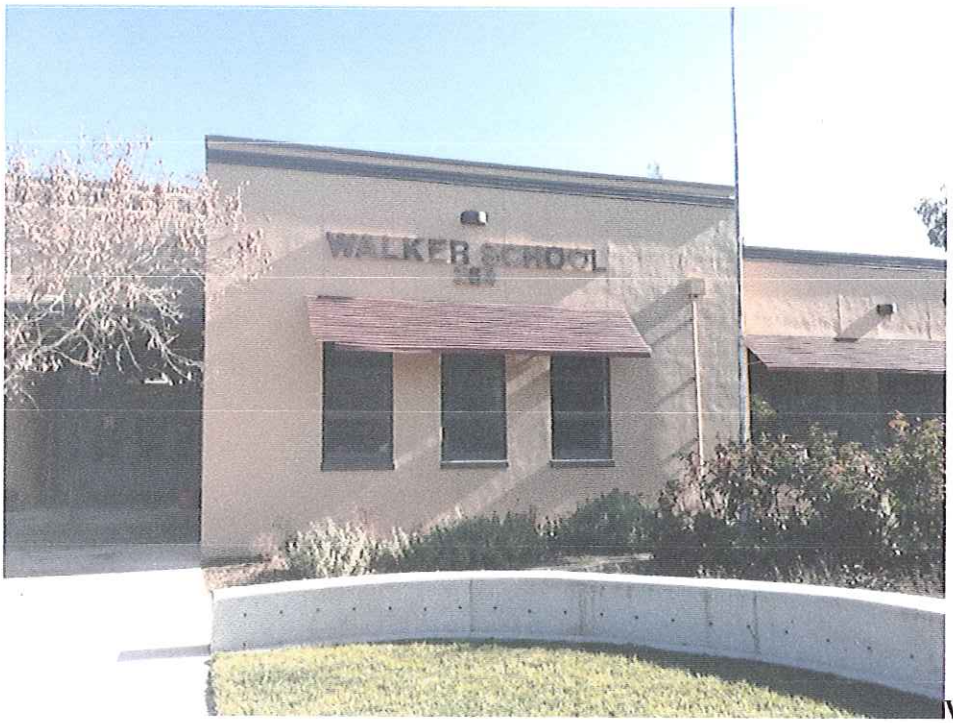


SEP 04 2012

City of Richland

Walker Elementary School

(illustrations)



W

G

RECEIVED
SEP 04 2012
City of Portland

D1

D2

D3

RECEIVED
SEP 04 2012
City of Oakland

W2

Although yet to be finalized, the above wall will likely be a location for a future art project (wall graphic). The wall faces the new courtyard that also functions as the student drop off and pick-up site. Considering this location's various traits, this area is ideal for "place making" opportunities which would include student surface and wall art. All future wall graphics in this location will be approved by the Ashland Arts Commission prior to installation.

SEP 0 4 2012

Ashland Middle School

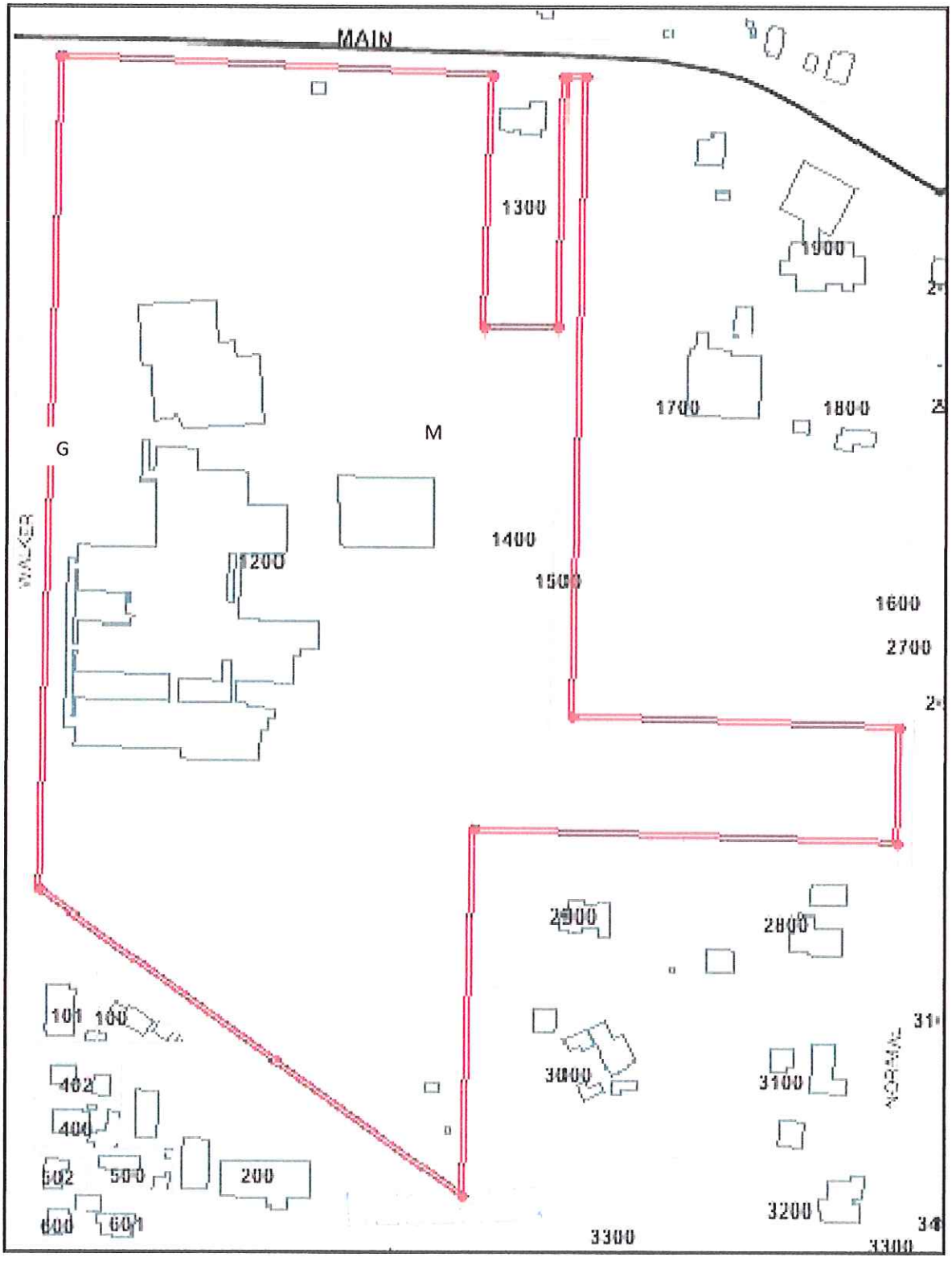
(notes)

(G) Ground Sign	**Number:** One **Purpose:** The Middle School's existing ground sign is located along Walker Avenue at the entrance of the school's main parking lot and will remain but may be replaced with a similar sign in the near future. Such sign will not exceed 25 square feet in area, have no internal illumination, and have a maximum changeable copy area of 35%.
(W) Wall Signs	**Number:** None Note: The Ashland Middle School does not have a wall sign, but the administrative staff believes that one day a sign will likely be proposed. If proposed, the sign would not exceed 15 square feet in area.
(D) Directional Signs	**Number:** **Purpose:** Considering the size of the school and its number of entrances, discrete directional signage is needed to guide students, parents and visitors who are driving vehicles and not necessarily aware of traffic patterns.
(M) Miscellaneous Signs (no new)	**Purpose:** All existing signs such as the scoreboard near rear parking lot and gymnasium would be considered pre-existing and under the umbrella of the Master Sign Program.
Temporary Signs	**Purpose:** Temporary signs such as banners are an important element of the school's public announcements and helps evoke school pride and student participation. While most announcements will be accommodated with the reader board sign, temporary signs will continue to exist due to the nature of the school's various events relating to student led fund drives, individual classroom announcements, PTA announcements, etc. Nevertheless, the School District will make a concerted effort to remove such temporary signage the following day after each event.

SEP 04 2012

Ashland Middle School

(sign plan)

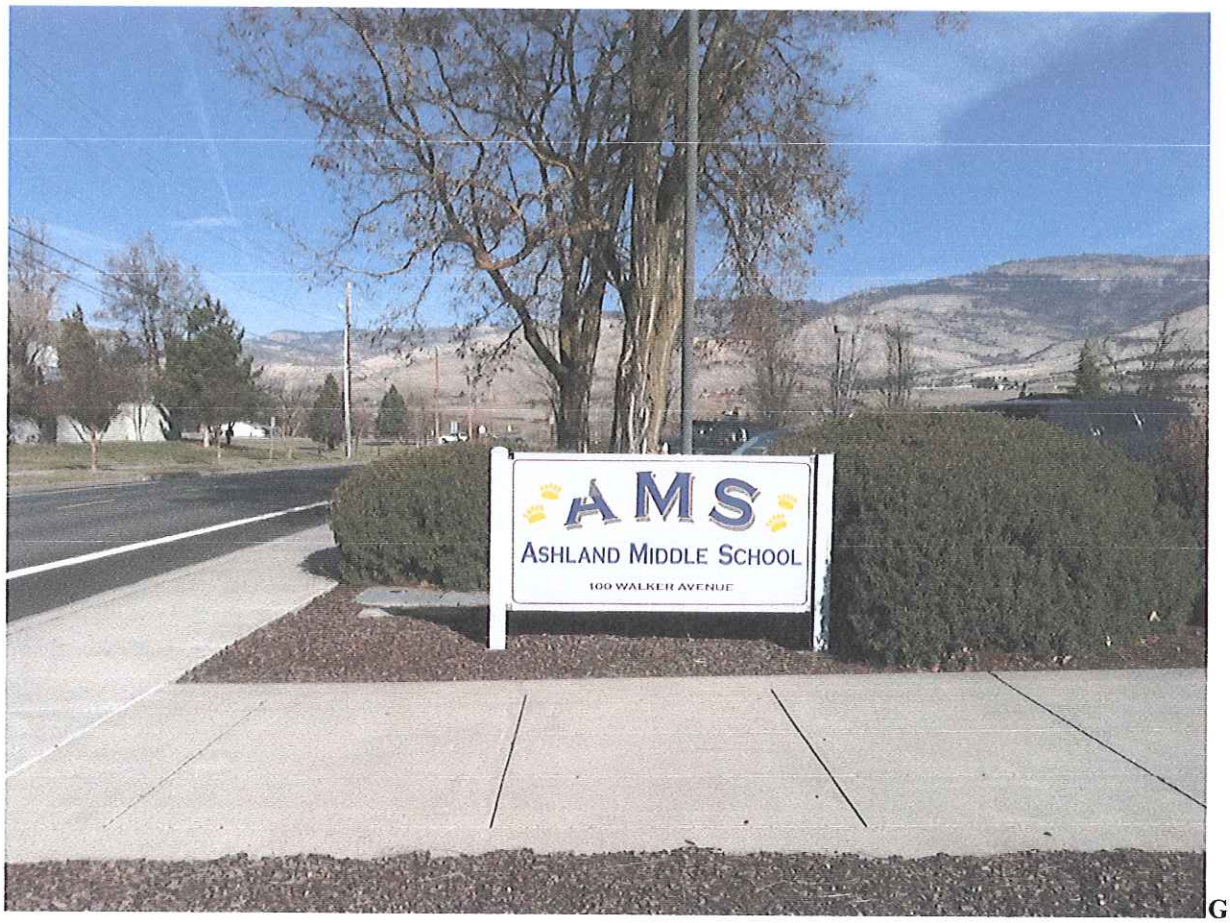


SEP 04 2012

City of Ashland

Ashland Middle School

(illustrations)



G

D1

D2

SEP 0 4 2012
City of Ashland

M

RECEIVED
SEP 04 2012
City of Ashland

Willow Wind School

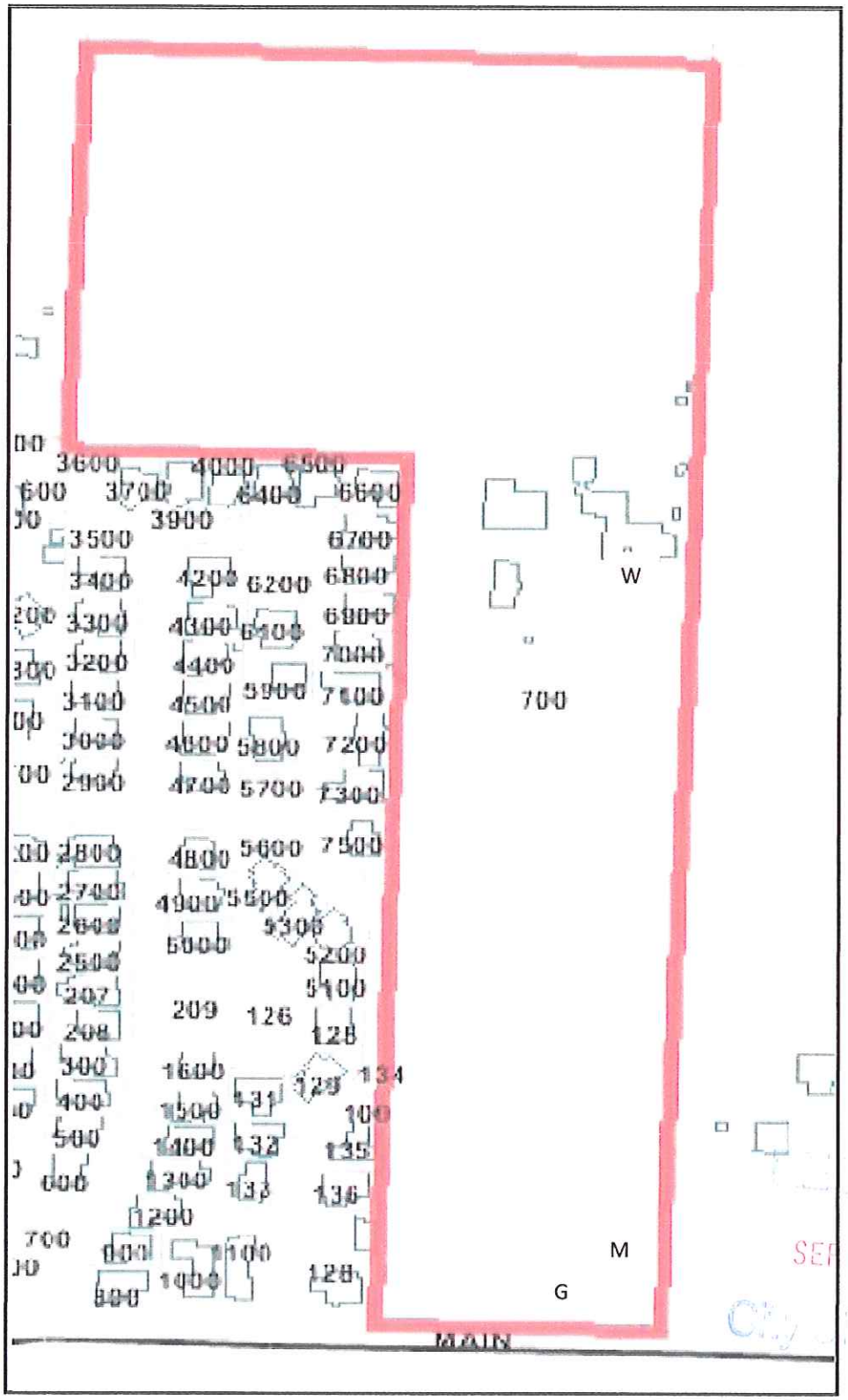
(notes)

(G) Ground Sign	**Number:** One **Area:** 36 sq. ft. **Illumination:** None **Height:** 5' (from top of grade) **Purpose:** The existing ground sign is located along East Main Street and will remain. The purpose of the sign will be to identify the Willow Wind School. In the future, Willow Wind may desire to replace the sign with a similar non-illuminated reader board sign similar to Walker or Bellview Elementary Schools in order to announce on-going special events (See typical illustration on Page 34).
(M) Miscellaneous Signs (no new)	**Purpose:** All existing signs such as the driveway entry sign (see photo) would be considered under the umbrella of the Master Sign Program.
Temporary Signs	**Purpose:** Temporary signs such as banners are an important element of the school's public announcements and helps evoke school pride and student participation. While most announcements will be accommodated with the reader board sign, temporary signs will continue to exist due to the nature of the school's various events relating to student led fund drives, individual classroom announcements, PTA announcements, etc. Typically these signs are not visible from E. Main Street due to the school's significant setback from the street. Nevertheless, the School District will make a concerted effort to remove such temporary signage the following day after each event.
Note	Willow Wind is currently located in the county and all permits for signage will continue to be governed by Jackson County. However, Willow Wind is included in the Master Sign Program for consistency purposes and in case the property is ever annexed into the City's boundaries.

SEP 04 2012

Willow Wind School

(sign plan)



SEP 04 2012
City of Ashland

Willow Wind School

(illustrations)

G

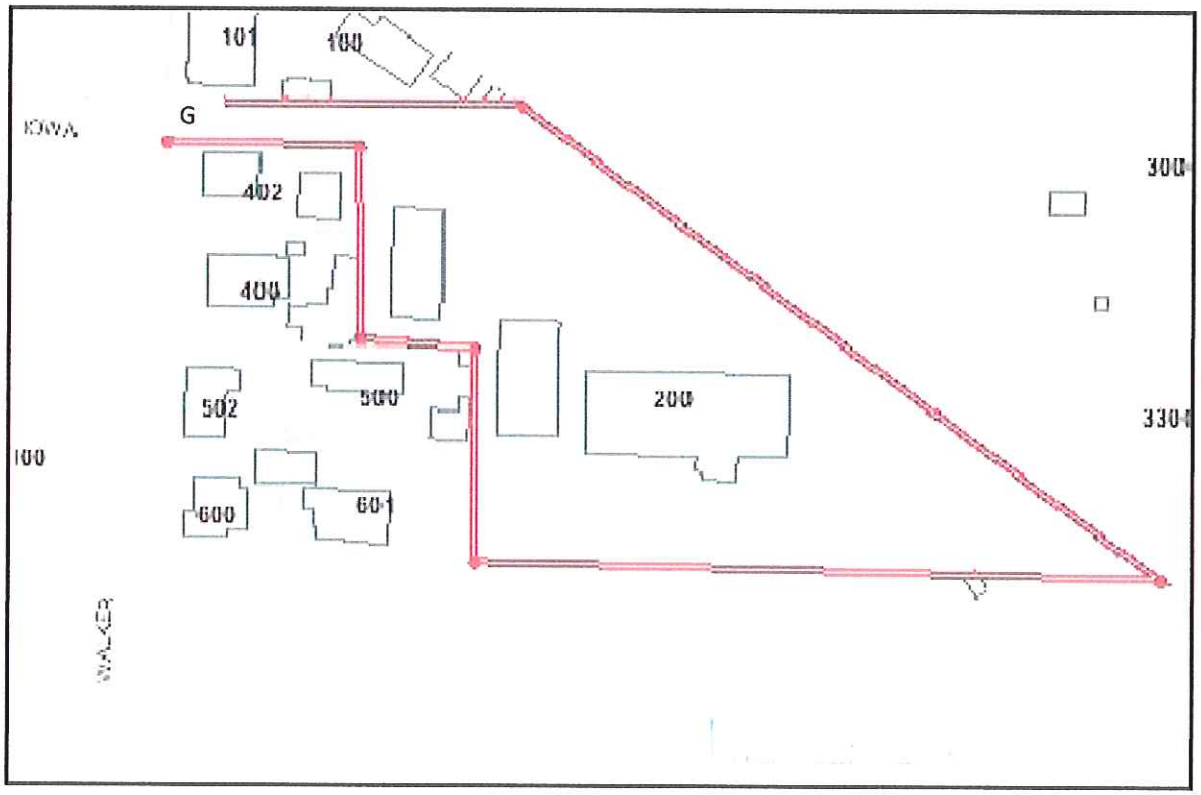
M

SEP 04 2012

School District's Maintenance Yard

(notes and site plan)

(G) Ground Sign (no new)	**Number:** One **Purpose:** The Ashland School District's Maintenance Yard is located off Walker Street, directly across from the Walker and Iowa Street intersection. A small ground sign currently exist with the sole purpose to identify the facility.
(D) Directional Signs (no new)	**Number:** Two **Purpose:** The existing directional signs are on the entry gate to the maintenance facility. The signs are "no parking" signs. Parking issues have occurred here restricting access to the yard likely due to the limited availability of parking near the surrounding recreational fields. Due to redundancy, one of the No Parking signs will be removed.



SEP 0 4 2012

School District's Maintenance Yard

(photos)

G

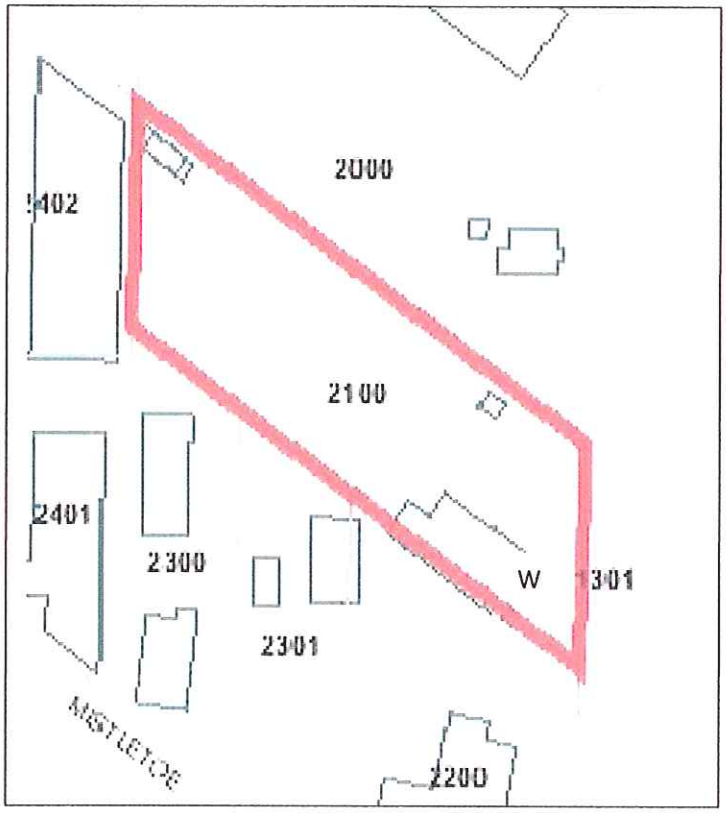
D

SEP 0 4 2012

School District Bus Barn

(notes, sign plan & photo)

W



The Ashland School District's Bus Barn is located off of Mistletoe Road. The Bus Barn only has one wall sign and no additional signs are proposed.

SEP 04 2012
City of Ashland

TYPE III
PUBLIC HEARING

PL-2012-01266
Housing Needs Analysis

ASHLAND PLANNING DEPARTMENT
STAFF REPORT
October 02, 2012

PLANNING ACTION: 2012-01266

APPLICANT: City of Ashland

ORDINANCE REFERENCE: Ashland Comprehensive Plan:
Chapter VI [Housing Element]
Appendix A, entitled "Technical Reports and Supporting Documents"

REQUEST: Recommendation to the City Council regarding adoption of an Ordinance amending the City of Ashland Comprehensive Plan to adopt the updated Housing Needs Analysis as a supporting technical document.

I. Relevant Facts

A. Background

In 2002, ECONorthwest prepared a Housing Needs Analysis (HNA) which detailed housing and demographic inconsistencies within the Current housing stock and projected future need based on the Oregon Housing and Community Services Housing Needs Model. In 2007 a Rental Needs Analysis was completed to assess the needed rental housing types based on demographic information about Ashland households including size, age, and incomes. This Rental Needs Analysis supplemented information in a HNA. All of these studies attempt to project future housing needs relative to the existing supply of land suitable for development.

The 2012 HNA, aims to quantify projected housing needs through the year 2040, and compares those demographic needs with the currently available lands within the City's Urban Growth Boundary. This comparison provides the factual basis to answer the questions of "*how much residential single family and multi-family land is presently available?*", "*how many residential dwelling units can be accommodated on Ashland's remaining developable lands?"* and, "*is there enough appropriately zoned land to accommodate Ashland's future population?*"

The HNA update was completed using the Housing Needs Model, which specifically links income characteristics to the need for various housing types by price, density, and location throughout the community. The Housing Needs Model used to derive future projections was initially created by the State of Oregon as a tool for communities throughout the state to ensure that projections of future housing needs were driven by the demographics of the study area as opposed to simply projecting past trends in housing production forward. The standard practice in Oregon had historically been to extrapolate forward the past 5 or more years in housing production as the basis for determining a region's future housing requirements. While this market or demand driven approach was commonly used to define the housing "needs" for an area, the true housing "needs" of

that area's population may not have been addressed. Using the most recent US Census and American Community Survey data regarding age demographics, household sizes, household wages and incomes, and local housing prices (rental and ownership) are some of the inputs used in determining housing "needs" in this model. Local housing markets are frequently not a "perfect" market where the "demand" or supply is in equilibrium and balance with the "need". In many regions, the new housing supply is a function of what the local builders are inclined or able to produce, which may not be what the households in the region actually need or desire and can afford without being cost burdened.

The HNA uses the housing model as a starting point for projecting Ashland's housing needs to 2040. The HNA incorporates data from the 2011 Buildable Lands Inventory (BLI) and evaluates Ashland's housing need by type and price in consideration of available land designated by Zone within the City's UGB. This HNA has also utilized data from:

- The Housing Needs Model
- U.S. Census Data
- Analysis of current market conditions
- Community and property owner/manager questionnaire
- Population Data from Portland State University's Population Research Center
- Coordinated Population Projections from Jackson County
- Employment data from the Oregon Employment Department
- Housing and Development data from the City of Ashland and Jackson County
- City of Ashland 2002 HNA & 2007 Rental Needs Analysis

Staff analyzed data from the aforementioned sources, used projections from the Housing Needs Model, compared them to historic development trends and suggested modifications based on the development mix needed to meet the future housing needs. Additionally, staff related the needed housing type and affordability projections to the potential number of dwelling units that could be accommodated on available lands within the existing UGB by zoning and Comprehensive Plan designation.

The Planning Commission reviewed the initial draft HNA at a study session on July 25th, 2012. The Housing Commission's reviews took place on August 8th and September 26th, 2012. During these meetings revisions to the initial draft were discussed which have now been incorporated into the final draft HNA. The revisions to the document's "suggested recommendations" are as follows: among those incorporated into the final document were:

> **Examine opportunities for reductions in parking requirements for the provision of apartments meeting certain conditions.** Studies have shown that the number of vehicles per household is lower in areas that are more conducive to walking and have greater access to transit (City of San Diego Feb. 2011) A unit's size and level of affordability are additional conditions that could be further evaluated in consideration of needed parking and reducing parking requirements.
>
> **Evaluate land use incentives to provide for small lots *intended for small unit development*.** The data show a strong correlation between lot size, unit size and

housing cost. The City could consider reductions in minimum lot sizes in certain residential zones to specifically promote the development of smaller dwelling units.

Consider restricting uses in certain zones to apartments. The building permit data suggest that a significant amount of land designated for high-density multi-family housing has been developed as single-family attached types that are owner occupied units. Designation certain lands for multi-family rental units would encourage development of apartments.

Consider allowing Accessory Residential Units as a permitted use in single family zones. The integration of ARUs into existing neighborhoods provides for small dedicated rental units serving single or two person households, and could also be a resource for more affordable housing types. The City should evaluate existing density bonus allocations to better incentivize the voluntary inclusion of affordable single family housing in future developments

The ordinance presented for consideration provides for adoption of the 2012 HNA as a technical document in support of the Housing Element [Chapter VI] of the Ashland Comprehensive Plan. In order to allow the HNA to be more regularly updated the ordinance presented for consideration includes a provision allowing future updates of the HNA to be approved by Resolution of the City Council. This provision will enable staff to more readily update the HNA and present the revised technical document to the City Council to account for changes in population projections, demographics, and residential development potential.

II. Procedural

The procedure for a legislative amendment is described in 18.108.170 as follows:

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.

III. Conclusions and Recommendations

The HNA currently presented reflects recent household demographics, housing development and economic trends and provides an adequate factual basis to evaluate housing need and land availability within Ashland's Urban Growth Boundary.

Staff recommends the Planning Commission forward a recommendation of approval to the City Council for the Ordinance adopting the HNA as a supporting technical document to Chapter VI of the Ashland Comprehensive Plan.

Potential Motion

Move to recommend approval to the City Council of adoption of an Ordinance amending the City of Ashland Comprehensive Plan to adopt the Housing Needs Analysis (2012) as a supporting technical document to be included in the Comprehensive Plan Appendix entitled "Technical Reports and Supporting Documents".

Attached:

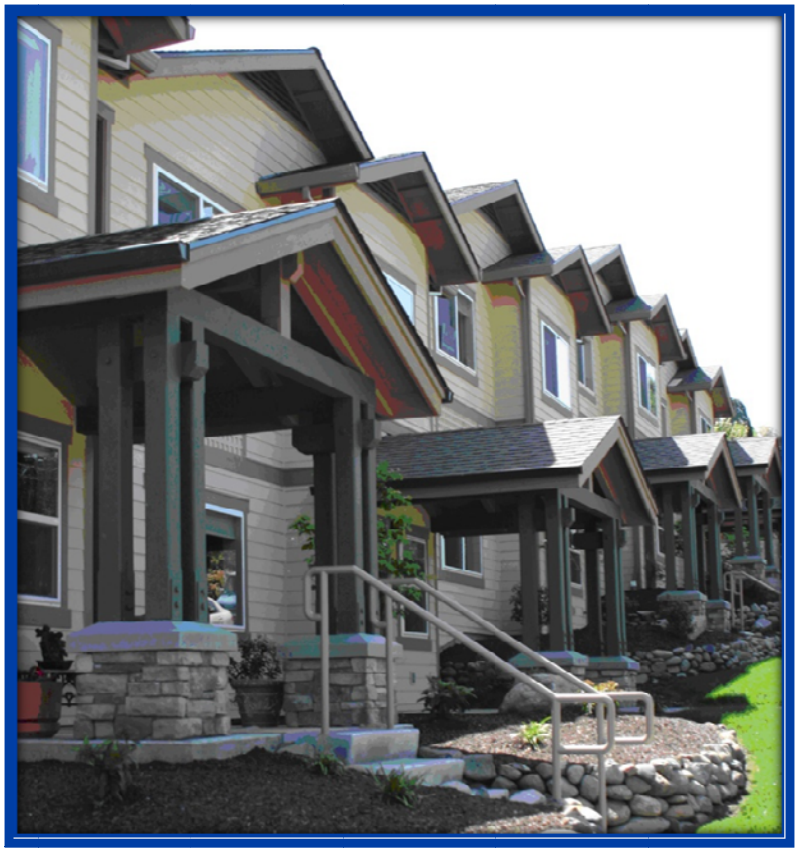
- 2012 Housing Needs Analysis Update
- Ordinance amending the Comprehensive Plan to include the HNA as a technical supporting document
- Appendix A of the Ashland Comprehensive Plan: Technical Reports and Supporting Documents
- Planning Application
- Housing Commission Minutes 7/25/2012
- Housing Commission Minutes 9/26/2012

CITY OF ASHLAND

HOUSING NEEDS ANALYSIS

WORKING DRAFT August 28, 2012

2012



A Technical Supporting Document to the Housing Element of the City of Ashland Comprehensive Plan

Prepared by the City of Ashland Community Development Department

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EXECUTIVE SUMMARY

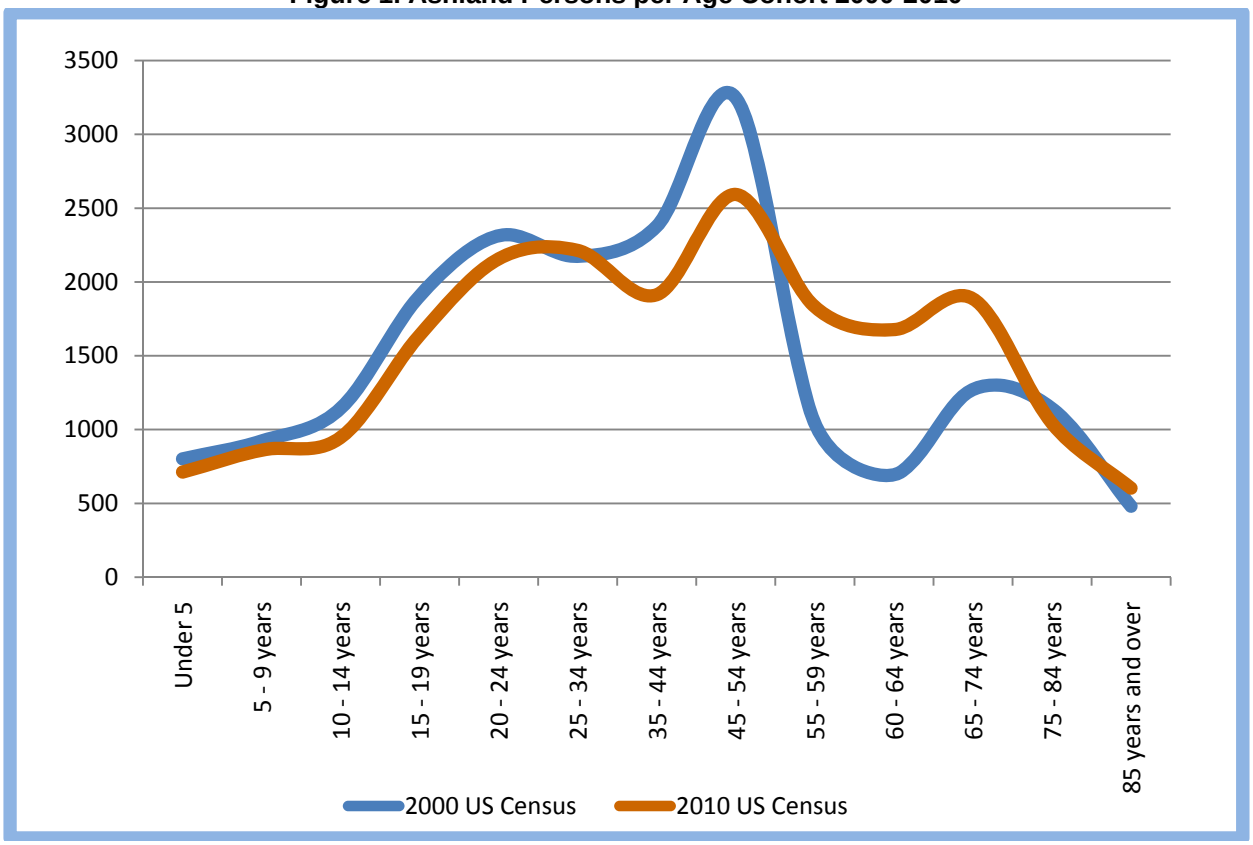
The 2012 Housing Needs Analysis provides a summary of housing and demographic trends within the City of Ashland in an effort to allow the City to meet the population's housing needs in the future. This report is intended to provide an evaluation of housing trends in Ashland since the last detailed housing assessments were completed including the 2002 Housing Needs Analysis and the 2007 Rental Needs Analysis. The following is a review of those trends, a brief summary of steps the City has taken to address the findings, recommended actions identified in the prior housing assessments, and an evaluation of what the results of those actions have been.

Findings

Ashland is growing-but relatively slowly: The City of Ashland has grown in population from 16,234 in 1990 to 20,078 in 2010 according to the US Census. This 0.79% historical growth rate is largely consistent with the City's Comprehensive Plan and Jackson County's population estimate for the City of Ashland that predicts the population will continue to grow at an average annual rate of approximately 0.75% between 2005 and 2060. Between 1990 and 2000 Ashland's population grew by 20% while the population grew by only 2.8% in the decade between 2000 and 2010. This marked disparity in population growth between these past two decades may suggest that the actual annual growth rate is trending toward a diminishing growth rate and if that proves to be the case it will be a trend which bears close monitoring.

Growth has not occurred evenly in all age groups: The population growth rate of individuals 65 years old and older grew at a faster rate in Ashland than in the rest of the State, while the population of individuals between the ages of 35 and 44 actually declined. In the last decades Ashland has also seen a substantial decrease in the population of nearly all age groups between 15 and 55 (one exception was the 25-34 age groups which saw a 3.4% increase between 2000 and 2010). The populations of age groups 55 years old and older see growth with the exception of that age group of 85 years old and older.

Figure 1. Ashland Persons per Age Cohort 2000-2010



This trend of an aging citizenry should persist into the future as the largest population growth has been and will continue to be in the age groups represented by the large baby boom cohort. This group which was in their 40"s and 50's in 2000, and their 50's and 60's in 2010, (where those groups saw increases of 110% and 85% respectively), will be in their 70's and 80's by 2020. Overall the forecast for the State of Oregon (*Source: OREGON'S DEMOGRAPHIC TRENDS February 2010, State Office of Economic Analysis*) anticipates there will be 53% more elderly in 2020 than in 2010. Given Ashland's desirability as retirement destination such trending indicates Ashland will likely see a continuation of this trend.

Fewer households own housing in Ashland compared to other areas: The 2010 Census showed 51% of Ashland households own their homes and 49% are in renter occupied housing. Ashland has a lower percentage of homeowners and a higher percentage of renters than Jackson County with a 63.3% ownership rate, the State of Oregon with a 63.8% ownership rate or the Nation as a whole with at 66.6% homeownership rate. The 2000 Census data showed 52.3% of housing units in Ashland were owner occupied and 47.7% of units were renter occupied. This regional rental/owners disparity could be affected by the presence of the University which increases the student age population that is typically in the market for rental housing, but also shows a greater demand for rental units relative to the rest of the region.

The fastest growing employment sectors in Ashland do not pay enough for a household to afford fair market rents: Individuals employed in the fastest growing employment sectors in Ashland, services and retail jobs; do not make enough money to pay fair market rent in Ashland. However, this trend is not specific to Ashland; in general wages have been outpaced by housing costs since the 1980's.

The number of low-income households has decreased since 2000 after having increased between 1998 and 2000: Between 2000 and 2010 the estimated number of families and individuals living below the poverty level has decreased from 12.5% to 11.5% and from 19.6% to 18.8% respectively. Although the decrease is slight, it may signal a reversal in a trend identified in the 2002 housing Needs Analysis which found an increase of 2.7% in the estimated number of low-income households between 1998 and 2001. The 2010 Census now reports a decrease in the number of households who report having an annual income of less than $75,000 a year while the number of households reporting an income of over $75,000 has increased.

Housing sales prices increased nearly 50% between 1998 and 2001 and have remained higher than the regional average: Housing prices in the early part of the decade rose precipitously, and in 2001 this trend was just getting started. In 2007 at the height of the housing boom, the average home price in Ashland was $438,750. With the fall out of the housing market in 2008 and the ensuing foreclosure crisis, housing prices in most areas fell drastically. Housing prices also fell in Ashland during the recession, though not as significantly as in other parts of the county. According to the Roy Wright Appraisal Service, 85 housing units sold in Ashland in 2011 the average sales price was $285,000.

The median home sales price in Ashland is not affordable to households with median incomes: the 2012 median household income for a family of four in the Medford/Ashland Metropolitan Statistical Area is $58,500. In order to afford a median priced home in Ashland a household would have to earn $75,000 a year. Only 23.8% of the population reports having an income over $75,000 a year, while 50% of the ownership housing stock is targeted to this group. It is clear that there is an excess of ownership housing on the market at price ranges which are not commensurate with the earning capability of the majority of the population in the region.

The largest dwelling unit gap exists for households earning less than $10,000 annually: The findings of the Housing Needs Model for the City of Ashland using 2010 Census Data shows that the City lacks an adequate number of rental units affordable to those residents with the lowest incomes; those making less than $10,000 a year. Households making 30% of the Area Median Income or less make up approximately 12.2% of all Ashland households. Only 3.05% of the City's rental housing stock (approximately 152 units) is considered affordable to this population. The City's current need for rental housing in a price range affordable to those with the lowest income is estimated to be 955 units; this leaves a gap of approximately 803 units needed to house these very low income households. Housing Units affordable to these populations, which include predominantly households under the age of 35, and to a lesser extent over the age of 55, could be offset by Housing Choice (formerly section 8) Vouchers. The 729

households under the age of 35 that report having an income of under $10,000 a year may be due in part to the presence of Southern Oregon University, which includes a high percentage of non-traditional students.

Ashland has a large deficit of affordable owner-occupied housing units: The 2002 HNA found that 46% of Ashland households earning below the median income could not afford to purchase a house in Ashland. This number has grown to approximately 57% of Ashland households; over half of the current population cannot afford to purchase a home in Ashland. The Housing Needs Model shows that there is a deficit of housing stock costing less than $279,300, only 22% of all housing units for sale in Ashland, while there is a surplus of 2,255 units above that price.

Few multi-family units were built between 2001 and 2010: The 2002 HNA found that only 9% of the building permits issued between 1990 and 2001 were for multi-family housing types. Between 2000 and 2010, 19.6% of all building permits issued were issued for multiple family units (two-family units to five or more). Though single family units tend to get developed at a rate twice that of multi-family units, the City has seen a significant increase in the development of multi-family units in the past ten years. However, not all of the newly built multi-family units were rental units, and many rental units were lost in the same period to condominium conversion.

Ashland is falling short of providing the housing types identified in the 2002 Housing needs analysis: The 2002 HNA found that more single-family units were being built than was estimated to be needed, while both multi-family housing and government assisted housing types were either falling short or not being built at all. It is clear that single-family ownership housing development remains the most prevalent type of housing development within Ashland, while the housing types most needed, including multi-family rentals and government assisted housing are not being developed in accordance with needs.

Ashland has a relatively small inventory of land zoned for multi-family housing: The 2011 Buildable Lands Inventory identified an existing capacity for up to 1,384 Multi-family units within the Urban Growth Boundary. The Housing Needs Model anticipates up to 1,759 multi-family housing units will be needed to satisfy the anticipated demand for multi-family units by the year 2040. Without changes to allowable densities, increases in mixed use developments, or an increase in land zoned for multi-family the City may exhaust the supply of land available for multi-family housing by the year 2034.

Implications of previous housing trends:

- The number of affordable units in Ashland causes households to compete against each other for housing.
- Land zoned for multiple-family is being consumed for single family ownership units such as townhomes and condominiums.
- Housing costs are forcing Ashland workers to live in other communities
- Housing costs may be contributing to reductions in school enrollment.
- Housing costs may place greater demands on transportation systems and parking (i.e. with more people commuting).
- Housing costs may limit economic development

Recommendations

Following is a summary of potential land use strategies for addressing key housing issues identified in the 2012 HNA.

Encourage more multi-family housing: Promote policies that will increase the development of multi-family housing and provide more affordable rental housing and to meet the needs of the population. The 2002 HNA also recommended an increase in multi-family housing, and in the last decade the historic development of multi-family rental housing has continued to be insufficient to satisfy demand.

Suggestion: *Increase the land supply*. The BLI data suggest that the City has capacity for about 1,384 multi-family dwellings whereas it is anticipated that 1,759 units will be needed by 2040. One approach to encourage apartment development is to designate more land for higher concentrations of residential units (High and Medium Density zones).

Suggestion: *Promote development of residential units in commercial and employment zones.* The BLI assumes commercial developments within employment and commercial zones would only utilize 50% of their allowable residential capacity on average. Increasing the prevalence of mixed use developments (beyond the 50% expectation) will effectively increase the net supply of land and the total capacity for multi-family units.

Suggestion: *Consider restricting uses in certain zones to apartments*. The building permit data suggest that a significant amount of land designated for high-density multi-family housing has been developed as single-family attached types that are owner occupied units. Designating certain lands for rental units would encourage development of apartments.

Suggestion: *Examine opportunities for reductions in parking requirements for the provision of apartments meeting certain conditions*. Studies have shown that the number

of vehicles per household is lower in areas that are more conducive to walking and have greater access to transit (City of San Diego Feb. 2011). A unit's size and level of affordability are additional conditions that could be further evaluated in consideration of needed parking and reduced parking requirements.

Suggestion: *Consider policies that encourage redevelopment or adaptive reuse of structures.* The location of rental units is also important. Increasing the supply of rental units near employment centers and the University will make these units more attractive.

Suggestion: *Develop more government-assisted housing*: The data show a need for nearly 800 dwelling units that are affordable to households with annual incomes of $10,000 or less. About 30% of these households, however, are in the 18-24 age range and another 25% are age 65 or over. The data suggest the City would need to develop as many as 50 units per year for the next 20 years to address this need. Given the number of total housing units developed in the City in any given year is typically less than 100, it is unlikely such a target could be met. A more realistic target would be a target based on a percentage of total units developed in collaboration with local housing organizations, which would be 10-15 units annually.

Encourage more affordable single-family housing types. The average sales price of a single-family residence was over $282,000 in 2012. Following are some approaches that can increase more affordable single-family housing types:

Suggestion: *Evaluate land use incentives to provide for small lots intended for small unit development*. The data show a strong correlation between lot size, unit size and housing cost. The City could consider reductions in minimum lot sizes in certain residential zones to specifically promote the development of smaller dwelling units.

Suggestion: *Evaluate land use requirements to reduce barriers for manufactured housing*. The City has identified a need of 2.4% of all future housing to be manufactured homes in subdivisions and manufactured homes in parks. Revising existing policies to more readily enable the placement of manufactured homes is one potential approach to allowing more affordable single family housing.

Suggestion: *Evaluate land use incentives to promote affordable single family housing*. The City should evaluate existing density bonus allocations to better incentivize the voluntary inclusion of affordable single family housing in future developments

Suggestion: *Consider allowing Accessory Residential Units as a permitted use in single family zones*. The integration of ARUs into existing neighborhoods provides for small dedicated rental units serving single or two person households, and could also be a

resource for more affordable housing types. The City should evaluate ways to reduce regulatory barriers to the voluntary inclusion of ARUs in future developments and existing neighborhoods.

Suggestion: *Reduce development fees for low-income projects*: The City should conduct a careful review of the components of housing cost and calculate the percentage of total unit cost that is a result of development fees.

City Accomplishments

Following the Completion of the 2002 Housing Needs Analysis and Housing Action Plan the City has completed a number of actions that directly address the recommendations identified in the prior analysis including the following:

- Develop land use policies and incentives to encourage the development of affordable and needed housing types;
    - Passed annexation and zone change ordinance requirements to require the inclusion of affordable housing in new developments of a type commensurate with the market rate units provided
    - Passed condominium conversion ordinance requirements that help preserve multi-family rental housing and affordable housing.
    - Passed minimum density ordinance requirements to ensure multi-family zoned properties are developed at a minimum of 80% the base density and are thus not developed as large single family lots.
    - Passed an ordinance amendment permitting small accessory residential units to be located on small lots in multi-family zones.
- Develop more government-assisted housing
    - Coordinated with the Housing Authority of Jackson County to develop 60 new units of government assisted affordable rental housing and assisted the project through joint acquisition of land, CDBG awards, and reduced development fees.
- Reduce development fees for low-income projects
    - Amended the City's Affordable Housing System Development Charge waiver program to ensure a minimum period of affordability of 30 years for assisted units.
    - Amended the City's Community Development and Engineering fee waiver program to make affordable units automatically eligible for the waivers.
    - Developed a Housing Trust Fund framework for the dedication of resources to assist the City in meeting housing needs,
- Develop Organizational Capacity for Affordable Housing
    - Dedicated General Fund and Community Development Block Grant (CDBG) resources to maintain a full time Affordable Housing Program staff position to

work with providers of affordable housing to develop more government assisted housing locally;

- Prioritized the use of CDBG funds to support the development of affordable housing consistently awarding the funds to projects that increase the supply of affordable housing

City efforts, in collaboration with the local organizations providing affordable housing, have resulted in over 10% of all housing units developed since 2002 have been secured as affordable to low-moderate income households. This percentage equates to a total of 178[1] units secured as affordable over the last decade.

Section I - Introduction

The housing needs analysis serves as a background report to the Housing Element of the City of Ashland's Comprehensive Plan. The purpose of undertaking an analysis of housing needs is to increase the probability that needed housing types will be built and to ensure that the city has a suitable amount of land to meet the housing development needs.

A housing needs analysis should include a comprehensive analysis of factors affecting housing needs and an up-to-date knowledge of trends affecting housing. Such factors along with household income and cost information, affect the need for various housing types in a community.

Background-Oregon Planning Requirements for Housing

Oregon Revised Statutes (ORS) 197.296 contains two key objectives. These relate to housing and land, as follows:

Housing: Ensure that development occurs at the densities and mix needed to meet a community's housing needs over the next 20 years; Land: Ensure that there is enough buildable land to accommodate the 20 year housing need inside the urban growth boundary (UGB).

The City of Ashland is not required by state planning requirements to undertake a periodic review of housing need since ORS 197.296 only applies to communities with a population of 25,000 or more. However, as a guide to providing for the current and future housing needs of its citizenry, a housing needs analysis is a valuable tool. A housing needs analysis provides elected and appointed officials and city staff with the necessary data to make decisions that balance the needs of the community with regard to housing, redevelopment, annexation and growth management, the preservation of farm land and rural areas with the need to accommodate

[1] See chart "Affordable Units per year" in Appendix D

population growth and economic development. This analysis reviews current conditions and sets the framework for policy discussions on housing needs.

Purpose-Housing Need versus Housing Demand

No one would argue that that everyone should have access to decent, safe and affordable housing, but what does that really mean? Historically the evolution of housing and the housing market have not always provided those basic elements of housing which many of us now take for granted. The market has not always had an incentive or a mandate to provide those basic elements nor was there always agreement on what constituted decent, safe, or affordable when applied to housing units.

- **Decent Housing**: The term decent housing speaks to the physical condition of housing units. Housing that lacks bathroom facilities, electricity, basic plumbing and heating and is free of open exterior holes or cracks, and infestation. One measure of safe and decent housing is the Housing Quality Standards (HQS) checklist developed by HUD (see appendix D).
- **Safe Housing**: Prior to 1927 there were no building codes, with the evolution of homeowner's insurance and the fallout of multiple tragedies due to fire, many communities adopted Uniform Building Codes to create safety standards and regulate the building industry to ensure that such tragedies were averted. In the 1990's the ICC (International Code Council) codes were adopted in most states across the country in an effort to standardize the accepted safety of residential and commercial buildings nationwide.
- **Affordable Housing**: Affordable housing refers to a household's ability to find housing within their financial means. The standard measure of affordability as defined by the U.S. Department of Housing and Urban Development (HUD) is when the cost of rent and utilities (gross rent) is less than 30% of household income. When gross rent levels exceed 30% of income, particularly by a large percentage, it places a significant burden on household finances. Householders who pay more than 30% of their income toward housing costs are called "Cost burdened". Householders who pay more than 50% of their income toward housing costs are called "severely cost burdened". When households are housing "cost burdened" their ability to pay for the other necessities of life are compromised.
- **"Needed housing":** As used in ORS 197.307, "needed housing" means housing types determined to meet the need shown for housing within an urban growth boundary at particular price ranges and rent levels, including the following housing types:
    - Attached and detached single-family housing and multiple family housing for both owner and renter occupancy;
    - Government assisted housing;
    - Mobile home or manufactured dwelling parks as provided in ORS 197.475 to 197.490;
    - Manufactured homes on individual lots planned and zoned for single-family residential use that are in addition to lots within designated manufactured dwelling subdivisions.

Growth Management and Housing Affordability

While state policy does not make a clear distinction between need and demand, it is instructive to make such a distinction based on housing policy:

Housing Need is based on the broad mandate of Goal 10 that requires communities plan for housing that meets the needs of households at all income levels. Thus, Goal 10 implies that everyone has a housing need. However standards defined by public agencies that provide housing assistance (primarily HUD), identify several need components: financial need, housing condition, crowding, and needs of special populations.

Housing Market Demand is what households demonstrate they are willing to purchase or rent in the market place. Growth in population leads to a demand for housing units that is usually met primarily by the construction of new housing units by the private sector based on developer's best judgments about the types of housing that will be absorbed by the market.

It is the role of cities under Goal 10 to adopt and implement policies that will encourage the provision of housing units that meet the needs of all residents. It is unlikely that the housing market in any area will provide housing to meet the needs of every household. However, it is incumbent upon the jurisdiction to endeavor to meet the basic housing needs of its citizenry.

At the extreme there is homelessness: some people do not have any shelter at all. Close behind follows substandard housing (with health and safety problems), space problems (the structure is adequate but overcrowded), and economic and social problems (the structure is adequate in quality and size, but a household has to devote so much of its income to housing payments that other aspects of its quality of life suffer).

Moreover, while some housing is government assisted housing, public agencies do not have the financial resources to meet but a small fraction of that need. New housing does not and is not likely to fully address all these needs because housing developers, like any other business, typically try to maximize their profits.

A common assumption concerning the impact of growth management policies is that by limiting the supply of developable land, such policies reduce the supply of housing. Basic economic theory suggests that if housing supply is low relative to demand, than the price for it will be high, reducing its affordability. However, this is a simplistic view. Housing prices are determined by a variety of complex factors, such as the price of land, the supply and types of existing housing, the demand for housing, the amount of residential choice in the region, and household mobility. Further in a community like Ashland, that is an attractive destination for both tourism and retirement, the "demand" for housing in the community is not isolated to the existing residential base. Rather national market forces are also factors in establishing local housing prices as the potential buyers of Ashland's housing stock come from many areas around the country.

A report by the Brookings Institution Center on Urban and Metropolitan Policy entitled "The Link between Growth Management and Housing Affordability: The Academic Evidence," by Chris Nelson, Rolf Pendall, Gerritt Knapp and Casey Dawkins. The report, a comprehensive review of the academic literature on the link between growth management and housing affordability, found that:

Market demand, not land constraints, is the primary determinant of housing prices. Whether growth management programs are in place or not, the strength of the housing market is the single most important influence on housing prices. For example, Portland's growth in housing prices is more attributed to increase housing demand, increased employment and rising incomes than to its urban growth boundary.

However, both traditional land use regulations and growth management policies can raise the price of housing, but they do so in different ways:

- Traditional zoning and other planning and land use controls limit the supply and accessibility of affordable housing, thereby raising home prices by excluding lower-income households. Such policies, already widespread in the U.S., include requirements for low-density, rules on minimum housing size, or bans against attached or cluster homes.
- Growth management policies improve the supply and location of affordable housing and accommodate other development needs, thereby increasing the desirability of the community and thus the price of housing. However, higher housing prices are often offset by lower transportation and energy costs and better access to jobs, services, and amenities.

Since housing prices may increase in any land use environment, the decision for local governments is between good and bad regulation to improve housing choice. Traditional land use practices tend to zone for low-density, expensive homes that exclude lower-income households. Good growth management policies tend to incorporate policies that increase housing densities, mandate a mix of housing types, and promote regional fair share housing.[2]

The housing needs assessment contained in this report will be used by the City of Ashland Community Development Department and the Ashland Housing Commission to develop a set of strategies to address housing needs in Ashland. The overarching goal is to ensure the development of a stable supply of housing for current and future residents of Ashland at all income levels, and household types.

More specifically, this report is intended to present an evaluation of housing trends in Ashland since the last detailed assessment was completed in 2002, and project current and future housing needs based on 2010 Census data, community questionnaires, and the

[2] The Brookings Institute, 2002.

Housing Needs Model created by former Oregon Housing and Community Services Economist Richard Bjeeland. Specifically, the report:

- Describes socioeconomic characteristics and trends that affect housing;
- Describes recent housing development trends;
- Describes housing condition, tenure, and sales;
- Assesses trends in jobs/housing location;
- Quantifies housing needs by type and density, and compares it with household incomes and other factors.

Housing Needs Analysis Organization

Following the introduction are sections presenting population trends and forecasts, rental housing and ownership housing development trends, forecasts based on population growth, affordability needs, and employment trends with relation to population changes and housing needs. Next the analysis will detail the City's existing housing inventory, its current gaps and surpluses with future housing need projections based on the data from the Housing Needs Model and reconcile those projections with existing and proposed land inventory. Lastly the needs analysis will propose possible policy options for insuring that the City meets the housing and land use needs of the population well into the future.

Section II - Framework for the Needs Analysis-Community Context

Oregon Housing and Community Services (OHCS) and the Department of Land Conservation and Development (DLCD) worked together to identify data and methodology gaps in implementing the State's housing goal. The result is the Oregon Housing Model, which specifically links income and age to housing need and affordability. The analysis uses this housing model as a starting point for projecting Ashland's housing needs to 2040. The analysis will examine Ashland's housing stock in conjunction with the 2011 Buildable Lands Inventory (BLI) and will then evaluate Ashland's housing need by type and price.

This analysis has been compiled using the following data sources:

- U.S. Census Data
- Analysis of current market conditions
- Community and property owner/manager questionnaire
- The Housing Needs Model
- Coordinated Population Projections from Jackson County
- Population Data from Portland State University's Population Research Center
- Employment data from the Oregon Employment Department
- Housing and Development data from the City of Ashland and Jackson County
- All other citations and resources are referenced in the footnotes and attached bibliography.

Historic Population Trends

Incorporated in 1874, Ashland had a population of just 300. Located on a stage line with established woolen and lumber mills, the economy of the city at that time was predominantly agricultural. By 1900 the City had a grown to 3,000 residents. Ashland became the division point for the Southern Pacific's San Francisco-Portland rail line. The city experienced a population boom with the coming of the rail road. In 1899 a normal school was established. Over time the institution became known as Southern Oregon State College and eventually Southern Oregon University. The University has helped attract diverse populations to the community contributing to both the economic and cultural development of the community.

Between 1900 and 1950 the population grew steadily to 7,739. Then with the emergence of the timber industry in the Rogue Valley, the city once again experienced a population boom almost doubling in size to 12,342, by 1970. The decade between 1970 and 1980 saw heavy migration to Oregon from other states, in that time the City's population increased by approximately 2,600 people. By the late 1970's the main economic support for the Ashland community came from the

growth of the tourism industry spurred by the popularity of the Oregon Shakespeare Festival. The travel/tourism industry helped to establish a base for the hospitality industry, retail shops, and restaurants, as well as other cultural and artistic venues. By 1980, population growth tapered off as the City experienced the impacts of a statewide recession and the decline in the timber industry. The city long known for its cultural attractions and quality of life became an ideal spot for retirees. At the same time, mills were closing taking with them the living wage jobs that they provided to many area families. Despite the presence of Southern Oregon State College, the number of people aged 15-29 began to decrease. By the mid 1990's an alarming trend of elementary school closures swept the city as families moved away in search of living wage jobs and affordable housing in neighboring cities.

Jackson County has a retirement population that exceeds the state average.[3] This is especially true of Ashland which has been an attractive area for retirees. A demographers report completed for the Ashland School District by Portland State University's Population Research Center noted that; "the largest population growth has been and will continue to be in age groups represented by the large baby boom cohort." In 2000 there was an influx of people in the 40-50 age range, and it is estimated that by 2020 the age will range from 60-70.[4] This trend, illustrated in Table 1.1 below, is seen in retirement communities throughout the nation as the Baby Boomers, America's largest generation ages. This has had a disproportionately greater impact on areas like Ashland and the rest of Southern Oregon, as they are popular areas for retirement. It is expected that the retirement population will continue to grow, at the same rate or faster than it has in the past two decades. The impact of a significant retiree population has had a marked affect on several aspects of the Ashland community. The needs of a largely older, retired population have significantly affected the types of employment found in Ashland and surrounding areas. There has been a significant increase in the number of health care, medical, and support service jobs due to this trend. Similarly, the rise in retail and service sector jobs is associated with this trend. Unfortunately these new employment opportunities on average offer relatively low wages. While the increase of the retirement population has created a demand for low wage jobs, it has also driven up the cost of living, specifically with regard to real estate. Lastly, as mentioned above, the increase in retirement age residents and the high cost of living has created a situation whereby families are finding housing and/or employment elsewhere, which is having an impact on local schools.

[3] Southern Oregon Workforce Housing Summit, February 2006, pg. 23.
[4] Population Research Center, Portland State University, Ashland School District Population and Enrollment Forecasts 2009-10 to 2018-19, (Demographer Report), December 2008, Pg. 7.

Table 2.1

Ashland Population by Age Group[5]								
	1990	**% of total**	**2000**	**% of total**	**2008**	**% of total**	**2010**	**% of total**
Under age 5	793	4.8%	802	4.1%	1,315	6.3%	1068	5.3%
Age 5-9	5,391	33.2%	923	4.7%	1,065	5.1%	1002	5%
Age 10-14			1,144	5.9%	951	4.6%	1206	6.0%
Age 15-19			1,906	9.8%	1,613	7.8%	1655	8.2%
Age 20-24			2,314	11.9%	2,251	10.8%	1885	9.4%
Age 25-34	5,126	31.5%	2,174	11.1%	2,873	13.8%	2248	11.2%
Age 35-44			2,378	12.2%	2,096	10.1%	1918	9.5%
Age 45-54	1,545	9.5%	3,249	16.6%	2,072	10.0%	2694	13.4%
Age 55-59	551	3.3%	1,042	5.3%	1,822	8.8%	1806	9.0%
Age 60-64	595	3.6%	694	3.6%	1,318	6.3%	1406	7.0%
Age 65-74	1,279	7.8%	1,272	6.5%	1,671	8.0%	1562	7.8%
Age 75-84	771	4.7%	1,143	5.9%	1,279	6.2%	1259	6.3%
85 and over	184	1.1%	481	2.5%	456	2.2%	394	2.0%
Total Population	**16,234**	100%	**19,522**	100%	**20,782**	100%	**20,103**	100%
Total Population 55 and older	**3,380**	**20.8%**	**4632**	**23.8%**	**6546**	**31.6%**	**6,427**	**32%**

Economic Conditions

As noted in the narrative above, the City's economic development grew out of its location along major transportation routes, agricultural pursuits, and natural and cultural resources. As industries based on natural and agriculture resources waned, those farm and factory/mill jobs were replaced by predominantly service sector employment and health care driven by a shift in the population toward an older demographic (see table 1.2 above). Often these service sector jobs offer lower wages, fewer benefits, and less steady employment. These factors contributed greatly to a decrease in living wage jobs within the city, prompting many young families to seek employment elsewhere and lowering the median income of the area significantly. The 2006-2010 American Community Survey 5-year estimates the median household income for the City of Ashland at $40,140. This is lower than the median household income of Jackson County as a whole which is estimated to be $44,142, and significantly lower than the median income of the average American household, at $51,914. Similarly, the percentage of families and individual living below the poverty level is substantially greater in Ashland than in Jackson County, in the State of Oregon or in the rest of the Nation. See table 1.2 below for details.

[5]United States. Bureau of the Census. 2006-2010 American Community Survey 5-Year Estimates and 1990, 2000 statistical abstract of the United States.

Table 2.2

Percent in Poverty				
Household type	**Ashland**	**Jackson County**	**State of Oregon**	**United States**
Percentage of families in poverty	11.5%	9.9%	9.6%	10.1%
Percentage of Individuals in poverty	18.8%	14.0%	14.0%	13.8%

Source: 2006-2010 American Community Survey 5-year Estimates

According to 2000 Census Data[6] the highest proportion of low- and moderate-income households are found in the central areas of the city north of Siskiyou Blvd, primarily in census tracks 19.1, 19.2 and 18.4. This area has a larger proportion of the city's multi-family properties and is located near the University. Census data does not account for the student or seasonal population so no conclusions can be drawn about how the student population affects these census tracts. Census data does show however that these census tracts have the highest percentage of minority populations and can be considered a concentration of minority population in the city with 18, 15, and 15 percent minority populations in each census tract respectively.

Income in Oregon has been below the national average for the last quarter of a century. There are four basic reasons that income has been lower in Oregon and Jackson County than in the U.S.

- Wages for similar jobs are lower;
- The occupational mix of employment is weighted toward lower paying occupations;
- A higher proportion of the population in Jackson County consists of seniors who receive only social security;
- Due to a higher proportion of seniors in the population, there is a lower proportion of working age residents.[7]

[6] 2010 Census information at that level is not yet available.
[7] City of Ashland, Planning Department, Economic Opportunities Analysis 2007.

Table 2.3

Household Income 2000-2010				
	Number of households (2000)	**Percentage of households (2000)**	**Number of households (2010)**	**Percentage of households (2010)**
All Households	8,552	100%	9,339	100%
Less than 10,000	1,173	13.7%	906	9.7%
$10,000 to $14,999	918	10.7%	677	7.2%
$15,000 to $24,999	1,300	15.2%	1,203	12.9%
$25,000 to $34,999	1,090	12.7%	1,286	13.8%
$35,000 to $49,999	1,141	13.3%	1,490	16.0%
$50,000 to $74,999	1,309	15.3%	1,553	16.6%
$75,000 to $99,999	789	9.2%	779	8.3%
$100,000 to $149,999	545	6.4%	819	8.8%
$150,000 to $199,999	166	1.9%	294	3.1%
$200,000 or More	121	1.4%	332	3.6%
Median Income	**$32,670**		**$40,140**	

Sources: U.S Census Bureau 2000 and 2010 Census data

Employment

Census counts estimate that 16,564 residents are 16 years old and older; of that number 10,322 are in the labor force. The unemployment rate in Ashland at the time of the American Community Survey 2006-2010 5-year estimates was 8.1%. However, current Oregon Employment Department data shows the unemployment rates for Jackson County in March of 2012 were 10.6% down from 11.3% in March of 2011. The unemployment rate for the State of Oregon is slightly higher than that of the rest of the country; though significantly lower than that of Jackson County at 8.6%.

Between 2000 and 2007 Jackson County added 10,246 jobs, twelve percent over the seven year period. Growth slowed in early 2008 and in October 2008 the country began to post year to year job losses. By 2010, employment had fallen below its 2004 level, mainly due to the loss of 9,550 jobs between 2007 and 2010.[8] In a recent press release, the Oregon Employment Department stated. "As the recovery from the Great Recession continues, unemployment rates continue their slow downward drift. Unlike Oregon overall, job growth has yet to resume in the Rogue Valley. But we were in a deep hole and it will take a number of years to gain back all of the jobs lost. As government sectors are continuing to grapple with revenue losses, these sectors are poised for continued job cuts."[9] Though all sectors of the economy have experienced severe job losses and contraction, the public sector, construction and the hospitality industry, three major employers in the region and in Ashland have been hard hit by the recent economic downturn. It would be difficult to estimate the true impact that the economic downturn has had on the employment

[8] Current Employment by Industry," Oregon Employment Department, OLMIS. Average annual non-farm employment in Jacskon County was 83,910 in 2007, 75,640 in 2008, and 74,360 in 2010.
[9] Recent Trends: Region 8, Guy Tauer, Published April 1, 2012, Oregon Employment Department, Worksource qualityinfo.org

trends in the City of Ashland at this time. However, it is easy to surmise that there is a delicate balance to an economy based on health care, education, tourism, and recreation. Industries that rely on discretionary income often are the first to suffer in an economic downturn. Within the City of Ashland the hospitality industry, food service, retail trade, and entertainment top the list of industries in which a majority of area residents are employed. See table 1.4 below.

Table 2.4

Employment and Industry				
Industry	**Ashland**	**Medford**	**Jackson County**	**State of Oregon**
Education Services, Health Care, Social Assistance	27.9%	20.1%	21.1%	20.9%
Arts, Entertainment, Recreation, Accommodation, and food service	16.6%	11.7%	10.5%	9.2%
Retail Trade	11.9%	18.2%	16.3%	12.3%
Professional, Scientific, Management, Administrative, waste management	13.1%	8.9%	9.1%	10.0%
Manufacturing	4.9%	8.8%	8.8%	11.8%
Construction	4.8%	6.1%	7.3%	7.0%
Finance, Insurance, Real Estate, Rental and Leasing.	3.3%	6.9%	5.5%	6.4%

Source: Bureau of the Census. 2006-2010 American Community Survey 5-Year Estimates.

Table 2.4 shows that the predominant industries in Medford and Ashland are largely similar, but that the macro-economies of Jackson County and the State of Oregon as a whole show a more equitable distribution of employment throughout several diversified industries, though all employment within the state relies heavily on Education, Health Care, and Social Assistance. All of the predominant industries in the state show a particular vulnerability toward the housing and stock market's collapse and the ensuing economic downturn. This no doubt accounts for the State of Oregon having one of the highest unemployment rates in the country.

Many Ashland Residents are employed outside of the City, and conversely many employees of Ashland businesses live outside of the Ashland Community. The 2006-2010 American Community Survey estimates that 68.6% of workers 16 years old and older commute an average of 16 minutes to get to their place of employment. The majority of those commuting to work drove alone, 6.2 percent carpooled, 1.3 percent took public transportation, and 18 percent used other means. The remaining 13.3 percent worked at home. This number has grown since 2000, when 65.2% of workers reported commuting to work. Workers who routinely commute to work put added strain on both the environment through the production of pollution and the demand for fossil fuels, and public infrastructure such as roadways and parking. The City of Ashland continues to experience issues with traffic congestion, pedestrian safety, and parking. The lack of housing which is affordable, accessible, and located near employment options continues to strain the city's resources and hamper its economic development. In the 2006 Workforce Housing Summit Workbook, Guy Tauer, Regional Economist with the Oregon Employment

Department stated "Many communities and businesses have realized that their future economic prosperity is dependent on being able to provide adequate and affordable housing for their workforce, and have taken a proactive approach to dealing with this impending crisis." [10]

In 2011 the Ashland City Council Adopted an Economic Development strategy which was the result of an extensive public process guided by two sub-committees appointed by the Mayor and confirmed by the Council. The subcommittees consisted of representatives from the business community, economic professionals, regional and state economic development agencies and community stakeholders.

The Economic Development strategy identifies several strengths and weaknesses in the current economic environment. Namely, the City's primary economic industry which once consisted of mill/factory work has been replaced by tourism. The nature of tourism in the region is seasonal and the wages are traditionally low.

Two factors stand out as having an adverse impact upon the potential for economic development in Ashland; housing affordability, particularly the lack of workforce housing and the limited land supply for industrial development. [11] The City adopted a Buildable Lands Inventory update in 2011 which has since determined that the current supply of developable commercial lands is greater than the land need projected by the EOA[12] *(Appendix Table A4).*

Community Visions and Values

In April 2009, the Ashland City Council began work on goals to guide the City's work for the next 18 to 24 months. To guide their goal setting, the City Council first defined their values. They described, in positive terms, the things they use to make decisions about what is good for the community and good for the City of Ashland as an organization. As members of the Ashland City Council, we value:

- **Participatory government.** We value government that is open, accessible, honest and democratic. We value responsive and visionary leadership by elected officials. We have professional, high quality staff. We seek to be efficient and effective with public funds. Our citizens are engaged with their local government as volunteers and in critical community decisions.

- **Natural Environment.** Our town is part of nature's community. We seek to enhance the quality of water, land, air, and wildlife. We actively support energy conservation and alternative energy generation. Our parks and open spaces provide habitat for plants and animals and access to nature for our residents.

- **Responsible Land Use**. We value sustainable use of land, water, energy, and public services; our architectural heritage; and buildings with quality design and construction.

[10] Southern Oregon Workforce Housing Summit, February 2006.
[11] Economic Opportunity Analysis for the City of Ashland, Eco-northwest, 2007.
[12] City of Ashland, Planning Department, Buildable Lands Inventory 2001, pg 11.

We value a vibrant downtown, Lithia Park and strong neighborhoods. We support transit, bicycling, and walking throughout our land use plans.

- **Free Expression**. We invite the exchange of diverse ideas. We value the social, economic, and creative contributions of the arts, cultural activities, and community events.

- **Diversity**. We are a welcoming community that invites and respects the individuality and contributions of all people.

- **Economy**. We value an economy that creates wealth for all. We strive to nurture homegrown business and to connect local consumers to local products. Our economy supports arts and culture, connects to Southern Oregon University, and supports high quality public services. We value a business community in tune with the environment and that provides good wages and economic choices for individuals and families.

- **Distinctiveness**. Ashland is a unique part of the Rogue Valley. We depend on partnerships in our community and region to meet many of the needs of our residents. At the same time, we value our ability to develop innovative approaches and to chart our own course.

- **Education**. We value lifelong education. We value the social, economic, cultural, and civic contributions of strong, integrated educational institutions.

- **Basic Needs**. We believe each person needs public safety, water, sanitation, adequate food, clothing, housing, transportation, and health care.

- **Community**. We believe Ashland is a unique and special place. Residents participate in community life and feel a sense of belonging. Community gardens, neighborhoods, schools, volunteerism, and events bring our residents together. Residents look out for each other and support those in need.

What objectives do housing policies try to achieve?

The development of new housing units is primarily driven by the private market and are built and owned privately. While land use powers of local governments can impact the development of certain housing types, the primary role of local governments has been on regulation to promote public health and safety and to provide for the installation of infrastructure. Housing policies work to address housing in four categories:

- *Community Life*. From a community perspective, housing policy is intended to provide and maintain safe, sanitary and satisfactory housing with efficiently and economically organized community facilities to service it. In other words, housing should be coordinated with other community and public services. Although local policies do not always articulate this, they are implicit in most local government operations.

Comprehensive plans, zoning, subdivision ordinances, building codes, and capital improvement programs are techniques most cities use to manage housing an its development. Local public facilities such as schools, fire and police stations, parks, and roads are usually designed and coordinated to meet demands created by housing development.

- *Social and equity concerns*. The key objective of social goals is to reduce or eliminate housing inadequacies affecting the poor, those unable to find suitable housing, and those discriminated against. In other words, communities have an obligation to provide safe, satisfactory housing opportunities to all households, at costs they can afford, without regard to income, race, religion, national origin, family structure, or disability.
- *Design and environmental quality*. The location and design of housing affect the natural environment, residents' quality of life, and the nature of community life. The objectives of policies that address design and environmental quality include neighborhood and housing designs that meet: household needs, maintain quality of life, provide efficient use of land and resources, reduce environmental impacts, and allow for the establishment of social and civic life and institutions. Most communities address these issues though local building codes, comprehensive land use plans, and development codes.
- *Stability of production*. Housing is a factor in every community's economy. The cyclical nature of housing markets, however, crates uncertainties for investment, labor, and builders. The International City Manager's Association suggests that local government policies should address this issue-most do not. Moreover, external factors (e.g. interest rates, cost building materials, etc.) that bear upon local housing markets tend to undermine the effectiveness of such policies.

Section III - Housing Trends & Existing Conditions

Analysis of historical development trends provides insights into how the local housing market is working. The housing type, mix, and density of past trends are key variables in forecasting future land need. To undertake such an analysis the following parameters are established:

- Determine the time period for which the data must be gathered.
- Identify types of housing to address (all needed housing types).
- Evaluate permit/subdivision data to calculate the actual mix, average actual gross density, and average actual net density of all housing types.

In completing this analysis the City reviewed the housing mix and density of development that occurred from 2000 through 2011 (as the 2002 HNA reviewed that data through 2001). This long term analysis provides greater insight into the functioning of the local housing market than would a typical five year period given fluctuation especially in consideration of the national housing market collapse following the subprime mortgage crisis that began in 2008.

Table 3.1 shows the actual type distribution of new housing units developed between 2000 and 2011.

Table 3.1

Housing mix by Permit Issued 2000-2011			
Housing Type	Buildings	Units	Percent of Units
Single-Family	1159	1159	80.3%
Two-Family	19	38	2.6%
Three and Four-Family	14	45	3.1%
Five or More	30	202	13.9%
Total	1222	1444	100%

Source: U.S. Census Bureau data 2000 and 2010

According to Census Data, Ashland added 1,444 new dwelling units between 2000 and 2011. This is a 16% increase in the total number of dwellings over 10 years. This rate of unit growth is down from 26% in the previous ten year period. As seen in the table above (Table 3.1), the trend identified in both the 2002 HNA and the 2007 RNA, of single family development over multi-family development has continued.

Residential Construction Trends

Housing development trends identified in the 2002 HNA have persisted. Namely single family housing development has continued to outstrip the development of multi-family housing by a significant margin. The need for multi-family housing continues to grow, while the development of multi-family housing continues to lag. Rental units in price ranges affordable to those with

the lowest incomes are in the most demand. Lastly, ownership housing affordable to those making median income to 120% of Area Median Income in Ashland despite recent gains is still out of reach.

Single Family

In 2000 the estimate of one-unit detached, and one-unit attached dwelling units represented 65.3% of the housing stock. The 2008-2010 ACS estimates that one-unit attached and detached units make up 71.9% of the City's housing stock. This is an increase of 6.6% over the past decade. There has been and continues to be a clear trend of the development of single-family housing types over all other housing types.

Multi-family

The 2008-2010 ACS estimates that Ashland's housing stock is made up primarily of single family units, with only 29.4% multi-family units. This disparity in the development of single family versus multi-family development is shown in table 3.1 above.

Condominium Ownership

The City allows conversion of existing apartments to ownership units only in cases where 25% of the units converted are affordable and where the current residents have first right of refusal. The Affordable Housing Program parameters under resolution 2006-13 establish that rental apartments converted into condominiums are to be affordable at the 80% income level for a period of not less than 30 years. Since 2003, ninety-two units have converted from rental units to condo-minimized ownership units. Twenty-eight of those units which have converted have been deed restricted as affordable. In that same period sixty-three new Condominium units have been developed. Since 2008 no new condominium units have been built or converted.

Retirement and assisted living

The City of Ashland has three large retirement/assisted living facilities and one nursing home. Altogether these facilities comprise 293 dwelling units and maintain an average occupancy rate of approximately 82%. These facilities were developed primarily in the 1980's and early 1990's. No new facilities have been developed in the last decade.

Group care homes

The City currently has a total of five group homes for youth and special needs populations able to accommodate up to 28 individuals. The University has four group housing complexes on campus offering a total of 1070 beds. The university is currently in the process of building a new residence hall which is estimated to house over 800 people within two separate buildings. However, these new beds will not increase capacity but will replace existing beds currently available in other complexes whose space will be converted to other uses.

Table 3.2

2006-2010 ACS 5-Year Estimates Housing Units by Type					
Units In Structure	2000 Estimate	2000 %	2010 Estimate	2010 %	% Change
Total Housing Units	**9,071**	**100%**	**10,230**	**100%**	**12.8%**
1-Unit, detached	**5,375**	**59.3%**	**6,503**	**63.6%**	**21%**
1-Unit, attached	**544**	**6.0%**	**853**	**8.3%**	**56.8%**
2 Units	**458**	**5.0%**	**526**	**5.1%**	**14.8%**
3-4 Units	**641**	**7.1%**	**530**	**5.2%**	**-17.3%**
5-9 Units	**609**	**6.7%**	**513**	**5.0%**	**-15.8%**
10-19 Units	**380**	**4.2%**	**405**	**7.3%**	**6.6%**
20 or More Units	**821**	**9.1%**	**746**	**7.3%**	**-9.1%**
Mobile Home	**225**	**2.5%**	**154**	**1.5%**	**-31.6%**

Table 3.3

Homeownership/Rental Rate Comparison				
	% Renters 2000	% Owners 2000	% Renters 2010	% Owners 2010
Ashland	47.7%	52.3%	49%	51%
Jackson County	33.5%	66.5%	36.7%	63.3%
State of Oregon	35.7%	64.3%	36.2%	63.8%

U.S. Census Bureau

Income and affordability of Housing

Housing costs are influenced by several factors, including: lot size, land cost, availability of materials, labor, interest rates, and supply and demand. Housing Choice is often driven by a household's income. Similarly, income is a key indicator of a households' ability to find and retain safe, decent housing. Income is also the main determinant in most householders' housing choice. A household which is cost burdened by a rent or mortgage payment (an amount which requires a 30% or more of a household's income) is less stable and more susceptible to losing that housing should some disruption to employment, health crisis or other unexpected circumstance arise. These vulnerable households can then fall into homelessness, or require state or federal assistance to become stable again. Ability of a household to afford monthly rent or mortgage costs will, for the most part, also be the determining factor in where a householder chooses to live. Often the household will forego other housing priorities, such as square footage, bedroom size, household amenities, commute time to work, and other quality of life choices due to housing affordability.

Renter households are two times more likely to be cost burdened than owner households. Approximately 2,737 or 63% of renter households experience cost burden, while only 1,352 or 48% of homeowners experience cost burden from housing costs. This can be attributed in part to a higher percentage of low-income rental households than owner households. In 2000, 37% of Ownership households paid less than 15% of their incomes toward mortgage costs, while a full

45% of renters paid more than 35% of their incomes toward housing costs.[13] In the ensuing decade the rapid rise in housing values has substantially increased the costs of homeownership, but even with that increase homeowners as a group still tend to experience less cost burden than renters.

As seen in Section II- Framework for Housing Needs-Community Context, the City of Ashland has a higher percentage of families and individuals living below the poverty level than Jackson County or the State of Oregon as a whole. The City also has a higher proportion of lower paying service sector jobs and a higher percentage of seniors in the population than in other parts of the County or State. These factors contribute to the large percentage of households experiencing cost burden.

According to the State Housing and Community Services Department, housing cost in 1990 was increasing at a rate of 9% while household income increased at an annual rate of 2%. Between 2000 and 2010 median mortgage costs for homeowners in Ashland went up by 53%. Rental costs for Ashland residents increased 47% in that same period. While median Household income increased by only 22.9%.[14] This long term trend of housing costs outstripping incomes has exacerbated the demand for affordable housing throughout the state. The increasing need for affordable housing units has taxed the traditional methods of funding affordable housing and cannot be sustained into the future should the trend continue.

Rental Units

2008-2010 ACS estimates that 48.2% of all occupied housing units or 4,498 are renter occupied units. Fair Market rents for Jackson County as established by the Department of Housing and Urban Development mandate the maximum amount that projects developed using Low Income Housing Tax Credits (LIHTC) or Tax-Exempt bonds are allowed to charge. These amounts correspond to the HUD income guidelines for that area. In 2012 the Fair Market rent for a two bedroom unit was $807 a month. In order for an individual to afford a rental unit at that rate, and not experience cost burden, they would need to earn $15.13 an hour. Currently the 2008-2010 ACS estimates that the median income for a worker in Ashland is $19,042 per year or $9.92 an hour. Currently a HUD regulated two bedroom unit in Ashland is mandated to rent for $590 a month.

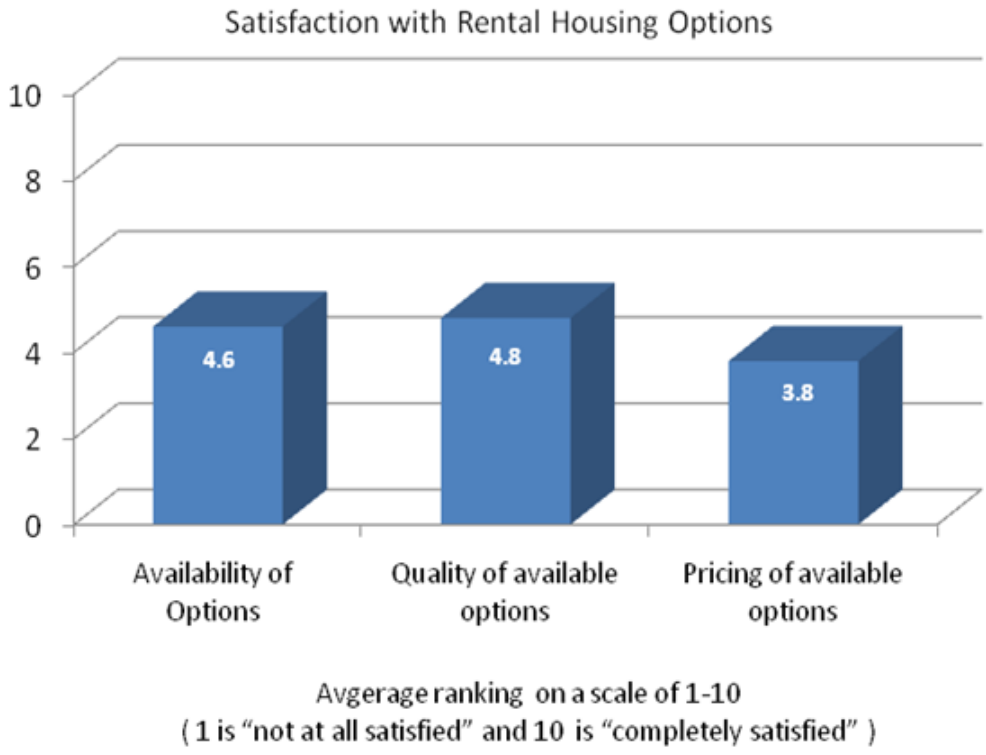
In 2012 the City of Ashland posted a questionnaire on the City's website that looked as specific housing related questions some of which corresponded to questions posed in the 2007 Rental Needs Analysis' random call survey conducted by Riley Research. The City also sent out a business reply mailer to a selected list of rental property owners and property management companies compiled from two sources; the City's business license registry(which included all businesses who rent six or more units), and the list of rental properties developed by SOU

[13] 2006-2010 American Community Survey 5-Year Estimates and 2000 Census.
[14] Ibid.

planning students in 2007. The information gathered from the community questionnaire and the direct mailing are cited throughout this document.

One question posed asked respondents to rate rental housing options in three areas on a scale of one to ten. Of the 110 respondents that answered the question, the majority believed that the availability of rental options, the quality of rentals, and rental pricing were all less than satisfactory. While the majority of the respondents felt that rent availability and quality were somewhat satisfactory, the overwhelming majority of respondents felt that rental pricing was unsatisfactory.

Chart 3.1



Extremely-Low Income (Less than 30% of Area Median Income): As shown in Chart 3.2 below, the findings of the Housing Needs Model for the City of Ashland using 2010 Census Data, the City of Ashland has a shortage of rental units affordable to those residents with the lowest incomes; those making less than $10,000 a year. According to the Housing Needs Analysis, only 3.05% of the City's rental housing stock meets the needs of this population at approximately 152 units. The City's current need for rental housing in a price range affordable to those with the lowest income is estimated to be 955 units; this leaves a gap of approximately 803 units to meet the needs of these very low income households. Housing Units affordable to these populations, which include predominantly households under the age of 35 and to a lesser extent over the age of 55, could be offset by Housing Choice (formerly section 8) Vouchers. The

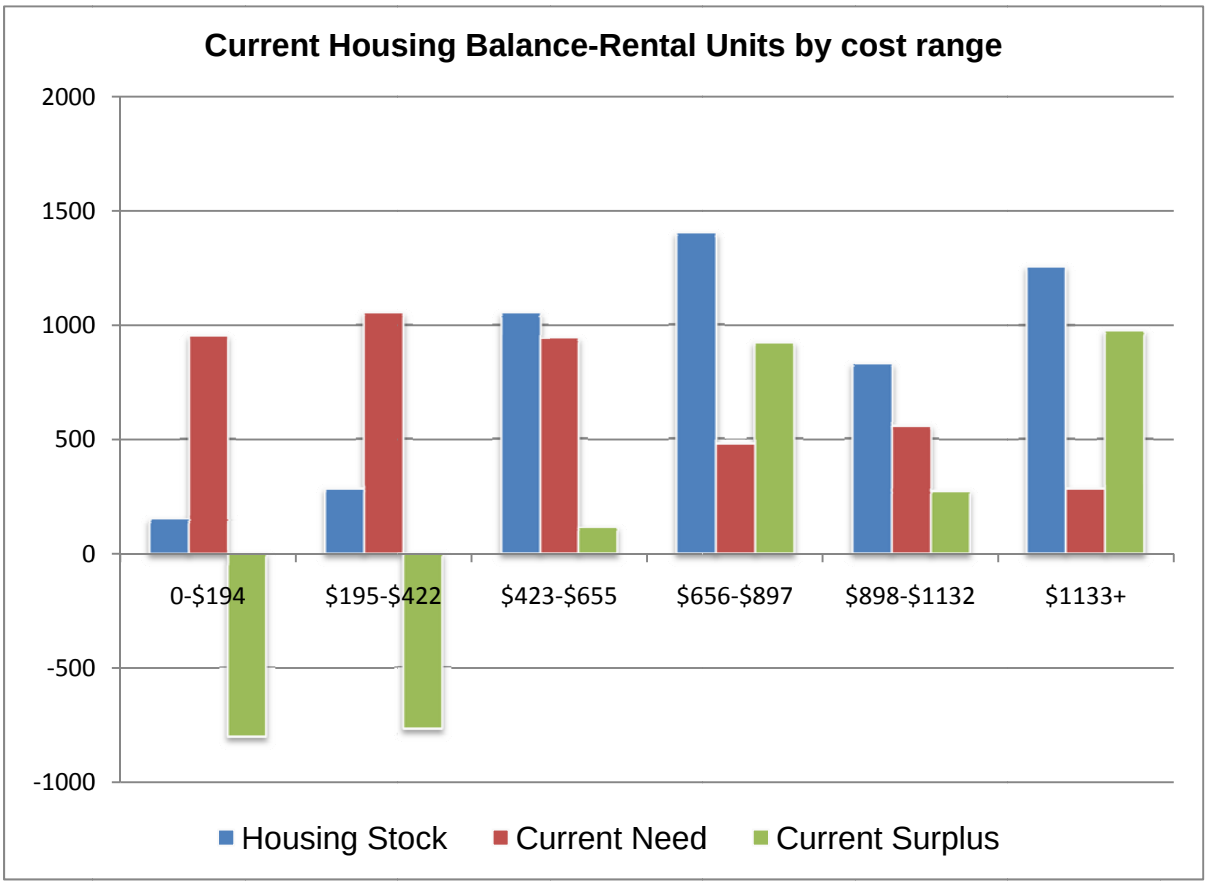
729 households under the age of 35 that report having an income of under $10,000 a year may be due in part to the presence of Southern Oregon University, which includes a high percentage of non-traditional students. Currently there are approximately 100 households who receive a rental subsidy voucher from the Department of Housing and Urban Development to offset housing costs. There are 142 project based subsidized rental units located within the City of Ashland. Of these units 73 are set to expire within the next 5 years and the waiting list for portable vouchers through the Housing Authority of Jackson County is approximately three to four years out. Households making 30% of the AMI or less make up approximately 12.2% of all Ashland households.

Low-Income (Between 30% and 50% of Area Median Income): The current supply of housing units affordable to low-income populations represents approximately 5.68% of the City's rental housing stock or 283 units. The current estimated need for housing affordable to this income group is 1,052 units; leaving a gap of approximately 769 units. The proportion of households represented by this income group is fairly evenly dispersed though all age groups and represents 11.3% of all households.

Moderate Income (Between 50% and 80% of Area Median Income): The current supply of housing units affordable to moderate income populations represents approximately 49.3% of the City's rental housing stock or 2,453 units. This is by far the majority of the City's rental housing stock, however at the low end of the income scale (50%) nearly half of the units that fall in this rental category would not be affordable. The need for rental units at this price point is in far less demand as the current need is estimated to be 1,420 units, leaving a surplus of 1,034 rental units affordable to people making between 50 and 80 percent of the AMI.

Median Income and above (100% and above): The current supply of housing units affordable to the population making above 80% AMI represents approximately 42% of all rental housing units. At 2,088 units, rental housing units in this price range (approximately $898-over $1,133 a month) are in the least demand, with current need estimated to be approximately 840 households able to afford units in this price range, creating a surplus of 1,248 units. The surplus in units may be due to the fact that households that are able to afford a higher rent may be opting for a unit below that which that household may be able to afford, thereby exacerbating the deficit of rentals at the lower end of the income scale.

Chart 3.2



Ownership Units

Extremely-Low Income (Less than 30% of Area Median Income): An individual making 30% of AMI or $12,300 a year according to the 2012 HUD income guidelines would be able to afford to purchase a housing unit for a maximum of $51,115. There is very little availability of housing at this income level, Rogue Valley Habitat for Humanity provides housing targeting extremely low-income households, but with the extremely low purchase price the private market is unable to provide ownership units at this level. Some Mobile and Manufactured home units in a park might be within this price range.

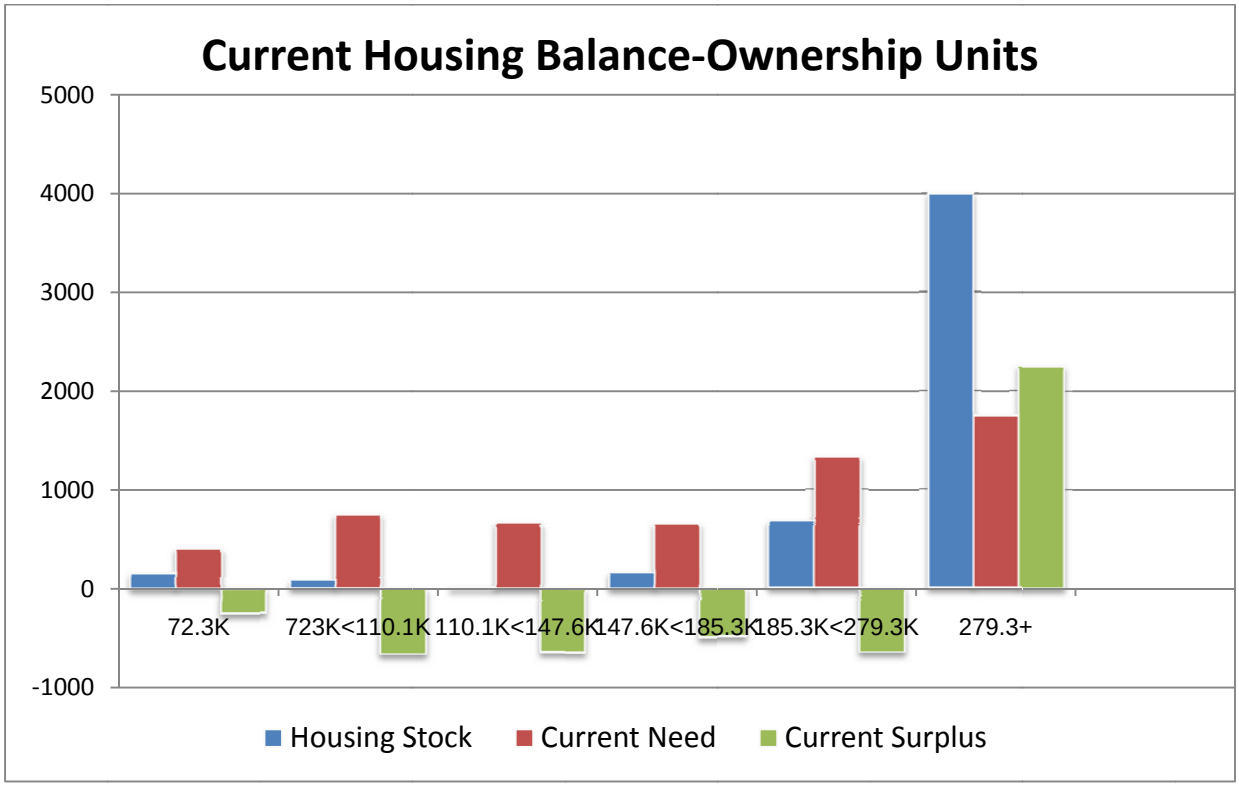
Low-Income (Between 30% and 50% of Area Median Income): The Housing Needs Analysis estimates that there are 150 existing units available for $72.3 thousand and below, and an estimated need of 401 units at this level. This leaves a gap of 251 ownership units affordable to households earning 30%-50% of the AMI.

Moderate Income (Between 50% and 80% of Area Median Income): The number of ownership units available that are affordable to people making 50% to 80% of AMI is estimated to be approximately 260. The estimated need for ownership units costing between $72K-$185.3K is 2,070. The units at the high end of the price scale would be unaffordable to those earning below 50% of AMI.

Median Income: There is a limited supply of ownership units affordable to those earning median income. According to the National Association of Home Builders Affordable Housing Price Calculator[15], a household making the median income for the Medford/Ashland area could afford to purchase a house for $163,126. The calculator assumes a 20% down payment, current interest rates on a 30 year fixed loan assuming a 90% loan to value ratio. The Housing Needs Model estimates that there are approximately 410 units available between $185,300 and below. While many households earning median income could qualify for a loan to purchase a house at the lower end of the scale, those same households would be cost burdened it they had to pay a mortgage on a housing unit of over $163,000.

Over 78% of the City's ownership housing stock consists of units which cost $279,300 and above, while the demand for housing units in that price range is only about 1,750 households. From Chart 3.3 below it is clear that the private market has provided a surplus of high cost housing, over 2,255 units, while the remaining 22% of the housing stock available for sale costing less than $279,300 is in such demand that there is a housing gap of 3,147 units. The highest demand is for those units affordable to households making the 100% AMI to 120% AMI at approximately 1,332 households.

Chart 3.3



[15] National Association of Homebuilders affordability calculator: http://www.nahb.org/generic.aspx?genericContentID=78355

While it is clear that it is not profitable for the private market to build housing targeting those households at the 50% of AMI and below, housing units targeting 50% to 100% AMI while slightly more feasible still requires some incentive and subsidy to make the development feasible. Further, these units will have to compete with units of a similar price in the nearby markets of Talent, Phoenix, and Medford, which while requiring a longer commute time, can often offer more house for the same or even a lower price. At the same time the only entities that can provide ownership housing targeting moderate and low-income households are affordable housing providers, which utilize federal, state and local tax credit and subsidy programs in order to develop such units. These entities are few in a small region like Southern Oregon and must compete with the rest of the state for funding. Capacity building for these affordable housing entities can be difficult as affordable housing financing can be a complex and highly competitive process, and more so in a time of shrinking federal and state funding for such programs.

Buildable land supply

Land supply affects land price and by extension, housing price. Statewide Planning Goal 10, and ORS 197.296, requires communities to maintain a 20-year supply of buildable residential land within their Urban Growth Boundaries. The City of Ashland's supply of buildable lands was recently quantified in the 2011 Buildable Lands inventory adopted in November 2011.

The land availability component of a Buildable Lands Inventory needs to be compared to the expected demand for various housing types to ensure minimum 20 year availability. This Housing Needs Analysis provides a detailed assessment of precisely what mix of housing types will be needed through 2040 (see Table 7.1). Using this projected housing type need, and correlating it to the land availability in each Comprehensive Plan designation we can ascertain whether sufficient land will be available over the next 20 years or longer.

Table 3.4

Housing demand /capacity comparison by unit type			
Existing Dwelling Unit Capacity (2010 BLI)	SFR	Multi-family	Totals
	1469	1384	2853
Needed Units per Housing Gap Analysis through 2040	1557	1759	3316
Deficit by 2040	-88	-375	-463
Annual units needed through 2040	55.6	62.8	118.4
Total Year Supply	**26.4**	**22.0**	**24.1**

The City estimates vacant buildable lands in all designations that allow residential uses have a total capacity of 2853 dwelling units within the urban growth boundary. This estimate includes a 50% reduction for residential on Commercial and Employment Lands as such units are not required and it is unlikely that all future commercial development will incorporate a residential component. As demonstrated in Table 3.4 this capacity would accommodate approximately 22 years of multi-family housing growth, and 26.4 years of single family development.

Distribution of these potential housing units on available buildable lands based on comprehensive plan designation is more fully detailed below.

Table 3.5

Future Needed Unit Distributed by Comprehensive Plan Designation				
Comprehensive Plan	**Net Buildable Acres**	**Existing Dwelling Unit Capacity (2011 BLI)**	**Dwelling Units by Type distributed into existing capacity**	
			SFR	**Multi-family**
Airport	Per Airport Master Plan	0	0	0
Commercial	15.8	252	0	252
Croman Mill	62.8	340	0	340
Downtown	2	53	0	53
Employment	105.1	221	0	221
HC	1.4	15	0	15
HDR	8.9	162	0	162
Industrial	12.1	0	0	0
LDR	38.1	70	70	0
MFR	30.8	323	0	323
NM	17.7	118	100	18
SFR	214	875	875	0
SFRR	48	103	103	0
SOU	19.5	SOU Master Plan	0	0
Suburban R	42.3	311	311	0
Woodland	4.3	10	10	0
Totals	**622.8**	**2853**	**1469**	**1384**

Note: *Expected Dwelling Units* on Commercial and Employment Lands have been reduced by 50% from what would be permitted as such units are not required.

Section IV - Ashland's Housing Inventory

Single Family and Manufactured housing, detached

2010 ACS estimates that there are 10,203 total housing units within the City of Ashland. Of that total 6,710 are 1 unit detached, and 46 are Mobile home units on individual lots. Between 1990 and 2010 there has been a marked increase in the supply of attached and detached single family units. Between 1990 and 2000, the number of single family detached units increased by 52%, between 2000 and 2010 that increase was 21%. While the number of mobile home units in the City decreased by 1.5%. (See Table 3.2 on page 24).

Manufactured housing units in parks

As mentioned above the number of mobile home units located in the City has decreased in recent years after remained fairly consistent. Between 1990 and 2000 the number of mobile home units in the City increased by 18%, then between 2000 and 2010 the number of mobile home units decreased by 9% for an overall 20 year decrease of 1.9%. There are currently two mobile home parks within the City. A park formerly located across the street from "Upper Pines", known as "Lower Pines" was sold and the purchasers redeveloped the land in to a mixed use commercial development, the loss of this park may account for the decrease in units between 2000 and 2010.

Multiple or single-family units, attached;

2010 ACS estimates that there are 810 1- unit attached, 424 duplexes (2-units), and 2,194 units of three or more, down from 2,451 just ten years earlier. All together multi-family and single family attached housing types make up 38.2% of the total housing stock. Another trend which is highlighted in the Table 3.2 on page 24 has been the decrease of medium and large scale multi-family developments. The number of multi-family units consisting of more than 4 housing units has decreased significantly between 1990 and 2005. Complexes consisting of between 5 and 19 saw a decrease of 2% between 1990 and 2000, similarly complexes consisting of more than 20 units saw a 9.1% decrease between 2000 and 2010. This is due in part to the conversion of multi-family rental properties to saleable condominium units, caused by the high land values of the past decade within the City of Ashland. In 2006, the City passed a condominium conversion ordinance in an effort to mitigate the loss of existing affordable and market rate rental properties which were not being replaced by the market.

In 2007, a comprehensive inventory of multi-family housing units was completed by Southern Oregon University. This inventory also took into account additional uses of properties located in these multi-family zoned areas. This inventory allowed the City to see patterns of development within these areas. One pattern that stood out from the data collected was that single family units on single parcels were the most common housing type found in these multi-family zones. Single

family homes comprised one third of all housing units in these zones. This highlights another predominant problem with the development of multi-family properties, the majority of the property zoned for multi-family, higher density development does not build out as such contributing to a lack of more affordable housing types.

Government assisted housing (below market-rate housing)

Most people think of government assisted housing as Public housing or subsidized housing through the Housing Choice Voucher (formerly known as the Section-8 program) program However, there are several different avenues in which the government assists developers to provide affordable housing. Many large scale developments utilize a combination of funding sources in order to complete a project. Detailed below are a few of the most prevalent types of government assisted housing programs:

Low-income Housing Tax Credit Program (LIHTC): The Federal Low-Income Housing Tax Credit Program assists both for-profit and non-profit housing developers in financing affordable housing projects for low-income families and individuals. Some local developers of affordable housing are eligible to apply to Oregon Housing and Community Services which allocates funds based on a statewide Consolidated Plan. The City of Ashland has two projects totaling 66 units developed using LIHTCs and expects to see another six unit tax credit project developed in the near future.

Public Housing Assistance-Section 8 Housing Choice Voucher Program: The Housing Authority of Jackson County is the local provider of HUD funded housing programs such as the Housing Choice Voucher program and the Public Housing program. Currently the Housing Authority receives approximately 1390 Housing Choice Vouchers for all of Jackson County. Just over 100 of those vouchers are provided to City of Ashland residents. There are no public housing units in Jackson County.

Home Program: The City of Ashland is not currently a participating jurisdiction for HUD's HOME funds. Some local developers of affordable housing are eligible to apply to Oregon Housing and Community Services which allocates funds based on a statewide Consolidated Plan.

USDA Rural Development Mutual Self Help Home Loans/SHOP: The Department of Agriculture's Rural Development offers several loan options to assist low to moderate income households attain homeownership. In recent years the City of Ashland has awarded Rogue Valley Community Development Corporation CDBG funds to help leverage funds and initiate two Self help homeownership projects comprising 30 units that utilized funds from Rural Development programs. Rogue Valley Community Development Corporation has utilized Self Help Ownership Program (SHOP) grant funds awarded to Community Frameworks from HUD on these projects. Similarly USDA Rural Development also offers low-interest loans and grants to assist low to moderate income homeowner's complete health and safety repairs on their homes. The City also contains three large scale multi-family projects financed with Rural

Development loan funds. All together these units account for 153 units of below market rate and subsidized housing within the City.

Community Development Block Grant Funds (CDBG): The City of Ashland is a Participating Jurisdiction for the Community Development Block grant program and as such receives an annual allocation of funding from the Department of Housing and Urban Development to undertake a variety of activities including the provision of affordable housing. The City has often prioritized the use of CDBG funding in support of affordable housing projects.

Table 4.1

Government Assisted Rental Units						
Property Name	**Property Type**	**Assistance Type**	**Number of Units**	**Number of Assisted Units**	**Income Limit**	**Contract Expiration Date**
Ashley Garden	Family	RD	40	20	60%	RD
Ashley Senior	Senior	RD	62	41	60%	RD
Stratford	Family	Section 8	51	17	100%	RD
Chief Tyee	Family	Section 8	32	29	30%	7/31/09[16]
Donald E. Lewis	Senior	Section 8	40	40	30%	5/11/10
Star Thistle	Disabled	Section 8	12	12	50%	9/30/09
Sun Village	Family	Section 8	12	12	30%	1/20/13
Takilma Village	Family	Section 8	14	14	60%	8/31/09[17]
Johnston Manor	Senior	Section 8	34	34	60%	12/26/08[18]
TOTAL			***297***	***219***		

Seasonal Units

The City of Ashland has a thriving tourism industry. Consequently many housing units in the City are utilized on a seasonal rather than year round basis. It is difficult to discern the actual number of seasonal and vacation rental units there are in the City, due to the proliferation of unregistered units, however the City does keep a database of businesses registered as travelers accommodations located within the City. In May of 2012 a total of seventy five businesses have registered with the city as having a traveler's accommodation or vacation rental units; these units come in many forms, from hostel, motels, and hotels, to individual cottage units and bed and breakfasts. Many of these housing units represent units not meant for year round occupancy, so although counted by census in the housing total, they are counted as vacant units. Between 2000 and 2010 the number of these units has doubled, and they now represent 3.8% of the City's housing stock. These units will not contribute to the overall housing inventory available to meet the types of housing need quantified in this analysis.

[16] The owners of the Chief Tyee complex opted out of their HUD contract in 2009. This complex is no longer mandated to be affordable although it was initially developed using HUD funding.
[17] The owners of the Takilma Village complex opted out of their HUD contract in 2010.
[18] The owners of the Johnston Manor complex opted out of their HUD contract in 2009. This complex is no longer mandated to be affordable although it was initially developed using HUD funding.

Owner Occupied units

Owner occupied units represent 51.6% of all occupied dwelling units. There are 4,856 owner-occupied dwelling units in Ashland occupied by approximately 10,210 individuals. The average household size for owner-occupied dwelling units is 2.10 people per unit.

Rental Units

Renter occupied units represent 48.4% of all occupied dwelling units. There are 4553 renter-occupied dwelling units in Ashland occupied by approximately 8,907 individuals. The average household size for renter-occupied dwelling units is 1.96 people per units, slightly less than the household size of the average owner occupied unit.

Housing Age and Condition

The majority of housing in Ashland, 59.6%, was built prior to 1979; with 16.6% or 1,695 units being built prior to 1939. Despite the relative age of much of the housing stock, there are very few units which lack basic amenities. Only 1.9% of all occupied housing units lacked complete plumbing or kitchen facilities. 47.6% of all housing units were built between 1970 and 2000, with the most new building activity taking place between 1990 and 2000.[19] Though there are many other factors that contribute to housing considered to be substandard those factors are not accounted for in the Census information. There is little other comprehensive data to gain an accurate picture of substandard housing conditions within the City.

Lead Based Paint Hazards: The age of the housing unit is a leading indicator of the presence of lead –hazard, along with building maintenance. Lead was banned from residential paint in 1978. Of the 10,319 total housing units in the City of Ashland 68% (7,000) were built prior to 1980. The 1999 national survey found that 67% of housing built before 1940 had significant LBP hazards. This declined to 51% of houses built between 1940 and 1959, 10% of houses built between 1960 and 1977 and just 1% after that.[20] Based on those estimates, over 3,300 homes pose potential lead-based paint hazards in Ashland.

Vacancy Rates

Between 2000 and 2010 vacancy rates for rental and ownership units have remained relatively unchanged. At 4.2% and 1.0% respectively, rental and ownership vacancy rates in 2010 are relatively low. Survey results, census data, and American Community Survey (ACS) estimates show that the vacancy rates in Ashland typically range between 3% and 4%. A recent survey/questionnaire conducted in 2012 by the City showed the current rental vacancy rate to be 1%. This rate is below that of the overall rate for Jackson County at 3% and for the state of

[19] United States. Bureau of the Census. 2006-2008 American Community Survey 3-Year Estimates.
[20] Clickner, R. et al. (2001) National Survey of lead and Allergens in Housing, Final Report, Volume 1: Analysis of Lead Hazards. Report Office of Lead Hazard Control, US Department of Housing And Urban Development.

Oregon as a whole at 5.6%. The overall impact of a low vacancy rate is that there are fewer options in the rental market when people are looking for a unit to rent.

Housing Value

Housing value is a key indicator of housing affordability. The housing market has been extremely volatile in the past decade since the last Housing Needs Analysis was completed. However, despite a housing boom and the ensuing bust that played out in the intervening decade, the findings of this recent effort are much the same as they were in 2002.

In the decade since the last HNA was completed housing costs within the City of Ashland have grown at a rate much faster than that of Jackson County, and the State of Oregon as a whole. The 2002 HNA reported an average home price of $277,742, which was an increase of 50% from 1998 (MLS reported and average sale price of $187,258 at that time). At the height of the housing boom in 2007 the median price for an existing home in Ashland was $438,750; by April of 2012 the median price for an existing home was $282,500; a reduction of 36% in a five year period. [21] So while home prices rose precipitously, they fell equally so, ending with the City's housing price at a 14 year gain of 50.9%.

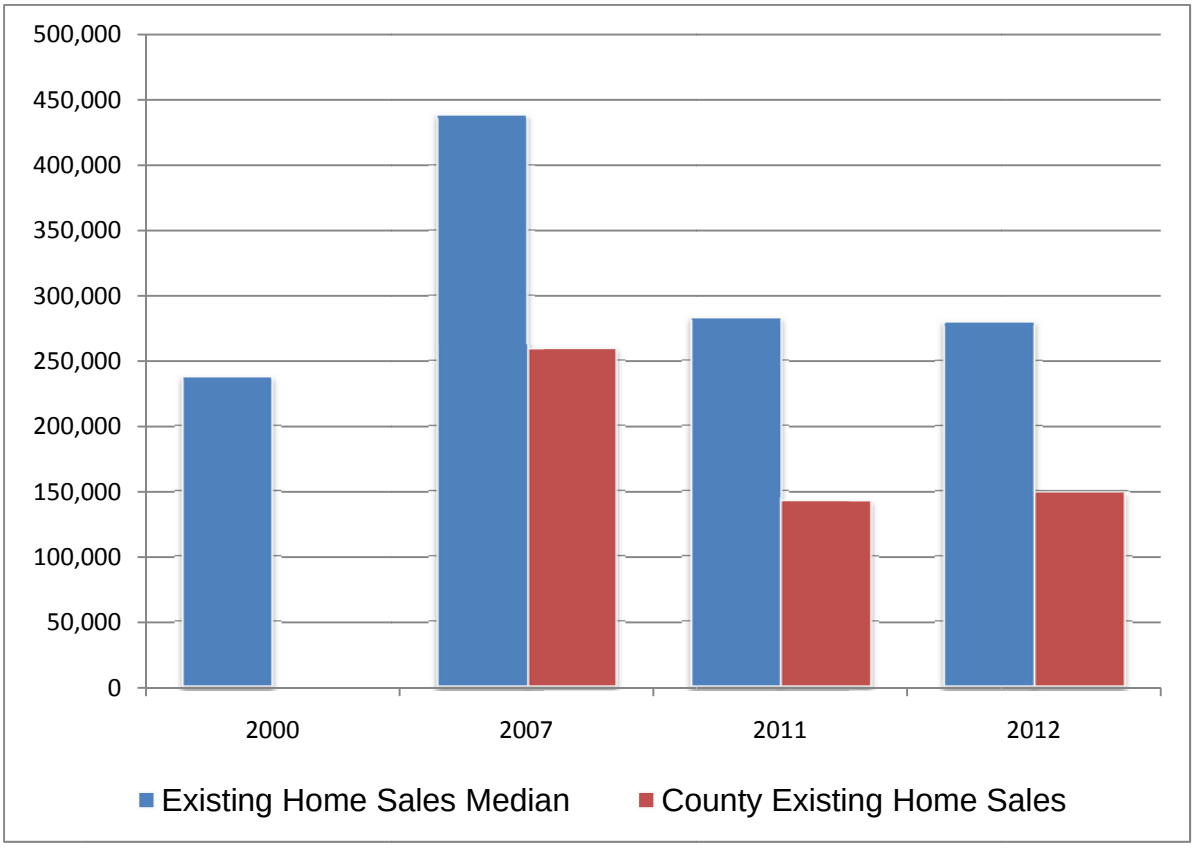
Owner Occupied unit values: According to the 2006-2010 ACS 5-year estimates, the Median Home price for Ashland is $408,400 while the individual median income for workers is $19,042. In order to afford a home in Ashland at the median price a household would have to earn $75,000 a year, which is well above Median Household, Median Family and Median worker's income at $40,140, $52,940, and $19,042 respectively. In 2011 the average sales price according to the Roy Wright appraisal service, was $285,000, while this number is substantially lower than the median compiled by the census in 2010, it is still out of reach for households earning the median income in Ashland. The 2012 median household income for a family of four in the Medford/Ashland Metropolitan Statistical Area is $58,500. In order to afford a home in Ashland at the 2011 median price a household would have to earn $75,000 a year. Only 23.8% of the population reports having an income over $75,000 a year, while 50% of the ownership housing stock is targeted to this group. Conversely for a home to be affordable to a median household with an income of $58,500 a house could cost no more than $220,000. At this price there are 31 units out of 212 currently listed as available for sale within Ashland.

Residential Home Sales: Recent data from the Southern Oregon Multiple Listing Service (SOMLS) show that the median residential sale price of a home in Ashland has dropped considerably since the peak of the housing boom in 2007 by 36.2%; from a high of $438,750 to a low in 2012 of $282,500. The 2010 Census estimates the median home price at $408,400, which may reflect the market at a higher point when census data was collected, than the more recent SOMLS data.

[21] SOMLS Home sale statistics.

Chart 4.1

Existing Home Sales-Ashland/Jackson County



Section V - Housing Needs

Projecting Ashland's Housing need

Section III looked at housing and economic trends that effect housing demand in Ashland. Section IV evaluated the existing housing stock targeted to various demographic groups within the population. This section will assess the City's housing stock based on the current needs and those likely to persist or arise into the future. Section I, makes the distinction between housing need and housing demand. Housing demand is housing that the market built or is likely to build in the future. Housing need is based on the broad mandate of Goal 10 that requires communities plan for housing that meets the needs of households at all income levels. This section focuses on two specific need components: housing needs by housing type and density as implied by households' ability to afford housing, and the needs of special populations.

Methodology

The following analysis uses a methodology suggested by *Planning for Residential Growth: A Workbook for Oregon's Urban Areas* produced by the Transportation and Growth Management Program (TGM). The steps outlined in that document have been followed where feasible. City staff also contracted with former State of Oregon Economist, Richard Bjelland, to update the Housing Needs Model he created for Oregon Housing and Community Services (OHCS) and which has been used as a basis for projecting housing needs throughout the state in numerous Housing Needs Analysis. The Housing Needs Model utilized a methodology based on housing tenure, price, and housing type choices to determine housing needs, rather than a market or demand driven approach which was commonly used to define housing needs for an area. Rather than looking at historic housing production trends then projecting them forward, the Housing Needs Model looks at the age/income demographic of a study area and projects those demographic trends into the future as the market driven method will show development trends, those historic trends may not have been meeting the housing needs of the population to begin with . Where needed data obtained from the Housing Needs Model was supplemented with data obtained from a City conducted survey of property owners and an online questionnaire, and census data comparisons.

Populations Projections

The components of population change are births, deaths, and migration. In compiling data on population rates for the city of Ashland four main sources of data were used. The Certified population counts provided by Portland State University's Population Research Center, the 2005-2010 American Community Survey 5-year estimates, 2010 Census, and the coordinated population estimates through Jackson County's Comprehensive Plan.

The primary indicator of future housing need is the projected population growth and the demographics of that population. The City's Comprehensive Plan projects an approximate population growth rate of 0.75% per year. This equates to approximately 187 new residents per year. Tables 5.1 and 5.2 below look at population change over the past two decades and compares the differences in the population projections between the PSU population Research Center and the U.S. Census data with the Comprehensive Plan Projections. The Census data from the twenty year period is in line with the City's comprehensive plan projections for population growth, while the PSU population counts based on the 2000 Census estimates a slightly (though not significantly larger) growth rate across the board. It is also clear from the tables below that the City of Ashland grows at a much slower rate than that of Medford or the County as a whole. If the trend continues into the next three decades then Ashland's population should grow by approximately 6,000 and be slightly below the 28,670 projected by the County's coordinated population estimate.

Table 5.1

City	1990	2000	% Change 1990-2000	2010	% Change 2000-2010	Average Annual growth rate
Ashland	16,234	19,532	20%	20,078	2.8%	.79%
Medford	46,951	63,154	34.5%	74,907	18.6%	1.98%
Jackson County	146,389	181,269	23.8%	203,206	12.1%	1.29%

U.S. Census. Historic AAGR (average annual growth rate)

Table 5.2

City	Estimate July 1, 2010	Census April 1, 2000	Change 2000-2010	% Change 2000-2010	Average Annual growth rate
Ashland	21,460	19,522	1,938	9.9%	0.9%
Medford	77,485	63,687	13,798	21.7%	2.2%
Jackson County	207,745	181,269	26,476	14.6%	1.5%

PSU Population Research Center data estimate based on 2000 Census Data

Table 5.3

Age Groups	1990		2000			2010			Average Annual growth rate
	Population	% of total pop.	Population	% of total pop.	Percent Change from 1990	Population	% of total pop.	Percent Change from 2000	
Under 19	6,184	38%	4,775	24.5%	14.6%	4,931	24.5%	3.3%	0.33%
20-24			2,314	11.9%		1,885	9.4%	-18.5%	-1.85%
25-34	5,126	31.5 %	2,174	11.1%	-11.2%	2,248	11.2%	3.4%	0.34%
35-44			2,378	12.2%		1,918	9.5%	-19.3%	-3.13%
45-54	1,545	9.5%	3,249	16.6%	110%	2,694	13.4%	-17.1%	3.72%
55-64	1,146	6.9%	1,736	8.9%	51.5%	3,212	16%	85%	9.01%
65-74	1,279	7.8%	1,272	6.5%	-0.5%	1,562	7.8%	22.8%	1.11%
75+	955	5.8%	1,624	8.4%	70.4%	1,653	8.3%	1.8%	3.65%
Total population	16,234	100%	19,522	100%	20.3%	20,103	100%	3%	1.19%

U.S. Census Bureau

Age of Householder and age of projections

There is a direct correlation between age of householder, income of householder and housing type. For example, an individual 35 years old to about 65 years old earning area median and above is more likely to move from rental housing to ownership housing because that individual has the means to purchase housing and the ability to maintain that housing and live independently. Similarly, households that are considered moderate income and below (80% AMI) have higher rental rates due to an inability to purchase housing despite other factors including ability to maintain that housing and to maintain an independent lifestyle. Those populations considered elderly move from homeownership to renter as they lose the ability to maintain their housing units and an independent lifestyle.

As shown in table 5.3 above, the group represented by ages 25-44 in 1990 was the largest age group at 31.5%. A decade later that population counted toward the 45-55 age group, which grew in that ten year period by 110% accounting for the aging of the existing population, but also an in-migration of a substantial number of peoples in that age group. In that same period the City saw a distinct shift, from a population more evenly distributed between all age groups to a population more heavily populated by peoples in age groups of 45 years old and older. The last decade saw these age groups grow by double digits while younger age groups experienced little or even negative growth (-11.2 in the 35-44 age group). By 2010 nearly all age groups under 45 years old saw negative growth rates, with the exception of age groups under 19 years and 25 through 24. However, these age groups grew at a rate of less than one third of the overall annual average population growth, while age groups represented by 55-64 year olds grew at a rate nearly 10 times that of the general population. These projections show that the trend pointed out in the 2002 HNA still bears out; though the Ashland population is growing at a steady (albeit slow) rate, this growth is not divided evenly across all age groups.

If this trend of aging households in Ashland continues into the future, housing targeting those populations 75 years old and older will need to be developed. That is housing that accommodates aging in place and ADA accommodations. The housing needs of elderly populations could also require units with less square footage and fewer bedrooms and with little to no landscape maintenance. Lastly, as householder's age, homeownership becomes less economically advantageous and often homeowners opt to rent. Consequently the market for large single family houses on large lots could decline as the largest segments of the population ages.

Theoretically, as older householders move out of existing single family units, the ownership housing freed up will serve as more affordable options for the next generations moving out of rentals and into homeownership. But if these population trends continue that may not be the case. For as those existing households age out of their current residences the population replacing them, those households 44 years and under, are showing growth rates below that of the general population and in some instances negative growth rates, which will lead to less demand for and a surplus of existing ownership units.

The population is projected to grow by 8,567 individuals over the next 30 years. The Housing Needs Model estimates that the City will need to add 2,657 new housing units to accommodate the increased populations. If the trends of the past few decades bear out, the majority of these new housing units will be targeted to older households.

Housing ownership by age of householder

The 2012 to 2022 Ashland School District Enrollment Forecast shows a long term trend of declining birth rates within the Ashland School district. Similarly the forecast shows a general declining population of younger households with children over the last decade and partially attributes this to an inability of young families with children to afford housing in Ashland.[22] The school district demographic report also cites low birth rates and in-migration of householders 45 years old and older as other factors which contribute to the general aging of the Ashland population and consequently the reduction in school district enrollment.[23] These trends point to an increasing percentage of ownership housing being occupied by older householders. It is clear in table 5.4 below that the two biggest factors in determining homeownership are income and age of householder. As household income increases among all age groups so too does the rate of homeownership. This is also true of age, showing older householders with the highest percentages of homeownership despite income.

Table 5.4

Percentage of Homeownership by Age and Income, 2010 HNM							
Household Income	**Age of Head of Household**						
	15-25	**25-35**	**35-45**	**45-55**	**55-65**	**65-75**	**75+**
<10K	2.9%	7.9%	16.0%	25.0%	43.0%	46.1%	40.0%
10<20K	3.6%	12.7%	25.0%	37.0%	47.0%	61.0%	56.2%
20<30K	6.0%	16.6%	36.0%	45.0%	54.0%	73.2%	67.1%
30<40K	7.9%	23.9%	48.0%	53.7%	60.0%	74.4%	70.1%
40<50K	10.8%	32.9%	58.1%	62.4%	80.0%	91.0%	84.0%
50<75K	22.5%	49.9%	72.0%	82.9%	88.6%	92.1%	91.2%
75K+	32.0%	75.0%	83.0%	92.0%	96.0%	97.0%	93.0%

Household Income

The Oregon Housing Needs Model Methodology states that "household income is the key variable in determining the affordability component of housing need and is strongly correlated with housing tenure". The Housing Needs Model estimates that there is currently a significant gap of housing units at price ranges affordable those with the lowest incomes and surplus of housing units affordable to those making above the area median income. Households who experience cost burden are more vulnerable and at a higher risk of homelessness. As seen in

[22] Ashland School District. Ashland School district Enrollment Forecasts 2009-10 to 2018-19. Portland State University Populations Research Center. December 2008, page 1.
[23] Ashland School District. Ashland School District Population and Enrollment Forecasts 2012-13 to 2021-22. page 12.

tables 5.4 and 5.5 age and income are the two biggest factors in housing choice. Table 5.4 above shows the relationship between age and income on homeownership rates; homeownership rates rise with increasing income and as householder's age. Whereas the relationship of age and income to rental units is the converse; as incomes and ages rise rental rates decrease.

Table 5.5

Percentage of Renters by Age and Income, 2010 HNM							
Household Income	**Age of Head of Household**						
	15-25	**25-35**	**35-45**	**45-55**	**55-65**	**65-75**	**75+**
<10K	97.1%	92.1%	84.0%	75.0%	57.0%	53.9%	60.0%
10<20K	96.4%	87.3%	75.0%	63.0%	53.0%	39.0%	43.8%
20<30K	94.0%	83.4%	64.0%	55.0%	46.0%	26.8%	32.9%
30<40K	92.1%	76.1%	52.0%	46.3%	40.0%	25.6%	29.9%
40<50K	89.2%	67.1%	41.9%	37.6%	20.0%	9.0%	16.0%
50<75K	77.5%	50.1%	28.0%	17.1%	11.4%	7.9%	8.8%
75K+	68.0%	25.0%	17.0%	8.0%	4.0%	3.0%	7.0%

Income Projections

Household income is difficult to predict. Based on past trends, incomes are expected to increase (Median Household Income increased by 22.9% over the past decade).

Poverty Status

In 2000 12.5% of Ashland families, and 19.6% of all individuals lived below the federal poverty level. By 2010 those numbers have declined slightly to 11.5% and 18.8% respectively.

Household Size and composition

Household size within the City of Ashland has been decreasing slowly over the past two decades. Currently the average household size is estimated to be 2.08 persons per unit for owner-occupied households and 2.06 for renter households. The 2000 census estimated the average household size of owner-occupied units to be 2.30 and for renter occupied units to be 1.98. The average estimated household size for all housing types was 2.14. The Housing needs model uses a current household size of 2.119 and for forecasting purposes uses the same estimate.

The 2007 RNA conducted property interviews with five property managers and from that information and the information gathered from a needs analysis conducted concurrently, Ferrarini and Associates determined that the greatest need in Ashland at that time was for the development of more studio apartments followed by a need for a relatively modest number of one bedroom and three bedroom units. The analysis also showed that there was an oversupply of two-bedroom rental units. The following table is from that report and illustrates their findings.[24]

[24] City of Ashland Rental Needs Analysis. Ferrarini & Associates, Inc 2007.

Table 5.6

City of Ashland Rental Housing Need by Unit Type RNA 2007			
Type	**Demand**	**Supply**	**Net Need**
Studio	1,039	392	647
1 Bedroom	1,290	1,188	102
2 Bedroom	872	1,676	(804)
3+ Bedroom	900	846	54
Total	4,102	4,102	0

Source: US Census and Ferrarini & Associates[25]

An updated analysis of household size and type found much the same thing. There is a definite lack of studio units for the growing percentage of 1-person households among both renter and owner-occupied households, both of which grew at two and three times the rate respectively of the total populations of all renter and owner households. This could be attributed to three factors; the disproportionate growth of older households, a nearly 50% reduction in the number of 1-room dwelling units between 2000 and 2010, and the disparate increase in one and two person households. One factor that is estimated to have a substantial impact on the housing market is the steep decline of all owner occupied households larger than two individuals. These findings were further substantiated in the property owner and manager questionnaires sent out by the City in early 2012 which showed that studios were most in demand, while two bedrooms were in least demand.

Table 5.7

Housing Units by Room Size

Rooms	2000	% 2000	2010	%2010	% Change
1 Room	493	5.4%	247	2.4%	-49.9%
2 Room	692	7.6%	515	5.0%	-25.6%
3 Room	870	9.6%	1,252	12.2%	43.9%
4 Room	1,856	20.5%	2,043	20.0%	10.1%
5 Room	1,822	20.1%	2,168	21.2%	19%
6 Room	1,498	16.5%	1,601	15.7%	6.9%
7 Room	827	9.1%	1,387	13.6%	67.7%
8 Room	624	6.9%	521	5.1%	-16.5%
9 or More	389	4.3%	469	4.8%	20.6%

U.S. Census Bureau

[25] Ibid.

Table 5.8

Owner Occupied Units by Household Size					
HH Size	2000	2000%	2010	2010%	% Change
Total	4,456	100	4,856	100%	9%
1-person	1,117	25.1%	1,460	30.1%	30.7%
2-person	1,946	43.7%	2,212	45.6%	13.7%
3-person	647	14.5%	623	12.8%	-3.7%
4-person	532	11.9%	412	8.5%	-22.6%
5-person	157	3.5%	103	2.1%	-34.4%
6-person	45	1.0%	34	.7%	-24.4%
7 or more	12	0.3%	12	.2%	0%

U.S. Census Bureau

Table 5.9

Renter Occupied housing by household size					
HH Size	**2000**	**2000%**	**2010**	**2010%**	**% Change**
Total	4,081	100%	4,553	100%	11.6%
1-person	1,722	42.2	2,086	45.8%	21.1%
2-person	1,361	33.3%	1,336	29.3%	-1.8%
3-person	594	14.6%	646	14.2%	8.8%
4-person	262	6.4%	305	6.7%	16.4%
5-person	90	2.2%	118	2.6%	31.1%
6-person	33	.8%	41	.9%	24.2%
7 or more	19	0.5%	21	0.5	10.5%

U.S. Census Bureau

Table 5.10

Estimate of Rental Units Needed by Household Size and Type[26]					
Needs Analysis	**No. of HH**	**Studio**	**1 Bedroom**	**2 Bedroom**	**3+ Bedroom**
1-person	2,086	1,252	834		
2-person	1,336		601	601	134
3-person	646			291	355
4-person	305			31	274
5-person	118				118
6-person	41				41
7-person	21				21
Demand	**4,553**	**1,252**	**1,435**	**923**	**943**
Supply		255	1,506	3,647	4,822
Surplus/Deficit		**(997)**	**71**	**2,724**	**3,879**

U.S. Census Bureau

[26] Estimated household preferences based on percentages from the 2007 RNA-derived from Riley Research community survey. (60%-studio, 40% & 45%-1bdrm, 45%,40% & 10%-2bdrm, 10%,60%,90%&100%-3+bdrm)

Section VI - Baseline forecast of Housing Demand

This section concludes with a baseline forecast of housing demand. The baseline forecast represents our best estimate of how the market will perform over the next twenty years. The forecast assumes no changes in current City policy. In summary it is intended to provide a rough estimate of what the housing market will build in Ashland over the next twenty years.

The forecast relies on the County's coordinated population forecast as its foundation but also utilizes assumptions about average household size, persons in group quarters, and housing trends from a variety of sources including prior years census information and the Housing Needs Model.

Table 6.1

Table 6.1-Baseline forecast of Housing Demand 2010-2040			
Variable			**Value**
	Current	Future	Change
Population	20,078	28,670	8,492
Persons in Group Quarters	961	1,450	489
Occupied DU	9,409	12,962	3,553
Single Family Dwelling Units			
Percent Single Family DU	71.9%	73.9%[27]	
Number of Single Family DU	7,356	9,591	2,235
Persons in single family HH[28]	14,933	20,141	5,208
Aggregate Vacancy Rate	2.5%		
Total New Single Family needed			**2,235**
Multiple Family Dwelling Units			
Percent Multi-Family DU	26.6%	25.5%	
Number of Multiple-family DU[29]	2,720	3,311	591
Persons in Multiple-Family HH	5,522	6,985	1,463
Aggregate Vacancy Rate	2.5%		
New Multiple-Family DU			**591**
Totals			
Total occupied dwelling units	-		
Aggregate HH size	2.03	2.1	
Vacant dwelling units	-	583	
Total new Dwelling units needed	-	2,657	
Dwelling units needed annually			88.6

[27] Future projections based on 2009ACS units by tenure and HNA Template 2-projected future housing status as of 2040.
[28] Persons in household is calculated using aggregate household size per 2006-2010 ACS, the occupancy of the unit is not determined to be either rental or ownership households.
[29] Same as above.

Table 6.1 is a baseline forecast of housing demand. That is to say that the table extrapolates the housing mix that would occur in the future based on past trends and market demand. The forecast utilizes data from two sources; the 2010 Housing Needs Model (which uses the county coordinated population projection) estimates for housing occupancy, household size, and vacancy rate, and the 2007-2009 American Community Survey estimates of total population in occupied housing units by tenure by units in structure (see appendix). This projection is solely based on housing demand and past trends, and predicts what the housing market demand would provide in the next 20 year period. However, housing market demand does not correlate to the housing needs of the community, as can be seen from the table. The housing market would continue to provide a surplus of single family housing units further intensifying the need for multi-family housing and housing that is affordable to the majority of Ashland's residents. To base the housing needs of future populations upon historic trends would be to continue the inequities of the past into the future, and that is not the goal of this needs analysis. Instead, the needs analysis will use this baseline forecast to show how development trends within the city should be modified in order to meet the needs of the population rather than the demands of the private market.

Housing needs by type and density

We begin our analysis of housing need by reviewing the housing needs identified in the City's 2002 HNA. The results show some profound differences between identified need by type and permits issued by type. The number of single-family permits issued in the decade between the last HNA and this current effort shows that the number of Single Family units continues to be developed at a rate nearly double that of multi-family.

The 2002 study identified needed housing for the 20-year period between 2000 and 2020. At this point, the City is one-fifth of the way through that planning period. While some differences between identified need and what housing has been built can be explained by the cyclical nature of the housing market, particularly in multiple family housing, the development of the most needed housing types, low-cost ownership and government assisted and affordable rentals, lack the funding and support to develop at the levels that the community needs. These trends will continue, as long as the private market is driven by profit and the federal budget for affordable housing continues to be reduced. In Summary, the City is continuing to fall short of providing needed housing types as identified in earlier studies.

The baseline forecast however, is a forecast of housing demand. Other data presented in Section III, suggest that the market is not meeting the housing needs of many Ashland residents and workers. The continued disparity in the increase in housing costs compared to the increase in wages has aggravated the problem. Moreover, even if housing prices increase at a slower rate, the types of jobs forecast to grow in Ashland will not allow workers to afford housing. In

summary, the financial need is substantial and a large deficit of lower cost units exists several points should be kept in mind when interpreting this data:

- Because all of the affordability guidelines are based on median family income, the percentage of households meeting the income criteria are comparable in all jurisdictions. For example, 36% of households earn 80% of the area median income. Thus, the income guidelines provide a rough estimate of financial need and may mask other barriers to affordable housing such as move-in costs, competition for housing from higher income households, and availability of suitable units.
- The ratios applied in the HUD income guidelines are defined such that somewhere around 40% of households will always be considered low income. Ashland will add more than 8,492 households between 2010 and 2040. Assuming 36% of these new households are considered low-income by HUD, about 3,057 of these new households will be low-income.

Table 6.2

Rental Units needed by Type			
Type	**Demand**	**Supply**	**Net Need/Surplus**
Studio	1,252	255	-997
1-Bedroom	1,435	1506	71
2-Bedroom	923	3647	2,724
3+ Bedroom	943	4,822	3,879

Housing Affordability

The standard measure of affordability as defined by the U.S. Department of Housing and Urban Development (HUD) is when the cost of rent and utilities (gross rent) is less than 30% of income. When gross rent levels exceed 30% of income, particularly by a large percentage, it places a significant burden on household finances. Householders who pay more than 30% of their income toward housing costs are called "Cost burdened". Householders who pay more than 50% of their income toward housing costs are called "severely cost burdened". When households are housing "cost burdened" their ability to pay for the other necessities of life are compromised.

Historically a large percentage of renters in Ashland expend more than 30% of their income on housing costs. The 2009-2010 American Community Survey data showed that 63% of renters in Ashland were cost burdened, of the 4,313 renter households in Ashland 2,714 pay more than 30% of their income toward housing costs. This is a 10% increase in the number of renters who

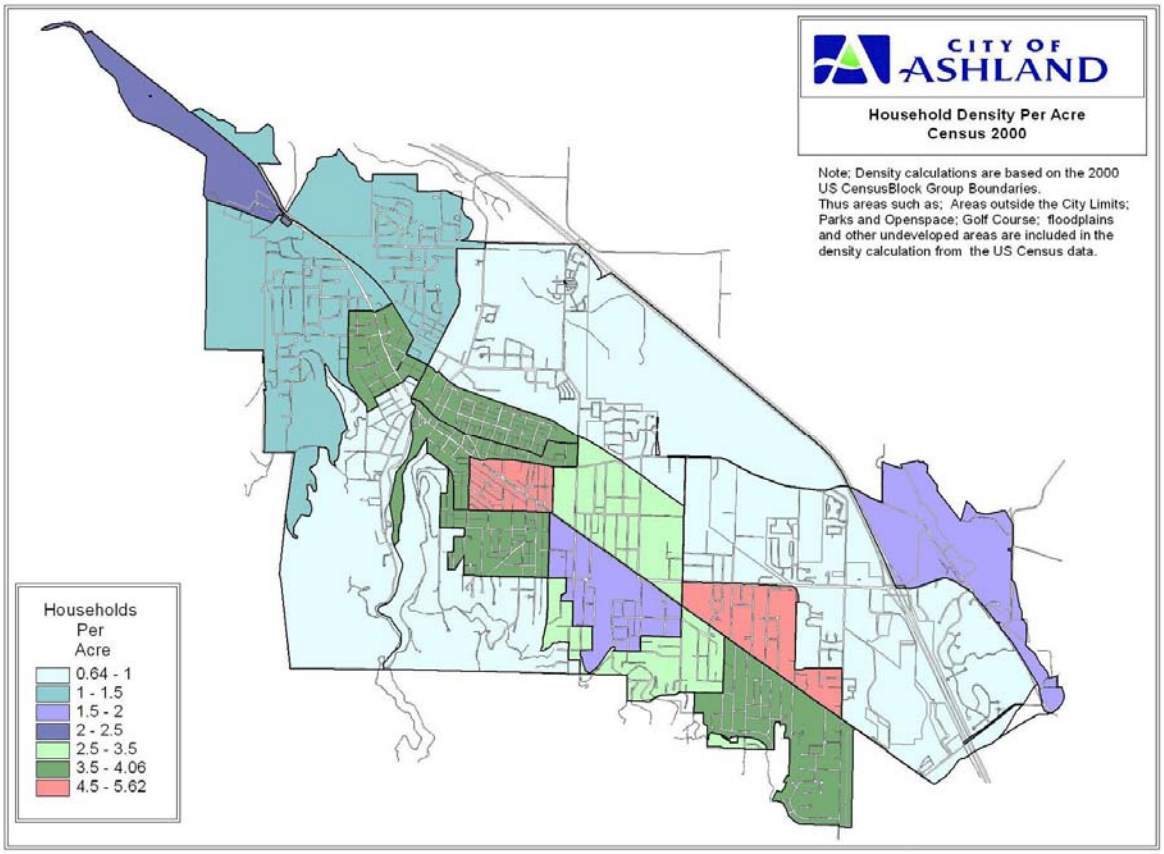
were identified as housing cost burdened by the 2000 Census at 56%. The Housing Needs Model estimates that the City needs 1,163 units targeting those with those lowest incomes, with rents below $195 a month, 1,166 units with rents between $195-422, and 243 units with rents between $423-655. It is expected that the City will have a surplus of all units with rents at $656 and above. The Housing Needs Model shows that the majority of the rental units will need to be targeted to those households earning 50% AMI and below. (See appendix)

Homeowners experience less cost burden than renters, but there continues to be a deficit of housing for moderate to above median income households and a surplus of units targeting those earning $75,000 a year and above, which is less than 25% of the population. The Housing Needs Model estimates that the City will need; 402 housing units available under $72.3k, 950 units with sale prices between $72.3k-110.1k, 916 units with sale prices between $110.1k-147.6k, 745 units with sale prices between $147.6k-185.3k, and 1,594 units with sale prices between $185.3k-279.3k. The majority of the ownership units will be targeted to those making the area median income to 120% of the AMI. The model assumes a surplus of units priced at $279.3k and above. (See appendix)

Housing Density

Figure 6.1on page 50, show housing density in terms of units per acre mapped by census block. The City is comprised primarily of land zoned for single family dwelling units. Due to the high cost of land in the City of Ashland, most developments maximize the allowable density. One exception is land zoned for multi-family development. Thought there is more land zoned for single family development, land zoned for multi-family developments is often developed as single family attached due to market forces, high end multi-family developments such as condominiums and townhouses are more economically attractive to private market developers looking to maximize density and profits. This has made it difficult for non-profit and for-profit developers to construct affordable and market rate multi-family rental complexes which were shown to be the housing type most in demand by the 2007 RNA. Similarly many of the existing affordable and market rate units are HUD expiring use properties, once the HUD contract has expired the rental units can convert to market rate rentals or be condo minimized.

Figure 6.1



The findings of the Housing Needs Model and an analysis of income and housing cost indicate that:

- A median family household cannot afford to purchase a home in Ashland.
- The largest dwelling unit gap exists for households earning less than $10,000 annually.
- The city needs approximately 803 additional units costing less than $200 per month. These units fall in the category of government assisted housing.
- Only 232 owner-occupied units in Ashland are valued, under $110,000 or about 4.5% of all owner occupied units. The small number of owner-occupied units valued under $110,000 limits ownership options in Ashland for households earning less than $40,000 annually.

In summary, our evaluation of housing mix, density, and affordability suggests that the City continues to struggle with issues of affordability and needs to plan for a larger share of multiple family housing, and for a greater number of single family housing types on smaller lots. Housing tenure remained fairly constant at 52% and 48% respectively for owners and renters, though the ownership rate for Ashland is lower than that of the surrounding areas it is similar to other communities which contain universities.

Figure 6.2
Owner Occupied units by affordability

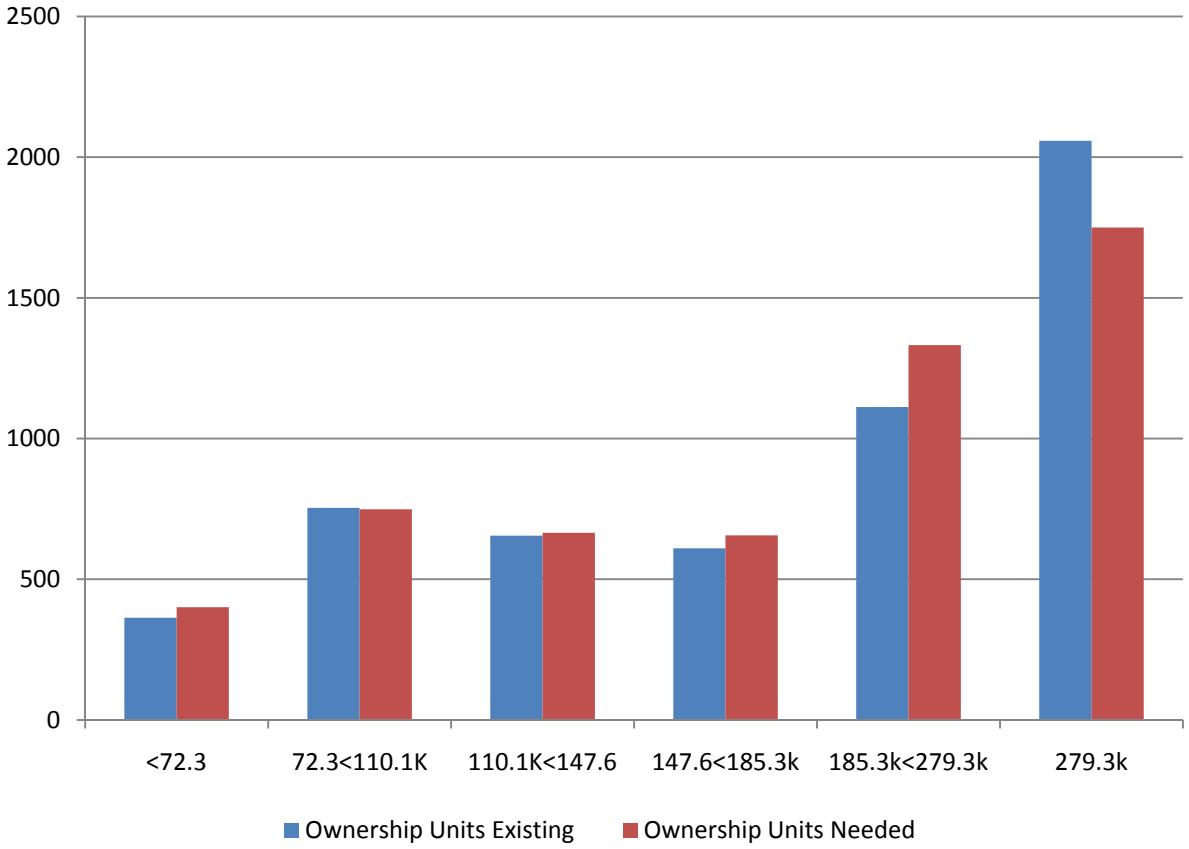
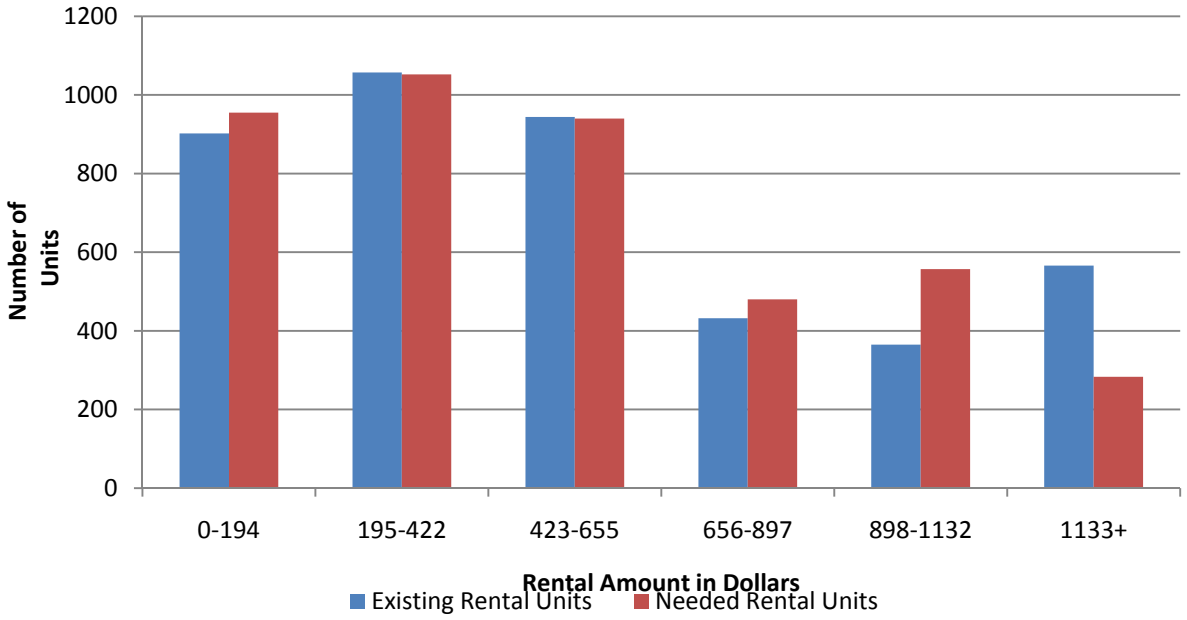


Figure 6.3
Rental Units needed by affordability



Housing needs of special populations

Oregon Housing and Community Services (OHCS) identify several "special populations" that have housing needs distinctly different than the general population. These include the frail and elderly, farm workers, peoples with disabilities, persons recently released from state institutions, and persons infected with the HIV virus, among others. The housing needs of these special populations are highly dependent on individual circumstances. It is not uncommon for the same individual to be classified into two or more of the categories. As such, it is very difficult to develop an estimate of the number and type of housing units needed to accommodate these special populations. In this section we estimate the number of persons with such disabilities and provide projections based on data provided by the 2010 Needs Analysis Priorities for Special Needs Populations compiled by OHCS.

Senior housing

The 2010 Needs Analysis Priorities for Special Needs Populations completed by OHCS to prioritize funding for new affordable housing units throughout the state looks at the number of housing units available to and the population of various special needs households by County. The OHCS Needs Analysis Priorities for senior housing is detailed in Table 6.3 below.

Table 6.3

Senior Housing vs. Population (Jackson County)				
Special Needs population	**Existing Units Available**	**Population**	**% of Housing Available**	**Housing Gap**
Elderly	1,119	8,047	13.9%	6,928
Frail Elderly	8	919	0.9%	911

Section IV-Ashland's Housing Inventory, details the number of existing retirement and assisted living units within the City. The 2010 Housing Needs Model estimates that a total of 257 new units will need to be added to the City's existing stock to house populations' ages 65 years old and older. Of those units 83 rentals and 174 ownership units will be needed to accommodate the housing needs of seniors.

Special needs housing

The 2010 Needs Analysis Priorities for Special Needs Populations completed by Oregon Housing and Community Services to prioritize funding for new affordable housing units throughout the state looks at the number of housing units available to various special needs households by County. The OHCS Needs Analysis Priorities for Special Needs Populations estimates that that there are very few housing units currently in existence throughout the county for the majority of the people who could be categorized as having special needs. See table 6.4 below for details.

Table 6.4

Special Needs Housing vs. Population (Jackson County)				
Special Needs Population	**Existing Units Available**	**Population**	**% of Housing Available**	**Housing Gap**
Alcohol & Drug Rehab	54	4,440	1.2%	4,386
Chronically Mentally Ill	47	2.842	1.7%	2,795
Developmental Disability	44	794	5.5%	750
Domestic Violence	33	170	19.3%	137
Farm workers	77	3,735	2.1%	3,658
HIV/AIDS	4	136	2.9%	132
Physically Disabled	44	497	8.9%	453
Released Offenders	0	194	0.0%	194

As seen in the table above there is currently a significant housing gap to serve special needs populations. If a proportionate percentage of the population were to be extrapolated forward to the 2040 population projection for the County, peoples with special needs would be an estimated 6.3% of the County's population or 11,031 people. As the population increases it is evident that the number of housing units available to serve populations with special needs will continue to fall far short of the need for such housing unless a concerted effort to develop housing is encouraged.

Housing Stock available to persons with Disabilities

Census data reports that 2,379 people five years old and older with disabilities resided in Ashland in 2000. Peoples with Disabilities made up 12.8% of the population at that time. The 2010 Census and the 5-year American Community Survey estimates do not provide updated information about peoples with disabilities. However, as the City of Ashland has a greater percentage of the population which is 50 years old or older it can be expected that as the

population ages housing that meets the changing needs of the population will need to be provided. Currently the extent of housing stock available to peoples with disabilities is not known. However four complexes representing 148 units designated for seniors and peoples with disabilities are listed on the preservation property list which are in danger of expiring as dedicated affordable housing for seniors and peoples with disabilities.

Housing Stock available to persons with HIV/AIDS

Information on the housing stock available for persons with HIV/AIDS is currently unavailable for the Medford/Ashland MSA. State of Oregon department of health services records show that there are 149 people with HIV/AIDS living in Jackson County.[30] The number of people with HIV/AIDS living within the City of Ashland is not known. Consequently, the City does not prioritize or track the development of housing stock available to persons with HIV/AIDS.

Homeless Needs

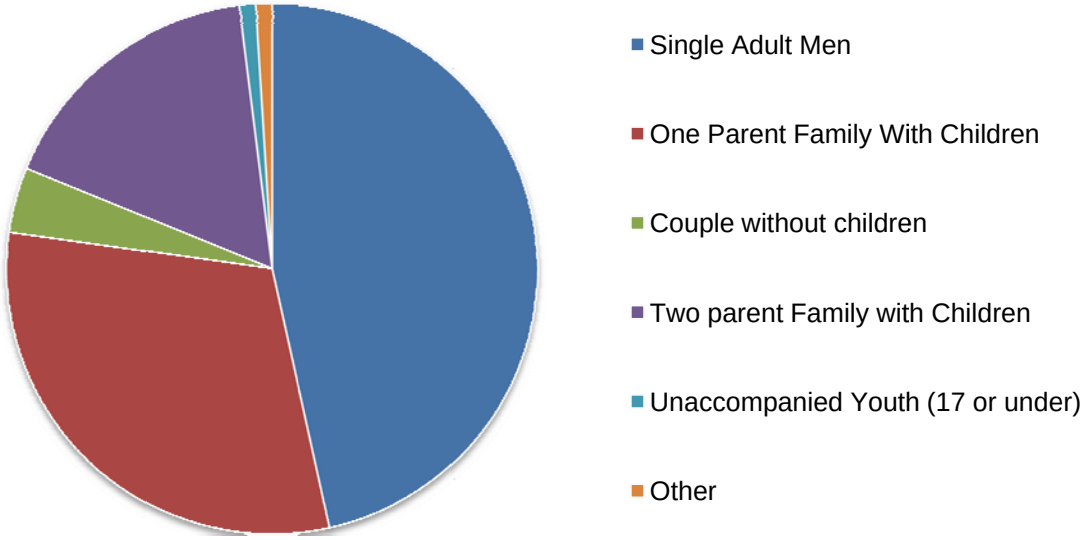
It is estimated that in 2008, 1 in every two hundred people in the state of Oregon was homeless. Data from the Point in Time homeless Count conducted across the State of Oregon and throughout the U.S. in January 2008 showed that Oregon has the highest concentration of homeless people of any state at .54 percent or 20,653. The 2011 Point in Time homeless count for Jackson County totaled 1,049 people. Totals are not broken out per jurisdiction but are for the entire Continuum of Care region. Of the 1,049 respondents 39% identified themselves as chronically homeless (continuously homeless for a year or more or had at least four episodes of homelessness in the past three years), 48%, or 502 respondents were families with children. The majority of the respondents 26% cited "couldn't afford rent" at the reason for leaving their last living arrangement.

Ashland School District

An article published in the *Ashland Daily Tidings* reported on a rise in poverty in rural areas. Specifically, the article cited dramatically increased poverty rates among children in areas deeply affected by the recession including Medford and Ashland.[31] The Ashland School District reported that for the 2010-2011 school year 84 children currently attending school within the district report being homeless. This number is up from 62 the previous year. Figure 5

[30] State of Oregon, Department of Health Services Website:
http://www.oregon.gov/DHS/ph/hiv/data/docs/Livingcounty.xls
[31] Hammond, Betsy. "Rural Students most likely to live in poverty Some Southern Oregon districts see high rates." Ashland Daily Tidings 01 Dec. 2009.

2011 One-Night Homeless Count for Jackson County



Oregon Housing and Community Services receive federal and state resources to be used to support services for homeless populations. They include: Emergency Housing Account, Emergency Shelter grants, State Homeless Assistance Program, Shelter Plus Care, and Supplemental Assistance for Facilities to Assist Homeless. Additionally, under the Federal Continuum of Care program administered by HUD, local governments and agencies can apply for federal funding for programs and services to prevent and combat homelessness. The Jackson County Continuum of Care has been the recipient of McKinney Vento funds since 2000. The City of Ashland does not directly receive any funds to assist homeless persons or persons at risk of becoming homeless, and there is no longer a local organization that provides services to homeless populations; however City of Ashland residents can access available services, programs and funds through ACCESS, Inc. the regional Community Action Agency that serves Jackson and Josephine Counties. Similarly, many non-profit agencies that provide housing or support services for homeless populations are eligible to apply for funds through OHCS or through the Jackson County Continuum of Care.

In 2007, Interfaith Care Community of Ashland (ICCA), the sole provider of homeless services located within the City of Ashland, closed its Ashland location and consolidated its operations to that agency's Medford office. Since the loss of ICCA the City passed an ordinance to set up an emergency shelter in times of inclement weather. Several local faith based organizations and Peace House, a local non-profit, offer weekly hot meals, showers, and occasionally a place to sleep. Though there are limited local housing resources for the City's homeless populations, there are several organizations that provide emergency shelter, transitional housing, and other resources and supportive services for homeless individuals in Medford, but many of the City's homeless lack the resources for or have transportation to get to those providers in Medford which is 19 miles away.

Rental units at price ranges affordable to those with the lowest incomes (>$10,000 a year) would serve to reduce homelessness. The 2010 Housing Needs Model shows this population has the greatest need for housing. It is known that households who experience cost burden, those who pay a disproportionate percentage of wages toward housing costs, are the most vulnerable, and have an increased risk for falling into homelessness. Similarly, individuals and families transitioning from homelessness often have little or no ability to pay housing costs. These individuals and families need housing that is either subsidized or extremely affordable in able to work toward stabilization and self-sufficiency.

Section VII - Meeting Housing Needs

Housing Distribution Strategy

In order to meet housing needs of the community over the planning period (Through the year 2040), some modification in the current distribution of housing that is being developed by the demand driven market will be required. The proposed modification is shown in Table 7.1 below.

Table 7.1

Housing Type Distribution						
Housing Type	Total Housing Units Needed in 2040	Estimate of Existing Units[32]	Future Needed/ Gap	Final Target Distribution of Housing by Type in 2040	Current Approx. Distribution by Type[33]	Needed Distribution to meet future unit need
Single Family	8,913	7,356	1,557	65.80%	80.26%	45.50%
Manufactured DU in Park	325	154	171	2.40%	-	5.0%
Duplex Units	420	526	-106	3.10%	2.63%	N/A
Tri-Quad Units	569	530	39	4.20%	3.12%	1.1%
5+ Multi-Family	3,319	1,655	1,655	24.50%	13.99%	48.4%
Total	13,545	10,230	3,315	100%	100%	100%

This distribution modification is further exemplified by the 2010 Housing Needs Model outputs for unit type based on income and affordability. Based on Census data for income, the City needs many more low cost rental units, which are often multi-family units and government assisted housing units whether through tax-credits, loans, or subsidies in the form of project based or portable housing vouchers. The City has a deficit of ownership units below $279k. The Housing Needs Model shows a total deficit of 2,719 ownership units affordable to people making below $75,000 annually.

In order to achieve the desired distribution by 2040, the City will need to modify the development mix in favor of multi-family units over that of predominantly single family units which has historically prevailed. The City will need to substantially increase its stock of multi-family units in order to meet the desired distribution by 2040, skewing the development of such units beyond parity with the development of single family units to close the gap.

[32] From 2006-2010 American Community Survey.
[33] Number derived from Census Building Permit Data 2000-2011. See Appendix for details.

Table 7.2

Estimate of Income and Affordability - Housing Needs Model 2010			
Rentals/monthly rent	**Number of Existing Units**	**Current Needed Units**	**Current Surplus/Gap**
0-$194	152	955	-805
$195-422	283	1,052	-769
$423-655	1,052	940	112
$656-897	1,401	480	922
$898-1132	830	557	273
$1133+	1,258	283	975
Total	**4,976**	**4,266**	**710**
Ownership Unit Values			
<$72.3k	150	401	-251
$72.3k<110.1k	82	749	-667
$110.1k<147.6k	18	665	-648
$147.6<185.3k	160	656	-497
$185.3k<279.3k	676	1332	-656
$279.3k+	4004	1750	2255
Total Units	**5089**	**5552**	**-463**

Challenges and Recommendations

Challenges

To the degree the 2010 Housing Needs Model projections are accurate representations of Ashland's future housing needs, then City may be faced with the following challenges over the next 20 years:

- How and where to zone and "protect" land for affordable rental and ownership housing as well as multiple-family housing at all levels.
- How to encourage developers to build what Ashland needs (by price/affordability), rather than the products they are comfortable building or which yield the greatest profit.
- How to continue to create and sustain Ashland's great neighborhoods.
- House to create a variety of housing types and incomes in neighborhoods.
- How to encourage effective partnerships to increase funding for low-income housing and provide responsive, coordinated and effective housing choices and service.

Goals

To provide for the needs of the expected population growth in Ashland over the next 20 years and maintain a diversity of income, cultural, and age groups in Ashland's population, consistent with other plan goals.

Objectives

Strive to maintain a diversity of population groups in Ashland, especially if increased growth pressure leads to more expensive housing. Concentrate on population groups that are important to Ashland's character, such as students, artists and actors, employees of the city, school district, and college, service personnel who work in the tourism industry, hourly wage earners in local industries, and local residents who have not retired and live on fixed income. (Ashland Comprehensive Plan)

Increase owner-occupied households to comparable levels with county and state ownership averages.

Recommendations

The City needs to look ways to encourage;

- Rental housing at rates affordable to low to moderate income households,
- Ownership housing opportunities that are targeted to the 76% of the population that earns less than $75,000 a year,
- More housing types targeted to seniors and peoples with disabilities,
- More studios and one bedroom units,
- More multi-family housing types,
- Manufactured housing in parks and on single family lots.

Challenges

To ensure a variety of dwelling types and provide housing opportunities for the total cross-section of Ashland's population, consistent with preserving the character and appearance of the city. (Ashland Comprehensive Plan)

Objectives

Conserve land and reduce the impact of land prices on housing to the maximum extent possible.

Recommendations

- Encourage the development of vacant available lots within the urban area,
- Consider mixed uses wherever they will not disrupt an existing residential area,
- Support efforts for rehabilitation and preservation of existing housing and neighborhoods,
- Consider allowing and encouraging accessory apartments in new and existing, neighborhoods as an outright permitted activity in single family zones,
- Consider restricting the development of detached single family residential units in multi-family zones.

Challenges

The local economy does not provide wages that are commensurate with housing costs.

49% of homeowners with mortgages, 14% of homeowners without mortgages, and 63% of renter households spent more than 30% of household income on housing costs.

Objectives

In order to provide for the long-term self-sufficiency of Ashland's low- and moderate-income households, the issue of affordable housing must be addressed in a comprehensive manner. In addition to the land use related actions already identified, the following actions may help meet the objectives of decreasing the percentage of households who experience cost burden.

Recommendations

- Provide more economic opportunities for Ashland residents by improving the local economy and attracting more "family wage" jobs,
- Support efforts of affordable housing providers, including; the Housing Authority of Jackson County, Rogue Valley Habitat for Humanity, Access, Inc. Ashland Community Land Trust, and Umpqua Community Development Corporation. To provide affordable housing, financial assistance, and services to Ashland low and moderate income, elderly, and special needs households,
- Dedicate Community Development Block Grant funds as projects and needs arise,
- Work with employers to better understand the demographics and housing preferences of their workforce.

Conclusion

The identification of a set of land use policies that will lead to the development of more affordable housing while achieving other community goals is difficult at best. Ashland however, is not the only community in Oregon, or the United states that is facing housing affordability problems. A considerable body of literature exists on land use policy and affordable housing that summarizes approaches that communities have used to address the housing affordability issue.

In general, communities should review policies to ensure that (1) they do not create barriers or exclude to any housing types, and (2) they reduce the cost of housing.

Below is a brief summary of some of the policy approaches that communities can consider to address housing affordability.

- *Remove Barriers: Barriers to construction of needed housing or efficient use of land are those that public policy has imposed. A jurisdiction would select measures in this category if it has evidence that the market wants to build needed housing types or densities but is kept from doing so by public policies.* The City should review policies to weed out ineffective

policies, obsolete design standards unnecessarily burdensome permitting processes and inadequate or inappropriate zoning.

- *Provide Incentives: Incentives are measures that increase the likelihood that developers will provide needed housing or use land efficiently as a result of reduced costs. A community would select measures in this category, if it has evidence that the market might be willing to build a certain type or density of housing, but there is uncertainty about the success in the market place and/or current economic conditions for such development are less than optimal.*
- *Explore cost reducing measures including costs of public services and facilities, development fees, and other processing costs. An example of a less commonly considered incentive includes working with neighborhood groups to address concerns. If successful, this can reduce costs of lengthy appeals to the developer.*
- *Require Performance: These measures are mandatory plan policies and code requirements affecting development. A jurisdiction would select measures in this category if it has evidence that the market is not likely to respond, at the level of incentive that a community can provide.*
- *The public sector is not directly producing the housing. Therefore, estimates of the likely effect of these measures should be qualified by some uncertainty about exactly how the private sector will respond. For example, if higher density requirements or mandatory design standards are perceived by the development community (designers, builders, lenders as unprofitable or unmarketable, the desired housing may not get built in the community. In the case of up-zoning for higher densities, this may result in no housing development instead of housing at lower densities. For this reason, jurisdictions should seek a balance in adopting regulations and try to redirect, not stifle market forces that produce most of a community's housing. In many cases, requirements should be applied uniformly on all developments so that no particular development gains a competitive advantage. This will encourage developers to find ways to produce the product within market constraints.*
- *Review development standards? Lot size typically impacts the price of lots, the size of housing units allowed and the overall price of housing units.*
- *Evaluate minimum lot sizes and setbacks, maximum heights and lot coverage of all zones.*
- *Evaluate compatibility standards, particularly for multiple-family developments and infill sites.*
- *Evaluate incentives for the development of smaller units.*

Appendix

Table A-1

Housing demand /capacity comparison by unit type

Existing Dwelling Unit Capacity (2010 BLI)	SFR	Multi-family	Totals
	1469	1384	2853
Needed Units per Housing Gap Analysis through 2040	1557	1759	3316
Deficit by 2040	-88	-375	-463
Annual units needed through 2040	55.6	62.8	118.4
Total Year Supply	**26.4**	**22.0**	**24.1**

Table A-2

Future Needed Unit Distributed by Comprehensive Plan Designation

Comprehensive Plan	Net Buildable Acres	Existing Dwelling Unit Capacity (2011 BLI)	Dwelling Units by Type distributed into existing capacity	
			SFR	Multi-family
Airport	Per Airport Master Plan	0	0	0
Commercial	15.8	252	0	252
Croman Mill	62.8	340	0	340
Downtown	2	53	0	53
Employment	105.1	221	0	221
HC	1.4	15	0	15
HDR	8.9	162	0	162
Industrial	12.1	0	0	0
LDR	38.1	70	70	0
MFR	30.8	323	0	323
NM	17.7	118	100	18
SFR	214	875	875	0
SFRR	48	103	103	0
SOU	19.5	SOU Master Plan	0	0
Suburban R	42.3	311	311	0
Woodland	4.3	10	10	0
Totals	**622.8**	**2853**	**1469**	**1384**

Note: *Expected Dwelling Units* on Commercial and Employment Lands have been reduced by 50% from what would be permitted as such units are not required.

Table A- 3a

Housing Units by Type 2002-2011 Data Derived from City Database (EDEN)					
Year Permit Issued	Mixed Use – above commercial	Multi-Family	Accessory Residential Units	New Condominium Units (not including mixed use)	**Group Homes**
2002	3	-	-	-	**30 (SOU)**
2003	2	-	-	-	
2004	2	-	-	-	
2005	4	26	6	8	
2006	22	5	4	48	
2007	13	2	2	7	
2008	9	2	8	0	
2009	0	1	1	0	
2010	0	60	4	0	
2011	3				**209 (SOU)**
Total	**58**	**96**	**27**	**63**	**239**

Table A-3b

Units per Year by Type 2002-2011 Data on single family and multi-family development derived from Census data						
Year Permit Issued	Single Family	Multi-Family	Accessory Residential Units	Condominium Conversions	Group Homes	Manufactured Homes
2002	99	9	-	-	30 (SOU)	1
2003	125	64	-	14	0	
2004	103	55	-	4	0	
2005	128	43	6	22	0	
2006	47	57	4	34	0	
2007	52	11	2	8	0	1
2008	20	12	8	10	0	0
2009	25	1	1	0	0	0
2010	34	10	4	0	0	
2011	24	6	2	0	209 (SOU)	
Total	**657**	**268**	**27**	**92**	**209**	**2**

Table A-4

Comprehensive Plan	# of Parcels	Net Buildable Acres
Airport	9	Per Airport Master Plan
Commercial	52	15.8
Croman Mill	31	62.8
Downtown	17	2
Employment	114	105.1
HC	10	1.4
HDR	48	8.9
Industrial	6	12.1
LDR	83	38.1
MFR	115	30.8
NM	77	17.7
SFR	552	214
SFRR	27	48
SOU	19	19.5
Suburban R	50	42.3
Woodland	30	4.3
Totals	1240	622.8

Source: Table 3.3 from the BLI: Buildable acres: UGB & City Limits

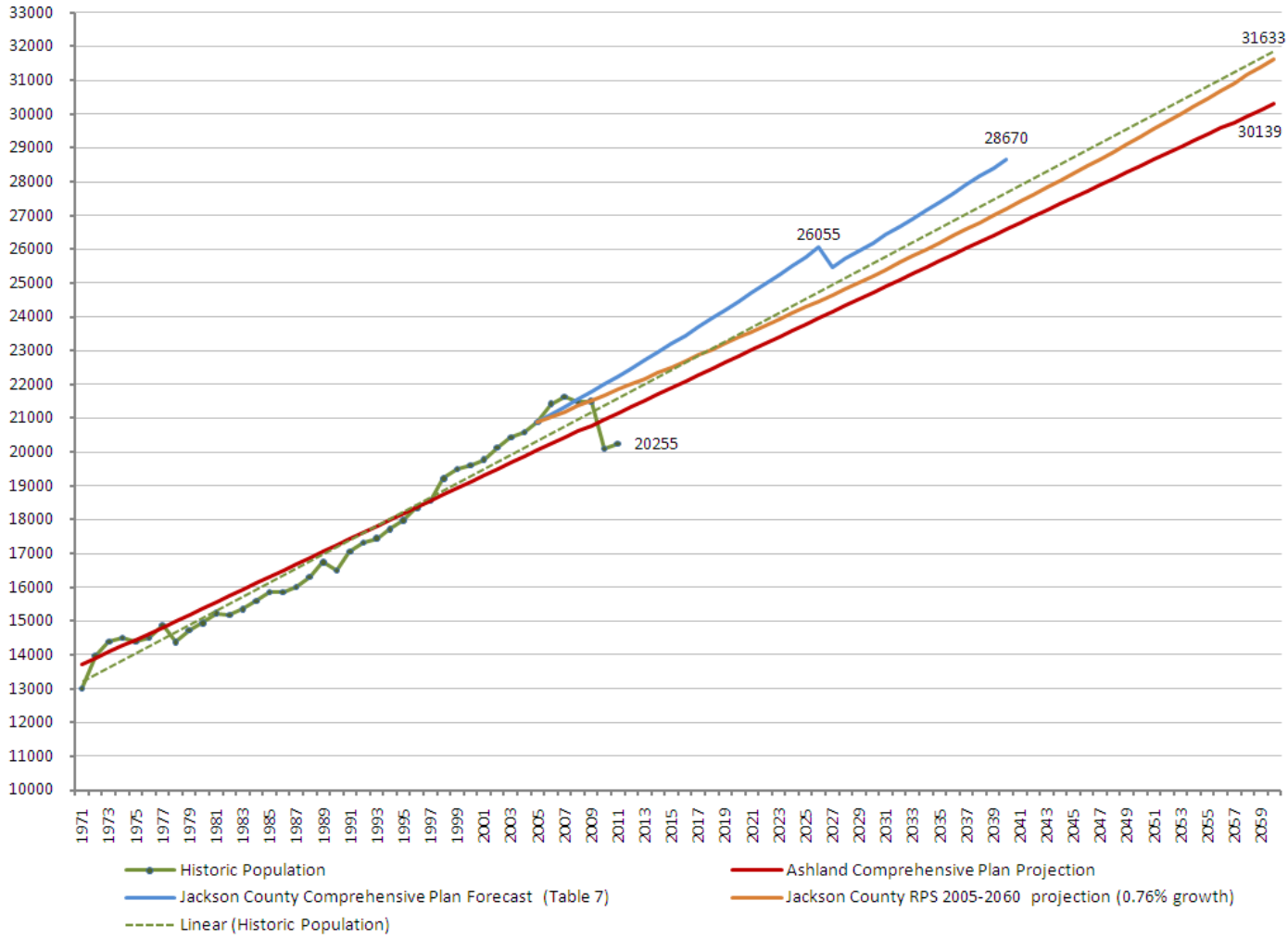
Table A5

Ashland's largest employers		
Business	**# of Employees**	**% of Population**
Southern Oregon University	Approx. 750	3.6%
Ashland Community Hospital	410	1.9%
Oregon Shakespeare Festival	398	1.9%
Ashland Public Schools	350	1.6%
City of Ashland	229	1.1%
Butler Ford	Approx. 160	0.7%
Pathway Enterprises, Inc.	130-150	0.6%
Ashland Food Co-Op	130	0.6%
Pro Tool	Approx. 100	0.4%
Linda Vista	Approx. 75	0.3%
Albertsons	72	0.3%
Plexis	Approx 70	0.3%
Safeway	65	0.3%
Town and Country Chevrolet	50	0.2%
Cropper Medical	50	0.2%
Bi-Mart	45	0.2%

Source: City of Ashland, Chamber of Commerce website: www.ashlandchamber.com.

Table A6

Population Projections



ORDINANCE NO. _____

AN ORDINANCE AMENDING THE CITY OF ASHLAND COMPREHENSIVE PLAN TO ADOPT THE HOUSING NEEDS ANALYSIS AS A SUPPORTING DOCUMENT TO THE CITY OF ASHLAND COMPREHENSIVE PLAN

Annotated to show ~~deletions~~ and **additions** to the code sections being modified. Deletions are **bold ~~lined through~~** and additions are in **bold underline**.

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

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

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

WHEREAS, the Ashland Comprehensive Plan contains policies regarding the availability of adequate numbers of housing units at price ranges and rent levels which are commensurate with the financial capabilities of Oregon households

WHEREAS, the Housing Needs Analysis (2012) reflects the projected housing need in comparison to the supply of developable land within the Ashland City Limits and Urban Growth Boundary based upon specific land classification and constraints to development according to the Buildable Lands Inventory adopted in 2011.

WHEREAS, the City of Ashland Planning Commission considered the above-referenced recommended amendments to the Ashland Comprehensive Plan at a duly advertised public hearing on October 9, 2012 and, following deliberations, recommended approval of the amendments; and

WHEREAS, the City Council of the City of Ashland conducted a duly advertised public hearing on the above-referenced amendments on November 6, 2012; and

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

WHEREAS, the City Council of the City of Ashland has determined that in order to protect and benefit the health, safety and welfare of existing and future residents of the City, it is necessary to amend the Ashland Comprehensive Plan in manner proposed,

that an adequate factual base exists for the amendments, the amendments are consistent with the comprehensive plan and that such amendments are fully supported by the record of this proceeding.

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

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

SECTION 2. The City of Ashland Comprehensive Plan Appendix entitled "Technical Reports and Supporting Documents" is attached hereto and made a part hereof as ***Exhibit B***. Previously added support documents are acknowledged on this Appendix.

SECTION 3. The document entitled "The City of Ashland Housing Needs Analysis, (2012)," attached hereto as ***Exhibit A***, and made a part hereof by this reference is hereby added to the above-referenced Appendix to support Chapter VI, [HOUSING ELEMENT] the Comprehensive Plan.

.

SECTION 4. The document entitled "The City of Ashland Housing Needs Analysis," may be updated by Resolution of the City Council to account for population and demographic changes, consumption of buildable land by development, and re-development, as reflected in Census data and in the issuance of Building Permits by the City.

SECTION 5. Severability. The sections, subsections, paragraphs and clauses of this ordinance are severable. The invalidity of one section, subsection, paragraph, or clause shall not affect the validity of the remaining sections, subsections, paragraphs and clauses.

SECTION 6. **Codification.** Provisions of this Ordinance shall be incorporated in the City Comprehensive Plan and the word "ordinance" may be changed to "code", "article", "section", or another word, and the sections of this Ordinance may be renumbered, or re-lettered, provided however that any Whereas clauses and boilerplate provisions (i.e. Sections 1, 5-6) need not be codified and the City Recorder is authorized to correct any cross-references and any typographical errors.

The foregoing ordinance was first read by title only in accordance with Article X, Section 2(C) of the City Charter on the _____ day of _____, 2012, and duly PASSED and ADOPTED this _____ day of _____, 2012.

_____

Barbara M. Christensen, City Recorder

SIGNED and APPROVED this ____ day of _____, 2012.

John Stromberg, Mayor

Reviewed as to form:

David Lohman, City Attorney

Appendix A: Technical Reports and Supporting Documents
City of Ashland, Oregon Comprehensive Plan

Periodically, the City may choose to conduct studies and prepare technical reports to adopt by reference within the Comprehensive Plan to make available for review by the general public. These studies and reports shall not serve the purpose of creating new city policy, but rather the information, data and findings contained within the documents may constitute part of the basis on which new policies may be formulated or existing policy amended. In addition, adopted studies and reports provide a source of information that may be used to assist the community in the evaluation of local land use decisions.

Chapter II, Introduction and Definitions

The following reports are adopted by reference as a supporting document to the Ashland Comprehensive Plan, Chapter II, Introduction and Definitions.

1. Croman Mill Site Redevelopment Plan (2008) by Ordinance 3030 on August 17, 2010

Chapter IV, Environmental Resources

The following reports are adopted by reference as a support document to the Ashland Comprehensive Plan, Chapter IV, Environmental Resources.

1. City of Ashland Local Wetland Inventory and Assessment and Riparian Corridor Inventory (2005/2007) by Ordinance 2999 on December 15, 2009.

Chapter VI, Housing Element

The following reports are adopted by reference as a support document to the Ashland Comprehensive Plan, Chapter VI, Housing Element.

1. City of Ashland: Housing Needs Analysis (2012) by Ordinance _____ on _____.

Chapter VII, Economy

The following reports are adopted by reference as a support document to the Ashland Comprehensive Plan, Chapter VII, The Economy.

1. City of Ashland: Economic Opportunities Analysis (April 2007) by Ordinance 3030 on August 17, 2010

Chapter XII, Urbanization

The following reports are adopted by reference as a support document to the Ashland Comprehensive Plan, Chapter XII, Urbanization.

1. City of Ashland: Buildable Lands Inventory (2011) by Ordinance 3055 on November 16, 2011.

CITY OF ASHLAND

Planning Division
51 Winburn Way, Ashland OR 97520
541-488-5305 Fax 541-488-6006

ZONING PERMIT APPLICATION

FILE # PL-2012-01266

DESCRIPTION OF PROJECT _____

Pursuing LEED® Certification? ☐ YES ☐ NO

DESCRIPTION OF PROPERTY

Street Address HOUSING NEEDS ANALYSIS

Assessor's Map No. 39 1E N/A Tax Lot(s) N/A

Zoning N/A Comp Plan Designation N/A

APPLICANT

Name CITY OF ASHLAND Phone 541-488-5305 E-Mail _____

Address 20 E. MAIN City ASHLAND Zip 97520

PROPERTY OWNER

Name N/A Phone N/A E-Mail N/A

Address N/A City N/A Zip _____

SURVEYOR, ENGINEER, ARCHITECT, LANDSCAPE ARCHITECT, OTHER

Title N/A Name N/A Phone N/A E-Mail _____

Address N/A City N/A Zip _____

Title N/A Name N/A Phone N/A E-Mail _____

Address N/A City N/A Zip _____

I hereby certify that the statements and information contained in this application, including the enclosed drawings and the required findings of fact, are in all respects, true and correct. I understand that all property pins must be shown on the drawings and visible upon the site inspection. In the event the pins are not shown or their location found to be incorrect, the owner assumes full responsibility. I further understand that if this request is subsequently contested, the burden will be on me to establish:

1) *that I produced sufficient factual evidence at the hearing to support this request;*
2) *that the findings of fact furnished justifies the granting of the request;*
3) *that the findings of fact furnished by me are adequate; and further*
4) *that all structures or improvements are properly located on the ground.*

Failure in this regard will result most likely in not only the request being set aside, but also possibly in my structures being built in reliance thereon being required to be removed at my expense. If I have any doubts, I am advised to seek competent professional advice and assistance.

N/A

Applicant's Signature

9/18/2012

Date

As owner of the property involved in this request, I have read and understood the complete application and its consequences to me as a property owner.

David Kanner

Property Owner's Signature (required)

9/6/12

Date

[To be completed by City Staff]

Date Received 9-4-12 Zoning Permit Type Legislative Amendments Filing Fee $ N/A

OVER ▸▸

ZONING PERMIT SUBMITTAL REQUIREMENTS

- ☐ APPLICATION FORM must be completed and signed by both applicant and property owner.
- ☐ FINDINGS OF FACT – Respond to the appropriate zoning requirements in the form of factual statements or findings of fact and supported by evidence. List the findings criteria and the evidence that supports it. Include information necessary to address all issues detailed in the Pre-Application Comment document.
- ☐ 2 SETS OF SCALED PLANS no larger than 11"x17". Include site plan, building elevations, parking and landscape details. (Optional – 1 additional large set of plans, 2'x3', to use in meetings)
- ☐ FEE (Check, Charge or Cash)
- ☐ LEED® CERTIFICATION *(optional)* – Applicant's wishing to receive priority planning action processing shall provide the following documentation with the application demonstrating the completion of the following steps:
  - Hiring and retaining a LEED® Accredited Professional as part of the project team throughout design and construction of the project; and
  - The LEED® checklist indicating the credits that will be pursued.

NOTE:

- Applications are accepted on a first come, first served basis.
- Applications will not be accepted without a complete application form signed by the applicant(s) AND property owner(s), all required materials and full payment.
- All applications received are reviewed for completeness by staff within 30 days from application date in accordance with ORS 227.178.
- The first fifteen COMPLETE applications submitted are processed at the next available Planning Commission meeting. (Planning Commission meetings include the Hearings Board, which meets at 1:30 pm, or the full Planning Commission, which meets at 7:00 pm on the second Tuesday of each month. Meetings are held at the City Council Chambers at 1175 East Main St).
- A notice of the project request will be sent to neighboring properties for their comments or concerns.
- If applicable, the application will also be reviewed by the Tree and/or Historic Commissions.

Legislative Amendments

Permit Number: PL-2012-01266

APPLICANT

Job Address: 00 TBA
ASHLAND OR 97520

Owner's Name: CITY OF ASHLAND
Customer #: 06962
CITY OF ASHLAND
Applicant:
Address:

Phone:
Applied: 09/04/2012
Issued:
Expires: 03/03/2013

Maplot:

CONTRACTOR

Contractor:
Address:

Phone:
State Lic No:
City Lic No:

Sub-Contractor:
Address:

Phone:
State Lic No:
City Lic No:

DESCRIPTION: Amending the City of Ashland Comprehensive Plan to adopt the Housing Needs Analysis

VALUATION

Occupancy Type	Construction	Units	Rate Amt	Actual Amt	Constuction Description

Total for Valuation:

MECHANICAL

ELECTRICAL

STRUCTURAL

PERMIT FEE DETAIL

Fee Description	Amount	Fee Description	Amount

CONDITIONS OF APPROVAL

COMMUNITY DEVELOPMENT
20 East Main St.
Ashland, OR 97520
www.ashland.or.us

Tel: 541-488-5305
Fax: 541-488-5311
TTY: 800-735-2900

Inspection Request Line: 541-552-2080

CITY OF ASHLAND

Legislative Amendments

Permit Number: PL-2012-01266

I hereby certify the contents of this application to be correct to the best of my knowledge, and furthermore, that I have read, understood and agreed to the following:

1. This permit shall remain valid only in accordance with code or regulation provisions relating to time lapse and revocation (180 days).
2. Work shall not proceed past approved inspection stage. All required inspections shall be called for 24 hours in advance.
3. Any modifications in plans or work shall be reported in advance to the department.
4. Responsibility for complying with all applicable federal, state, or local laws, ordinances, or regulations rests solely with the applicant.

Applicant _____ Date _____

Fee Summary			Paid Amounts	
Building:	$	0.00	$	0.00
State Surcharge:	$	0.00	$	0.00
Development Fees:	$	0.00	$	0.00
Systems Development Charges:	$	0.00	$	0.00
Utility Connection Fees:	$	0.00	$	0.00
Public Works Fees:	$	0.00	$	0.00
Planning Fees:	$	0.00	$	0.00
Sub-Total:	$			0
Fees Paid:	$			0
Total Amount Due:	$			0

COMMUNITY DEVELOPMENT
20 East Main St.
Ashland, OR 97520
www.ashland.or.us

Tel: 541-488-5305
Fax: 541-488-5311
TTY: 800-735-2900

Inspection Request Line: 541-552-2080

CITY OF ASHLAND

CITY OF
ASHLAND

ASHLAND HOUSING COMMISSION
DRAFT MINUTES
July 25, 2012

CALL TO ORDER
Chair Regina Ayars called the meeting to order at 4:30 p.m. at the Council Chambers located at 1175 East Main St. Ashland, OR 97520.

Commissioners Present:	**Council Liaison**
Regina Ayars	Carol Voisin
Brett Ainsworth	
Barb Barasa	**Staff Present:**
Evan Lasley	Linda Reid, Housing Specialist
Ben Scott	Brandon Goldman, Senior Planner
Commissioners Absent	
Richard Billin	

APPROVAL OF MINUTES
Lasley/Scott m/s to approve the minutes of the June 27, 2012 regular Housing Commission meeting. Voice Vote: All Ayes minutes were approved as presented.

FAIR HOUSING ORDINANCE REVIEW/UPDATE
Reid presented the Fair Housing Ordinance draft having received it back from the City Legal Department. Most of the changes were minor with the exception of section "N" Fair Housing Officer. The Legal Department suggested that the City Attorney, the City Administrator, the Municipal Judge and the Director of Development meet together and discuss who should be the designated Fair Housing Officer and serve in that role. Currently it is the City Attorney. Since that meeting has not taken place the agenda item has been bumped from the August City Council meeting and Reid is not sure when it will go forward. Reid will bring it back to the Housing Commission once the amendment has been made. At this point all Fair Housing complaints that come to the City get evaluated by Reid and then are referred to BOLI with the State or to HUD with the Federal Government. Reid did not believe that the City Attorney has had to act in this capacity in the past.

PRELIMINARY REVIEW OF THE DRAFT 2012 HOUSING NEEDS ANALYSIS
Reid explained that the Housing Needs Analysis serves a couple of purposes. This report gives the City a look at what the housing needs and demands are within the community and match those up with our inventory of land. ORS 197.267 requires that cities of a certain size undertake a Housing Needs Analysis periodically. Ashland is not large enough to be compelled to do a Housing Needs Analysis; we do it so we can help the elected and appointed officials plan and prepare for housing needs, stated Reid.

This draft will be presented next to the Planning Commission at a study session followed by a public hearing at both the Housing Commission and the Planning Commission and then on to the City Council. This analysis will be useful in terms of reviews with planning actions and would be adopted by the City Council as an appendage to the Comprehensive Plan. This draft is still in the preliminary stages but Reid would like some feedback from the Commissioners.

The Commissioners discussed the potential land use strategies for addressing key housing issues identified in the 2012 Housing Needs Analysis. One topic discussed was the evaluation of parking requirements and potential reductions to promote smaller unit sizes. Goldman said a recent change to parking standards was made city wide with the Pedestrian Places Overlay Zone. A unit 500 square feet or less does not need additional parking spaces and an increase to on street parking was made. An allowance was also made allowing seven bike parking spots to substitute for automobile parking which would most benefit places such as apartments.
.
The Commissioners inquired if Southern Oregon University expects to fill all the new Dormitory rooms being built off of Walker Street. They questioned the need for so many units taking into consideration the current enrollment. The college owns many private rental properties which are not included in the count. Would this create vacancies with those homes when the dorm rooms are filled, asked the Commissioners? Goldman stated that none of the SOU owned units are indicated in their 2020 master plan as going into market rate housing. Reid stated that Census data used to compile the housing information in the Housing Needs Analysis does take into account SOU multi-family rental properties and counts the dorms as group housing.

The Commissioners agreed when Reid presents this draft to City Council she needs to focus on the recommendations that staff is making in order to help address the housing issues. What kind of housing are we going to need to accommodate the future population of Ashland?

The Housing Needs Analysis shows that homeownership rates in Ashland lag behind that of Medford, Jackson County and the State of Oregon. Ownership and rental rates are more of a 50/50 split in Ashland rather than a 60/30 ownership to rental rate which it the average for the County and the State.

The chart on page 65 of the HNA shows a simple breakdown of existing units. If development continues as it has historically, the City will be looking at a deficit of rental units by 2040. The main purpose of the chart is to determine if the City has enough land in each zone to accommodate the development of needed housing types.

The Commissioners will take the opportunity to continue to review the Housing Needs Analysis and then get back with Reid with any comments or recommendation of changes. After that it will go to a public review before the Planning and Housing commission.

CLAY STREET REVIEW DISCUSSION

The Commissioners reviewed the three options for the property located at 360 Clay Street.

- Land Bank until current land values increase.
- Sell the land for Market Value
- Solicit a proposal for an affordable/mixed-income development

The Commissioners recommended that Reid does a survey of housing providers to see what their future plans might be. At one point Jackson County Housing Authority was interested in developing the property.

Reid said that Oregon Housing announced their 2012 consolidated funding cycle awards last week. Access was fully funded for their six unit Hyde Park project located in Ashland on Dollarhide. The Southern Oregon region received a large amount of the funding. Reid said a wide variety of funding is available through the State of Oregon, HUD (Federal Government), Oregon Trust fund money, Home Money, low income tax credits, Oregon affordable tax credits.

After Reid surveys the Housing providers the Commissioners will discuss at next month's regular meeting in August the options and make a recommendation to go to the City Council.

Scott/Lasley m/s to move the Housing Commission meeting to the Siskiyou Room at the department of Community Development and Engineering located at 51 Winburn Way. Voice vote; All Ayes, motion passed. The meeting will be at 4:00 p.m.

SECONDARY GOAL DISCUSSION
Two of the Housing Commission secondary goals are looking at multi-family zoning and manufactured housing. The Commissioners are concerned about the obstacles preventing home owners from building affordable units.

The Commissioners discussed the possibility of restricting Single Family Homes in Multi-Family zones. Goldman explained that in 2004 the City passed a minimum density ordinance for Multi-Family zones. It states that an applicant would need to build out at 80 percent the base density at a minimum. He suggested asking the people who own property in Multi-Family zones if they would have a concern with an added limitation.

Goldman gave an update on the vacant land inventory in Ashland. R-3 is a High Density Residential zone and R-2 is Multi-Family Residential. Goldman said there is roughly 40 acres of vacant land available in those two zones to meet the City's multi-family needs.

LIAISON REPORTS DISCUSSION
Council –No report

Staff- At the August regular Housing Meeting City Recorder Barbara Christianson and City Attorney, David Loman will be giving a presentation on Commission ethics and rules.

AUGUST 22ND, 2012 MEETING AGENDA ITEMS
Housing Trust Fund
Clay Street property options
Fair Housing Ordinance Options

UPCOMING EVENTS AND MEETINGS
First Reading of the Fair Housing Ordinance, City Council-Aug 7th, 2012

Next Housing Commission Regular Meeting
August 22, 2012 4:00-6:00 PM in the Siskiyou Room located at the Community Development and Engineering Building at 51 Winburn Way, Ashland Oregon.

ADJOURNMENT - The meeting was adjourned at 6:10 p.m.

Respectfully submitted by Carolyn Schwendener

CITY OF
ASHLAND

ASHLAND HOUSING COMMISSION
DRAFT MINUTES
September 26, 2012

CALL TO ORDER
Chair Regina Ayars called the meeting to order at 4:00 p.m. in the Siskiyou Room located at the Community Development and Engineering offices at 51 Winburn Way, Ashland OR 97520.

Commissioners Present:	**Council Liaison**
Regina Ayars	Carol Voisin
Brett Ainsworth	
Barb Barasa	**Staff Present:**
Evan Lasley	Linda Reid, Housing Specialist
Ben Scott	Carolyn Schwendener, Admin Clerk
Michael Gutman, arrived at 4:10	

APPROVAL OF MINUTES
Ainsworth/Lasley m/s to approve the minutes of the August 22, 2012 regular Housing Commission meeting. Voice Vote: All Ayes; minutes were approved as presented.

PUBLIC FORUM
Brandon Goldman, City of Ashland Senior Planner spoke. Goldman acknowledged that the Normal neighborhood Master Planning effort is now well under way. The City has had interviews with most of the property owners in the area as well as received surveys back with responses on how they would like to see their neighborhood developed. Goldman explained this is of interest to the Housing Commission as it's the last large area, approximately 94 acres, for residential development within the City's Urban Growth Boundary. On October 23rd at 7:00 p.m. there will be a public design charrette at the Ashland Middle School followed by a second meeting on October 25th. At the first charrette a concept plan that has already been drafted will be presented allowing the participants to have the opportunity to give input on what they would like to see. The next meeting on the 25th will have a revised plan showing those changes and suggestions from the prior meeting. Goldman invited the Commissioners to attend those meetings.

COMMISSIONER ETHICS TRAINING
Barbara Christensen, City Recorder and David Lohman, City Attorney gave a presentation on the Rules, Regulations, Laws and Ethics of public servants. They were asked by City Council to provide training to the Commissions giving them the information they need to know what is expected of them.

The following are some of the main points;

- All public records associated with this commission are public record, notes, agendas, reports, correspondence, pictures, emails etc.
- If using your own computer it can be called up for public records
- Communicate with each other through your staff Liaison
- All business must be conducted in a setting the public has access to
- If a quorum is not met everybody goes home and no meeting can be held

- All meetings are open to the public, held within the City limits and have a 36 hour public notice
- Minutes are not verbatim they are a record of what happened at the meeting
- Do not use your public position to obtain financial benefit
- Gifts, including services, cannot be accepted if they are not available to everyone in the community
- Remember that everything is about ***Perception****,* how will it be perceived?
- Disclose, Disclose, Disclose. If any decision you are about to make can be a financial benefit or detriment to you your family or associated businesses, disclose it.
- If there is a conflict of interest do not participate and leave the room
- City of Ashland Code of Ethics says do not accept any valuable gift from a source directly or indirectly interested in business dealings with the City.
- Do not speak for the City in your Housing Commission capacity unless the commission deputized you to do so for them.

Christenson asked the Commissioners for their input on uniform policies and procedures in section 2.10 of the City Municipal Code. They are looking to define what excused and unexcused absences are regarding Commissioner's meeting attendance. What is considered an excused absence and what does unexcused mean? What should the reporting method be? Christenson asked the Commissioners to send their ideas and suggestions to Reid who will forward them on to her.

Christensen thanked the Commissioners for volunteering and the time they devote to the Commission. It is very much appreciated. This presentation on Ethics training is available on the City Website

CONSOLIDATED ANNUAL PERFORMANCE EVALUATION REPORT REVIEW (CAPER)

Reid explained that the CAPER is the City's annual report to HUD which is a required document for receiving Community Development Block Grant Funds. With our CDBG funds we create a five year grant application called the Consolidated Plan. The Consolidated Plan sets goals for the money we receive. In January people apply for those funds. The City awards those funds based on the priorities that are set in the Consolidated Plan as well as which goals have been met and which have not. The City would encourage funding for those goals which we have not yet attained. We then do an Action Plan and award the funds. Reid tracks the recipient's progress throughout the year to see that they are meeting the goals they set. The CAPER explains what the City said they were going to accomplish and what they actually did accomplish. All the information in the CAPER was what happened for the year 2011.

Ayars opened up the public hearing for comments. No one in the audience made comments, the public hearing was closed.

Ainsworth/Gutman m/s to approve the CAPER as presented. Voice Vote: All Ayes, motion passed unanimously.

HOUSING NEEDS ANALYSIS UPDATE PUBLIC HEARING

Reid gave an update on the Housing Needs Analysis. In July the Housing Commission reviewed and made their suggestions and comments followed by the Planning Commission who also reviewed the document and made suggestions. Some of those suggestions were incorporated into the document. This final document is now ready to go before the Planning Commission again on October 9th for a public hearing and then on to the City Council for adoption on November 6th.

Reid cleared up a misconception about what this document actually is. This document is about what the City is more likely to see with regard to future housing populations rather then what the City would like to see. All this document can do is see what we have now and project that forward into the future. What does our population look like now and how is that going to change over a 20 year period and how do we meet the needs of that population.

Reid pointed out a couple of the changes to the recommendations that were made to the document;

- Examine opportunities for reductions in parking requirements for the provisions of apartments meeting certain conditions.

- Evaluate land use incentives to provide for small lots intended for small unit development
- It was suggested to add "multi-family" to the sentence, "*Designating certain lands for rental units would encourage development of apartments".*

This will be a technical supporting document to the housing element of the Comprehensive Plan. It will help with decisions as the City goes forward with planning actions to see what types of housing is needed. If the Council adopts this on November 6th it would be appropriate for the Housing Commission to move forward with some of the recommendations as they select goals for the coming year.

COMMISSIONS EXCUSED ABSENCE POLICY DISCUSSION

City Administrator, David Kanner is asking for feedback on how to define excused and unexcused absences, membership reduction and potential changes to the code regarding being physically present at meetings verses participating by phone.

The Commissioners discussed ideas.

- Regarding missing two meetings in a row, felt this should be over a period of a year January through December not six months
- Commissioners felt it would be more appropriate for the Mayor to write the criteria of what is excused and what is not excused. Should be his discretion for those guidelines. They would like to see medical emergencies, illnesses, unplanned events
- Liked the idea of giving the Chair as well as the Staff Liaison an eight hour notice of absence prior to the meeting. This allows the Commission to determine if they will have a quorum.
- Would like to encourage the possibility of the Commissions and Council to participate in public meetings by phone or skype.
- The Commissioners liked the moving to a seven member Commission from a nine member commission, though would rather the quorum be based on the seats filled rather than total number of seats.

OCTOBER 24TH, 2012 MEETING AGENDA ITEMS

Quorum Check – Gutman will not be present
Vacation Rentals – agenda item
Discussion of meeting times place

UPCOMING EVENTS AND MEETINGS

Next Housing Commission Regular Meeting

Goal Setting retreat – Saturday November 17, 2012 9:00 – 12:00 at the Parks Department
No meeting is scheduled for December
October 24, 2012 4:00-6:00 PM in the Siskiyou Room located at the Community Development and Engineering Building at 51 Winburn Way, Ashland Oregon.

ADJOURNMENT - The meeting was adjourned at 5:50 p.m.

Respectfully submitted by Carolyn Schwendener

DISCUSSION ITEM

Unified Policies and Procedures for City Commissions and Committees

From: "Dave Kanner" <dave.kanner@ashland.or.us>
To: david@davidwolske.com, fluerys@ashland.or.us, pastapiatti@gmail.com, tuneberl@ashland.or.us, rparker@mind.net, truea@ashland.or.us, danmaymar@aol.com, chamberc@ashland.or.us, shobro@jeffnet.org, guntera@ashland.or.us, reginariley@jeffnet.org, reidl@ashland.or.us, "pam marsh" <pam.marsh@gmail.com>, molnarb@ashland.or.us, carol@davisandcline.com, ann@ashland.or.us, dyoung@jeffnet.org, faughtm@ashland.or.us, upperlimbit@wildblue.net, pinam@ashland.or.us
Sent: Wednesday, September 19, 2012 2:33:57 PM
Subject: Request for board and commission input

Hello all –

You are receiving this either because you are the chair of a city board or commission, or you are a staff liaison. If you are neither, I would appreciate you forwarding this to the correct person.

The City received a request from the Transportation Commission to reduce its membership from nine to seven and we are bringing an ordinance to do that to the Council next month. The mayor has asked me to check with other boards and commissions to see if there are any others that believe their appointee number should be reduced.

In addition, the mayor has questions about how the recent change in the definition of quorum is working for all of you (a majority of all positions on the board or commission, not just a majority of currently filled positions).

We are also seeking feedback on how to define "excused absence" or a policy on multiple absences, as well as a potential change in City Code that would allow City Councilors or board and commission members who cannot be physically present to participate in meetings by phone.

Please have your board/commission discuss the above at your next meeting and provide your feedback to me. I plan to take this to the Council at their November 5 study session and I would ideally like to have all feedback by October 30 at the latest.

Thanks,
Dave

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CITY OF
ASHLAND

ASHLAND PLANNING COMMISSION
SPECIAL MEETING
MINUTES
June 26, 2012

CALL TO ORDER
Vice Chair Michael Dawkins called the meeting to order at 7:00 p.m. in the Siskiyou Conference Room, 51 Winburn Way.

Commissioners Present:	Staff Present:
Troy J. Brown, Jr.	Bill Molnar, Community Development Director
Michael Dawkins	Derek Severson, Associate Planner
Eric Heesacker	April Lucas, Administrative Supervisor
Richard Kaplan	
Pam Marsh	
Debbie Miller	
Melanie Mindlin *(Arrived at 7:15 pm)*	
Absent Members:	**Council Liaison:**
None	Dennis Slattery

ANNOUCEMENTS
Commissioner Dawkins noted he attended the Plaza Design Public Outreach Meeting and the architects have requested feedback from the Planning Commission. Dawkins shared his preference for more hardscape and trees in large containers, and requested the Commission take a few minutes to discuss the conceptual designs at the end of the meeting.

PUBLIC FORUM
No one came forward to speak.

PRESENTATION
A. Ethics & Commission Guidelines (Dave Lohman, City Attorney)
City Attorney Dave Lohman provided a presentation on public records law, definition of public meetings, public meeting requirements, rules and regulations, and ethics. (Copy of presentation is attached to minutes.)

General Questions
The commissioners posed several questions to Mr. Lohman, including:

- What is the statute of limitation for how long members need to keep meeting notes and recordings?
  Answer: 6 years.
- Can commissioners attend public events if there is a quorum of members present?
  Answer: As long as the commissioners are not deliberating on a particular issue, this is not considered a public meeting and members are free to attend.
- The Planning Commission is subject to Oregon statutes, Ashland's Code of Ethics, and state statutes specific to Planning Commissions; which one takes precedence?
  Answer: The Commission is subject to all three laws and need to make sure they are adhering to the most strict rules (Ashland Code of Ethics)
- Does the Commission have to elect a new chair every year, or does "term" indicate a member can be chair for two consecutive four year terms?
  Answer: Mr. Lohman stated there are different practices on the different commissions and this needs to get cleared up. He stated his opinion is that term means four years, but others have disagreed with him. Commissioner Dawkins commented that he believes when the Commission discussed this, the intent was for a one-year term for officers. Comment was made that this may be an issue with small commissions that have frequent turn-over; and perhaps this should be a recommendation

instead of a requirement. Additional suggestion was made for the vice chair to take over as chair after their first year, which could provide for a learning period.

- Are commissioners allowed to testify before the City Council?
  Answer: Mr. Lohman cited the language in AMC 2.10.110 and stated it is his understanding that commissioners can speak before the City Council as private citizens, however he will need to get back to the Commission on this question. Commissioner Marsh commented that it is unfortunate when a member goes before another body and speaks out against the position the Planning Commission has adopted.
- Does Commissioner Miller have a conflict of interest regarding the Normal Avenue Neighborhood Plan?
  Discussion/Answer: Commissioner Miller explained she owns property in the project area and asked if she could participate in the deliberations. She added she could provide some background information which may be helpful. Mr. Lohman stated under state law, it is an actual conflict of interest if the outcome could benefit or hurt her financially. He stated she likely has an actual conflict of interest and advised that she not participate in the discussions or deliberations. He added she could testify as a private citizen in front of the City Council, but should not testify before the Planning Commission. The Commission held general discussion about the bias issue. Comment was made that when a member is on record of having a clear bias or a predisposed position, it undermines the decision making process and that person should step aside.
- What is the definition of an excused absence?
  Answer: Mr. Lohman stated this is an issue that needs to be addressed and asked for the Commissions input. Suggestion was made to establish a yearly minimum attendance percentage, rather than a limit on unexcused absences in a row. Comment was made that it is important for a member to notify staff if they cannot attend. Support was voiced for an annual attendance rate and 80% was suggested.

PUBLIC HEARINGS

A. PLANNING ACTION: #2012-00573
   APPLICANT: City of Ashland
   LOCATION: Not property-specific
   ORDINANCE REFERENCE: 18.108.170 Legislative Amendments
   REQUEST: A Legislative Amendment is proposed to adopt a new "Chapter XV - Regional Plan" element to the City of Ashland Comprehensive Plan to incorporate applicable portions of the Greater Bear Creek Valley Regional Problem Solving Plan ("the RPS Plan") and to acknowledge revised population allocations for the City of Ashland. Jackson County recently adopted the RPS Plan which identifies urban reserve areas to accommodate a doubling of the region's population, but before the RPS Plan can take effect, each of the six participating cities in the region (Ashland, Talent, Phoenix, Medford, Central Point and Eagle Point) must adopt the applicable portions of the plan into their comprehensive plans and implementing ordinances. (Ashland is the only participating city which has not identified urban reserves as the city's existing urban growth boundary was determined to be sufficient to accommodate anticipated growth. Adoption of the new element incorporates those portions of the Regional Plan applicable to Ashland as a signatory participant with no identified urban reserves.)

Associate Planner Derek Severson gave a brief overview of the Regional Plan and the Regional Problem Solving process (RPS). He explained the proposed adoption of the new "Regional Element" to the City's Comprehensive Plan incorporates the portions of the Regional Plan applicable to Ashland and clarified Ashland is unique among the six participating cities in that we are the only jurisdiction to not identify urban reserves and have chosen to accommodate growth through efficient land use planning instead. He stated this new Element serves primarily as a placeholder to acknowledge the City's participation in the plan and to provide a framework if the City chooses to pursue the creation of urban reserves in the future.

Mr. Severson provided some background and noted the Planning Commission issued a recommendation in 2010 to ensure Ashland's values are pushed forward through the RPS process, and the City Council adopted a resolution in 2011 that reiterated those recommendations. Mr. Severson stated the primary issues identified in the 2011 resolution included: 1) retaining Urban Fringe minimum lot sizes, 2) to not require jurisdictional exchange, 3) regional housing strategy timeline, 4) population figures consistent with the Comprehensive Plan, 5) address high value farm lands, and 6) more efficient land use transportation. He stated through the City's participation in this plan, there has been a 110-acre reduction of farm lands in the URA's; all jurisdictions must adhere to specific density commitments; 49% of new dwellings and 44% of new commercial must be mixed use, pedestrian friendly, or in a transit oriented district by 2020; and conceptual land use and transportation plans will be required for urban reserves.