

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
STUDY SESSION
January 22, 2019
AGENDA**

- I. **CALL TO ORDER:** 7:00 PM, Civic Center Council Chambers, 1175 E. Main Street.
- II. **ANNOUNCEMENTS**
- III. **PUBLIC FORUM**
- IV. **DISCUSSION ITEMS**
 - A. **Croman Mill District – Discussion of Potential Revisions**
 - B. **Land Use Ordinance - Open Space Standards**
- V. **UPDATES** - None
- VI. **ADJOURNMENT**

**CITY OF
ASHLAND**



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

Memo

DATE: January 22, 2019

TO: Ashland Planning Commission

FROM: Maria Harris, Planning Manager

RE: Potential Amendments to Croman Mill District

The City Council directed Planning staff to move forward with developing an agreement and scope of work to outline a project to consider amending the Croman Mill District. The project would be undertaken in collaboration with the owners of the Croman Mill site, Croman Corporation.

The purpose of the project is to facilitate the construction of the main street and necessary utilities (e.g., water, sewer, storm drain and electric) to serve the Croman Mill District. Establishing a road connection to Siskiyou Blvd. would provide improved access for the trucks involved in the ongoing site clean-up and reclamation project, as well as jumpstart the development of the larger Croman Mill District area. The materials presented to the City Council are attached to this memo.

The study session is intended to familiarize the Commission with the upcoming project and provide an opportunity for discussion. The item is tentatively scheduled for the February 19 City Council meeting.



**CITY COUNCIL STUDY SESSION
MINUTES**
Monday, March 5, 2018
Council Chambers, 1175 E. Main Street

Mayor Stromberg called the Study Session at 5:34 PM

I. Public Input (15 minutes, maximum)

Huelz Gutcheon – Ashland- Spoke regarding Croman Mill District and climate change.

II. Look Ahead review

Councilor Darrow announced her resignation from City Council effective immediately. She read her resignation letter into the record (*see attached*). She thanked Council and Staff.

Interim City Administrator, John Karns went over the look ahead.

Councilor Slattery suggested to move the AFN discussion to an earlier date.

Councilor Seffinger spoke that she will not be here on April 3rd for the discussion on approval of Public Art recommendation. As Public Arts Commission Liaison she suggested for Council to ask her any questions regarding this issue at the March 19th Study Session Meeting.

III. Discussion of potential revisions to Croman Mill District plan

Senior Planner, Brandon Goldman and Planning Manager, Maria Harris presented Council with a PowerPoint presentation regarding the Croman Mill District Plan (*see attached*).

In their presentation they discussed:

- History.
- District Boundaries. Mixed uses, neighborhood center. Natural features such as the pond on Siskiyou Blvd. Open space corridor along the creek and a central park.
- Transportation Network. Street framework.
- Zoning and Development Standards. Land Use overlays.
- Full street improvement or a temporary.
- Greater percentage of residential.
- Street framework.
- Affordable Housing.
- Cottage Housing.
- Small lot single family.
- Potential Plan Amendments.

Council discussed whether or not to proceed with developing a scope of work that describes specific tasks, needed staff and financial resources as well as a timeline for amending the Croman Mill District Plan.

Council discussed:

- Impact on schools.

- Population increase.
- RVTD routes.
- City Staff resources.
- Timelines.
- Annexation and zone changes.
- Public Outreach.
- Work plan.

Council gave consensus to begin on the scope of work.

IV. Update on Downtown Policing strategies

Police Chief, Tighe O'Meara gave an update on Downtown Policing strategies (*see attached*).

Items discussed in the presentation:

- Disorderly Conduct.
- Issues on Will Dodge Way Vinyl Club and O'Ryan's Irish Pub.
- Assault charge against a bouncer at the Vinyl club.
- Potential action against Vinyl Club from OLCC.
- Fire Marshal has been looking at the back deck of Vinyl.
- Night clubs and negative behavior.
- Amount of Staff and enforcement.
- Having an officer downtown at all times.

Police Officer, Jason Billings spoke that disruptions in the downtown have been less in the last year. He spoke that business owners have said there has been improvement.

Public Input –

Robert Kendrick-Ashland-Spoke regarding the downtown. He explained that the Police Department does do a good job moving people along but right when the officers leave the transients return. He spoke that on Will Dodge Way transients camp there, are aggressive and noisy. He spoke regarding the exit at the Irish Pub and that it is not safe. He expressed he wanted to find ways to address all the issues. He submitted a letter for the record (*see attached*).

Mike Szelong-Ashland- Explained he is the new owner at Irish Pub. He spoke that he is a good neighbor and suggested ways how to address issues. He read a letter into the record (*see attached*).

Raymond Kistler- Ashland – Spoke that he is the father of the man who was attacked at the Vinyl Club by a bouncer. He explained his son has been in the hospital for a long time. He had to go through 2 facial reconstruction surgeries and has to get his teeth fixed. He spoke that he does not see the Vinyl Club as a Community asset. He spoke that it is a horrible floor plan. There is no fire sprinkling. He asked when will this end on Will Dodge Way. He explained there are 2 officers every night to monitor Will Dodge Way. He asked what other business gets 2 officers when they are open.

Chief O'Meara spoke regarding the assault. He explained the Police Department is not protecting anyone or excusing criminal behavior. He spoke that he agrees with the investigation. He spoke that the Vinyl Club has been in existence for approximately 20 years and the Irish Pub much longer than that. He spoke that the Police Department does their best to work on problems that come up. He explained that when there are businesses like this in town it does lead to some negative behavior. He spoke that he is known for being accessible as Chief of Police and if anyone wants to talk to him about anything he would be happy to.

Councilor Rosenthal questioned if it is true that there are 2 Police Officers at Will Dodge Way when open. Chief O'Meara answered yes for an average of 2 hours a night during the peak nights. He spoke that he gets emails from neighbors Friday – Sunday with complaints so the Police Department is there to help with the issues and do everything they can do. He explained this is not special treatment they do the same with the Shakespeare Festival.

Councilor Rosenthal questioned what would happen if Council voted no to renew an establishments Liquor License. City Attorney, David Lohman answered that OLCC takes recommendations from the City but ultimately it is up to OLCC.

Council discussed the possibility of an exclusion zone to stop operation for a period of time. Mr. Lohman explained that we do not have an exclusionary zone but we do have an expulsion zone. Chief O'Meara explained that there is a Chronic Nuisance Ordinance. With this Ordinance if there is a certain amount of times of bad behavior it would go to the judge and could be shut down for 180 days.

Chief O'Meara explained that the Police Department has to be subjective with each case. There are different rules in business and residential areas.

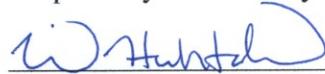
Council discussed ways to improving this situation with Will Dodge Way.

Councilor Morris requested for Staff to bring the Fire Inspections to a future meeting.

Council discussed possibly changing the Code for administering and regulating business licenses.

The Study Session was adjourned at 7:18 PM

Respectfully submitted by:



City Recorder, Melissa Huhtala

Attest:



Mayor Stromberg

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Council Study Session

March 5, 2018

Title:	Discussion of Potential Revisions to Croman Mill District Plan
Item Type:	Update
Requested by Council?	Yes
From:	Bill Molnar, Community Development Director bill.molnar@ashland.or.us Brandon Goldman, Senior Planner brandon.goldman@ashland.or.us

Discussion Questions:

Community Development and City Administration staff have had several meetings with Croman Corporation owner's representative, Mike Montero. Croman Corporation owns and controls the largest amount of acreage within the Croman Mill District, which is located in the southeast quadrant of Ashland. Conversations with Mr. Montero have centered around identifying options for jumpstarting private land development and associated public infrastructure installation (i.e. streets and utilities). Additionally, finding a mutually acceptable approach that would facilitate the construction of a new public street connection to Siskiyou Boulevard could address concerns related to the impacts of ongoing site clean-up and reclamation, which has resulted in dust, noise, track out of debris onto adjoining city streets as well as presented challenges at the intersection of Tolman Creek Road and Ashland Street.

Within the Croman Mill District Plan area, approximately seven acres are located outside the city limits but within Ashland's urban growth boundary. This comprises the southerly extent of the planning area and is immediately to adjacent Siskiyou Boulevard (see attachments 1 & 2).

From conversations to date between City staff and Mike Montero, the process for revising the Croman Mill District Plan would largely include the following key components:

- Process an application for annexation of the southerly acreage of the planning area.
- Amend the Croman Mill District zoning designations to allow for a substantial increase in housing above what is currently permitted. This would consist of rezoning "Compatible Industrial" and "Office Employment" lands west of the Central Boulevard, and "Mixed Use" lands adjacent to Siskiyou Boulevard, to residential zoning designations.
- Present a plan and timeline for the phasing of public street and utility construction, which would include construction of the Central Boulevard, from Siskiyou Boulevard to the northerly limits of the planning area.

- Identify locations for the construction of affordable housing that is required for both the annexation and zone change.

Questions for discussion:

- Does council support continued use of city staff resources to pursue the general objectives described above?
- If yes, does council support the preparation of a scope of work that describes the steps needed to revise the Croman Mill District plan, identifies resources and potential costs and proposes a project timeline?

Resource Requirements:

Staff time will be the primary resource used in preparation of the scope of work. In addition to developing a brief description of each task, an estimate of costs, and an approximate project timeline, staff also believes a memorandum of understanding (MOU) should be developed to clarify expectations of the property owner. If the memorandum of understanding is not created concurrently with the scope of work, it is recommended that the document be compiled very early on in the process. Staff anticipates providing a scope of work for council review by late spring or early summer.

Suggested Next Steps:

Proceed with developing a scope of work that describes specific tasks, needed staff and financial resources as well as a timeline for amending the Croman Mill District Plan. Items identified in the scope of work generally will include:

- Identification of project objectives.
- An evaluation of changes to existing zoning designations, specifically reviewing amendments intended to increase the amount and type of housing above levels currently allowed in the Croman Mill District Plan.
- Preparation of a report for the Oregon Department of Land Conservation and Development (DLCD) demonstrating that the amendments to the plan will maintain enough employment-zoned lands adequate to meet the City’s future needs and State of Oregon land use requirements.
- An update of the previously completed Transportation Impact Analysis (TIA).
- Creation of a memorandum of understanding between the City and property owner clarifying expectations of both parties.

Policies, Plans and Goals Supported:

City Council:

- 5.2 *Support and promote, through policy, programs that make the City affordable to live in.*
 - 5.2.a. *Pursue affordable housing opportunities, especially workforce housing. Identify specific incentives for developers to build more affordable housing.*
- 15.2 *Evaluate barriers to business startup and expansion.*
- 19.1 *Examine Croman Mill District redevelopment plan.*
- 19.4 *Create predictable pathways for development of employment land.*

Background and Additional Information:

In 2008, the Community Development Department received a State of Oregon Transportation and Growth Management (TGM) grant to prepare a master plan for the Croman Mill site. The TGM program is a joint program of the Oregon Department of Land Conservation and Development (DLCD) and the Oregon Department of Transportation (ODOT). A series of public workshops and study sessions were conducted as part of the master plan development. As required by the grant, the Portland-based urban design consultant, Crandall & Arambula, prepared the draft Redevelopment Plan. Shortly thereafter, the city council directed staff to work with the Planning Commission to begin the process of adopting the Croman Mill Site Redevelopment Plan by preparing Ashland Land Use Ordinance (ALUO) and Comprehensive Plan amendments. In May 2010, council approved the adoption of a new chapter within the land use ordinance entitled Croman Mill District ([Ch. 18.3.2](#)), as well as needed changes to Ashland's Comprehensive Plan.

Plan Description

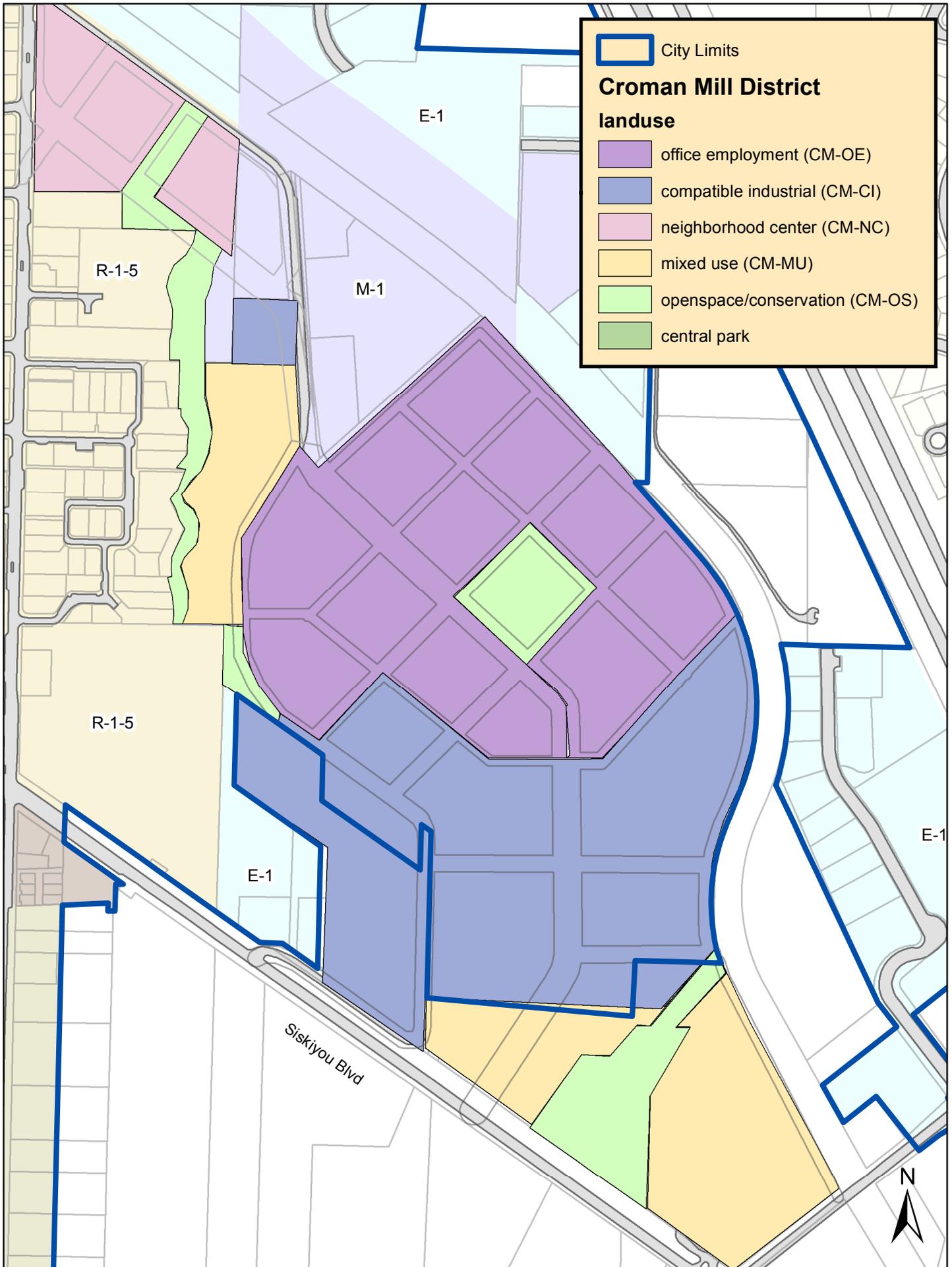
The Croman Mill District and Plan boundary encompasses approximately 95 acres, and is bound by the railroad right-of-way to the north and east, Tolman Creek Road and Hamilton Creek to the west and Siskiyou Boulevard to the south. The majority of the property in the plan area is comprised of the abandoned Croman Mill site (approximately 64 acres), which is the largest, unused parcel of land in the city limits. The nonoperational Croman Mill site is centrally located in the plan area, between Mistletoe Road and the railroad right-of-way. Also included within the Croman Mill Plan designation, is the Oregon Department of Transportation (ODOT) maintenance yard located south of the intersection of Mistletoe and Tolman Creek, as well as some additional properties to the west of Mistletoe Road and near the intersection of Siskiyou Boulevard and Crowson Road area.

Attachments:

- Croman Mill District – Ch. 18.3.2 (ashland.municipal.codes/LandUse/18.3.2)
- Croman Mill Site – 2005 Aerial Photograph – Attachment 1
- Croman Mill District – Existing Land Use Zones – Attachment 2
- Croman Mill District – Potential Revision Areas – Attachment 3
- Croman Concept Layout Plan – Provided by Croman Properties (Property Owner exhibit)

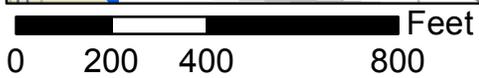
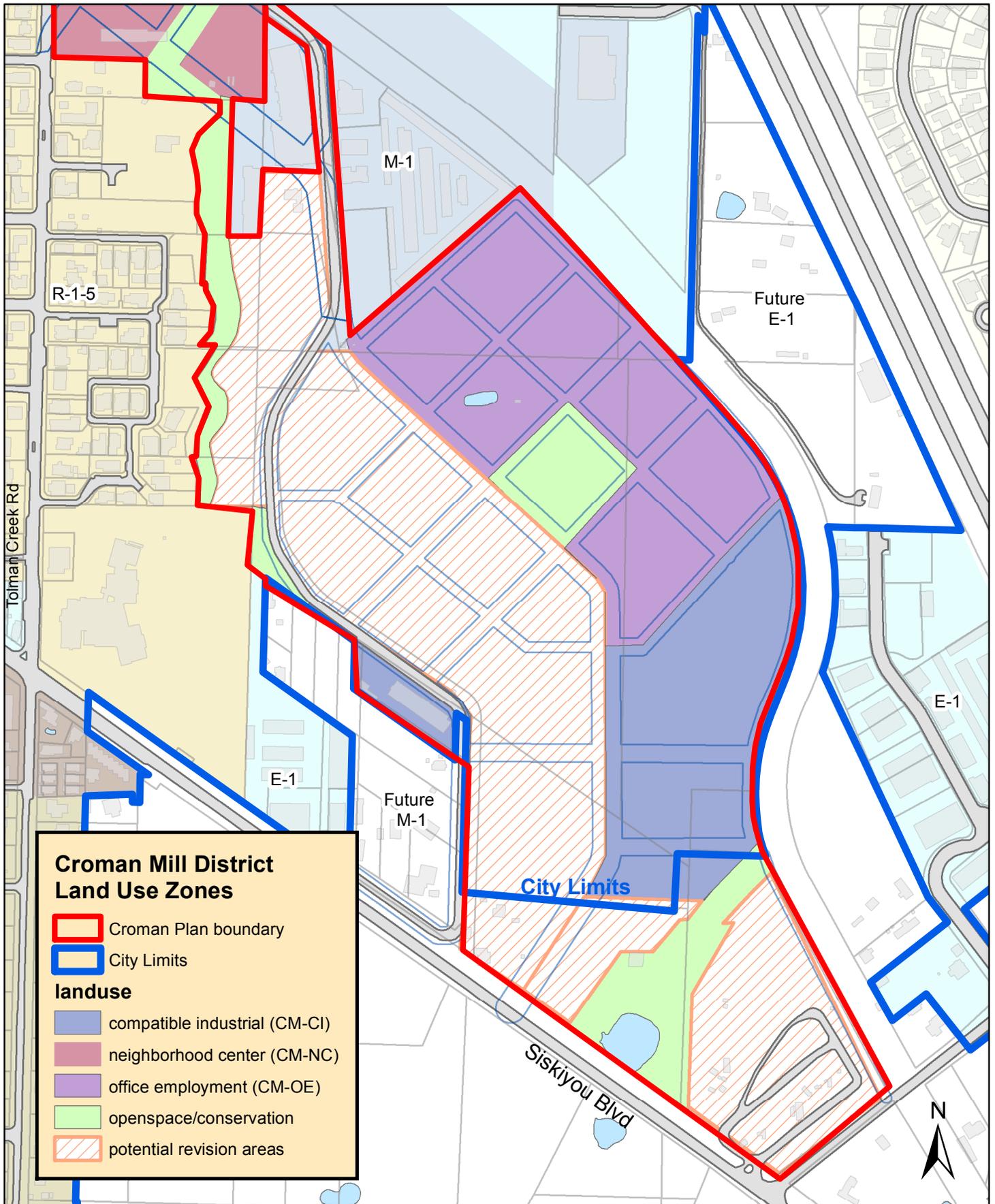


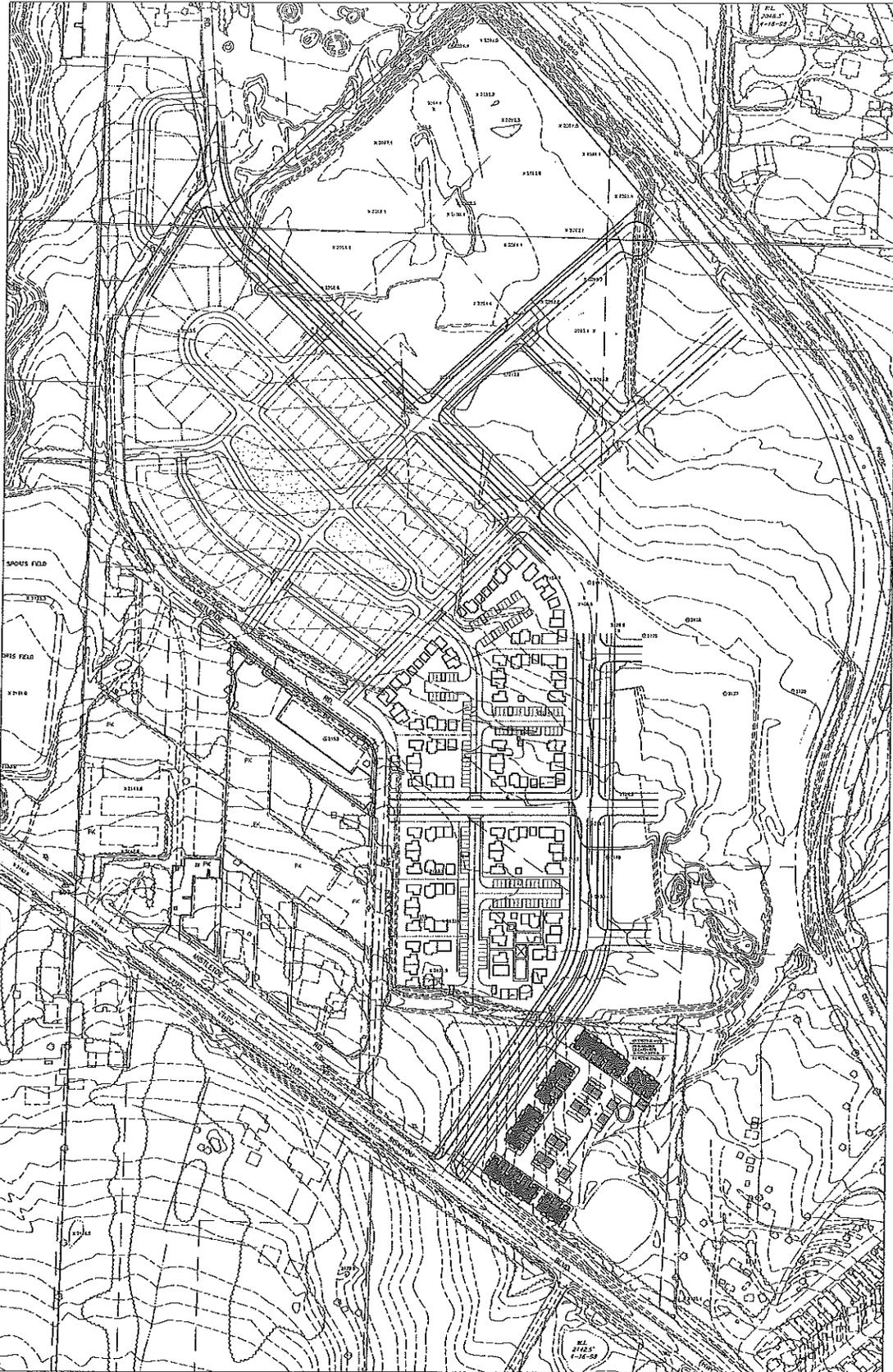
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Croman Mill District Potential Revision Areas (3/05/2018)

Attachment 3





NORTH
DATE: 1-16-2018
SCALE: 1" = 100' - 0"
0' 100' 200' 300' 400' 500'

CROMAN SITE
CONCEPT LAYOUT PLAN, ASHLAND, OR
CROMAN PROPERTIES

ROBERT H. FOSTER CONSULTANTS
431 ASH ST., LAKE OSWEGO, OR.
97034 (503) 635-6190 (503) 997-6190

Memo

DATE: January 22, 2019
TO: Planning Commission
FROM: Derek Severson, Senior Planner
RE: Study Session Open Space Discussion

The issue of open space has been one of frequent discussion for the Commission in recent years. The Commission discussed open space requirements and made some related site visits at the 2017 annual retreat, and had a subsequent study session for further discussion. No changes were made to code language at that time, and the issue continues to come up.

There are open space requirements included in standards for Multi-Family Site Design Review and for Performance Standards developments, and the former includes an explicit allowance that “*Decks, patios, and similar areas are eligible for open space.*” At times, this has been treated in practice as allowing private porches, patios and decks to meet the open space requirement, while “open space” is explicitly defined by code as “*a common area... set aside for the common use of the residents.*”

In staff’s view, some discussion of this issue outside a specific planning action would be beneficial for the Commission, staff and applicants in order to clarify how the Commission believes the open space requirements might be better addressed, and to identify any clarifying code amendments that might be necessary to that end.

Background

Staff believes that the following information from the Ashland Municipal Code (AMC) will be helpful in considering this issue:

Open Space (AMC 18.6.1.030 Definitions) *A common area* designated on the final plans of the development, *permanently set aside for the common use of the residents* of the development. Open space area is landscaped and/or left with a natural vegetation cover, and does not include thoroughfares, parking areas, or improvements other than recreational facilities.

Porch (AMC 18.6.1.030 Definitions) Covered porches, exterior balconies, or other similar areas attached to a building and having dimensions of *not less than six feet in depth and eight feet in width.*



Open Space Required (AMC 18.3.9.050.A.2 Performance Standards). All developments with a base density of ten units or greater shall be required to provide a minimum of five percent of the total lot area in Open Space; that area is not subject to bonus point calculations, however, density bonuses shall be awarded to open space areas in excess of the five percent required by this subsection.”

Open Space (AMC 18.4.2.030.H Multi-Family Site Review). Residential developments that are subject to the provisions of this chapter shall conform to all of the following standards.

1. **Recreation Area.** An area equal to at least eight percent of the lot area shall be dedicated to open space for recreational use by the tenants of the development.
2. **Surfacing.** Areas covered by shrubs, bark mulch, and other ground covers that do not provide suitable surface for human use may not be counted towards this requirement.
3. **Decks and Patios.** Decks, patios, and similar areas are eligible for open space.
4. **Play Areas.** Play areas for children are required for projects of greater than 20 units that are designed to include families. Play areas are eligible for open space.

Outdoor Recreation Space (AMC 18.2.5.080.F.3.b Density Bonuses). The maximum bonus for provision of outdoor recreation space above minimum requirement established by this ordinance is ten percent. The purpose of the density bonus for outdoor recreational space is to permit areas that could otherwise be developed as a recreational amenity. It is not the purpose of this provision to permit density bonuses for incidental open spaces that have no realistic use by project residents on a day-to-day basis. One percent increased density bonus for each percent of the project dedicated to outdoor recreation space beyond the minimum requirement of this ordinance.

Major Recreational Facilities (AMC 18.2.5.080.F.3.c Density Bonuses). The maximum bonus for provision of major recreational facilities is ten percent. Density bonus points shall be awarded for the provision of major recreational facilities, such as tennis courts, swimming pools, playgrounds, or similar facilities. For each one percent of the total project cost devoted to recreational facilities, a six percent density bonus shall be awarded to a maximum of ten percent. Total project cost shall be defined as the estimated sale price or value of each residential unit times the total number of units in the project. Estimated value shall include the total market value for the structure and land. A qualified architect or engineer using current costs of recreational facilities shall estimate the cost of the recreational facility for City review and approval.

Discussion

The original Site Design and Use Guidelines adopted in 1985 included a requirement that, “An area equal to at least 25 percent of the floor space of the units shall be dedicated in open space for recreation for use by the tenants of the development. Areas covered by shrubs, bark mulch and other ground covers which do not provide a suitable surface for human use are discouraged. Play areas for children are encouraged. Areas which provide for a variety of outdoor activities including team sports should be provided.”



Current code language is provided above, and the various related standards include:

- **Landscape Requirement:** 25% of site for R-3, 35% for R-2
 - **Parking Lot Landscaping:** 7% of parking & circulation areas
 - **Required Open Space/Recreation Area:** 8% of site
Multi-Family Site Design Review Requirement. Suitable surface for human recreational use; decks, patios & similar areas are eligible for open space.
 - **Required Open Space:** 5% of site
Performance Standard Requirement for base density > 10 units. May be landscaped or left with natural vegetation.

The following questions are provided to assist with the Planning Commission's discussion.

- What does or doesn't work with the open spaces in Ashland? Having seen projects go through the planning approval process and then be built out, are there particular size, location or design features that make an outdoor space more or less functional?
- Is there a reason to require that all open space be in common ownership?
- The multi-family conceptual site plan shown in AMC Fig. 18.4.2.030 (shown below) identifies "**private outdoor space**" separately from "**common open space**". The Land Use Ordinance does not include a specific standard designating a minimum area for private outdoor space other than for cottage housing. Should such a standard be considered as part of the open space/recreation area discussion?
- Are open spaces containing unique natural features (*wetlands, riparian corridors, groupings of significant trees, distinctive view corridors, etc.*) afforded better protection when under common ownership, rather than when located on privately-owned parcels?
- How and when should "decks, patios and similar areas" be considered in meeting the open space requirements? Are "semi-private" spaces such as porches "similar areas" if they provide sufficient area to accommodate outdoor recreational use by tenants and relate to a common space?
- What are the appropriate landscape treatments to support recreational use?
- How do garden areas fit into these requirements?
- To what degree are pedestrian walkways and other circulation areas a barrier to recreational use?
- What level of detail would the Commission like to see on future plan submittals to enable review?



MULTI-FAMILY CONCEPTUAL SITE DESIGN

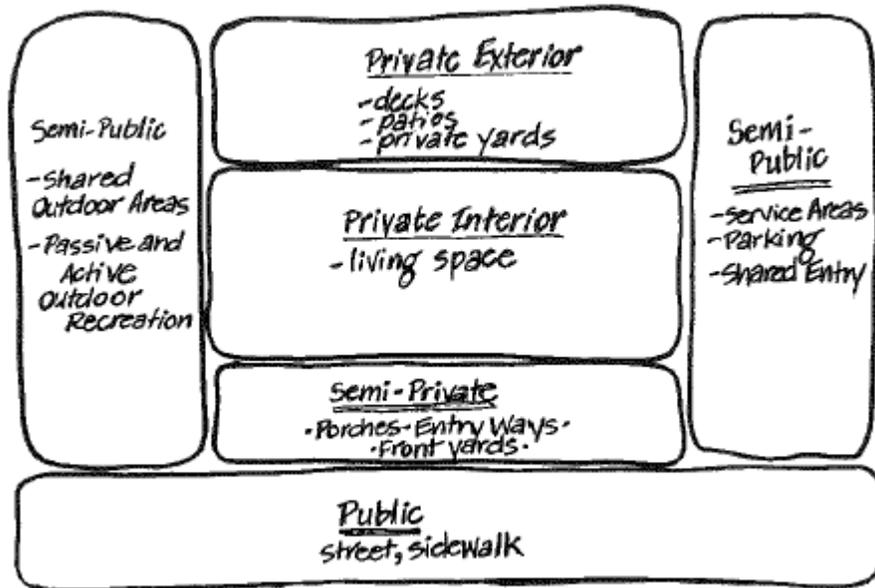
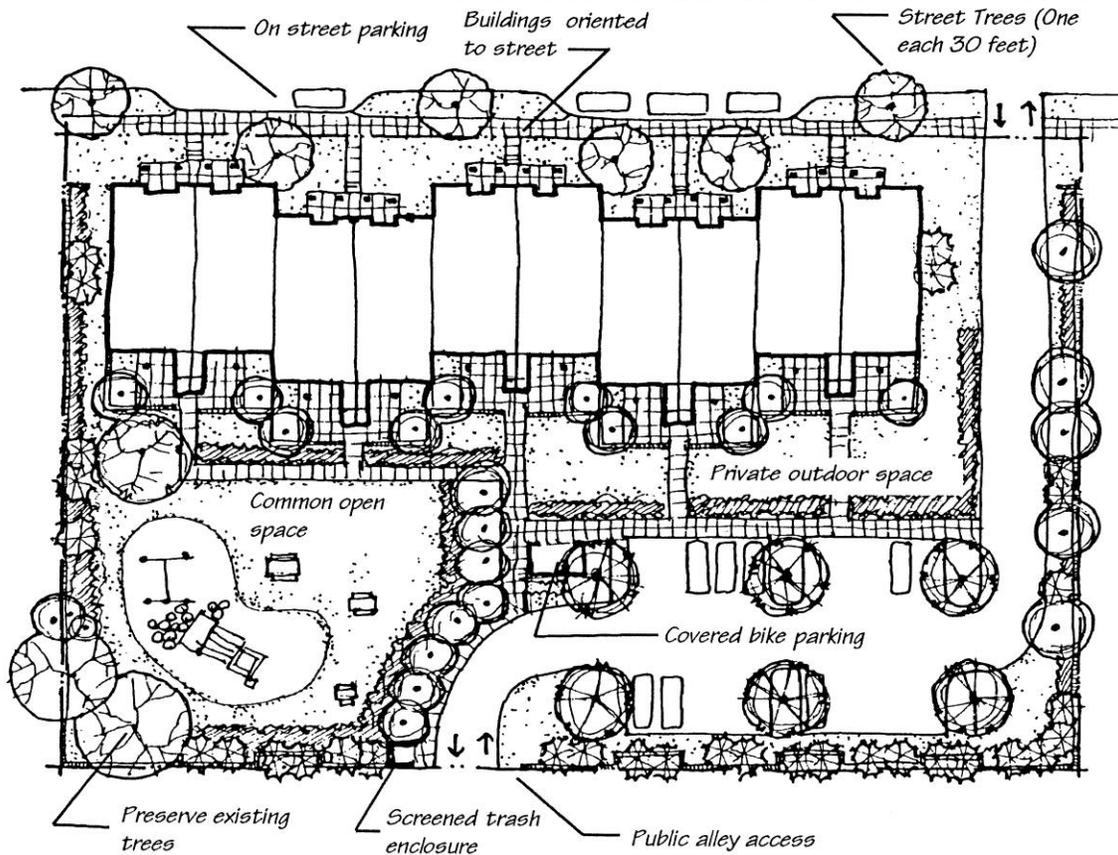


Illustration from original 1985 Site Design & Use Guidelines booklet

