

**ASHLAND PLANNING COMMISSION  
SPECIAL MEETING  
March 23, 2021  
AGENDA**

I. **CALL TO ORDER:** 7:00 PM

II. **ANNOUNCEMENTS**

III. **CONSENT AGENDA**

A. **Approval of Minutes**

1. February 23, 2021 Special Meeting.

IV. **PUBLIC FORUM**

V. **UNFINISHED BUSINESS**

A. **Approval of Findings for PA-T2-2020-00026, Mountain Meadows Drive & Skylark Place.**

VI. **TYPE II PUBLIC HEARING – RE-OPENED**

A. **PLANNING ACTION: PA-T2-2020-00025**

**SUBJECT PROPERTY: Tax Lot #600 on the newly constructed Independent Way**

**APPLICANT/OWNER: Rogue Planning & Development Services/IPCO Development Corporation**

**DESCRIPTION: The Planning Commission will re-open the public hearing to consider proposed modifications to a request for Site Design Review approval for the construction of two new commercial/industrial buildings on Tax Lot #600 adjacent to Independent Way, the newly installed public street between Washington Street and Tolman Creek Road. Both buildings would be part of the IPCO Development Corporation service building complex, and would share driveway accesses, parking areas and landscaped areas. The first building is proposed to be 9,919 square feet and would be constructed adjacent to Independent Way. The second proposed building would be 17,859 square feet and would be near the south property line. The application previously included a request for an Exception to the Site Development and Design Standards (AMC 18.4.2.040.B.3.a) which call for a ten-foot wide landscape buffer between the building and the street. Since the initial public hearing in February, the Exception request has been removed from the proposal and the Commission will revisit the application in light of this change. **COMPREHENSIVE PLAN DESIGNATION: Employment; ZONING: E-1; ASSESSOR'S MAP: 39 1E 14BA; TAX LOT #: 600.****

**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).

B. Approval of Findings for PA-T2-2020-00025, Tax Lot #600 on Independent Way.

VII. DISCUSSION ITEM

A. Presentation and review of the draft Housing Capacity Analysis including Buildable Lands Inventory, Housing Forecasts, and Housing Strategies as presented by EcoNorthwest

VIII. ADJOURNMENT

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ASHLAND



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**CITY OF  
ASHLAND**  
ASHLAND PLANNING COMMISSION  
SPECIAL MEETING  
MINUTES - *Draft*  
February 23, 2021

**I. CALL TO ORDER:**

Chair Haywood Norton called the meeting to order at 7:00 p.m.

**Commissioners Present:**

Michael Dawkins  
Alan Harper  
Haywood Norton  
Kerry KenCairn  
Roger Pearce  
Lynn Thompson  
Lisa Verner

**Staff Present:**

Bill Molnar, Community Development Director  
Derek Severson, Senior Planner  
Maria Harris, Planning Manager  
April Lucas, Development Services Coordinator  
Brandon Goldman, Senior Planner

**II. ANNOUNCEMENTS**

Community Development Director Bill Molnar issued the following announcements:

- At the March 9, 2021 meeting there are two public hearings scheduled: 1) an 8-unit subdivision at Mountain Meadows and 2) the Walker Elementary project. Mr. Molnar clarified no decision is expected to be made on the Walker Elementary application as the applicants are still in discussions with the Parks & Recreation Commission on circulation issues.
- Paula Hyatt has been appointed as the new Council Liaison to the Planning Commission.

**III. PUBLIC FORUM – None**

**IV. TYPE II PUBLIC HEARINGS**

**A. PLANNING ACTION: PA-T2-2020-00025**

**SUBJECT PROPERTY:** Tax Lot #600 on the newly constructed Independent Way

**APPLICANT/OWNER:** Rogue Planning & Development Services/IPCO Development Corporation.

**DESCRIPTION:** A request for Site Design Review approval for the construction of two new commercial/industrial buildings on Tax Lot #600 adjacent to Independent Way, the newly installed public street between Washington Street and Tolman Creek Road. Both buildings would be part of the IPCO Development Corporation service building complex, and would share driveway accesses, parking areas and landscaped areas. The first building is proposed to be 10,919 square feet and would be constructed adjacent to Independent Way. The second proposed building would be 17,859 square feet and would be near the south property line. The application includes a request for an Exception to the Site Development and Design Standards (AMC 18.4.2.040.B.3.a) which call for a ten-foot wide landscape buffer between the building and the street. **COMPREHENSIVE PLAN DESIGNATION:** Employment; **ZONING:** E-1; **ASSESSOR'S MAP #:** 391E14BA; **TAX LOT:** 600. ***NOTE: The Public Hearing & Record have been closed for this item. Tonight's meeting will be limited to Planning Commission deliberations and decision.***

Chair Norton read aloud the rules for electronic public hearings. He clarified the public hearing and record have been closed and tonight's meeting is limited to deliberations and decision.

**Ex Parte Contact**

Commissioner Dawkins conducted a site visit. No ex parte contact was reported.

## Staff Report

Senior Planner Derek Severson noted the memo submitted into the record while it was open. He stated the eight parking spaces the applicant has indicated are necessary to serve the building is accurate, and there is no excess parking that could be removed.

## Deliberation and Decision

Staff was asked to clarify the new materials submitted into the record by the applicant. Mr. Severson stated staff received revised findings as well as a letter from Amy Gunter on behalf of the applicants, but no modifications to the proposal were submitted.

Commissioner Pearce commented that the information from the applicant was not new, just a reiteration that they do not want to meet the 10 ft. landscaping standard and that during their negotiations with the city understood that this would not be required. He stated the application does not meet the criteria for the exception and he does not believe the exception would result in a positive contribution to the streetscape. Commissioner Verner agreed with Pearce's statement.

Commissioner Thompson requested clarification on how to address the exception. Mr. Severson commented that the Commission could choose to deny the exception but approve the application and require the proposal be modified for building permit submittal. Commissioner Harper stated he does not believe this is feasible as it would have a domino effect on too many other components of the application.

**Commissioners Pearce/Verner m/s to deny planning action PA-T2-2020-00025 for failure to meet the Site Development & Design Standards for a 10 ft. wide landscape buffer. DISCUSSION:** Commissioner Pearce stated it is unfortunate that the applicants did not understand that this criteria would need to be met. Commissioner Dawkins stated he will support the motion but stated he is disappointed that these misunderstandings with the city occurred. Commissioner KenCairn stated she does not feel good about issuing a denial, but the application does not meet the standards and she does not believe they can approve it as proposed. Commissioner Norton voiced his discomfort with the parking layout between the two lots, even if it were done with easements, and requested this element be addressed if the applicants choose to bring a modified proposal back for reconsideration. **Roll Call Vote: Commissioners Pearce, Verner, Dawkins, KenCairn, Harper, Thompson, and Norton, YES. Motion passed 7-0.**

## V. DISCUSSION ITEMS:

### **A. Draft Duplex Code Amendments to Address State of Oregon Middle Housing Requirements.**

Planning Manager Maria Harris provided a presentation on the Duplex Code Amendments. She explained this amendment is needed due to the Middle Housing bill that was passed in the 2019 Oregon Legislature session which requires cities the size of Ashland to allow duplexes on all residentially zoned lots that allow detached single-family homes. She added the bill outlines that the approval process for duplexes cannot be more restrictive than those applied to detached single-family homes, and in Ashland, most single-family homes only require a building permit and do not require land use approval.

Ms. Harris explained the definition of a duplex is two attached units on one lot, or two units on one lot in any configuration. She reviewed the difference between "building type" and "type of dwelling" and provided examples of different styles of duplexes. She also shared staff's concerns with having a different approval process for detached vs. attached units.

Ms. Harris provided an outline of the proposed code amendments, which include:

- A 2<sup>nd</sup> unit (duplex) is permitted on any residentially zoned lot than can develop a detached single-family home.
- 2<sup>nd</sup> units can be in any configuration, in either attached or detached structures.
- Duplexes will replace Accessory Residential Units by providing an option to add a 2<sup>nd</sup> unit.

Ms. Harris explained the next steps in the adoption process will be a developer round table, taking the proposed language to the city's advisory commissions, and another Planning Commission study session. In May 2021, the Planning Commission will hold a public hearing and issue their recommendation, and in June 2021 the City Council will hold their public hearing

and issue a final decision. Ms. Harris added by state law, the city must be done with the amendment process by the end of June 2021.

Commission Norton commented that this will be a major change for Ashland, as well as all of Oregon, and recommended staff outline the full code amendments so the public can get a good understanding during this early stage in the process. Ms. Harris concurred and provided a review of the amendment details (Attachment A).

### Public Input

**Amy Gunter/Rogue Planning & Development/**Commented that ARUs within existing structures are easier said than done and noted some of the common constraints property owners face. Ms. Gunter voiced support for making second units easier to get approved and encouraged Ashland to consider providing sets of pre-approved plan designs available for purchase, similar to what Grants Pass and Medford have done.

### Commission Input

- Comment was made that regulations regarding ARUs were not changed by the recent house bill and the city cannot remove these from the land use code; Applicant's will have to decide whether they are applying under the duplex standards or ARU standards.
- Ms. Harris noted staff's desire to make the process simple and straightforward for property owners to navigate and clarified both a single-family home with an ARU and a duplex require two parking spaces.
- Recommendation was made for staff to contact the State for clarification regarding whether they need to retain separate ARU standards.
- Mr. Molnar commented that there are existing lots with single family homes that pre-date the city's parking requirements, and if they keep the ARU standards the question becomes do they need to increase the parking. He added under the duplex standards, two spaces would be needed.
- Senior Planner Brandon Goldman read aloud the public input received from Robert Kendrick (Attachment B). Commissioner Norton commented that this goes beyond what they are being asked to do by the State measure, but it could be considered in the future.

Commissioner Norton encouraged the public to pay attention and participate early in this process.

## **VI. ADJOURNMENT**

Meeting adjourned at 8:25 p.m.

*Submitted by,  
April Lucas, Development Services Coordinator*

## House Bill 2001 (2019)



- Permit duplexes on residentially zone lots that allow detached single-family homes
- Approval process and standards used for duplexes must not be more restrictive than those applied to detached single-family homes
- Most single-family homes in Ashland require a building permit and do not require a planning approval

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## Duplex Code Options



- Definition of Duplex
  - ✓ Two attached units on one lot
  - ✓ Two units on a lot in any configuration
- Single-Family Residential Design Standards
  - ✓ Amend Standards in 18.2.5.090

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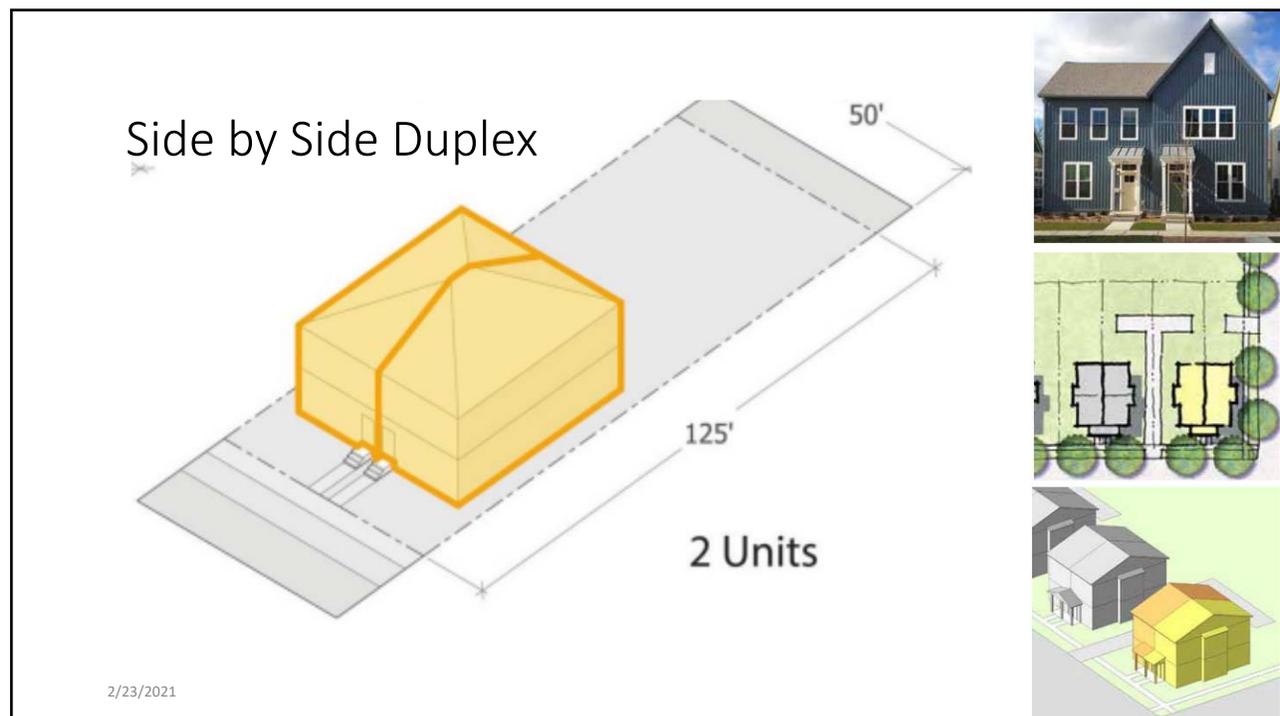
## Building Type vs. Type of Dwelling



- Attached or detached units
- Number of units on one lot

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## Side by Side Duplex



Side-by-side duplex, Tacoma, WA  
Torti Gallas + Partners

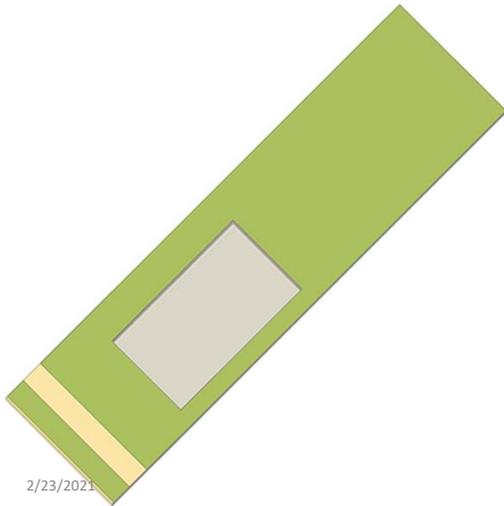


A duplex in Olympia

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## Stacked Duplex



2/23/2021

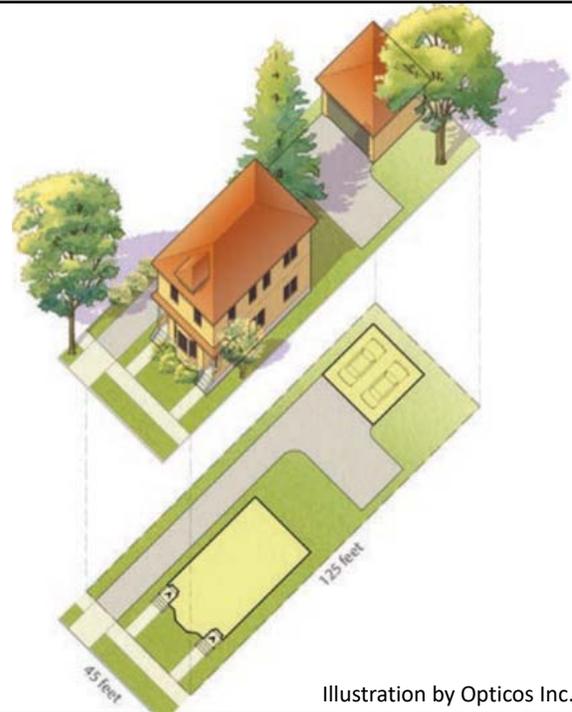


Illustration by Opticos Inc.

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## Stacked Duplex



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## Duplex Examples



Duplex Conversion – Downtown Eugene



Historic Duplex–Eugene

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# 84 and 88 Dewey St.



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### 84 and 88 Dewey St.



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### 426 B St. and 170 Third St.



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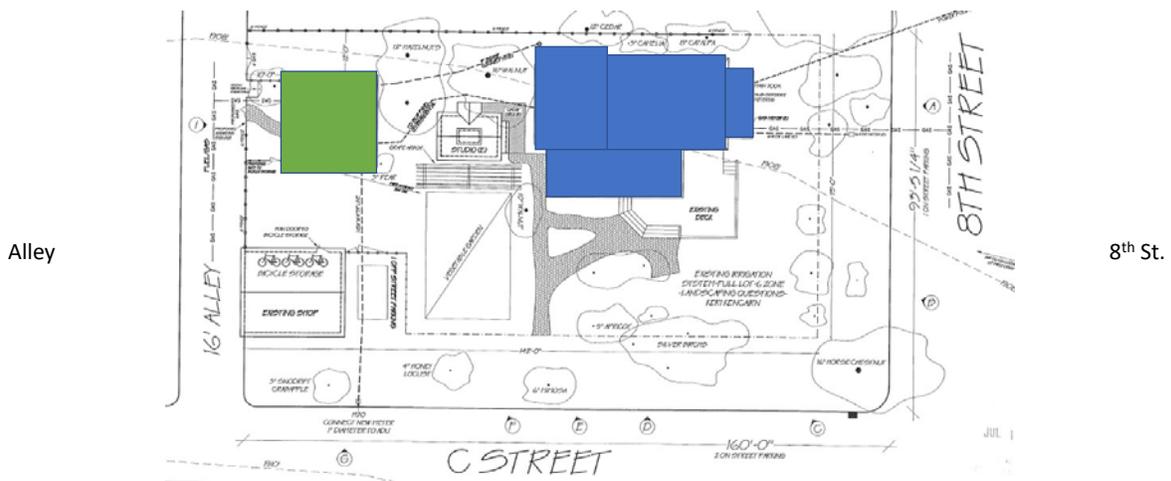
426 B St. and 170 Third St.



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117 8th St. and 859 C St.



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C St.

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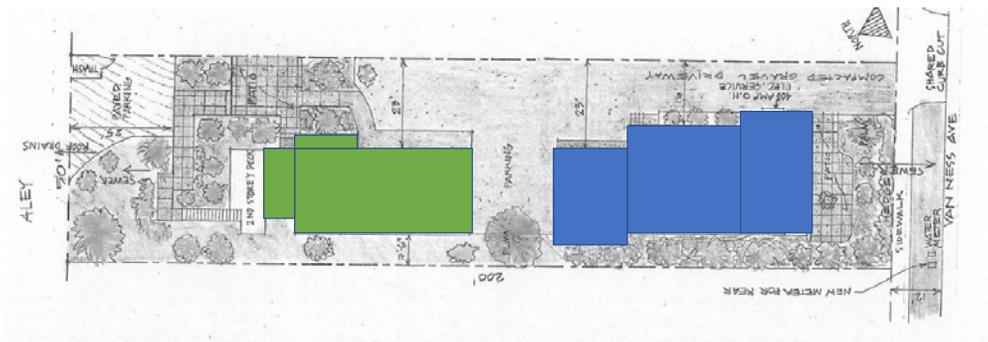
### 117 8<sup>th</sup> St. and 859 C St.



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### 240 and 244 VanNess

Alley



VanNess

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## 240 and 244 VanNess



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## Definitions of Types of Dwellings



- Number of units determines type of dwelling
  - ✓ Single-family dwelling – 1 dwelling unit on 1 lot
  - ✓ Duplex – 2 dwellings on 1 lot
  - ✓ Multifamily dwelling – 3 or more dwellings on 1 lot

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## Code Approach



Dwelling type? (sfr, duplex, mfr, etc.)



Does zone permit? (yes or no)



Approval Process?

(building permit or planning approval)

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## Summary of Code Amendments



- 2<sup>nd</sup> unit (duplex) permitted on any residentially zoned lot that can develop a detached single-family home
- 2 units can be in any configuration, in either attached or detached structures
- Duplexes replace ARUs by providing option to add a 2<sup>nd</sup> unit

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## ORS and OAR Definitions



- Middle housing requirements don't apply to commercial and industrial lands
- “Zoned for residential use”
  - ✓ Residential dwellings are primary use
  - ✓ Residential comprehensive plan designation

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## Next Steps



- March and April 2021
  - ✓ Developer roundtable
  - ✓ Advisory commission meetings
  - ✓ Planning Commission study session
- **May 2021:** Planning Commission public hearing & recommendation
- **June 2021:** City Council public hearing and decision

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## Code Amendments Details



- Duplexes permitted use and ARUs deleted
- ARU standards deleted and approved ARUs now considered duplexes
- Duplexes ok in cottage housing developments if within maximum allowed density

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## Code Amendments Details



- Duplex special use standards revised
- R-2 and R-3 lot size standards adjusted for two and three units
- Duplexes added to single-family standards
- Duplex parking standard of two spaces

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## Code Amendments Details



- ARU parking standard deleted
- Site Design Review threshold adjusted to 3 units and more
- Definition of duplex

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From: Robert Kendrick <bobk213@icloud.com>  
Sent: Tuesday, February 23, 2021 5:32 PM  
To: Brandon Goldman <brandon.goldman@ashland.or.us>

**Subject: Duplex Ordinance**

Brandon

I'm concerned about R-2 & R-3 zoning under the Duplex Ordinance, i feel there is an opportunity to create smaller denser communities in the R-2 Zone, which i believe is the reason for the zoning of HIGH DENSITY zoning under R 2 & R 3. The goals are not equal or even as generous as they are in the Cottage ordinance, or even the new SFR Duplex changes when calculating the parking requirement with the new Duplex exceptions.

For instance if i were to build a residential development in an R-2 Zone with some 2 bdrm homes less than 800 sq ft my parking requirement would be = 1.75 spaces, adding an additional unit on the lot of less than 500 sq ft increases the parking to 2.75 spaces.

I think under an R 2 R 3 zone if some of the development were to include lots with SFR units they shouldn't be penalized with the higher parking requirement, but should be leveled and equal. Cottage housing has a more favorable parking requirement, and the new SFR Duplex ordinance does too. I think this needs some consideration.

I would appreciate a discussion on this matter when the commission meets. I'll be watching but I just wanted to send you a couple ideas i had.

Also, there seems to be a conflict or, i just don't understand in the two items below.

Are these conflicting? I don't understand it.

In SECTION 5. F.

F. Duplexes shall be included for the purposes of meeting minimum density calculation requirements for the R-2 and R-3 zones in 18.2.5.080.C and for residential annexations in 18.5.8.050.F.

In SECTION 6. B. 3.

1. Duplexes are not required to meet the density or minimum lot area requirements of this section. See section 18.2.3.040110 for accessory residential unit duplex standards.

Best regards,  
Bob Kendrick

# **FINDINGS**

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**PA-T2-2020-00026**  
**Mountain Meadows Drive &**  
**Skylark Place**

**DRAFT FINDINGS**

**BEFORE THE PLANNING COMMISSION**

**March 23, 2021**

IN THE MATTER OF PLANNING ACTION #PA-T2-2020-00026, A REQUEST FOR )  
OUTLINE AND FINAL PLAN APPROVALS FOR A TEN-LOT SUBDIVISION UNDER) )  
THE PERFORMANCE STANDARDS OPTIONS CHAPTER (AMC 18.3.9), AND SITE ) )  
DESIGN REVIEW APPROVAL FOR AN EIGHT-UNIT SENIOR HOUSING DEVEL- ) )  
OPMENT FOR THE VACANT PARCEL AT THE SOUTHEAST CORNER OF MOUN- ) )  
TAIN MEADOWS DRIVE AND SKYLARK PLACE. THE APPLICATION INCLUDES ) )  
A REQUEST FOR AN EXCEPTION TO THE STREET STANDARDS TO ALLOW THE ) )  
CURBSIDE SIDEWALKS ON THE APPLICANT’S PROPERTY ADJACENT TO THE ) )  
RIGHT-OF-WAY, AND TO PROVIDE HEAD-IN ON-STREET PARKING THAT IS ) )  
PARTLY WITHIN THE RIGHT-OF-WAY AND PARTLY ON THE ADJACENT PRIV- ) )  
ATE PROPERTY ALONG SKYLARK PLACE; AND A REQUEST FOR A SOLAR ) )  
ACCESS EXCEPTION TO ALLOW PROPOSED UNITS #3 AND #7 TO SHADE THE ) )  
SOUTH WALLS OF UNITS #2 AND #6 GREATER THAN THE SHADOW CAST BY ) )  
A SIX-FOOT FENCE ON THE PROPERTY LINE. ) )

**DRAFT**  
**FINDINGS,**  
**CONCLUSIONS &**  
**ORDERS**

**APPLICANT/OWNER:** Rogue Planning & Development Services, LLC for )  
Hunter & Madeline Hill, owners )  
)  
)

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**RECITALS:**

- 1) Tax lot #234 of Map 39 1E 04AD is a vacant parcel located at the southeast corner of the intersection of Mountain Meadows Drive and Skylark Place, and is located within the HC (Healthcare Services) zoning district.
  
- 2) The applicants are requesting Outline and Final Plan approvals for a ten lot subdivision under the Performance Standards Options Chapter (AMC 18.3.9), and Site Design Review approval for an eight-unit multi-family senior housing development for the vacant parcel (Tax Lot #234) at the southeast corner of Mountain Meadows Drive and Skylark Place. The application also includes a request for an Exception to the Street Standards to allow the applicant to provide curbside sidewalks on their property, adjacent to the right-of-way, and to provide head-in on-street parking that is partly within the right-of-way and partly on the adjacent private property along Skylark Place; and a request for Solar Access Exceptions to allow the proposed Units #3 & #7 to shade the south walls of Units #2 & #6 greater than the shadow that would be cast by a six-foot fence on the property line. An associated request for a Property Line Adjustment between the subject property and the Mountain Meadows Parkside Condominiums property (Tax Lot #88000) on Golden Aspen Place immediately to the south has been approved ministerially. The proposal is outlined in plans on file at the Department of Community Development.

- 3) The criteria for Outline Plan approval are described in **AMC 18.3.9.040.A.3** as follows:
- a. *The development meets all applicable ordinance requirements of the City.*
  - b. *Adequate key City facilities can be provided including water, sewer, paved access to and through the development, electricity, urban storm drainage, police and fire protection, and adequate transportation; and that the development will not cause a City facility to operate beyond capacity.*
  - c. *The existing and natural features of the land; such as wetlands, floodplain corridors, ponds, large trees, rock outcroppings, etc., have been identified in the plan of the development and significant features have been included in the open space, common areas, and unbuildable areas.*
  - d. *The development of the land will not prevent adjacent land from being developed for the uses shown in the Comprehensive Plan.*
  - e. *There are adequate provisions for the maintenance of open space and common areas, if required or provided, and that if developments are done in phases that the early phases have the same or higher ratio of amenities as proposed in the entire project.*
  - f. *The proposed density meets the base and bonus density standards established under this chapter.*
  - g. *The development complies with the Street Standards.*
- 4) The approval criteria for Final Plan approval are described in **AMC 18.3.9.040.B.5** as follows:
- a. *The number of dwelling units vary no more than ten percent of those shown on the approved outline plan, but in no case shall the number of units exceed those permitted in the outline plan.*
  - b. *The yard depths and distances between main buildings vary no more than ten percent of those shown on the approved outline plan, but in no case shall these distances be reduced below the minimum established within this Ordinance.*
  - c. *The open spaces vary no more than ten percent of that provided on the outline plan.*
  - d. *The building size does not exceed the building size shown on the outline plan by more than ten percent.*
  - e. *The building elevations and exterior materials are in conformance with the purpose and intent of this ordinance and the approved outline plan.*
  - f. *That the additional standards which resulted in the awarding of bonus points in the outline plan approval have been included in the final plan with substantial detail to ensure that the performance level committed to in the outline plan will be achieved.*
  - g. *The development complies with the Street Standards.*
  - h. *Nothing in this section shall limit reduction in the number of dwelling units or increased open space provided that, if this is done for one phase, the number of dwelling units shall not be transferred to another phase, nor the open space reduced below that permitted in the outline plan.*

5) The approval criteria for Site Design Review are described in **AMC 18.5.2.050** as follows:

- A. ***Underlying Zone:*** The proposal complies with all of the applicable provisions of the underlying zone (part 18.2), including but not limited to: building and yard setbacks, lot area and dimensions, density and floor area, lot coverage, building height, building orientation, architecture, and other applicable standards.
- B. ***Overlay Zones:*** The proposal complies with applicable overlay zone requirements (part 18.3).
- C. ***Site Development and Design Standards:*** The proposal complies with the applicable Site Development and Design Standards of part 18.4, except as provided by subsection E, below.
- D. ***City Facilities:*** The proposal complies with the applicable standards in section 18.4.6 Public Facilities and that adequate capacity of City facilities for water, sewer, electricity, urban storm drainage, paved access to and throughout the property and adequate transportation can and will be provided to the subject property.
- E. ***Exception to the Site Development and Design Standards:*** The approval authority may approve exceptions to the Site Development and Design Standards of part 18.4 if the circumstances in either subsection 1 or 2, below, are found to exist.
  - 1. *There is a demonstrable difficulty meeting the specific requirements of the Site Development and Design Standards due to a unique or unusual aspect of an existing structure or the proposed use of a site; and approval of the exception will not substantially negatively impact adjacent properties; and approval of the exception is consistent with the stated purpose of the Site Development and Design; and the exception requested is the minimum which would alleviate the difficulty.;*  
*or*
  - 2. *There is no demonstrable difficulty in meeting the specific requirements, but granting the exception will result in a design that equally or better achieves the stated purpose of the Site Development and Design Standards.*

6) The approval criteria for a Solar Access Exception are described in **AMC 18.4.8.020.C.1.b** as follows:

- 1. **Solar Setback Exception.** *The approval authority through a Type I review pursuant to section 18.5.1.050 may approve exceptions to the standards in 18.4.8.030 Solar Setbacks if the requirements in subsection a, below, are met and the circumstances in subsection b, below, are found to exist.*
  - b. *The approval authority finds all of the following criteria are met.*
    - i. *The exception does not preclude the reasonable use of solar energy (i.e., passive and active solar energy systems) on the site by future habitable buildings.*

- ii. *The exception does not diminish any substantial solar access which benefits a passive or active solar energy system used by a habitable structure on an adjacent lot.*
- iii. *There are unique or unusual circumstances that apply to this site which do not typically apply elsewhere.*

7) The approval criteria for an Exception to Street Standards are described in **AMC 18.4.6.020.B.1** as follows:

- a. *There is demonstrable difficulty in meeting the specific requirements of this chapter due to a unique or unusual aspect of the site or proposed use of the site.*
- b. *The exception will result in equal or superior transportation facilities and connectivity considering the following factors where applicable.*
  - i. *For transit facilities and related improvements, access, wait time, and ride experience.*
  - ii. *For bicycle facilities, feeling of safety, quality of experience (i.e., comfort level of bicycling along the roadway), and frequency of conflicts with vehicle cross traffic.*
  - iii. *For pedestrian facilities, feeling of safety, quality of experience (i.e., comfort level of walking along roadway), and ability to safety and efficiency crossing roadway.*
- c. *The exception is the minimum necessary to alleviate the difficulty.*
- d. *The exception is consistent with the Purpose and Intent of the Street Standards in subsection 18.4.6.040.A.*

8) The approval criteria for a Property Line Adjustment are described in **AMC 18.5.3.120.B** as follows:

- 1. **Parcel Creation.** *No additional parcel or lot is created by the lot line adjustment.*
- 2. **Lot Standards.** *Except as allowed for nonconforming lots, pursuant to chapter 18.1.4, or as required by an overlay zone in part 18.3, all lots and parcels conform to the lot standards of the applicable zoning district, including lot area, dimensions, setbacks, and coverage, per part 18.2. If a lot does not conform to the lots standards of the applicable zoning district, it shall not be made less conforming by the property line adjustment. As applicable, all lots and parcels shall identify a buildable area free of building restrictions for physical constraints (i.e., flood plain, greater than 35 percent slope, water resource protection zones).*
- 3. **Access Standards.** *All lots and parcels conform to the standards in section 18.4.3.080 Vehicle Area Design. Lots and parcels that do not conform to the access standards shall not be made less conforming by the property line adjustment.*

9) The Planning Commission, following proper public notice, held a public hearing on March 9, 2021 at which time testimony was received and exhibits were presented. Subsequent to the closing of the hearing,

the Planning Commission approved the application subject to conditions pertaining to the appropriate development of the site with the following findings, conclusions and orders:

## **SECTION 1. EXHIBITS**

For the purposes of reference to these Findings, the attached index of exhibits, data, and testimony will be 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. FINDINGS & CONCLUSIONS**

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 Outline Plan, Final Plan, Site Design Review, Solar Access Exception and Exception to the Street Standards approvals meets all applicable criteria for Outline Plan approval described in AMC 18.3.9.040.A.3; for Final Plan approval described in AMC 18.3.9.040.B.5; for Site Design Review approval described in AMC 18.5.2.050; for a Solar Access Exception described in AMC 18.4.8.020.C.1.b; and for an Exception to the Street Standards as described in AMC 18.4.6.020.B.1.

2.3 The Planning Commission concludes that the proposal satisfies all applicable criteria for Outline Plan approval.

The first approval criterion for Outline Plan approval is that, *“The development meets all applicable ordinance requirements of the City.”* The Commission finds that the proposal meets all applicable ordinance requirements, is requesting no Variances, that this criterion has been satisfied.

The second approval criterion for Outline Plan approval is that, *“Adequate key City facilities can be provided including water, sewer, paved access to and through the development, electricity, urban storm drainage, police and fire protection, and adequate transportation; and that the development will not cause a City facility to operate beyond capacity.”*

The Planning Commission finds that adequate key city facilities are available and can and will be extended to serve the development, including:

- **Water:** There are eight-inch water mains in place within the adjacent rights-of-way for both Mountain Meadows Drive and Skylark Place. As proposed, eight new water services will be installed to serve each unit with its own meter. Additionally, the applicant will install two additional meters to provide water for landscaped areas around the parent parcel, and the owners' association will pay for the cost of irrigation.
- **Sewer:** An existing eight-inch sanitary sewer main is in place within the adjacent Skylark Place right-of-way.
- **Electricity:** An existing electrical transformer is in place along the north property line, and electric services with individual meters will be extended to serve each unit.
- **Urban storm drainage:** There are existing 12-inch stormwater mains in place in the adjacent public rights-of-way for both Mountain Meadows Drive and Skylark Place. As proposed, stormwater run-off is to be captured on site, detained in underground pipes and conveyed to a storm drain manhole with a restricted orifice that will limit stormwater discharge into the adjacent mains to pre-development levels.
- **Paved Access & Adequate Transportation:** Both Mountain Meadows Drive and Skylark Place are neighborhood streets. The applicant's proposed improvements are not fully in keeping with the typical cross-section for a neighborhood street, and an Exception is discussed in detail in 2.7 below. In reviewing the proposal, Public Works/Engineering staff noted that a handicapped accessible ramp will be required at the intersection of Mountain Meadows Drive and Skylark Place, and for any on-street handicapped accessible parking spaces, and conditions to that effect are included below. The scale of the proposed development does not trigger a Traffic Impact Analysis or other transportation assessment; however, the Commission finds that a neighborhood street is assumed to be able to accommodate up to 1,500 average daily trips (ADT), and given that the neighborhood here is largely isolated from outside vehicle trips, the street with the improvements proposed has adequate transportation capacity to serve the eight additional homes.
- **Trash & Recycling:** While not identified as a key city facility, the application materials do note that individual cans are to be provided for each residence. On collection day, cans are to be placed on the curb line of the Skylark Place extension where the curb continues to the service driveway across proposed Lot #8. The application indicates that this placement will not be in conflict with parking, access, vision clearance or other on-street improvements.

The Planning Commission finds that adequate key city facilities are available within the adjacent rights-of-way or will be in place with completion of the proposed subdivision infrastructure and will be extended by the applicant to serve the proposed development. Conditions have been included below to require that final electric service, utility and civil plans be provided for the review and approval of the Staff Advisor and city departments and that civil infrastructure be installed by the applicants, inspected and approved prior to the signature of the final survey plat. The Planning Commission concludes that key city facilities can and will be provided to serve the proposal.

The third criterion for approval of an Outline Plan is that, “*The existing and natural features of the land; such as wetlands, floodplain corridors, ponds, large trees, rock outcroppings, etc., have been identified in the plan of the development and significant features have been included in the open space, common areas, and unbuildable areas.*” The Planning Commission finds that natural features within the broader Mountain Meadows community including the Kitchen Creek corridor have been preserved and protected within the community’s open space areas which are available to all residents, including those of the subject property here, however there are no significant natural features on the subject property itself.

The fourth criterion for approval of an Outline Plan is that, “*The development of the land will not prevent adjacent land from being developed for the uses shown in the Comprehensive Plan.*” The Planning Commission finds that the development of the subject property will not prevent adjacent land from being developed for the uses shown in the Comprehensive Plan. As the application materials explain, the proposal is for the final phase of a 21½-acre master-planned community. Adjacent lands are developed in keeping with the community plan: An Assisted Living Facility is across Skylark Place to the north of the subject property, and there are large scale condominium developments to the south and west. Lands to the east are outside the city limits and urban growth boundary. Skylark Place terminates at the subdivision boundary, and the property to the east in Jackson County is zoned Exclusive Farm Use (EFU) and contains one residence.

The fifth approval criterion is that, “*There are adequate provisions for the maintenance of open space and common areas, if required or provided, and that if developments are done in phases that the early phases have the same or higher ratio of amenities as proposed in the entire project.*” The Planning Commission finds that the proposed Mountain Hill Estates on the subject property is the final phase of the Mountain Meadows Planned Community, and is already considered within the recorded declarations (Jackson County Document #2016-01848) as part of the planned community. The Commission further finds that adequate provisions for the maintenance of open space and common areas are in place for the Mountain Meadows Planned Community.

The sixth criterion is that, “*The proposed density meets the base and bonus density standards established under this chapter.*” The Planning Commission finds that as provided in AMC 18.3.3.030.A., within the Healthcare (HC) Services District, when residential development is proposed it is considered in light of the zoning regulations for the R-2 zoning district which allows a base density of 13½ dwelling units per acre and requires that development meet a minimum density of at least 80 percent of the base density. The 34,288-square foot subject property has a base density of 10.625 dwelling units (**34,288 s.f./43,560 s.f. per acre = 0.787 acres; 0.787 acres x 13.5 d.u./acre = 10.625 dwelling units**) and a minimum density of 8.5 dwelling units (**10.625 d.u. x 0.80 = 8.5 d.u.**).

The application materials further note that the proposal is also in keeping with the original Mountain Meadows Planned Community Outline Plan as envisioned in 1995 with PA #95-074, explaining that the base density of the total development area was determined to be 290.25 dwelling units (**21.5 acres x 13.5 d.u./acre = 290.25**) and the minimum density was 232.2 dwelling units (**290.25 d.u. x 0.80 = 232.2 d.u.**). The application materials indicate that there are presently 239¼ residential units within Mountain Meadows, and with the addition of the eight proposed units here, the total development will have 247¼

dwelling units which is in keeping with both the base density and minimum density for the broader planned community.

<b>Mountain Meadows Planned Community Dwelling Units (d.u.) by Phase</b>	
<b>Phase I</b>	24 d.u.
<b>Phase II</b>	92.25 d.u.
<b>Phase III</b>	88 d.u.
<b>Phase IV</b>	35 d.u.
<b>Phase V (Final)</b>	8 d.u.
<b>Combined Total Dwelling Units</b>	<b>247.25 d.u.</b>

The Planning Commission finds that the proposed eight units meet the applicable density standards.

The final Outline Plan approval criterion is that, *“The development complies with the Street Standards.”* The Planning Commission here finds that the application requests an Exception to the Street Standards to allow curbside sidewalks on the applicant’s property, adjacent to the right-of-way, and to allow head-in on-street parking that is partly within the public right-of-way and partly on the applicant’s adjacent private property along Skylark Place. The applicant asserts that this street development pattern is consistent with the street development pattern in place throughout the Mountain Meadows Community, and has provided written findings in support of the Exception request.

The Planning Commission concludes that as detailed above, the applicant has requested an Exception to the Street Design Standards and provided written findings to support this request. The Exception request is discussed in Section 2.7 below.

2.4 The Planning Commission notes that Final Plan approval seeks to review minor modifications between the Outline and Final Plan procedural steps to verify that the two are in substantial conformance. The Planning Commission finds that in this instance, Outline and Final Plan are being filed concurrently as allowed for projects of fewer than ten units and are thus identical. The Commission concludes that the proposal satisfies all applicable criteria for Final Plan approval.

2.5 The Planning Commission concludes that the proposal satisfies all applicable criteria for Site Design Review approval.

The first Site Design Review criterion is that, *“The proposal complies with all of the applicable provisions of the underlying zone (part 18.2), including but not limited to: building and yard setbacks, lot area and dimensions, density and floor area, lot coverage, building height, building orientation, architecture, and other applicable standards.”*

The Planning Commission notes that within the Health Care Services District, residential uses are considered a permitted use, and when residential uses are proposed they are subject to the requirements

of the R-2 zone. The Planning Commission further notes that the Performance Standards Options chapter provides an option for more flexible design than is permissible under the conventional zoning codes. As such, Performance Standards Options developments are not required to meet the minimum lot size, lot width, lot depth and setbacks detailed in AMC 18.2, and other standards as provided in the Performance Standards Options chapter. Historically, the flexibility of the Performance Standards Options chapter has been applied to allow smaller-than-standard lots to be clustered on a site so that natural features may be preserved in large common open spaces which serve the subdivision as a whole rather than individual lots or phases, and lot coverage has been considered in terms of the broader subdivision rather than on an individual lot-by-lot basis. The original Outline Plan approval for the Mountain Meadows planned community noted:

*The Performance Standards Concept allows for flexible design standards to protect and enhance natural features and to provide open spaces. Lot sizes in Mountain Meadows are kept to a minimum so that a large tract of land can be given over to the development of the natural open space and riparian area centered on the existing streams. Clustering some living accommodations in larger buildings has the same effect of preservation of open areas.... The character of this development may be defined as a campus style approach to providing the many different living environments needed and desired by persons who are experiencing a relatively rapid change in their capabilities and needs. The campus approach can provide for those needs with levels of support available in a more institutional environment; at the same time, a distinctly residential "normal" life setting is maintained. Preservation of open space and natural features is essential to the creation and enjoyment of such an environment." -- Pages 7-8 of the applicants' findings submittal for PA #95-074*

The Planning Commission notes that lot coverage within the Health Care Services District and the R-2 zone are both limited to 65 percent. The application materials explain that the proposed impervious areas on the 34,288 square foot subject property, including building footprints, patios and decks, pathways, and driveways total 26,558 square feet for a lot coverage of 77.5 percent, however when considered in terms of the broader Mountain Meadows Planned Community master plan as originally approved, the Planning Commission finds that the total coverage for Mountain Meadows is substantially less than the 65 percent maximum coverage, as detailed in the table below:

<b>Mountain Meadows Planned Community Existing &amp; Proposed Lot Coverage</b>		
<b>Total Land Area (Square Feet)</b>	936,004	<b>% Coverage</b>
<b>Structures &amp; Driveways (Square Feet)</b>	273,853	29.26%
<b>Streets &amp; Sidewalks (Square Feet)</b>	197,771	21.13%
<b>Total Existing Lot Coverage (Square Feet)</b>	471,624	50.39%
<b>Landscaped Areas (Square Feet)</b>	464,263	49.60%
<b>Additional Phase 5 Coverage Proposed Here (Square Feet)</b>	26,558	
<b>Total Mountain Meadows Planned Community Coverage w/Phase 5</b>		<b>53.22%</b>

The Planning Commission further finds that when considered through the lens of the Performance Standards Options Chapter (AMC 18.3.9) the lot coverage for the Mountain Meadows Planned Community with the additional coverage of the final Phase 5 proposed here remains consistent with the vision of the originally-approved master plan.

The Planning Commission finds that the proposed buildings are in compliance with the building height allowance under the R-2 standards. Building heights are not to exceed 35 feet or 2½ -stories, and here the tallest two-story units are 23-feet 7 5/8-inches at their highest point.

The Planning Commission finds that building orientation, architecture, and other applicable standards are fully considered in the discussion of the site development and design standards in part 18.4 discussed in detail below. The Planning Commission concludes that the applicable regulations for the underlying Health Care Service District are or will be complied with under the proposal

The second approval criterion is that, *“The proposal complies with applicable overlay zone requirements (part 18.3).”* The Planning Commission finds that the subject property is located within the Health Care Service District which is addressed in AMC 18.3.3, however as noted in AMC 18.3.3.030.A, when residential uses are proposed they are considered in light of the R-2 standards in part 18.2.

The Planning Commission further finds that the subject property is located within the Wildfire Lands overlay zone, and as such a Fire Prevention and Control Plan addressing the General Fuel Modification Area requirements in AMC 18.3.10.100.A.2 will need to be provided for the review of the Fire Marshal prior to bringing combustible materials onto the property, and any new landscaping proposed will need to comply with these standards and shall not include plants listed on the ‘Prohibited Flammable Plant List’ per Resolution #2018-028. A condition has been included below to require a final Fire Prevention and Control Plan and plant list be provided for the review and approval of the Fire Marshal prior to the issuance of a building permit or to bringing any combustibles onto the site.

The Planning Commission finds that the proposal complies with the applicable overlay zone requirements in AMC 18.3.

The third criterion for Site Design Review approval is that, *“The proposal complies with the applicable Site Development and Design Standards of part 18.4, except as provided by subsection E, below.”*

The Planning Commission finds that the proposed residential units have entry doors which face the adjacent public street and which include a covered entry that enhances the entrance. No parking is proposed between the building and the street; all parking is located to the side and rear of the structures. Each senior housing unit requires one off-street parking space, and Lots #1-7 have single-car garages which take access from the shared driveway, while Lot #8 takes access from the shared driveway serving the Golden Aspen building’s garage. The street-fronting units are setback from the front property line the minimum front yard setback in the R- 2 zone, which is consistent with the majority of the residential units in the Mountain Meadows, which have their porches at eight- to ten-foot setbacks while the front faces of the residences are at 15 - 20 feet.

The building materials are compatible with the surrounding area, and mix modern and classic elements. The units are proposed to have horizontal lap siding and/or board-and-batten siding, and composite shingles. The paint colors are proposed to be neutral shades in similar tones. One street tree chosen from the street tree list will be placed for each 30 feet of frontage, while taking into account the spacing of driveways and street light placement.

Conceptual landscaping plans have been submitted with the application, and are designed so that plant coverage of 90 percent will be achieved within five years of planting. Final landscaping plans with irrigation details will be provided for review with the building permit submittals to demonstrate compliance with the Irrigation and Water Conserving Landscaping requirements. Street trees will be provided for in the landscape park row adjacent to the Mountain Meadows Drive frontage and in the parking bays. There will also be street trees in the parking bays on Skylark Place. The trees will be selected from the Recommended Street Tree Guide, and will be two-inch caliper at the time of planting. All landscaping is to be maintained in good condition, and the owner's association declaration, included as an exhibit with the application, details the responsibility for maintaining landscaping on both the association-owned property on the private individual lots, as well as community standards, trees, irrigation, sidewalks, and private yards. The application further explains that the owners' association contracts with a professional landscape company to maintain all front yards of single family homes as well as all of the owners' association- and condominium association-owned landscaped areas, and all irrigation water for the association-maintained areas is metered separately from individual residential water meters and billed to the HOA. Recycling and refuse disposal areas will be provided pursuant to AMC 18.4.4, and to meet the needs of Recology, individual trash cans and recycle containers will be placed at the curb by the resident of each unit or by an HOA maintenance employee.

The Planning Commission notes that AMC 18.4.4.070 includes minimum area requirements when either common or private open space is required. In the case of applications involving both Performance Standards Options subdivisions and Site Design Review with a base density of ten units or more, a minimum of eight percent of the total lot area is required to be provided in open space, with a minimum of four percent to be provided in common open space and no more than four percent provided in private open space. In conjunction with the approval for Phase I of the Mountain Meadows planned community, which included the first 24 units, the Planning Commission also approved a conceptual master plan for the broader 21½-acre Mountain Meadows planned community which included the preservation and enhancement of 3¼-acres of open space. The master plan considered open space at the community level, across all future phases of the community, and noted that fully 15 percent of the parent parcel was dedicated to open space. The approval detailed how a resident of the upper parts of the community could navigate the property's topography through a network of walking paths, small bridges and building elevators to access the main community park area along Kitchen Creek. Two creek corridors through the property – Kitchen Creek and an irrigation-fed drainage - were incorporated into the open space and enhanced to inhibit erosion and address stormwater detention while ensuring their ability to convey a 100-year storm event. The treatment of these creek corridors was approved by the Division of State Lands (DSL). A wetland/marsh system was developed for water detention, flood control, filtration and habitat, and to add further diversity and habitat, an upland forested area was established between the creek and wetland riparian zones. Trees included alders, willows and larger Oaks were identified and preserved within the open space areas. The Planning Commission finds that the Mountain Meadows Planned Community, as originally approved with its masterplan in 1995, addressed and exceeded the requirements for providing open space with the preservation and enhancement of 3¼-acres of community open space.

The Planning Commission finds that the applicable standards of Part 18.4 have been satisfied.

The fourth criterion for Site Review approval is that, *“The proposal complies with the applicable standards in section 18.4.6 Public Facilities and that adequate capacity of City facilities for water, sewer, electricity, urban storm drainage, paved access to and throughout the property and adequate transportation can and will be provided to the subject property.”* The adequacy of public facilities is fully addressed in the Outline Plan discussion under 2.3 above, and the Planning Commission finds that on the basis of that discussion, the proposal complies with all applicable standards in 18.4.6 and that adequate capacity of City facilities for water, sewer, electricity, urban storm drainage, paved access to and through the property and adequate transportation can and will be provided to the subject property by the applicant with the current proposal.

The final approval criterion addresses Exception to the Site Development and Design Standards. This criterion does not apply, as no Exceptions to the Site Development and Design Standards have been requested with the current application.

2.6 The Planning Commission concludes that the proposal satisfies all applicable criteria for a Solar Setback Exception.

The application materials explain that the subject property is relatively narrow from north-to-south, with a 141.9-foot north-south dimension. Based on the solar access performance standard provisions of AMC 18.4.8.040, this dimension could only accommodate two lots. Due to the parent parcel’s limited north-south dimension, the proposed development utilizes attached wall construction for six of the eight structures, however two of the proposed units require Solar Access Exceptions.

The first approval criterion for a Solar Setback Exception is that, *“The exception does not preclude the reasonable use of solar energy (i.e., passive and active solar energy systems) on the site by future habitable buildings.”* The Planning Commission finds that the additional shading proposed does not preclude the reasonable use of solar energy on site by future habitable buildings as the shadows cast by Units #3 and #7 fall below the eave line and would not adversely impact the installation of roof-top solar panels on the shaded properties. In addition, Unit #2 is a two-story unit which could take advantage of passive solar with the upstairs windows. Both shaded units are also noted as having outdoor spaces which orient to the east or west to avoid shading.

The second approval criterion is that, *“The exception does not diminish any substantial solar access which benefits a passive or active solar energy system used by a habitable structure on an adjacent lot.”* The Planning Commission finds that as the Exception requested here is at the subdivision level, neither of the impacted lots has a passive or active solar energy system in place, however as the proposed shading does not impact the roof of either structure both could install active roof-top solar energy systems without substantially diminishing solar access which is similar to the allowances made for Cottage Housing. In addition, passive solar design could be utilized with the upper floor windows and outdoor living areas provided.

The third and final Solar Setback Exception approval criterion is that, *“There are unique or unusual circumstances that apply to this site which do not typically apply elsewhere.”*

The Planning Commission finds that the parent parcel is a pre-existing lot of record within a planned unit development that anticipated both attached wall and detached wall residential construction. The parcel is wide east-to-west but narrow north-to-south which makes compliance with solar access difficult while also responding to minimum densities. This is further complicated because the site is within a 55+ senior housing development which seeks to keep finished site grades of from 2½ to three percent, and as such cannot step the structures into the grade to achieve compliance. The application materials explain that the alternative would be a driveway bisecting the property from east to west in approximately the location of Unit 3 to provide a wider separation and achieve solar setback compliance, however this would create other layout issues by forcing units to orient north to south toward Skylark Place, rather than Mountain Meadows Drive, and adding substantially more impervious surface. The Planning Commission further finds that the natural grade of the property has been altered with previous development, that there is a 12-foot grade change between the property's east and west lot line, and that roughly eight feet of this grade change is concentrated in the location of Lot #7's buildable area. Solar access is measured from natural grade and in this instance, the northwest corner of the proposed building on Lot #7 is at natural grade while its northeast corner is approximately eight feet below natural grade. The Planning Commission finds that this grade change, and the need to respond to it while also responding to established street grades in a manner that preserves finished site grades and floor levels which will be accessible for senior residents poses an unusual circumstance which does not typically apply elsewhere in achieving solar access compliance.

2.7 The application includes a request for an Exception to the Street Standards to allow the applicant to provide head-in on-street parking that is partly within the right-of-way and partly on the adjacent private property along Skylark Place rather than in a parallel lane along the street, and to provide curbside sidewalks on the private property adjacent to the right-of-way. As proposed, the applicant would add a landscaped park row and a parking bay for the on-street parallel parking spaces along Mountain Meadows Drive, with a five-foot curbside sidewalk, in keeping with the pattern of the broader Mountain Meadows planned community, and Skylark Place would be improved with 16 head-in parking spaces, including one ADA space. A five-foot, six-inch sidewalk is also proposed. The proposed landscape islands and a portion of the head-in parking spaces would be within the dedicated right-of-way, with the remainder of the improvements on the adjacent private property. The Planning Commission concludes that the proposal satisfies all applicable criteria for an Exception to the Street Design Standards.

The first approval criterion is that, *“There is demonstrable difficulty in meeting the specific requirements of this chapter due to a unique or unusual aspect of the site or proposed use of the site.”*

The application materials explain that the Mountain Meadows Community is a 55+ retirement community, and that the streets have been designed with seniors and their unique mobility challenges in mind with accessible parking placed in close proximity to the uses it is intended to serve, and efforts made to provide more parking in close proximity to the clubhouse, which is the central hub of the community. The clubhouse is located at the top of a steep hill, and many senior residents can still drive but are unable to walk up and down that hill two times every day to eat lunch and dinner in the clubhouse dining room, visit the library, socialize with friends, attend musical events and fitness classes. Because the subject property is the final phase of the Mountain Meadows development, it is the only place on the campus left where additional parking can be provided, and a head-in parking arrangement is proposed because it is the best

solution to provide more parking in the space available. The application materials further explain that Mountain Meadows is unique in Ashland. Mobility issues mean a shorter walking distance from one's parking spot to the central hub of the community, the clubhouse, is essential.

The application materials emphasize that street connectivity is provided, yet the streets see very little vehicular traffic and little traffic from outside of the residents, home care providers, house cleaners and other professionals associated with the residents of the community. Additionally, the publicly accessible but private development's streets and sidewalks are similar to other streets, alleys and sidewalks throughout the Mountain Meadows Community where some typically-public improvements are provided on private, owners' association-owned property. The Mountain Meadows Community improves and maintains the sidewalks, alleys and streets in good condition as required in the "2020 MMOA Rules & Regulations" section 8.10.7 addressing sidewalks. The community's governing body is enthusiastic about the street design in this proposal and is willing to assume responsibility for the proposed head-in parking spaces on the north-side of Skylark Place.

The Planning Commission finds that there is a demonstrable difficulty in meeting the needs of the proposed senior housing use in the unique context of the Mountain Meadows Planned Community. Specifically, the subject property and broader Mountain Meadows Planned Community have been designed to provide senior housing, which requires accommodations for senior residents who have mobility challenges in varying degrees over the course of their stays in the community. As a result, at any given time a portion of the residents must drive to the community clubhouse, where parking in close proximity is presently challenging. This necessitates providing as much parking as possible in relative proximity to the clubhouse, and the applicant has thus proposed to provide head-in parking to accommodate more spaces than would be available with city-standard on-street parallel parking. The Planning Commission further finds that Skylark Place already has head-in parking in place along its north side, and dead-ends at the city limits boundary with a driveway that goes into the Golden Aspen parking structure with little room to turn around. The present street configuration poses a demonstrable difficulty if a senior driver were to be parallel parked on the south side of Skylark Place and need to pull forward, turn-around and exit back westward toward North Mountain Avenue whereas head-in parking spaces better enable exiting drivers to efficiently circulate back to the west.

The second criteria of the approval of an Exception is that, *"The exception will result in equal or superior transportation facilities and connectivity considering the following factors where applicable: for transit facilities and related improvements, access, wait time, and ride experience; for bicycle facilities, feeling of safety, quality of experience (i.e., comfort level of bicycling along the roadway), and frequency of conflicts with vehicle cross traffic; and for pedestrian facilities, feeling of safety, quality of experience (i.e., comfort level of walking along roadway), and ability to safety and efficiency crossing roadway."*

The exception is to not install standard street improvements on Skylark Place. Skylark has existing head-in parking on the north side, and the proposed development pattern reflects the parking on the north side of the same street in an effort to limit the distance of travel for the senior residents and guests utilizing on-street parking. Head-in parking provides more parking spaces closer to the clubhouse than would be created with regular parallel parking bays, and this increases the comfort level and pedestrian safety for

persons who have difficulty walking long distances or may need to use mobility devices. The application emphasizes that “connectivity” is one of the community’s guiding principles. An informal carpooling system has developed where residents who still drive offer rides to their neighbors to reach the clubhouse restaurant “at the top of the hill” or to attend a fitness class, and the proposed head-in parking will bolster these established, informal community transportation systems.

The application materials explain that the subject property was used as a parking lot for many years until a fence was erected last year. For four years before the fence went up, the number of vehicles parking on the lot at different times of the day and evening was counted and recorded. Every day except Sunday the daytime count averaged 35 cars on the lot, with all on-street parking spots full on both sides of Mountain Meadows Drive, Fair Oaks Avenue and in the Hunter’s Green circle. After excluding Skylark Assisted Living employees, this suggests a demand of 15-20 parking spaces for residents, visitors, employees and home care workers. In the evenings when the clubhouse restaurant was open for dinner, there was still an average of about 8-10 cars parked on the vacant lot, again with all on-street parking spots full on both sides of Mountain Meadows Drive, Fair Oaks Avenue and in the Hunter’s Green circle. Before the lot was fenced, there was an informal head-in parking system; if that had not been the case, these numbers would have been much higher. A few of those cars were associated with visitors to Skylark Assisted Living, but the vast majority were involved in Mountain Meadows activities and amenities, visiting relatives or friends who live “at the top of the hill,” providing services as contractors or employees of the management company and restaurant, or employed directly by residents to assist them to remain “independent”.

The Planning Commission finds that head-in parking will provide equivalent facilities and connectivity while enabling mobility-challenged residents to continue to use the clubhouse to remain active members of the community and enjoy the benefits it provides.

The third approval criterion is that, *“The exception is the minimum necessary to alleviate the difficulty.”*

The application materials assert that with the proposal, including the requested exception, an incomplete street system will be completed, and will help alleviate the current shortage on-street parking for residents, guests, employees and home-care workers. There are about 25 employees working in the clubhouse, either directly for the community’s management company or contracted to provide dining services in the restaurant. These employees now compete for limited parking spaces. The clubhouse is the center of activity for socialization, education, dining, library, fitness programs, interaction with professionals, etc., and as residents age in place, getting from their various homes scattered around the community up to the clubhouse becomes more problematic, as does finding a place to park for commuting employees. The current parking near the clubhouse is limited to 13 spaces around the circle known as Hunter Green and whatever is available along Mountain Meadows Drive and the east end of Fair Oaks Ave. The additional on-street parking spaces this plan offers to supplement the available on street parking is a big factor in community enthusiasm for the new development.

The application materials further explain that there are currently about 225 people now living in the Mountain Meadows community. Some are comfortable walking to and from the clubhouse and dining facilities; others in the 55+ community facing mobility challenges are not. When additional property on the west side of North Mountain Avenue, within the North Mountain Neighborhood, was added to the

community it meant an additional 43 residential units (28 single family homes and 15 condominiums) with senior residents who actively use the clubhouse and its amenities, and mobility challenges combined with the added distance, slope and inclement weather increase car commutes and have made clubhouse parking more of a community problem. The applicant asserts that the 19 additional on-street parking spaces the plan offers by proposing head-in parking here addressed that problem.

The Planning Commission finds that the head-in parking proposed here makes the most efficient use possible of the available curb space and as such is the minimum necessary to alleviate the difficulty.

The final approval criterion is that, *“The exception is consistent with the Purpose and Intent of the Street Standards in subsection 18.4.6.040.A.”* The Planning Commission notes that the Street Design Standards section *“contains standards for street connectivity and design as well as cross sections for street improvements. The standards are intended to provide multiple transportation options, focus on a safe environment for all users, design streets as public spaces, and enhance the livability of neighborhoods, consistent with the Comprehensive Plan.”* The Planning Commission finds that the improvements proposed are consistent with the pattern developed in the master planned community to provide options for the senior residents of the Mountain Meadows Planned Community, many of whom have mobility challenges and need accessible parking in proximity to the Mountain Meadows clubhouse in its role as a neighborhood center.

### **SECTION 3. DECISION**

3.1 Based on the record of the Public Hearing on this matter, the Planning Commission concludes that the proposal for Outline & Final Plan approval, Site Design Review, Solar Access Exception and an Exception to the Street Design Standards is supported by evidence contained within the whole record.

Therefore, based on our overall conclusions, and upon the proposal being subject to each of the following conditions, we approve Planning Action #PA-T2-2020-00026. Further, if any one or more of the conditions below are found to be invalid, for any reason whatsoever, then Planning Action #PA-T2-2020-00026 is denied. The following are the conditions and they are attached to the approval:

1. That all proposals of the applicant shall be conditions of approval unless otherwise modified herein, including but not limited to that the requisite 11-foot separation between buildings shall be provided as detailed in the application materials and that solar access exceptions for Lots 3 & 7 to shade Lots 2 & 6 as described herein shall be recorded with platting of the subdivision.
2. That the plans submitted for the building permit shall be in substantial conformance with those approved as part of this application, including but not limited to the lot coverage, solar access and frontage improvements detailed herein. 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 approval shall be submitted and approved prior to issuance of a building permit.
3. That any new addresses shall be assigned by City of Ashland Engineering Department. Street and subdivision names shall be subject to City of Ashland Engineering Department review for compliance with applicable naming policies.

4. That permits shall be obtained from the Ashland Public Works Department prior to any work in the public right of way, including but not limited to permits for new driveway approaches or any necessary encroachments.
5. That a Fire Prevention and Control Plan addressing the General Fuel Modification Area requirements in AMC 18.3.10.100.A.2 of the Ashland Land Use Ordinance shall be provided prior to bringing combustible materials onto the property, and any new landscaping proposed shall comply with these standards and shall not include plants listed on the Prohibited Flammable Plant List per Resolution 2018-028.
6. That the prior to submittal of the final subdivision survey plat for review and signature:
  - a. The final survey plat shall be submitted within 12 months and approved by the City of Ashland within 18 months of the Final Plan approval.
  - b. All easements including but not limited to public and private utilities, public and private pedestrian access, parking, drainage, irrigation and fire apparatus access shall be indicated on the final survey plat for review by the Planning, Engineering, Building and Fire Departments.
  - c. That final civil engineering plans including but not limited to the water, sewer, storm drainage, electric and driveway improvements shall be submitted for the review and approval of the Planning, Building, Electric, and Public Works/Engineering Departments. 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, fire hydrants, sewer mains and services, manholes and clean-outs, storm drainage pipes and catch basins, and locations of all primary and secondary electric services including line locations, transformers (to scale), cabinets, meters and all other necessary equipment. Transformers, cabinets and vaults shall be located in areas least visible from streets, while considering the access needs of the Electric Department. Any required private or public utility easements shall be delineated on the civil plans. Subdivision infrastructure improvements including but not limited to utility and street installations shall be completed according to approved plans prior to signature of the final survey plat.
  - d. A final storm drainage plan detailing the location and final engineering for all storm drainage improvements associated with the project shall be submitted for review and approval by the Departments of Public Works, Planning and Building Divisions. The storm drainage plan shall demonstrate that post-development peak flows are less than or equal to the pre-development peak flow for the site as a whole, and that storm water quality mitigation has been addressed through the final design.
  - e. Final engineered construction drawings for the proposed improvements to Mountain Meadows Drive and Skylark Place shall be submitted for review and approval of the Ashland Planning and Engineering Divisions prior to work in the street right-of-way or installation of improvements in the pedestrian corridor. These construction drawings shall include a required handicap access ramp at the intersection of Mountain Meadows Drive and Skylark Place as well as for any on-street handicap accessible parking spots. Ramps shall meet current United States Access Board Guidelines (PROWAG) and shall be designed in accordance with the current Oregon Department of Transportation (ODOT) design guidelines. The design shall include all grades as presented on the ODOT Detail 1720 and must be submitted to and approved by the City of Ashland Engineering

Department. Easements to accommodate the proposed street frontage improvements shall be dedicated to the city on the final survey plat. All street improvements including but not limited to the paving, curbs, gutters, sidewalk, street trees in irrigated park row planting strips, street lighting and on-street parking shall be installed according to the approved plan under permit from the Public Works Department prior to signature of the final survey plat.

- f. Final grading and erosion control plans.
  - g. Final site lighting details.
  - h. A final size- and species-specific landscape planting with irrigation details and showing parkrow improvements shall be provided for the review and approval of the Staff Advisor prior to planting. All landscaping and irrigation shall be installed according to the approved plan, inspected and approved by the Staff Advisor.
  - i. That street trees, 1 per 30 feet of street frontage, shall be installed on the Mountain Meadows and Skylark frontages prior to signature of the final survey plat. All street trees shall be chosen from the adopted Street Tree List and shall be installed in accordance with the specifications in AMC 18.4.4.030.E and the Recommended Street Tree Guide. The street trees shall be irrigated.
  - j. That the requirements of the Ashland Fire Department relating to approved addressing; fire apparatus access including necessary easements; fire apparatus approach, turn-around, and work areas; aerial ladder access; fire hydrant spacing and distance; fire flow; firefighter access pathway; fire sprinklers; and limits on fencing and gates which would impair access shall be satisfactorily addressed in the Final Plan submittals. Fire Department requirements shall be included in the civil drawings.
7. That the building permit submittals shall include:
- a. Identification of all easements, including but not limited to public and private utilities, public and private pedestrian access, parking, drainage, irrigation and fire apparatus access.
  - b. Solar setback calculations demonstrating that all units other than #3 and #7 comply with Solar Setback Standard A in the formula  $[(\text{Height} - 6) / (0.445 + \text{Slope}) = \text{Required Solar Setback}]$  and elevations or cross section drawings clearly identifying the highest shadow producing point(s) and the height(s) from natural grade. Details shall be provided demonstrating that Unit #3 and #7 are in compliance with the approved exceptions.
  - c. Lot coverage calculations including all building footprints, driveways, parking, and circulation areas. Lot coverage for the parent parcel shall be limited to no more than the 77 percent described in the application materials.
  - d. That storm water from all new impervious surfaces and runoff associated with peak rainfalls must be collected on site and channeled to the city storm water collection system (i.e., curb gutter at public street, public storm pipe or public drainage way) or through an approved alternative in accordance with Ashland Building Division policy BD-PP-0029. On-site collection systems shall be detailed on the building permit submittals.

March 23, 2021

Date

\_\_\_\_\_  
Planning Commission Approval

**TYPE II  
PUBLIC HEARING  
RE-OPENED**

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**PA-T2-2020-00025  
Independent Way**



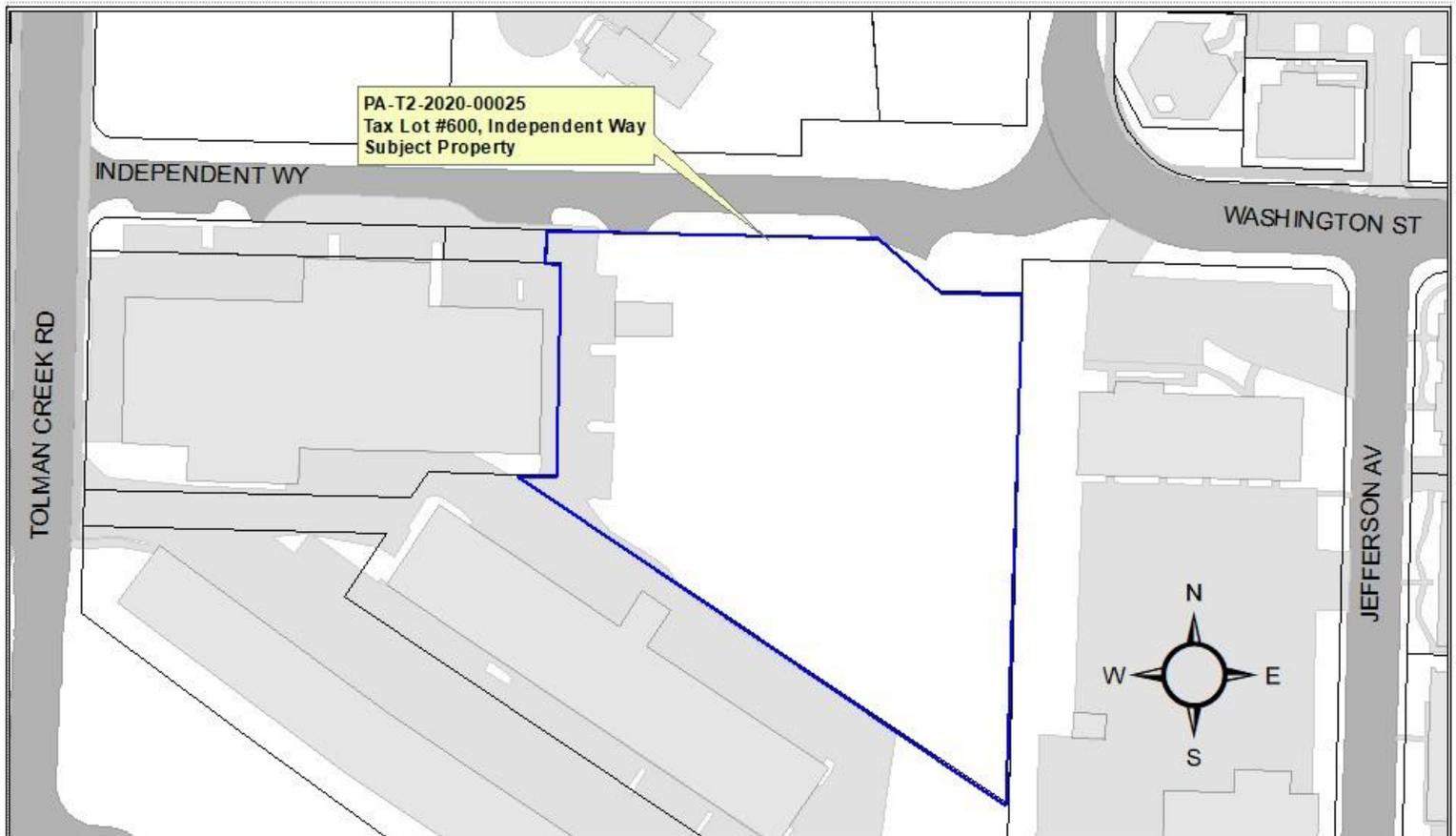
**PLANNING ACTION:** PA-T2-2020-00025

**SUBJECT PROPERTY:** Tax Lot #600 on the newly constructed Independent Way

**APPLICANT/OWNER:** Rogue Planning & Development Services/IPCO Development Corporation

**DESCRIPTION:** The Planning Commission will re-open the public hearing to consider proposed modifications to a request for Site Design Review approval for the construction of two new commercial/industrial buildings on Tax Lot #600 adjacent to Independent Way, the newly installed public street between Washington Street and Tolman Creek Road. Both buildings would be part of the IPCO Development Corporation service building complex, and would share driveway accesses, parking areas and landscaped areas. The first building is proposed to be 10,919 square feet and would be constructed adjacent to Independent Way. The second proposed building would be 17,859 square feet and would be near the south property line. The application previously included a request for an Exception to the Site Development and Design Standards (AMC 18.4.2.040.B.3.a) which call for a ten-foot wide landscape buffer between the building and the street. Since the initial public hearing in February, the Exception request has been removed from the proposal and the Commission will revisit the application in light of this change. **COMPREHENSIVE PLAN DESIGNATION:** Employment; **ZONING:** E-1; **ASSESSOR'S MAP:** 39 1E 14BA; **TAX LOT #:** 600.

**ELECTRONIC ASHLAND PLANNING COMMISSION MEETING:** *Tuesday March 23, 2021 at 7PM*



Notice is hereby given that the Ashland Planning Commission will hold an electronic public hearing on the above described planning action on the meeting date and time shown above. You can watch the meeting on local channel 9, on Charter Communications channels 180 & 181, or you can stream the meeting via the internet by going to [rytv.sou.edu](http://rytv.sou.edu) and selecting 'RVTV Prime.'

The ordinance criteria applicable to this planning action are attached to this notice. Oregon law states that failure to raise an objection concerning this application, or failure to provide sufficient specificity to afford the decision makers 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.

Because of the COVID-19 pandemic, application materials are provided online and written comments will be accepted by email. Alternative arrangements for reviewing the application or submitting comments can be made by contacting (541) 488-5305 or [planning@ashland.or.us](mailto:planning@ashland.or.us).

A copy of the application, including all documents, evidence and applicable criteria relied upon by the applicant, and a copy of the staff report will be available on-line at [www.ashland.or.us/PCpackets](http://www.ashland.or.us/PCpackets) seven days prior to the hearing. Copies of application materials will be provided at reasonable cost, if requested. Under extenuating circumstances, application materials may be requested to be reviewed in-person at the Ashland Community Development & Engineering Services Building, 51 Winburn Way, via a pre-arranged appointment by calling (541) 488-5305 or emailing [planning@ashland.or.us](mailto:planning@ashland.or.us).

Anyone wishing to submit comments can do so by sending an e-mail to [PC-public-testimony@ashland.or.us](mailto:PC-public-testimony@ashland.or.us) with the subject line "**March 23, 2021 PC Hearing Testimony**" by 10:00 a.m. on **Monday, March 22, 2021**. If the applicant wishes to provide a rebuttal to the testimony, they can submit the rebuttal via e-mail to [PC-public-testimony@ashland.or.us](mailto:PC-public-testimony@ashland.or.us) with the subject line "**March 23, 2021 PH Hearing Testimony**" by 10:00 a.m. on **Tuesday, March 23, 2021**. Written testimony received by these deadlines will be available for Planning Commissioners to review before the hearing and will be included in the meeting minutes.

Oral testimony will be taken during the electronic public hearing. If you wish to provide oral testimony during the electronic meeting, send an email to [PC-public-testimony@ashland.or.us](mailto:PC-public-testimony@ashland.or.us) by 10:00 a.m. on **Monday, March 22, 2021**. In order to provide testimony at the public hearing, please provide the following information: 1) make the subject line of the email "**March 23 Speaker Request**", 2) include your name, 3) the agenda item on which you wish to speak on, 4) specify if you will be participating by computer or telephone, and 5) the name you will use if participating by computer or the telephone number you will use if participating by telephone.

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 staff project planner Derek Severson at 541-535-5305 or [derek.severson@ashland.or.us](mailto:derek.severson@ashland.or.us).

## **SITE DESIGN AND USE STANDARDS**

### **18.5.2.050**

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

- A. **Underlying Zone:** The proposal complies with all of the applicable provisions of the underlying zone (part 18.2), including but not limited to: building and yard setbacks, lot area and dimensions, density and floor area, lot coverage, building height, building orientation, architecture, and other applicable standards.
- B. **Overlay Zones:** The proposal complies with applicable overlay zone requirements (part 18.3).
- C. **Site Development and Design Standards:** The proposal complies with the applicable Site Development and Design Standards of part 18.4, except as provided by subsection E, below.
- D. **City Facilities:** The proposal complies with the applicable standards in section 18.4.6 Public Facilities and that adequate capacity of City facilities for water, sewer, electricity, urban storm drainage, paved access to and throughout the property and adequate transportation can and will be provided to the subject property.
- E. **Exception to the Site Development and Design Standards:** The approval authority may approve exceptions to the Site Development and Design Standards of part 18.4 if the circumstances in either subsection 1 or 2, below, are found to exist.
  - 1. There is a demonstrable difficulty meeting the specific requirements of the Site Development and Design Standards due to a unique or unusual aspect of an existing structure or the proposed use of a site; and approval of the exception will not substantially negatively impact adjacent properties; and approval of the exception is consistent with the stated purpose of the Site Development and Design; and the exception requested is the minimum which would alleviate the difficulty.; or
  - 2. There is no demonstrable difficulty in meeting the specific requirements, but granting the exception will result in a design that equally or better achieves the stated purpose of the Site Development and Design Standards.

# Memo

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**DATE:** March 23, 2021  
**TO:** Planning Commission  
**FROM:** Derek Severson, *Senior Planner*  
**RE:** Revisiting the Decision for PA-T2-2020-00025/Tax Lot #600 on Independent Way

## **Request & Background**

The applicant has asked that the Planning Commission revisit its decision to deny PA-T2-2020-0002, a request for Site Design Review approval for the construction of two new commercial/industrial buildings on Tax Lot #600 adjacent to Independent Way. As originally proposed, the application included a request for an Exception to the Site Development and Design Standards (AMC 18.4.2.040.B.3.a) which call for a ten-foot wide landscape buffer between the building and the street.

After the initial public hearing for this matter closed on February 23, 2021 the Planning Commission voted to deny the proposal because it was determined that the requested Exception to the Site Development and Design Standards was not merited and the Commission could not redesign the project to comply with standards through conditions. Findings for that decision have not yet been adopted.

The applicant has subsequently modified the application to remove the Exception request from the proposal, and requested that the hearing be re-opened to review the decision in light of the proposed modifications. A notice of the reopening of the public hearing to consider the applicant's request has been mailed to the impact area, a new public notice has been posted on the subject property, notice has been published in the Daily Tidings and on the city's website, and revised draft findings are included in the packets with this memo.

## **Modification Details**

The applicant has proposed the following modifications to their original request:

- The depth of Building #6 has been reduced by seven feet, with a commensurate reduction in building floor area of 1,000 square feet.
- The requisite ten-foot landscape buffer is now proposed between the building and the street.

## **Staff Analysis & Recommendation**

In staff's view, the Exception request was the key concern with the original proposal. With the modification to remove the Exception request, staff believes that the application merits approval. Staff recommends that the application be approved subject to the conditions detailed in the attached draft findings.



ROGUE PLANNING & DEVELOPMENT SERVICES, LLC



# IPCO TOLMAN CREEK RD

RECONSIDERATION of PA-T2-2020-00025  
Site Design Review



March 4, 2021

**Request for reconsideration for  
Site Design Review Approval  
for two new commercial buildings**

**Subject Property**

**Property Address:** Independent Way (formerly part of 688 Tolman Creek Road)  
**Map:** 39 1E 14BA  
**Tax lot:** 600

**Comprehensive Plan Designation:** Employment  
**Zoning:** E-1

**Overlay Zones:** Hamilton Creek FEMA Special Flood Hazard Area  
Water Resources Protection Zone  
Wildfire Hazards  
Severe Constraints Slopes

**Property Owner:** IPCO Development Corporation  
1425 Greenmeadows Way  
Ashland, OR 97520

**Design / Build:** JB Steel Inc.  
PO BOX 4460  
Medford, OR 97501

**Engineer:** Thornton-Daley Engineering  
PO BOX 476  
Jacksonville, OR 97530

**Land Use Consultant:** Rogue Planning & Development Services  
1314-B Center Dr., PMB#457  
Medford, OR 97501

**Request:**

Request for approval of the supplemental application for the allowed uses under the city's comprehensive plan and land use regulations that were denied with the proposal PA-T2-2020-00025. PA-T2-2020-00025 was a request for Site Design Review approval for the construction of two new commercial/industrial buildings as part of the IPCO Development Corporation service building complex.

Proposed Service Building #5 is a 17,858.5 square foot commercial building. This structure is located near the south property line. Previously proposed Building #6 was 10,919 square feet. This supplemental submittal proposes a 9,919 square foot structure. Building #6 is proposed to be buffered from the newly installed public street with a ten-foot buffer.

PA-T2-2020-00025 requested an exception to the Site Design Review Standards to not provide a ten-foot landscape buffer. The supplemental application includes the ten-foot landscape buffer.

The findings address the criteria for the uses allowed under the city's comprehensive plan and land use regulations in the zone that were the subject of the denied application. The building type, layout, proposed uses, the access, parking area, landscape areas, lot coverages, comply with the standards for Site Design Review and for Employment Zone development.

**Summary list of modifications:**

The building depth of Building #6 was reduced in length by seven (7) feet.

The area of Building 6 was reduced by 1,000 SF.

A 10-foot landscape buffer is proposed between the building and the street.

No other changes necessary to accommodate landscape buffer.

**Findings of Fact:**

The following information addressing the findings of fact for the applicable criteria from the Ashland Municipal Code are provided on the following pages. For clarity, the criteria are in Times New Roman font and the applicant's responses are in Calibri font.

## Findings addressing Criteria from the Ashland Land Use Ordinance

### Site Development Design Standards Approval Criteria:

#### 18.5.2.050 Approval Criteria

An application for Site Design Review shall be approved if the proposal meets the criteria in subsections A, B, C, and D below.

**A. Underlying Zone.** The proposal complies with all of the applicable provisions of the underlying zone (part 18.2), including but not limited to: building and yard setbacks, lot area and dimensions, density and floor area, lot coverage, building height, building orientation, architecture, and other applicable standards.

#### Finding:

There are no minimum setbacks in the E-1 zone. Service Building #6 is proposed to be setback ten-foot for a landscape buffer. The proposed structure complies with the solar setback standard B. The structure is proposed to be 18-feet from grade with an average height of just over 20-feet in average height. Building #5 is proposed to be 22-feet tall.

The proposed lot coverage from new development is less than the allowed 85 percent in the zone. The 2.07-acre parcel is proposed to have 28,775 square feet of the building and approximately 40,718 square feet of asphalt. There are 4,951.52 square feet of new landscape areas within the parking areas proposed. The proposed total lot coverage is 69,493 square feet which is 77.08 percent of the 2.07-acre site.

There are no residences proposed and residential density does not apply. The floor area ratios (FAR) are not applicable in the Basic Site Review zone. The buildings are both less than the maximum height of 40-feet allowed in the zone.

Service Building #5 is substantially more than 20-feet from the public street and is not oriented towards the public street.

Service Building #6 is accessed from the public sidewalk via a stairway centralized on the retaining wall, along the frontage of the structure. The building has architectural details that are commonly found on metal buildings in the Employment zone. To allow for potential intensification of uses, at the front of the building, an entry/exit door is framed but not installed to create additional tenant space. Additionally, on the south side of Service Building #6, the area for future windows have been accommodated in the design. Service Building #5 incorporates additional areas for openings for roll-up doors and pedestrian entrances on the front façade (north side) and the east side. The building layout demonstrates compliance with the building design standards for E-1 zoned lands and the Basic Site Review Standards.

The main body of the buildings are proposed as vertical, multi-rib, metal siding. Under the eave line, a clear panel to allow daylight into the tenant space is shown. There are commercial entry doors with

sidelights on the north and east façades of the structure. There are four-foot awning overhangs at the entries. The buildings have structural design and engineering that will allow for openings for additional entry doors and/or additional roll-up doors as the spaces evolve.

Service Building #6 is proposed nearer to Independent Way. It is a metal building that is 9,919 square feet. This single-story structure is proposed to be 18-feet tall above the finished grade of the site. The building is also proposed as a vertical ribbed, metal building. There are four, framed openings for typical, commercial tenant spaces with, commercial doors and windows to provide pedestrian entrance/exits to the building. Windows which provide a view into and out of the tenant spaces are proposed on the street fronting facade. Awnings for pedestrian shelter that extend along the entire façade of the structure (as shown), or individual awnings at each entrance will be provided on the final building permit submittal. Recessed soffit lights under the awning are proposed to illuminate the entrance of the individual tenant space.

Service Building #6 extends across the majority of the property's street frontage. The building is above the street atop a retaining wall due to the grade of the property from south to the north where Independent Way was installed.

The raised pedestrian walkway is connected via a central stair to the public sidewalk.

Up to 85 percent of the site is allowed to be covered with impervious surfaces, this includes all impervious surfaces including driveway, parking area, paths, and other solid surfaces. The proposal has 19,611square feet of surface coverage. This is 84.45 percent lot coverage. There is 15.55 percent landscape coverage which exceeds the minimum landscape coverage required.

**B. Overlay Zones.** The proposal complies with applicable overlay zone requirements (part [18.3](#)).

Finding:

The property is within the Water Resource Protection Zone and a FEMA Special Flood Hazard Area floodplain has been identified on the property. Hamilton Creek exits from a 60-inch culvert along the east property line. The proposed development, excepting a very small area of the driving and parking area, is setback more than 30-feet from the mapped centerline of Hamilton Creek. The 2015 Site Review application that allowed for the installation of Independent Way included a Limited Use permit for the Independent Way bridge crossing which was approved. At that time, a small area of encroachment within the Water Resource Protection Zone was proposed. The area of the drive aisle curbing that is within the WRPZ was detailed in the 2015 application as with the new bioswale/detention feature.

The proposal can be found to comply with the existing 2015 approval that allowed for Independent Way bridge crossing, stormwater detention, and minor impacts into the Water Resource Protection

Zone. New findings addressing the Water Resource Protection Zone Limited Use Activity and Floodplain Development Standards have not been provided as the previous decision assigned conditions of approval for the impacts to the Water Resource Protection Zone. A multi-year management plan for the stormwater facility was discussed in the previous decision. It is anticipated that no additional impacts to the riparian area will be necessary for the proposed site development.

**C. Site Development and Design Standards.** The proposal complies with the applicable Site Development and Design Standards of part 18.4, except as provided by subsection E, below.

**B. Basic Site Review Standards.**

1. Orientation and Scale.

a. Buildings shall have their primary orientation toward the street and not a parking area. Automobile circulation or off-street parking is not allowed between the building and the street. Parking areas shall be located behind buildings, or to one side.

Finding:

Proposed Service Building #6 is oriented towards the public street, Independent Way. The structure has direct access from the public street to the entrances of the building by pedestrians. Entry doors are indicated with the large awning overhang and the commercial storefront style door with sidelight. There are also windows provided along the frontage.

Building #5 is substantially setback from the street and is oriented towards the parking area between the two structures.

b. A building façade or multiple building facades shall occupy a large majority of a project's street frontage as illustrated in Figure 18.4.2.040.B, and avoid site design that incorporates extensive gaps between building frontages created through a combination of driveway aprons, parking areas, or vehicle aisles. This can be addressed by, but not limited to, positioning the wider side of the building rather than the narrow side of the building toward the street. In the case of a corner lot, this standard applies to both street frontages. Spaces between buildings shall consist of landscaping and hard durable surface materials to highlight pedestrian areas.

Finding:

The majority of the property's street frontage is occupied by proposed Service Building #6. The driveways are to the sides of the building allowing positioning of the wider side of the building to the street.

c. Building entrances shall be oriented toward the street and shall be accessed from a public sidewalk. The entrance shall be designed to be clearly visible, functional, and shall be open to the public during all business hours.

Finding:

The building entrances of Service Building #6 are towards the street and are accessible from the sidewalk. The five-foot wide pedestrian sidewalk connections extend through the site to Service Building #5.

d. Building entrances shall be located within 20 feet of the public right of way to which they are required to be oriented. Exceptions may be granted for topographic constraints, lot configuration, designs where a greater setback results in improved access or for sites with multiple buildings, such as shopping centers, where other buildings meet this standard.

Finding:

The building entrances of Service Building #6 are oriented towards the public right-of-way and are within 20-feet of the street. The building is raised above the grade of the sidewalk with a retaining wall. A stairway is in the middle of the raised walkway and to the entrance of the tenant spaces.

e. Where a building is located on a corner lot, its entrance shall be oriented toward the higher order street or to the lot corner at the intersection of the streets. The building shall be located as close to the intersection corner as practicable.

Finding:

The subject property is not a corner lot.

f. Public sidewalks shall be provided adjacent to a public street along the street frontage.

Finding:

New public sidewalks and street trees were recently installed along the street frontage of Independent Way.

g. The standards in a-d, above, may be waived if the building is not accessed by pedestrians, such as warehouse and industrial buildings without attached offices, and automotive service stations.

Finding:  
Not applicable.

## 2. Streetscape.

Finding:  
No modifications to the newly installed streetscape are proposed.

## 3. Landscaping.

a. Landscape areas at least ten feet in width shall buffer buildings adjacent to streets, except the buffer is not required in the Detail Site Review, Historic District, and Pedestrian Place overlays.

Finding:  
A ten-foot landscape buffer is proposed between the building and the sidewalk. There is substantially more than 15 percent of the property is landscape areas.

b. Landscaping and recycle/refuse disposal areas shall be provided pursuant to chapter 18.4.4.

Finding:  
Parking lot shade trees are proposed in the landscape medians. The size, species, and planting specific landscape and irrigation plan will be provided to the city as required by code and provided with the building permit.

The refuse containers are to be located within the buildings. This is consistent with how most of the tenants of the property operate per their lease agreements. On garbage day, the tenant places their refuse container outside of their unit. This is the method that has worked for the property owner and trash collection service provider, Recology.

## 4. Designated Creek Protection.

Finding:

See the findings above regarding overlay zones. Silt fencing will be provided to prevent erosion into the Water Resource Protection Zone prior to site disturbance.

5. Noise and Glare. Artificial lighting shall meet the requirements of section 18.4.4.050. Compliance with AMC 9.08.170.c and AMC 9.08.175 related to noise is required.

Finding:

The exterior lights are proposed LED dusk to dawn lights recessed under the awning and cast light downward. Noises generated by the site will be comparable to noises to be expected in an employment zone that allows for production, manufacturing, and repair.

Finding:

All artificial lighting will comply with the standards of 18.4.4.050. There are no residential zones in the vicinity of the project site.

6. Expansion of Existing Sites and Buildings.

Finding:

Not applicable

**D. City Facilities.** The proposal complies with the applicable standards in section 18.4.6 Public Facilities, and that adequate capacity of City facilities for water, sewer, electricity, urban storm drainage, paved access to and throughout the property, and adequate transportation can and will be provided to the subject property.

Finding:

Adequate City facilities (utilities) exist to serve the proposed development. New underground infrastructure was extended from Tolman Creek Road to Independent Way. Also, there are private utility easements extended through the property.

The civil engineering firm that proposed and designed Independent Way is the Civil Engineers of record on this project. The installation of adequate facilities was contemplated through the development of Independent Way.

**E. Exception to the Site Development and Design Standards.** The approval authority may approve exceptions to the Site Development and Design Standards of part 18.4 if the circumstances in either subsection 1 or 2, below, are found to exist.

Finding:

No exceptions to the site development standards are proposed.

**18.4.3 Parking Access and Circulation:**

Finding:

The property area that is owned by the IPCO Development Corporation, the six Service Building sites are interconnected and accommodate semi-truck and other vehicular traffic through the properties. The new parking area is proposed to be accessed from the driveways that extend from Independent Way. With the new development, pedestrian access is extended from Independent Way along both sides of the proposed Service Building #6 and extends to the entrances of Service Building #5. The sidewalks are raised when crossing drive aisles as required by code. The parking areas provide for adequate back-up and turn around area is provided for on the site plans.

The proposed building Service Building #5 is 17,858.5 square feet in area which requires 18 parking spaces. Service Building #6 is 9,919 square feet and requires as few as 10 and as many as 20 if used as a higher intensity use. The parking demand for industrial, manufacturing, production, warehousing, and freight uses is one parking space per 1,000 square feet gross floor area or one space for every two employees whichever is less, plus one space for a company vehicle. Specific types of these uses are not identified in the land use ordinance. The proposal requires 28 parking spaces using the warehousing calculation. There are 24 new spaces proposed in the parking area to be constructed with the new buildings. There are six (6) spaces to the west of proposed Building #5 and 18 spaces in the parking area between the two buildings. There are seven (7) parking spaces on the adjacent property to the west. These seven spaces are part of the bank of 15 spaces on the east side of the IPCO Service Building #1. There are a total of 31 spaces provided for the proposed buildings.

Of the 15 spaces, eight spaces (8) are labeled IPCO on the site plan. These spaces are provided for Service Building #1 on the adjacent property.

There are three (3) ADA parking spaces and eight (8) compact vehicle parking spaces. The drive aisle between the buildings is 25-feet wide which exceeds the minimum required back up area. The six-parking spaces along the east side of Building #5 have more than 22-feet of back up provided.

Three ADA accessible spaces with required off-loading zone are also included. The parking lot layout demonstrates that adequate turn around is provided on-site to allow vehicles to exit the parking area in a forward manner. The parking spaces are proposed to be 9 feet by 18 feet. Eight are proposed as compact.

The proposed parking lot is designed to minimize adverse environmental impacts through the use of a bioswale filtration as required by the Rogue Valley Stormwater Design Manual. See the Civil Engineering plan.

Along the Hamilton Creek Corridor where the curbing is located, these spaces are presently shown as the semi-truck staging area. As the property development intensifies, there would be an opportunity to strip these spaces to accommodate higher levels of parking demand if necessary.

Bicycle parking is proposed to be located within the building and as demonstrated on the floorplans.

There are numerous cross access easements and shared parking agreements on the properties owned in common by the IPCO Development Corporation. Parking on adjacent properties is permissible. When Independent Way was dedicated, tax lots owned by the IPCO Development Corp were split by the right-of-way. There are private and public utilities on the properties as well that have cross easement for access and use. The code allows for off-site parking facilities which may be located on another parcel of land, provided said parcel is within 200 feet of the use it is intended to serve. Such right to use the off-site parking will be evidenced by a deed, easement, or similar written instrument establishing such use, for the duration of the use.

#### **18.4.7 Signs.**

##### Finding:

The signs for the individual businesses will comply with the sign code standards for sign area based upon business frontage with the sign sizes varying based on the tenant needs.

##### **Tree Protection:**

##### Finding:

There will be newly planted street trees and there are three parking lot shade trees along the west property line. There are also trees in the riparian drainage area on the east side of the driveway and semi-parking area. A tree protection fencing plan for the three trees in the parking area, utilizing, six-foot-tall chain link fence is proposed to be installed at the perimeter of the trees as indicated on the sheet L-1 of the plans.



1

2

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4

5

A

D

B

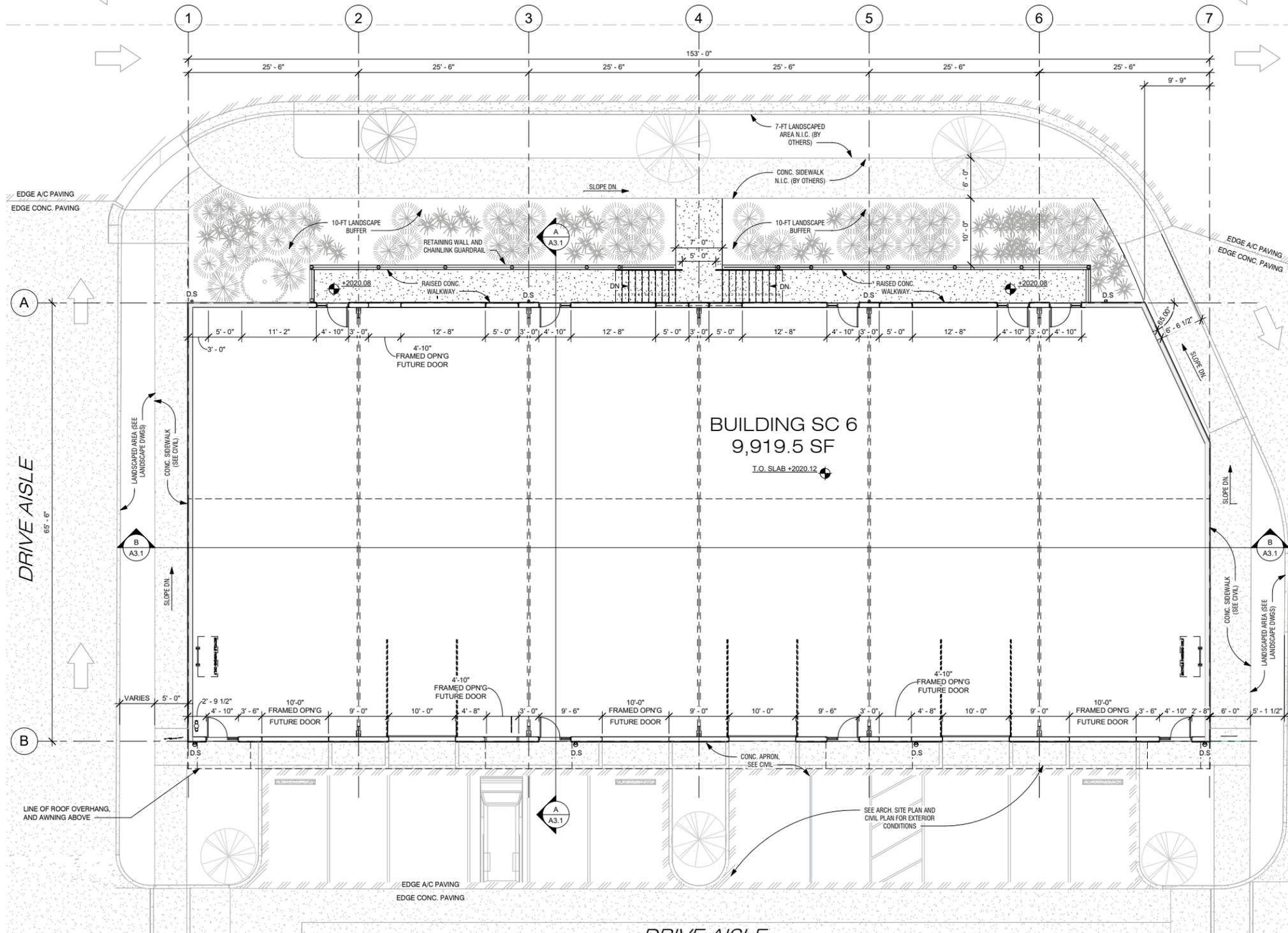
D

C

B

D

INDEPENDENT WAY



**GENERAL NOTES**

- BEFORE BEGINNING WORK AT THE SITE, WHERE POSSIBLE, & THROUGHOUT THE COURSE OF THE WORK, INSPECT & VERIFY THE LOCATION & CONDITION OF EVERY ITEM AFFECTED BY THE WORK UNDER THIS CONTRACT & REPORT DISCREPANCIES TO ARCHITECT BEFORE DOING WORK RELATED TO THAT BEING INSPECTED.
- APPLICABLE CODES: ALL WORK SHALL BE IN CONFORMANCE WITH ALL FEDERAL, STATE, AND LOCAL CODES. SPECIFICATIONS AND STANDARDS SHALL MEAN, AND ARE INTENDED TO BE THE LATEST EDITION, AMENDMENT OR REVISION OF SUCH REFERENCE STANDARD IN EFFECT AS OF THE DATE OF THE CONTRACT DOCUMENTS.
- VERIFY** ALL STUD WALL FRAMING SHALL BE 2x DOUGLAS FIR (D.F.) WOOD STUDS OR BETTER, 2x4 STUDS AT 16" O.C. FOR INTERIOR WALLS AND 2x6 STUDS @ 24" O.C. FOR PLUMBING WALLS, U.N.O.
- DIMENSIONS ARE TO EXTERIOR STEEL AT EXTERIOR WALLS AND FACE OF STUD AT INTERIOR WALLS, U.N.O.
- DETERMINE LOCATION OF PARTITIONS NOT DIMENSIONED BY THEIR RELATION TO COLUMN FACE OR CENTER, WINDOW JAMB OR MULLION, OR OTHER SIMILAR FIXED ITEM.
- DO NOT DRILL OR CUT JOISTS, BEAMS, COLUMNS OR OTHER STRUCTURAL ELEMENTS UNLESS SPECIFICALLY INDICATED.
- LIGHT AND VENTILATION NOT INDICATED ON THESE PLANS SHALL BE PROVIDED AS PER SECTION 1203 & 1205 OF THE OSSC.
- PROVIDE EXIT ILLUMINATION PER SECTION 1006 & SIGNAGE PER SECTION 1011 OF THE OSSC.
- ALL DOORS AND WINDOWS SHALL COMPLY WITH APPLICABLE ENERGY CODES.
- THRESHOLDS AT DOORWAYS SHALL NOT EXCEED 1/2-INCH. RAISED THRESHOLDS AND FLOOR LEVEL CHANGES GREATER THAN 1/4-INCH AT DOORWAYS SHALL BE BEVELED WITH A SLOPE NOT GREATER THAN ONE UNIT VERTICAL IN TWO UNITS HORIZONTAL (50-PERCENT), PER OSSC 1008.1.7).
- INSTALL A VAPOR BARRIER OF ONE PERM OR LESS AT THE WARM SIDE (IN WINTER) OF ALL EXTERIOR WALLS, ROOF AND CEILING.
- ALL INSULATION INDICATED ON PLANS SHALL COMPLY WITH OR EXCEED THE REQUIREMENTS IN SECTION 720, OSSC FOR SMOKE DENSITY AND FLAME SPREAD.
- R-VALUES INDICATED ON PLANS REPRESENT MINIMUM PERFORMANCE REQUIREMENTS. BATT INSULATION INSTALLED IN METAL OR WOOD FRAMED WALLS SHALL ALSO BE INSULATED TO THE FULL DEPTH OF THE CAVITY, UP TO 6-INCHES IN DEPTH PER TABLE 502.1.1 OF THE O.E.S.C.
- INSTALL ANY REQUIRED ACOUSTICAL CAULKING AT ALL WALL PENETRATIONS (ELECTRICAL JUNCTION BOXES, ETC.), AND AS INDICATED.
- DO NOT MOUNT ELECTRICAL/ COMMUNICATION JUNCTION BOXES BACK TO BACK AND KEEP SEPARATED.
- FINISH MATERIALS USED ON INTERIOR WALLS AND CEILINGS SHALL NOT EXCEED FIRE AND SMOKE RATINGS PER TALBE 803.9 OF THE OSSC.
- VERIFY ALL FINISHES, COLORS, TEXTURES AND STYLES WITH ARCHITECT PRIOR TO PURCHASE OR INSTALLATION.
- OWNER TO RETAIN AND CONTRACTOR SHALL COORDINATE ALL NECESSARY TESTING AND ALL REQUIRED INSPECTIONS.
- FIRE EXTINGUISHERS SHALL BE LOCATED AS REQUIRED BY SECTION 906, OFC. COORDINATE FINAL LOCATION WITH FIRE MARSHALL.
- CIVIL ENGINEERING (BY OTHERS) SHALL COMPLY WITH ANSI 117.1.2009 FOR ADA ACCESSIBILITY TO AND FROM PUBLIC WAY, PARKING AND BUILDING ACCESS.
- PROVIDE ANTISKATE CURB CLIPS AT CONC. RETAINING WALLS EXPOSED AT GRADE.

**LEGEND**

- P.E.M.B. WALL FRAMING AND SHEATHING, OVER CONC. RETAINING WALL. SEE STRUCTURAL AND CIVIL DRAWINGS
- P.E.M.B. WALL FRAMING AND SHEATHING (TYP.) SEE P.E.M.B. DRAWINGS
- CONC. RETAINING WALL W/ CHAINLINK FENCE, SEE ELEVATIONS FOR ADDITIONAL INFO.
- P.E.M.B. DOWNSPOUT, SEE P.E.M.B. FOR SIZE. COORDINATE W/ CIVIL & ARCH FOR FINAL LOCATION
- DOOR TAG, SEE SCHEDULE
- WINDOW TAG, SEE SCHEDULE
- FINISH KEY, SEE SCHEDULE
- WALL TYPE TAG (SEE WALL TYPE DETAILS)
- WALL HEIGHT (REFERENCE BUILDING SECTIONS AND ELEVATIONS FOR CONDITIONS NOT SPECIFIED)

**KEYNOTES**



ARCHITECTURE  
PLANNING  
190 North Ross Lane, Medford, Oregon  
P.O. Box 4460, 97501  
Office: 541.773.8325 Fax: 541.773.6523  
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Member American Institute of Architects



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Office: 541.773.8325 Fax: 541.773.6523  
C/O No. 132902  
Web: [WWW.JBSTEELINC.COM](http://WWW.JBSTEELINC.COM)

**PROJECT:** IPCO Development Corp.  
**Service Center 6**

**CLIENT:** IPCO Development Corporation  
1425 Green Meadows Way

**PROJECT LOCATION:**  
688 Tolman Creek Road  
391E14BA-600

No.	Date	Description
A	02/26/21	LANDSCAPE BUFFER

**ISSUE:** 02/26/21  
**PROJECT NO:** 2913-20  
**DRAWN BY:** JMK  
**CHECKED BY:** GRC

**APPROVED**  
**SHEET TITLE:**  
**SC6 FLOOR PLAN**

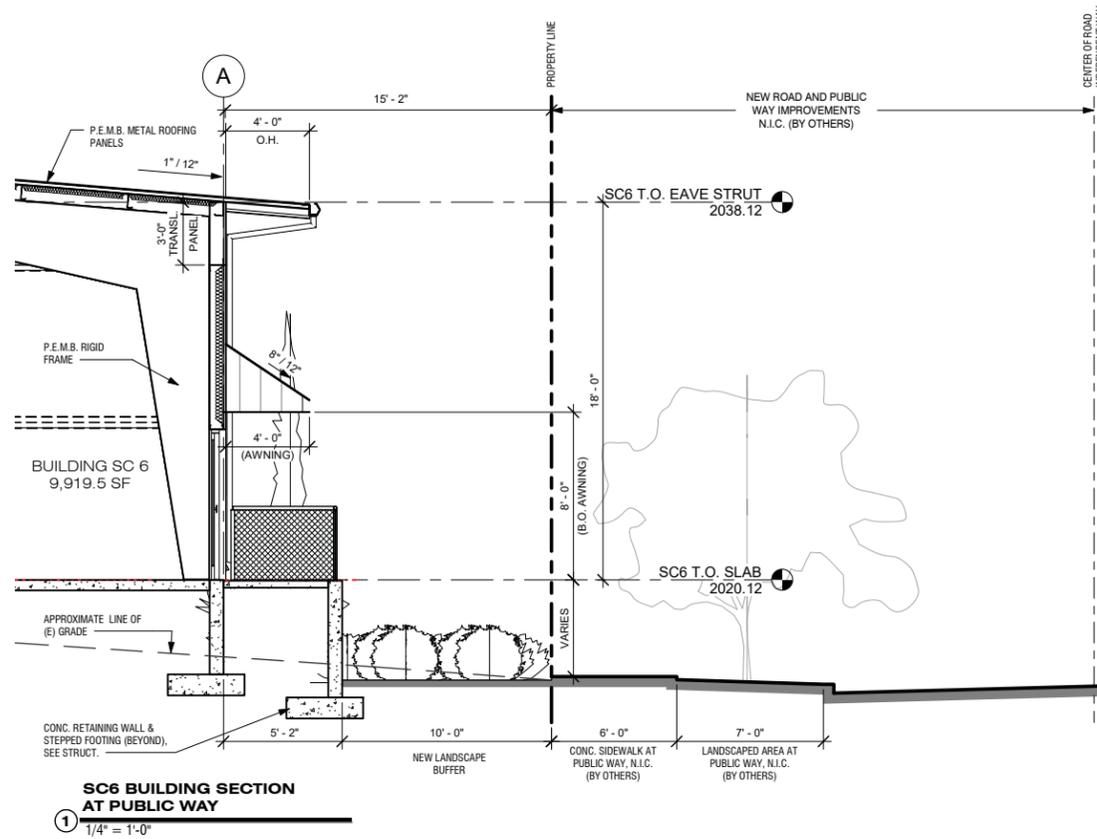
**PLOT DATE:**  
2/26/2021 5:06:03 PM

**A1.1**  
For Application Approval  
Not For Construction

JMK  
2/26/2021 5:06:03 PM  
W:\Design Projects\00-CURRENT PROJECTS\IPCO\PHASE 2\IPCO PH2\_No Dock Scheme 02 26 21.rvt



CONCEPTUAL RENDERING AT SC6 NORTHWEST CORNER AND INDEPENDENT WAY



JMK  
 2/26/2021 5:06:44 PM  
 W:\Design Projects\00-CURRENT PROJECTS\IPCO\PHASE 2\IPCO PH2\_No Dock Scheme 02 26 21.rvt

**GARY R. CAPERNA ARCHITECT**  
 ARCHITECTURE PLANNING  
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**STAMP**

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**J.B. STEEL, INC.**  
 COMMERCIAL & INDUSTRIAL  
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 Medford, Oregon 97501  
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 CCB No. 132902  
 Web: [WWW.JBSTEELINC.COM](http://WWW.JBSTEELINC.COM)

**PROJECT:**  
**IPCO Development Corp.**  
**CLIENT:**  
 IPCO Development Corporation  
 1425 Green Meadows Way  
**PROJECT LOCATION:**  
 688 Tolman Creek Road  
 391E14BA-600

No.	Date	Description
A	02/26/21	LANDSCAPE BUFFER

**ISSUE:** 02/26/21  
**PROJECT NO:** 2913-20  
**DRAWN BY:** JMK  
**CHECKED BY:** GRC

**APPROVED**

**SHEET TITLE:**  
**CONCEPTUAL VIEW AT LANDSCAPED BUFFER**

**PLOT DATE:**  
 2/26/2021 5:06:44 PM

**A3.0**  
 For Application Approval  
 Not For Construction

# **FINDINGS**

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**PA-T2-2020-00025**  
**Independent Way**

**DRAFT - BEFORE THE PLANNING COMMISSION - DRAFT**  
**March 23, 2021**

IN THE MATTER OF PLANNING ACTION #PA-T2-2020-00025, A REQUEST FOR )  
SITE DESIGN REVIEW APPROVAL TO CONSTRUCT TWO NEW COMMERCIAL/ )  
INDUSTRIAL BUILDINGS ON THE VACANT TAX LOT #600 ON INDEPENDENT )  
WAY, THE NEWLY CONSTRUCTED PUBLIC STREET BETWEEN WASHINGTON )  
STREET AND TOLMAN CREEK ROAD. BOTH BUILDINGS WOULD BE PART OF )  
THE IPCO DEVELOPMENT CORPORATION SERVICE BUILDING COMPLEX AND ) **DRAFT**  
WOULD SHARE DRIVEWAY ACCESSES, PARKING AREAS AND LANDSCAPING. ) **FINDINGS,**  
THE FIRST BUILDING IS PROPOSED TO BE 9,919 SQUARE FEET AND WOULD ) **CONCLUSIONS**  
BE CONSTRUCTED ADJACENT TO INDEPENDENT WAY. THE SECOND WOULD ) **& ORDERS**  
BE 17,858½ SQUARE FEET AND WOULD BE NEAR THE SOUTH PROPERTY LINE.)

**APPLICANT/OWNERS:** Rogue Planning & Development Services, LLC/ )  
IPC Development Corporation )  
 )  
 )

-----  
**RECITALS:**

- 1) Tax lot #600 of Map 39 1E 14BA is a vacant 2.07 acre parcel and is zoned Employment (E-1).
- 2) The applicant is requesting Site Design Review approval for the construction of two new commercial/industrial buildings on Tax Lot #600 adjacent to Independent Way, the newly installed public street between Washington Street and Tolman Creek Road. Both buildings would be part of the IPCO Development Corporation service building complex, and would share driveway accesses, parking areas and landscaped areas. The applicant's 'Building 6' is proposed to be 9,919 square feet and would be constructed adjacent to Independent Way. The applicant's proposed 'Building 5' would be 17,858½ square feet and would be placed behind 'Building 6', near the south property line. The application initially included a request for an Exception to the Site Development and Design Standards (AMC 18.4.2.040.B.3.a) which call for a ten-foot wide landscape buffer between the building and the street, but this component of the request was withdrawn through the hearing process. The proposal is outlined in plans on file at the Department of Community Development.
- 3) The criteria for Site Design Review approval are detailed in **AMC 18.5.2.050** as follows:
  - A. **Underlying Zone:** *The proposal complies with all of the applicable provisions of the underlying zone (part 18.2), including but not limited to: building and yard setbacks, lot area and dimensions, density and floor area, lot coverage, building height, building orientation, architecture, and other applicable standards.*
  - B. **Overlay Zones:** *The proposal complies with applicable overlay zone requirements (part 18.3).*
  - C. **Site Development and Design Standards:** *The proposal complies with the applicable Site Development and Design Standards of part 18.4, except as provided by subsection E, below.*

- D. **City Facilities:** *The proposal complies with the applicable standards in section 18.4.6 Public Facilities and that adequate capacity of City facilities for water, sewer, electricity, urban storm drainage, paved access to and throughout the property and adequate transportation can and will be provided to the subject property.*
- E. **Exception to the Site Development and Design Standards.** *The approval authority may approve exceptions to the Site Development and Design Standards of part 18.4 if the circumstances in either subsection 1 or 2, below, are found to exist.*
1. *There is a demonstrable difficulty meeting the specific requirements of the Site Development and Design Standards due to a unique or unusual aspect of an existing structure or the proposed use of a site; and approval of the exception will not substantially negatively impact adjacent properties; and approval of the exception is consistent with the stated purpose of the Site Development and Design; and the exception requested is the minimum which would alleviate the difficulty.; or*
  2. *There is no demonstrable difficulty in meeting the specific requirements, but granting the exception will result in a design that equally or better achieves the stated purpose of the Site Development and Design Standards.*

4) On April 15, 2020 Governor Kate Brown issued Executive Order #20-16 “Keep Government Working: Ordering Necessary Measures to Ensure Safe Public Meetings and Continued Operations by Local Government During Coronavirus (COVID-19) Outbreak.” The Governor’s Order required that public bodies hold public meetings by telephone, video, or through some other electronic or virtual means, whenever possible; that the public body make available a method by which the public can listen to or virtually attend the public meeting or hearing at the time it occurs; that the public body does not have to provide a physical space for the public to attend the meeting or hearing; that requirements that oral public testimony be taken during hearings be suspended, and that public bodies instead provide a means for submitting written testimony by e-mail or other electronic methods that the public body can consider in a timely manner. The subsequently-adopted House Bill #4212 further authorized governing bodies in Oregon to conduct all public meetings using telephone or video conferencing technology or through other electronic or virtual means.

8) The Planning Commission, following proper public notice, held an electronic public hearing on February 9, 2020. In keeping with Executive Order #20-16 and subsequent House Bill #4212, this meeting was broadcast live on local television channel 9 and on Charter Communications channels 180 & 181, and was live-streamed over the internet on RVTV Prime at <http://www.rvtv.sou.edu>. A copy of the application, including all documents, evidence and applicable criteria relied upon by the applicant, and a copy of the staff report were made available on-line seven days prior to the hearing. Those wishing to provide written testimony were able to submit it via e-mail in advance of the hearing, as detailed in the mailed and posted notices, and all written testimony received by the deadlines was made available for Commissioners to review before the hearing and was included in the meeting minutes. In addition, those wishing to participate during the hearing could arrange to provide oral testimony by making arrangements to do so in advance of the meeting.

Prior to the closing of the public hearing on February 9, 2021 the applicant requested that the record be left open for seven days pursuant to ORS 197.763. Because the applicant was the only participant in the hearing, the Planning Commission left the record open for seven days, until the end of business on February 16, 2021 and continued the meeting to a date and time certain at 7:00 p.m. on Tuesday, February 23, 2021. The Planning Commission reconvened for deliberations on February 23, 2021 and after considering the materials received - including written submittals from the applicant while the record was open - and the testimony presented, the Planning Commission denied the application, noting that the Exception requested was not merited and that the Commission could not redesign the project to comply with standards through the imposition of conditions.

Subsequent to this decision, but before the written findings formalizing the denial were adopted, the applicant submitted a revised proposal modifying their application by removing the request for an Exception to the Site Development and Design Standards and asking that the Planning Commission reopen the public hearing to review the application as modified.

The Planning Commission, following proper public notice, reopened the electronic public hearing on March 23, 2021 at which time written testimony submitted in advance of the hearing was considered and new oral testimony was presented. Following the closing of the public hearing and the record, the Planning Commission considered the materials received and testimony presented and approved the project, subject to a number of 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 attached index of exhibits, data, and testimony will be 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. FINDINGS & CONCLUSIONS**

2.1 The Planning Commission finds that it has received all information necessary to make a decision based on the application materials, staff report, public testimony and exhibits received.

2.2 The Planning Commission finds that the proposal for Site Design Review approval meets the applicable criteria for Site Design Review described in AMC 18.5.2.050.

2.3 The Planning Commission concludes that the proposal satisfies all applicable criteria for Site Design Review approval.

The first approval criterion for Site Design Review approval addresses the requirements of the underlying zone, requiring that, *“The proposal complies with all of the applicable provisions of the underlying zone (part 18.2), including but not limited to: building and yard setbacks, lot area and dimensions, density and floor area, lot coverage, building height, building orientation, architecture, and other applicable standards.”*

The application materials explain that the subject property and all adjacent properties are zoned E-1 (Employment). There are no minimum setbacks within the E-1 zone, and the application explains that the proposed setbacks are the minimum necessary. Along the newly constructed street Independent Way, the applicant’s Building 6 is proposed to have a ten-foot setback from the public street to provide the requisite landscape buffer, and has been designed to comply with Solar Access Standard B, which allows the structure to cast the same shadow that would be cast by a 16-foot tall fence constructed on the north property line. Within the E-1 zoning district, 40 feet is the maximum building height; here, Building 6 is proposed at just over 20 feet in height, while Building 5 is proposed to be 22 feet tall.

The application materials further explain that the proposed lot coverage is less than the allowed 85 percent in the zone, as the 2.07-acre parcel is proposed to have total lot coverage of approximately 69,493 square feet, or 77.08 percent. 28,775 square feet of this coverage is building footprints, while approximately 40,718 square feet is paved. There will be approximately 4,952 square feet of new landscaped areas within the parking areas proposed.

The property is not located within a Residential-overlay, and as such no residences are proposed and residential density is not considered. Similarly, Floor Area Ratios (FAR) are not considered outside of the Detail Site Review zone. Building 6 occupies the majority of the property frontage, placing the wider side of the building to the street, and is accessed directly from the sidewalk via a centralized stairway that extends from the sidewalk to the raised walkway along the structure’s facade. The building has architectural details common to metal buildings in the Employment zoning district. The application materials further note that to allow for potential intensification of uses, at the front of the building an entry/exit door is framed but not installed to preserve the future possibility of creating an additional tenant space, and on the south side of Building 6, area for future windows has been accommodated in the design.

Building 5 is substantially more than 20-feet from the public street, and as such is not required to be oriented to Independent Way. Building 5 incorporates additional areas for openings for roll-up doors and pedestrian entrances on both its front façade (north side) and east side.

The Planning Commission finds that the building and yard setbacks and other applicable standards have been evaluated to ensure consistency with the applicable provisions of part 18.2, and all regulations of the underlying E-1 zoning will be satisfied.

The second approval criterion deals with overlay zones, and requires that, *“The proposal complies with applicable overlay zone requirements (part 18.3).”* The Planning Commission finds that the property contains a reach of Hamilton Creek near the east property line, and as such is subject to both the Physical & Environmental Constraints Overlay (AMC 18.3.10.080) for flood plain corridor lands and to the Water Resources Protection Zones Overlay (AMC 18.3.11) for Hamilton Creek as an “Intermittent and Ephemeral Stream.” The Planning Commission further finds that the property is contains wildfire lands and as such is subject to the standards in AMC 18.3.10.100.

The application materials explain that the property contains a Water Resource Protection Zone (WRPZ) and a FEMA Special Flood Hazard Area floodplain for Hamilton Creek, and further notes that Hamilton Creek exits from a 60-inch culvert along the east property line. The proposed development, excepting very small areas of the driving and parking area, is setback more than 30-feet from the mapped centerline of Hamilton Creek. The application further notes that the 2015 Site Review application (PA #2015-00422) which approved the installation of Independent Way included a Limited Activities and Uses permit for the bridge crossing and also permitted a small area of encroachment into the WRPZ to accommodate an area of the drive aisle curbing and a bio-swale/detention area. The Planning Commission finds that the proposal complies with the 2015 approval, and that there are no additional impacts to the WRPZ or floodplain with the development proposed.

The Planning Commission finds that the subject property is also subject to the Physical & Environmental Constraints Overlay standards for wildfire lands, and as such a Fire Prevention and Control Plan addressing the General Fuel Modification Area requirements in AMC 18.3.10.100.A.2 will need to be provided for the review of the Fire Marshal prior to bringing combustible materials onto the property, and any new landscaping proposed will need to comply with these standards and shall not include plants listed on the ‘Prohibited Flammable Plant List’ per Resolution #2018-028. A condition has been included below to require a final Fire Prevention and Control Plan and plant list be provided for the review and approval of the Fire Marshal prior to the issuance of a building permit or to bringing any combustibles onto the site.

Based on the foregoing, the Planning Commission finds that this criterion dealing with overlay zone requirements is satisfied with the proposal.

The third criterion addresses the Site Development and Design Standards, requiring that *“The proposal complies with the applicable Site Development and Design Standards of part 18.4, except as provided by subsection E, below.”* In this instance, the subject property is outside of the Detail Site Review and Historic District overlay zones, and as such the applicable standards are the *‘Building Placement, Orientation and Design Standards’* from Chapter 18.4.2, and specifically the standards for Non-Residential Development in AMC 18.4.2.040; the Parking, Access & Circulation standards in Chapter 18.4.3; the Landscaping, Lighting and Screening standards in Chapter 18.4.4; and the Tree Preservation and Protection standards in Chapter 18.4.5.

*Basic Site Review Standards for Non-Residential Development (AMC 18.4.2.040)*

In addressing these standards, the application materials note that proposed Building 6 is oriented towards Independent Way which is newly constructed with sidewalks and parkrow planting strips with street trees in place. The proposed design provides for direct pedestrian access from the public street to the entrances of the building. The pedestrian entrances are accessed via a raised walkway served by a wide, central stair that leads directly from the public sidewalk to the walkway and entrances. Each pedestrian entrance is clearly visible from the street with commercial entry doors, sidelight windows, awnings to provide pedestrian coverage from sun and rain, and lighting that all enhance the sense of entry to the tenant spaces. There is no automobile circulation or off-street parking between the building and the street. Parking areas are proposed to be placed to the side and rear of the street-fronting building.

The majority of the property's street frontage is occupied by the proposed Building 6, and the driveways are to the sides of the building allowing positioning of the wider side of the building to the street with no gaps in the frontage. Driveway aprons, vehicle aisles and parking areas are to the sides and rear of the building.

The Planning Commission finds that as modified during the hearing process, the proposed site plan includes the required ten-foot landscape buffer adjacent to the street, and further finds that a size-, species- and planting-specific landscape and irrigation plan will be provided for the review and approval of the Staff Advisor with the building permit submittal.

Refuse and recycle containers are to be located within the buildings and placed outside for pick-up on garbage day each week. The application explains that this is how the majority of the tenants of the property operate, that the arrangement is formalized in the lease agreements, and that this has worked well for the both the property owner and for Recology.

The application materials point out that proposed exterior lights are to be "dusk to dawn" LED lights recessed under the awnings and downward directed to avoid directly illuminating adjacent properties. Noises generated by the site are anticipated to be consistent with what can be expected in an Employment zone where permitted uses include production, manufacturing, and repair.

*Parking, Access & Circulation (AMC 18.4.3)*

The parking ratio industrial, manufacturing, production, warehousing, and freight uses is the lesser of one parking space per 1,000 square feet of gross floor area or one space for every two employees, plus one space for a company vehicle. Based on the 27,778 square feet of new building area proposed, a total of 28 parking spaces are required ( $27,778/1,000 = 27.778$ ). The application materials note that 31 off-street parking spaces are proposed to address the parking demand here, along with an additional eight spaces proposed to serve the applicant's Building 1 on the adjacent property. The application materials note that the minimum required back-up area of 22-feet is available for each parking space, and that the parking area will be developed to address requirements for landscaping, shade trees, micro-climatic impacts and storm water quality management further explaining that the parking lot has been designed to minimize adverse environmental impacts through the use of a bio-swale filtration as provided in the Rogue Valley Stormwater Design Manual. While the application materials indicate that the design minimizes the micro-climatic and environmental impacts of the parking area, the Commission

finds that it is unclear which of the strategies in AMC 18.4.3.080.B.5.a is proposed, and a condition has accordingly been added to require that the building permit submittal clearly address which of these standards (i.e. light-colored or porous paving, additional shade through structures or extra trees) is to be relied upon in the final design.

All of the IPCO Development Corporation Service Building sites are interconnected and accommodate semi-truck and other vehicular traffic through the properties. The new parking area is proposed to be accessed from the driveways that extend from Independent Way. With the new development, pedestrian access is extended from Independent Way along both sides of the proposed Service Building #6 and extends to the entrances of Service Building #5. The sidewalks are raised when crossing drive aisles as required by code. The parking areas provide for adequate back-up and turn around area is provided for on the site plans.

The application materials further note that the area along the curb adjacent to the Hamilton Creek corridor are intended to provide for semi-truck staging on-site, but have the potential to be restriped for parking if the use of the property were to intensify. Bicycle parking is proposed to be located within the buildings.

#### *Tree Preservation & Protection (AMC 18.4.5)*

The application explains that in addition to the newly-planted street trees, there are parking lot shade trees along the west property line that will be protected from construction impacts. There are also existing trees in the riparian drainage area on the east side of the driveway and parking area. A tree protection fencing plan has been provided to address the three trees in the parking area. The application details the placement of requisite tree protection fencing in the form of six-foot tall, chain link fencing at the driplines of the trees identified on the provided tree inventory, and further notes that silt fencing will be provided to prevent erosion into the Water Resource Protection Zone before site disturbance. The application recognizes that fencing will need to be installed flush with grade and inspected by the Staff Advisor prior to any site work, and further indicates that no construction activity or excavation will occur within the identified tree protection zones and that no building supplies, soil, equipment, vehicle parking or waste, including chemically injurious materials or liquids, construction debris, run-off, or excess concrete excess, will be allowed in the tree protection zones.

The Commission finds that the newly-planted street trees in the park row planting strip on Independent Way will also need protection during site development, and a condition has been required to require a revised tree protection plan which also addresses the street trees shall be provided for the review and approval of the Staff Advisor with the building permit submittals.

Based on the foregoing, the Planning Commission concludes that the proposal complies with the applicable Site Development and Design Standards of part 18.4.

The fourth approval criterion addresses city facilities, specifically requiring that, *“The proposal complies with the applicable standards in section 18.4.6 Public Facilities and that adequate capacity of City facilities for water, sewer, electricity, urban storm drainage, paved access to and throughout the property and adequate transportation can and will be provided to the subject property.”*

The application indicates that public infrastructure was extended with the construction of Independent Way to serve the subject property, noting that required improvements for a neighborhood commercial collector street including pavement, curb, gutter, a six-foot sidewalk, a seven-foot-wide landscape park row with street trees, and streetlights were installed and utilities were extended. The application materials further detail that utilities in place include an eight-inch water main, an eight-inch sanitary sewer main and a 12-inch storm sewer main within the Independent Way right-of-way. In addition, the application indicates that large electric transformers were installed with previous site work as well as the street installation, providing sufficient electric service capacity to support underground electric service to serve development of the property, and that associated private utility easements were extended through the property with these installations. The application concludes by noting that the installation of adequate utilities to serve the property was contemplated with the development of Independent Way, and the civil engineer who designed the street extension is also the engineer of record for the current application. Public Works and Engineering staff have confirmed that adequate capacity of utilities to enable the envisioned development of the site was planned and installed with the Independent Way project.

The Planning Commission finds that the site's utilities will be extended to and through the subject property from public utility easements and street right-of-way adjacent to the site, and that based on the findings and conceptual plans provided, adequate key city facilities are available within the adjacent rights-of-way and will be extended by the applicant to serve the proposed development. Conditions have been included below to require that final electric service, utility and civil plans be provided for the review and approval of the Staff Advisor and city departments in conjunction with the building permit submittals, and that civil infrastructure be installed by the applicants, inspected and approved prior to final project approval.

The Planning Commission finds that adequate capacity of city facilities, paved access to and throughout the property, and adequate transportation can and will be provided to the subject property. The Commission concludes that this criterion has been satisfied.

The final criterion for Site Design Review approval addresses "Exception to the Site Development and Design Standards." The application originally included a request for a single Exception to the Site Development and Design Standard in AMC 18.4.2.040.B.3.a which requires that, "*Landscape areas at least ten feet in width shall buffer buildings adjacent to streets, except the buffer is not required in the Detail Site Review, Historic District, and Pedestrian Place overlays.*" This Exception request was withdrawn by the applicant during the hearing process, and as such the application includes no Exceptions.

The Planning Commission concludes that as detailed above and with the conditions discussed, the proposal complies with the requirements for Site Design Review approval.

### **SECTION 3. DECISION**

3.1 Based on the record of the Public Hearing on this matter, the Planning Commission concludes that the proposal for Site Design Review approval to construct two new industrial buildings along the newly-

constructed Independent Way is supported by evidence contained in the whole record. The Commission finds that the proposed Building #6 sits above the sidewalk and will positively contribute to the pedestrian streetscape with the required landscaping buffer to soften the building's retaining wall and enhance the pedestrian experience. Both new buildings provide needed new employment space within the applicant's existing service building complex.

With that, the Commission concludes that the development merits approval with the conditions detailed below. Therefore, based on our overall conclusions, and upon the proposal being subject to each of the following conditions, we approve Planning Action #PA-T2-2021-00025. Further, if any one or more of the conditions below are found to be invalid, for any reason whatsoever, then Planning Action #2021-00025 is denied. The following are the conditions and they are attached to the approval:

1. That all proposals of the applicant shall be conditions of approval unless otherwise modified herein, including but not limited to providing the full ten-foot width landscape buffer between the building and the sidewalk required in the Site Development and Design Standards.
2. 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 Design Review approval shall be submitted and approved prior to issuance of a building permit.
3. That any new addresses shall be assigned by City of Ashland Engineering Department.
4. That permits shall be obtained from the Ashland Public Works Department prior to any work in the public right of way, including but not limited to permits for new driveway approaches or any necessary encroachments.
5. That the windows on the ground floor shall not be tinted so as to prevent views from into the interior of the building.
6. That the front entrances adjacent to Independent Way shall remain functional and open to the public during all business hours.
7. That a sign permit shall be obtained prior to installation of any new signage. Signage shall meet the requirements of Chapter 18.4.7.
8. That the building permit submittal shall include:
  - a. Identification of all easements, including public and private utility easements, public pedestrian access easements, and fire apparatus access easements.
  - b. Solar setback calculations demonstrating that all new construction complies with Solar Setback Standard B in the formula  $[(\text{Height} - 16) / (0.445 + \text{Slope}) = \text{Required Solar Setback}]$  and elevations or cross section drawings clearly identifying the highest shadow producing point(s) and the height(s) from natural grade.
  - c. Final lot coverage calculations including all building footprints; driveways, parking, and circulation areas; and any other areas other than natural landscaping. Lot coverage shall be limited to no more than 85 percent as required in AMC 18.2.6.030.
  - d. Final electric service, utility and civil engineering plans including grading, erosion control and drainage. All civil infrastructure shall be installed by the applicants, inspected and approved prior to final inspection/occupancy approval.

- e. The final utility plan shall include the location of connections to all public facilities including the locations of water lines and meter sizes, fire hydrants, sanitary sewer mains and services, manholes and clean-outs, and storm drainage pipes and catch basins, along with any backflow prevention measures required by the Water Department. Any required private or public utility easements shall be delineated on the civil plans.
- f. The final electric design and distribution plan shall include load calculations and locations of all primary and secondary services including transformers, cabinets and all other necessary equipment with the Final Plan application. This plan must be reviewed and approved by the Electric Department prior to the signature of the final survey plat. Transformers and cabinets shall be located in areas least visible from streets and outside of vision clearance areas, while considering the access needs of the Electric Department.
- g. That storm water from all new impervious surfaces and runoff associated with peak rainfalls must be collected on site and channeled to the City storm water collection system (i.e., curb gutter at public street, public storm pipe or public drainage way) or through an approved alternative in accordance with Ashland Building Division policy BD-PP-0029. On-site collection systems shall be detailed on the building permit submittals. The storm drainage plan shall detail the location and final engineering for all storm drainage improvements associated with the project, and shall be submitted for review and approval by the Departments of Public Works, Planning and Building Divisions. The storm drainage plan shall demonstrate that post-development peak flows are less than or equal to the pre-development peak flow for the site as a whole, and that storm water quality mitigation has been addressed through the final design.
- h. Final site lighting details.
- i. A final size- and species-specific landscaping plan including irrigation details satisfying the Water Conserving Landscaping Guideline in AMC 18.4.4.030.I. New landscaping shall comply with the General Fuel Modification Area requirements and shall not include plants listed on the Prohibited Flammable Plant List adopted by Resolution #2018-028. All landscaping shall be installed according to the approved plan, and tied into the existing irrigation system, inspected and approved prior to the issuance of a certificate of occupancy.
- j. That a revised Tree Protection Plan consistent with the standards described in 18.4.5 be submitted for review and approval of the Staff Advisor prior to the issuance of a building permit. The plan shall identify the location and placement of fencing around the drip lines of trees identified for preservation and shall include the newly planted street trees in the parkrow planting strip in front of the proposed Building 6 along Independent Way. The amount of fill and grading within the drip line shall be minimized. Cuts within the drip line shall be noted on the tree protection plan, and shall be executed by handsaw and kept to a minimum. No fill shall be placed around the trunk/crown root.
- k. That the requirements of the Ashland Fire Department relating to approved addressing; fire apparatus access and turn-around; a firefighter access pathway; fire flow; hydrant installation, spacing and clearance; work area; applicable fire sprinkler requirements; fire department connection; key box; extinguishers; limitations on obstructions to fire access; and wildfire hazard area and vegetation requirements shall be satisfactorily addressed in the permit submittals.

- l. A Fire Prevention and Control Plan addressing the General Fuel Modification Area requirements in AMC 18.3.10.100.A.2 shall be provided prior to bringing combustible materials onto the property, and any new landscaping proposed shall comply with these standards and shall not include plants listed on the 'Prohibited Flammable Plant List' adopted with Resolution #2018-028.
    - m. The building permit submittals shall verify that the bicycle parking, spacing and coverage requirements are met in accordance with 18.4.3.070.I. Inverted U-racks shall be used for the bicycle parking, and all bicycle parking shall be installed in accordance with design and rack standards in 18.4.3.070.I and J, inspected and approved by the Staff Advisor prior to the issuance of the certificate of occupancy. If bicycle parking is to be provided within the proposed buildings, final interior dimensions of the dedicated bicycle parking areas shall be detailed on the building permit plans to insure adequate space has been provided. A bicycle parking space located inside of a building shall be a minimum of six feet long by three feet wide by four feet high, shall be accessible without moving another bicycle, and shall be clearly marked as reserved for bicycle parking only.
    - n. The building permit submittals shall clearly identify which of the strategies in AMC 18.4.3.080.B.5.a is being utilized to minimize the environmental and micro-climatic impacts of the paved areas (i.e. light colored paving, porous paving, or additional shade through added tree canopy or structures).
9. That prior to the issuance of a building permit:
  - a. That a Tree Verification Permit shall be applied for and approved by the Staff Advisor prior to permit issuance, tree removal, or any site work including demolition, staging, storage of materials, or excavation. The Tree Verification Permit is to inspect the identification of the tree to be removed and the installation of tree protection fencing for the trees to be protected on and adjacent to the site. The tree protection shall be chain link fencing six feet tall and installed in accordance with AMC 18.4.5.030.
  - b. Silt fencing or other approved means of stream corridor protection and erosion shall be installed on-site, inspected in conjunction with the Tree Verification Permit, and approved by the Staff Advisor prior to permit issuance or any site work.
10. That prior to the final inspection approval or issuance of a certificate of occupancy:
  - a. That all landscaping in the new landscaped areas, and the irrigation system, shall be installed according to the approved plan, inspected and approved by the Staff Advisor.
  - b. Any modifications to the driveway curb-cuts/approaches shall be installed under permit from the Public Works Department and in accordance with the approved plan, inspected and approved prior to the submittal of the final survey plat for signature. The driveway curb cut, apron and entry area shall be sized to standard turn-around dimensions as illustrated in AMC 18.4.6.040.G.5.
  - c. Civil improvements including but not limited to utility installations shall be completed according to approved plans, inspected and approved

- d. That all exterior lighting shall be selected, placed and down-directed/shrouded so as not directly illuminate adjacent properties. Compliance shall be site-verified by the Staff Advisory prior to final inspection approval or issuance of a certificate of occupancy.
- e. That the bicycle parking facilities shall be installed according to the approved plan, inspected and approved by the Staff Advisor.

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Haywood Norton, *Chair*  
Planning Commission Approval

March 23, 2021  
Date

# **DISCUSSION ITEM**

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## **Housing Capacity Analysis**

# Memo

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DATE: March 23, 2021

TO: Ashland Planning Commission

FROM: Brandon Goldman, Senior Planner

RE: Ashland Housing Capacity Analysis

The City of Ashland working draft Housing Capacity Analysis (HCA) includes an assessment of housing needs, residential land supply, and identifies a variety of strategies and actions for accommodating needed housing. The primary purpose of this HCA would be to ensure that Ashland has an available land supply sufficient to accommodate our population's housing needs over the next 20 years.

The City of Ashland received a grant from the State Department of Land Conservation and Development (DLCD) to undertake this effort, with consultant services provided by EcoNorthwest. This analysis is to be completed by June 30, 2021, at which time the City will have a hearings-ready draft Housing Capacity Analysis (HCA). The City's final adoption of the HCA is not required as part of the grant funded project, however the City anticipates beginning the public hearing process for adoption of the HCA, as a technical supporting document to the Housing Element of the Comprehensive Plan, immediately following completion of the analysis. The HCA will not establish new policies in itself, but rather will provides technical information and factual basis for future discussions in relation to the City's future housing needs, amendments to existing land use ordinances, or amendments to the policies in the [Housing Element of the Comprehensive Plan](#) as needed to accommodate needed housing.

The completion of the HCA through this project, and subsequent adoption by the City of Ashland will allow the City to fulfill requirements set forth in [House Bill 2003](#) for cities to update their HCA on a regular basis. Ashland's state mandated deadline of for adoption of an updated HCA is December 31, 2023. Completing the update by June 30, 2021, and adopting it soon after, will allow the City to address the existing housing crisis more expeditiously.

On January 21, 2021 the Planning Commission and Housing and Human Services Commission held a joint study session to review initial findings presented by EcoNorthwest relating to the land supply and projected housing needs. The HCA Advisory Committee has also been meeting to discuss these findings as well as a range of housing policy options and strategies for the City of Ashland to consider as it addresses its housing needs.

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The final Housing Strategy section produced as part of the Housing Capacity Analysis will ultimately provide the City with a starting point for the development of the HB2003 required Housing Production Strategy. Developing the Housing Production Strategy will involve revisiting the recommended actions in this document, assessing whether there are additional strategies are necessary, providing more detail about each strategy, and setting an implementation schedule for selected actions.

This evening the Commission will be asked to discuss the results of the residential land needs analysis, as well as continue our discussion of potential actions to address strategic housing priorities. Included in your Commission packet you will find the draft Ashland Housing Strategy document prepared by EcoNorthwest, which includes the strategies and actions we will be discussing. As you look through this attached document in advance of the upcoming meeting please consider whether you have any concerns regarding any of the included actions, or whether there are additional actions that were not included in the memorandum from EcoNorthwest that you think should be further considered.

### **Attachments**

- [Draft Ashland Housing Strategy dated March 15, 2021](#)
- [Summary of Ashland's Residential Land Needs Analysis dated January 22, 2021](#)
- [Summary of Ashland's Housing Needs dated January 5, 2021](#)
- [Summary of Ashland's Buildable Lands Inventory dated January 5, 2021](#)
- Online Archive: <https://www.ashland.or.us/HCA2021>



DATE: March 15, 2021  
TO: City of Ashland Planning Commission and Housing and Human Services Commission  
FROM: Beth Goodman, ECONorthwest  
SUBJECT: **DRAFT** ASHLAND HOUSING STRATEGY

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ECONorthwest is working with the City of Ashland to develop a Housing Capacity Analysis. The Housing Capacity Analysis will determine whether the City of Ashland has enough land to accommodate 20-years of population and housing growth. In addition to this analysis, ECONorthwest is working with the City of Ashland and an advisory committee to develop a Housing Strategy. The Housing Strategy is meant to propose actions that can address Ashland's strategy housing priorities.

This project is funded by Oregon general fund dollars through the Department of Land Conservation and Development. The contents of this document do not necessarily reflect the views or policies of the State of Oregon.

## Ashland Housing Strategy

Ashland's housing strategy presents a comprehensive package of interrelated actions that the Ashland HCA Advisory Committee has evaluated to implement and address the City's strategic housing priorities over the next eight years. The City will need to develop a Housing Production Strategy within one year of adopting the Housing Capacity Analysis. This Housing Strategy will provide the City with a starting point for the Housing Production Strategy. Developing the Housing Production Strategy will involve revisiting the recommended actions in this document, providing more detail about each strategy, setting an implementation schedule, and getting stakeholder input on the strategies in this document and assessing whether there are additional strategies that should be incorporated into the Housing Production Strategy. Implementation of the Housing Production Strategy will occur over an eight year period and will require additional public and stakeholder involvement.

### Introduction

Ashland last updated its Comprehensive Plan, including policies in the Housing Element, in June 2019. As a result, Ashland does not need an analysis to revise all of its Housing policies in the Comprehensive Plan. The City needs an housing strategy that provides guidance on strategies the City could implement to meet the unmet housing needs identified in the Housing Capacity Analysis.

This housing strategy recognizes that the City does not build housing. The strategy focuses on tools to ensure there is adequate land planned and zoned to meet the variety of housing needs and opportunities for a variety of housing types, whether market rate or subsidized. This strategy strives to provide opportunities for lower-cost market rate housing, to the extent possible, to achieve more housing affordability without complete reliance on subsidies if and when possible.

The housing strategy primarily addresses the needs of households with middle, low, very low, or extremely low income. It distinguishes between two types of affordable housing: (1) housing affordable to very low-income and extremely low-income households and (2) housing affordable to low-income and middle-income households. The following describes these households, based on information from the Ashland Housing Capacity Analysis.

- **Very low-income and extremely low-income households** are those who have an income of 50% or less of Jackson County Median Family Income (MFI)<sup>1</sup> which is an annual household income of \$32,600. About 34% of Ashland’s households fit into this category. They can afford a monthly housing cost of \$820 or less.<sup>2</sup> Development of housing affordable to households at this income level is generally accomplished through development of government-subsidized income-restricted housing.
- **Low-income and middle-income households** are those who have income of 50% to 120% of Jackson County’s MFI or income between \$32,600 to \$78,100. About 31% of Ashland’s households fit into this category. They can afford a monthly housing cost of \$820 to \$1,630. The private housing market may develop housing affordable to households in this group, especially for the higher income households in the group.

## Summary and Schedule of Actions

Exhibit 1 presents a summary of actions items, listed in this strategy. This strategy recognizes that some actions will be more productive than others; thus, Exhibit 1 also identifies the scale of impact for each action. A low impact strategy may result in 1% or less of new housing, a moderate impact strategy may result in 1% to 5% of new housing, and a high impact strategy may result in 5% or more of new housing.

Exhibit 1. Summary and Schedule of Actions

Source: Summarized by ECONorthwest.

Action		Scale of Impact		
		Low	Moderate	High
<b>Strategy 1: Ensure an adequate supply of land is available and serviced</b>				
1.1	Evaluate increasing the maximum allowed densities in the Multi-Family Residential (R-2), High Density Residential (R-3), and parts of the Normal Neighborhood designations.		X	
1.2	Evaluate increasing allowed height in the R-2 and R-3 multi-family residential zones, outside of designated historic districts.		X	
1.3	Identify opportunities to increase allowances for residential uses on the ground floor of buildings within commercial and employment zones.		X	
1.4	Evaluate decreasing multifamily parking requirements.			X

<sup>1</sup> Median Family Income is determined by the U.S. Department of Housing and Urban Development. In 2020, Jackson County’s MFI was \$65,100.

<sup>2</sup> This assumes that households pay less than 30% of their gross income on housing costs, including rent or mortgage, utilities, home insurance, and property taxes.

Action		Scale of Impact		
		Low	Moderate	High
1.5	Evaluate decreasing parking requirements for affordable housing developments in areas with access to transit.	X		
1.6	Evaluate increasing lot coverage allowances slightly in the R-2 and R-3 zones.		X	
1.7	Identify opportunities to create greater certainty and clarity in the annexation process	X		
1.8	Evaluate changes to Ashland's zoning code to disallow single-family detached housing in the High Density Residential Plan Designation (R-3 zone).			X
1.9	Increase supply of High Density Residential lands by rezoning lands within lower density Plan Designations that have a surplus of capacity.		X	
1.10	Create processes and materials necessary to support developers in their development applications.	X		
<b>Strategy 2: Provide opportunities for housing development to meet the City's identified housing needs</b>				
2.1	Broaden the definition of dwelling unit to include other types of units such as shared housing and co-housing, single-room occupancies, and other dwelling units.	X		
2.2	Evaluate opportunities incentivize smaller units through amendments to allowable densities.		X	
2.3	Identify and reduce any local obstacles to building with less conventional construction materials.	X		
2.4	Identify opportunities to increase development of housing in commercial and mixed use zones.	X		
2.5	Evaluate allowing residential uses in ground floor commercial spaces.		X	
2.6	Develop an equitable housing plan.	X		
2.7	Encourage development of diverse housing types in high opportunity neighborhood.		X	
<b>Strategy 3: Provide opportunities for development affordable to all income levels</b>				
3.1	Create processes and materials necessary to support developers in development of affordable housing.	X		
3.2	Evaluate using the Multiple Unit Property Tax Exemption.		X	
3.3	Adopt a property tax exemption program for affordable rental housing developed by nonprofit affordable housing developers.		X	
3.4	Evaluate participating in or establish a land bank.	X		
3.5	Evaluate whether the City or other public agencies have vacant or redevelopable publicly owned property could be used for development of affordable housing.		X	

Action		Scale of Impact		
		Low	Moderate	High
3.6	Identify opportunities to purchase land in Ashland’s urbanizing area (within the Ashland UGB and outside of the City limits) as part of a land banking strategy.			X
3.7	Identify partnerships with area employers to increase development of housing affordable to workers in Ashland.	X		
3.8	Continue to collaborate with community partners to work towards providing housing and support services to alleviate homelessness.	X		
3.9	Evaluate opportunities to make development of housing less costly to the development through changes in City fees.	X		
<b>Strategy 4: Identify funding sources to support development of infrastructure and housing affordability programs</b>				
4.1	Evaluate establishing a Construction Excise Tax.		X	
4.2	Evaluate using Urban Renewal to support development of infrastructure necessary to support housing development.		X	
4.3	Coordinate Capital Improvements Program and Transportation System Plan infrastructure investments.		X	
4.4	Continue to identify a variety of funding sources to support the Affordable Housing Trust Fund.	X		
4.5	Identify additional funds to support development of new affordable housing.		X	
<b>Strategy 5: Align housing planning with the Climate and Energy Action Plan</b>				
5.1	Evaluate opportunities to decrease dependence on automotive transportation in areas planned for housing.	X		
5.2	Evaluate opportunities to incorporate elements of the CEAP into housing developments	X		
5.3	Initiate a process to identify opportunities for development or redevelopment of mixed-use districts and initiate an area planning process to guide redevelopment.		X	
5.4	Evaluate opportunities for planning transit-oriented development as transit becomes more available in Ashland.		X	
5.5	Evaluate sustainable building practices, including certifications, to determine whether the City should offer incentives for certification or require certification of new buildings as sustainable.	X		

## Strategic Issue 1: Ensure an adequate supply of land is available and serviced

This strategy is about ensuring an adequate land supply—not only a twenty-year supply (as Goal 10 requires) but also a pipeline of serviced land that is available for immediate development. The following recommended strategies and actions are intended to ensure an adequate supply of residential land through a combination of changes to development standards, annexation policies, and other changes. Efficient use of Ashland’s residential land is key to ensuring that Ashland has adequate opportunities to grow from 2021 to 2041, and beyond.

### Issue Statement

Statewide planning Goal 10 (Housing) requires cities to inventory residential lands and provide a 20-year supply of land for residential uses. Moreover, land in the UGB is not necessarily development ready. Land requires the full suite of backbone services (water, wastewater, transportation) before it is development ready. The experience throughout Oregon in recent years is that the cost of services is increasing, and cities are turning to creative ways to finance infrastructure. This priority addresses both long- and short-term supply and availability of land.

- a) Provide a 20-year supply of land for residential use. The HNA concluded that Ashland has enough residential land and housing capacity within the Ashland UGB.
- b) Ensure short-term supply to support development. Land in the UGB is not necessarily development ready. Land requires the full suite of backbone services (water, wastewater, transportation) before it is development ready. In addition, HCA Advisory Committee members suggested that there were opportunities to improve the annexation process for bringing land from Ashland’s urbanizing area into the city limits by creating greater certainty that in turn could expedite approvals and reduce costs.

The Housing Capacity Analysis provides a thorough analysis of the existing supply and affordability of housing in Ashland. It concludes that Ashland will need 858 new housing units between 2021 and 2041. It shows that Ashland has sufficient land within the UGB to accommodate growth over the 2021-2041 period but Ashland has very limited capacity (and nearly a deficit of land) for housing in the High Density Residential zone. Ashland is expected to add 1,691 people, resulting in demand for 858 dwelling units. Ashland has capacity for development of 2,754 dwelling units within the UGB under current policies, with much (36%) of the current capacity within Low Density Residential Plan Designations.

However, about 1,299 dwelling units of total capacity (47%) is in the urbanizing area (the area between the city limits and UGB) and will require annexation before development occurs. The Plan Designations with the most capacity in the urbanizing area are Normal Neighborhood and Single-Family Residential.

Ashland needs land that is vacant with urban services that support residential development, such as municipal water service, sewer and wastewater service, stormwater management systems, and transportation connections with adequate capacity to accommodate growth. A part of ensuring that there are development opportunities is making zoning code changes to allow for a wider range of development, especially multifamily housing types, and streamlining the annexation and development process to make annexation faster and provide more predictability in the process to developers.

## Recommended Actions

Note to reviewer: The final version of this report will include the revised list of actions and some information about each action.

The recommended actions to address strategic issue 1 under consideration include:

- Action 1.1: Evaluate increasing the maximum allowed densities in the Multi-Family Residential (R-2), High Density Residential (R-3), and parts of the Normal Neighborhood designations. Prior analysis<sup>3</sup> shows that two to three as many units per acre as allowed under the current density standards can potentially fit on a typical site with limited changes to other development standards. Higher densities are especially important for small infill sites where efficiency is at a premium. Allowing more housing on a given infill site helps the City meet its housing needs with less outward expansion and spreads the land and infrastructure cost across more units.
- Action 1.2: Evaluate increasing allowed height in the R-2 and R-3 multi-family residential zones, outside of designated historic districts, from 2 1/2 to 3 stories and from 35 to at least 40 feet.
- Action 1.3: Identify opportunities to increase allowances for residential uses on the ground floor of buildings within commercial and employment zones.
- Action 1.4: Evaluate decreasing multifamily parking requirements. Parking reductions increase efficiency and reduce costs when combined with increases in density. In addition, parking reductions may be an important part of Strategic Issue 5, Action 5.1.
- Action 1.5: Evaluate decreasing parking requirements for affordable housing developments in areas with access to transit. In addition, parking reductions may be an important part of Strategic Issue 5, Action 5.1.
- Action 1.6: Evaluate increasing lot coverage allowances slightly in the R-2 and R-3 zones to support the other code amendments discussed in Actions 1.1, 1.2, and 1.3.
- Action 1.7: Identify opportunities to create greater certainty and clarity in the annexation process through evaluation of the level of design necessary for assessment of compliance with development standards, with the goal of reducing the time and expense of preparing annexation applications.

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<sup>3</sup> ECONorthwest, *Ashland Housing Strategy Implementation Plan*, June 2019.

- Action 1.8: Evaluate changes to Ashland’s zoning code to disallow single-family detached housing in the High Density Residential Plan Designation (R-3 zone), to preserve this zone for higher-density housing. Such a change would not include very small existing lots, where single-family detached housing is all that is buildable.
- Action 1.9: Increase supply of High Density Residential lands by rezoning lands within lower density Plan Designations that have a surplus of capacity, such as land in the Single-Family Residential Plan Designation. The purpose of increasing the supply of High Density Residential land is that Ashland has a small surplus of land in this zone and increasing the supply now, while there is a surplus of land in other zones, provides an opportunity to coordinate long-term planning for multifamily land with other planning processes that the City engages in over the next five to 10 years.
- Action 1.10: Create processes and materials necessary to support developers in their development applications, with the purpose of increasing clarity and certainty of in the development review process.

### Areas for further consideration

The following are actions suggested by members of the HCA Advisory Committee that should be further considered by the City of Ashland as it develops its housing policies.

- Evaluate revision to development standards that may result in lower density development, such as requirements for traffic analysis for developments that generate more than 50 trips per day.
- Evaluate the impacts on housing capacity and density of development resulting from Ashland’s physical and environmental constraints lands including water resources protection zone overlays.
- Evaluate the impact of the Ashland Solar Ordinance on limiting development of multi-story multifamily and mixed-use housing in consideration of energy conservation goals.

## Strategic Issue 2: Provide opportunities for housing development to meet the City’s identified housing needs

This strategy focuses on actions that are intended to ensure new residential structures developed in Ashland are diverse and include affordable housing for households with incomes below 60% of MFI, housing affordable to households with incomes of between 60% and 120% of MFI, housing for families with children, low to moderate-income households, senior housing, and other housing products to achieve housing affordability for households and to meet Ashland’s twenty-year housing needs.

### Issue Statement

Continued increases in housing costs may increase demand for denser housing (e.g., multifamily housing, single-family attached housing, and compact single-family detached

housing). To the extent that denser housing types are more affordable than larger housing types (i.e., single-family detached units on larger lots, such as 2,500 square foot dwelling units on lots larger than 5,000 square feet), continued increases in housing costs will increase demand for denser housing.

Ashland's housing mix in the 2015–2019 period<sup>4</sup> was 66% single-family detached, 9% single-family attached, 12% duplex/tri-plex/quad-plex, and 13% multifamily with 5 or more units per structure. The HCA assumes that the housing mix of new dwelling units in Ashland will be about 35% single-family detached, 10% single-family attached 20% duplex/tri-plex/quad-plex, and 35% multifamily with 5 or more units per structure.

To achieve this mix, Ashland will need to implement policies that allow a wider variety of housing types, including smaller housing and housing produced with innovative processes or building materials, as well as more mixed-use housing.

In addition, Ashland will allow for development of housing that is affordable to workers in Ashland and is located in proximity to employment opportunities to attract needed labor force for its employment and mixed-use lands. These types of housing include (but are not limited to) live-work units, “skinny” single-family detached housing, townhouses, cottage housing, duplexes and triplexes, and less costly types of multifamily housing.

Ashland is in the process of amending the land use code to allow duplexes wherever a single-family dwelling unit is permitted per the requirements of HB2001. Code amendments will be enacted before July 1, 2021.

## Recommended Actions

Note to reviewer: The final version of this report will include the revised list of actions and some information about each action.

The recommended actions to address strategic priority 2 under consideration include:

- Action 2.1: Broaden the definition of dwelling unit to include other types of units such as shared housing and co-housing, single-room occupancies, and other dwelling units. Broadening the definition of dwelling units, which would broaden the types of units allowed in residential districts, would allow for greater flexibility of housing type.
- Action 2.2: Evaluate opportunities incentivize smaller units through amendments to allowable densities, such as allowing tiny house clusters or smaller units in medium density zones such as units as small as 200 square feet.
- Action 2.3: Identify and reduce any local obstacles to building with less conventional construction materials, such as shipping containers, prefabricated construction materials, 3-D printed materials, etc., with the purpose of allowing for development of

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<sup>4</sup> Based on 2015–2019 ACS five-year estimates for Ashland.

more affordable housing. However, the building code is managed and applied by the State and not under local control.

- Action 2.4: Identify opportunities to increase development of housing in commercial and mixed use zones, which may require allowing more residential uses in commercial areas.
- Action 2.5: Evaluate allowing an increase in residential uses in ground floor commercial spaces.
- Action 2.6: Develop an equitable housing plan, which could include initial steps, action plan with goals and a method to measure progress to achieve more equitable housing and continuously examine ways to make improvements to the housing system to achieve equity. The equitable housing plan could address the issues identified in the *2020-2024 Fair Housing Analysis of Impediments to Fair Housing Choice Update for the City of Ashland*. This report identified impediments such as: limited community awareness about fair housing protections and resources, instances of discrimination in housing transactions, and a lack of affordable housing.
- Action 2.7: Encourage development of diverse housing types in high opportunity neighborhoods,<sup>5</sup> with a goal of reversing historical patterns of racial, ethnic, cultural and socio-economic exclusion.

### Strategic Issue 3: Provide opportunities for development of housing affordable to all income levels

The following recommended strategy and actions are intended to use a deliberate set of mandates and incentives to support the development of new affordable housing and preserve existing affordable housing.

#### Issue Statement

The Housing Capacity Analysis clearly identifies a lack of housing that is affordable to households with lower and moderate incomes. It is clear that the private sector cannot feasibly develop lower cost housing without government intervention. The amount of government support that is available for lower cost housing is insufficient to meet identified needs.

Availability of housing that is affordable to households at all income levels is a key issue in Ashland. For the purposes of this strategy, affordable housing is defined as: (1) housing for very low-income and extremely low-income households at 50% or below the median family income (MFI)<sup>6</sup> \$32,600 in 2020); (2) housing for low-income households with incomes between 50% and 80% of the MFI (\$32,600 to \$52,100 in 2020); and (3) housing for middle-income households with incomes between 80% and 120% of the MFI (\$52,100 to \$78,100 in 2020).

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<sup>5</sup> HUD defines high opportunity neighborhoods as areas that have a positive effect on economic mobility of residents, such as access to jobs, high quality schools, and lower concentration of poverty.

<sup>6</sup> Based on U.S. Department of Housing and Urban Development Median Family Income of \$65,100 for Jackson County in 2020.

In Ashland, 63% of renter households and 31% of homeowner households are considered cost burdened (paying more than 30% of their income on housing). These are households struggling to find affordable housing, at all points along the income spectrum. This strategic priority is to evaluate mechanisms (mandates and/or incentives) that will support development of affordable housing in Ashland.

The City's policy options for providing opportunities to build housing, especially affordable housing (both market-rate and government-subsidized affordable housing) are limited. The most substantial ways the City can encourage development of housing is through ensuring that enough land is zoned for residential development and within the city limits, in addition to assembling and purchasing land for affordable housing development, eliminating barriers to residential development where possible, and providing infrastructure in a cost-effective way.

A key part of this strategy is providing informational resources to developers of housing affordable to both very-low and extremely low-income households, as well as low- and middle-income households. Smaller, local developers need resources to better understand the kinds of support that is available to build more affordable housing, such as funding opportunities, partnerships, etc. The affordable housing realm is very complex and existing developers/builders would benefit from additional assistance and clarification about the requirements for development and management of affordable housing, as well as City assistance identifying potential non-profit affordable housing development partners that can secure funding for affordable housing development.

In addition to supporting development, an important angle of this strategic priority is to identify strategies that preserve naturally occurring affordable housing that already exists in Ashland. Naturally occurring affordable housing are dwelling units that are unsubsidized, yet affordable to households earning incomes below the area's median household or family income.

## Recommended Actions

Note to reviewer: The final version of this report will include the revised list of actions and some information about each action.

The recommended actions to address strategic priority 3 under consideration include:

- Action 3.1: Create processes and materials necessary to support developers in development of affordable housing, with the purpose of making it easier to develop affordable housing in Ashland. The City could act as a convener between "market-rate developers" required to provide affordable housing and those nonprofits and other organizations who are well versed in the complexities of developing affordable housing.<sup>7</sup>

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<sup>7</sup> The City of Medford is developing a toolkit to help developers gain support for development of affordable housing in Medford. This toolkit may provide good ideas that could be customized for use in Ashland.

- Action 3.2: Evaluate using the Multiple Unit Property Tax Exemption to incentivize preservation and development of housing for low- to middle-income households
- Action 3.3: Adopt a property tax exemption program for affordable rental housing developed by nonprofit affordable housing developers. Evaluate which of the two available options under state statute is better suited to the needs of housing providers in Ashland. The options are the Low-Income Rental Housing Tax Exemption and the Nonprofit Corporation Low Income Housing Tax Exemption.
- Action 3.4: Evaluate participating in or establish a land bank for development of housing affordable to households within incomes below 80% of MFI for renters or below 120% of MFI for homeowners. The land bank may best be run by a nonprofit, with the City participating as a partner in the land bank.
- Action 3.5: Evaluate whether the City or other public agencies have vacant or redevelopable publicly owned property that is not being otherwise used and could be used for development of affordable housing. This property could be used to for affordable housing, either as part of a land bank (Action 3.4) or directly in development of an affordable housing project.
- Action 3.6: Identify opportunities to purchase land in Ashland’s urbanizing area (within the Ashland UGB and outside of the City limits) as part of a land banking strategy. The City could acquire land and write down land costs for developers who are willing to build housing either affordable to households with incomes below 60% of MFI or for households with incomes between 60% and 80% of MFI.
- Action 3.7: Identify partnerships with area employers to increase development of housing affordable to workers in Ashland. Potential partnerships may be with Southern Oregon University (SOU), for development of workforce housing for people employed at SOU or students at SOU, Ashland School District, or with the Oregon Shakespeare Festival.
- Action 3.8: Continue to collaborate with community partners to work towards providing housing and support services to alleviate homelessness for families with children, domestic violence victims, veterans, and other vulnerable populations.
- Action 3.9: Evaluate opportunities to make development of housing less costly to the development through changes in City fees. For example, the City might allow a developer to pay application fees over time, rather than requiring the fee at the beginning of the development process. The City might set a cap on application fees.

## Strategic Issue 4: Identify funding sources to support development of infrastructure and housing affordability programs

The following recommended strategy and actions are intended to consider a range of funding tools that Ashland may implement and use to support residential development.

## Issue Statement

A primary barrier to residential development, particularly for housing for very low-income and low-income households, is costs and financing. This strategic priority intends to evaluate opportunities for the City of Ashland to support needed, residential development by evaluating creative funding and financing mechanisms that reduce development costs. Funding opportunities may include options to reduce the cost of land, reduce hard costs (such as infrastructure development), and reduce soft costs (such as system development charges or permit costs).

## Recommended Actions

Note to reviewer: The final version of this report will include the revised list of actions and some information about each action.

The recommended actions to address strategic priority 4 are:

- Action 4.1: Evaluate establishing a Construction Excise Tax (CET) for residential, commercial, and industrial development. The Ashland School District has an existing CET of \$1.07 per square foot of residential construction or \$0.53 per square foot of commercial construction. When the City evaluates implementing a CET, the City should consider how much funding the CET could produce and decide if that funding would meaningfully help in production of affordable housing.
- Action 4.2: Evaluate using Urban Renewal to support development of infrastructure necessary to support housing development, as well as to support development of housing affordable to households with incomes below 80% of MFI. For example, a Tax Increment Financing (TIF) set-aside of a minimum of 30% for affordable housing development to serve households earning 0-60% Median Family Income, to apply to existing and future urban renewal areas in the City. TIF set-aside funds would also potentially be available for affordable housing units within market rate, mixed-use and mixed-income development.
- Action 4.3: Coordinate Capital Improvements Program infrastructure investments and Transportation System Plan to strategically develop needed infrastructure within areas where residential growth is expected.
- Action 4.4: Continue to identify a variety of funding sources to support the Affordable Housing Trust Fund.
- Action 4.5: Identify additional funds to support development of new affordable housing, including housing options for people experiencing homelessness, increasing housing stability and reducing risk of homelessness, and housing for households with incomes of less than 60% of MFI. These funds may be contributed to Ashland's existing Affordable Housing Trust Fund. One funding option with substantial revenue potential is a General Obligation (GO) bond. Cities or other jurisdictions can issue bonds backed by the full faith and credit of the jurisdiction to pay for capital construction and improvements.

## Strategic Issue 5: Align housing planning with the Climate and Energy Action Plan

The following recommended strategy and actions are intended ensure that planning for housing is aligned with Ashland’s plans for climate change.

### Issue Statement

The City of Ashland adopted its Climate and Energy Action Plan (CEAP) in March of 2017 “to reduce its emissions and improve its resilience to future impacts of climate change on its environment, infrastructure, and people.”<sup>8</sup> The plan identified six strategic initiatives:

- Transition to clean energy
- Maximize conservation of water and energy
- Support climate-friendly land use and management
- Reduce consumption of carbon-intensive goods and services
- Inform and work with residents, organizations, and government
- Lead by example

To the extent possible, housing planning and actions to address Ashland’s housing needs should emphasize these initiatives and allow them to guide decision-making. The nexus between the CEAP and housing development includes:

- **Location of housing.** Housing that is located in areas where less driving is necessary, either through more use of transit or a closer location to services and work, may help the City meet its CEAP goals. Some of Ashland’s residential development is located in areas with access to transit and closer to services and employment but some land does not have these locational advantages. In addition, some people will choose to locate in Ashland but work in other parts of the region.
- **Energy efficiency of housing development and the structures.** Housing that is developed with energy-efficient processes, uses energy-efficient materials, and operates in an energy-efficient way over time can also help the City meet its CEAP goals. Increasing energy-efficiency can both increase development costs, through more expensive materials or development process, as well as lower long-term energy costs. Ashland should be careful to consider the advantages and disadvantages when requiring energy-efficient development, to make sure that the requirements do not make housing substantially less affordable in Ashland.

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<sup>8</sup> Climate and Energy Action Plan:

[http://www.ashland.or.us/Files/Ashland%20Climate%20and%20Energy%20Action%20Plan\\_pages.pdf](http://www.ashland.or.us/Files/Ashland%20Climate%20and%20Energy%20Action%20Plan_pages.pdf)

## Recommended Actions

Note to reviewer: The final version of this report will include the revised list of actions and some information about each action.

The recommended actions to address strategic issue 5 are:

- Action 5.1: Evaluate opportunities to decrease dependence on automotive transportation in areas planned for housing, such as increased focus on development in walkable and bikeable areas and increases in transit service (amount and frequency of transit, as well as increased destinations for transit). The prior action that suggests parking reductions (Action 1.3) may reduce reliance upon automobiles and decrease of impervious surfaces dedicated to parked vehicles.
- Action 5.2: Evaluate opportunities to incorporate elements of the CEAP into housing developments, including increased energy efficiency, solar access, electrical vehicle parking and charging opportunities, reduction of fossil fuels dependency, and increased resilience to natural hazards resulting from a changing climate.
- Action 5.3: Initiate a process to identify opportunities for development or redevelopment of mixed-use districts and initiate an area planning process to guide redevelopment.
- Action 5.4: Evaluate opportunities for planning transit-oriented development as transit becomes more available in Ashland, consistent with mixed-use planning.
- Action 5.5: Evaluate sustainable building practices, including certifications, to determine whether the City should offer incentives for certification or require certification of new buildings as sustainable.

## Appendix A: Potential Housing Policies and Actions

This appendix provides the City with information about potential policies that could be implemented in Ashland to address the City's housing needs. This appendix provides a range of housing policy options for the City of Ashland to consider as it addresses its housing needs. These policy options are commonly used by cities in Oregon and other states. Policy options are categorized as follows:

- Land Use Regulations
- Increase Housing Types
- Financial Assistance to Homeowners and Renters
- Lower Development or Operational Costs
- Funding Sources to Support Residential Development

The intention of this memorandum is to provide a toolbox of potential policies and actions that the City can use to address strategic issues. For many of the policy tools described below, we give an approximate scale of impact. **The purpose of the scale of impact is to provide some context for whether the policy tool generally results in a little or a lot of change in the housing market.** The scale of impact depends on conditions in the City, such as other the City's other existing (or newly implemented) housing policies, the land supply, and housing market conditions. We define the scale of impact as follows:

- A **small** impact may not directly result in development of new housing or it may result in development of a small amount of new housing, such as 1% to 3% of the needed housing. In terms of housing affordability, a small impact may not improve housing affordability in and of itself. A policy with a small impact may be necessary but not sufficient to increase housing affordability.
- A **moderate** impact is likely to directly result in development of new housing, such as 3% to 5% of needed housing. In terms of housing affordability, a moderate impact may not improve housing affordability in and of itself. A policy with a moderate impact may be necessary but not sufficient to increase housing affordability.
- A **large** impact is likely to directly result in development of new housing, such as 5% to 10% (or more) of needed housing. In terms of housing affordability, a **large** impact may improve housing affordability in and of itself. A policy with a large impact may still need to work with other policies to increase housing affordability.

## Land Use Regulations

These policies focus on ways the City can modify its land use regulations to increase housing affordability and available housing stock.

Strategy Name	Description	Implementation in Ashland	Scale of Impact
<b>Regulatory Changes</b>			
Administrative and Procedural Reforms	Regulatory delay can be a major cost-inducing factor in development. Oregon has specific requirements for review of development applications. However, complicated projects frequently require additional analysis such as traffic impact studies, etc.  A key consideration in these types of reforms is how to streamline the review process and still achieve the intended objectives of local development policies.		<b>Scale of Impact - Small.</b> The impact on production of housing and housing affordability is small and depends on changes made to City procedures. Streamlining procedures may not be sufficient to increase production.
Expedited / Fast-tracked Building Permit	Expedite building permits for pre-approved development types or building characteristics (e.g. green buildings). City of Bend offers expedited review and permitting for affordable housing. Any residential or mixed-use development that receives local, state or federal affordable housing funding is eligible to receive a written decision by the Planning Department within two weeks of the date of submittal. For projects that require more complex planning review, a decision will be written, or the first public hearing will be held within six weeks of the date of submittal.	Priority planning action processing and building permit issuance for affordable housing is not codified in Ashland Municipal Code. Ashland does provide priority plan check and planning action processing for green buildings pursuing certification under the Leadership in Energy and Environmental Design (LEED) rating system.	<b>Scale of Impact - Small.</b> Expedited permit processing will benefit a limited number of projects. It may be necessary but not sufficient to increase housing production on its own.
Streamline Zoning Code and other Ordinances	Complexity of zoning, subdivision, and other ordinances can make development more difficult, time consuming, and costly. Streamlining development regulations can result in increased development.		<b>Scale of Impact - Small to moderate.</b> The level of impact on production of housing

Strategy Name	Description	Implementation in Ashland	Scale of Impact
	<p>As part of the streamlining process, cities may evaluate potential barriers to affordable workforce housing and multifamily housing. Potential barriers may include height limitations, complexity of planned unit development regulations, parking requirements, and other zoning standards.</p> <p>Many of the remaining tools in this section focus on changes to the zoning code.</p>		<p>and housing affordability will depend on the changes made to the zoning code and other ordinances.</p>
<p>Allow Small Residential Lots</p>	<p>Small residential lots are generally less than 5,000 SF and sometimes closer to 2,000 SF. This policy allows individual small lots within a subdivision. Small lots can be allowed outright in the minimum lot size and dimensions of a zone, or they could be implemented through the subdivision or planned unit development ordinances.</p> <p>This policy is intended to increase density and lower housing costs. Small-lots limit sprawl, contribute to a more efficient use of land, and promote densities that can support transit. Small lots also provide expanded housing ownership opportunities to broader income ranges and provide additional variety to available housing types.</p> <p>Cities across Oregon allow small residential lots, including many cities in the Metro area.</p>	<p>Planned Unit Developments in all SFR and MFR zones will allow for small lots (up to zero lot line) at allowable Densities. Additionally, cottage housing developments in SFR zones (R-1-5 &amp; R-1-7.5) allow lots smaller than the minimum lot size for the zone in conjunction with common open space.</p> <p>Ashland's R-1-3.5 zone has a minimum lot size of 3,500 SF.</p>	<p><b>Scale of Impact – Small to moderate.</b></p> <p>Cities have adopted minimum lot sizes as small as 2,000 SF. However, it is uncommon to see entire subdivisions of lots this small. Small lots typically get mixed in with other lot sizes. This tool generally increases density and amount of single-family detached and townhouse housing in a given area, decreasing housing costs as a result of decreasing amount of land on the lot.</p>
<p>Mandate Maximum Lot Sizes</p>	<p>This policy places an upper bound on lot size and a lower bound on density in single-family zones. For example, a residential zone with a 6,000 SF minimum lot size might have an 8,000 SF maximum lot size yielding an effective</p>	<p>Ashland does not have a maximum lot size or minimum density requirement in Single Family Residential zones, although market development</p>	<p><b>Scale of Impact— Small to moderate.</b></p> <p>Mandating maximum lot size may be most appropriate in areas</p>

Strategy Name	Description	Implementation in Ashland	Scale of Impact
	<p>net density range between 5.4 and 7.3 dwelling units per net acre.</p> <p>This approach ensures minimum densities in residential zones by limiting lot size. It places bounds on building at less than maximum allowable density. Maximum lot sizes can promote appropriate urban densities, efficiently use limited land resources, and reduce sprawl development.</p> <p>This tool is used by some cities but is used less frequently than mandating minimum lot sizes.</p>	<p>typically maximizes the number of units provided.</p> <p>In cases where lot sizes are proposed that exceed the minimum lot size it is often in response to physical or environmental constraints that limit the buildable portion of a site (e.g. steep slopes, floodplains, wetlands and riparian areas)</p>	<p>where the market is building at substantially lower densities than are allowed or in cities that do not have minimum densities.</p> <p>This tool generally increases density and amount of single-family detached and townhouse housing in a given area, decreasing housing costs as a result of decreasing amount of land on the lot.</p>
Mandate Minimum Residential Densities	<p>This policy is typically applied in single-family residential zones and places a lower bound on density. Minimum residential densities in single-family zones are typically implemented through maximum lot sizes. In multifamily zones, they are usually expressed as a minimum number of dwelling units per net acre. Such standards are typically implemented through zoning code provisions in applicable residential zones. This policy increases land-holding capacity. Minimum densities promote developments consistent with local comprehensive plans and growth assumptions. They reduce sprawl development, eliminate underbuilding in residential areas, and make provision of services more cost effective. Mandating minimum density is generally most effective in medium and high-density zones where single-family detached housing is allowed.</p> <p>The minimum density ensures that low-density single-family housing is not built where higher-density multifamily housing could be built.</p>	<p>Minimum Density requirements (80% base density) are in place in MFR zones (R-2 and R-3) on lots large enough to accommodate 3 or more units. Minimum densities are required of any residential annexation (90% Base Density).</p>	<p><b>Scale of Impact— Small to moderate.</b></p> <p>Increasing minimum densities and ensuring clear urban conversion plans may have a small to moderate impact depending on the observed amount of underbuild and the minimum density standard. For cities that allow single-family detached housing in high density zones, this policy can result in a moderate or larger impact.</p>

Strategy Name	Description	Implementation in Ashland	Scale of Impact
Increase Allowable Residential Densities	<p>This approach seeks to increase holding capacity by increasing allowable density in residential zones. It gives developers the option of building to higher densities. This approach would be implemented through the local zoning or development code. This strategy is most commonly applied to multifamily residential zones.</p> <p>For cities with maximum densities, consider removing maximum allowable densities. This change may be most relevant.</p> <p>Higher densities increase residential landholding capacity. Higher densities, where appropriate, provide more housing, a greater variety of housing options, and a more efficient use of scarce land resources. Higher densities also reduce sprawl development and make the provision of services more cost effective.</p>	<p>Ashland recently removed the maximum residential densities within the Transit Triangle Overlay area (Ashland Street, portions of Siskiyou Blvd, and Tolman Creek Road). A form-based approach is used where limitations on height, lot coverage, and setback requirements create the 3D envelope in which units can be developed. This allows for many smaller units within the same space when compared to a base density approach which can produce fewer, large apartments or condominiums.</p> <p>Ashland has not increased residential densities outside of the this Overlay area.</p>	<p><b>Scale of Impact— Small to moderate.</b></p> <p>This tool can be most effective in increasing densities where very low density is currently allowed or in areas where a city wants to encourage higher density development.</p> <p>This tool generally increases density and amount of single-family detached and townhouse housing in a given area, decreasing housing costs as a result of decreasing amount of land on the lot.</p>
Allow Clustered Residential Development	<p>Clustering allows developers to increase density on portions of a site, while preserving other areas of the site. Clustering is a tool most commonly used to preserve natural areas or avoid natural hazards during development. It uses characteristics of the site as a primary consideration in determining building footprints, access, etc. Clustering is typically processed during the site review phase of development review.</p>	<p>Ashland permits Planned Unit Developments in SFR and MFR zones which allows clustering of units and transfer of density from naturally constrained areas to the developable portion of the site.</p>	<p><b>Scale of Impact— Moderate.</b> Clustering can increase density, however, if other areas of the site that could otherwise be developed are not developed, the scale of impact can be reduced.</p>
Reduced Parking Requirements	<p>Jurisdictions can reduce or eliminate minimum off-street parking requirements, as well as provide flexibility in meeting parking requirements. Reducing parking requirements positively impact development of any type of</p>	<p>Ashland provides parking reductions for small units city-wide (one space per unit for units 500 SF or less).</p>	<p><b>Scale of Impact— Small to moderate.</b></p> <p>The City could require the developer to prove</p>

Strategy Name	Description	Implementation in Ashland	Scale of Impact
	<p>housing, from single-family detached to multifamily housing.</p> <p>Reduced parking requirements are most frequently used in conjunction of development of subsidized affordable housing, but cities like Portland have reduced or eliminated parking requirements for market-based multifamily housing in specific circumstances.</p> <p>City of Bend offers parking reductions for affordable housing and transit proximity. Parking for affordable housing units is 1 space per unit regardless of size, compared to 1 space per studio or 1-bedroom unit, 1.5 spaces per 2-bedroom unit, and 2 spaces per 3- or more bedroom unit for market-rate multifamily development or 2 spaces per market rate detached dwelling unit. Affordable housing units must meet the same eligibility criteria as for other City of Bend affordable housing incentives</p> <p>City of Portland offers parking exceptions for affordable housing and sites adjacent to transit. The City of Portland allows housing developments that meet the inclusionary zoning requirements to reduce parking requirements to zero if located near frequent transit service, and to exclude the affordable housing units from parking requirements for developments located further from frequent transit service. The City also allows market rate housing developments located near frequent transit service to provide little or no parking, depending on the number of units in the development.</p>	<p>Within the Transit Triangle Overlay parking requirements are reduced to one space per unit for units 800 SF or less</p> <p>Cottages of 800 SF or less within approved cottage housing developments require one space per unit.</p> <p>Many parking credits may be allocated to projects including: An off-street parking credit for each on-street space along the properties frontage; joint use and mixed-use development credits (sharing the same space between a commercial use and residential use when demonstrated their time of use is not in conflict); off-site shared parking; transit facilities credit; Transportation Demand Management plan implementation.</p> <p>Ashland does not have a specific parking reduction available for units designated and regulated as affordable housing.</p>	<p>the need and public benefit or reducing parking requirements to increase housing affordability.</p> <p>Reducing parking requirements can have a moderate to large impact on housing affordability if little or no parking is required.</p>
Reduce Street Width Standards	This policy is intended to reduce land used for streets and slow down traffic. Street standards are typically described in development and/or subdivision ordinances. Reduced street width standards are most commonly applied on local streets in residential zones. This strategy could be applied	Ashland has long implemented a “Narrow Street” standard through the Street Standards and Transportation System Plan.	<b>Scale of Impact—</b> <b>Small.</b> This policy is most effective in cities that require relatively wide streets.

Strategy Name	Description	Implementation in Ashland	Scale of Impact
	<p>to alleys, when required, to ensure that alleys are relatively narrow to reduce development and maintenance costs.</p> <p>Narrower streets make more land available to housing and economic-based development. Narrower streets can also reduce long-term street maintenance costs.</p>		
Preserving Existing Housing Supply	<p>Housing preservation ordinances typically condition the demolition or replacement of certain housing types on the replacement of such housing elsewhere, fees in lieu of replacement, or payment for relocation expenses of existing tenants. Preservation of existing housing may focus on preservation of smaller, more affordable housing. Approaches include:</p> <ul style="list-style-type: none"> <li>• Housing preservation ordinances</li> <li>• Housing replacement ordinances</li> <li>• Manufactured home preservation</li> <li>• Single-room-occupancy ordinances</li> <li>• Regulating demolitions</li> </ul>	<p>Ashland does have ordinances that regulate the closure of manufactured home parks and displacement of the residents, as well as the conversion of apartments into condominiums, wherein longer notice periods prior to tenant displacement and relocation assistance can be required.</p> <p>Ashland’s demolition ordinance does regulate demolitions but does not have standards relating to tenant displacement.</p>	<p><b>Scale of Impact— Small to moderate.</b></p> <p>Preserving small existing housing can make a difference in the availability of affordable housing in a city but it is limited by the existing stock housing, especially smaller, more affordable housing. Cities with older housing stock are more likely to benefit from this policy.</p>
Inclusionary Zoning	<p>Inclusionary zoning policies tie development approval to, or provide regulatory incentives for, the provision of low- and moderate-income housing as part of a proposed development. Mandatory inclusionary zoning requires developers to provide a certain percentage of low-income housing. Incentive-based inclusionary zoning provides density or other types of incentives.</p> <p>The price of low-income housing is often passed on to purchasers of market-rate housing. Critics of inclusionary zoning contend it impedes the "filtering" process where residents purchase new housing, freeing existing housing for lower-income residents.</p>	<p>Ashland requires a percentage of affordable housing (25% of the base density exclusive of unbuildable areas) as part of annexations and zone changes for residential developments.</p> <p>Ashland has not implemented an inclusionary zoning ordinance for residential developments within the City Limits for proposed structures containing 20 units or more under the State’s newly</p>	<p><b>Scale of Impact— Small to moderate.</b></p> <p>Inclusionary zoning has recently been made legal in Oregon. The scale of impact would depend on the inclusionary zoning policies adopted by the city.</p>

Strategy Name	Description	Implementation in Ashland	Scale of Impact
	<p>Oregon’s inclusionary zoning laws apply to structures with 20 or more multifamily units, with inclusion of units that are affordable at 80% of the median family income of the city.</p> <p>The City of Portland has implemented an inclusionary zoning program. While Portland’s inclusionary zoning program is resulting in production of affordable multifamily units, there is considerable discussion and disagreement about the impact of number of multifamily units being built and potential changes in the location of units.</p>	<p>approved inclusionary zoning legislation.</p>	
<p>Re-designate or rezone land for housing</p>	<p>The types of land rezoned for housing are vacant or partially vacant low-density residential and employment land rezoned to multifamily or mixed use. In rezoning land, it is important to choose land in a compatible location, such as land that can be a buffer between an established neighborhood and other denser uses or land adjacent to existing commercial uses. When rezoning employment land, it is best to select land with limited employment capacity (i.e., smaller parcels) in areas where multifamily housing would be compatible (i.e., along transit corridors or in employment centers that would benefit from new housing).</p> <p>This policy change increases opportunity for comparatively affordable multifamily housing and provides opportunities for mixing residential and other compatible uses.</p> <p>Cities across Oregon frequently re-zone and re-designate land to address deficits of land for new housing.</p>	<p>Rezoning land in Ashland is not a common practice.</p> <p>The City has implemented a number of master planning Efforts (Normal Neighborhood, North Mountain Plan, Croman Mill District) which have identified lands to be developed as multifamily or mixed-use development. Individual property owners have requested and received rezoning of their properties to multifamily zones for specific development proposals.</p> <p>However, there has not been an effort to examine vacant low density and employment properties within the City Limits as candidates for a comprehensive plan and zone change to increase the supply of multifamily zoned properties.</p>	
<p>Encourage multifamily</p>	<p>This tool seeks to encourage denser multifamily housing as part of mixed-use projects in commercial zones. Such</p>	<p>Mixed use projects are permitted and encouraged in</p>	

Strategy Name	Description	Implementation in Ashland	Scale of Impact
residential development in commercial zones	<p>policies lower or eliminate barriers to residential development in commercial or mixed-use zones. They include eliminating requirements for non-residential uses in commercial zones (e.g., requirements for ground floor retail) or requiring minimum residential densities.</p> <p>This policy can increase opportunities for multifamily development on commercial or mixed-use zones or increase the density of that development.</p> <p>Cities across Oregon frequently encourage multifamily housing development in commercial zones, either as stand-alone residential buildings or as mixed-use buildings.</p>	<p>Ashland Commercial and Employment zoned. There is current discussion regarding the percentage of the ground floor that is to be reserved for commercial uses and whether those ratios can be modified in consideration of changing market demands for in retail and office space.</p>	
Transfer or Purchase of Development Rights	<p>This policy is intended to move development from sensitive areas to more appropriate areas. Development rights are transferred to “receiving zones” and can be traded and can increase overall densities. This policy is usually implemented through a subsection of the zoning code and identifies both sending zones (zones where decreased densities are desirable) and receiving zones (zones where increased densities are allowed).</p> <p>Transfer of development rights is done less frequently in Oregon, as cities generally zone land for higher density housing where they would like it to occur. This policy is frequently used by cities outside of Oregon.</p>	<p>Ashland does not have a Transfer of Development Rights program or designated receiving zones.</p>	
Provide Density Bonuses to Developers	<p>The local government allows developers to build housing at densities higher than are usually allowed by the underlying zoning. Density bonuses are commonly used as a tool to encourage greater housing density in desired areas, provided certain requirements are met. This strategy is generally implemented through provisions of the local zoning code and is allowed in appropriate residential zones.</p>	<p>Ashland has four density bonuses, one of which is for development of affordable housing at higher densities and another for energy-efficient housing.</p> <p>Affordable housing projects meeting eligibility requirements (including rental or ownership</p>	

Strategy Name	Description	Implementation in Ashland	Scale of Impact
	<p>Bonus densities can also be used to encourage development of low-income or workforce affordable housing. An affordable housing bonus would allow for more housing units to be built than allowed by zoning if the proposed project provides a certain number of affordable units.</p> <p>City of Bend offers affordable housing density and height bonuses. Qualifying affordable housing projects are eligible for a 10-foot building height bonus for multifamily housing when affordable housing units are gained and for a density bonus. The density increase is based on the percentage of affordable housing units within the proposed development: if 10% of the units are affordable, the maximum density is 110% of the standard maximum density. The maximum density bonus is 50% above the base density. Qualifying projects must be affordable to households at or below 60% of the AMI for rental housing and at or below 80% of the AMI for ownership housing and require development agreements and restrictions to ensure continued affordability.</p> <p>Kirkland, WA offers density bonuses for duplex, triplex, and cottages. Cottage homes (limited to 1,500 SF of floor area) and two- and three-unit homes (up to 1,000 SF of floor area average per unit) are allowed at double the density of detached dwelling units in the underlying zone.</p>	<p>housing affordable to households at 80% or less of AMI for a min. of 30 years) receive a density bonus of two units for each affordable unit provided, up to a max. of a 35% increase in density.</p> <p>The max. density bonus inclusive of other bonuses (open space, conservation) can be 60% over the base density within the zone.</p> <p>Ashland's Cottage Housing Development ordinance effectively provides a doubling of the allowable density in the zone for provision of the small cottage housing units.</p> <p>Ashland classifies small units, of 500 SF or less, as only 75% of a unit for the purposes of density calculations. A greater number of small units can be developed within existing density allowances without employing a density bonus.</p>	

## Increase Housing Types

The following policies focus on ways in which the City can increase the types of housing available in order to increase housing affordability. Policies focus on increasing housing density or the number of residents within existing City lots.

Strategy Name	Description	Implemented in Ashland?	Scale of Impact
<p>Allow Duplexes, Cottage housing, Townhomes, Row Houses, and Tri- and Quad-Plexes in low density zones</p>	<p>Allowing these housing types can increase overall density of residential development and may encourage a higher percentage of multifamily housing types. This approach would be implemented through the local zoning or development code and would list these housing types as outright allowable uses in appropriate residential zones. These housing types provide additional affordable housing options and allow more residential units than would be achieved by detached homes alone.</p> <p>House Bill 2001 requires cities to allow these housing types in single-family zones.</p>	<p>Ashland is in the process of amending the land use code to allow duplexes wherever a single-family dwelling unit is permitted per the requirements of HB2001.</p> <p>Code amendments will be enacted before July 1, 2021.</p>	<p><b>Scale of Impact – Small to moderate.</b></p> <p>Allowing these types of housing in more zoning districts may provide relatively few number of new, relatively affordable, housing opportunities.</p>
<p>Allow Cottage housing, Tri- and Quad-Plexes Townhomes, Row Houses, Stacked Townhouses, Cottage Courts, Duplex/Townhouse Courts, &amp; Garden Apartments in medium density zones</p>	<p>Allowing these housing types can increase overall density of residential development and may encourage a higher percentage of multifamily housing types. This approach would be implemented through the local zoning or development code and would list these housing types as outright allowable uses in appropriate residential zones. These housing types provide additional affordable housing options and allow more residential units than would be achieved by detached homes alone.</p>	<p>Ashland passed a cottage housing ordinance in 2018 and allows cottage housing developments in the R-1-5 and R-1-7.5 zones on lots that are greater than 1.5 times the minimum lot size for the zone. Cottage Housing developments can be between 3 to 12 units depending on lot size.</p> <p>Tri- and Quad-Plexes Townhomes, Row Houses, Stacked Townhouses are permissible in Ashland’s Medium Density zone (R-2), and Townhomes are further permitted in the R-1-3.5 zone or other residential zones (R-1-5, R-1-7.5, R-1-10) through planned unit developments.</p>	<p><b>Scale of Impact – Small to Large.</b></p> <p>Allowing these types of housing in more zoning districts may provide up to a large number of new, relatively affordable, housing opportunities. The scale of impact will depend, in part, on the amount of vacant or redevelopable land in medium density zones, as well as the types of housing newly allowed in the medium density zone.</p>

Strategy Name	Description	Implemented in Ashland?	Scale of Impact
Allow Stacked Townhouses, Garden Apartments and larger-scale Apartments in high density zones	Allowing these housing types can increase overall density of residential development and may encourage a higher percentage of multifamily housing types. This approach would be implemented through the local zoning or development code and would list these housing types as outright allowable uses in appropriate residential zones. These housing types provide additional affordable housing options and allow more residential units than would be achieved by detached homes alone.	Stacked townhomes, condominiums, garden apartments and larger-scale apartments are permitted in R-2 and R-3 zones. However due to small lot sizes of vacant/partially vacant properties available in these zones, larger scale apartments are not often achievable given existing lot sizes, height limitations, and density allowances.	<b>Scale of Impact – Small to Large.</b> Allowing these types of housing in more zones may provide a large number of new, relatively affordable, housing opportunities. The scale of impact depends on the amount of vacant/redevelopable land in high density zones and the housing types allowed in the zones.
Allow Live-Work housing or Mixed-use housing in commercial zones	Allowing these housing types can increase overall density of residential development and may encourage a higher percentage of multifamily housing types. This approach would be implemented through the local zoning or development code and would list these housing types as outright allowable uses in appropriate residential zones. These housing types provide additional affordable housing options and allow more residential units than would be achieved by detached homes alone.	Live-work housing and mixed-development would be a permitted use within commercial zones although not specifically listed in the allowable use table for either commercial or residential zones. Home Occupations are special permitted in all zoning designations with the exception of industrial (M-1).	<b>Scale of Impact – Small to Large.</b> Allowing these types of housing in more zoning districts may provide up to a large number of new, relatively affordable, housing opportunities.
Remove barriers to Development of Accessory Dwelling Units	As of July 1, 2018, ORS 197.312 requires cities to allow at least one ADU for each detached single-family dwelling in areas zoned for detached single-family dwellings.	Ashland allows Accessory Residential Units (ARU or ADU) as an accessory use to single-family homes throughout the City, and further provides reduced	<b>Scale of Impact - Small.</b> Oregon law recently changed to require cities to allow ADUs.

Strategy Name	Description	Implemented in Ashland?	Scale of Impact
(ADUs) in single-family zones	Jurisdictions can make development of ADUs more likely by limiting restrictive standards and procedures, such as reducing systems development charges for ADUs, reducing or eliminating parking requirements, or allowing ADUs regardless of where the primary dwelling is owner-occupied.	SDCs for small units of less than 500 SF. Per ORS 197.312 no additional parking is required for ARUs in Ashland, and there has never been any owner-occupied requirement for the development of an ARU within the City.	
Allow small or “tiny” homes	<p>“Tiny” homes are typically dwellings that are 500 SF or smaller. Some tiny houses are as small as 100 to 150 SF. They include stand-alone units or very small multifamily units.</p> <p>Tiny homes can be sited in a variety of ways: locating them in RV parks (they are similar in many respects to Park Model RVs), tiny home subdivisions, or allowing them as accessory dwelling units.</p> <p>Smaller homes allow for smaller lots, increasing land use efficiency. They provide opportunities for affordable housing, especially for homeowners.</p> <p>Portland and Eugene allow tiny homes as temporary shelter for people experiencing homelessness.</p>	<p>Small, or tiny, units that are built on a foundation are permitted in Ashland and have been developed as ARUs. Tiny homes on wheels would have to be located in an RV park, and there are thus limited opportunities for their placement in Ashland.</p> <p>As an emergency provision in response to the Almeda fire, RVs, campers, and trailers can be located on residential properties in Ashland as temporary shelter provided, they are connected to sanitation and utilities.</p>	<p><b>Scale of Impact - Small:</b> Scale of impact depends on regulation of tiny homes, where they are allowed, and market demand for tiny homes.</p>

## Lower Development or Operational Costs

The following policies focus on ways in which the City and other entities involved in development can provide financial assistance to lower development or operational costs in a city in order to increase housing affordability and available housing stock.

Strategy Name	Description	Implemented in Ashland?	Scale of Impact
<b>Programs or policies to lower the cost of development</b>			
Parcel Assembly	<p>Parcel assembly involves the city's ability to purchase lands for the purpose of land aggregation or site assembly. It can directly address the issues related to limited multifamily lands being available in appropriate locations (e.g., near arterials and commercial services). Typical goals of parcel assembly programs are: (1) to provide sites for rental apartments in appropriate locations close to services and (2) to reduce the cost of developing multifamily rental units</p> <p>Parcel assembly can lower the cost of multifamily development because the City is able to purchase land in strategic locations over time. Parcel assembly is often associated with development of affordable housing (affordable to households with income below 60% of MFI), where the City partners with nonprofit affordable housing developers.</p> <p>Parcel assembly can be critically important role for cities to kick start quality affordable housing and work force housing projects that can be positive catalysts too for market rate development.</p>	<p>The City has limited experience acquiring property for the future development of affordable housing, having acquired 10 acres on Clay Street in cooperation with the Housing Authority of Jackson County. Over the last decade this property provided a location for 120 units of affordable housing (60 units developed, 60 units under construction).</p> <p>The City typically relies on affordable housing partners to identify property for a proposed development and has provided financial assistance (CDBG or Affordable Housing Trust Fund (AHTF)) to assist in acquisition. Most recently the City helped purchase a parcel using AHTF for Columbia Care to develop a 30-unit affordable housing project.</p>	<p><b>Scale of Impact - Small to large.</b></p> <p>Parcel assembly is most likely to have an effect on a localized area, providing a few opportunities for new multifamily housing development over time.</p>

Strategy Name	Description	Implemented in Ashland?	Scale of Impact
Land Banking	<p>Land banks support housing development by reducing or eliminating land cost from development, with the goal of increasing the affordability of housing. They can take several forms. Many are administered by a non-profit or non-governmental entity with a mission of managing a portfolio of properties to support affordable housing development over many years or decades. Ideally, a land bank is set up to manage financial and administrative resources, including strategic property disposal, for the explicit purpose of supporting affordable housing development. Cities can partner with non-profits or sometimes manage their own land banks. Cities may also donate, sell, or lease publicly owned land for the development of affordable housing even without a formal 'land bank' organization.</p> <p>Land banks are purposed for short-term ownership of lands. Lands acquired are often vacant, blighted, or environmentally contaminated. Land banks may also acquire lands with title defects or of which derelict structures sit. Lands are eventually transferred to a new owner for reuse and redevelopment.</p>	There is no administrator of a Land Bank within Ashland.	<p><b>Scale of Impact - Small to large.</b> A land bank will have the biggest impact on production of low- and moderate-income affordable housing. Considering how difficult it is to build this type of affordable housing and the level of need for affordable housing, a land trust could increase nonprofits' capacity to build affordable housing.</p>
Land Trusts	<p>A land trust is typically a nonprofit organization that owns land and sells or leases the housing on the land to income-qualified buyers. Because the land is not included in the housing price for tenants / buyers, land trusts can achieve below-market pricing. Land trusts are most commonly used as a method for supporting affordable home ownership goals.</p> <p>Land trusts are purposed for long-term stewardship of lands and buildings. Lands / buildings acquired may have need for remediation or redevelopment. Lands / buildings may have also been acquired to preserve affordability, prevent deferred maintenance, or protect against foreclosure</p> <p>Proud Ground (Portland Metro Area) was founded in 1999 and has grown into one of the largest community land trusts in the country. The organization focuses on affordable homeownership and controls ground leases associated with</p>	<p>There are 49 units within Ashland that are operated under the land Trust model. Beginning in 2000 the Ashland Community Land Trust developed 18 land trusted affordable housing units, which are currently administered by ACCESS Inc.</p> <p>Rogue Valley Community Development Corporation developed 31 units under the land trust model which were</p>	<p><b>Scale of Impact - Small to large.</b> A land trust will have the biggest impact on production of low- and moderate-income affordable housing. Considering how difficult it is to build this type of affordable housing and the level of need for affordable housing, a land trust could increase nonprofits' capacity to</p>

Strategy Name	Description	Implemented in Ashland?	Scale of Impact
	270 homes in Multnomah, Washington, Clackamas, and Clark County.	transferred to NeighborWorks Umpqua for administration.  NeighborWorks Umpqua was granted \$50,000 in Ashland's Affordable Housing Trust Funds in 2020 to assist in refining the legal structure of the land trust agreements for use in Ashland.	build affordable housing.
Public Land Disposition	<p>The public sector sometimes controls land that has been acquired with resources that enable it to dispose of that land for private and/or nonprofit redevelopment. Land acquired with funding sources such as tax increment, EB-5, or through federal resources such as CDBG or HUD Section 108 can be sold or leased at below market rates for various projects to help achieve redevelopment objectives. This increases development feasibility by reducing development costs and gives the public sector leverage to achieve its goals via a development agreement process with the developer. Funding can come from Tax Increment, CDBG/HUD 108, or EB-5.</p> <p>Cities across Oregon use publicly land to support affordable and market-rate of housing development. In some cases, municipalities put surplus public land into land banks or land trusts.</p> <p>Tri-Met is evaluating re-use of construction staging sites for future affordable housing and/or transit-orient development sites.</p> <p>Cottage Grove is working with the school district to discuss and plan for use of surplus school district land for future housing development.</p>	<p>Ashland has dedicated surplus City property for the development of affordable housing or sold surplus City property and directed the proceeds into the Ashland Housing Trust Fund to support affordable housing development.</p> <p>Ashland is a CDBG entitlement community and prioritizes the use of CDBG funds to support affordable housing development and preservation. Local non-profit affordable housing providers including ACLT, RVCDC, ACCESS Inc, Habitat for Humanity and the Housing Authority of Jackson County have utilized Ashland's CDBG funds to acquire property or complete public improvements for affordable housing developments.</p>	<p><b>Scale of Impact – Small to moderate.</b> Depends on whether the City has surplus land that would be appropriate for future housing development.</p>

Strategy Name	Description	Implemented in Ashland?	Scale of Impact
		Ashland has not utilized the section 108 loan program to leverage up to 5 years of CDBG allocations for land acquisition for affordable housing.	
Reduced / Waived Building Permit fee, Planning fees, or SDCs	<p>Programs that reduce various development fees as an incentive to induce qualifying types of development or building features. There are a number of avenues to seek reduced or waived fees. For example, stormwater improvements can be made through the Commercial Stormwater Fee Reduction. There are commonly used tools, often implemented in conjunction with development agreements or other development negotiation processes.</p> <p>City of Portland offers SDC exemptions for affordable housing. Portland's SDC Exemption Program exempts developers of qualifying affordable housing projects from paying SDCs levied by the City of Portland for transportation, water, parks and environmental services. Eligible rental projects must serve households earning at or below 60% of the AMI for a 60-year period. Portland also offers SDC waivers for development of ADUs.</p> <p>City of McMinnville offers SDC exemptions and reduced permit fees for affordable housing. Building and planning permit fees for new or remodel housing construction projects are reduced by 50% for eligible projects and SDCs for transportation, wastewater and parks are exempted at 100%. Reductions/exemptions are prorated for mixed use or mixed-income developments. The property must be utilized for housing for low-income persons for at least 10 years or the SDCs must be paid to the city.</p>	<p>Ashland waives or defers all System Development Charges including Parks, Transportation, Water, Sewer and Storm Water SDCs for qualified affordable housing units targeted to households earning 80% AMI or less and meeting the rent or sale requirements of the Ashland Housing Program.</p> <p>Ashland waives Community Development Fees, and Engineering Services fees for voluntarily provided affordable housing units that remain affordable for 60 years.</p> <p>Affordable ownership units that leave the program after 30 years, but less than 60 years, must repay a prorated amount of SDCs, Community Development Fees, and Engineering Services Fees that were deferred.</p>	<b>Scale of Impact - Small.</b>

Strategy Name	Description	Implemented in Ashland?	Scale of Impact
Scaling SDCs to Unit Size	<p>Cities often charge a set SDC per dwelling unit, charging the same SDCs for large single-family detached units as for small single-family detached units or accessory dwelling units. Some cities have started scaling SDC based on the size of the unit in SF. Offering lower SDC for smaller units can encourage development of smaller units, such as small single-family detached units or cottage cluster units.</p> <p>Newport Oregon scales SDCs for water, wastewater, stormwater, and transportation. The City has a base SDC rate (per SF) of built space. For example, a 1,000 SF unit would be charged \$620 for water SDC (\$0.62 per SF). A 2,000 SF unit would be charged \$1,204 for the water SDC (\$0.62 per SF for the first 1,700 SF and \$0.50 for the additional 300 SF).</p>	<p>Ashland's SDC method charges 50% of the calculated per unit SDC amount for units less than 500 SF and 75% of the calculated per unit SDC amount for units between 500 and 800 SF. Thus, smaller units pay proportionately less SDCs for Transportation, Parks, and Sewer and Water compared to full size units due to their potential for smaller household sizes and commensurate impacts. Storm Water SDCs are based on lot coverage and thus, smaller units have lower Storm Water SDCs.</p>	<p><b>Scale of Impact – Small to moderate</b></p>
SDC Financing Credits	<p>May help to offset the an SDC charge, which is a one-time fee that is issued when there is new development or a change in use.</p> <p>SDC financing enables developers to stretch their SDC payment over time, thereby reducing upfront costs. Alternately, credits allow developers to make necessary improvements to the site in lieu of paying SDCs. Note that the City can control its own SDCs, but often small cities manage them on behalf of other jurisdictions including the County and special districts. SDCs are granted when the project makes lasting improvements, such as improving roads, reducing number of trips, create or improve parks or recreational centers, and permanently removing water services.</p>	<p>Ashland amended the SDC collection of charge provisions in 2019 within the Ashland Municipal Code (4.20.090). These amendments allow SDCs to be paid over a 10-year period in semi-annual installments. A one-year installment loan shall not be subject to an annual interest rate provided all charges are paid prior to the City's issuance of the Certificate of Occupancy, time of sale, or within one</p>	<p><b>Scale of Impact – Small to moderate.</b></p> <p>The City may consider changes in SDCs to allow financing, but the City would want to ensure that the impact should be spread-out and non-negatively impact one entity.</p>

Strategy Name	Description	Implemented in Ashland?	Scale of Impact
		<p>year of when the charge was imposed, whichever comes first.</p> <p>For installments that exceed one year, repayment interest on the unpaid balance at annual rate of six percent (6%) is assessed for a five-year installment loan or seven percent (7%) for a 10-year installment loan.</p>	
Sole Source SDCs	<p>Retains SDCs paid by developers within a limited geographic area that directly benefits from new development, rather than being available for use city-wide. This enables SDC-eligible improvements within the area that generates those funds to keep them for these improvements. Improvements within smaller areas can enhance the catalytic and redevelopment value of the area. This tool can also be blended with other resources such as LIDs and Urban Renewal (Tax Increment Financing). Funding can come from an SDC fund or general fund. In some cases, there may be no financial impact. The housing can come in the form of student, low-income, or workforce housing.</p>	<p>Ashland does not employ a geographic area specific dedication of SDCs, rather they are applied to the capital projects outlined in the respective masterplan (Water/Sewer, Transportation, Parks).</p> <p>Ashland does not have an Urban Renewal District for Tax Increment Financing.</p>	<p><b>Scale of Impact – Small to moderate.</b></p> <p>Depends on how the tool is implemented and whether it is used with other tools, such as LIDs or Urban Renewal.</p>
Fees or Other Dedicated Revenue	<p>Directs user fees into an enterprise fund that provides dedicated revenue to fund specific projects. Examples of those types of funds can include parking revenue funds, stormwater/sewer funds, street funds, etc. The City could also use this program to raise private sector funds for a district parking garage wherein the City could facilitate a program allowing developers to pay fees-in-lieu or “parking credits” that developers would purchase from the City for access “entitlement” into the shared supply. The shared supply could meet initial parking need when the development comes online while also maintaining the flexibility to adjust to parking need</p>	<p>Ashland has an Affordable Housing Trust Fund, and the City Council has dedicated Marijuana Tax revenue (up to \$100,000 annually) to support the AHTF through the annual budgeting process.</p>	

Strategy Name	Description	Implemented in Ashland?	Scale of Impact
	<p>over time as elasticity in the demand patterns develop in the district and influences like alternative modes are accounted for. Funding can come from residents, businesses, and developers. Also, these fees or revenues allow for new revenue streams into the City.</p>		
<p>Reimbursement District</p>	<p>A Reimbursement District is a cost sharing mechanism, typically Initiated by a developer. The purpose is to provide a reimbursement method to the developer of an infrastructure improvement, through fees paid by property owners at the time the property benefits from the improvement. A developer applies to create a Reimbursement District by demonstrating benefit to properties beyond their own. In addition, the size of the improvement must be measurably greater than would otherwise be ordinarily required for the improvement</p> <p>Eligible Reimbursement District projects typically include (but are not limited to) construction or connections of a sewer, water, storm water or street improvements. Applications typically include: a fee sufficient to cover the cost of administrative review, a description of the project, properties that would be impacted, and a detailed methodology and calculation of how the estimated costs would be reimbursed by payments from benefitted properties over a specified timeframe. A report from the City Engineer is generated in review of the submitted application. After a public hearing process, the council will approve, reject or modify the proposal. The approval of a Reimbursement District results in a resolution and distribution of notice among benefitted properties before construction can begin.</p> <p>Benefitted properties must pay the Reimbursement Fee when they make a physical connection to the improvement (or in the case of a sewer project, when the benefitted property creates an impervious surface that drains into the public sewer) within the Reimbursement District Area. Reimbursement fees are collected by the City and are distributed to the developer for the</p>	<p>Ashland's municipal code (13.30.0150) was amended in 2010 to enable a developer to request the City establish a Reimbursement District to collect public improvement costs that exceed those attributable to service the property owned by the applicant.</p> <p>Examples of excess costs include (but are not limited to): Full street improvements instead of half street improvements; Off-site sidewalks; Connection of street sections for continuity; Extension of water lines; and Extension of sewer lines.</p>	<p><b>Scale of Impact – Small to moderate.</b></p>

Strategy Name	Description	Implemented in Ashland?	Scale of Impact
	<p>duration of the Reimbursement District, which are typically 10-15 years.</p> <p>Paid by benefitted properties at the time the property benefits from the improvement, typically at connection to the sewer, water or storm drain system.</p>		
Linkage Fees	<p>Linkage fees are charges on new development, usually commercial and / or industrial development only, that can be used to fund affordable housing. To implement them, a city must undertake a nexus study that identifies a legal connection between new jobs housed in the developments, the wages those jobs will pay, and the availability of housing affordable to those employees.</p> <ul style="list-style-type: none"> <li>• Can be used for acquisition and rehabilitation of existing affordable units.</li> <li>• Can be used for new construction.</li> </ul>	Ashland does not assess linkage fees on new developments within the City,	<b>Scale of Impact – Small to moderate.</b>
<b>Tax abatement programs that decrease operational costs by decreasing property taxes</b>			
Vertical Housing Tax Abatement (Locally Enabled and Managed)	<p>The 2017 Legislature passed legislation moving the administration of Vertical Housing Program from Oregon Housing and Community Services (OHCS) to the local City and County beginning Oct 6th, 2017. OHCS no longer administers this program.</p> <p>The legislation subsidizes "mixed-use" projects to encourage dense development or redevelopment by providing a partial property tax exemption on increased property value for qualified developments. The exemption varies in accordance with the number of residential floors on a mixed-use project with a maximum property tax exemption of 80 percent over 10 years. An additional property tax exemption on the land may be given if some or all of the residential housing is for low-income persons (80 percent of area is median income or below).</p>	On December 15, 2020, Ashland passed a Vertical Housing Tax Credit and designated Commercially zoned properties within the Transit Triangle overlay area as an eligible Vertical Housing Development Zone.	<b>Scale of Impact – Small to moderate.</b> The design of the tax abatement program will impact whether and how many developers use the tax abatement, which will affect the scale of the impact.

Strategy Name	Description	Implemented in Ashland?	Scale of Impact
<p>Multiple-Unit Limited Tax Exemption Program (Locally Enabled and Managed)</p>	<p>Through the multifamily tax exemption, a jurisdiction can incent diverse housing options in urban centers lacking in housing choices or workforce housing units. Through a competitive process, multi-unit projects can receive a property tax exemption for up to ten-years on structural improvements to the property. Though the state enables the program, each City has an opportunity to shape the program to achieve its goals by controlling the geography of where the exemption is available, application process and fees, program requirements, criteria (return on investment, sustainability, inclusion of community space, percentage affordable or workforce housing, etc.), and program cap. The City can select projects on a case-by-case basis through a competitive process.</p> <p>The passing of HB 2377 - Multiunit Rental Housing Tax Exemption allows cities and counties to create a property tax exemption for newly rehabilitated or newly constructed multi-unit rental housing within their boundaries depending on the number of units made available to low-income households, for up to 10 consecutive years. The bill was crafted to strengthen the connection to affordability by requiring cities and counties to establish a schedule in which the number of years an exemption is provided increases directly with the percentage of units rented to households with an annual income at or below 120 percent of MFI, and at monthly rates that are affordable to such households. While not specifically referenced in the measure, ORS 308.701 defines “Multi-unit rental housing” as: “(a) residential property consisting of four or more dwelling units” and; “does not include assisted living facilities.”</p> <p>All new multifamily units that are built or renovated that offer rent below 120% of AMI are potentially eligible for this tax exemption. In a city with an AMI of \$55,000 (common outside of Portland), that’s rent of \$1,650 per month or less. The tax exemption is for all taxing districts which is administered by the</p>	<p>Ashland has not enacted a Multi-Unit Limited Tax Exemption program.</p>	<p><b>Scale of Impact – Small to moderate.</b> The design of the tax abatement program will impact whether and how many developers use the tax abatement, which will affect the scale of the impact.</p>

Strategy Name	Description	Implemented in Ashland?	Scale of Impact
	<p>City. Due to this, smaller jurisdictions may have more trouble managing this program.</p> <p>Local taxing jurisdictions that agree to participate—cities, school districts, counties, etc.</p> <p>The City of Eugene offers a ten-year Multi-Unit Property Tax Exemption (MUPTE) for projects in its eastern downtown core. Eugene’s criteria for granting MUPTE include: Project must provide 5 or more units of housing (not including student housing), development must meet minimum density standards, development must comply with minimum green building requirements, a portion of construction and other contracting requirements must be through local business, the development must provide 30% of the units affordable at 100% of AMI or pay a fee of 10% of the value of the tax abatement toward supporting moderate income housing development, demonstrate that the project would not be financially feasible without the exemption by providing 10-year pro forma with and without MUPTE and comply with other criteria.</p> <p>The City of Salem’s Multi-Unit Housing Tax Incentive Program (MUHTIP) was adopted in 2012 to spur the construction of “transit supportive”<sup>9</sup> multi-unit housing in the city’s downtown core. In order to qualify for the exemption, projects must consist of at least two dwelling units, be located in the city’s “core area,” and include at least one public benefit.</p>		
<p>Nonprofit Corporation Low Income Housing Tax Exemption</p> <p>and</p>	<p>Note: These are two separate tax exemptions available under statute (ORS 307.515 to 307.523 / ORS 307.540 to 307.548). They are grouped together for their similarities (but differences are noted).</p> <p>Land and improvement tax exemption used to reduce operating costs for regulated affordable housing affordable at 60% AMI or</p>	<p>Ashland has not implemented a low-income rental housing tax exemption for market rate developers that provide low-income housing.</p>	<p><b>Scale of Impact – Small to moderate.</b></p> <p>The exemption reduces operating costs, meaning it is a tool more useful to property owners of</p>

<sup>9</sup> City of Salem, “Multi Unit Housing Tax Incentive Program,” <https://www.cityofsalem.net/Pages/multi-unit-housing-tax-incentive-program.aspx>.

Strategy Name	Description	Implemented in Ashland?	Scale of Impact
Low-Income Rental Housing Tax Exemption	<p>below. Requires the City to adopt standards and guidelines for applications and enforcement mechanisms.</p> <p>The low-income rental housing program exemption lasts 20 years. The nonprofit corporation low-income housing program must be applied for every year but can continue as long as the property meets the criteria. Rents must reflect the full value of the property tax abatement and City can add additional criteria.</p> <p>There is no requirement that construction must be complete prior to application.</p> <p>Programs both work well in tandem with other incentives, such as land banking.</p>	<p>The Jackson County Assessor office has historically worked with the City of Ashland to reduce the assessed value of ownership units within Ashland Affordable Housing Program, and as such they are taxed at their restricted resale value instead of their Real Market Value (RMV).</p> <p>Affordable Multifamily rental units owned by non-profit affordable housing providers are also provided with property tax relief by the Jackson County Assessor office due to their non-profit status.</p>	affordable housing projects. Developers, who do not own and operate their own projects, may be less inclined to use the program.

## Funding Sources to Support Residential Development

These policies focus on ways to pay for the costs of implementing the affordable housing programs and infrastructure development.

Strategy Name	Description	Implemented in Ashland?	Scale of Impact
Urban Renewal / Tax Increment Finance (TIF)	<p>TIF revenues are generated by the increase in total assessed value in an urban renewal district from the time it is first established. As property values increase in the district, the increase in property taxes pays off bonds. When the bonds are paid off, the valuation is returned to the general property tax rolls. TIFs defer property tax accumulation by the City and County until the district expires/pays off bonds. Over the long term (typically 20+ years), the district could produce substantial revenues for capital projects. Funds can be invested in the form of low-interest loans or grants for a variety of capital investments:</p> <ul style="list-style-type: none"> <li>• Redevelopment projects, such as mixed-use or infill housing developments</li> <li>• Economic development strategies, such as capital improvement loans for small or startup businesses which can be linked to family-wage jobs</li> <li>• Streetscape improvements, including new lighting, trees, and sidewalks</li> <li>• Land assembly for public or private re-use</li> <li>• Transportation enhancements, including intersection improvements</li> <li>• Historic preservation projects</li> <li>• Parks and open spaces</li> </ul> <p>Urban renewal is a commonly used tool to support housing development in cities across Oregon.</p>	Ashland does not have an Urban Renewal District.	<p><b>Scale of Impact – Moderate to Large.</b> Urban Renewal funding is a flexible tool that allows cities to develop essential infrastructure or provides funding for programs that lower the costs of housing development (such as SDC reductions or low interest loan programs). Portland used Urban Renewal to catalyze redevelopment across the City, including the Pearl District and South Waterfront.</p>

<p>Construction Excise Tax (CET)</p>	<p>CET is a tax assessed on construction permits issued by local cities and counties. The tax is assessed as a percent of the value of the improvements for which a permit is sought, unless the project is exempted from the tax. In 2016, the Oregon Legislature passed Senate Bill 1533 which permits cities to adopt a construction excise tax (CET) on the value of new construction projects to raise funds for affordable housing projects. CETs may be residential only, commercial only, or residential and commercial. If the City were to adopt a CET, the tax would be up to 1% of the permit value on residential construction and an uncapped rate on commercial and industrial construction. The allowed uses for CET funding are defined by the state statute. The City may retain 4% of funds to cover administrative costs. The funds remaining must be allocated as follows, if the City uses a residential CET:</p> <ul style="list-style-type: none"> <li>• 50% must be used for developer incentives (e.g. fee and SDC waivers, tax abatements)</li> <li>• 35% may be used flexibly for affordable housing programs defined by the jurisdiction.</li> <li>• 15% flows to Oregon Housing &amp; Community Services Dept. for homeowner programs.</li> </ul> <p>If the City implements a CET on commercial or industrial uses, 50% of the funds must be used for allowed developer incentives and the remaining 50% are unrestricted. The rate may exceed 1% if levied on commercial or industrial uses.</p> <p>The City of Portland’s CET went into effect in 2016. It levies a 1% CET on residential, commercial, and industrial development valued at \$100,000 or more, with all revenues going toward affordable housing. The revenues pay for production of housing at or below 60% AMI, developer incentives for inclusionary zoning, along with state homeownership programs.</p> <p>City of Bend adopted a CET of 0.3% on residential, commercial, and industrial development in 2006, with revenues dedicated to loans to fund developments by profit and nonprofit</p>	<p>Ashland does not collect a Construction Excise Tax for affordable housing as allowed by SB 1533.</p>	<p><b>Scale of Impact – Depends on the amount of funding available.</b></p>
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Strategy Name	Description	Implemented in Ashland?	Scale of Impact
	<p>affordable housing developers. The fee has raised \$11 million as of 2016, allowing the City to lend money to fund 615 units. The fund has leveraged \$63 million in state and federal funding and \$14 million in equity.</p> <p>The City of Milwaukie adopted a CET on commercial, residential, and industrial development in November of 2017. The City exempted deed-restricted affordable housing, ADUs, and improvements less than \$100,000 from paying the CET. The adopting ordinance allocates funds as required by state statutes, specifying that flexible funds from the commercial improvements will be used 50% toward housing available to those making up to 120% of MFI, and 50% for economic development programs in areas with sub-area plans (such as Downtown, Riverfront, and urban renewal areas).</p>		
<p>General Fund and General Obligation (GO) Bonds</p>	<p>GO bonds provide capital project funding that is not dependent on revenue from the project to back the bond.</p> <p>City can use general fund monies on hand or can issue bonds backed by the full faith and credit of the city to pay for desired public improvements. Property taxes are increased to pay back the GO bonds.</p> <p>City of Portland passed \$258 million bond for affordable housing in 2016. The goal was to build or preserve up to 1,300 units in the next 5 to 7 years. The city sought opportunities to acquire existing properties of 20 or more units or vacant land that is appropriately zoned for 20+ housing units and looked for both traditional and nontraditional development opportunities.</p>	<p>General Funds in the form of the Affordable Housing Trust fund are set aside annually to support the development and preservation of affordable housing.</p> <p>The City has not utilized or presented to the voters a general obligation bond to support the development of affordable housing or acquisition of property for this purpose.</p>	<p><b>Scale of Impact – Moderate to large.</b> GO Bonds can be used to develop essential infrastructure or provides funding for programs that lower the costs of housing development (such as SDC reductions or low interest loan programs).</p>

Strategy Name	Description	Implemented in Ashland?	Scale of Impact
Local Improvement District (LID)	<p>Enables a group of property owners to share the cost of a project or infrastructural improvement.</p> <p>A special assessment district where property owners are assessed a fee to pay for capital improvements, such as streetscape enhancements, underground utilities, or shared open space. For residential property, the estimated assessment cannot exceed the pre-improvement value of the property based on assessor records.</p> <p>An ordinance must be passed through a public hearing process which must be supported by a majority of affected property owners. Part of this process includes an estimation of the improvement costs and the portion of those costs in which property owners will be responsible to pay for. The public hearing process allows for LIDs to be challenged by property owners.</p> <p>The City collects funds and regardless if the actual cost is greater than the estimated cost (on which the assessment was based), the City may make a deficit assessment for the additional cost, which would be prorated among all benefitted properties. Another public hearing would be held in the event that an additional assessment was placed property owners (due to underestimation).</p>	Ashland has utilized LIDs for specific public improvement projects within the City.	<b>Scale of Impact – Depends on the amount of funding available and Bonding capacity.</b>
General Fund Grants or Loans	A city can use general fund or tax increment dollars to invest in specific affordable housing projects. These grants or loans can serve as gap funding to improve development feasibility. There are options for using general fund grants or loans, including the potential for bonds to generate upfront revenue that is repaid over time. Another option uses general fund dollars to contribute to successfully operating programs, such as non-profit land trusts or government agencies that have the administrative capacity to maintain compliance requirements, using intergovernmental agreements.	Ashland's Affordable Housing Trust Fund is part of the General Fund and is used to support the development of affordable housing. The City has not issued a bond to generate revenue for affordable housing.	<b>Scale of Impact – Depends on the amount of funding available.</b>

Strategy Name	Description	Implemented in Ashland?	Scale of Impact
Transient Lodging Tax (TLT)	Generates revenue by primarily taxing tourists and guests using temporary lodging services. Taxes for temporary lodging at hotels, motels, campgrounds, and other temporary lodgings. Oregon has a statewide TLT and cities and counties can also charge a local TLT subject to certain limitations. The statutes specify that 70% must be used for tourism promotion or tourism related facilities and 30% is unrestricted in use, and there cannot be a reduction of the total percent of room tax. The state tax is specified at 1.8%; local government tax rates vary as local governments set the rate for their jurisdiction by ordinance. Cities and counties may impose taxes on transient lodging. Alternatively, some cities have an agreement for the county to impose the tax and cities share in a percent of the revenue.	Ashland collects Transient Occupancy Taxes (TOT), and applies them toward tourism related activities, economic development grants, and social service grants annually in accordance to the restricted/unrestricted use parameters.	<b>Scale of Impact – Small.</b> The amount of funding from TLT is likely to be relatively small, given that only 30% of TLT funds have unrestricted use.
CDBG	The Community Development Block Grants program is a flexible program that provides annual grants on a formula basis to both local governments and States. Grants are awarded on a 1, 2, or 3-year period. It is required that at least 70% of the CDGB funds are used for activities that benefit low- and moderate- income. Additionally, each activity must address any threats to health or welfare in the community (for which other funding is unavailable). These funds can be used for acquisition and rehabilitation of existing affordable units, as well as new construction that prioritizes community development efforts.	Ashland is a direct CDBG entitlement community and receives HUD allocations of approx. \$175,000/year. The 5-year Consolidated Plan for use of CDBG funds prioritizes capital restricted CDBG funds toward affordable housing and shelter and 15% of the award is typically provided to service providers benefiting extremely low-income individuals.	<b>Scale of Impact – Depends on the amount of funding available.</b>

DATE: January 22, 2021  
 TO: City of Ashland Planning Commission and Housing and Human Services Commission  
 CC: Brandon Goldman, City of Ashland  
 FROM: Beth Goodman and Sadie DiNatale, ECONorthwest  
 SUBJECT: Summary of Ashland’s Residential Land Needs Analysis

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This memorandum summarizes Ashland’s residential land needs analysis.<sup>1</sup> ECONorthwest conducted this analysis using findings from Ashland’s buildable land inventory, which included an estimate of housing capacity within Ashland’s UGB, as well as results of Ashland’s 20-year housing forecast. This analysis is preliminary and will change as the project develops.

## Ashland’s Preliminary Residential Land Needs Analysis

Ashland’s residential land needs analysis answers the question: Does Ashland have enough buildable land to accommodate its 20-year housing forecast for the 2021-2041 period?

To answer this question, this analysis compares Ashland’s capacity for dwelling units within the UGB to demand for housing in the UGB over the 20-year planning period.

As Exhibit 1 shows Ashland has a capacity for 2,764 dwelling units within its UGB.

About 25% of the 2,764 dwelling units are located in the Single-Family Residential Plan Designation (706 units).

**Exhibit 1. Revised BLI and Capacity Estimate, Ashland UGB, 2020**  
 Source: City of Ashland Buildable Lands Inventory (2019) and City of Ashland building permit data.

Plan Designations (*and grouping of Plan Designations)	Net Buildable Acres	Dwelling Unit Capacity
Low Density Residential *	332	986
Suburban Residential	8	44
Normal NH	70	474
Multifamily Residential	42	349
High Density Residential	12	129
Croman Mill District	61	243
Commercial & Employment *	112	529

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<sup>1</sup> ECONorthwest prepared this memorandum for the City of Ashland, as part of the larger Housing Capacity Analysis project. This project is funded by Oregon general fund dollars through the Department of Land Conservation and Development (DLCD). The contents of this document do not necessarily reflect the views or policies of the State of Oregon.

The official population forecast for Ashland over the 20-year period is for growth of about 1,961 people.

Based on the assumptions shown in Exhibit 2, Ashland will have demand for 858 new dwelling units over the 20-year period, with an annual average of 43 dwelling units.

Exhibit 2. Forecast of demand for new dwelling units, Ashland UGB, 2021 to 2041

Source: Calculations by ECONorthwest.

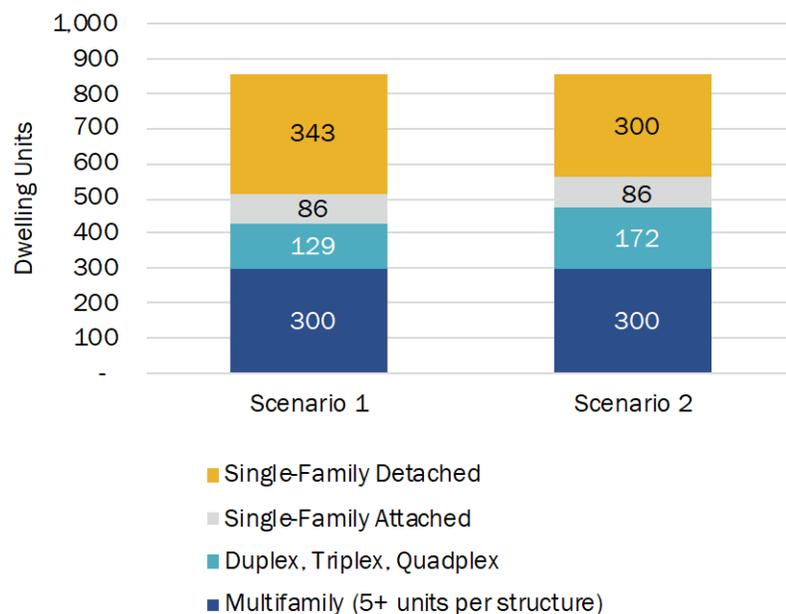
Variable	New Dwelling Units (2021-2041)
Change in persons	1,691
<i>minus</i> Change in persons in group quarters	58
<i>equals</i> Persons in households	1,633
Average household size	2.06
New occupied DU	793
<i>times</i> Vacancy rate	8.2%
<i>equals</i> Vacant dwelling units	65
<b>Total new dwelling units (2021-2041)</b>	<b>858</b>
<b>Annual average of new dwelling units</b>	<b>43</b>

This analysis forecasts future housing need by housing type. Exhibit 3 shows that this analysis evaluates two housing mix scenarios.

Scenario 1 reflects a larger share of single-family detached housing (40%) than Scenario 2 (35%). Scenario 2 reflects a larger share of plex housing (20%) compared to Scenario 1 (15%).

Exhibit 3. Housing Forecast by Housing Type, Scenario 1 and Scenario 2 Housing Mix, Ashland UGB, 2021 to 2041

Source: Summary by ECONorthwest.



Ashland’s previous HNA lumped single-family detached and attached together and all multifamily/plex housing together. Both categories represented 50% of the forecast of new units. Scenario 1 plans for a similar share of single-family housing as the previous HNA. Scenario 2 plans for a smaller share (45%).

Exhibit 4 and Exhibit 5 compare the capacity of existing buildable lands (see Exhibit 1) to demand for housing-by-housing type (see Exhibit 3), by Comprehensive Plan Designation.

Exhibit 4. Residential Capacity by Plan Designation Using Scenario 1, Ashland UGB, 2020-2021

Source: Calculations by ECONorthwest.

<b>Plan Designations (*and grouping of Plan Designations)</b>	<b>Capacity (Dwelling Units)</b>	<b>Demand (Dwelling Units)</b>	<b>Capacity less Demand (Dwelling Units)</b>
Low Density Residential *	986	247	739
Suburban Residential	44	18	26
Normal NH	474	240	234
Multifamily Residential	349	138	211
High Density Residential	129	95	34
Croman Mill District	243	34	209
Commercial & Employment *	529	86	443

Exhibit 5. Residential Capacity by Plan Designation Using Scenario 2, Ashland UGB, 2020-2021

Source: Calculations by ECONorthwest.

<b>Plan Designations (*and grouping of Plan Designations)</b>	<b>Capacity (Dwelling Units)</b>	<b>Demand (Dwelling Units)</b>	<b>Capacity less Demand (Dwelling Units)</b>
Low Density Residential *	986	222	764
Suburban Residential	44	18	26
Normal NH	474	231	243
Multifamily Residential	349	172	177
High Density Residential	129	95	34
Croman Mill District	243	34	209
Commercial & Employment *	529	86	443

In both scenarios, Ashland has more than enough capacity to accommodate growth over the 20-year period. However, Ashland has a limited surplus of capacity in its High-Density Residential Plan Designation, as it starts with only 12 acres of unconstrained vacant and partially vacant land in this Plan Designation. This, and other constraints on future development (such as annexation and serviceability of vacant lands), will be discussed in the Housing Capacity Analysis and the Housing Strategy.

DATE: January 5, 2021  
TO: City of Ashland Planning Commission and Housing and Human Services Commission  
CC: Brandon Goldman, City of Ashland  
FROM: Beth Goodman and Sadie DiNatale, ECONorthwest  
SUBJECT: Summary of Ashland's Housing Needs

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This memorandum summarizes Ashland's housing needs. ECONorthwest identified these needs using findings from Ashland's 2021-2041 Housing Capacity Analysis<sup>1</sup> which, among other topics, analyzed the local housing market, socio-economic characteristics of Ashland's residents, housing affordability factors, and a forecast of housing demand.

## Ashland's Key Housing Needs

The purpose of Ashland's Housing Capacity Analysis is to provide background on the kinds of factors that influence housing choice and needs. Generalizations about housing choice are difficult to make and prone to inaccuracies, however, it is a crucial step to informing the types of housing that will be needed in the future. Ashland's key housing needs are:

- **Housing for Seniors.** Ashland, like the region, has a growing share of seniors. From 2000–2018, Ashland residents aged 60+ grew by nearly 3,000 people. Between 2020–2040, the County's population aged 60+ will grow by over 18,000 people.

Research shows that seniors prefer to live in a familiar environment as long as possible (i.e., growing old in their own homes or in their current community). While many seniors will stay in their homes as long as they are able, some will downsize into smaller housing products before they move into to a dependent living facility or into a familial home. As the population ages, the percent of single-person households in Ashland may grow, increasing demand for a wider range of smaller housing types such as cottages, townhomes, multifamily housing, as well as age-restricted housing communities, and housing products that enable multigenerational living (larger units and accessory dwelling units).

- **Housing for Families.** About 53% of Ashland's households are non-family households and 75% of Ashland's households are one- or two-person households. While these figures suggest a need for smaller units, Ashland also has need for housing for families with children. Ashland's ability to attract and retain families will depend, in large part, on whether the city has opportunities for housing that both appeals to and are affordable to families, as well as jobs that allow younger people to live and work in Ashland.

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<sup>1</sup> ECONorthwest prepared this memorandum for the City of Ashland, as part of the larger Housing Capacity Analysis project. This project is funded by Oregon general fund dollars through the Department of Land Conservation and Development (DLCD). The contents of this document do not necessarily reflect the views or policies of the State of Oregon.

- **Housing that is Affordable for all Income Levels.** Ashland has a median household income that is about \$8,800 less than Oregon’s median income. However, the city has some of the highest housing costs in the region. The median sales price in Ashland is \$434,438, compared with Medford subarea median prices ranging from \$229,500 to \$299,750. About 31% of homeowners and 63% of renters are cost burdened in Ashland.

One approach to increasing affordability of housing is building a wider range of housing. Under current conditions, 3,395 of Ashland’s households have incomes of \$33,000 or less. These households cannot typically afford market-rate housing without government subsidy. Another 3,103 households have incomes between \$33,000 and \$78,000. As Ashland grows, demand for housing affordable to low-and moderate-income households will also grow. These households will all need access to relatively affordable housing, such as smaller single-family detached housing, townhouses, duplexes, tri- and quad-plexes, and apartments/condominiums. To support development of housing affordable to these households, Ashland will need to take actions in addition to diversifying the housing types allowed in the city, as described in the Housing Capacity Analysis.

The kinds of housing that Ashland needs, includes:

- Broader range of single-family housing, including small-lot single-family, cottages, ADUs, tiny homes, manufactured housing on lots, and other more “traditional” forms.
- “Middle-housing” products, including townhomes, duplexes, triplexes, and quadplexes.
- Larger multifamily housing for rent (apartments) and ownership (condominiums), including mixed-use housing.



Small-lot Single-Family



Accessory Dwelling Unit



Manufactured Dwelling



Triplex



Duplex



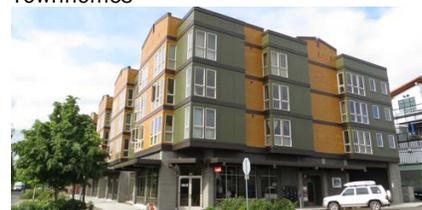
Townhomes



Cottage Cluster (Photo by Ross Chapin)



Multifamily Apartment Complex



Mixed-Use Residential

DATE: January 5, 2021  
TO: City of Ashland Planning Commission and Housing and Human Services Commission  
CC: Brandon Goldman, City of Ashland  
FROM: Beth Goodman and Sadie DiNatale, ECONorthwest  
SUBJECT: Summary of Ashland's Buildable Lands Inventory

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This memorandum summarizes key information related to the City of Ashland's 2019 Buildable Lands Inventory (BLI) and the results of an update to the BLI for use in Ashland's 2021-2041 Housing Capacity Analysis.<sup>1</sup>

## Ashland's Residential Buildable Lands Inventory (BLI)

A BLI estimates the number of unconstrained buildable acres a jurisdiction has within its urban growth boundary (UGB). The methodology and detailed results of the Ashland BLI are documented in the report *City of Ashland Buildable Lands Inventory, 2019*,<sup>2</sup> which was adopted by the City of Ashland in January 2020.<sup>3</sup>

The inventory will be used in the Housing Capacity Analysis is to assess whether Ashland has sufficient land within its UGB to accommodate future population growth and resulting need for new housing. The legal requirements that govern the BLI for the City of Ashland are defined in Statewide Planning Goal 10 and OAR 660-008.

### Results of the 2019 Inventory

In 2019, the City of Ashland's Department of Community Development prepared the city's BLI. The 2019 analysis determined it had approximately 648 net, unconstrained,<sup>4</sup> buildable acres in plan designations that allow housing outright with clear and objective standards. These 648 acres result in a capacity of 2,847 dwelling units. About 26% of Ashland's housing capacity is located in its Single-Family Residential plan designation.

Exhibit 1 presents the results from the 2019 analysis. Exhibit 2 shows the results of the 2019 BLI in a map.

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<sup>1</sup> ECONorthwest prepared this memorandum for the City of Ashland, as part of the larger Housing Capacity Analysis project. This project is funded by Oregon general fund dollars through the Department of Land Conservation and Development (DLCD). The contents of this document do not necessarily reflect the views or policies of the State of Oregon.

<sup>2</sup> The report can be downloaded from the City's website: <https://www.ashland.or.us/Page.asp?NavID=11740>

<sup>3</sup> Resolution No. 2020-01

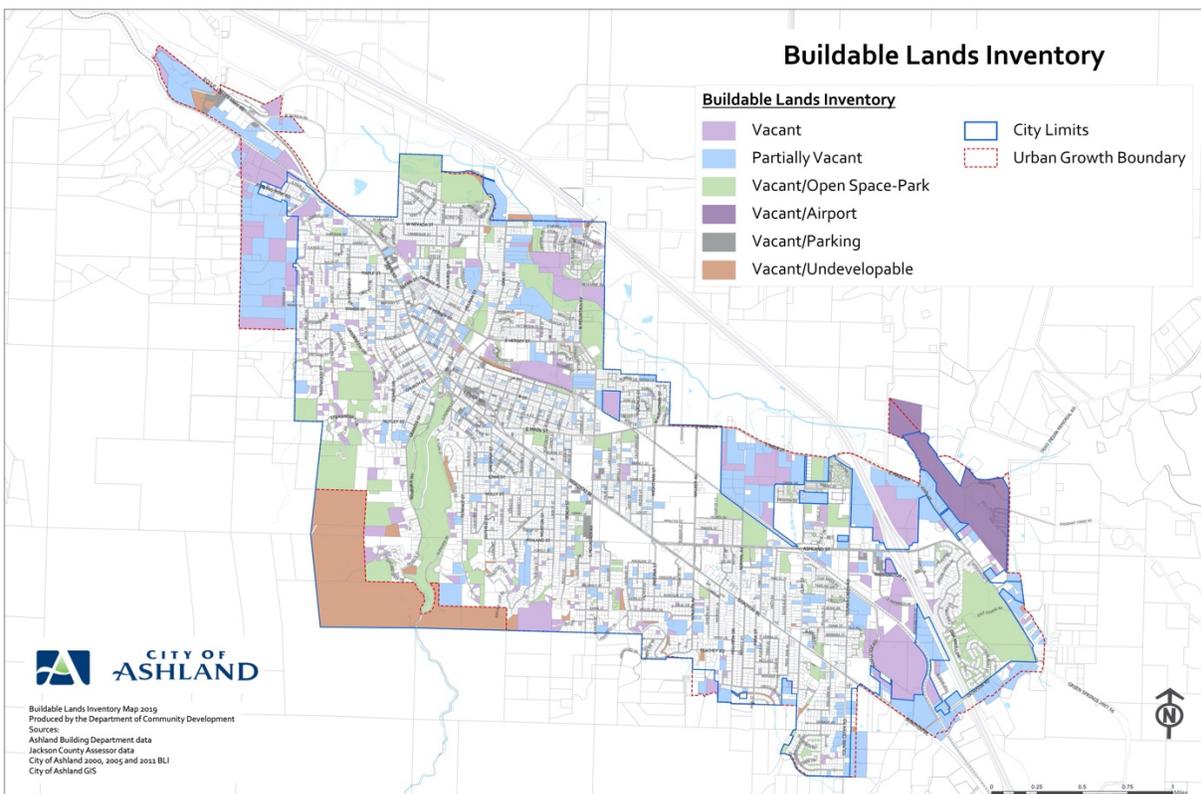
<sup>4</sup> Land constraints taken into account: slopes greater than 35%, lands within the floodway or flood plain, and lands within resource protection areas.

Exhibit 1. Net Buildable Acreage and Housing Capacity by Plan Designations, Ashland UGB, 2019  
 Source: City of Ashland Buildable Lands Inventory, 2019.

Plan Designation	Net Acres	Capacity for Dwelling Units (Adjusted)
<b>Residential</b>		
Woodland	7	10
Single-Family Residential Reserve	97	145
Low Density Residential	19	65
Single-Family Residential	205	744
Suburban Residential	8	44
Multifamily Residential	42	352
High Density Residential	12	132
Normal Neighborhood	70	474
North Mountain Neighborhood	16	73
Croman Mill District	61	243
<b>Commercial</b>		
Commercial	17	245
Downtown	0	48
Employment	92	256
Health Care	1	16
Southern Oregon University	2	-
<b>Total</b>	<b>648</b>	<b>2,847</b>

Exhibit 2. Buildable Land, Ashland UGB, 2019

Source: City of Ashland Buildable Lands Inventory (2019) and City of Ashland building permit data.



## 2020 BLI Update

ECONorthwest worked with City staff to update the 2019 BLI results based on development that was permitted between July 1, 2019 through June 30, 2020, which accounted for housing development that occurred after development of the 2019 BLI.

In the July 2019 – June 2020 period, the City permitted 83 dwelling units which consumed about 5.8 net acres of buildable land. ECONorthwest subtracted these acres of land and capacity for new housing from the 2019 results, as shown in Exhibit 3. Thus, the 2020 BLI results determined that Ashland’s UGB has 643 net buildable acres with a capacity for 2,764 dwelling units.

Exhibit 3. Net Buildable Acreage and Housing Capacity by Plan Designations, Ashland UGB, 2020

Source: City of Ashland Buildable Lands Inventory (2019) and City of Ashland building permit data.

Plan Designation	2019 Residential BLI		Building Permits July 1, 2019 to June 30, 2020		Revised Residential BLI and Capacity Estimate	
	Net Buildable Acres	Dwelling Unit Capacity	Net Acres Consumed	Dwelling Units Permitted	Net Buildable Acres	Dwelling Unit Capacity
<b>Residential</b>						
Woodland	6.6	10			6.6	10
Single-Family Residential Reserve	96.7	145			96.7	145
Low Density Residential	18.8	65	0.7	2	18.1	63
Single-Family Residential	205.1	744	4.2	38	200.9	706
Suburban Residential	7.5	44			7.5	44
Multifamily Residential	42.2	352	0.2	3	42.0	349
High Density Residential	11.7	132	0.1	3	11.6	129
Normal Neighborhood	69.7	474			69.7	474
North Mountain Neighborhood	16.4	73	0.2	1	16.2	72
Croman Mill District	61.1	243			61.1	243
<b>Commercial and Other</b>						
Commercial	16.7	245	0.3	34	16.4	211
Downtown	0.4	48			0.4	48
Employment	92.4	256	0.1	2	92.3	254
Health Care	1.2	16			1.2	16
Southern Oregon University	1.8	-			1.8	-
<b>Total</b>	<b>648.3</b>	<b>2,847</b>	<b>5.8</b>	<b>83</b>	<b>642.5</b>	<b>2,764</b>