



Oregon

Theodore R. Kulungoski, Governor

Department of Land Conservation and Development

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NOTICE OF ADOPTED AMENDMENT

8/30/2010

TO: Subscribers to Notice of Adopted Plan
or Land Use Regulation Amendments

FROM: Plan Amendment Program Specialist

SUBJECT: City of Ashland Plan Amendment
DLCD File Number 004-09

The Department of Land Conservation and Development (DLCD) received the attached notice of adoption. Due to the size of amended material submitted, a complete copy has not been attached. A Copy of the adopted plan amendment is available for review at the DLCD office in Salem and the local government office.

Appeal Procedures*

DLCD ACKNOWLEDGMENT or DEADLINE TO APPEAL: Friday, September 10, 2010

This amendment was submitted to DLCD for review prior to adoption pursuant to ORS 197.830(2)(b) only persons who participated in the local government proceedings leading to adoption of the amendment are eligible to appeal this decision to the Land Use Board of Appeals (LUBA).

If you wish to appeal, you must file a notice of intent to appeal with the Land Use Board of Appeals (LUBA) no later than 21 days from the date the decision was mailed to you by the local government. If you have questions, check with the local government to determine the appeal deadline. Copies of the notice of intent to appeal must be served upon the local government and others who received written notice of the final decision from the local government. The notice of intent to appeal must be served and filed in the form and manner prescribed by LUBA, (OAR Chapter 661, Division 10). Please call LUBA at 503-373-1265, if you have questions about appeal procedures.

*NOTE: The Acknowledgment or Appeal Deadline is based upon the date the decision was mailed by local government. A decision may have been mailed to you on a different date than it was mailed to DLCD. As a result, your appeal deadline may be earlier than the above date specified. NO LUBA Notification to the jurisdiction of an appeal by the deadline, this Plan Amendment is acknowledged.

Cc: Brandon Goldman, City of Ashland
Gloria Gardiner, DLCD Urban Planning Specialist
Darren Nichols, DLCD Community Services Division Manager
Matt Crall, DLCD Transportation Planner
Angela Lazarean, DLCD Urban Planner
Thomas Hogue, DLCD Regional Representative

<paa> YA



FORM 2

DLCD

Notice of Adoption

In person electronic mailed

DATE STAMP

DEPT OF

AUG 23 2010

LAND CONSERVATION AND DEVELOPMENT

This Form 2 must be mailed to DLCD within **5-Working Days after the Final Ordinance is signed** by the public Official Designated by the jurisdiction and all other requirements of ORS 197.615 and OAR 660-018-000

Jurisdiction: **City of Ashland**

Local file number: **PA2009-1292**

Date of Adoption: **08/17/2010**

Date Mailed: **08/20/2010**

Was a Notice of Proposed Amendment (Form 1) mailed to DLCD? Yes No Date: 10/06/2009

Comprehensive Plan Text Amendment

Comprehensive Plan Map Amendment

Land Use Regulation Amendment

Zoning Map Amendment

New Land Use Regulation

Other: **Site Design & Use Standard**

Guide Additions

Summarize the adopted amendment. Do not use technical terms. Do not write "See Attached".

Creation of a Master-planned District, Croman Mill District, and adoption of Land Use codes to rezone and guide the development of a former mill site. Amend the Ashland Land Use Ordinance (ALUO) creating a new Chapter 18.53 Croman Mill, to amend the multiple chapters of the Ashland Land Use Ordinance to provide consistency with the new Chapter 18.53 Croman Mill (ALUO 18.08, 18.12.020, 18.61.042, 18.68.050, 18.70.040, 18.72.030, 18.72.080, 18.72.110, 18.72.120, 18.72.140, 18.72.180, 18.84.100, 18.88.070, 18.106), to amend the Ashland Comprehensive Plan Map and Zoning Map to include the Croman Mill District, and to adopt the Croman Mill Site Redevelopment Plan as a supporting document to the City's Comprehensive Plan.

Does the Adoption differ from proposal? Yes, Please select one

Sections addressing type of amendment required to change the overlay. Modified Limited Stores section of 18.53.040.B.3. Changed the area allocation for special permitted uses, increased the area for limited outdoor storage. Changed the map to not include some of the adjacent tax lots into the Croman Overlay and retain their existing zoning, and modified the Central Boulevard Street Standards.

The level of detail due to the Redevelopment supporting documents of the proposal is greater than that provided with the proposal notice.

Plan Map Changed from: **Industrial, Employment, Single Family Residential Plan** to: **Croman Mill Plan**

Zone Map Changed from: **M-1, E-1, R-1-5** to: **CM-CI, CM-MU, CM-NC, CM-OE, CM-OS**

Location: **Southeast Ashland Adjacent to RR tracks and Tolman Creek** Acres Involved: **100**

Specify Density: Previous:

New:

Applicable statewide planning goals:

1	2	3	4	5	6	7	8	9	10	11	12	13	14	15	16	17	18	19
<input type="checkbox"/>	<input checked="" type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input checked="" type="checkbox"/>	<input checked="" type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input checked="" type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>

DLCD File # 004-09(17879) [16292]

Was an Exception Adopted? YES NO

Did DLCD receive a Notice of Proposed Amendment...

45-days prior to first evidentiary hearing?

Yes No

If no, do the statewide planning goals apply?

Yes No

If no, did Emergency Circumstances require immediate adoption?

Yes No

DLCD file No. _____

Please list all affected State or Federal Agencies, Local Governments or Special Districts:

Oregon Department of Transportation,

Local Contact: **Maria Harris**

Phone: (541) 552-2045 Extension:

Address: **20 E. Main Street**

Fax Number: **541-552-2050**

City: **Ashland**

Zip: **97520**

E-mail Address: **harrism@ashland.or.us**

ADOPTION SUBMITTAL REQUIREMENTS

This Form 2 must be received by DLCD no later than 5 days after the ordinance has been signed by the public official designated by the jurisdiction to sign the approved ordinance(s)
per ORS 197.615 and OAR Chapter 660, Division 18

1. This Form 2 must be submitted by local jurisdictions only (not by applicant).
2. When submitting, please print this **Form 2** on light green paper if available.
3. Send this Form 2 and One (1) Complete Paper Copy and One (1) Electronic Digital CD (documents and maps) of the Adopted Amendment to the address in number 6:
4. **Electronic Submittals: Form 2 – Notice of Adoption will not be accepted via email or any electronic or digital format at this time.**
5. The Adopted Materials must include the final decision signed by the official designated by the jurisdiction. The Final Decision must include approved signed ordinance(s), finding(s), exhibit(s), and any map(s).
6. **DLCD Notice of Adoption must be submitted in One (1) Complete Paper Copy and One (1) Electronic Digital CD via United States Postal Service, Common Carrier or Hand Carried to the DLCD Salem Office and stamped with the incoming date stamp.** (for submittal instructions, also see # 5)] **MAIL the PAPER COPY and CD of the Adopted Amendment to:**

**ATTENTION: PLAN AMENDMENT SPECIALIST
DEPARTMENT OF LAND CONSERVATION AND DEVELOPMENT
635 CAPITOL STREET NE, SUITE 150
SALEM, OREGON 97301-2540**

7. Submittal of this Notice of Adoption must include the signed ordinance(s), finding(s), exhibit(s) and any other supplementary information (see ORS 197.615).

**BEFORE THE CITY COUNCIL
CITY OF ASHLAND, JACKSON COUNTY, OREGON**

August 17, 2010

In the Matter of Amendments to the City of Ashland)
Comprehensive Plan, Zoning Map and Land Use) FINDINGS OF FACT AND
Regulations Concerning the Addition of Chapter 18.53) CONCLUSIONS OF LAW
Croman Mill and associated amendments, including six)
Ordinances implementing the Plan)

PURPOSE:

Implement the Croman Mill Site Redevelopment Plan, December 2008.

Implementation is achieved by six distinct ordinances: The first Ordinance amends the Comprehensive Plan to add Croman Mill land use text in Chapter 2 and on the Map Legend, but not to any particular property. This ordinance also adopts the supporting documents (i.e. Croman Study with staff modifications), as a support document to the Comprehensive Plan as well as adopts the Economic Opportunities analysis as support documents to the Comprehensive Plan. The second ordinance amends the Zoning Code to add Croman Mill District 18.53 and Zoning overlays as implementing regulations for the land use designation. Ordinances 3 and 4 amend the Site Design and Use Standards and other Development Code Sections to create specific standards for Croman Mill and for amendments for internal consistency, respectively. After establishing this framework the new comprehensive plan and zoning and overlays are applied to specific properties in Ordinance 5. Ordinance 6 creates priority for LEED buildings.

PUBLIC HEARINGS:

On December 21, 2009, a notice of the Planning Commission and City Council Public Hearings was sent by first class mail to approximately 255 owners of properties located in and within 200 feet of the proposed Croman Mill District boundary. Additionally, on December 21 and 23, 2009, 40 notices were sent to owners of properties that may have the use of the property impacted by the proposed rules in accordance with ORS 227.186. In addition to the required notice information in Ashland Land Use Ordinance (ALUO) 18.108.080 and ORS 227.186, the notices included the project web page address. The project web page includes the proposed Comprehensive Plan, map and ordinance amendments as well as information on the redevelopment planning and public process which resulted in the Croman Mill Site Redevelopment Plan (December 2008). The web page has been updated throughout the public workshop and hearing process with meeting materials as well as the record. Notice was published in The Ashland Daily Tidings on December 31, 2009 prior to the Planning Commission public hearing and on March 24, 2010 prior to the City Council public hearing. Notice was also sent to the Department of Land Conservation and Development on October 6, 2009.

A Public Hearing was held at the Planning Commission on January 12, 2010 and continued to February 9 and February 23. A Public Hearing was held at the City Council on April 6, 2010 and continued to May 4, May 26, June 1, June 15, June 29 and August 3.

REVIEW CRITERIA

The decision of the City Council together with the recommendation by the Planning Commission was based on consideration and findings of consistency with the following factors.

- A. Consistency with City of Ashland Approval Criteria for Zone Changes, Zoning Map Amendments and Comprehensive Plan Map Changes, ALUO 18.108.060.B
- B. Consistency with City of Ashland Comprehensive Plan
- C. Consistency with Oregon land use laws and regulations including specifically Oregon Statewide Planning Goal 9 as implemented by OAR Chapter 660, Division 9
- D. Consistency with Oregon land use laws and regulations including specifically Oregon Statewide Planning Goal 12 as implemented by OAR Chapter 660, Division 12

EVALUATION AND COUNCIL FINDINGS:

- A. *Consistency with City of Ashland Approval Criteria for Zone Changes, Zoning Map Amendments and Comprehensive Plan Map Changes, ALUO 108.108.060.B*

ALUO 18.108.060.B

- 1. *Zone changes, zoning map amendments and comprehensive plan map changes subject to the Type III procedure as described in subsection A of this section may be approved if in compliance with the comprehensive plan and the application demonstrates that one or more of the following:*
 - a. *The change implements a public need, other than the provision of affordable housing, supported by the Comprehensive Plan; or*
 - b. *A substantial change in circumstances has occurred since the existing zoning or Plan designation was proposed, necessitating the need to adjust to the changed circumstances; or*
 - c. *Circumstances relating to the general public welfare exist that require such an action; or*
 - d. *Proposed increases in residential zoning density resulting from a change from one zoning district to another zoning district, will provide 25% of the proposed base density as affordable housing consistent with the approval standards set forth in 18.106.030(G); or*
 - e. *Increases in residential zoning density of four units or greater on commercial, employment or industrial zoned lands (i.e. Residential Overlay), will not negatively impact the City of Ashland's commercial and industrial land supply as required in*

the Comprehensive Plan, and will provide 25% of the proposed base density as affordable housing consistent with the approval standards set forth in 18.106.030(G) The total number of affordable units described in sections D or E shall be determined by rounding down fractional answers to the nearest whole unit. A deed restriction, or similar legal instrument, shall be used to guarantee compliance with affordable criteria for a period of not less than 60 years. Sections D and E do not apply to council initiated actions.

The area within the boundary of the proposed Croman Mill District including the former 64-acre Croman Mill site is primarily zoned M-1 Industrial, with some additional areas of E-1 Employment adjacent to the southern portion of Mistletoe Road and R-1 Single Family on the approximately six-acre ODOT maintenance yard located on Tolman Creek Road. Additionally, the area adjacent to Siskiyou Boulevard and Crowson Road is within the Croman Mill District boundary and in the Ashland urban growth boundary (UGB), but is outside the city limits – this area is designated Employment in the Ashland Comprehensive Plan and is currently zoned Jackson County RR-5 Rural Residential.

The Croman Mill District Comprehensive Plan designation map includes approximately 100 acres. The proposed Croman Mill District includes five zoning overlays. The bulk of the district is the 64-acre Croman Mill site which would be divided between CI Compatible Industrial and OE Office Employment. Office uses area focused in the northern half of the district and manufacturing uses are concentrated in the southern half of the district in an effort to create distinct identities for each area and to maintain freight rail access to the industrial area.

Croman Mill District Gross Acreages in UGB		
	Existing Comprehensive Plan	Current Proposed Zoning Overlays
Industrial	70	30
Employment	23.5	29
Mixed Use	0	16
Neighborhood Center	0	6
Open Space	0	10
Residential (R-1-5)	6.5	0
Total	100	91*

*Approximately 9 acres in the plan area will remain in the M-1 Industrial designation.

The Croman Mill District Zoning Land Use Overlays map includes less acreage because five tax lots in the city limits totaling approximately 9 acres that are included in the Croman Mill District Comprehensive Plan designation are not assigned a Croman Mill District zoning overlay. As a result, the existing M-1 Industrial zoning will remain in place for the five tax lots (391E14AC, tax lots 1000, 1100, 1200 and

1900, 391E14BD tax lot 402). A CM rezone will not be necessary for the M-1 retained properties to develop, however a rezone will be necessary to utilize any of the CM overlays.

The ODOT maintenance yard at the northwest corner of the plan area would be NC Neighborhood Commercial, a mixed-use area including small scale neighborhood commercial uses and residential units. There are two MU Mixed Use areas with one located between Hamilton Creek and Mistletoe Road and the other surrounding the south entrance on Siskiyou Boulevard. These areas are intended as transitions from the existing residential areas to the west and south, and would allow a mix of uses including office, light manufacturing and residential uses. The residential uses in the NC Neighborhood Commercial and MU Mixed Use overlays are limited to upper floors of the buildings. Finally, there is an OS Open Space/Conservation Overlay which includes the areas along Hamilton Creek, the Central Park, and the pond and creek in the southeast portion of the district.

It is important to note that with the exception of the ODOT maintenance yard property on Tolman Creek Road, the proposed Comprehensive Plan and Zoning map changes are not a wholesale change of the plan and zone designations (e.g. a change from an industrial to a residential designation). Instead, the proposed map amendments are a redistribution of the uses allowed under the current M-1 Industrial zoning. The title of the M-1 Industrial zoning is somewhat misleading because the zoning district allows a wide range of commercial and employment uses including offices, retail, personal services, restaurants, nightclubs and bars, theaters, and hotels and motels in addition to those uses typically associated with industrial areas such as manufacturing, processing, assembling, mini-warehouses, outside storage of merchandise and raw materials, junkyard and auto wrecking yards, and concrete or asphalt batch or mixing plants. In short, the M-1 Industrial zoning district includes the uses that are allowed in the C-1 Commercial and E-1 Employment zoning districts.

In the proposed Croman Mill District, professional offices are targeted for the OE Office Employment zone, and manufacturing and assembly is the focus of the CI Compatible Industrial zone, with provisions to allow for some cross-over manufacturing and offices associated with the primary use of the zone. Stores, restaurants and shops of a neighborhood-scale are located in the NC Neighborhood, and allowed throughout the OE Office Employment and CI Compatible Industrial zones at a more limited scale. The MU Mixed Use areas allow both the office and manufacturing and assembly uses. With the exception of the residential uses allowed in the MU Mixed Use zoning overlay, the uses included in the Croman Mill District are allowed under the current M-1 Industrial and E-1 Employment zoning.

In keeping with the Croman Mill Site Redevelopment Plan (2008) project objectives and recommendations, land-intensive uses with low employment densities such as mini-warehouses, junkyard and auto wrecking yards, outdoor storage areas of unrestricted size, hotels and motels, building material sales yards and equipment

storage yards are not permitted in the Compatible Industrial (CI) and Office Employment (OE) overlay zones. Additionally, retail and restaurant uses are limited to relatively small square footages under the proposed zoning, rather than being unrestricted in size or scope as is allowed under the current M-1 Industrial and E-1 Employment zoning.

Accordingly, the Croman Mill Project involves comprehensive plan map changes, zoning map changes and changes to the text of the comprehensive plan and zoning code implicating ALUO 18.108.060.B as noted above. The changes are a refinement of the existing land use and zoning and not wholesale changes. At least one of the criterion is demonstrated by the planning action. Specifically, the Council finds the Comprehensive Plan and Zoning map amendments are necessary to respond to a *substantial change in circumstances* that have occurred since the existing plan and zoning designations were established. A number of factors contributed to the change in circumstances, and the subsequent master planning of the Croman Mill site including the evaluation of the current plan and zone designations, discussed below. The changes are also supported by *public need* and *general welfare* considerations as outlined in the Code.

The Croman Mill Site was established as a lumber and planing mill in 1934, and this use or a similar sawmill use continued on the site until 1996. The "Industrial" designation on City maps has been in place at least since 1966. As late as 1980, the mill was still in full operation with 200 employees working two shifts a day, and it was the largest private employer in Ashland (Kramer, Historic Overview Study, 'Croman Mill Study Area', January 10, 2008). As the timber industry declined in the 1980's and 1990's, lumber mills throughout Oregon closed as did the Croman Corporation operation on the Ashland site in 1996. Since the closure of the mill, the property has remained largely unused except for a temporary asphalt batch plant in 2001, and storage of used concrete and decommissioned equipment. The 2007 Economic Opportunity Analysis (EOA) raised a concern regarding the broad range of activities permitted in the M-1, and the compatibility with the site and surrounding uses. As a result, the EOA recommended preparing a master plan for the site to evaluate appropriate uses and to incorporate sustainable development concepts. Clearly, the end of the mill operations after six decades of use and the property being largely unused and vacant since that time have contributed to the efforts to re-examine the plan area.

In 2001 there was an application to rezone the property for residential purposes, which the City ultimately denied. Subsequent to the City's decision, the 2007 Economic Opportunity Analysis (EOA) identified a need to retain existing employment lands, including the Croman Mill site, within the city limits and UGB to accommodate the forecasted employment through 2027.

In terms of the trends in industrial uses, Ashland has attracted and is expected to continue to attract firms in the specialty manufacturing category which tend have a dedication to environmental issues, sustainable production and concern for the

community such as Dagoba Organic Chocolates, Dream Saks and Plexis Healthcare Systems (Section V: Land Demand and Site Needs in Ashland, EOA, 2007). At the same time, more traditional heavy industrial uses are not occurring in Ashland, and the community established Comprehensive Plan policies which discourage industrial uses that use large amounts of water and/or emit pollutants.

The master planning process was in response to a series of changing circumstances over a decade, and an effort to find opportunities to create a high quality employment center, to address development interests and to incorporate the community's values and goals. The plan area is retained for employment and economic purposes with 59 acres focused on manufacturing and office uses, 16 acres for mixed use with 100 percent manufacturing and office uses required on the ground floor, 10 acres of open space and 6 acres of neighborhood center with a mix of commercial and residential uses. The master plan allows more specificity than a standard zoning district for the plan area, and addresses long-term community goals such as creating family wage jobs, having a well-connected and multi-modal (i.e. pedestrian, bicycles, auto/truck, freight and transit) transportation system, preserving natural features, creating a built environment that respects Ashland's character, making desirable public spaces and incorporating green development standards.

There were a number of issues raised regarding the Comprehensive Plan and Zoning Map changes and the need for the changes during the public hearings. The City Council finds and determines that all substantive issues were adequately addressed by City staff in the numerous staff reports and staff responses, and other materials in the record, whether such responses were made orally at the hearings or provided in written form as set forth in the record. All staff reports, staff materials, and other staff responses are hereby accepted by the City Council and are incorporated herein by this reference.

The Council finds and determines that the proposed comprehensive plan amendments, map amendments, zoning amendments and zoning map amendments comply with the criteria of ALUO 108.108.060.B.

B. Consistency with the Ashland Comprehensive Plan

The Economic Opportunity Analysis (EOA) and Croman Mill Site Redevelopment Plan (December 2008) are being adopted as a supporting documents to the Ashland Comprehensive Plan concurrent with and as part of this action on Croman Mill.

2. The proposed implementation program is consistent with and adequate to carry out goals and policies in the Ashland Comprehensive Plan. The Economic Element of the Ashland Comprehensive Plan was updated in 1991, and includes several goals and policies that establish the latitude to revise and update employment lands designations, as well as

which support the goals and objectives established in the Croman Mill Site Redevelopment Plan.

Chapter VII The Economy

Goal: *To ensure that the local economy increases in its health, and diversifies in the number, type and size of businesses consistent with the local social needs, public service capabilities, and the retention of a high quality environment.*

Policy 1: *The City shall zone and designate within the Plan Map sufficient quantity of lands for commercial and industrial uses to provide for the employment needs of its residents and a portion of rural residents consistent with the population for the urban area.*

Policy 2: *The City shall design the Land Use Ordinance to provide for:*

e) Commercial or employment zones where business and residential uses are mixed. This is especially appropriate as buffers between residential and employment or commercial areas, and in the Downtown.

Policy : *The City shall develop and implement an economic development program which will attempt to increase the number, variety and size of retain, service, and light industrial activity employers in the urban area, with particular emphasis on employers who pay wages at or above the median County wage and employ from 5 to 100 people, or who are locally owned. The City shall work with regional economic development agencies or coordination regional economic development activities.*

Policy 4: *In accordance with the policies VII-2 and VII-2 above, the City shall take such actions as are necessary to ensure that economic development can occur in at timely and efficient manner. Such actions may include the following:*

b) Utilization of available grants and loans to finance the extension of public facilities to lands zoned or planned for commercial or industrial use.

c) Inclusion within the Capital Improvement programs facilities improvement which will help achieve long-range development goals and polices.

Policy 7: *The City is clearly unsuitable for the following types of businesses:*

a) Businesses which use large amounts of water, especially when Ashland's water needs peak.

b) Businesses that emit significant amounts of air pollution.

c) Businesses that create toxic wastes that require specialized disposal techniques not available locally.

d) The City shall include in the Land Use Ordinance specific list of businesses that are prohibited form operations in the City Limits, or specific performance standards that would define uses that are unacceptable because they meet one or more of the above criteria.

The Council finds and determines that the proposed comprehensive plan amendment is internally consistent with the Comprehensive Plan; the CM zoning district, (Chapter 18.53 Croman Mill), and associated district standards and other ordinances changes are consistent with and implement applicable Ashland Comprehensive Plan Goals and Policies.

C. Consistency with Oregon land use laws and regulations including specifically Oregon Statewide Planning Goal 9 as implemented by OAR Chapter 660, Division 9

The City conducted an Economic Opportunity Analysis (EOA) in accordance with OAR 660-009-0015. The EOA was completed in April 2007, and is being adopted as a supporting document to the Ashland Comprehensive Plan as part of this action.

OAR 660-009-0010(4) requires that post-acknowledgement plan amendments which change land areas over two acres from “an industrial use designation to a non-industrial use designation, or an other employment use designation to any other use designation” are consistent with the most recent economic opportunities analysis and acknowledged comprehensive plans. Industrial use is defined in OAR 660-009-0005(3) as “means employment activities generating income from the production, handling or distribution of goods. Industrial uses include, but are not limited to: manufacturing; assembly; fabrication; processing; storage; logistics; warehousing; importation; distribution and transshipment; and research and development. Industrial uses may have unique land, infrastructure, energy, and transportation requirements. Industrial uses may have external impacts on surrounding uses and may cluster in traditional or new industrial areas where they are segregated from other non-industrial activities.” Other employment use is defined in OAR 660-009-0005(6) as “means all non-industrial employment activities including the widest range of retail, wholesale, service, non-profit, business headquarters, administrative and governmental employment activities that are accommodated in retail, office and flexible building types. Other employment uses also include employment activities of an entity or organization that serves the medical, educational, social service, recreation and security needs of the community typically in large buildings or multi-building campuses.”

The Croman Mill District includes five zoning overlays – Compatible Industrial (CI), Office Employment (OE), Mixed Use (MU), Neighborhood Center (NC) and Open Space (OS). OAR 660-009-0010(4) does not apply to the six acres in the NC overlay because the current plan designation is Single-Family Residential, and the zoning of this portion of the plan area is R-1 Residential. OAR 660-009-0010(4) potentially applies to the 85 acres which is currently included in the Industrial plan designation/M-1 Industrial zoning district and the Employment plan designation/E-1 Employment zoning district. Approximately 59 acres is proposed to be divided between the CI and OE zoning overlays, while 16 acres would be in the MU overlay and 10 acres would be in OS (see table on page 3).

OAR 660-009-0010(4) does not clearly apply to the amendments to the City of Ashland Comprehensive Plan, Zoning Map and Land Use Regulations concerning the addition of Chapter 18.53 Croman Mill because the existing M-1 Industrial and E-1 Employment designations do not satisfy the definition for “industrial uses” or “other employment uses”

in OAR 660-009-0005. Chapter 18.52 M-1 Industrial District and Chapter 18.40 E-1 Employment Districts permit both "industrial uses" and "other employment uses" as defined in OAR 660-009-005. Accordingly, the proposed Chapter 18.53 Croman Mill district also includes "industrial uses" and "other employment uses." Thus, the change in designations is from a hybrid industrial/employment designation (i.e. M-1 and E-1) to a hybrid industrial/employment designation (i.e. CI, OE and MU). A more detailed explanation of the change in designations by acreage follows.

Approximately 70 acres of M-1 Industrial zoned land is in the Croman Mill Plan designation, and 61 of those acres are proposed to be changed to Compatible Industrial (CI), Office Employment (OE) and Mixed Use (MU). In accordance with ALUO Chapter 18.52 M-1 Industrial District, permitted uses include "industrial uses" such as manufacturing, processing, assembling, research, wholesale or storage uses, as well as "other employment uses" including offices, retail, restaurants, theaters, hotels and motels, nightclubs and bars.

Approximately 23.5 acres of E-1 Industrial zoned land is in the Croman Mill Plan area, and is proposed to be changed to CI, OE and MU. In accordance with ALUO Chapter 18.40 E-1 Employment District, permitted uses include "industrial uses" such as light manufacturing, manufacture of electric, electronic or optical instruments and devices, research establishments and manufacture of pharmaceutical and similar items, as well as "other employment uses" including offices, retail and restaurants.

The permitted uses in the CI overlay are focused on "industrial uses." The CI overlay in the Croman Mill District permits outright manufacturing, assembly, fabrication and packaging, and administrative or research and development establishments. As a result, the land uses in the CI overlay are focused more in the industrial use classification compared to the permitted uses in the M-1 Industrial zoning. Additionally, retail and restaurants are special permitted uses in the CI overlay, are limited to a maximum of 15% of the gross floor area. In contrast, retail and restaurants without any size limitations are permitted uses under the current M-1 Industrial zoning. Similarly, offices are limited to 50 percent of the ground floor area in the CI overlay, whereas offices of any size are permitted uses in the M-1 Industrial zoning district.

The permitted uses in the OE overlay are focused on professional offices, and administrative or research and development establishments. As in the CI overlay, retail and restaurants are special permitted uses limited to a maximum of 15% of the gross floor area. Additionally, manufacturing, assembly, fabrication or packaging is a special permitted use that is limited in size to 50 percent of the ground floor area. The MU overlay allows manufacturing, professional offices and research and development establishments as permitted uses. Residential uses are special permitted uses, and are limited to the upper floors of buildings. The MU overlay is located on the western and southern periphery of the plan area, and is intended to provide a transition from the adjacent residential neighborhoods to the more intense industrial and employment uses in the interior of the site.

Despite that OAR 660-009-0010(4) is not clearly applicable to the amendments to the City of Ashland Comprehensive Plan, Zoning Map and Land Use Regulations concerning the addition of Chapter 18.53 Croman Mill, the Council finds that the proposed amendments are consistent with the most recent EOA. Similarly, the March 31, 2010 letter from John Renz, Department of Land Conservation and Development states that “the department does not see any conflict between the proposed Economic Opportunities Analysis (EOA) and the proposed Croman Mill Site Plan.”

The need to develop a master plan for the Croman Mill site is identified in the EOA. The EOA recommends that the city “plan for industrial uses that are compatible with the City’s economic development objectives.” Additionally, the following excerpts concerning the Croman Mill site are from the EOA.

“The Croman site is presently zoned M-1: the M-1 zone permits a broad range of industrial activities – some of which, in our opinion, are not compatible with the site and surrounding uses. The City should considerer preparing a masterplan for the site that evaluates appropriate uses and incorporates sustainable development concepts. One option is to develop an ‘eco-industrial park.’” (p II)

“The City should designate at least one site from a master planned industrial park. The Croman Mill Site is the largest industrial site in Ashland. The site is largely vacant and is getting pressure for housing and associated retail uses. The employment forecast, however, is for 600 to 700 industrial jobs. Most of these will be in specialty manufacturing and other light industries. Ashland will have difficulty accommodating this employment if it does not have an industrial land base. The Croman site is approximately 70 acres; it is unlikely that any individual user would require more than five acres. Many will need less than one acre.” (p 5-12)

The EOA identifies potential growth industries and the characteristics of Ashland that will affect the types of businesses most likely to locate in the city. The EOA identifies industry clusters that will likely grow in Ashland including: Accommodations and Food Services; Retail; Health and Social Assistance; Arts, Entertainment and Recreation; Information; Professional, Scientific and Technical Services; and Specialty Manufacturing (p5-2). The high quality of life, and proximity to Interstate 5 and to other cities in Jackson County are identified as characteristics that will be important in attracting industries (p3-2). The EOA goes on to identify types of businesses most likely to locate in Ashland based on the characteristics of the community, and several of these growth industries are addressed by the Croman Mill plan including: 1) professional services that need access to educated workers (e.g. software, design, engineering, research); 2) small food processing firms, especially firms specializing in organic or natural foods; and 3) small scale manufacturing firms with 50 or less employees (e.g. high-tech electronics, recreational equipment, furniture manufacturing, specialty apparel and other specialty firms) (p 3-2). The Croman Mill Plan includes an Office Employment (OE) zoning overlay to address professional

service uses and a Compatible Industrial (CI) zoning overlay to address small food processing and small scale manufacturing firms. Additionally, the Croman Mill plan is designed to provide a high-quality setting by including a walkable employment center with opportunities for small-scale restaurants and services serving the work force integrated into the plan area, as well as a central park and trails, and pedestrian, bike and transit facilities and connections to and through the development.

The EOA includes a list of site needs for firms in the potential growth industries (pp 5-9 – 5-11). Many of the site attributes are standard for employment development including flat sites, access to roads, and access to fiber optics and telephone. However, several site attributes are connected to the high quality of life characteristic including pedestrian and bicycle facilities and land use buffers. Specifically, the report says “The ability for workers to access amenities and support services such as retail, banking and recreation areas by foot or bike is increasingly important to employers, particularly those with high-wage professional jobs. The need for safe and efficient bicycle and pedestrian networks will prove their importance overtime as support services and neighborhoods are developed adjacent to employment centers.” The Croman Mill plan includes a street network and street design standards which include sidewalks with landscape buffers, and bike lanes on the primary street to address pedestrian and bike travel throughout the development. Additionally, the Croman Mill plan includes the extension of the Central Ashland Bike Path adjacent to the railroad right-of-way from Tolman Creek Road to Crowson Road. The Central Ashland Bike Path is an off-road multi-use path providing pedestrian and bicycle access in a northwest to southeast direction through Ashland following the railroad right-of-way. Currently the path is in place from Sixth Street to Tolman Creek Road, and it provides a quick and safe way to travel through the city. Finally, a multi-use path is included in the plan along Hamilton Creek which would provide a north-south connection from the plan area to Siskiyou Boulevard, as well as a east-west connection to the adjacent Tolman Creek Road neighborhood.

In regards to land use buffers, the EOA says:

...many Industrial areas have operational characteristics that do not blend as well with residential land uses as they do with Office and Commercial areas. Generally, as the function of industrial use intensifies (e.g. heavy manufacturing) so to does the importance of buffering to mitigate impacts of noise, odors, traffic and 24-hour 7-day week operations. Adequate buffers may consist of vegetation, landscaped swales, roadways, and public use parks/recreation areas. Depending upon the industrial use and site topography, site buffers range from approximately 50 to 100 feet. Selected commercial office, retail, lodging and mixed-use (e.g. apartments or office over retail) activities are becoming acceptable adjacent uses to light industrial areas.

The Croman Plan includes two areas designated in the Mixed Use (MU) zoning overlay - an approximately 4.5 acre area between Mistletoe Road and Hamilton Creek, and the southern part of the Croman Mill plan area at approximately 11.5 acres situated between

the city limits, Siskiyou Boulevard and Crowson Road. The MU zoning overlay allows office and compatible industrial uses on the ground floor. The upper floors of the buildings can be used for the office and industrial uses, as well as residential uses. The two MU areas are intended as transitions from the existing residential areas to the west and south to the more intense interior of the Croman Mill plan area. The two MU areas are more physically constrained than the remainder of the plan area because of the presence of creeks (i.e. Hamilton and Golf Course creeks), wetlands and steeper slopes. This combination the smaller size parcels and having physical constrained parcels makes the areas to be more likely to developed with buildings of a smaller footprint and size. The Council finds the small parcel sizes and physical constrains of the land combined with the proximity to adjacent residential neighborhoods makes the two MU areas good candidates for land use buffers as described in the EOA.

The EOA provides a comparison of land supply and need for Ashland (p 6-1). The City has 155.1 net acres in the Ashland UGB, and the report identifies a need for 161 net acres for the twenty year planning period of 2006-2027. The Council finds the Croman Mill plan is consistent with the EOA by retaining non-residentially designated lands in the plan area in office and light industrial zoning overlay designations for job creation purposes. Additionally, approximately six acres of residential designated land currently used for the Oregon Department of Transportation (ODOT) maintenance yard is rezoned in a Neighborhood Commercial (NC) zoning overlay which provides opportunities for small-scale commercial uses that could contribute to job creation.

The were issues raised regarding the consistency of the Croman Mill Plan with the EOA during the public hearings. The City Council finds and determines that all substantive issues were adequately addressed by City staff in the numerous staff reports and staff responses, and other materials in the record, whether such responses were made orally at the hearings or provided in written form as set forth in the record. All staff reports, staff materials, and other staff responses are hereby accepted by the City Council and are incorporated herein by this reference.

The Council finds and determines that the proposed amendments are consistent with the most recent EOA.

D. Consistency with Oregon land use laws and regulations including specifically Oregon Statewide Planning Goal 12 as implemented by OAR Chapter 660, Division 12

The Croman Mill plan proposes a redistribution of the permitted industrial (M-1) and employment (E-1) uses on 85 of the 100 acres in the plan area. Two distinct zones are established, one for compatible industrial (CI) uses and another for office (OE) uses, whereas light industrial and offices are permitted throughout the M-1 and E-1 zoning districts currently. The title of the M-1 Industrial zoning is somewhat misleading because the zoning district allows a wide range of commercial and employment uses including offices, retail, personal services, restaurants, nightclubs and bars, theaters, and hotels and motels in addition to those uses typically associated with industrial areas such as

manufacturing, processing, assembling, mini-warehouses, outside storage of merchandise and raw materials, junkyard and auto wrecking yards, and concrete or asphalt batch or mixing plants. The E-1 Employment zoning district is also a hybrid industrial/other employment designation in that it allows many of the same uses as the M-1 Industrial district including offices, retail, nightclubs and bars, theaters, and hotels and motels in addition to light manufacturing uses.

In keeping with the Croman Mill Site Redevelopment Plan (2008) project objectives and recommendations, land-intensive uses with low employment densities such as mini-warehouses, junkyard and auto wrecking yards, outdoor storage areas of unrestricted size, hotels and motels, building material sales yards and equipment storage yards are not permitted in the proposed Compatible Industrial (CI) and Office Employment(OE) overlay zones. Additionally, retail and restaurant uses are limited to relatively small square footages under the proposed zoning, rather than being unrestricted in size or scope as is allowed under the current M-1 Industrial and E-1 Employment zoning.

In total, less than 25 percent of the plan area (i.e. 22 of 100 acres) is truly undergoing a change in the Comprehensive Plan and zoning district designations by increasing or adding residentially density. The land uses that are different from the Ashland Comprehensive Plan are the change from a single-family residential designation to the Croman Mill - Neighborhood Commercial (NC) designation for the Oregon Department of Transportation (ODOT) maintenance yard property located at 706 Tolman Creek Road (6 acres), and the change from employment and industrial designations for the two Mixed Use (MU) areas on the western and southern perimeters of the plan area (16 acres). The Neighborhood Commercial (NC) zoning overlay permits neighborhood scale commercial uses and base densities of 30 units per acre, whereas the single-family residential designation is limited to residential uses at base densities of 4.5 units per acre with schools, parks, home occupations, churches, hospitals recreational uses and group homes as other allowed uses. The Mixed Use (MU) zoning overlay allows office and compatible industrial uses, with a provision for residential units at a base density of 15 units per acre on the upper stories of buildings. The allowance for residential units in MU zoning overlay is the primary change from the current industrial and employment designations.

Goal 12 is implemented through the Transportation Planning Rule (TPR), as defined in Oregon Administrative Rule OAR 660-012-0000, et seq. The TPR (OAR 660-012-0060) states that when land use changes, including amendments to acknowledged comprehensive plans, significantly affect an existing or planned transportation facility the local government shall put in place measures to assure that the allowed land uses are consistent with the identified function, capacity and performance standards (level of service, volume to capacity ratio, etc.) of the facility.

Accordingly, OAR 660-012-0060 requires local jurisdictions to make an assessment of transportation impacts when plan and land use regulation amendments are proposed. While the Croman Mill Plan is far from a wholesale change of the existing Ashland Comprehensive Plan designations and zoning districts, an assessment of significant affect

is included to address the requirements of OAR 660-012-0060. It is important to note that regardless of whether a master plan is adopted for the Croman Mill site, the build out of the Croman Mill site under the current zoning requires a significant investment in public infrastructure to construct the facilities necessary to accommodate future employment in the area.

Transportation impacts of the redevelopment of the Croman Mill site have been evaluated and considered since the planning process began in 2008. A transportation analysis report was completed in January 2, 2009 in conjunction with the Croman Mill Site Redevelopment Plan, and both documents are included in the record. Additionally, key personnel from local and state transportation agencies such as Oregon Department of Transportation (ODOT), Rogue Valley Transportation District (RVTD) and Ashland Public Works Department were involved in key participant meetings for the redevelopment plan process in January and March 2008. A transportation analysis report was updated in May 2010 to supplement the original transportation analysis, and is included in the record. The updated report includes an analysis and traffic projections for Alternative F to reflect the hybrid industrial and office employment land use pattern that was included in the final draft of the redevelopment plan. Additionally, the report examines the use of Mistletoe Road as a permanent main access to the redeveloped site, as well as the impact on future traffic movement if a street crossing is provided from the plan area to Washington Avenue to the north.

Based on the potential trip generation of the proposed land uses compared to the approved land uses, there may be the potential for a significant affect on the surrounding transportation network. Table 1 summarizes the potential trip generation for the proposed redevelopment in comparison to the adopted (No-build) land uses.

Table 1: Trip Generation Comparison of No-build (adopted) and Build (proposed) Land Uses

		No-Build/Adopted	Build/Proposed
AM Peak Hour Trips	In	735	1,651
	Out	165	285
	Total	900	1,936
PM Peak Hour Trips	In	180	422
	Out	775	1,460
	Total	950	1,881
Daily Trips		10,135	12,776

The OAR is directed at maintaining a balance between land uses allowed (or adopted) in a comprehensive plan and zoning, and the transportation system that supports those land uses. Where a proposed change from the adopted comprehensive plan, typically called a land use amendment, would “significantly affect” an existing or planned transportation facility, a local government must put in place measures to assure that the land uses being proposed are consistent with the identified function, capacity and performance standards of the surrounding transportation network. The planning rule identifies that a “significant

affect” would be determined by meeting one of the following three key elements. The following outlines these key elements and indicates whether the proposed project would have a significant affect or not.

1. Change the functional classification of an existing or planned transportation facility (exclusive of correction of map errors in an adopted plan).

It is not the intent of the Croman Mill District plan to request the change of any of the functional classifications on the surrounding roadway network as adopted in the current Ashland Comprehensive Plan Transportation Element (1996) and Ashland Transportation System Plan (1998).

2. Change standards implementing a functional classification system.

It is not the intent of the Croman Mill District plan to implement any improvements within the transportation infrastructure that would be beyond the design standards for the adopted functional classification of roadways in the adopted City of Ashland Transportation System Plan (TSP). There are improvements identified at spot locations (intersections), but those types of improvements are within the functional classification of roadways.

3. As measured by the end of the planning period identified in the adopted transportation system plan:

a. Allow land uses or levels of development that would result in types of levels of travel or access that are inconsistent with the functional classification of an existing or planned transportation facility.

The land uses included in the Croman Mill District will result in the types of travel and operation of streets within the roadway system consistent with the functional classifications included in the current Ashland Comprehensive Plan Transportation Element (1996), Ashland Transportation System Plan (1998) and Ashland Street Standards Handbook (1999). The Ashland TSP (p 5-7).states:

Volumes indicated are not intended to be absolute maximums or minimums. The function of the street with the roadway system, and the types and intensities of land use along their routes are other important factors contributing toward their appropriate designation.

The Ashland Street Standards Handbook (p 19) provides further clarification:

When determining how to classify a new street for the purpose of design, careful attention should be given to considering the street as a whole in the context of the neighborhood, of the underlying zoning and land uses, and the future amount of traffic rather than strict adherence to using projected average daily traffic (ADT)

figures alone. Care must be taken not to focus on efficiency and worst case scenarios. The end goal should be to balance creating a notable, livable, functional street for the neighborhood, and provide a variety of transportation options for residents.

Ashland Street and Siskiyou Boulevard are classified as Boulevards, and Tolman Creek Road and Mistletoe Road are classified as Avenues. It is the intent of the Croman Mill District plan for the boulevards and avenues which the previous analysis shows will be impacted by the redevelopment of the plan area to continue to operate with the definitions of the functional classifications included in the Ashland Comprehensive Plan Transportation Element and Ashland Street Standards Handbook.

The Ashland Comprehensive Plan, Ashland TSP and Ashland Street Standards Handbook include an average daily traffic for Boulevards of 8,000 to 30,000 trips per day, and for Avenues 3,000 to 10,000 trips per day. The following definitions of a Boulevard and Avenue are included in the Ashland Street Standards Handbook.

“Boulevards are major thoroughfares filled with both human and vehicular activity. Design should provide an environment where walking, bicycling, using transit and driving are equally convenient and should facilitate the boulevard’s uses as a public space. Design should start with the assumption that the busy nature of a boulevard is a positive factor and incorporate it to enhance the streetscape and setting. A 2-lane, 3-lane or 5-lane configuration can be used depending on the number of trips generated by surround existing and figure land uses.”

“Avenues provide concentrated pedestrian, bicycle, transit and motor vehicle access from neighborhoods to neighborhood activity centers and boulevards. Avenues are similar to boulevards, but are design on a smaller scale. Design should provide an environment where walking, bicycling, using transit and driving are equally convenient and should facilitate the avenue’s use as a public space. A 2-lane or 3-lane configuration can be used depending on the number of trips generated by surrounding existing and future land uses.”

Previous analysis for the 20 year planning horizon has indicated that at approximately 50% of the proposed development, Tolman Creek Road north of Mistletoe Road and Mistletoe Road itself (also referred to as the Central Boulevard in the plan) should be upgraded/improved to contain a center turn lane, so the overall cross section of the roadway(s) would be a three lane facility. Based on the design standards found in the Ashland Street Standards Handbook, this type of cross section could be classified as an Avenue functional classification. The Ashland TSP does indicate capacity improvements for Tolman Creek Road in this location, and an improvement of upgrading Mistletoe Road to an urban street standard (Chapter 9: Needed Transportation Improvements, Ashland TSP, 1998). Ashland Street and Siskiyou Boulevard are anticipated to remain in the current configurations.

There are several additional factors worth noting. The transportation analysis and transportation analysis update completed for the redevelopment plan use standard assumptions and methodologies to generate future land use scenarios and associated trip generation and distribution. Specifically, the transportation analysis uses a worst-case approach in that it assumes all but two percent of trips will be made by motor vehicles. In contrast, Ashland has long-standing Comprehensive Plan and TSP goals and policies emphasizing non-automotive means of travel, and therefore concentrated on developing the city in a pedestrian-oriented compact urban form as well as building a multi-modal transportation system including sidewalks, bicycle and transit facilities. In keeping with the City's goals and policies, the Croman Mill District plan includes links to existing pedestrian, bicycle and transit facilities (e.g. Central Ashland Bike Path extension), as well as incorporating both on-street and off-street pedestrian and bike facilities, as well as provisions for bus tops and commuter rail within the plan area. While current methodologies to estimate trip generation do not incorporate non-automotive trips, it is the intent of the Croman Mill District to create a land use pattern and complimentary transportation system that will replace vehicle trips with pedestrian, bicycle and transit trips. As a result, the ultimate impact on the vehicular facilities including streets and intersections should be less than presented in the transportation analysis and transportation analysis update.

Also worth noting is the City is beginning the process of updating the Ashland TSP. Necessary system improvements will be carried over into the updated TSP, as well as measures for off-setting vehicular trips with pedestrian, bicycle and transit travel. The update of the Ashland TSP is targeted for completion in January of 2012.

- b. *Reduce the performance of an existing or planned transportation facility below the minimum acceptable performance standard identified in the TSP or comprehensive plan; or*
- c. *Worsen the performance of an existing or planned transportation facility that is otherwise projected to perform below the minimum acceptable performance standard identified in the TSP or Comprehensive Plan.*

Previous analysis has evaluated the potential traffic operations at study area intersections comparing both the No-build and Build land uses. Table 2 summarizes the unmitigated (existing geometry) operations at these intersections.

Table 2: Unmitigated 2030 Study Area PM Peak Hour Operations

Intersection	Mobility	No-Build			Build		
	Standard	Delay	LOS	V/C	Delay	LOS	V/C
Hwy 66 (Ashland St)/I-5 Northbound Ramps	V/C 0.85	> 80.0	F	> 1.0	> 80.0	F	> 1.0
Hwy 66 (Ashland St)/I-5 Southbound Ramps	V/C 0.85	72.7	F	> 1.0	> 80.0	F	> 1.0
Hwy 66 (Ashland St)/Washington St	V/C 0.90	> 80.0	F	> 1.0	> 80.0	F	> 1.0
Hwy 66 (Ashland St)/Tolman Creek Rd	V/C 0.90	47.6	D	0.96	60.3	E	> 1.0
Tolman Creek Rd/Mistletoe Road	LOS D	23.7	C	0.25	> 80.0	F	0.68

Hwy 99 (Siskiyou Blvd)/Tolman Creek Rd	V/C 0.90	> 80.0	F	0.96	> 80.0	F	> 1.0
Hwy 99 (Siskiyou Blvd)/Mistletoe Mill Rd	V/C 0.90	14.5	B	0.23	51.8	F	0.50
Hwy 99 (Siskiyou Blvd)/Crowson Rd	V/C 0.80	11.1	B	0.10	11.4	B	0.11

Based on the unmitigated traffic operational results, it would indicate that the proposed land use has potential impacts beyond those experienced under the No-build condition at three intersections: Ashland Street/Tolman Creek Road, Tolman Creek Road/Mistletoe Road, and Siskiyou Boulevard/Tolman Creek Road. All of these potential impacts occur on Tolman Creek Road.

Mitigation alternatives were developed for all intersections where impacts were greater than expected under the No-build condition, as well as what improvements would be necessary to reach jurisdictional standard (either V/C ratio for ODOT facilities, or level-of-service for City facilities). These mitigation alternatives added turn pockets or signals to existing intersections and were able to meet the jurisdictional standard. These types of improvements have been identified in the Ashland TSP through calling out adding travel lanes to meet projected long term vehicle demand (along Tolman Creek Road from the Siskiyou Boulevard to E. Main Street), and upgrade to Boulevard standard and capacity improvements on Ashland Street (from UPRR west to Interstate 5). In addition, Mistletoe Road has been identified in the TSP as an improvement to upgrade to an urban street standard. Finally, a traffic signal at Siskiyou Boulevard/Tolman Creek Road has been identified as an improvement in the TSP.

Using these parameters, the development would not have a significant effect because improvements have been identified in the TSP that allow for adequate intersection operations to meet jurisdictional standard through turn lanes and signalization.

There were transportation issues raised during the public hearings. The City Council finds and determines that all substantive issues were adequately addressed by City staff in the numerous staff reports and staff responses, and other materials in the record, whether such responses were made orally at the hearings or provided in written form as set forth in the record. All staff reports, staff materials, and other staff responses are hereby accepted by the City Council and are incorporated herein by this reference.

The Council finds and determines that the proposed amendments are consistent with the TPR.

OVERALL COUNCIL CONCLUSIONS

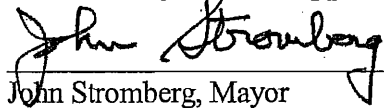
The City Council finds and determines the approval criteria for this decision have been fully met, based on the detailed findings set forth herein, the detailed findings and analysis of the Planning Commission, the detailed findings and analysis set forth in the Croman Mill supporting documents, the Economic Opportunities Analysis supporting documents together with all staff reports, addenda and supporting materials in the whole record. Specifically the Council finds that the proposed amendments are consistent with City of Ashland Approval Criteria for Zone Changes, Zoning Map Amendments and

Comprehensive Plan Map Changes set forth in ALUO 18.108.060.B. The Council finds that the proposed amendments are consistent with the City of Ashland Comprehensive Plan. The Council finds and determines that the proposed amendments are consistent Oregon land use laws and regulations including specifically Oregon Statewide Planning Goal 9 as implemented by OAR Chapter 660, Division 9. Finally the Council finds and determines that the proposed amendments are consistent with Oregon land use laws and regulations including specifically Oregon Statewide Planning Goal 12 as implemented by OAR Chapter 660, Division 12.


Accordingly, based on the above Findings of Fact and Conclusions of Law, and based upon the evidence in the whole record, the City Council hereby APPROVES the ADOPTION of the following amendments to the Ashland Land Use Ordinance and Ashland Comprehensive Plan as reflected in six distinct ordinances:

- The Ashland Comprehensive Plan is amended to add the Croman Mill Plan designation to Chapter II Introduction and Definitions, and to adopt The City of Ashland: Economic Opportunity Analysis and Croman Mill Site Redevelopment Plan as supporting documents.
- The Ashland Comprehensive Plan map is amended to include the Croman Mill District designation, and the Ashland Zoning map is amended to include the Croman Mill District comprised of five zoning overlays.
- Chapter 18.53 Croman Mill is added to the Ashland Land Use Ordinance.
- Section VIII Croman Mill District Standards is added to the Site Design and Use Standards in ALUO Chapter 18.72 Site Design Review.
- ALUO Chapter 18 is amended to provide consistency with the new Chapter 18.53 Croman Mill.
- Ashland Municipal Code (AMC) Chapter 15 is amended to provide priority plan check for LEED certified buildings.

Ashland City Council Approval




John Stromberg, Mayor

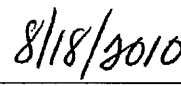


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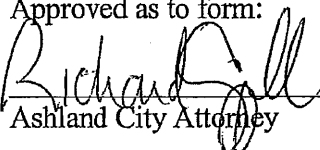
Signature authorized and approved by the full Council this 17th day of August, 2010

Attest:



Barbara Christensen, City Recorder



Date

Approved as to form:


Ashland City Attorney



Date

Council Communication

**Second Reading of Ordinances Adopting
Chapter 18.53 Croman Mill and Related Ordinance, Ashland Comprehensive
Plan, and Comprehensive Plan and Zoning Map Amendments**

Meeting Date:	August 17, 2010	Primary Staff Contact:	Bill Molnar
Department:	Community Development	E-Mail:	molnarb@ashland.or.us
Secondary Dept.:	None	Secondary Contact:	Maria Harris
Approval:	Martha Bennett	Estimated Time:	30 minutes

Question:

Will the City Council approve the second reading of the ordinances adopting Chapter 18.53 Croman Mill and related ordinance, Ashland Comprehensive Plan, and Comprehensive Plan and Zoning map amendments, and the findings of fact to accompany the amendments?

Staff Recommendation:

Staff recommends approval of second reading of the ordinances adopting Chapter 18.53 Croman Mill and related ordinance, Ashland Comprehensive Plan, and Comprehensive Plan and Zoning map amendments, and approval of the findings of fact to accompany the amendments.

Background:

At the August 3, 2010 meeting, the Council completed first reading of ordinances implementing the Croman Mill Site Redevelopment Plan (2008), and scheduled second reading for August 17.

The revisions the Council made over the course of the deliberations at the May 26, June 1, June 29 and August 3 meetings are detailed below. The Council's revisions as well as minor editing corrections have been incorporated to the attached ordinances for second reading. The final item attached to the Council Communication is the findings document which accompanies the packet of amendments sent to the Oregon Department of Land Conservation and Development, and addresses the applicable Statewide Planning Goals as well as related Oregon Administrative Rule requirements.

The Croman Mill Site Redevelopment Plan and the Economic Opportunity Analysis (EOA) are available on-line at www.ashland.or.us/croman or in the City Administration office. Since the Council previously received the redevelopment plan and the EOA and the documents have not been changed, they were not photocopied for this packet. The record for the planning action is located on the project web site www.ashland.or.us/croman at http://ashland.or.us/files/2010-05-04_CromanMill_PAREcord_web.pdf.

Revisions

1. Change in Land Use Overlay (18.53.020.B.1.a.1)

At the June 1 meeting, the Council directed staff to revise Chapter 18.53 to limit changes in land use overlays to Compatible Industrial (CI) or Office Employment (OE). The following revision was made to the attached ordinance to address this item.



1. **Major and Minor Amendments.**

a. Major amendments are those which result in any of the following:

- (1) A change in the land use overlay to CI Compatible Industrial or OE Office Employment.
- (2) A modification to the street layout plan that necessitates a street or other transportation facility to be eliminated.
- (3) A change not specifically listed under the major and minor amendment definitions.

2. **Limited Stores, Restaurants and Shops; Child or Day Care Facilities; and Ancillary Employee Services (18.53.040.B.3)**

At the August 3 meeting, the Council directed staff to revise the size allowed for several of the special permitted uses. The following revision was made to the attached ordinance to address this item.

3. **Limited Stores, Restaurants and Shops; Child or Day Care Facilities; and Ancillary Employee Services.**

- a. In the CI Compatible Industrial, MU Mixed Use and OE Office Employment overlays, a maximum of 15 percent of the gross floor area in a building may be used for any or a combination of the following special permitted uses when the standards in this section are met: limited stores, restaurants and shops; child or day care facilities; and ancillary employee services.
- b. Limited Stores, Restaurants and Shops: In the MU Mixed Use overlay, the floor area shall be limited to retail uses in conjunction with a permitted use.
- c. Child or Day Care Facilities: Primary program activities are integrated into the interior of the building.
- d. Ancillary Employee Services: Developments may include ancillary employee services such as cafeterias, fitness areas, or other supportive services generally intended to support the needs of employees when the following standards are met.
 - i. The use is integrated into the interior of the building.
 - ii. The ancillary employee services shall be in conjunction with a permitted or special permitted use on the property.

3. **Change to Area Allocation for Special Permitted Use (18.53.020.B.1.b) and Minor Amendment Type I Procedure (18.53.020.B.3)**

At the August 3 meeting, the Council directed staff to add changes to area allocations for special permitted uses to the list of Minor Amendments in 18.53.020.B.1.b. In addition, staff recommends providing more specificity to the language regarding approval of a minor amendment. The following revisions were made to the attached ordinance to address these items.

18.53.020.B.1

b. Minor amendments are those which result in any of the following:

- (1) A change in the Plan layout that requires a street, access way, multi-use path or other transportation facility to be shifted more than 25 feet in any direction, as long as the change maintains the connectivity established by the Croman Mill District Plan.
- (2) Changes related to street trees, street furniture, fencing or signage.



- (3) A change in the design of a street in a manner inconsistent with the Croman Mill District Standards.
- (4) A modification of a driveway access location in a manner inconsistent with the Croman Mill District Standards.
- (5) A site layout, landscaping or building design which is inconsistent with the Croman Mill District Standards.
- (6) A change to an area allocation for special permitted uses in section 18.53.040.B.**
- (6) ~~(7)~~ A change in a dimensional standard requirement in section 18.53.06~~50~~, but not including height and residential density.

18.53.020.B

3. Minor Amendment Type I Procedure

A minor amendment to the Croman Mill District Plan is subject to an administrative decision under the Type I Procedure. Minor amendments shall not be subject to the Administrative Variance from Site Design and Use Standards of Chapter 18.72. A minor amendment may be approved upon finding that granting the approval will result in a development design that equally or better achieves the stated purpose **of this chapter, and objectives of specific Croman Mill District Standards, and guiding principles of the district Croman Mill Site Redevelopment Plan.**

4. Limited Outdoor Storage (18.53.040.B.9)

At the June 29 meeting, the Council directed staff to increase the area that can be used for Limited Outdoor Storage to be a maximum of “2,500 sq. ft. in the CI overlay, or 50 percent of the ground floor area of the building housing the associated permitted or special permitted use, whichever is **less greater.**” The following revision was made to the attached ordinance to address these items.

9. Limited Outdoor Storage.

Limited outdoor storage associated with a permitted or special permitted use when the following standards are met.

- a. The maximum area dedicated to outdoor storage shall be 1,000 sq. ft. in the OE and MU overlay; and 2,500 sq. ft. in the CI overlay, or 50 percent of the ground floor area of the building housing the associated permitted or special permitted use, whichever is **less greater.**
- b. The outdoor storage shall be located behind or on the side of buildings, and shall be located so the outdoor storage is the least visible from the street that is reasonable given the layout of the site.
- c. The outdoor storage shall be screened from view by placement of a solid wood or metal fence, or a masonry wall from five to eight feet in height. ~~All outdoor storage materials shall be contained within the refuse area.~~
- d. The associated permitted use shall obtain a minimum of 50% of the employment density targets for the Croman Mill District.



5. Type I Planning Approvals (18.108.040)

At the June 1 meeting, the Council directed staff to modify the Type I Planning Approval procedure to allow Type I approval of Site Review for buildings up to 15,000 square feet in size in the Croman Mill District. The following revision was made to the attached ordinance to address these items.

18.108.040 Type I Procedure.

- A. Actions Included. The following planning actions shall be subject to the Type I Procedure:
1. Site Design Review. The following developments that are subject to the Site Design Review Standards outlined in 18.72 shall follow the Type I permit procedures.
 - a. Downtown Design Standards Zone. Any development which is less than 2,500 square feet or ten percent of the building's square footage, whichever is less.
 - b. Detail Site Review. Any development in the Detail Site Review Zone, as defined in the Site Review Standards adopted pursuant Chapter 18.72, which is less than 10,000 square feet in gross floor area.
 - c. Commercial, Industrial and Non-residential Uses
 - i. All new structures, additions or expansions in C-1, E-1, HC and M zones, not within the Downtown Design Standards zone, that do not require new building area in excess of 20% of an existing building's square footage or 10,000 square feet of gross floor area, whichever is less.
 - ii. All new structures or additions less than 15,000 square feet of gross floor area in the CM zoning district.**
 - iii. Expansion of impervious surface area in excess of 10% of the area of the site or 1,000 square feet, whichever is less
 - iv. Expansion of parking lots, relocation of parking spaces on a site, or other changes which alters circulation affecting adjacent property or public right-of-way.
 - v. Any change of occupancy from a less intensive to a more intensive occupancy, as defined in the City building code, or any change in use which requires a greater number of parking spaces.
 - vi. Any change in use of a lot from one general use category to another general use category, e.g., from residential to commercial, as defined by the zoning regulations of this Code.
 - vii. Any exterior change to a structure which requires a building permit and is listed on the National Register of Historic Places or to a contributing property within a Historic District on the National Register of Historic Places.
 - d. Residential
 - i. Two or more residential units on a single lot.
 - ii. All new structures or additions less than 10,000 square feet of gross floor area, other than single-family homes or accessory uses on individual lots
 - iii. Construction of attached single-family housing (e.g. town homes, condominiums, row houses, etc.) in all zoning districts.
 - iv. Off-street parking or landscaping, in conjunction with an approved Performance Standards Subdivision required by ordinance and not located within the boundaries of the individual unit parcel (e.g. shared parking).
 - v. Any exterior change to a structure which requires a building permit and is listed on the National Register of Historic Places.



6. Changes to Maps

At the May 26 meeting, the Council directed staff to make a series of changes to the maps. Those changes have been made as described below. The maps are included in the Croman Mill District Standards attached to Ordinance #3, and the Comprehensive Plan Map, Zoning Map and Zoning Overlay Map are also attached to Ordinance #5.

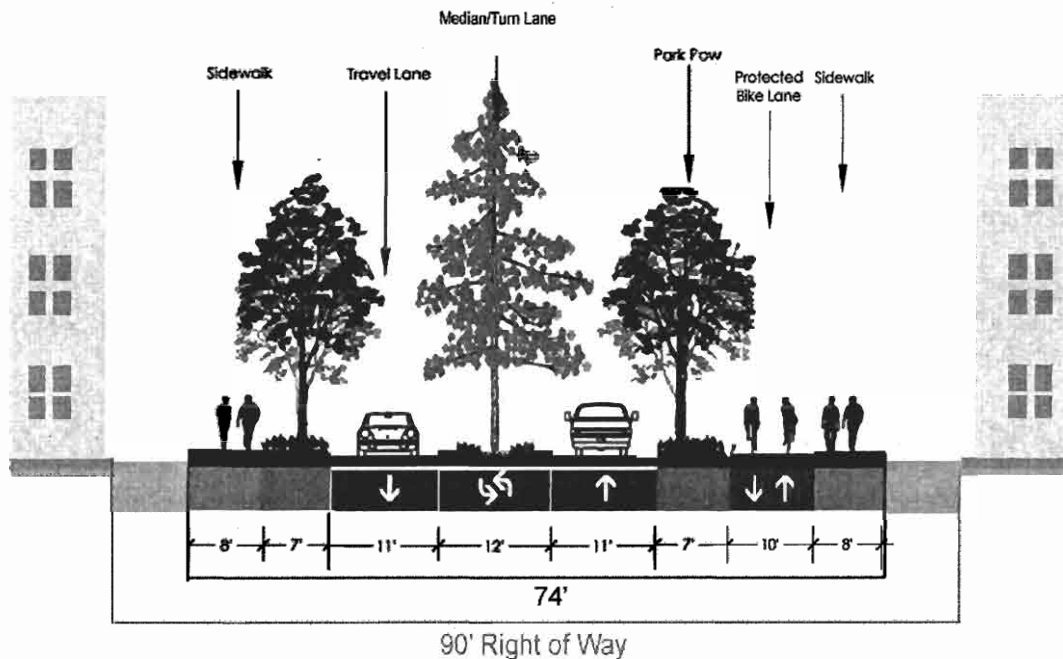
- Zoning and Land Use Overlays maps: M-1 Industrial zoning retained for properties at 695 and 697 Mistletoe (Kruise/Hamilin)
- Zoning and Land Use Overlays maps: M-1 Industrial zoning retained and Detail Site Review Zone not applied to the properties at 650, 700 and 750 Mistletoe Road (DiRienzo/Knox)
- Phase II of Central Boulevard map: Mistletoe Road location shown as main access with original concept shown as secondary option with notation that “alternative Central Blvd. location contingent upon property owners consent”
- Street Framework, and Pedestrian and Bicycle Framework maps: Potential Rail Crossing was added

6. Central Boulevard Street Standard

Staff previously recommended removing the on-street parking lanes on the Central Boulevard. While on-street parking is often necessary in retail and service-oriented areas, plentiful and easily accessible short-term parking at the front of the building is generally not as critical in light industrial and office areas. Additionally, this suggestion was also an effort to address concerns raised throughout the process regarding the cost of building the public infrastructure, and the overall plan being cost prohibitive to economic development. By removing the on-street parking lanes on each side of the street, the overall width of the street improvement would be reduced which in turn reduces the construction cost.

At the May 26 Council meeting, the Council directed staff to remove the on-street parking lanes and reduce the Central Boulevard cross section to three lanes (i.e. two travel lanes and a median/center turn lane). The Council also directed staff to retain the right-of-way width requirement for a five-lane street (i.e. two travel lanes, a median/center turn lane, and two on-street parking lanes). If the parking lanes are removed and not built but the wider 90-foot right-of-way is retained, the result will be an additional eight-foot setback of buildings on each side of street. The graphic on the next page depicts the outcome of retaining the unused right-of-way.





Staff recommends reducing the required right-of-way width to match the width of the three-lane street when it is built. Staff believes there are two reasons for not retaining the wider 90-foot right-of-way. First, the property owner would be required to dedicate the additional eight feet on each side of the street as public right-of-way, and therefore donate land that could be used for buildings or associated site development by the adjacent lot to use for job creation purposes. Second, a setback of buildings from the Central Boulevard is contrary to the “active edge” street envisioned in the original redevelopment plan in which “buildings built flush with the sidewalk, with doors and windows facing the street, provide for pedestrian-level features of interest, improve safety...” The active edge is included in the Croman Mill District Standards, and is integrated through the design standards regarding building orientation.

The street cross section without the on-street parking lanes and with the narrower right-of-way width is included in the attached ordinance for second reading. Additionally, the on-street parking standard has been modified to provide flexibility for evaluation of on-street parking at final design of the street.

VIII-A-4 Required On-Street Parking

On-street parallel parking ~~shall be provided~~ **may be required** along the Central Boulevard and local streets as indicated on the **Required On-Street Parking map**. **If on-street parking is required on streets identified on the On-Street Parking map, Angled parking and loading zones are prohibited on these streets. Options addressing the street configuration will be evaluated with the final design of the streets identified on the On-Street Parking map.**

Related City Policies:

Ashland Comprehensive Plan – Chapter II: Introductions and Definitions, Chapter III: Citizen Participation, Chapter IV: Environmental Resources, Chapter VII: The Economy, Chapter VIII: Parks,



Open Spaces and Aesthetics, Chapter X: Transportation, Chapter XI: Energy, Air and Water
Conservation, Chapter XII: Urbanization
Chapter 18.108 Procedures

Council Options:

The Council may approve, approve with modifications, or deny the second reading of ordinances adopting Chapter 18.53 Croman Mill and related ordinance, Ashland Comprehensive Plan, and Comprehensive Plan and Zoning Map Amendments.

Potential Motions:

1. Move to approve second reading of the following ordinances, and to approve the findings of fact to accompany the ordinances.
 - **Ordinance #1:** An Ordinance amending the City of Ashland Comprehensive Plan to add a new Croman Mill District designation to Chapter II [Introduction and Definitions] to add the Croman Mill Plan Designation on the adopted Land Use Map Legend and adopt the Croman Mill Site Redevelopment Plan and Economic Opportunities Analysis as support documents to the City of Ashland Comprehensive Plan
 - Exhibit A: Croman Mill Site Redevelopment Plan (December 2008)*
 - Exhibit B: City of Ashland: Economic Opportunity Analysis*
 - Exhibit C: Comprehensive Plan Map Legend*
 - Exhibit D: Comprehensive Plan Appendix A: Technical Reports & Supporting Documents*
 - **Ordinance #2:** An Ordinance amending the Ashland Land Use Ordinance creating a new Chapter 18.53 Croman Mill
 - Exhibit A: Chapter 18.53 Croman Mill*
 - **Ordinance #3:** An ordinance amending AMC 18.72.080.C Site Design Review Standards to add new Site Design and Use Standards for the Croman Mill District
 - Exhibit A: Section VIII Croman Mill District Standards*
 - **Ordinance #4:** An ordinance amending AMC 18.08.190, 18.08.341, 18.08.342, 18.08.343, 18.08.845, 18.12.020, 18.61.042, 18.68.020, 18.68.050, 18.72.030, 18.72.110, 18.72.120, 18.72.140, 18.72.180, 18.84.100, 18.88.070, 18.88.080, 18.92.020, 18.96.090, 18.104.020, 18.106.030, 18.108.0174 of the Ashland Municipal Code and Land Use Ordinance for consistency with new Chapter 18.53 Croman Mill
 - **Ordinance #5:** An Ordinance amending the City of Ashland Comprehensive Plan to change the land use map designation of approximately 99 acres of land within the City of Ashland Urban Growth Boundary from Industrial, Employment, Single-Family Residential and Rural Residential (Jackson County) to the newly created Croman Mill Plan Designation; amending the City of Ashland Zoning and Land Use Control Maps to rezone approximately 78 acres of land within the City Limits from M-1, E-1, and R-1-5 Districts to the newly created Croman Mill Zone; and imposing five Croman Mill Overlay Districts on the Croman mill zoned properties, including Compatible Industrial, CM-CI, Office Employment, CM-OE, Mixed Use, CM-MU, Open Space, CM-OS, Neighborhood Center, CM-NC
 - Exhibit A: Proposed Comprehensive Plan Designation*
 - Exhibit B: Proposed Croman Mill District Zone (CM)*
 - Exhibit C: Proposed Zoning Map Changes*
 - **Ordinance #6:** An Ordinance amending AMC Chapter 15 to create LEED Certified Building Priority



2. Move to approve second reading with proposed amendments as noted after each ordinance, and to approve the findings of fact to accompany the ordinances.

(see list of ordinances above)

Attachments:

1. **Ordinance #1:** An Ordinance amending the City of Ashland Comprehensive Plan to add a new Croman Mill District designation to Chapter II [Introduction and Definitions] to add the Croman Mill Plan Designation on the adopted Land Use Map Legend and adopt the Croman Mill Site Redevelopment Plan and Economic Opportunities Analysis as support documents to the City of Ashland Comprehensive Plan
Exhibit A: Croman Mill Site Redevelopment Plan (December 2008)
Exhibit B: City of Ashland: Economic Opportunity Analysis
Exhibit C: Comprehensive Plan Map Legend
Exhibit D: Comprehensive Plan Appendix A: Technical Reports and Supporting Documents
2. **Ordinance #2:** An Ordinance amending the Ashland Land Use Ordinance creating a new Chapter 18.53 Croman Mill
Exhibit A: Chapter 18.53 Croman Mill
3. **Ordinance #3:** An ordinance amending AMC 18.72.080.C Site Design Review Standards to add new Site Design and Use Standards for the Croman Mill District
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5. **Ordinance #5:** An Ordinance amending the City of Ashland Comprehensive Plan to change the land use map designation of approximately 99 acres of land within the City of Ashland Urban Growth Boundary from Industrial, Employment, Single-Family Residential and Rural Residential (Jackson County) to the newly created Croman Mill Plan Designation; amending the City of Ashland Zoning and Land Use Control Maps to rezone approximately 78 acres of land within the City Limits from M-1, E-1, and R-1-5 Districts to the newly created Croman Mill Zone; and imposing five Croman Mill Overlay Districts on the Croman mill zoned properties, including Compatible Industrial, CM-CI, Office Employment, CM-OE, Mixed Use, CM-MU, Open Space, CM-OS, Neighborhood Center, CM-NC
Exhibit A: Proposed Comprehensive Plan Designation
Exhibit B: Proposed Croman Mill District Zone (CM)
Exhibit C: Proposed Zoning Map Changes
6. **Ordinance #6:** An Ordinance amending AMC Chapter 15 to create LEED Certified Building Priority
7. Findings of Fact and Conclusions of Law for Amendments to the City of Ashland Comprehensive Plan, Zoning Map and Land Use Regulations Concerning the Addition of Chapter 18.53 Croman Mill.



ORDINANCE NO. 3030

**AN ORDINANCE AMENDING THE CITY OF ASHLAND
COMPREHENSIVE PLAN TO ADD A NEW CROMAN MILL DISTRICT
DESIGNATION TO CHAPTER II [INTRODUCTION AND DEFINITIONS],
TO ADD THE CROMAN MILL PLAN DESIGNATION ON THE
ADOPTED LAND USE MAP LEGEND AND ADOPT THE CROMAN
MILL SITE REDEVELOPMENT PLAN AND ECONOMIC
OPPORTUNITIES ANALYSIS AS SUPPORT DOCUMENTS TO THE
CITY OF ASHLAND COMPREHENSIVE PLAN**

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

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

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

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

WHEREAS, the City of Ashland Planning Commission considered the above-referenced recommended amendments to the Ashland Comprehensive Plan at a duly advertised public hearing on January 12, 2010 and subsequent public hearing continuance dates, and on February 23, 2010, following deliberations, recommended approval of the amendments by a vote of 6-2; and

WHEREAS, the City Council of the City of Ashland conducted a duly advertised public hearing on the above-referenced amendments on April 6, 2010 and on subsequent public hearing continuance dates; and

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

WHEREAS, the City Council of the City of Ashland has determined that in order to protect and benefit the health, safety and welfare of existing and future residents of the City, it is necessary to amend the Ashland Comprehensive Plan in manner proposed, that an adequate factual base exists for the amendments, the amendments are consistent with the comprehensive plan and that such amendments are fully supported by the record of this proceeding.

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

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

SECTION 2. The City of Ashland Comprehensive Plan, Chapter II, [INTRODUCTION AND DEFINITIONS] is hereby amended to add the following new Section [CROMAN MILL 2.04.16] and to adopt the Croman Mill Site Redevelopment Plan, as amended, as a supporting document to the City's Comprehensive Plan; former Section 2.04.16 is renumbered [PLAN REVIEW 2.04.17], to read as follows:

PLAN REVIEW (2.04.16)

CROMAN MILL PLAN (2.04.16)

The designation is for an employment area that promotes family wage-jobs and includes industrial and office uses that are compatible and complimentary. The area also includes neighborhood-oriented businesses, mixed-uses, a variety of transportation options and open spaces to encourage services and leisure activities within walking distance of the employment center, as well as to encourage multi-modal trips within and to and from the area. While the area is primarily dedicated to job creation and economic development purposes, areas on the perimeter of the plan area allow residential units in mixed-use buildings at densities ranging from 15 to 60 dwelling units per acre. This area implements the Croman Mill Site Redevelopment Plan (2008), as amended. The zoning designation that was in place prior to the adoption of the Croman Mill Plan is retained on several lots in the plan area, and the expectation is that any future rezoning of these properties will be limited to the Croman Mill designation.

PLAN REVIEW (2.04.17)

SECTION 3. The City of Ashland Comprehensive Plan is hereby amended to add an Appendix entitled "Technical Reports and Supporting Documents". Previously added support documents are acknowledged on this Appendix. The Appendix is attached hereto and made a part hereof as *Exhibit D*.

SECTION 4. The document entitled "The City of Ashland Croman Mill Site Redevelopment Plan, (2008), as amended," attached hereto as *Exhibit A*, and made a part hereof by this reference is hereby added to the above-referenced Appendix to support Chapter II, [INTRODUCTION AND DEFINITIONS] the Comprehensive Plan.


SECTION 5. The document entitled "The City of Ashland ,Economic Opportunities Analysis (April 2007)", attached hereto as **Exhibit B**, and made a part hereof by this reference is hereby added to the above-referenced Appendix to support Chapter VII [ECONOMY] the Comprehensive Plan.

SECTION 6. The officially adopted City of Ashland Comprehensive Plan Map, referenced in Ashland Comprehensive Plan Chapter II [PLAN MAP 2.03.04] is hereby amended to add a new Plan Designation [Croman Mill Plan] to the Comprehensive Plan Map Legend, attached hereto as **Exhibit C**, and made a part hereof by this reference.

SECTION 7. Severability. The sections, subsections, paragraphs and clauses of this ordinance are severable. The invalidity of one section, subsection, paragraph, or clause shall not affect the validity of the remaining sections, subsections, paragraphs and clauses.

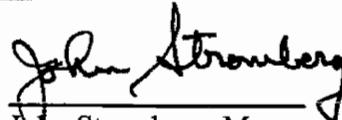
SECTION 8. Codification. Provisions of this Ordinance shall be incorporated in the City Comprehensive Plan and the word "ordinance" may be changed to "code", "article", "section", or another word, and the sections of this Ordinance may be renumbered, or re-lettered, provided however that any Whereas clauses and boilerplate provisions (i.e. Sections 1, 3-6 need not be codified and the City Recorder is authorized to correct any cross-references and any typographical errors.

The foregoing ordinance was first read by title only in accordance with Article X, Section 2(C) of the City Charter on the 3 day of August, 2010, and duly PASSED and ADOPTED this 17 day of August, 2010.




Barbara M. Christensen, City Recorder

SIGNED and APPROVED this 18 day of August, 2010.


John Stromberg, Mayor

Reviewed as to form:


Richard Appicello, City Attorney

Work Task
6.3

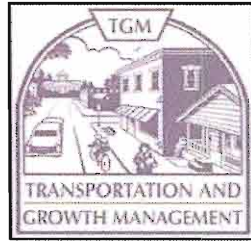
**Croman Mill Site
Redevelopment Plan**

DRAFT
December 2008

TGM Quick Response for the
City of Ashland

Crandall Arambula PC
DKS Associates





Transportation and Growth Management

This project is funded by the Transportation and Growth Management (TGM) Program, a joint program of the Oregon Department of Land Conservation and Development and the Oregon Department of Transportation. This project is funded in part, by federal Safe, Accountable, Flexible, Efficient Transportation Equity Act: A Legacy for Users (SAFETEA-LU), local government, and State of Oregon funds.

The contents of this document do not necessarily reflect the views or policies of the State of Oregon.

Acknowledgements

Mayor and City Council

John W. Morrison, Mayor
David Chapman
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Kate Jackson
Eric Navickas
Russ Silbiger

Planning Commission

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Dave Dotterrer
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DKS Associates, Transportation Analysis
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Introduction

Why this Plan was Prepared

The City of Ashland completed an Economic Opportunities Analysis in April of 2007 that **recognized the need to provide family-wage jobs on a regional scale.** The report recommended developing a master plan for the Croman Mill site that identifies the appropriate uses and sustainable development concepts that will draw family-wage jobs to the area. The Croman Mill site was identified as an ideal location for employment uses due to its:

- Ability to attract regional businesses and industries not currently located in Ashland
- Ability to accommodate the needs of businesses and industries currently located in Ashland that would like to move or expand their services
- Ability to serve uses that would complement rather than compete with downtown services
- Proximity to I-5
- Proximity to the Central Oregon & Pacific Railroad (CORP) line
- Proximity to downtown
- Easy auto and truck site access
- Ability to accommodate large parcels of up to 10 acres
- Ability to address and showcase Ashland's existing policies promoting sustainable practices

Plexis Healthcare Systems, a healthcare software manufacturer currently headquartered in Ashland, is looking to relocate and expand its facility. The Croman Mill site is an ideal relocation opportunity for Plexis. In addition, Plexis can serve as a development catalyst, attracting other similar uses to the site.

The City applied for and received a TGM Quick Response grant and moved forward with development of a plan for the Croman Mill site. The Croman Mill Site Redevelopment Plan outlines a strategy for creating appropriate regional scale family-wage jobs on the site while protecting the surrounding neighborhoods and Bellview school.



Project Study Area

Study Area

The project study area is located in the southeast portion of the city approximately two and a half miles from downtown and three quarters of a mile from I-5. The study area boundary includes the CORP line on the north, Crowson Road to the east, Siskiyou Boulevard (Highway 99) on the south and Tolman Creek Road on the west. The former Croman Lumber Mill—located in the center of the study area—is nearly

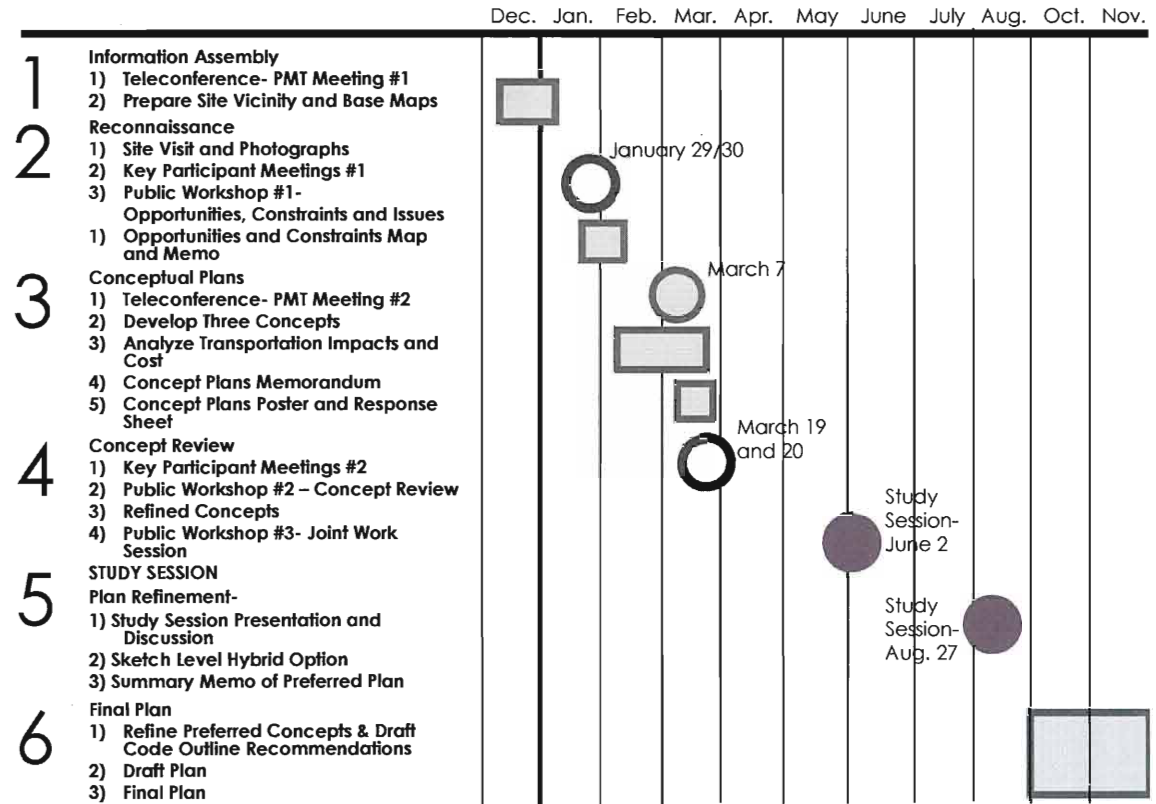
53 acres. Immediately surrounding the mill site are existing light industrial properties that are separated from residential uses and the Bellview Elementary School by open spaces and wetlands.

Process and Schedule

The project process included three public workshops, Planning Commission and City Council study sessions, and numerous stakeholder meetings with government agency representatives, property owners, neighborhood groups and nearby residents.

Process & Schedule

2007-2008



Guiding Principles

As the guide for future development, the plan must respond to the stakeholders' and community's goals. These goals form the basis for developing and evaluating plan alternatives.

The issues and opportunities identified during key participant meetings and public workshop #1 were used to create the project goals and objectives shown to the right.

Circulation

- **Create a local street network that provides balanced circulation for pedestrian, bikes, auto/truck and transit and is well connected to existing streets**
- **Improve visibility and identity for the study area**
- **Mitigate impacts of auto and truck traffic on Tolman Creek Road and Ashland Street**
- **Preserve rail access for commuters, passengers and freight**
- **Improve safety for autos and pedestrians at key intersections and rail crossings**
- **Provide for non-motorized trails linked to existing trails and parks system**
- **Create safe routes to Bellview School**
- **Manage traffic impacts on Exit 14 and Ashland Street**

Land use

- **Provide for a large number of family wage jobs**
- **Allow for light industrial and manufacturing**
- **Create parcels with the flexibility to support local new small business, existing business expansion and large employers**
- **Consider a range of housing options**
- **Allow for a mix of uses**
- **Do not create uses that compete with downtown**
- **Incorporate a public gathering space**
- **Preserve streams and wetlands**

Policies and Regulations

- **Recommend code changes to be adopted by the city**
- **Recommend commitment of funds for specific infrastructure improvements**
- **Mandate sustainable and green development codes**
- **Develop standards for "dark skies"**

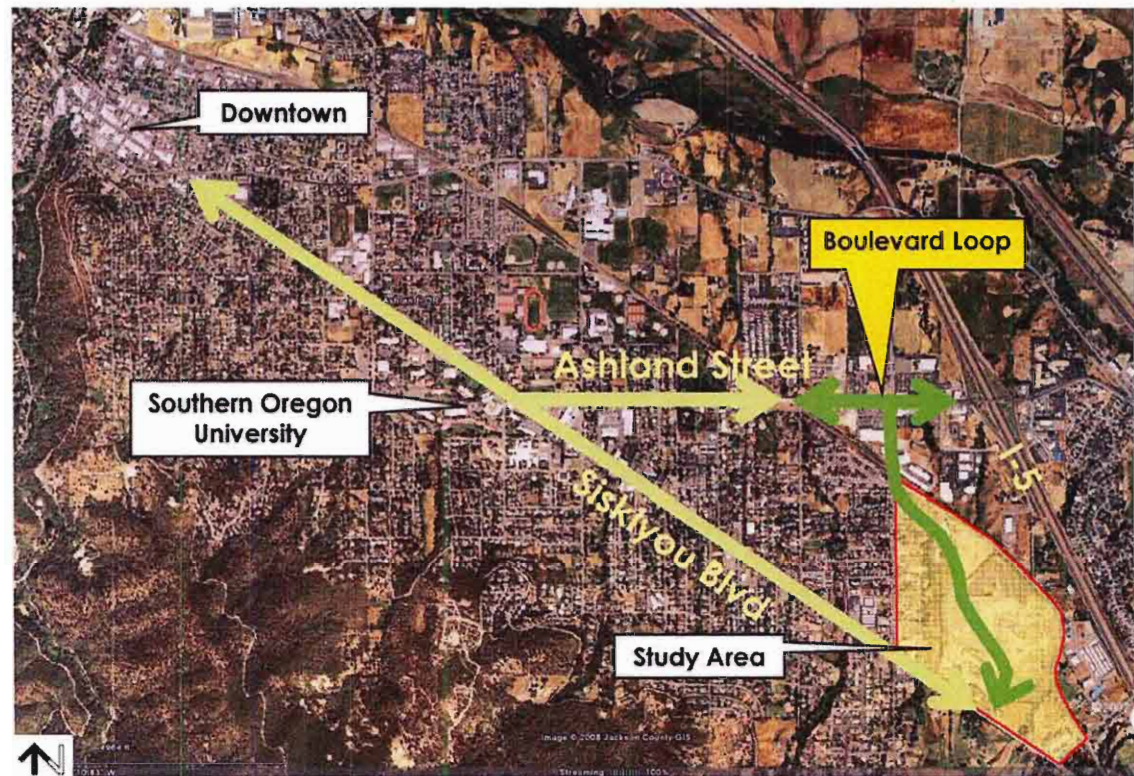
Executive Summary

Overview

The Croman Mill Site Redevelopment Plan provides guidance for the development of a vital and viable employment hub within the study area. It is a practical, proactive plan that creates a unique identity based on existing community assets. The plan extends the boulevard street design of Ashland Street and Siskiyou Boulevard through the site, enhances adjacent neighborhoods, preserves safe access to Bellview School and maximizes the value of the site's proximity to the I-5 corridor, downtown and Southern Oregon University.

The executive summary describes three key components of the redevelopment plan.

- **Fundamental Concept**-a diagrammatic representation of the key plan elements
- **Build-out Plan**-an illustration of the potential character and intensity of future development guided by the plan
- **Priority Projects**-the next steps crucial to timely and successful implementation of the redevelopment plan

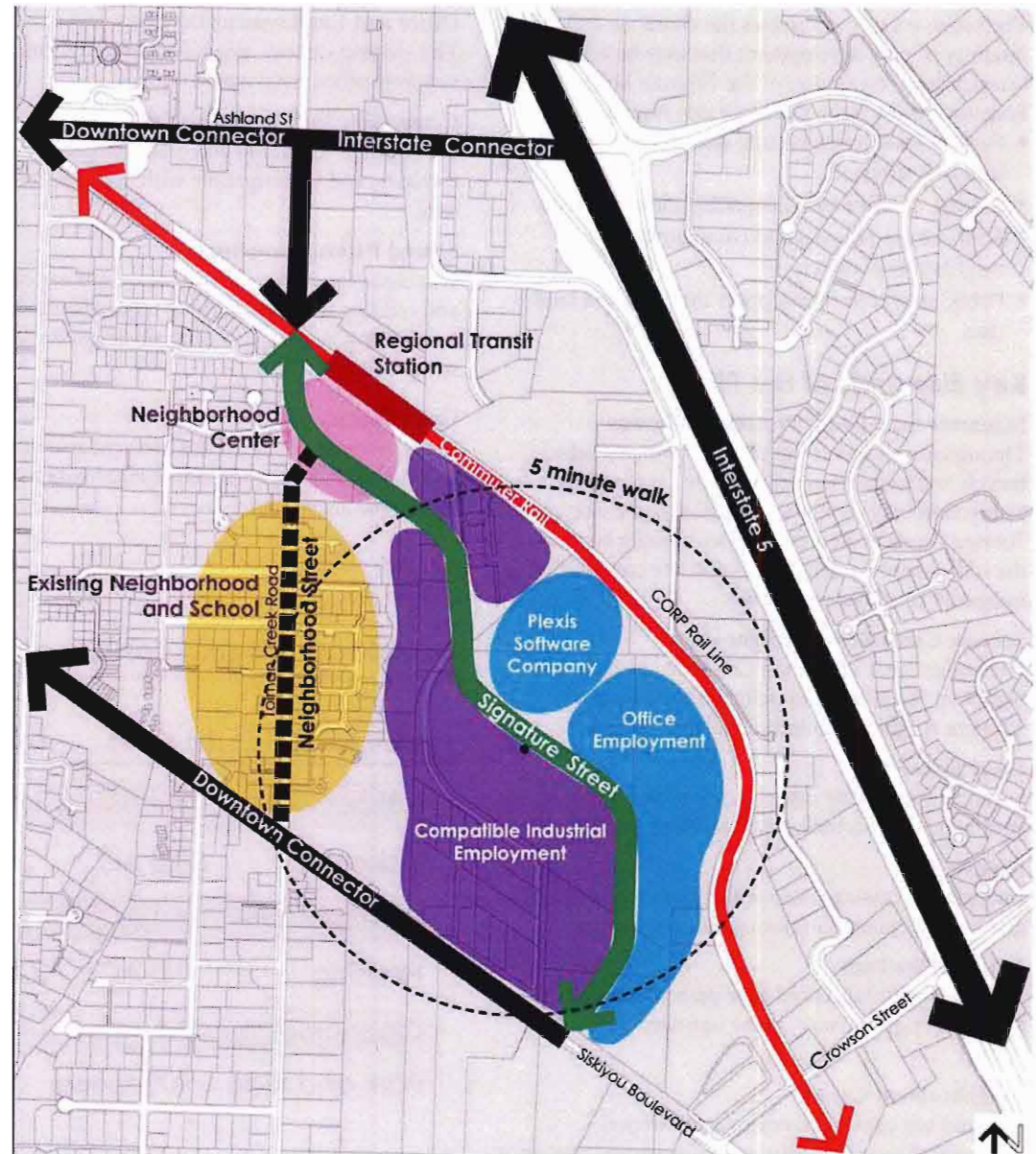


Building On Existing Assets to Create a Realistic Redevelopment Plan

Fundamental Concept

The fundamental concept describes the plan's response to the community-identified project objectives. The fundamental concept:

- **Locates an Office Employment District** that provides family-wage jobs by meeting the needs of a variety of employers, from local start-ups and incubator firms to mature and expanding companies
- **Locates a Compatible Industrial Employment District** that serves clean and sustainable industrial uses that are compatible with office uses
- **Identifies a Preferred Location for Plexis** adjacent to complementary office uses to form a unique and distinctive employment district
- **Links the Study Area to the City's Primary Street Network** by extending the existing street network through the district
- **Creates a Signature Street** that serves all transportation modes, preserves neighborhood livability by directing district traffic away from neighborhood streets, and creates a district 'front door,' providing businesses with a 'prominent address'
- **Accommodates a Future Regional Commuter Rail Line** along the existing CORP alignment
- **Links a complete network of bicycle and pedestrian connections** that encourage alternative modes of travel
- **Forms a Neighborhood Center** at the crossroads of the district and neighborhood that includes neighborhood-serving commercial uses, such as restaurants, dry cleaners and convenience stores, a location for a commuter rail station and park-and-ride facility, and residential uses above or adjacent to the commercial development



Fundamental Concept Diagram

Build-Out Plan

The build-out plan illustrates the character and intensity of new development that may be achieved through implementation of the Croman Mill Site Redevelopment Plan. The build-out plan shows:

- Fundamental infrastructure requirements necessary to attract investors
- A range of office and compatible industrial uses
- A mixed-use housing and commercial neighborhood center
- Public amenities that support the proposed land uses

Key Elements of the Plan

Signature Street with Protected Bikeway

The signature street is the district's primary vehicle, bicycle and pedestrian access route. It connects Siskiyou Boulevard to the neighborhood center at Tolman Creek Road and provides a buffer between the office employment district and the compatible industrial employment district

Tolman Creek Road Realignment

The realignment of Tolman Creek Road to the new Signature Street reduces traffic impacts on the adjacent neighborhoods and Bellview School.

Local Streets

Local streets provide direct access to and organize land uses within a traditional development pattern.

Accessways

Dedicated accessway easements provide pedestrian and bicycle circulation throughout the district.

Central Bike Path

The City's existing central bike path is extended along the CORP right-of-way on the northern edge of the district.

Neighborhood Center

A mixed-use center provides neighborhood commercial services, a future commuter rail station, a park-and-ride facility, and potentially residential uses.

Office and Employment District

This distinct district, organized around Central Park, supports office employment uses.

Compatible Industrial District

This distinct industrial and manufacturing district includes, and is compatible with, office employment uses.

Shared Parking Structure

This structure minimizes on-street parking impacts and reduces off-street parking requirements by transferring parking to a centrally-located shared structure.

Open Spaces

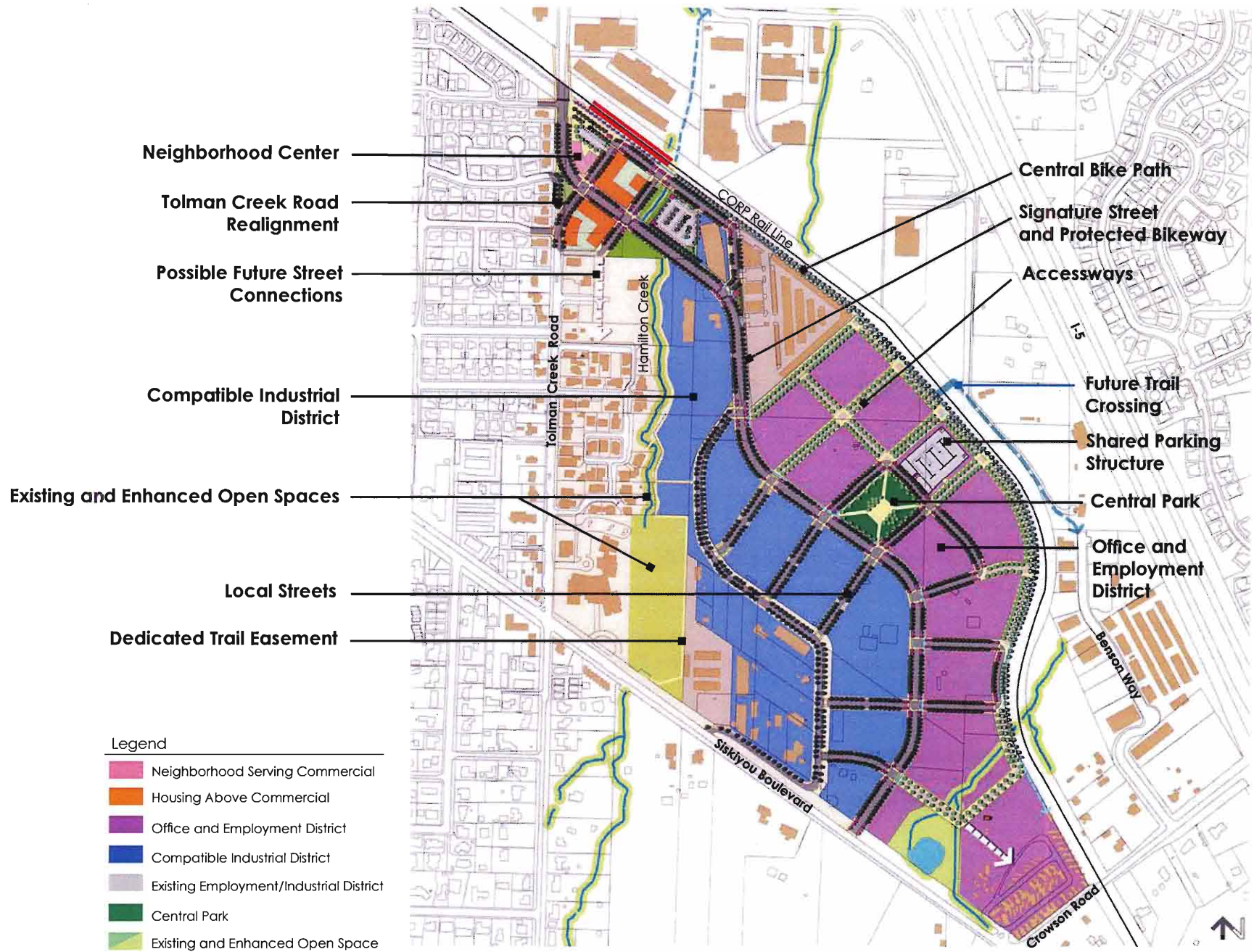
Public open-space amenities preserve and enhance existing open spaces and buffer employment uses from residential areas.

Possible Future Connections

Connections to be developed over time will improve area-wide circulation

Development and Job Summary

Land Use	Net Acres	FAR	SF/Units	Employee/Acre	Jobs
Office	32.0 AC	.5	700,000 SF	60 E/AC	1900
Industrial	38.0 AC	.375	610,000 SF	25 E/AC	950
Commercial	1.0 AC	.75	30,000 SF	20 E/AC	20
Housing	2.0 AC	2.5	190 Units	-----	-----
Open Space	4.5 AC	-----	-----	-----	-----
Park and Ride	100 Spaces				



Illustrative District Plan

Priority Projects

Overview

Priority projects should be implemented first to create immediate development momentum. Two types of priority projects are identified.

Time-Sensitive Projects

Time-sensitive projects create the regulatory framework needed to implement the plan and indicate immediate progress.

Key Projects

Key projects are important for the plan's success over time and will be needed to support future development.

Time-Sensitive	Actions	Work Tasks
1) Adopt the Croman Mill Redevelopment Plan	<i>Prepare a schedule for plan adoption</i>	<p>City to arrange for a review process, hearing and adoption of the redevelopment plan:</p> <ul style="list-style-type: none"> City Council and Planning Commission study sessions Public hearing Plan adoption
2) Create and adopt a Croman Mill District Overlay Zoning Plan	<i>Prepare overlay district plan and code updates for adoption</i>	<p>City to arrange for a review process, hearing and adoption of the overlay zoning plan:</p> <ul style="list-style-type: none"> Draft the district plan and code language for attorney review, City Council and Planning Commission review City Council and Planning Commission study sessions Public hearing Plan adoption
3) Identify Feasibility of Creating an Urban Renewal District and Urban Renewal Plan	<i>Prepare an urban renewal feasibility study</i>	<p>Retain a consultant to identify the feasibility and process for creating an urban renewal agency, plan, and district for funding improvements identified in the redevelopment plan</p>
4) Update the City's Comprehensive Plan and Transportation System Plan	<i>Recommend updates to the Comprehensive Plan, TSP and CIP</i>	<p>City to identify recommended land use updates to the Comprehensive Plan, and key street improvements and priority projects for inclusion in the Capital Improvement Plan</p>
5) Develop a parking management strategy and financing plan for structured parking	<i>Prepare a parking management and funding strategy to build structured parking in the Croman Mill District</i>	<p>City to identify needed spaces and potential funding options for the creation of structured parking and to arrange for a review process, hearing, and adoption of a parking management plan</p> <ul style="list-style-type: none"> City Council and Planning Commission study sessions Public hearing Plan adoption

Key Projects	Actions	Work Tasks
Acquire ODOT property and relocate maintenance facility	<i>Negotiate with ODOT for relocation of the ODOT maintenance facility and City acquisition of the property</i>	<p>City to initiate discussion with ODOT for:</p> <ul style="list-style-type: none"> ▪ Relocation of ODOT maintenance facility ▪ City acquisition of property
Redevelopment of ODOT property	<i>Prepare a design framework for the neighborhood mixed-use commercial center and phase II primary access street alignment</i>	<p>Retain a consultant to:</p> <ul style="list-style-type: none"> ▪ Prepare a design program ▪ Develop a preferred alternative ▪ Prepare an implementation strategy and cost estimate for improvements ▪ Prepare a developer offering for redevelopment of the ODOT property and construction of the phase II- primary access street
Study the potential for future streetcar transit in downtown	<i>Initiate a study to identify the feasibility and economic impacts of a streetcar in Ashland; prepare design alternatives for gateway locations</i>	Retain a consultant to identify the feasibility and process for creating an urban renewal agency, plan and district for funding improvements identified in the redevelopment plan; prepare a design program
Annex county parcels within the study area and located in the City's Urban Growth Boundary into the City	<i>Annex county residential land within the study area to industrial uses identified in the Croman Mill District Zoning Plan</i>	City to request annexation of county rural residential lands within the Croman Mill study area. Update the comprehensive plan and zoning map consistent with the Croman Mill District Zoning Plan
Create new sustainable development guidelines for redevelopment of the Croman Mill site, including a discretionary review process for development projects	<i>Prepare Sustainable Neighborhood Development Guidelines as a discretionary tool for the approval of development projects</i>	<p>Retain a consultant to:</p> <ul style="list-style-type: none"> ▪ Prepare draft design guidelines, a guideline checklist, and a discretionary review process ▪ Identify a process for involvement that includes public review and comment periods ▪ Finalize guidelines, checklist and discretionary review process for City Council and Planning Commission adoption

Redevelopment Plan

Overview

The Economic Opportunities Analysis Report, completed by the City of Ashland in April of 2007, identified targeted employment sectors for Ashland that could be accommodated on the Croman Mill site. Identified sectors included specialty manufacturing, small food-processing companies, and headquarter and technology offices. The size of parcels needed to support these sectors vary from 20,000 sf. to 10 acres.

Although there is a fundamental difference in site requirements and quality of infrastructure needed between office users and light industrial users, it is the desire of the City to create a mixed-employment district that incorporates both of these potential employers.

The Redevelopment Plan identified on the following pages provides:

- Detailed analysis of the recommended land uses and development standards required to support the desired mix of employment, housing, and local-serving commercial uses
- A recommended circulation system and associated street standards that maximizes access and visibility, organizes the arrangement of land uses, and provides for all modes of travel

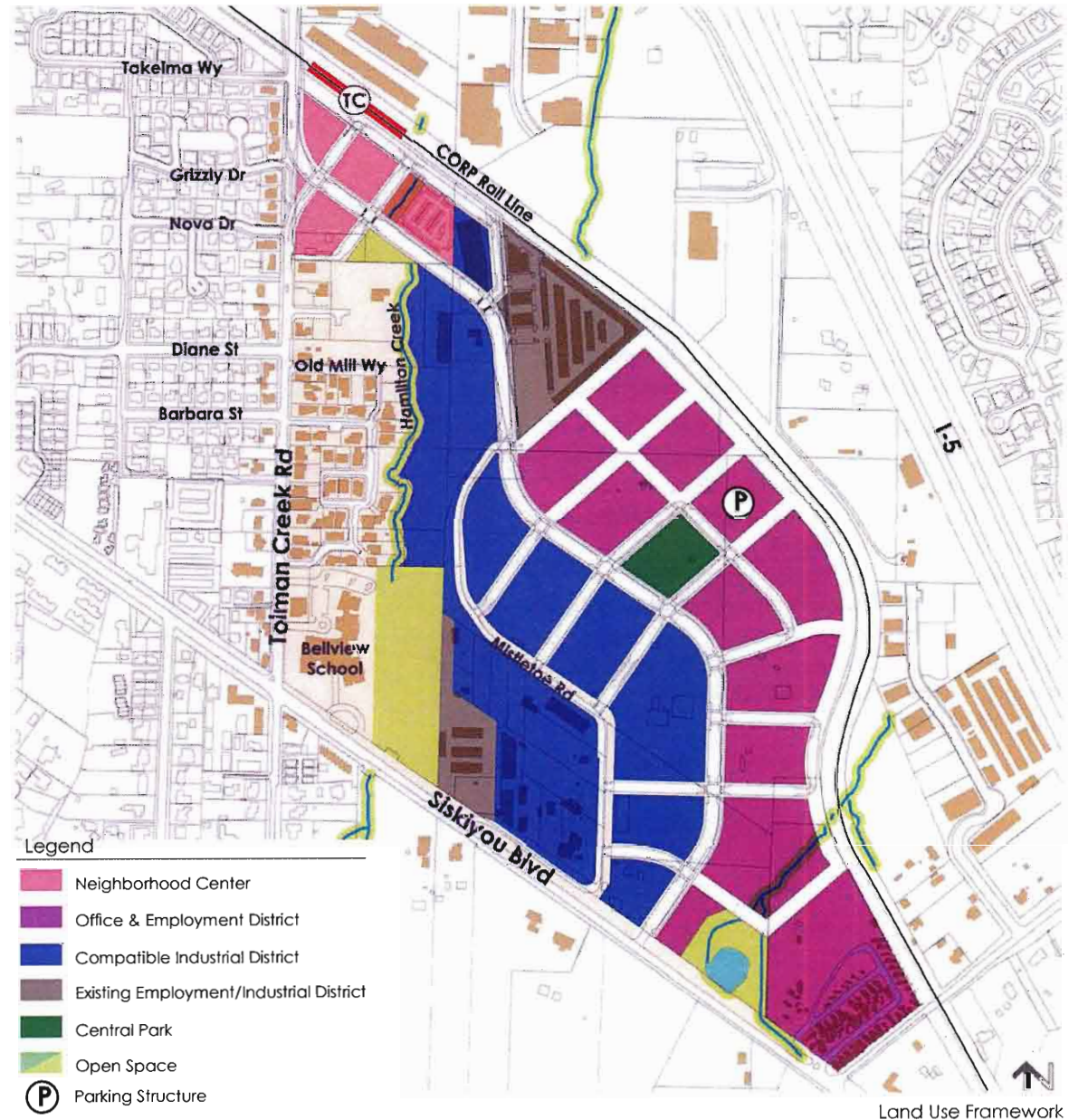


View Looking Southwest

Land Use Framework

The framework provides a blueprint for the type and location of industrial, office employment, workforce housing and neighborhood-serving uses. The land use framework includes:

- An office and employment district, emphasizing headquarter and technology companies situated to maximize views and visibility from the I-5 corridor
- A Central Park that provides as an amenity for employment uses and serves as a gathering space for the adjacent neighborhood and community
- An industrial district that supports existing industrial uses and is compatible with office uses and the adjacent neighborhood
- A neighborhood center located at the crossroads of the adjacent neighborhood and employment districts
- Open space preservation and enhancements along Hamilton Creek and around an existing pond that provide visual buffers between residential and industrial uses and public amenities



Land Use Framework

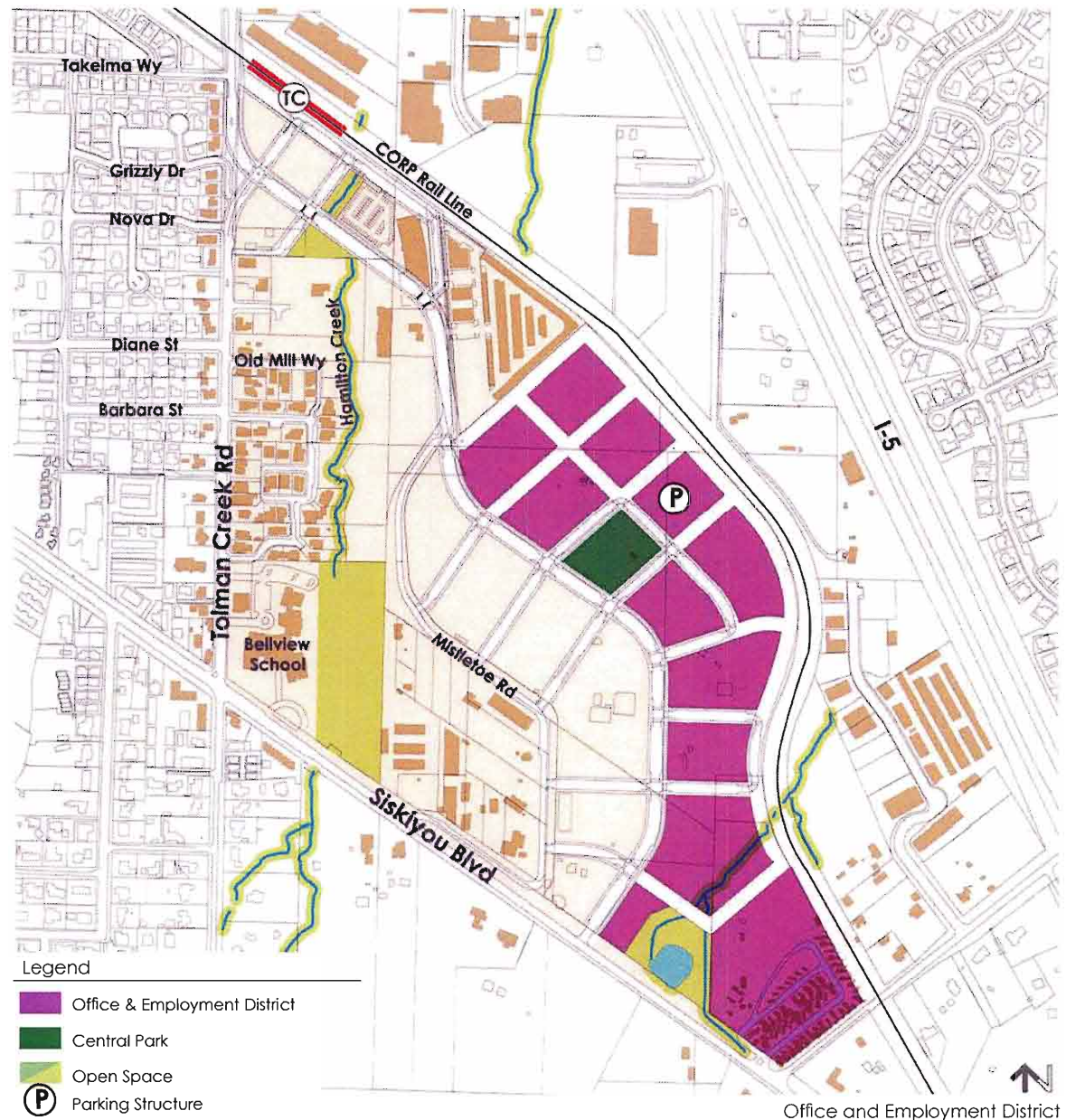
Office and Employment District

This district will encourage family-wage jobs, accommodate Plexis or a similar type user, and should be marketed toward retaining and expanding existing firms that target industry clusters of professional, scientific and technical services, including software design, engineering, and research.

A collection of complementary office employers within the district could create a unique and distinctive identity. An example of this would be a technology and innovation park, or a medical park. The site is large enough to accommodate both large-scale single-use buildings and buildings with multiple tenants.

Key elements include:

- Flexibility for site development to allow for a range of parcel sizes from 20,000 s.f. to 10 acres
- Central Park, an amenity that serves the public and employees within the district
- Location of parcels to maximize views to the surrounding valley and Siskiyou Mountains
- Good visibility from I-5
- Preservation of the existing pond and waterway to provide amenities for the adjacent parcels and to protect the wetlands



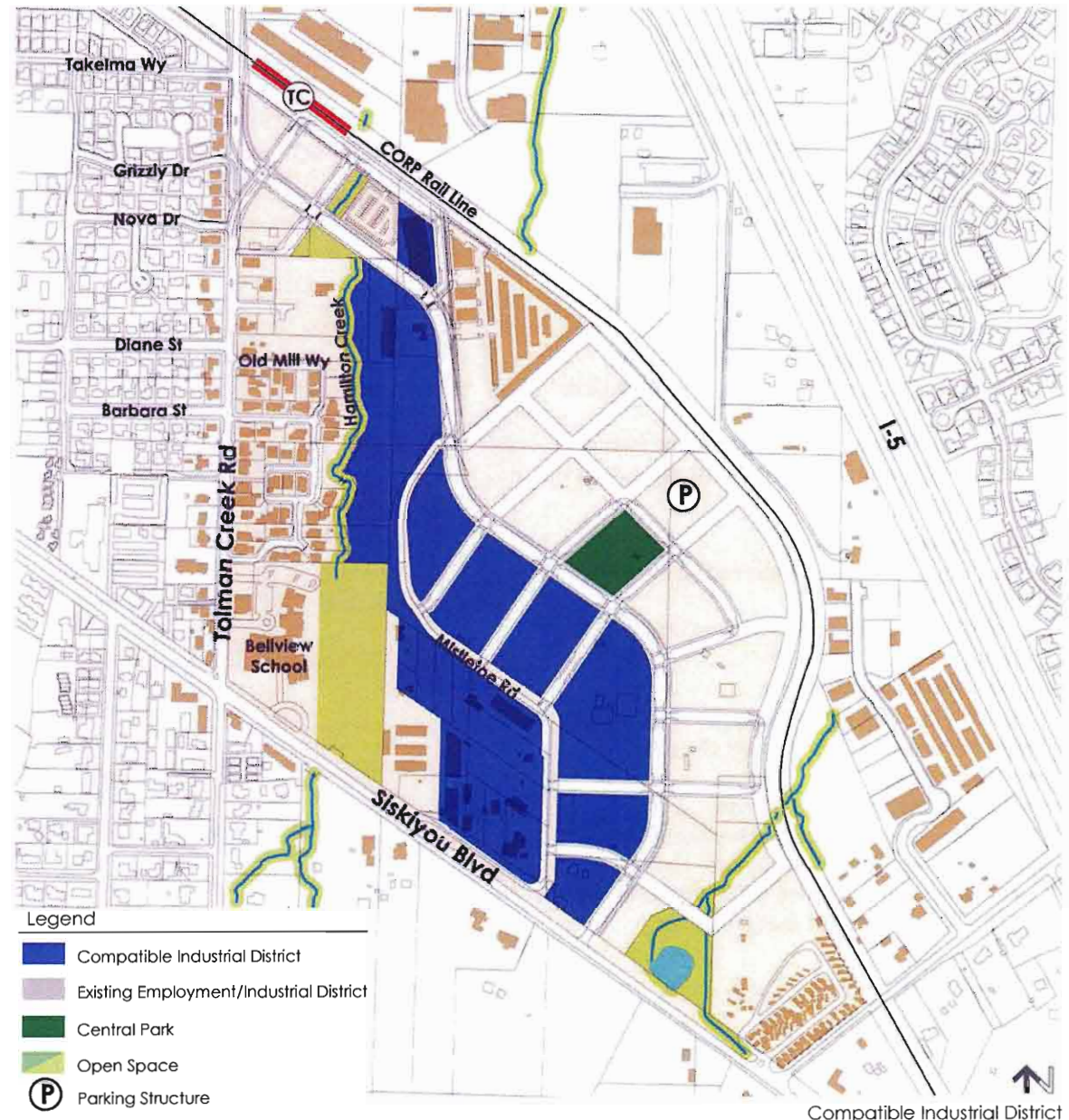
Compatible Industrial District

This district is as an ideal location for hybrid industries that include both office and industrial functions. Office- and neighborhood-compatible uses include 'clean' industries that do not emit unacceptable levels of pollutants (air, water, noise, and waste). Uses must be water and energy efficient and have an emphasis on creativity, craft and innovation.

The district's key elements include:

- Parcel sizes that range from 20,000 sf. to 5 acres
- A location adjacent to existing light industrial uses
- Preservation of the Hamilton Creek greenway to separate residential uses and the school from the district
- Proximity to downtown

To provide a transition between adjacent residences and the Hamilton Creek greenway, all loading docks, outdoor storage, and/or refuse areas adjacent to or facing the greenway and residential areas shall be screened or prohibited.



Compatible Industrial District

Neighborhood Center

This district provides the greatest opportunity to support pedestrian-scaled uses that serve nearby employees, neighborhoods and future transit commuters. Located on the existing ODOT maintenance facility site, the neighborhood center is strategically situated at the crossroads of adjacent neighborhoods and a future employment center. It benefits from exposure to drive-by and walk-up traffic, and serves office workers and cyclists.

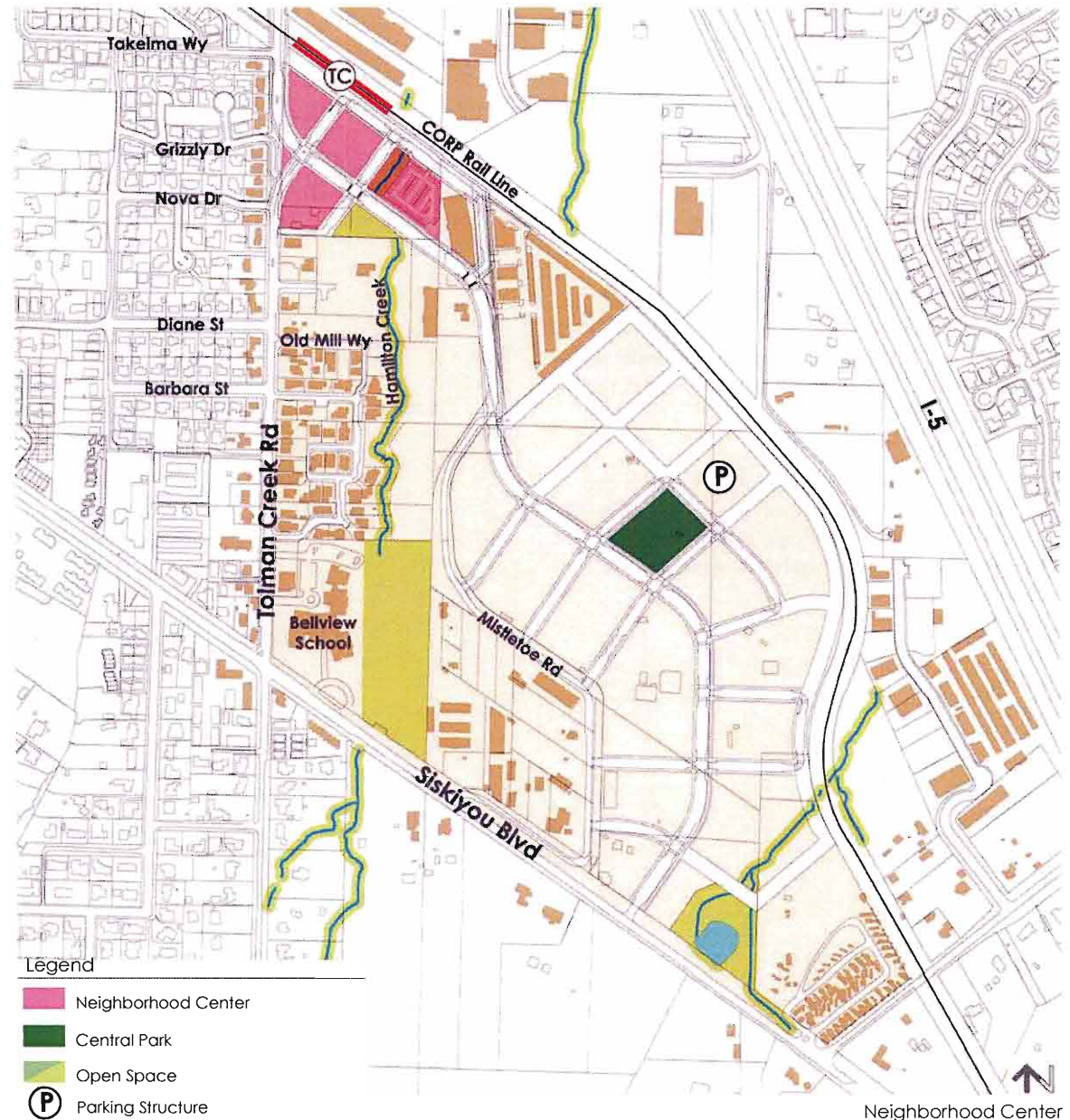
Key elements include:

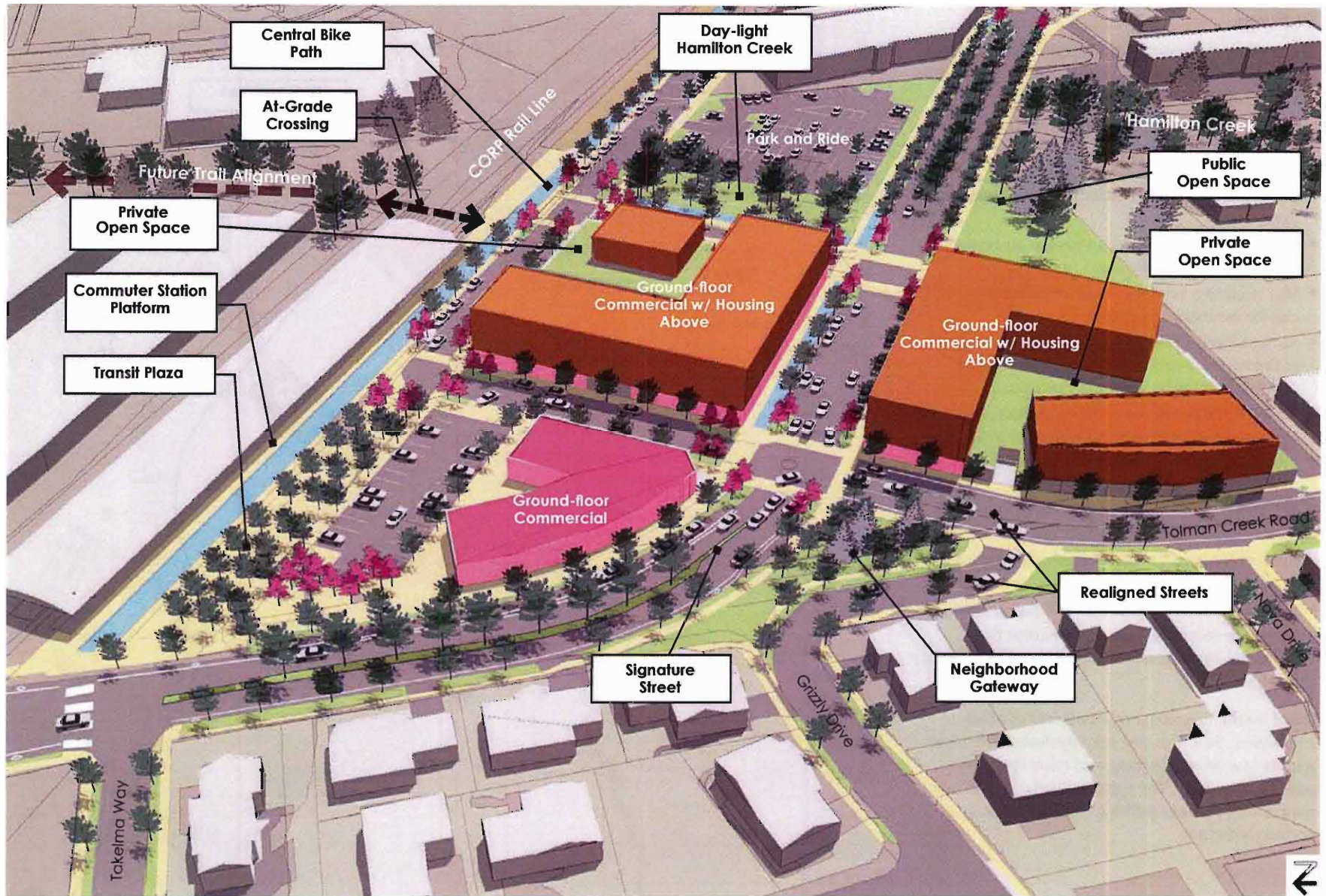
- Small-scale, street-oriented commercial spaces
- A future commuter rail station with a park-and-ride facility
- Multi-family housing such as apartments, extended-stay residential hotels or other similar uses on upper floors

Land Use Elements

Essential land use elements of the neighborhood center include:

- Ground-floor commercial uses oriented toward the roadway
- A day-lighted Hamilton Creek
- A transit plaza for use by commuters and the public that accommodates the alignment of a proposed central bike path
- Housing above ground-floor shops
- An at-grade crossing of the rail line that allows pedestrians and cyclists to access the train or continue north on the Hamilton Greenway Trail
- A reserved park-and-ride facility location





Neighborhood Center

Parking

The parking framework for the redevelopment area responds to the functional requirements of two very different users.

Mobile Employees

Employees associated with industrial uses:

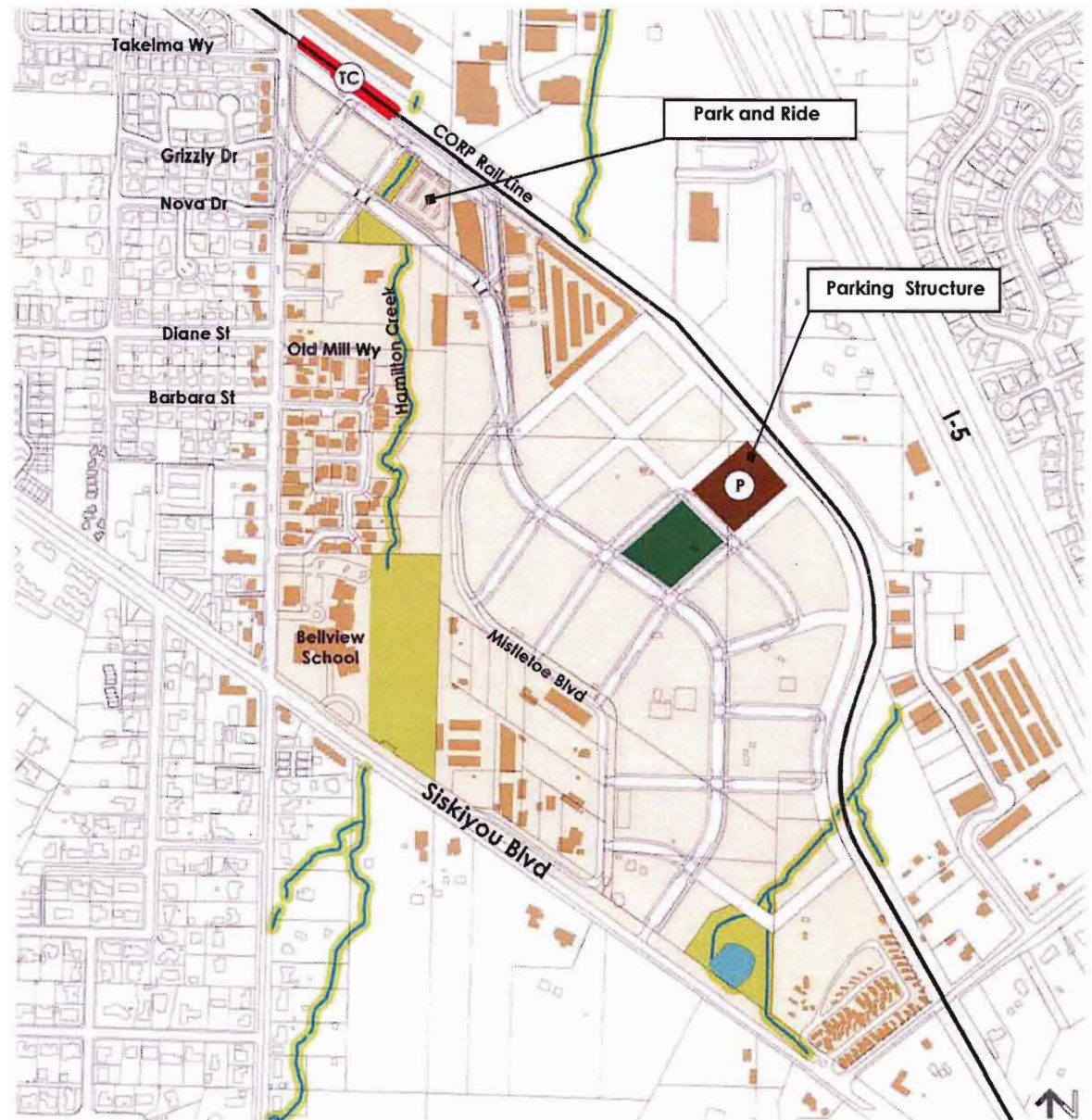
- Generally use larger vehicles such as trucks and vans
- May require service/loading bays as an essential component of their business function
- May need two vehicles—one for commuting and one for business functions
- Are less likely to use parking structures because of the need for easy access to their vehicle for deliveries and other business functions
- Generally comprise a smaller workforce than office employees in relation to building square footage
- Are less likely to use transit to commute to work

Stationary Employees

Employees associated with office functions:

- Are less likely to use their vehicles for day-to-day business functions
- Are more likely to use transit and parking structures
- Generally comprise a larger workforce than industrial employees in relation to building square footage

Based on the functional requirements of office employees, the office and employment district may require less on-site parking and more space in a parking structure. The light-industrial district may require more on-site parking and less space in a parking structure.



Parking

Parking Structure

The high cost of providing parking can limit development and contribute to inefficient use of land. Structured parking provides for parking demand while using less land area than surface parking.

The parking structure is centrally located within the office and employment district and should be efficiently designed for easy access with limited impact on the pedestrian environment. The parking structure design includes the following characteristics:

- Serves employees within the district
- Is large enough to accommodate visitors from across the city attending special events held on public open spaces
- Incorporates ground-floor active uses opposite the adjacent Central Park
- 10-ft. minimum landscaped setback around sides and rear
- Provides for auto access away from the pedestrian and bike way thereby reducing auto, pedestrian and bike conflicts

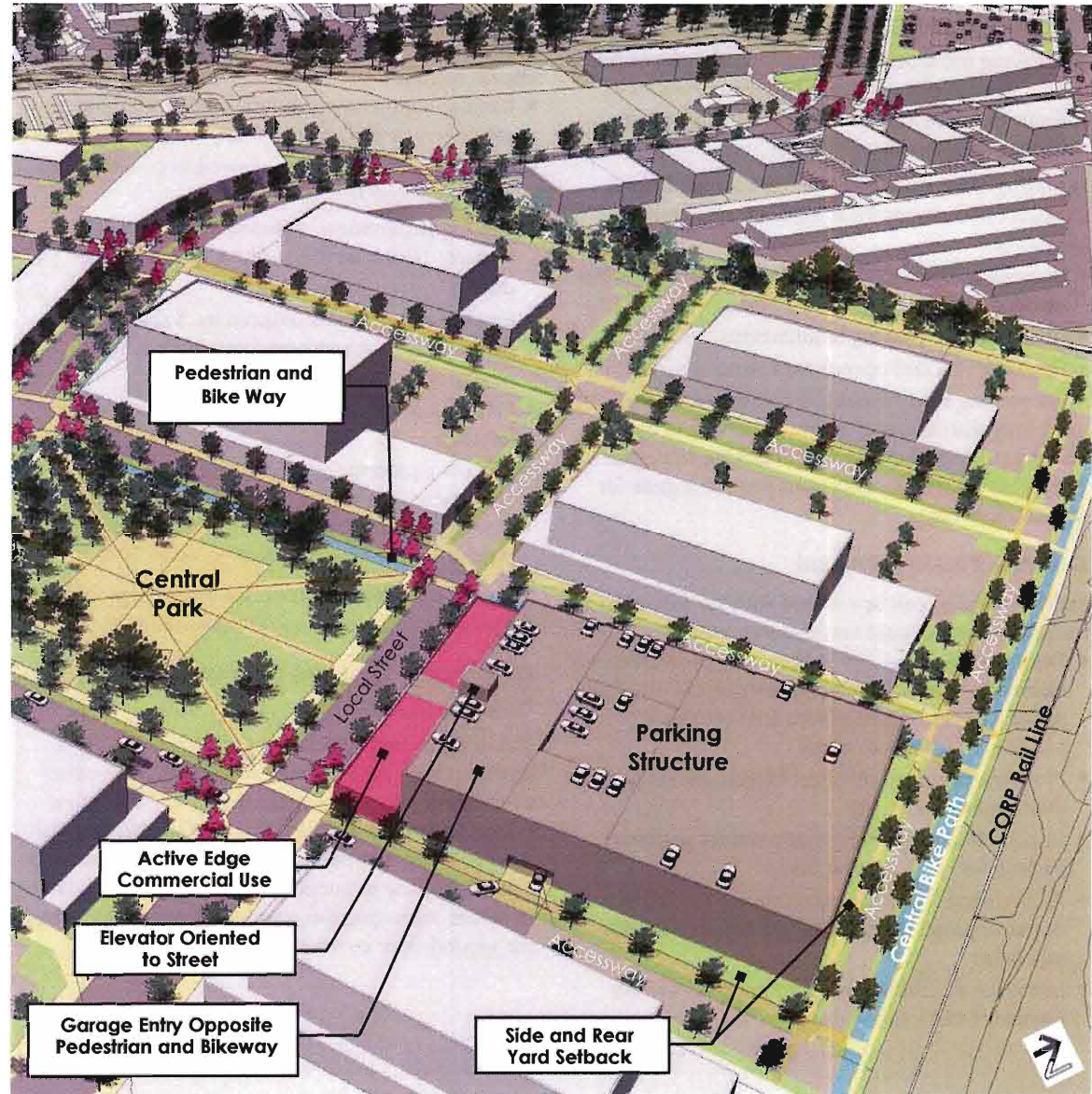
Surface Parking

Surface parking provided within individual parcels should be located behind buildings and screened from roadways. Designs should:

- Minimize impervious materials to decrease stormwater runoff and improve water quality.
- Reduce the dimension of parking stalls and encourage compact spaces
- Require landscaping to provide shade

Park-and-Ride Lot

A site has been reserved for a park-and-ride within the neighborhood center. The size and type—whether surface lot or parking structure—should be determined through a separate transit study.



Parking Structure

Parking Management Plan

Minimizing the area used for parking lots can improve district circulation and access to adjacent land uses and can allow for a greater density of employment uses within the district.

Managing district parking will require coordinated transportation-demand management and parking policies to:

- Decrease parking demand and reduce vehicle-miles traveled
- Create flexible parking requirements

Fund the cost and operation of structured parking. A full parking study should be conducted by the City to identify district parking requirements and outline parking structure funding and operating strategies. The following recommendations provide a guide for decision-making.

Decrease Parking Demand

Parking demand can be reduced with the following transportation-demand management strategies:

- Design pedestrian-friendly streets by providing wide sidewalks, safe intersection crossings and on-street parking or landscaped planting strip to buffer pedestrians from auto traffic
- Provide a protected off-street bicycle system to increase local ridership
- Design off-street parking that provides preferred parking for car-pools and bikes
- Recommend that employers provide incentives such as transit passes, carpooling facilities, and flexible schedules
- Introduce a car-share program, such as Ashland Carshare (ACS), to the district

Flexible Parking Requirements

Incentives for reducing off-street parking requirements should include:

- Parking requirements reduced by 10-15% for employers with 35 or more employees per gross acre
- On-street parking spaces allowed to count toward minimum requirement
- Parking requirement reductions of 10% after frequent transit service is provided within the district
- Parking requirements reduced to .5 space per bedroom for residential uses within the neighborhood center
- Parking not required for commercial uses in the district
- Require a percentage of off-street spaces to be constructed within the parking structure based on determination of final structure size and number of spaces. The percentage could be up to 50%

The parking summary on the following page indicates the projected amount of parking needed in the district.

Funding the Cost and Operation of Structured Parking

The design, construction, cost and operations of a district parking structure are likely to require either a full public subsidy or a partial subsidy through a public/private partnership. The City should establish an entity such as a parking commission to coordinate a public/private partnership for building the parking structure, managing the operating costs, and leasing of the ground-floor commercial space.

Funding the Parking Structure

Parking construction costs can range from \$15,000 to \$30,000 per space for structured parking, not counting land costs. Possible sources for funding the district parking structure include:

- In-lieu-of parking fees required of property owners for the cost of those spaces located in the shared parking structure
- General obligation bonds
- A local improvement district with special assessments to property owners
- Transportation impact fees
- Tax increment financing bonds through a designated urban renewal area

Managing Operating Costs

Annual operation and maintenance costs for structured parking can run from \$400-500 per space. It is very difficult to structure a revenue stream that will cover the costs of operation and the debt service of bonds issued to construct the structure without a variety of revenue generating fees or subsidy by the city. A detailed parking study would be required to identify an adequate funding strategy.

Phased Parking Development and Sizing the Structure

Development of shared parking on the parking structure site could be phased in the short term to include a surface parking lot 200' x 300' that could accommodate approximately 185 spaces. As development increases, construction of upper decks could be built over time. The estimated number of spaces required to support parking in the district would be from 852 (this includes fifty percent of total required parking minus twenty-five percent) to 1173 (this includes fifty percent of total required parking under typical code standards). At 185 spaces per floor a five to six level structure would be required.

Development and Parking Summary

Land Use	Net Acres	FAR	SF/Units	Parking		Employee/Acre	Jobs
				Code Req'd	25% Reduction		
Office	32.0 AC	.5	700,000 SF	1400 Spaces	1050 Spaces	60 E/AC	1900
Industrial	38.0 AC	.375	610,000 SF	871 Spaces	654 Spaces	25 E/AC	950
Commercial	1.0 AC	.75	30,000 SF	75 Spaces	-----	20 E/AC	20
Housing	2.0 AC	2.5	190 Units	-----	-----		
Open Space	4.5 AC	-----	-----	-----	-----		
Park and Ride	100 Spaces						
Total				2346 Spaces	1704 Spaces		
50% of total required parking to be located in shared parking structure				1173 Spaces	852 Spaces		

Open Space

The open space framework establishes a district focal point, provides amenities for the redevelopment area, and completes the existing system of open space corridors in the study area.

Central Park

Central Park will serve as a redevelopment catalyst and a public amenity. It should be designed to accommodate the daily needs of lunch-time employees as well as special events that will attract residents citywide.

The central park should provide:

- Circulation through and around the park
- A centrally located flexible hardscape area to accommodate large gatherings
- Street furniture, including lighting, benches, low walls and trash receptacles along walkways and the park perimeter
- Simple and durable materials
- Lawn, trees, and landscaped beds that provide visual interest with a diversity of plant materials
- Irregular placement of large-canopy trees within passive areas adjacent to the signature street

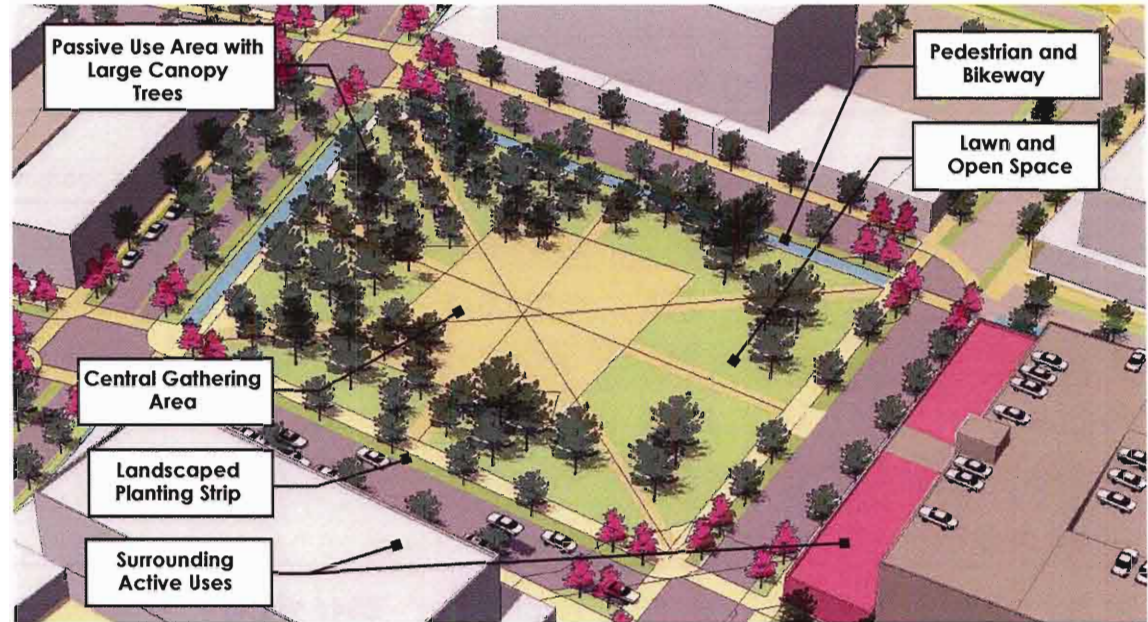
Recommended design standards include:

- 10-ft. minimum sidewalks and a 7-ft. minimum planter between sidewalks and the roadway
- A central hard surface gathering space of no more 50% of the total park area

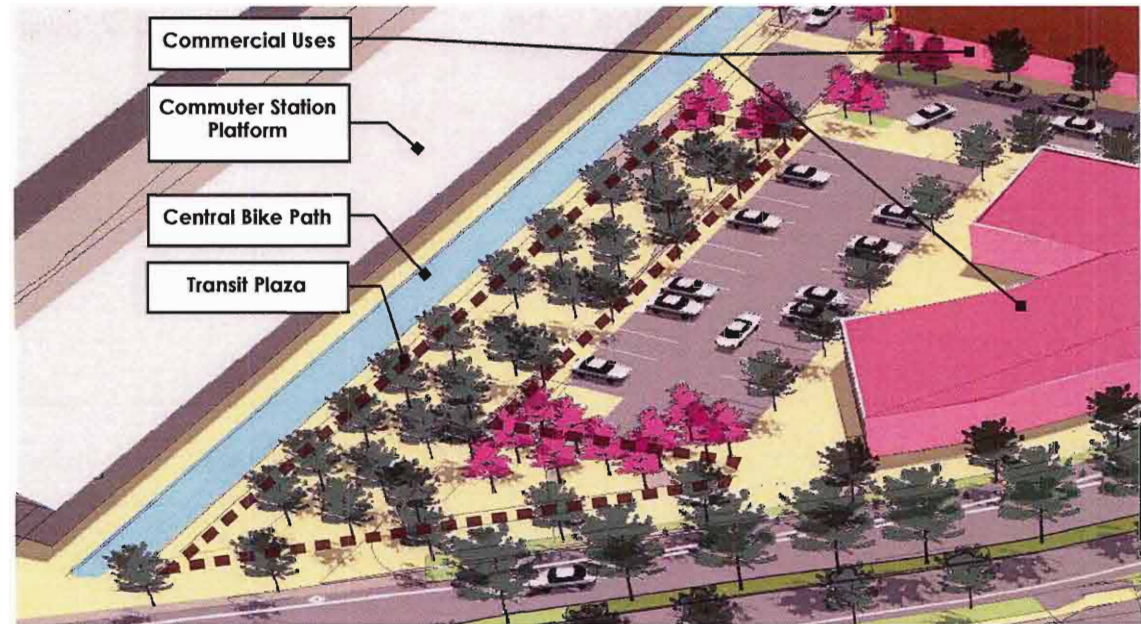
Transit Plaza

A transit plaza should be located between the commuter rail platform and commercial uses along the signature street. The design of the plaza should:

- Provide a waiting, loading and unloading area for commuter passengers
- Include outdoor gathering space adjacent to commercial uses
- Accommodate the central bike path
- Include conveniently located bike parking



Central Park



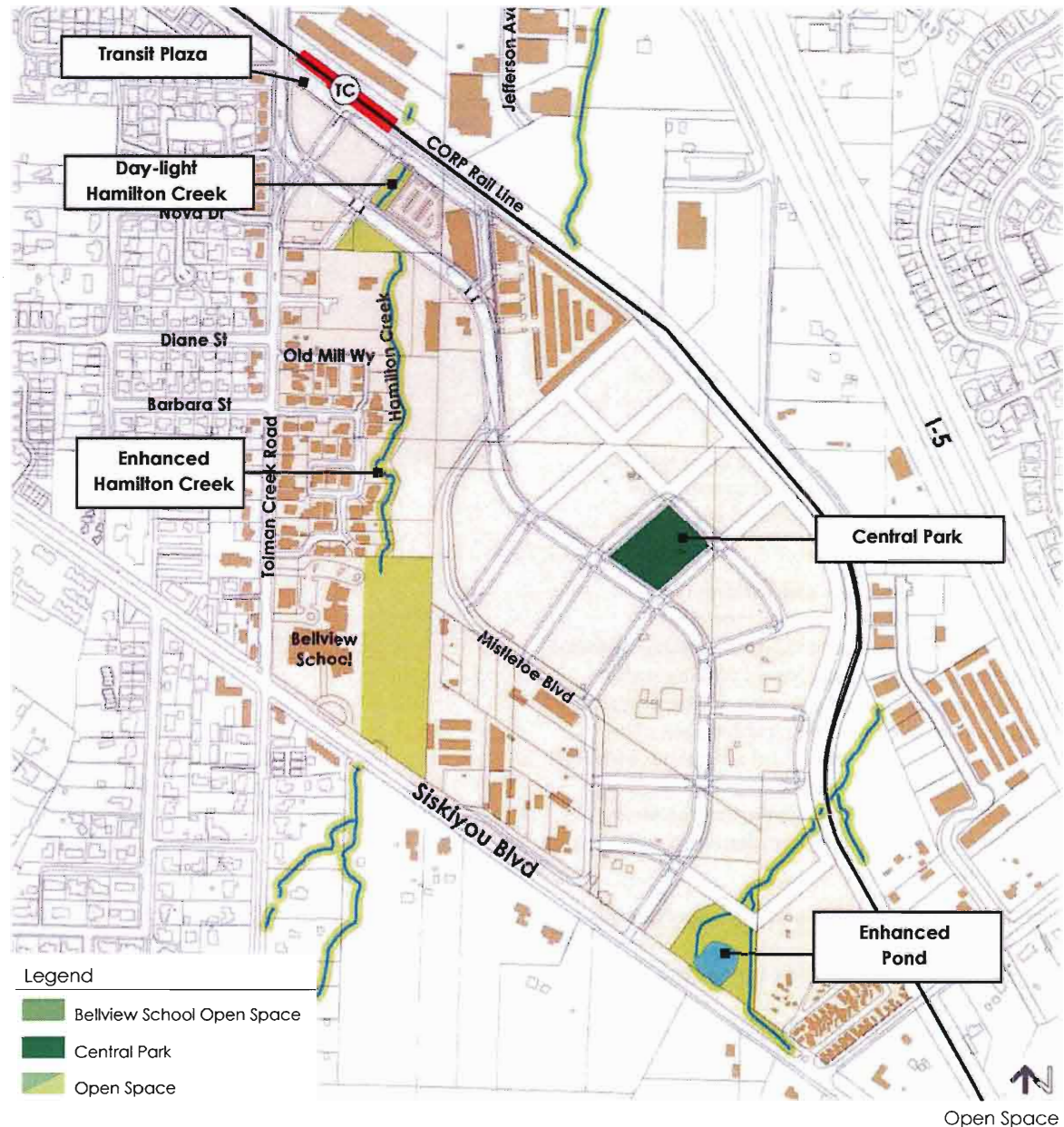
Transit Plaza

Corridor System

The open space corridors should be preserved and enhanced through regulated building setbacks, managed public access, and stormwater management consistent with the city's Stormwater and Drainage Master Plan. The corridor system enhancements should include:

- Preservation and enhancement of the Hamilton Greenway with monitoring for streambank erosion control, vegetated buffers, water quality, and enforcement of development standards for building setbacks and reducing pervious surfaces
- Evaluation of the existing pond along Siskiyou Boulevard for water quality, and potential enhancements such as increased vegetative cover
- Day-lighting of Hamilton Creek within the neighborhood center in an open landscaped and naturally engineered channel for approximately 200' which will support habitat and provide a development amenity and act as a buffer between the park and ride and mixed-use development
- Consider day-lighting the currently piped portion of Hamilton Creek between CORP rail line and Ashland Street
- Open spaces within private development parcels that are designed using appropriate sustainable practices, encourage drought-tolerant and native landscaping and minimizing impervious surfaces to decrease runoff and improve water quality.

A recommendation for stormwater management is identified on the following page.



Managing Stormwater

The natural drainage flow and topography associated within the Croman Mill Site and study area allows for a high level of stormwater management, through landscaping and biofiltration, within public right-of ways such as green street designs and on private property between buildings and along accessways. The diagram on the following page outlines a stormwater management strategy that:

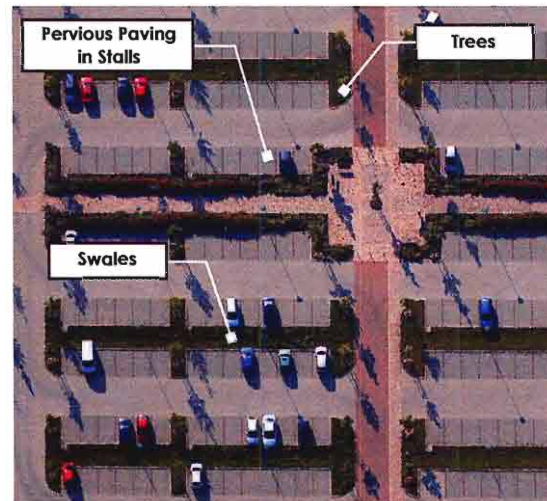
- Allows for gradual infiltration of runoff into the ground and filters pollutants collected from the roadways, sidewalks and building surfaces
- Channels surface water along bioswales and vegetative conveyance swales to key locations for retention/detention ponds
- Manages outflow from discharge areas such as ponds and swales through rip/rap and other methods that reduces impacts on streams and natural drainage ways

Green Design of Streets and Parking Lots

Significant reduction in the long term costs of stormwater infrastructure through traditional methods of underground piping and paved parking surfaces can be mitigated through the construction of green streets and redesign of surface parking lots. The signature street, local streets, and accessways identified in this plan can accommodate surface management of stormwater run-off through the incorporation of biofiltration swales within medians and curb extensions

The design and construction of private surface lots should be required to:

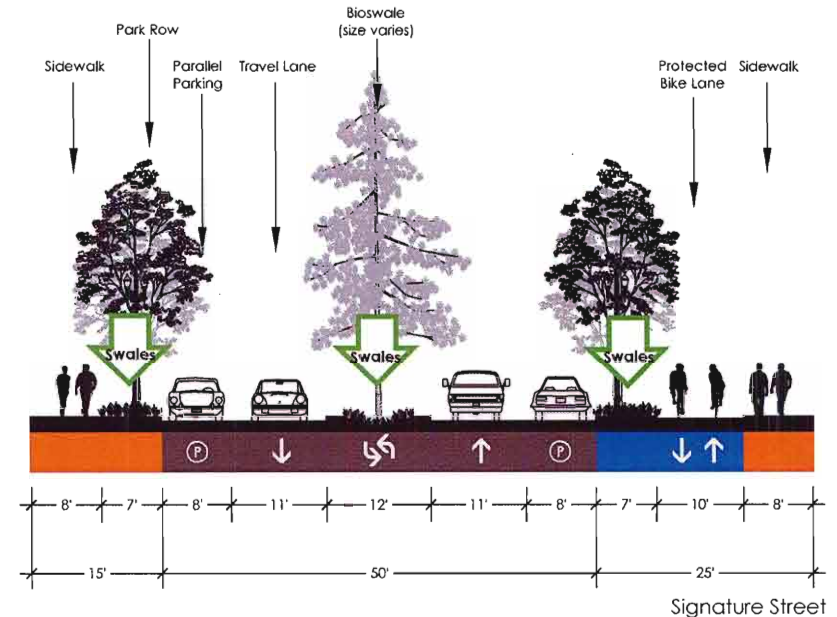
- Locate swales between parking stalls and along perimeter
- Provide for at least 50% shade cover over the surface lot within 5 years of project occupancy
- Provide pervious surfacing on at least 50% of the parking area surface



Parking Lot Design



Swale Between Parking Stalls



Signature Street

Policies and Regulations

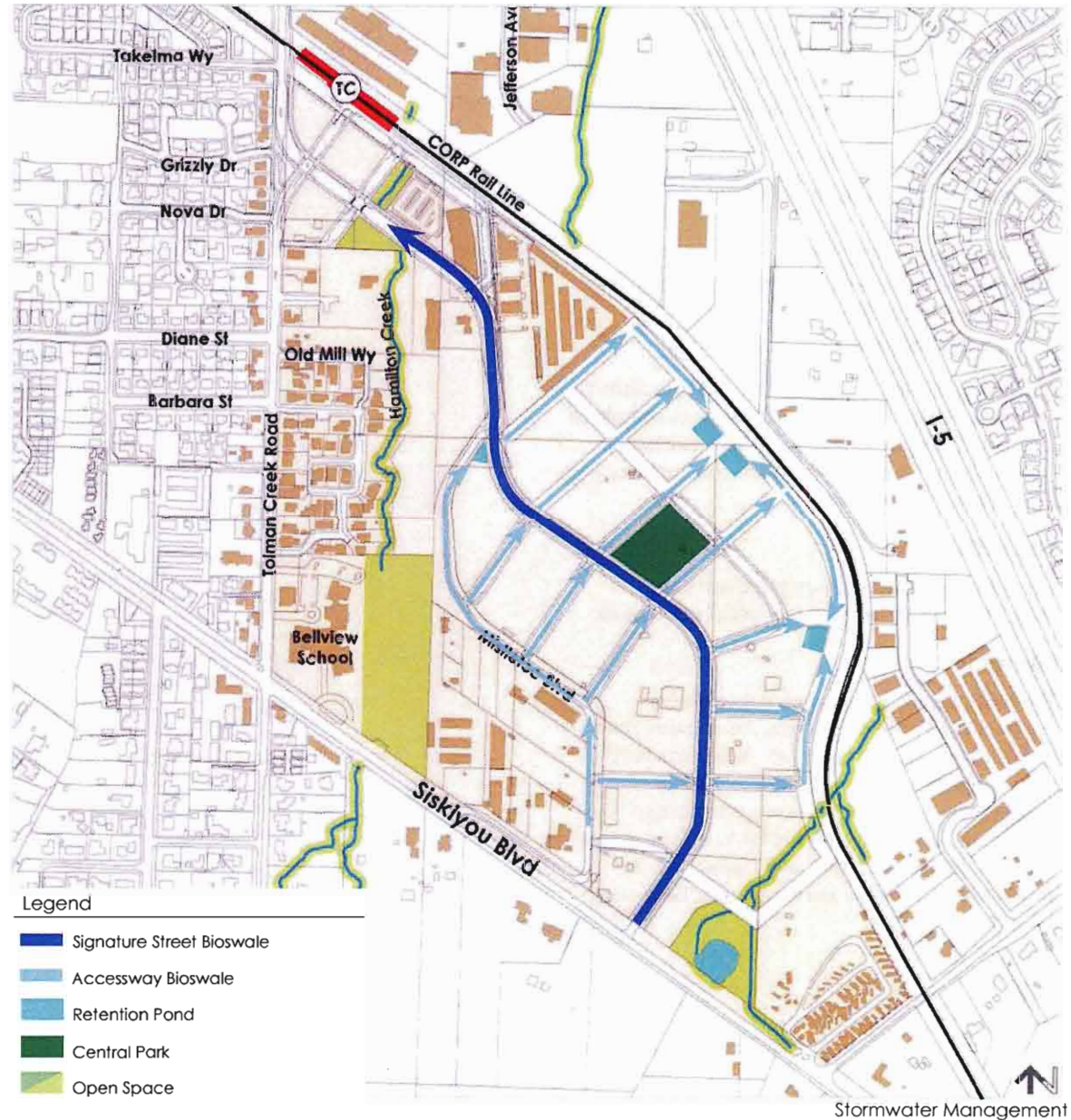
It is recommended that policies be developed through zoning and other mechanisms to encourage sustainable development citywide. A framework for guiding policies and regulations may consist of:

- High performance building guidelines with targeted goals for sustainable practices in the design and construction of buildings and sites
- Financial assistance such as reduced system development fees for green infrastructure and public/private partnerships
- Development of a sustainability checklist to review each aspect of design and construction
- City commitment to invest in infrastructure improvements, transportation, and development patterns that reduce dependency on the automobile

Sustainable Neighborhood Development Guidelines and a process for the review of development projects is discussed in the implementation section of this plan report.

For more information on green street design, visit these websites:

- website 1: <http://www.portlandonline.com/bes/index.cfm?c=31892>
- website 2: <http://www.portlandonline.com/bes/index.cfm?c=44407>



Circulation Framework

The circulation framework identifies street, pedestrian/bike, transit and rail improvements that support development and are well connected to the City's existing and planned transportation network.

Function

The circulation framework addresses three essential objectives:

- Auto access improvements
- Incorporation and strengthening of alternative transportation modes
- Neighborhood protection

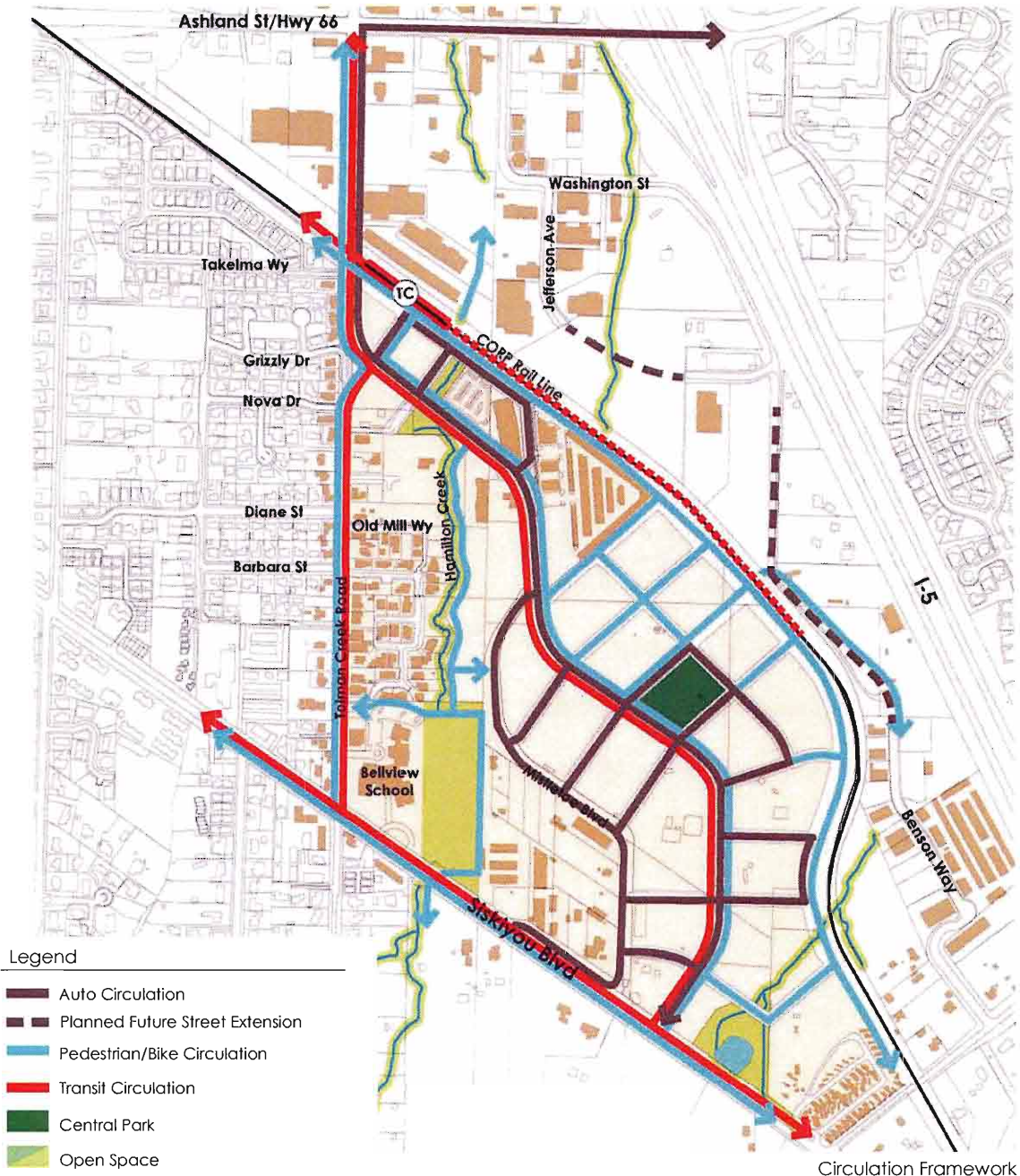
A preliminary transportation analysis of the district's existing land use and circulation has been completed as a part of the planning process. The circulation framework and design of the plan's roadways support the findings of this analysis.

Street Standards

Street standards that support the circulation framework can be found at the end of this section.

Identity

The recommended circulation improvements ensure that all components function as more than simple transportation corridors. Roadways have been designed to create a unique and distinctive district identity. The circulation system design reflects the community's desire for 'complete streets' where pedestrians, cyclists, and transit users are accommodated and, in some instances, become the priority.

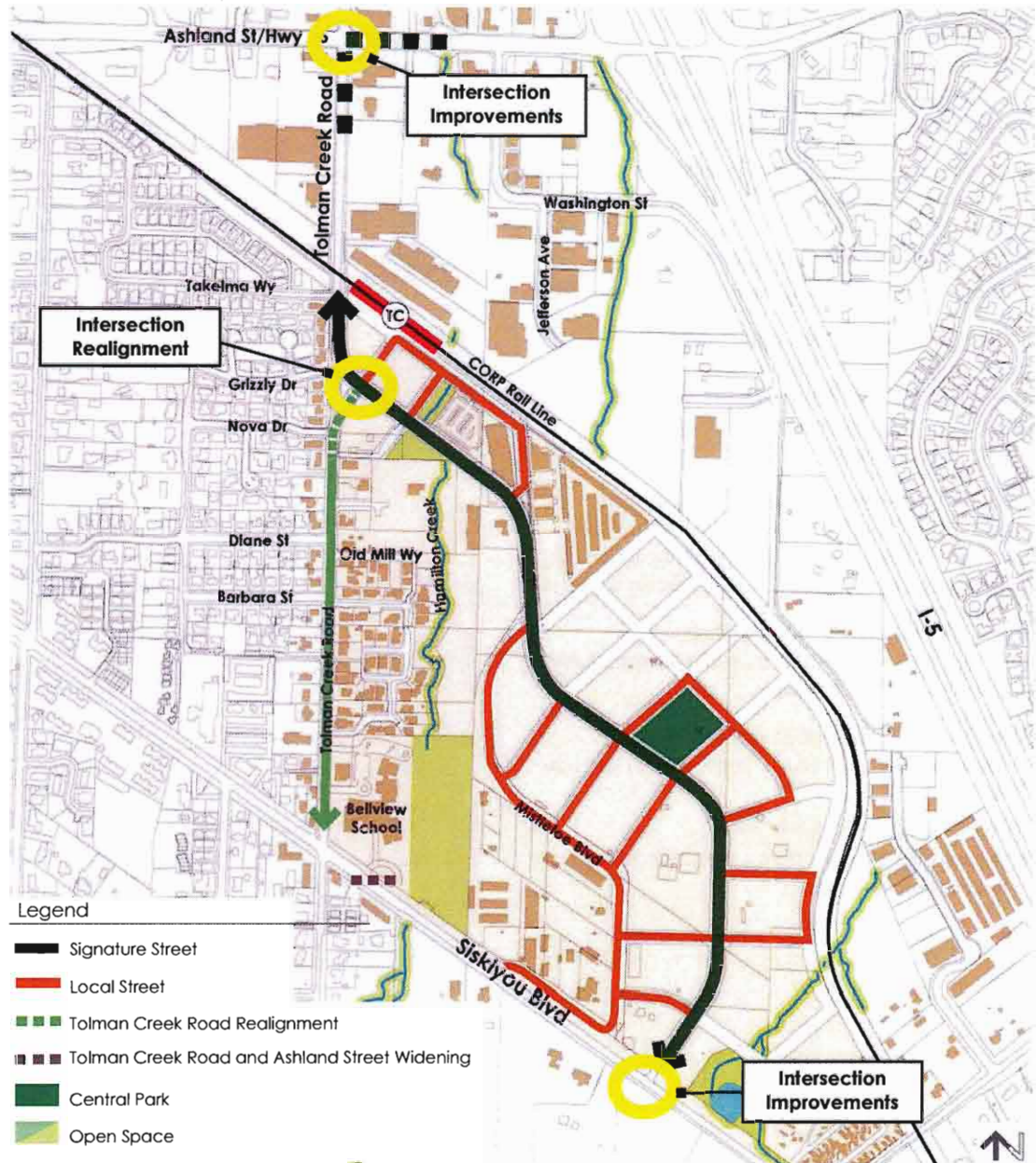


Circulation Framework

Auto Circulation Framework

The auto circulation framework recognizes that autos and trucks will be the primary modes of access into and out of the district. The following street improvements will ensure safe and efficient auto and truck movement without negatively affecting the pedestrian and bicycle environment. The improvements are identified below.

- **Tolman Creek Road and Ashland Street Improvements**-include ODOT recommended widening of the intersection at Ashland Street and Tolman Creek Road
- **Signature Street**-a new street providing primary access to employment
- **Tolman Creek Road Realignment**-preserves the existing road character and recent investments that provide safe routes to Bellview School and residences
- **Local Streets**-an interconnected local street network providing access to and between development parcels



Auto Access Improvements

The Croman Mill site is affected by and benefits from off-site improvements that will enhance its access to the citywide and regionwide transportation systems.

Consideration has been given to off-site projects that will improve the function and identity of the study area, including:

- ODOT Interchange 14 Improvements
- Tolman Creek Roadway Capacity Enhancements

ODOT Interchange 14 Improvements

A planning study for Interchange 14 improvements was conducted by ODOT. The study includes Ashland Street from the interchange to the intersection of Tolman Creek Road.

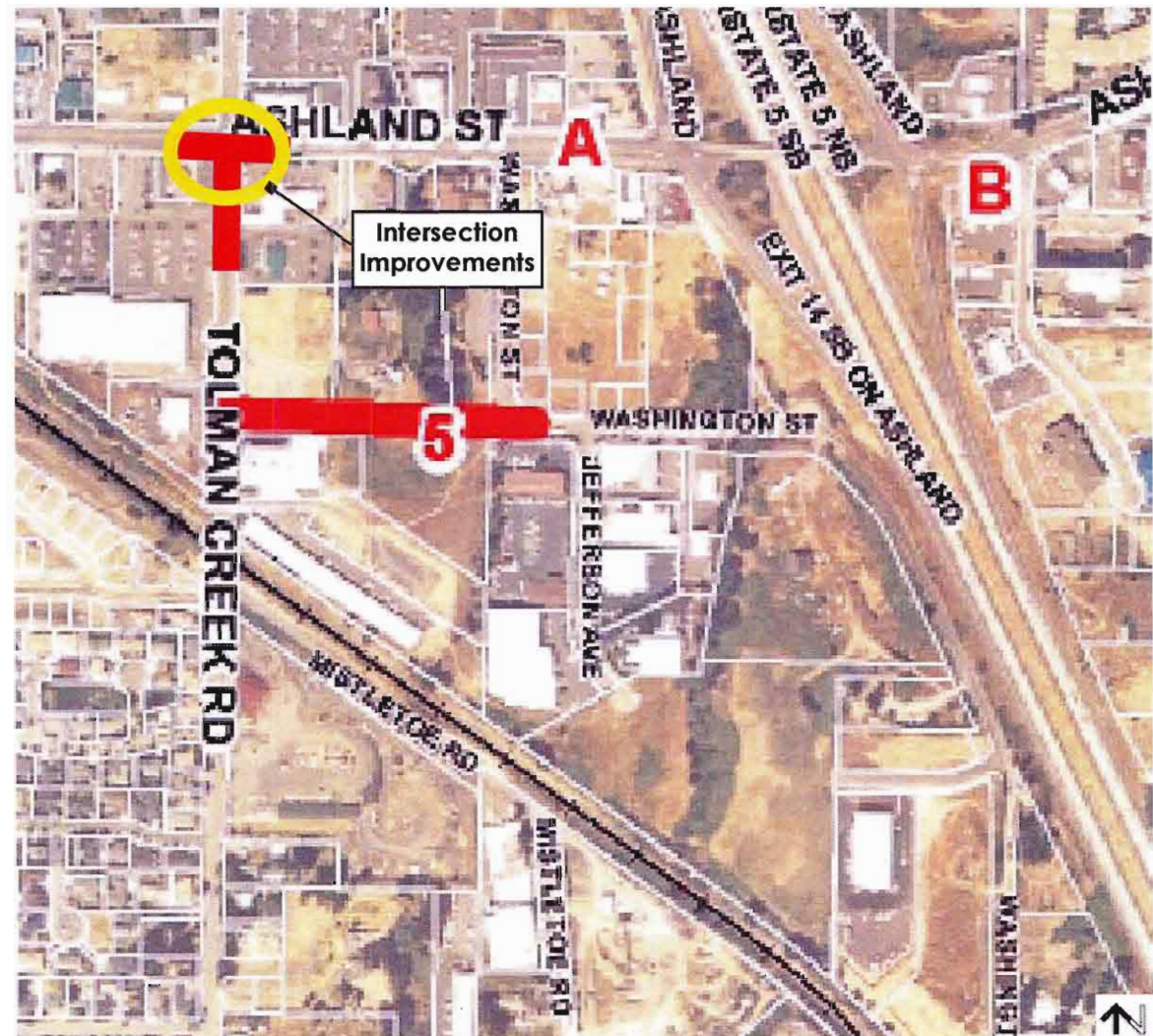
Improvements should consider the additional traffic that will be generated by the Croman Mill site redevelopment and its potential impact on the intersection of Ashland Street and Tolman Creek Road

Key Ashland Street elements include:

- Adding two westbound dedicated left-turn lanes onto Tolman Creek Road

Key Tolman Creek Road elements include:

- Widening the intersection from three lanes to five lanes
- Maintaining existing bike lanes
- Separating sidewalks from auto traffic with landscaping and trees



ODOT IAMP Recommendations

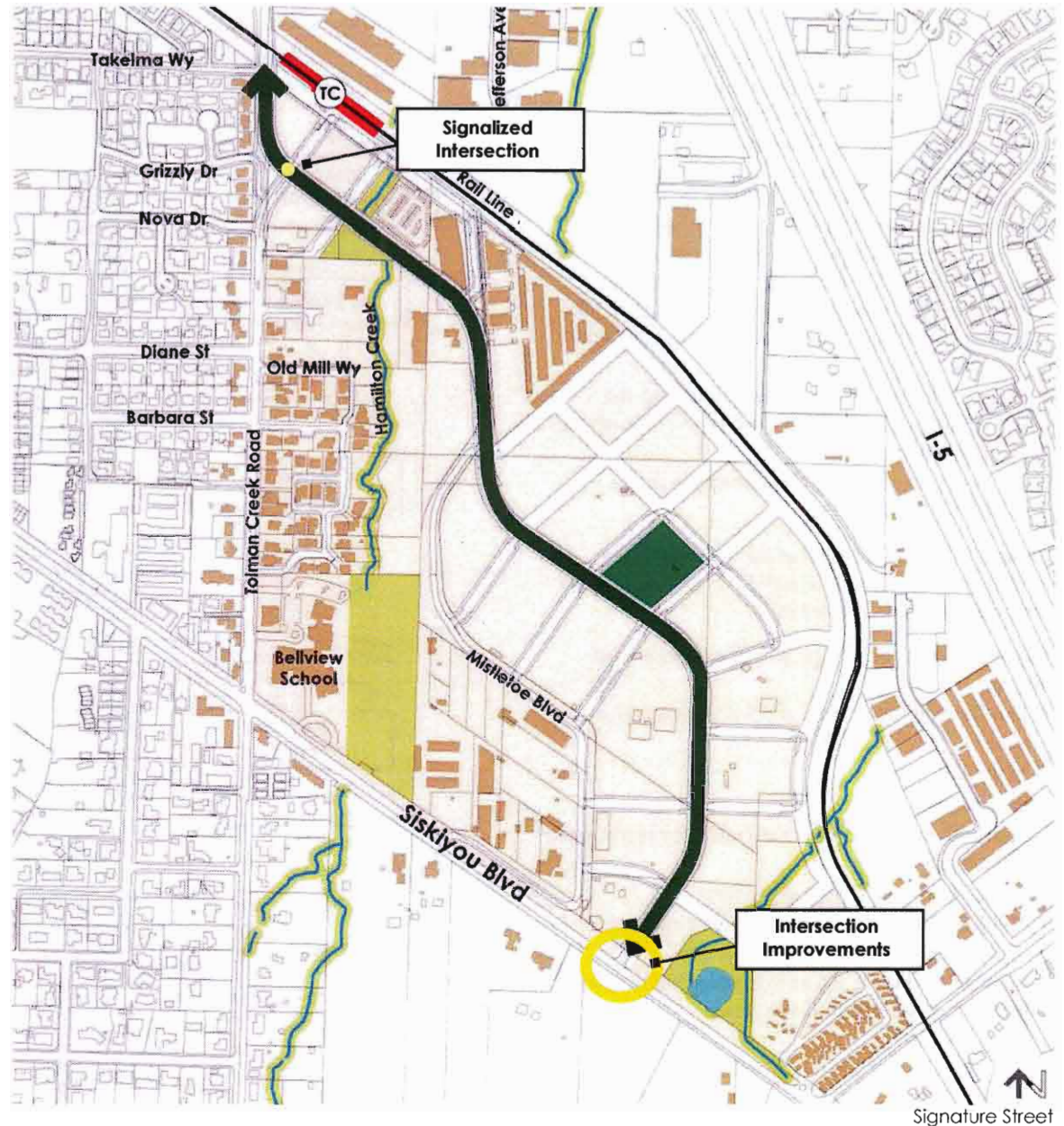
Signature Street

The tree-lined boulevards that currently exist along Ashland Street and Siskiyou Boulevard are an easily identifiable feature of Ashland's premiere street network. Application of this streetscape design to the Croman Mill Site signature street will create a seamless boulevard loop, linking this district with downtown Ashland.

The signature street also serves as a 'front door,' creating a positive first impression when entering the district.

Key elements of the signature street include:

- Two-way auto traffic, a left-turn median and on-street parking
- A roadway lined with canopy trees
- A protected bike lane along the north side
- Sidewalks buffered from roadway traffic by landscaping
- Safe pedestrian crossings at all intersections



Neighborhood Protection

Recent traffic calming improvements have been completed to enhance the pedestrian and bicycle environment along Tolman Creek Road. In addition, access to Bellview School has been markedly improved. Additional auto traffic will be generated by the intensification of the Croman Mill site. Without action to address traffic impacts on the neighborhood, Tolman Creek Road will become a barrier that separates the school from the neighborhood and degrades neighborhood livability. Because of this, the following Tolman Creek road improvements will need to be made.

- Direct traffic away from the neighborhood and toward Croman Mill district, where the majority of the trips will be made
- Allow neighborhood-generated trips to access Tolman Creek Road

These actions will ensure that the valuable recent improvements to Tolman Creek Road are not lost and the neighborhood is protected.

Key elements of the realigned Tolman Creek Road include:

- Two through traffic lanes and a northbound turn lane
- New traffic signal
- Bike lanes
- Sidewalks separated from auto traffic by landscaping and canopy trees
- Landscaped neighborhood gateway
- No change to the Takelma Way and Nova Drive intersections with Tolman Creek Road
- Grizzly Drive realigned and extended south to a new intersection at Tolman Creek Road



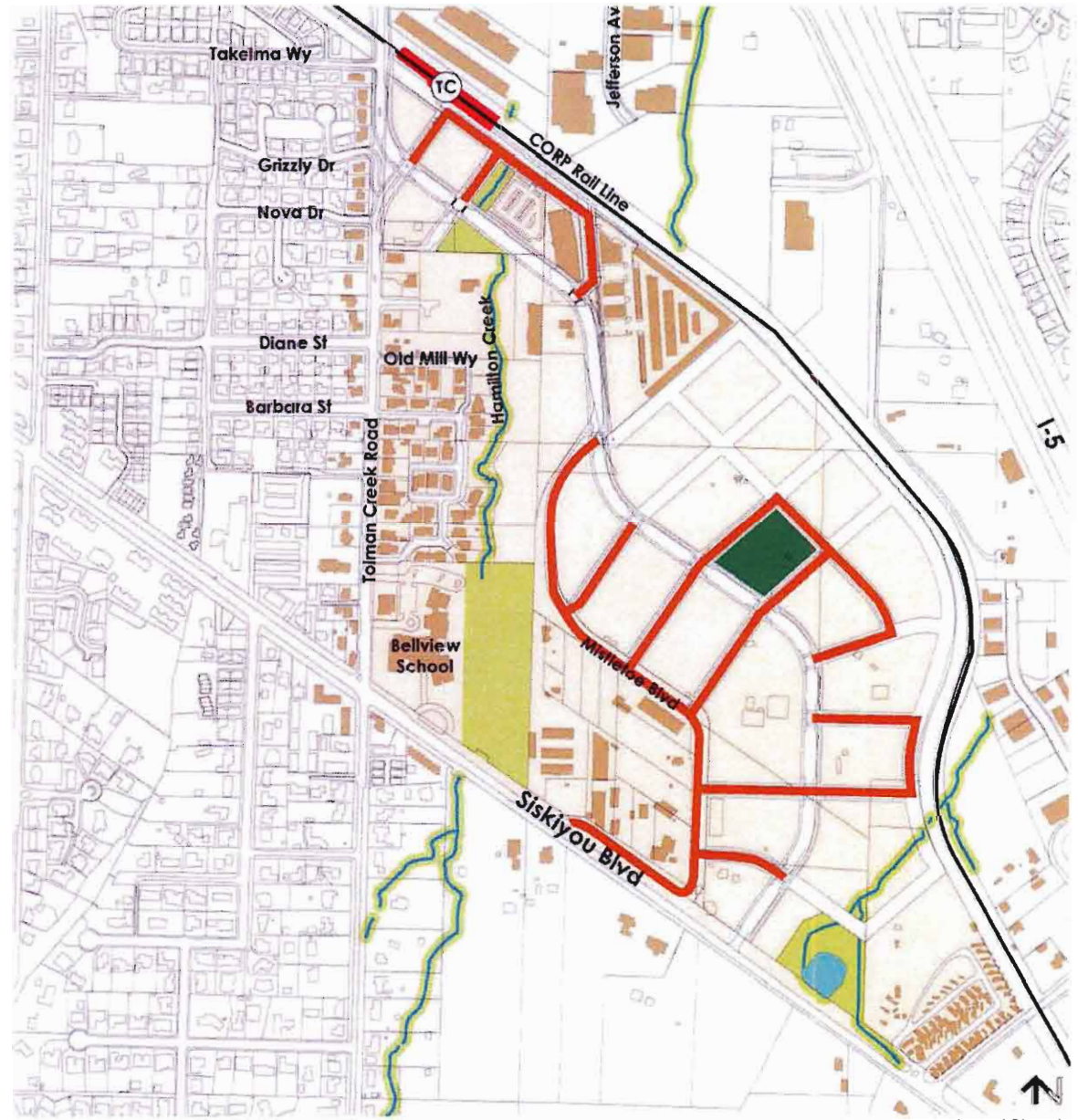
Tolman Creek Road Realignment

Local Streets

Local streets provide district circulation to and from employment uses, Central Park, and the neighborhood center. Local streets include the minimum streets needed to provide access to parcels throughout the district. Mistletoe Road, between Siskiyou Boulevard and the signature street, should be improved to the level of standard consistent with the new local streets.

Key elements of the local streets include:

- Two-way auto traffic
- Optional parallel parking
- Sidewalks buffered from parking or roadway traffic by landscaping

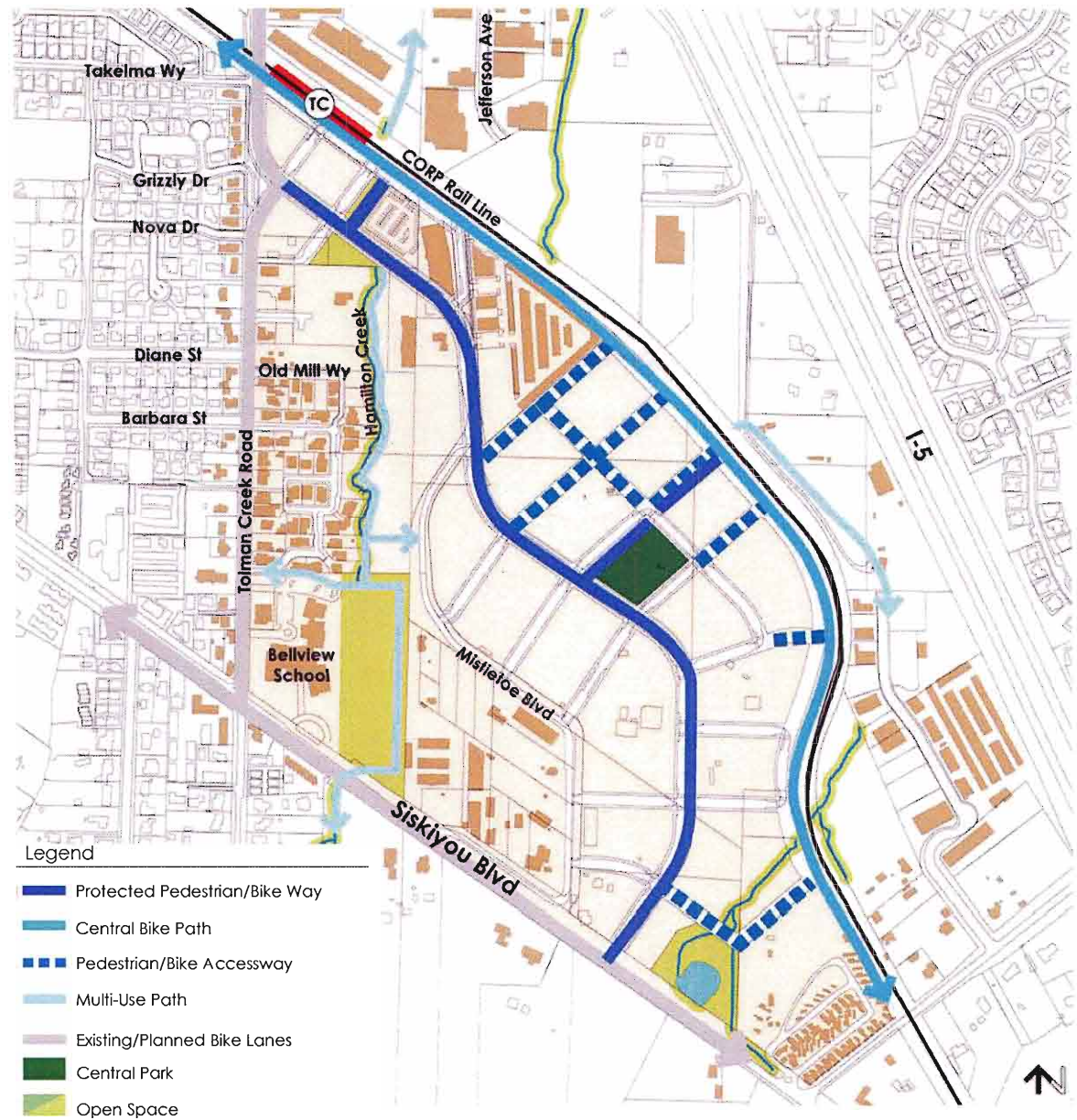


Local Streets

Pedestrian and Bicycle Framework

This framework provides for a safe and interconnected system of multi-use paths, accessways and pedestrian and bike ways that are fundamental to increasing ridership and reducing reliance on the automobile as the primary mode of transportation to and from the district.

Recommendations for design considerations of the protected pedestrian/bikeway can be found at http://www.altaplanning.com/App_Content/files/pres_stud_docs/Cycle%20Track%20lessons%20learned.pdf



Pedestrian and Bicycle Diagram

Protected Pedestrian and Bicycle Ways

Significant reductions in auto travel can be accomplished by linking protected bike lanes to mixed-use centers and key destinations. In the United States, on-street bike systems have the potential to capture up to 10 percent of all daily trips. Model European bike systems can capture 35 to 50 percent of all daily trips. This mode split is directly attributable to Europe's practice of separating the bikes from autos. The protected pedestrian/bike lane identified to the right will:

- Reduce dependency on the automobile
- Provide a safe alternative to on-street bike lanes
- Be well-connected to existing on-street bike lanes and multi-use trail system

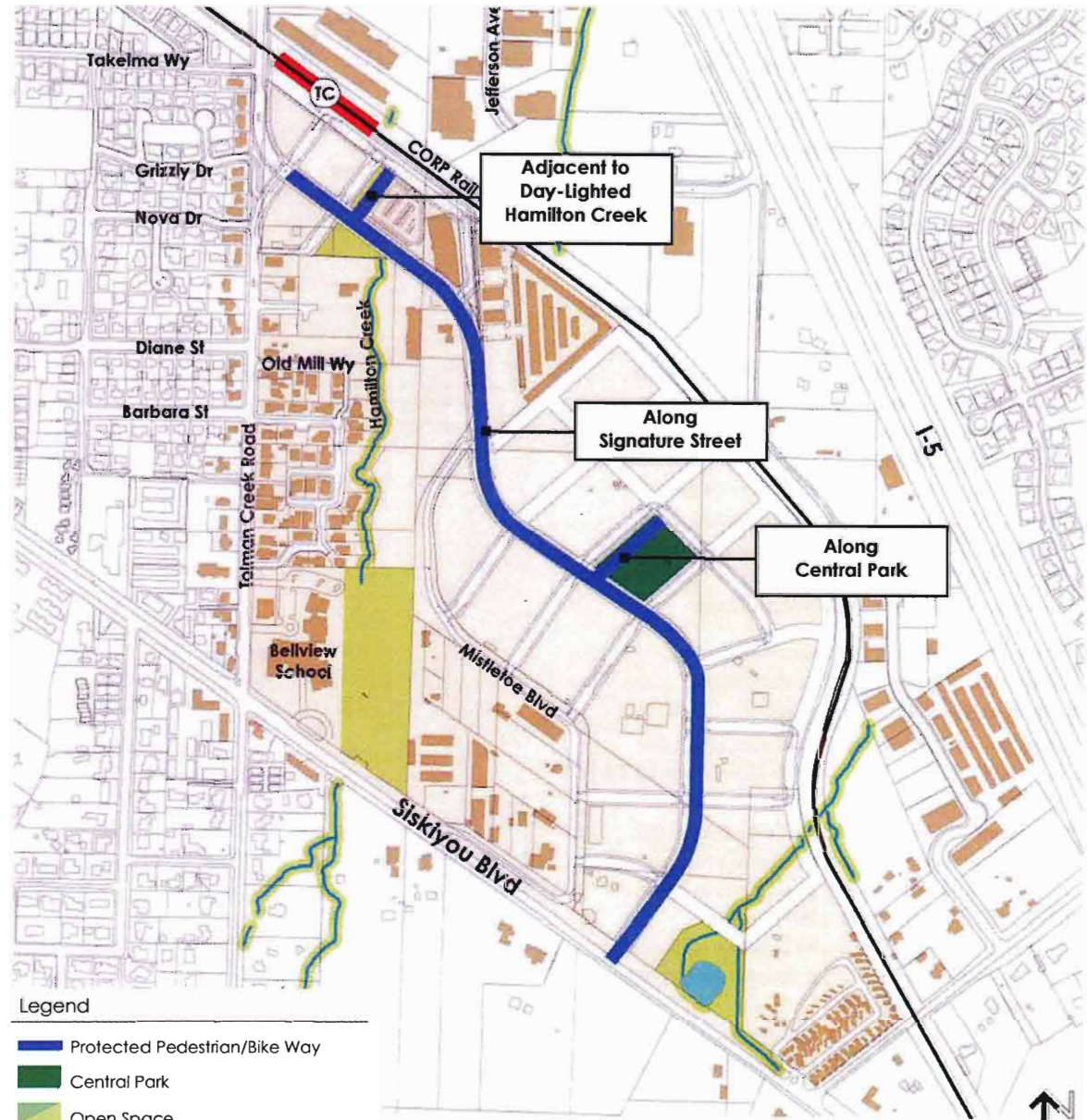
Connecting to Key Destinations

The protected pedestrian/bike way runs parallel to the signature street and connects with the City's existing central bike path and planned Hamilton Creek Trail at two locations:

- On the east side of the new street adjacent to the day-lighted Hamilton Creek
- On the east side of the street running along the western border of Central Park

The design of the protected bikeway should include:

- A grade-separated two-way colored bicycle path buffered from parking by landscaping
- A sidewalk separated from the bicycle path by striping, bollards or a grade separation
- Tabled intersections
- Elimination of auto right turns on red at intersections
- Incorporate rumble strips along the bikeway at the approaches to all intersections
- Signage to alert drivers, pedestrians and riders approaching intersections
- Consideration of a bikes-only signal phase at signalized intersection



Protected Pedestrian/Bicycle Ways

Multi-Use Trails

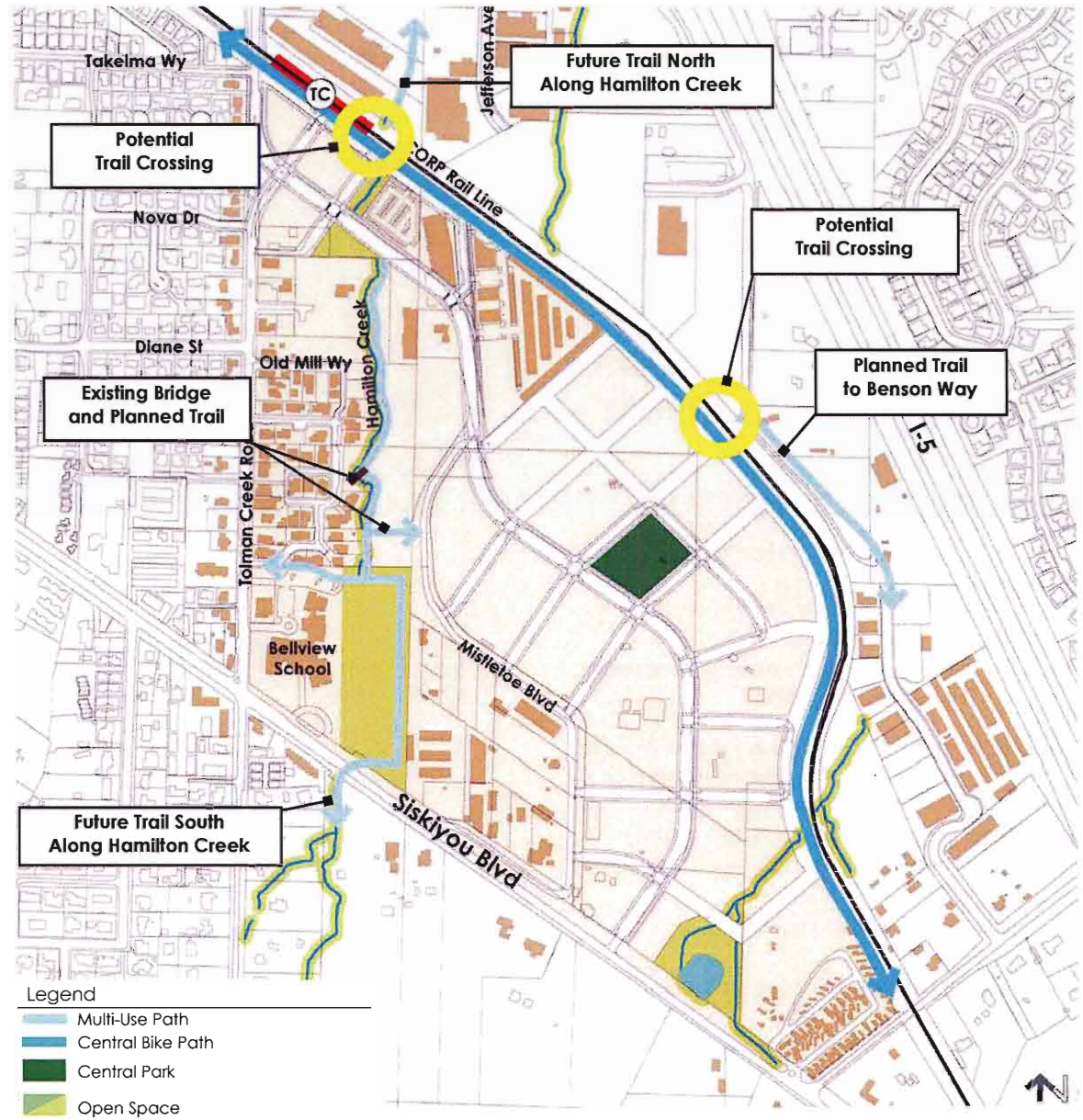
Proposed multi-use trails provide pedestrian and bicycle connections between the district and adjacent neighborhood, employment and commercial areas. The plan includes the Hamilton Creek Greenway trail and an extension of the City's central bike path.

The Hamilton Creek trail will:

- Link Ashland Street and areas to the north with the neighborhood center and Bellview School to the south via an at-grade crossing at the commuter rail platform
- Accommodate pedestrian and bikes within a dedicated trail easement
- Meet optimum required standards for multi-use paths as identified by AASHTO and illustrated in the street section at the end of this chapter
- Connect to the existing bridge crossing at the Hamilton Place Subdivision and a proposed east/west trail along the north side of the Grange from Tolman Creek Road to Mistletoe Road

The central bike path extension will:

- Link downtown Ashland to the district
- Serve as a viable commuter route
- Extend the City's existing trail east along the southern edge of the CORP rail line within a 20-ft. dedicated easement
- Intersect the Hamilton Creek Greenway trail, providing direct and safe access to routes north across the CORP rail line and south to Bellview School and adjacent neighborhoods
- Require modification to the existing path design standard to provide a clear distinction between the pedestrian and bicyclist
- Potentially include crossings of the CORP rail line to connect to a planned trail along Benson Way and Hamilton Creek north

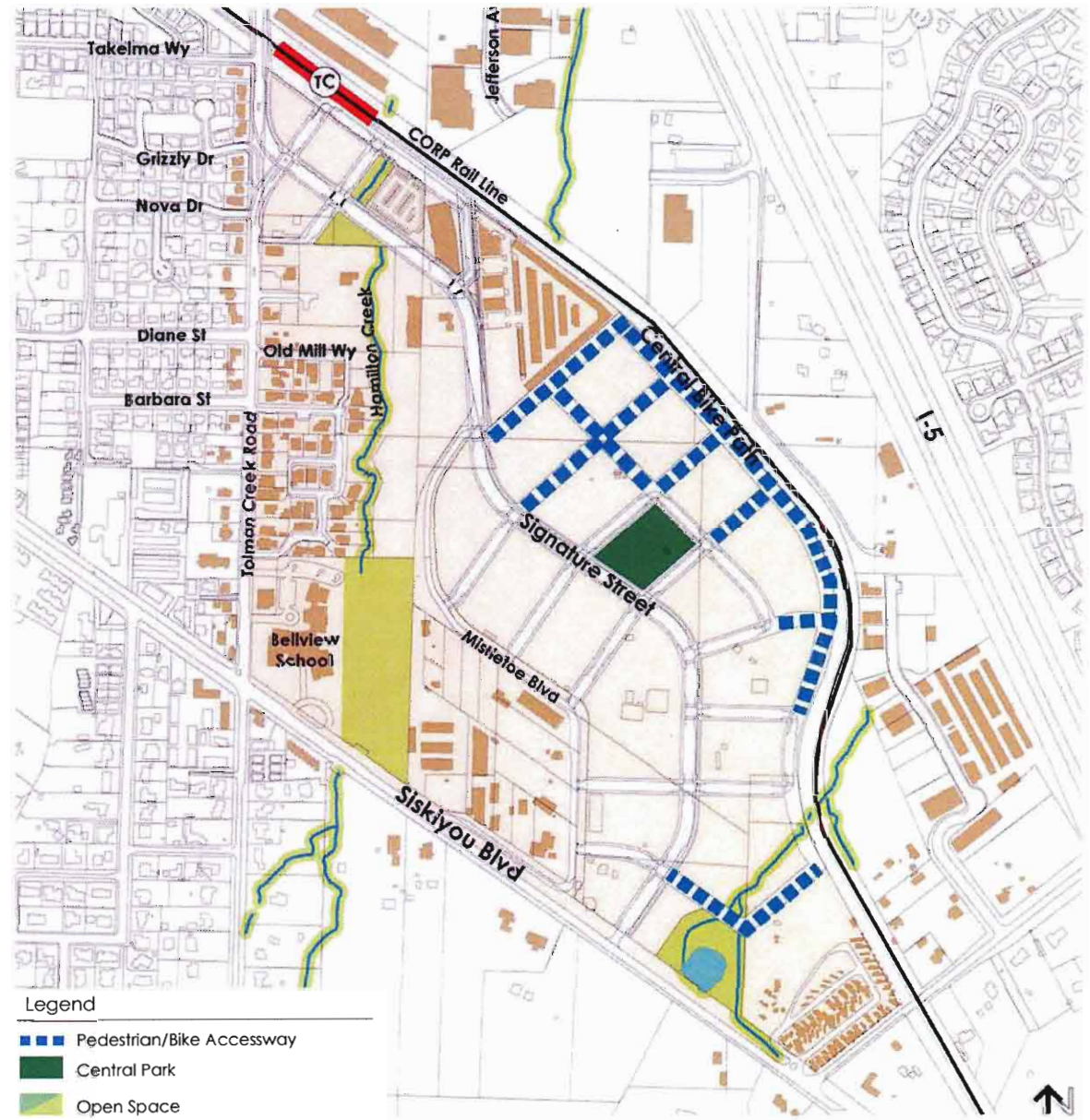


Multi-Use Trails

Accessways

The accessways are intended to provide circulation primarily for pedestrian and bikes and to preserve the grid that dictates the form of land uses. The accessways would:

- Require a dedicated easement of up to 60 ft. regularly spaced within or between development parcels
- Connect the signature street to the City's central bike path
- Allow for shared bicycle, travel lanes and temporary loading zones as necessary to serve development sites



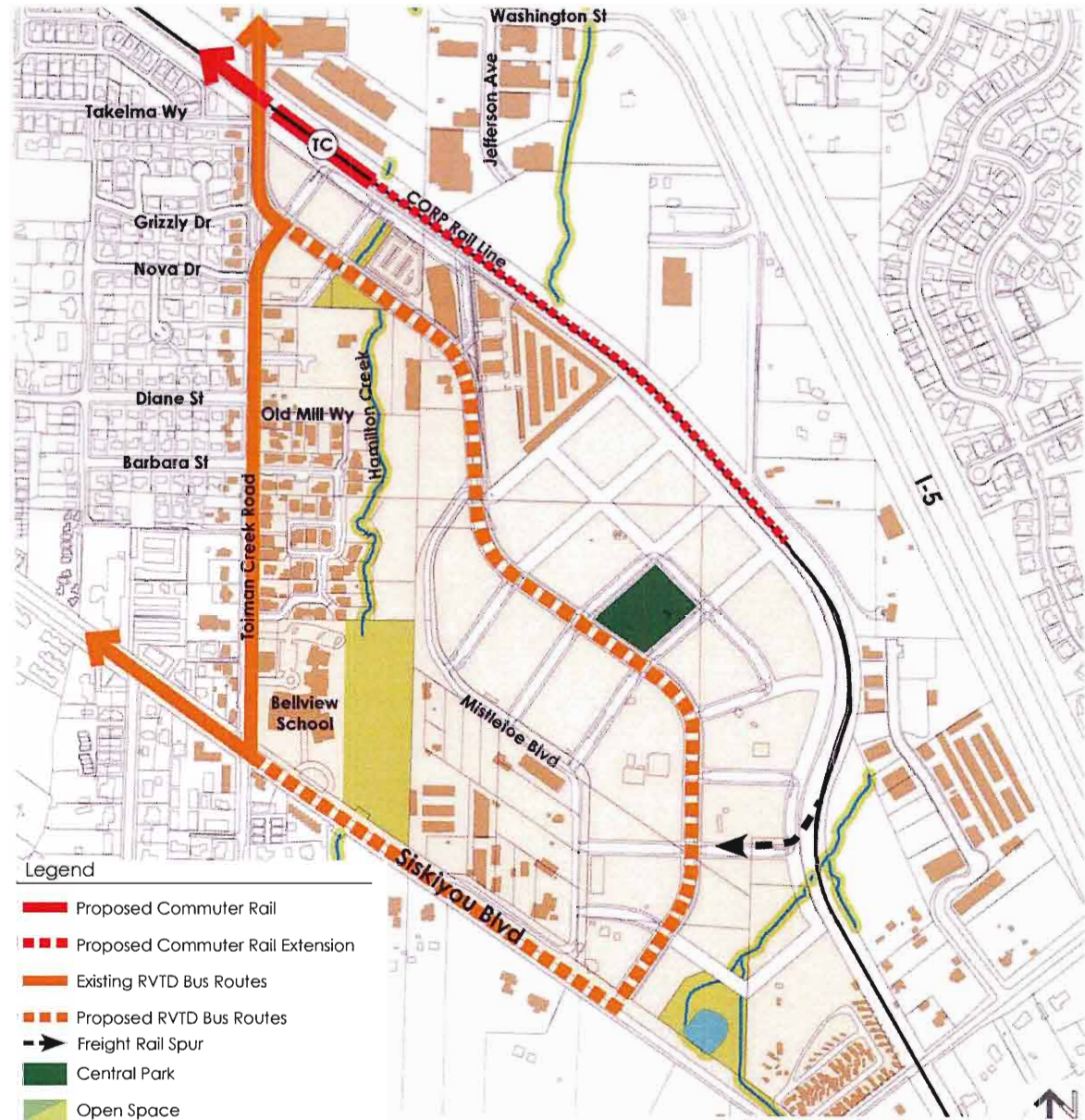
Accessways

Transit Framework

The transit framework identifies a comprehensive local and regional plan for commuter rail, bus, and freight that supports access to employment, light industrial uses, neighborhood services and housing. The feasibility of linking the district and downtown with a streetcar line should be studied in the near future.

The goal of the framework is to:

- Reduce vehicle miles traveled by providing viable transportation alternatives
- Identify a preferred commuter rail location that serves existing and future employment centers
- Locate future bus routes serving district employment
- Allow for a future freight rail spur to industrial sites



Transit Diagram

Bus

The district is currently served by RVTB bus service along Tolman Creek Road. The City and RVTB should plan for the potential relocation of the bus route further east along Siskiyou Boulevard and the signature street to serve future employment. At a minimum, bus facilities along these streets should include:

- Bus stops spaced approximately 1000-ft. apart along the Signature Street with stops located at high pedestrian areas such as the intersection of Tolman Creek Road and the Signature Street, and the Central Park
- Shelters, seating, trash receptacles and waiting areas that conform to City and RVTB standards

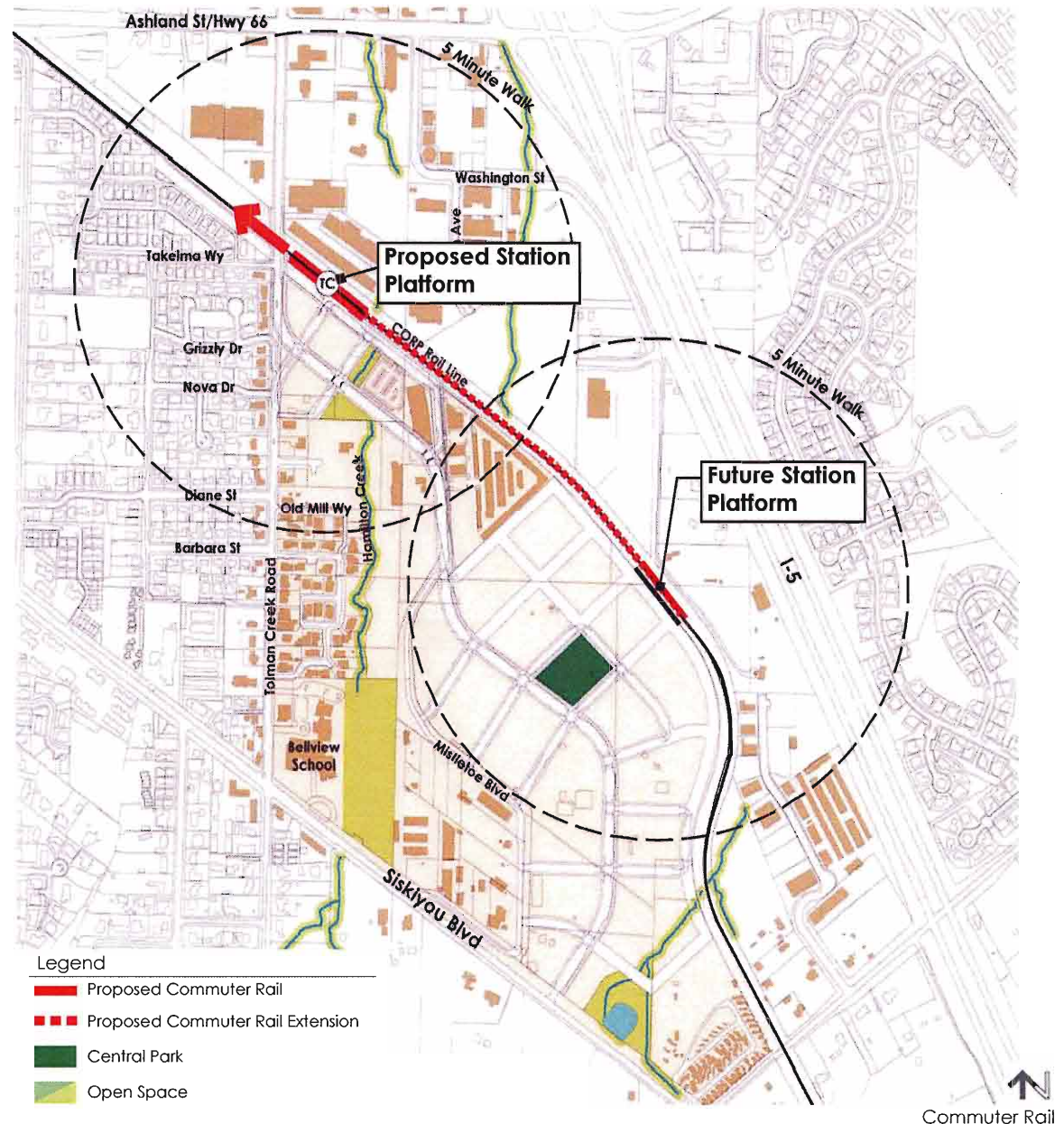


Commuter Rail

The commuter rail station is safe, accessible and conveniently located within walking distance of other transportation modes, the neighborhood center and employment areas. These attributes will maximize ridership. The station:

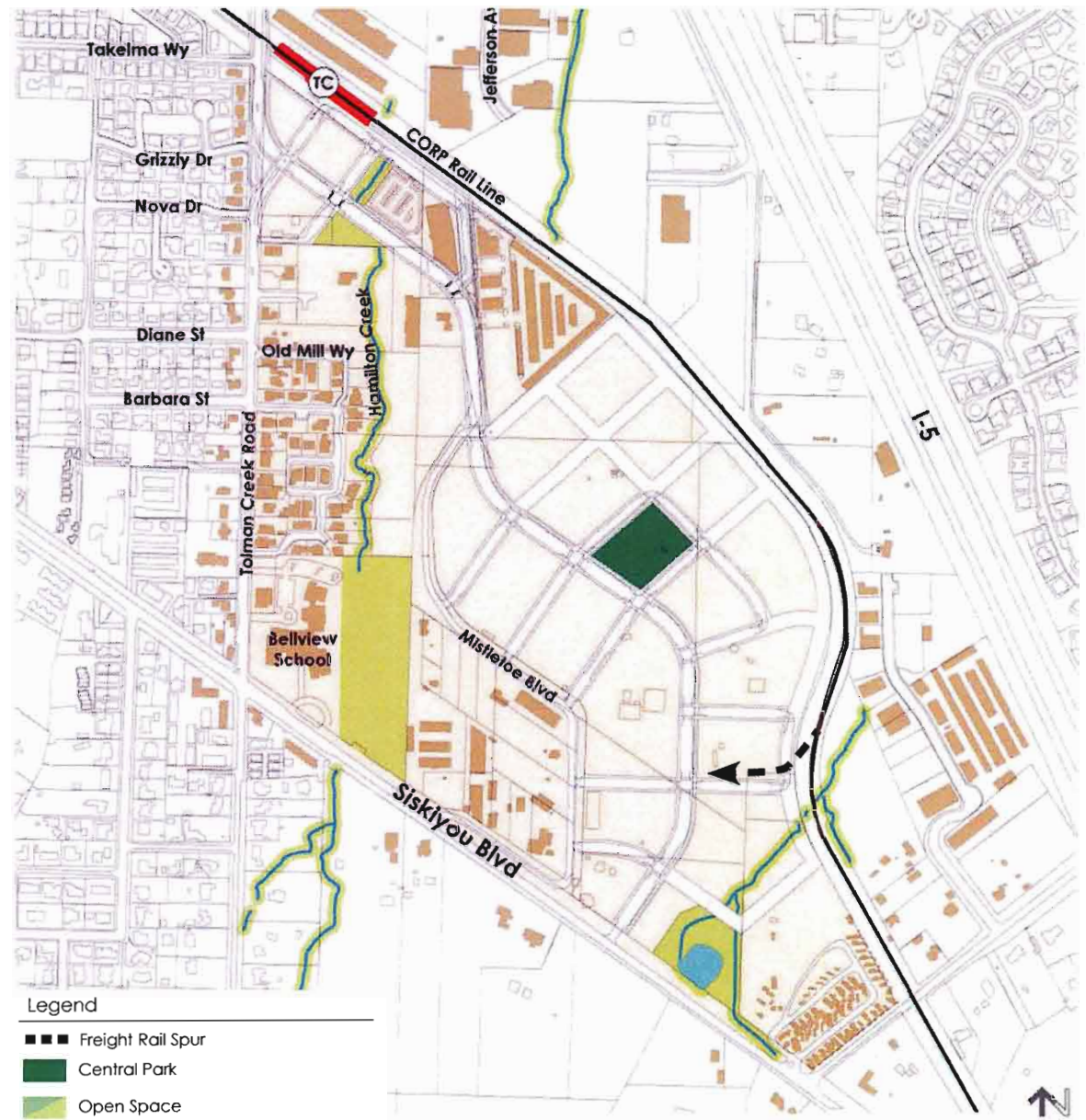
- Serves existing employment, commercial and residential uses within a ¼ mile radius of the station
- Is strategically located adjacent to the proposed neighborhood center
- Is highly visible from Tolman Creek Road
- Is linked to existing streets, the central bike path, and proposed and existing RVTD bus service
- Includes a 400-ft. platform that will accommodate anticipated commuter rail cars and commuter amenities

Over time, the potential for a second station platform should be considered to maximize service to employment areas as indicated to the right.



Freight

Existing freight service will remain on the CORP rail line. Access to rail should be allowed as needed for access to industrial uses within the district. A rail spur should be located within general proximity of the existing spur located in the southeast portion of the Croman Mill Site. The alignment should run parallel to the local access street within a minimum 14-ft. easement as per ODOT rail standards. At-grade rail crossings at the signature street, pedestrian and bike paths, or other streets should provide advance warning signs, pavement markings, and or traffic control devices.



Freight Rail

Circulation Standards

The following pages identify proposed sections for the following streets, trails, and protected bike lanes identified in the circulation framework and include:

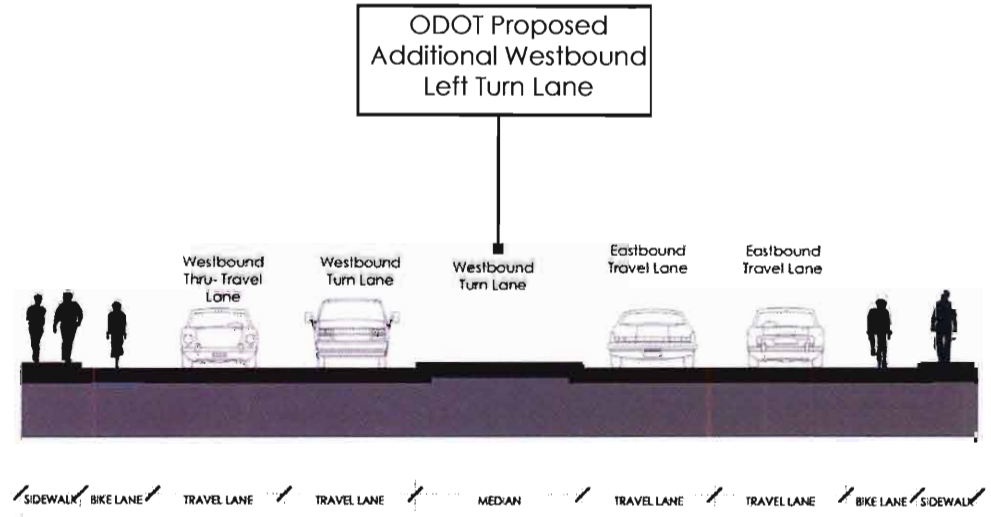
Auto Circulation Sections

- Ashland Street and Tolman Creek Road Intersection Improvements
- Signature Street
- Tolman Creek Road Realignment
- Siskiyou Boulevard and Signature Street Intersection Improvements
- Local Streets

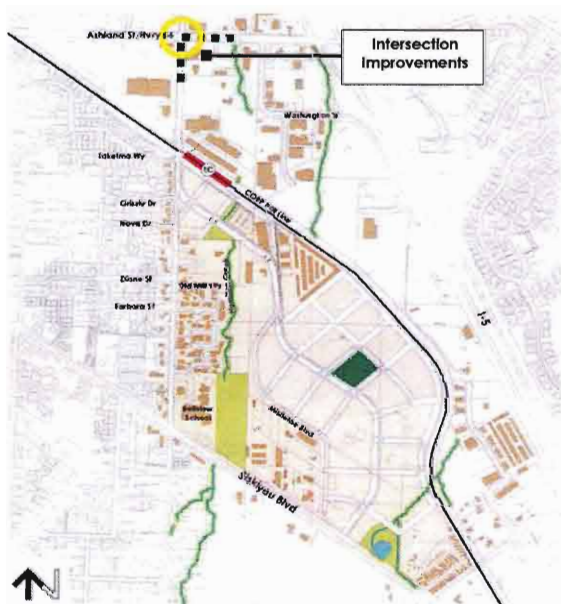
Pedestrian and Bicycle Sections

- Protected Pedestrian and Bike Way
- Hamilton Creek Trail
- Central Bike Path
- Accessway

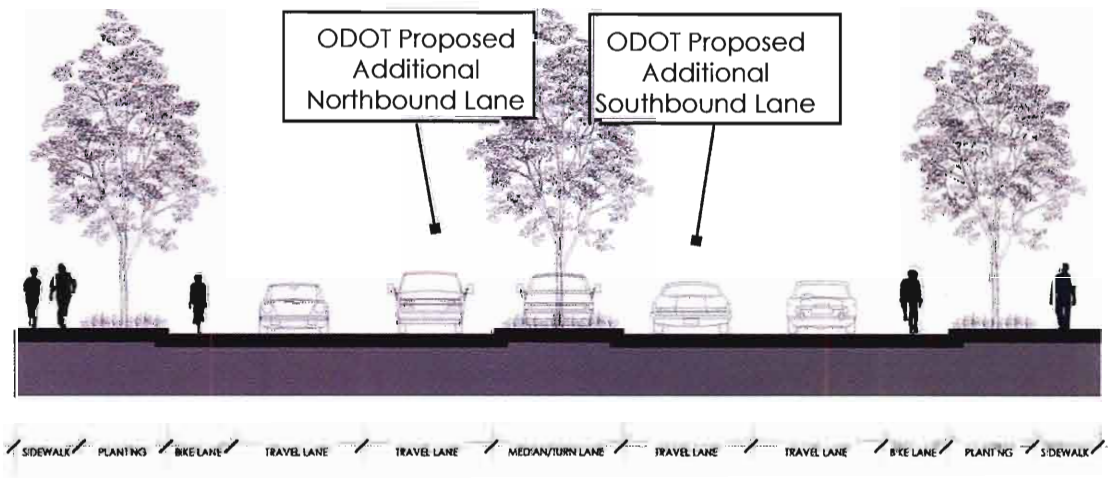
Ashland Street and Tolman Creek Road Intersection Improvements



Ashland Street Improvements

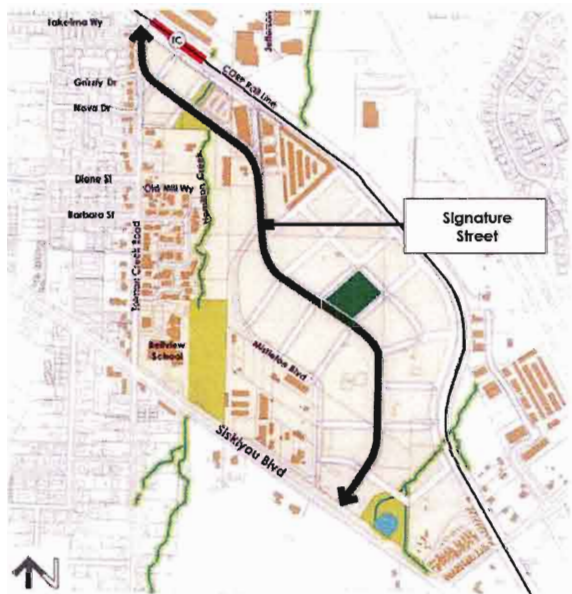


Location

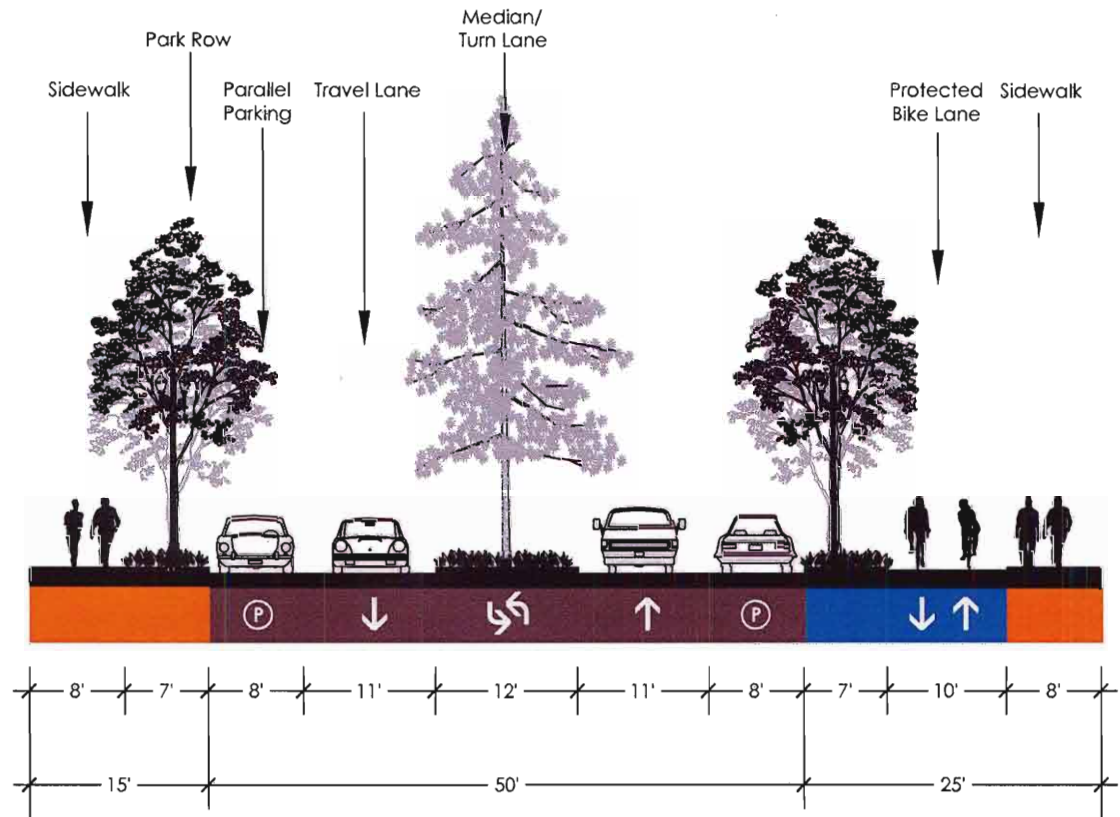


Tolman Creek Road Improvements

Signature Street



Location

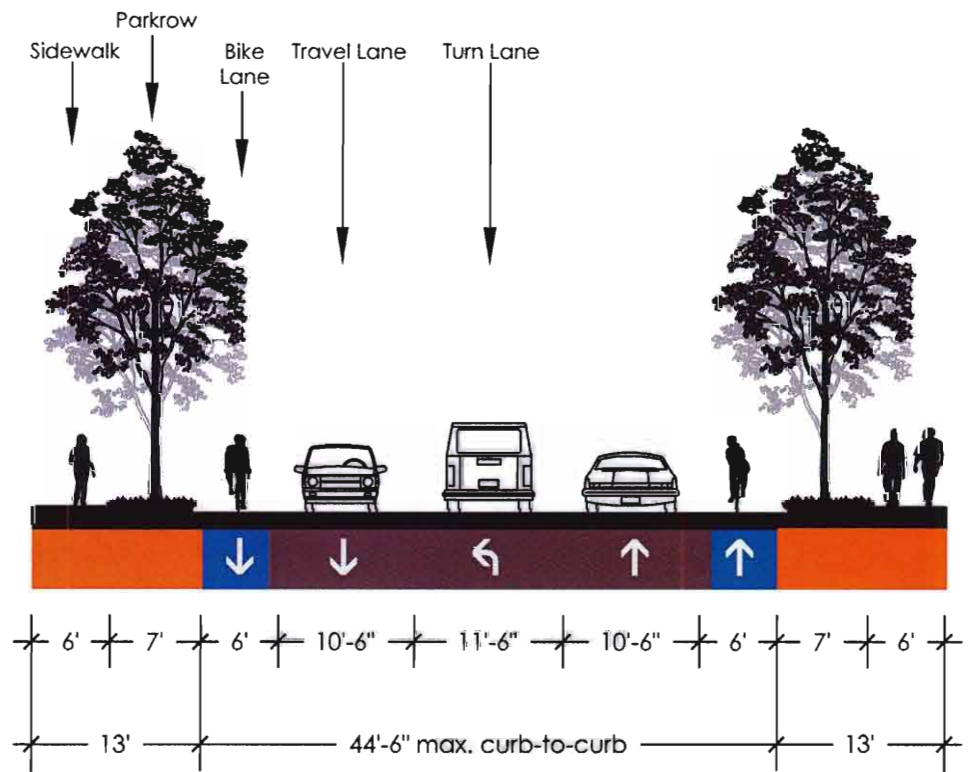


Signature Street

Tolman Creek Road Realignment

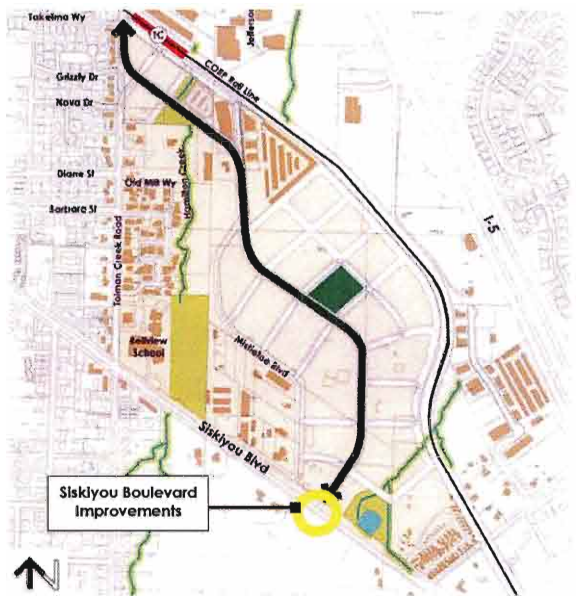


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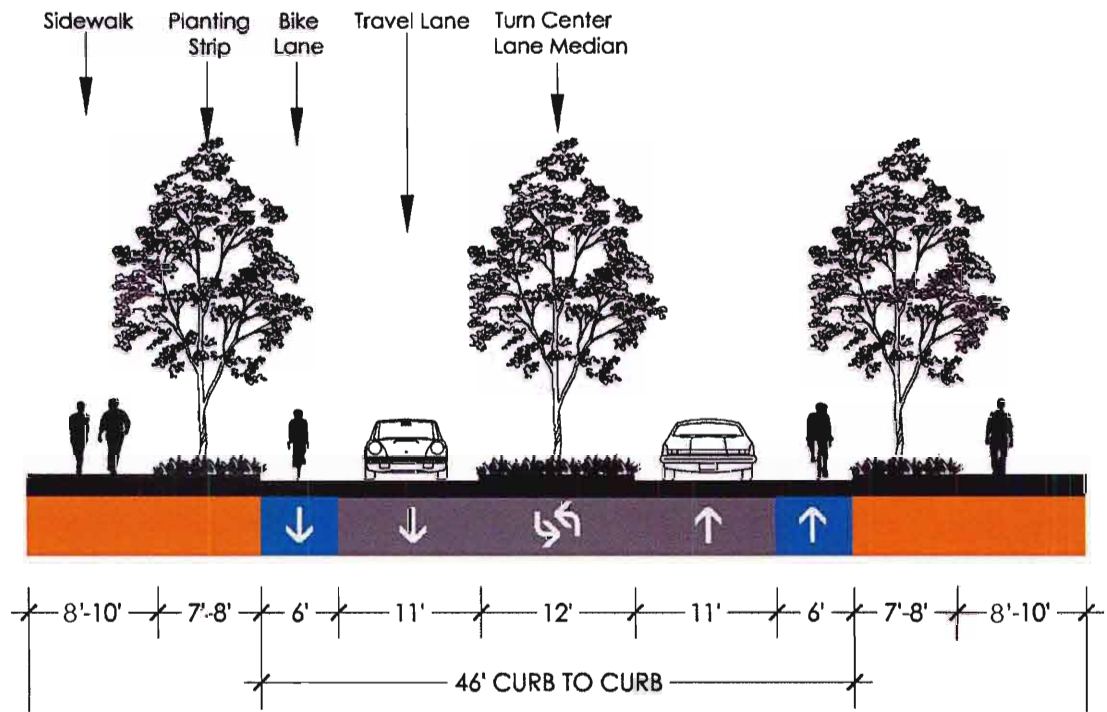


Tolman Creek Road Realignment

Siskiyou Boulevard at the Signature Street Intersection

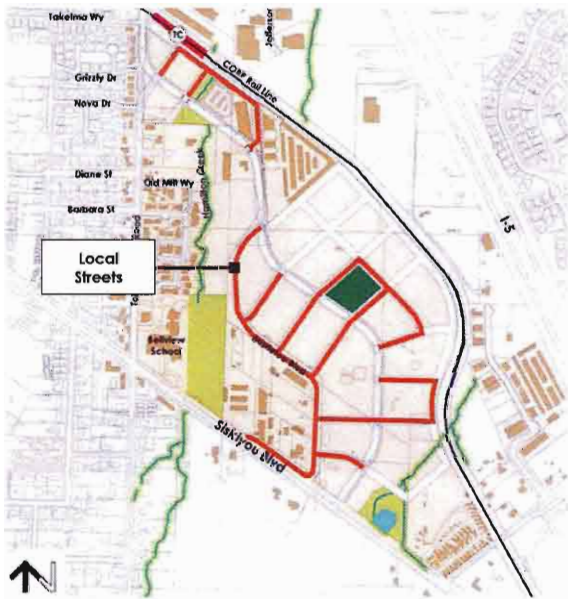


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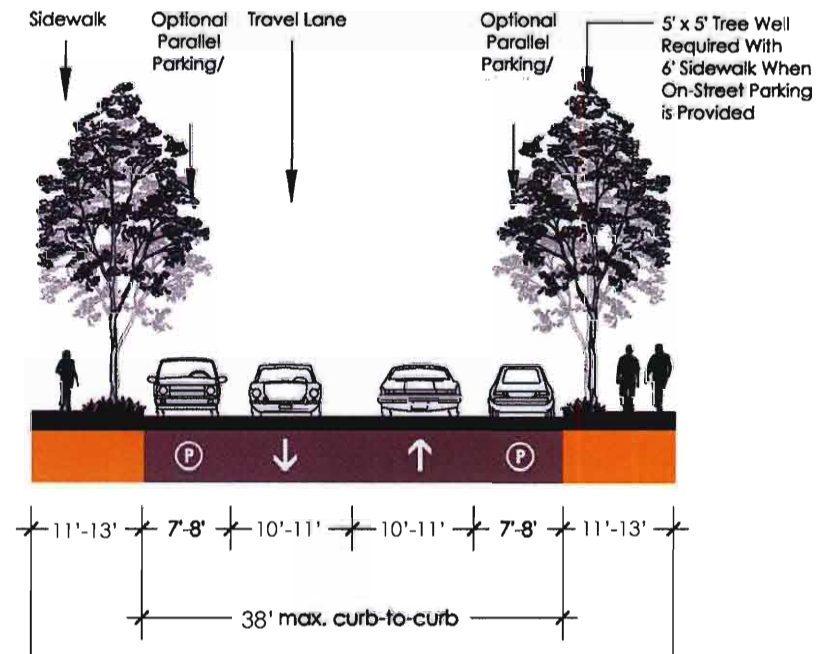


Siskiyou Boulevard

Local Streets

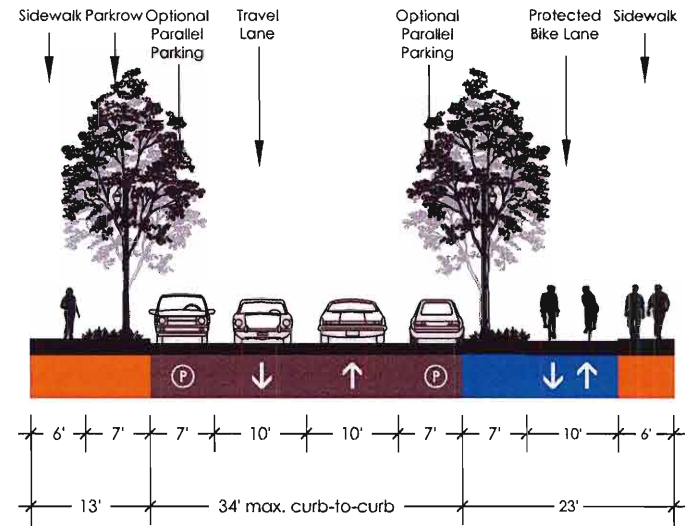


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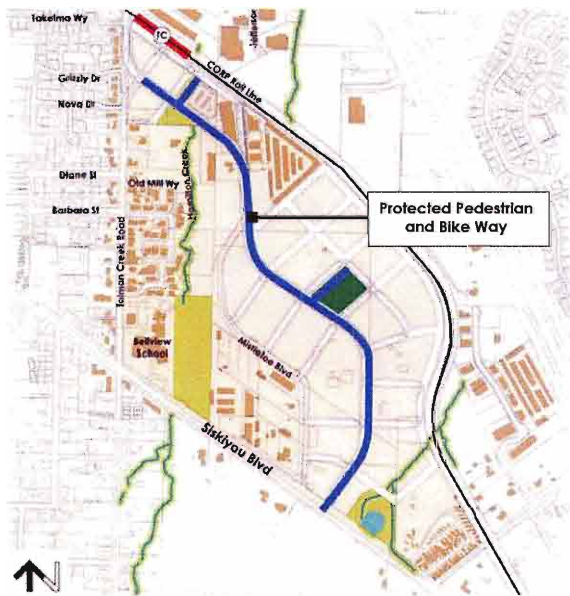


Local Street

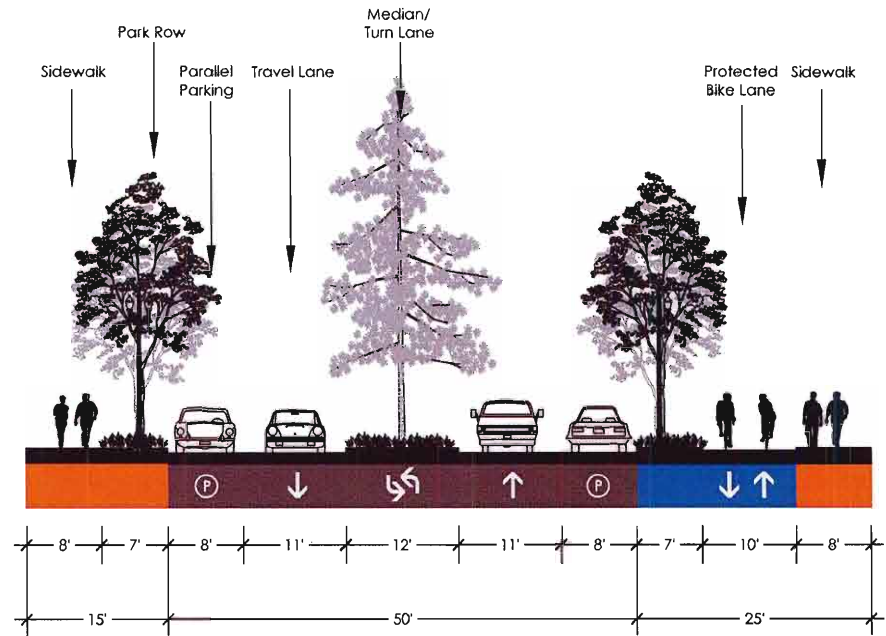
Protected Pedestrian and Bike Way



Protected Pedestrian and Bike Way along the Central Park and Day-lighted Hamilton Creek

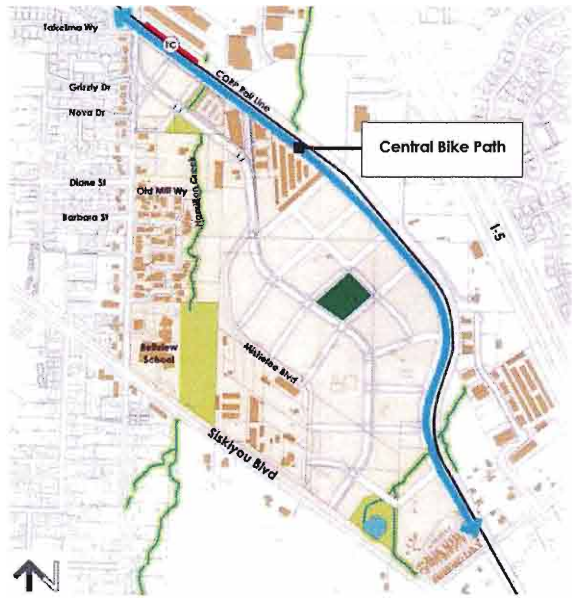


Location

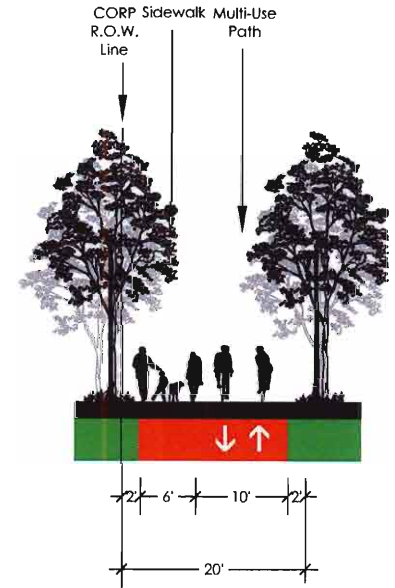


Protected Pedestrian and Bike Way along the Signature Street

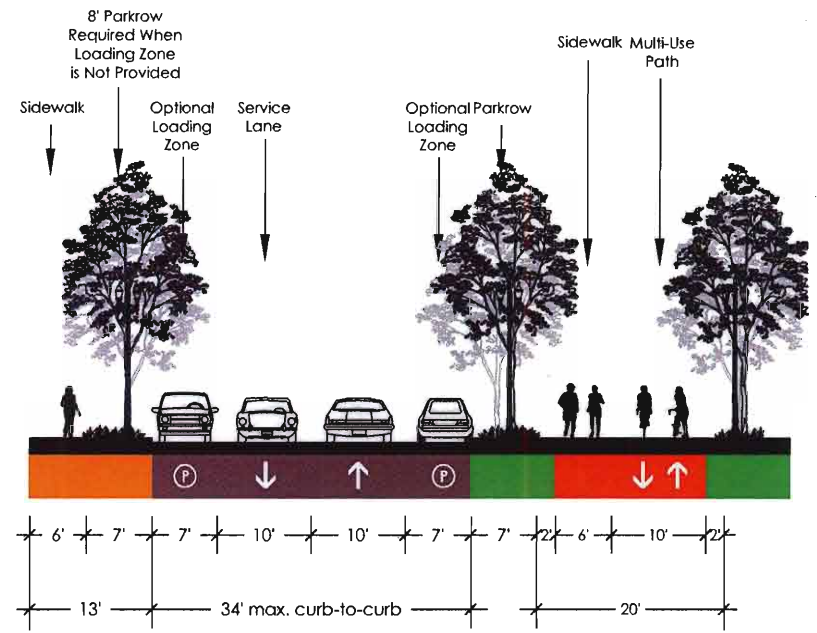
Central Bike Path



Location

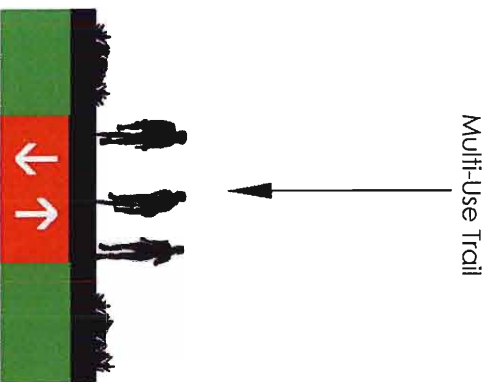
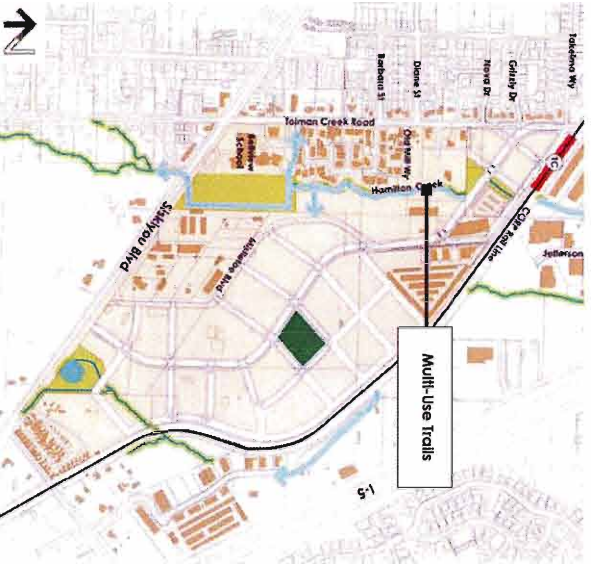


Typical Central Bike Path



Central Bike Path at Accessway

Multi-Use Trail

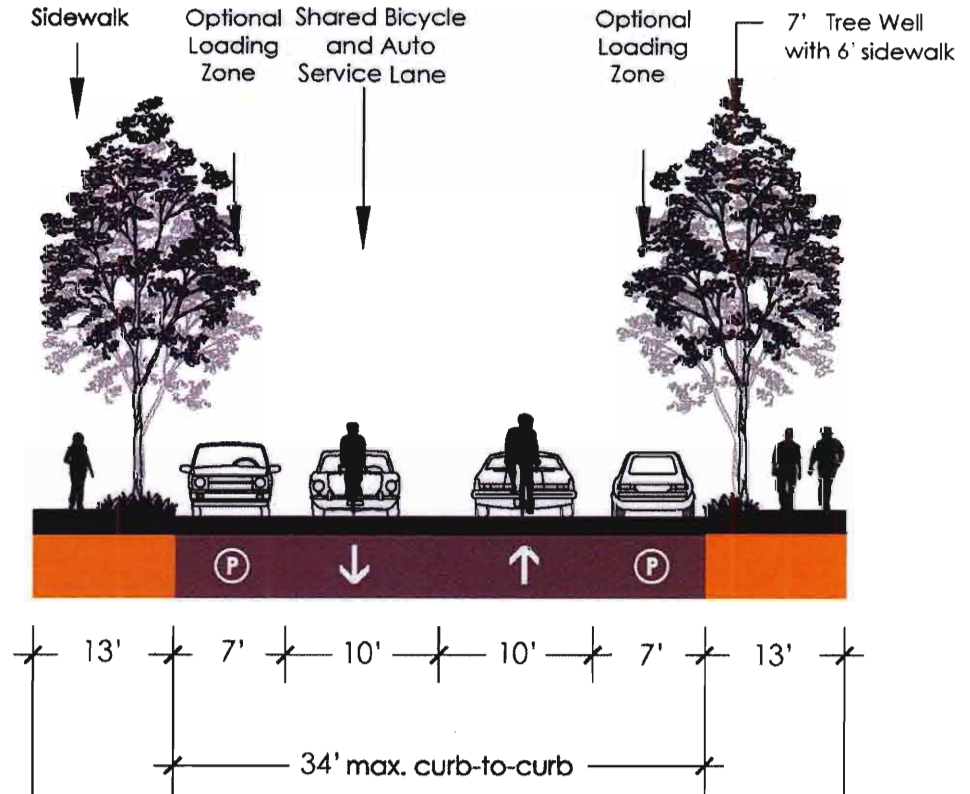


Multi-Use Trail

Accessways



Location



Accessway

Implementation

Overview

Priority projects crucial to the successful implementation of the redevelopment plan have been identified and described in detail in the executive summary.

There are two types of priority projects: time-sensitive and key. Time-sensitive projects create the regulatory framework needed to implement the plan and indicate timely progress. Key projects are important to the plan's success over time and will support future development. Time-sensitive projects include:

- Adopt the Croman Mill Site Redevelopment Plan
- Create and adopt a Croman Mill District Overlay Zoning Plan
- Identify feasibility of creating an Urban Renewal District and Urban Renewal Plan
- Update the City's Comprehensive Plan and Transportation System Plan
- Develop a parking management strategy and financing plan for structured parking

Key projects include:

- Acquire ODOT property and relocate maintenance facility
- Redevelop ODOT property
- Study the potential for future streetcar transit in downtown
- Annex county parcels within the study area and located in the City's Urban Growth Boundary into the City
- Create new sustainable development guidelines for redevelopment of the Croman Mill site; include a discretionary review process for development projects

Detailed recommendations for the following priority projects are outlined in this section.

Update the City's Comprehensive Plan

- Amend study area uses identified within the Comprehensive Plan to be consistent with the Croman Mill Redevelopment Plan, as shown at right

Update the City's Transportation System Plan

- Incorporate recommendations for improvements to Tolman Creek Road, phased improvements to the signature street, and creation of the future commuter rail station

Identify Urban Renewal District Feasibility

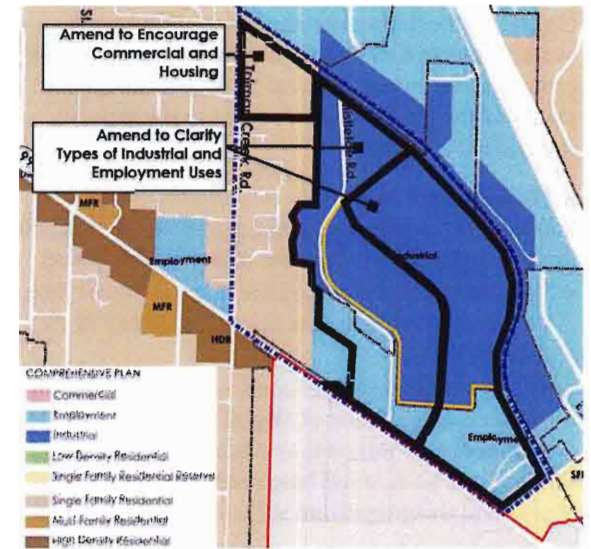
- Create an urban renewal district and/or a local improvement district to fund strategic public improvements within the study area. A summary of urban renewal, tax increment financing and the process for creating a district are outlined later in this section

Create a Croman Mill District Overlay Zoning Plan

- Write and adopt language which codifies a Croman Mill District Overlay into the City of Ashland Zoning Ordinance

Create Sustainable Development Guidelines

- Create new sustainable development guidelines for redevelopment of the Croman Mill site, including a discretionary review process for development projects



Comprehensive Plan

Transportation System Plan Update

Updates to the Transportation System Plan should include Tolman Creek Road improvements, the future commuter rail station outlined in the redevelopment plan, and the phased improvements to the signature street identified here.

A Phased Street Plan

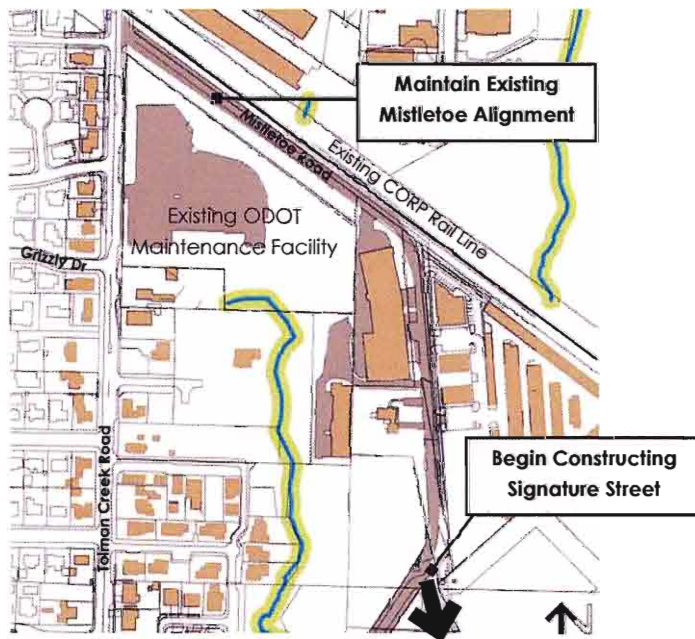
Build-out of the signature street can be accommodated through a phased development plan. The first phase:

- Maintain the existing Mistletoe Road alignment from Tolman Creek Road to the northwest corner of the Croman Mill site
- Include minor developer-constructed improvements to the existing portion of Mistletoe Road: a minimum 6-ft. sidewalk on the north side of the street, two 12-ft. travel lanes, and add a left-turn pocket at the intersection with Tolman Creek Road

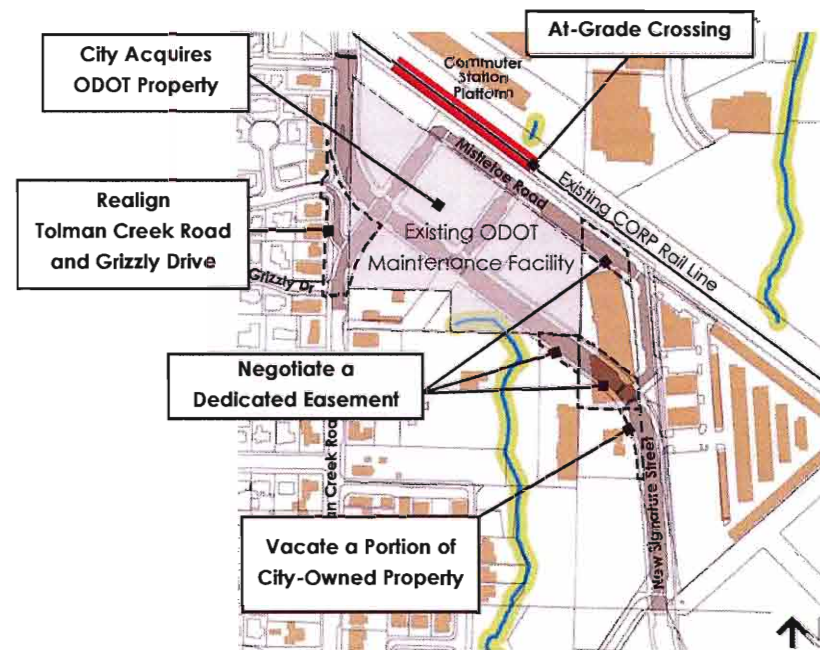
- A developer-constructed three-lane signature street from the northwest corner of the district to Siskiyou Boulevard

Phase two implementation will require:

- City acquisition of the ODOT maintenance facility
- Negotiating a dedicated easement through two existing properties
- Vacating a portion of City-owned property
- A new at-grade crossing on the west end of the platform to allow commuter access to the train, and a pedestrian and bike crossing to the multi-use trail along Hamilton Creek greenway
- Realignment of Grizzly Drive and Tolman Creek Road



Phase 1 - Signature Street Improvements



Phase 2 - Signature Street Improvements

Urban Renewal District Feasibility

The following information describes the purpose and intent of urban renewal and tax increment financing as a tool for funding public improvements within the study area. It is the recommendation of this plan that the City pursue the creation of an urban renewal district to allow for full utilization of an urban renewal program.

As a first step in downtown revitalization, many communities create an urban renewal program. Coupled with tools such as tax increment financing (TIF), urban renewal provides the necessary mechanisms to revitalize an area.

The theory behind urban renewal is that strategic public improvements (parking, streets, sidewalk improvements, etc.) built using urban renewal funds within a specified area will stimulate private development and economic revitalization that would not have otherwise occurred.

Typical Urban Renewal Program

Urban renewal is a state-authorized redevelopment and financing program designed to help communities improve physically deteriorating, economically stagnant or poorly planned areas. Municipalities use urban renewal as a tool to focus public attention and resources on blighted or underused areas to promote private investment and improve neighborhood livability. Temporary in nature, urban renewal programs are dissolved upon successful revitalization or an established time period. Any municipality can use urban renewal, but it must:

- Establish an urban renewal agency
- Adopt an urban renewal plan

Urban Renewal Agency

Urban renewal agencies are created by state law; however, they are authorized by the municipality's governing body. It is the urban renewal agency's mandate to propose and oversee the successful implementation of the urban renewal plan.

Urban Renewal District

An urban renewal agency proposes an urban renewal district to the municipality and asks that the municipality designate it as such.

Urban Renewal Plan

The urban renewal plan is developed to successfully revitalize the urban renewal district. The plan needs to be a comprehensive, sustainable guide that identifies strategic projects and potential funding mechanisms, such as TIF (see following page) that, when implemented, will revitalize and strengthen the economic vitality of the district. The urban renewal plan is usually required to contain:

- Goals and objectives
- Authorized urban renewal projects
- Limit on the expenditures
- Specific provisions regarding acquisitions and disposition of land
- Provisions regarding amendments to the plan

An urban renewal plan is accompanied by an urban renewal report containing:

- Analysis on conditions of 'blighted' areas
- Detailed proposed financing and schedule information

Adoption of an Urban Renewal Plan

When a governing body or urban renewal agency decides that it wants to consider an area for a possible plan, it must:

- Conduct a feasibility study of the designated area. The study will typically include information regarding property values, development conditions, infrastructure conditions and other key factors
- Present the urban renewal plan to the planning commission for recommendations
- Obtain plan approval through a public hearing led by the local authorizing municipal body (city council/borough assembly)

Urban Renewal Plan Projects

Urban renewal agencies can approve certain projects and activities under an adopted urban renewal plan, including:

- Construction improvements of streets, utilities and other public uses
- Rehabilitation or conservation of existing buildings
- Acquisition and improvement of property
- Resale or lease of property

Tax Increment Financing

Tax increment financing can work within an urban renewal area or as a separate district. A TIF district is drawn so that it includes properties that will increase in value as a result of public investments.

The public invests in community purpose improvements that support existing development and encourage private investment. These improvements are funded by the tax increment generated within the TIF district. The municipality issues a bond that is used to pay for the improvements and is repaid by the increment.

The property owners within the district pay the same tax rate as other property owners.

How TIF Works

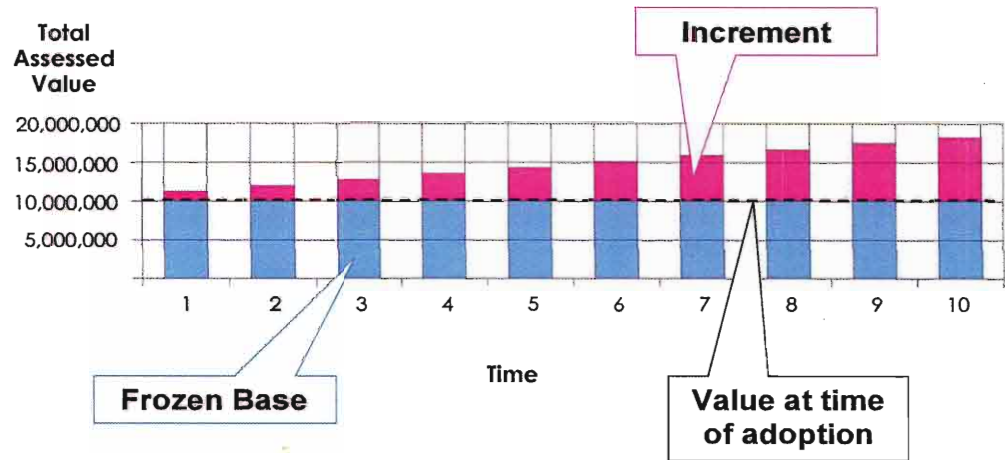
Public improvements are funded by the tax increment generated within the tax increment district.

- Assessed value in a designated district is “frozen” at a point in time
- Each taxing jurisdiction continues to collect revenue calculated by multiplying their respective tax rates times the frozen assessed value base

Frozen Base = Assessed value at time plan is adopted

Increment = Growth above the equalized base

This “increment” is multiplied by the total tax rate and credited to the TIF district until the bond is retired.



Source : Urban Renewal in Oregon, Association of Oregon Redevelopment Agency

Croman Mill District Overlay

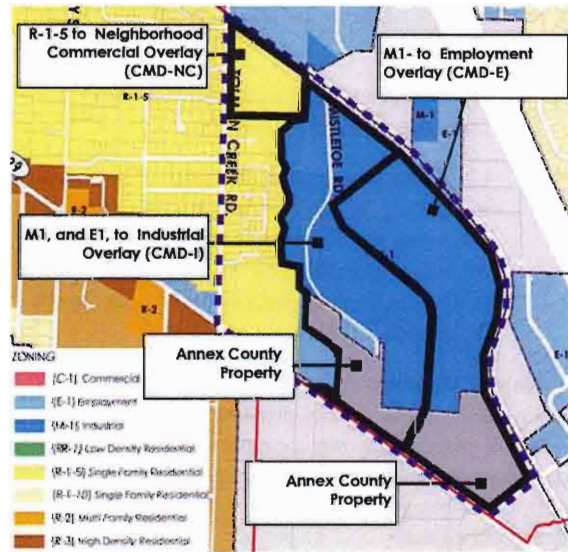
To ensure the intent of this plan is implemented, the City should:

- Create an overlay district with sub-zones and design standards that codify the proposed land uses identified in the land use framework
- Annex existing county properties identified below into City jurisdiction

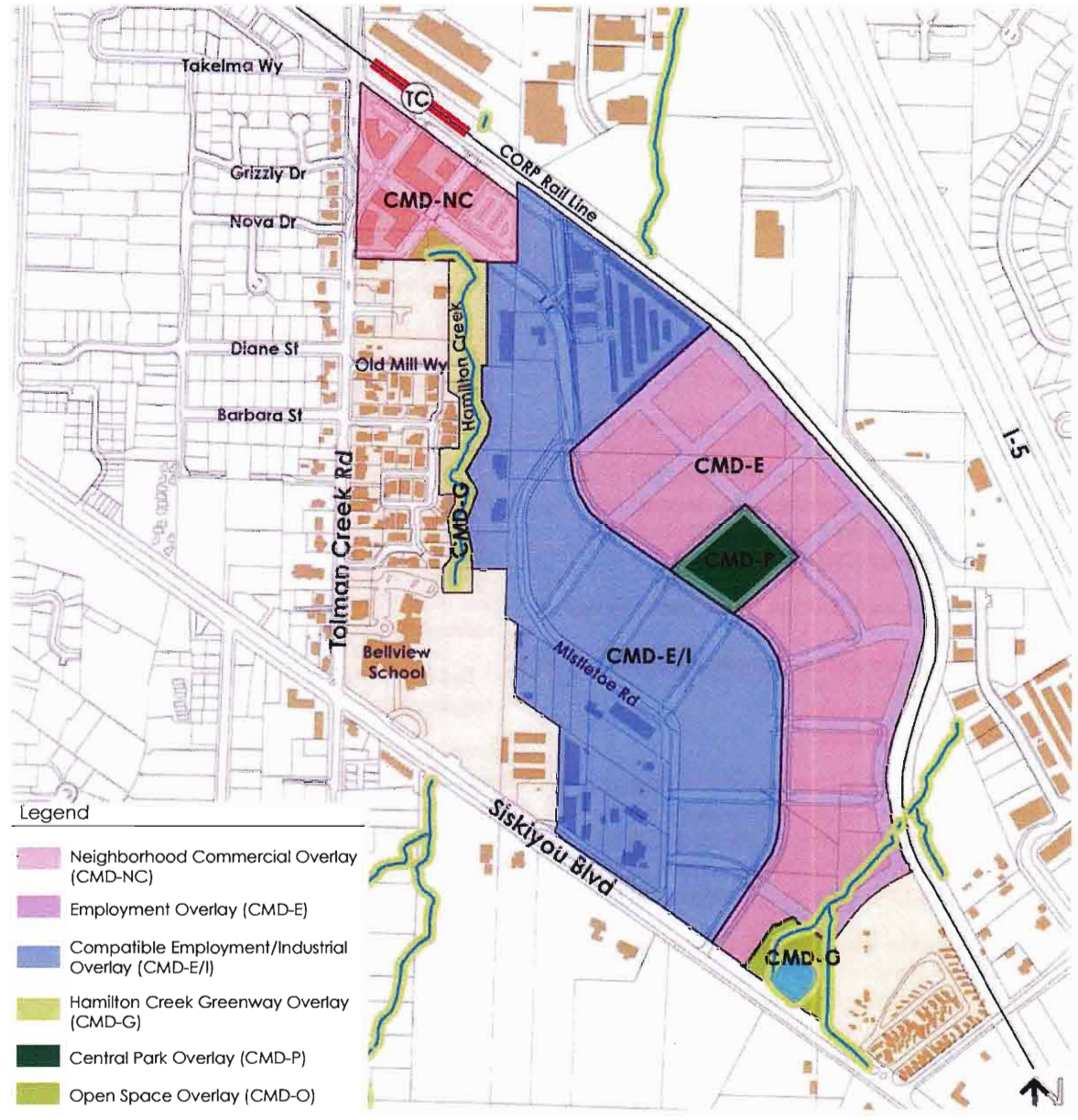
The Croman Mill Overlay District will be comprised of six sub-zones as identified on the right, including:

- Neighborhood Commercial Overlay (CMD-NC)
- Employment Overlay (CMD-E)
- Industrial Overlay (CMD-I)
- Hamilton Creek Greenway Overlay (CMD-G)
- Central Park Overlay (CMD-P)
- Open Space Overlay (CMD-O)

The following pages provide an outline code and design standards for the Croman Mill Overlay District.



Existing Zoning



Croman Mill District Overlay

18.00 CMD- Croman Mill District Plan

18.00.010 Purpose

This district is designed to provide an environment suitable for living, working, and recreation. The **CMD zoning district and District Plan** is a blueprint for promoting family-wage jobs, mixed-use developments, neighborhood-oriented businesses and community services adjacent to transit in a manner which enhances property values, preserves open spaces and significant natural features, and reduces energy consumption.

18.00.020 General Regulations

A. Conformance with Croman Mill District Plan.

Land uses and development, including buildings, parking areas, streets, greenways and pedestrian/bicycle accessways, shall be located in accordance with those shown on the Croman Mill District Plan adopted by Ordinance No. 0000.

B. Conformance with Croman Mill District Design Standards

The following design standards apply throughout the Croman Mill District.

1. Development Standards

- a. Required Build-to-Lines and Active Edges: All new developments abutting the signature street and local streets surrounding the Central Park shall conform to the standards indicated on the Required Build-to-Lines and Active Edges diagram
- b. Required On-Street Parking: On-street parking is required along the signature street and local streets surrounding the Central Park as indicated on the Required On-Street Parking diagram
- c. Limited Access Streets: All new developments abutting the signature street and local streets surrounding the Central Park shall limit the

number of curb cuts to one per block as indicated in the Limited Access Streets diagram

d. Building Heights: Maximum building heights for new development shall conform to the heights allowed in the Building Heights diagram

e. Off-street Parking Requirements: Standards apply to the location and supply of off-street parking in the district. Minimum off-street parking requirements for the following uses shall be:

Industrial–1 space per 1000 SF
Office Employment–2 spaces per 1000 SF
Residential–1 space per .5 dwelling units
Ground-floor commercial– no requirements

A maximum of 50 percent of the required off-street parking can be constructed as surface parking on any development site. The remaining parking requirement can be met either within an on-site structure or through payment of in-lieu-of-parking fees to the City to fund shared parking structure(s) serving the district.

f. Building Length and Articulation: No requirements

2. Street Standards: New developments shall provide streets, traffic calming, and pedestrian/bicycle improvements in conformance with the circulation framework and street standards of the Croman Mill Redevelopment Plan. The standards apply to:

- a. Signature Street
- b. Tolman Creek Road Realignment
- c. Local Streets
- d. Protected Bikeway and Pedestrian Path
- e. Central Bike Path
- f. Multi-use Path
- g. Accessways

C. Major and minor amendments to the Croman Mill District Plan shall comply with the following procedures:

1. Major and Minor Amendments

a. Major amendments are those which result in any of the following:

- (1) A change in land use.
- (2) A change in the street layout plan that requires a street to be eliminated or to be located in such a manner as to not be consistent with the district plan.
- (3) A change in the Croman Mill District Development and Street Standards
- (4) A change in planned residential density.
- (5) A change not specifically listed under the major and minor amendment definitions.

b. Minor amendments are those which result in any of the following:

- (1) Changes related to street trees, street furniture, fencing, or signage.
- (2) A change in the street layout that requires a local street, alley, easement, pedestrian/bicycle accessway or utility to be shifted more than 50 feet in any direction, as long as the change maintains the connectivity established by the neighborhood plan.

2. Major Amendment Type II Procedure. A major amendment to the district plan shall be processed as a Type II planning action concurrently with specific development proposals. In addition to complying with the standards of this section, findings must demonstrate that:

- a. The proposed modification maintains the connectivity established by the **district** plan;
- b. The proposed modification furthers the design and access concepts advocated by the **district** plan, including but not limited to pedestrian access, bicycle access, **development of the greenway trail system and vehicle access from the signature street and local streets**
- c. The proposed modification will not adversely affect the purpose, objectives, or functioning of the **district** plan.
- d. The proposed modification is necessary to adjust to physical constraints evident on the property, or to protect significant natural features such as trees, rock outcroppings, **greenways**, wetlands, or similar natural features, or to adjust to existing property lines between project boundaries.

3. Minor Amendment Type I Procedure. A minor amendment to the **district** plan may be approved as a Type I planning action concurrently with specific development proposals. The request for a minor amendment shall include findings that demonstrate that the change will not adversely affect the purpose, objectives, or functioning of the **district** plan.

D. Utilities shall be installed underground to the greatest extent feasible.

Where possible, accessways shall be utilized for utility location, including transformers, pumping stations, etc.

~~**E. Lots With Accessways.**~~

~~If the site is served by an accessway, access and egress for motor vehicles shall be to and from the accessway. In such cases, curb openings along the street frontage are prohibited.~~

E. Drive-Up Uses.

Drive-Up uses are not permitted within the **Croman Mill District Plan** area.

F. Performance Standards Overlay.

All applications involving the creation of three or more lots shall be processed under the Performance Standards Option chapter 18.88.

G. Fencing.

No fencing ~~exceeding three feet in height~~ shall be allowed in the front lot area between the structure and the street. No fencing shall be allowed in areas designated as Floodplain Corridor.

H. Adjustment of Lot Lines.

As part of the approval process for specific development proposals, adjustments to proposed lot lines may be approved consistent with the density standards of the district plan zoning district.

(ORD 0000, 2009)

~~18.32 C-1 Retail Commercial District~~

18.0.030 Neighborhood Commercial Overlay- CMD-NC

18.32.010 A. Purpose

This district is designed as a mixed-use area providing for residential uses, commercial commodities and services that serve the immediate area.

18.32.020 B. Permitted Uses

The following uses and their accessory uses are permitted outright:

1. Professional, financial, business and medical offices, and personal service establishments such as beauty and barber shops, launderette, and clothes and laundry pick-up stations.
2. Stores, shops and offices supplying commodities or performing services, **except that retail uses shall be limited to no greater than 10,000 sf of gross leasable space per lot.** such as a department store, antique shop, artists supply store, and including a regional shopping center or element of such center, such as a major department store.
3. Restaurants. (Ord 2812, S2 1998)
4. Theaters, but not including a drive-in.
5. Manufacture or assembly of items sold in a permitted use, provided such manufacturing or assembly occupies six hundred (600) square feet or less, and is contiguous to the permitted retail outlet.
6. Mortuaries and crematoriums.
7. Printing, publishing, lithography, xerography, copy centers.
8. Temporary tree sales, from November 1 to January 1.

9. Public and quasi-public utility and service buildings, and public parking lots, but excluding electrical substations.

10. Kennels and veterinary clinics, with all animals housed within structures.

11. Nightclubs and Bars.

18.32.025 C. Special Permitted Uses

The following uses and their accessory uses are permitted outright subject to the requirements of this section and the requirements of Chapter 18.72, Site Design and Use Standards.

A. Commercial laundry, cleaning and dyeing establishments:

1. All objectionable odors associated with the use shall be confined to the lot upon which the use is located, to the greatest extent feasible. For the purposes of this provision, the standard for judging "objectionable odors" shall be that of an average, reasonable person with ordinary sensibilities after taking into consideration the character of the neighborhood in which the odor is made and the odor is detected.
2. The use shall comply with all requirements of the Oregon Department of Environmental Quality.

B. Bowling alleys, auditoriums, skating rinks, and miniature golf courses:

If parking areas are located within 200' of a residential district, they shall be shielded from residences by a fence or solid vegetative screen a minimum of 4' in height.

C. Automobile fuel sales, and automobile and truck repair facilities:

These uses may only be located in the Freeway Overlay District as shown on the official zoning map.

1. Residential uses.

a. At least 65% of the total gross floor area of the ground floor, or at least 50% of the total lot area if there are multiple buildings shall be designated for permitted or special permitted uses, excluding residential.

b. Residential densities shall ~~not exceed 30 dwelling units per acre in the C-1 District, and 60 dwelling units per acre in the C-1-D District.~~ For the purpose of density calculations, units of less than 500 square feet of gross habitable floor area shall count as 0.75 of a unit.

c. Residential uses shall be subject to the same setback, landscaping, and design standards as for permitted uses in the underlying C-1 or C-1-D District.

d. Off-street parking shall ~~not be required per CMD design standards for off-street parking (18.0.030)~~ required for residential uses in the C-1-D District as per the Overall District Standards-Parking Requirements (18.0.030).

e. If the number of residential units exceeds 10, then at least 10% of the residential units shall be affordable for moderate income persons in accord with the standards established by resolution of the Ashland City Council through procedures contained in the resolution. The number of units required to be affordable shall be rounded down to the nearest whole unit.

E. Drive-up uses as defined and regulated as follows:

1. Drive-up uses may be approved in the C-1 District only, and only in the area east of a line drawn perpendicular to Ashland Street at the intersection of Ashland Street and Siskiyou Boulevard.

2. Drive-up uses are prohibited in Ashland's Historic Interest Area as defined in the Comprehensive Plan.

3. Drive-up uses are subject to the following criteria:

a. The average waiting time in line for each vehicle shall not exceed five minutes. Failure to maintain this average waiting time may be grounds for revocation of the approval.

b. All facilities providing drive-up service shall provide at least two designated parking spaces immediately beyond the service window or provide other satisfactory methods to allow customers requiring excessive waiting time to receive service while parked.

c. A means of egress for vehicular customers who wish to leave the waiting line shall be provided.

d. The grade of the stacking area to the drive-up shall either be flat or downhill to eliminate excessive fuel consumption and exhaust during the wait in line.

e. The drive-up shall be designed to provide as much natural ventilation as possible to eliminate the buildup of exhaust gases.

f. Sufficient stacking area shall be provided to ensure that public rights-of-way are not obstructed.

g. The sound level of communications systems shall not exceed 55 decibels at the property line and shall otherwise comply with the Ashland Municipal Code regarding sound levels.

h. The number of drive-up uses shall not exceed the 12 in existence on July 1, 1984. Drive-up uses may be transferred to another location in accord with all requirements of this section. The number of drive-up window stalls shall not exceed 1 per location, even if the transferred use had greater

than one stall.

~~F. Kennel and veterinary clinics where animals are housed outside, provided the use is not located within 200' of a residential district. (ORD 2951, 2008)~~

18.32.030 D. Conditional Uses

The following uses and their accessory uses are permitted when authorized in accordance with the chapter on Conditional Use Permits:

A. Electrical substations

~~B. Automobile fuel sales, and automobile and truck repair facilities, except as allowed as a special permitted use in 18.32.025.~~

~~C. New and used car sales, boat, trailer, and recreational vehicles sales and storage areas, except within the Historic Interest Area as defined in the Comprehensive Plan.~~

D. Hotels and motels.

E. Temporary uses.

~~F. Outdoor storage of commodities associated with a permitted, special permitted or conditional use.~~

G. Hostels, provided that the facility be subject to an annual Type I review for at least the first three years, after which time the Planning Commission may approve, under a Type II procedure, a permanent permit for the facility.

~~H. Building material sales yards, but not including concrete or asphalt batch or mixing plants.~~

~~I. Churches or similar religious institutions.~~

~~J. Wireless Communication Facilities not permitted outright and authorized pursuant to Section 18.72.180.~~

~~K. Structures which are greater than forty (40) feet in height, but less than fifty-five (55) feet, in the "D" Downtown Overlay District.~~

~~(ORS 2951, 2008)~~

18.32.040 E. General Regulations

A. Area, Width, Yard Requirements.

There shall be no lot area, width, coverage, front yard, side yard, or rear yard, except as required under the Off-Street Parking and Solar Access Chapters; where required or increased for conditional uses; where required by the Site Review Chapter or where abutting a residential district, where such setback shall be maintained at ten feet per story for rear yards and ten feet for side yards. (Ord 2859-51, 2000)

B. Maximum Building Height.

Heights are restricted as per CMD design standards for building heights (18__). No structure shall be greater than 40 feet in height.

~~18.40 E-1 Employment District~~

18.00.040 Employment Overlay – CMD-E

18.40.010 A. Purpose

The district is designed to provide for a variety of uses such as office, commercial, or manufacturing in an aesthetic environment and having a minimal impact on surrounding uses.

18.40.020 B. Permitted Uses

The following uses and their accessory uses are permitted outright, subject to the requirements of Chapter 18.72, Site Design and Use Standards:

1. Professional, financial, and business and medical offices, and personal service establishments.
2. Stores, shops and offices supplying commodities or performing services, except that retail uses shall be limited to no greater than ~~20,000 sq.~~ **10,000 sq.** ft. of gross leasable floor space per lot.
3. Restaurants. (Ord 2812, S4 1998)
4. Electrical, furniture, plumbing shop, printing, publishing, lithography or upholstery.
5. Light manufacturing, assembly, fabricating, or packaging of products from previously prepared materials, such as cloth, plastic, wood (not including saw, planing, or lumber mills or molding plants), paper, cotton, precious or semi-precious metals or stone.
6. Manufacture of electric, electronic, or optical instruments and devices.
7. Administrative or research establishments.
8. Motion picture, television, or radio broadcasting studios operating at an established or fixed location.

9. Mortuaries and crematoriums.

~~J. Building material sales yards, but not including concrete or asphalt batch or mixing plants.~~

10. Kennels and veterinary clinics, with all animals housed within structures.

11. Bakeries- **Maximum size?**

12. Public and quasi-public utility and service buildings and yards, structures, and public parking lots, but excluding electrical substations.

13. Manufacture of pharmaceutical and similar items.

14. Wireless Communication Facilities permitted outright pursuant to Section 18.72.180. (ORS 2951, 2008)

18.40.030 C. Special Permitted Uses

The following uses and their accessory uses are permitted outright subject to the requirements of this section, including all requirements of 18.72, Site Design and Use Standards.

1. Bottling plants, cleaning and dyeing establishments, laundries and creameries.

a. All objectionable odors associated with the use shall be confined to the lot upon which the use is located to the greatest extent feasible. For the purposes of this provision, the standard for judging “objectionable odors” shall be that of an average, reasonable person with ordinary sensibilities after taking into consideration the character of the neighborhood in which the odor is made and the odor is detected.

b. The use shall comply with all requirements of the Oregon Department of Environmental Quality.

~~**B. Wholesale storage and distribution establishments.**~~

Provided, however, that for the uses specified in subsection A and B above, no deliveries or shipments shall be made from 9pm to 7am where the property on which the use is located is within 200 feet of any residential district.

~~**C. Recycling depots, provided the use is not located within 200' of a residential district.**~~

~~**D. Kennels and veterinary clinics where animals are housed outside, provided the use is not located within 200' of a residential district.**~~

E. Residential uses:

1. At least 65% of the total gross floor area of the ground floor, or at least 50% of the total lot area if there are multiple buildings shall be designated for permitted or special permitted uses, excluding residential:

2. Residential densities shall not exceed 15 dwelling units per acre. For the purpose of density calculations, units of less than 500 square feet of gross habitable floor area shall count as 0.75 of a unit.

3. Residential uses shall be subject to the same setback, landscaping, and design standards as for permitted uses in the E-1 District.

4. Residential uses shall only be located in those areas indicated as R-Overlay within the E-1 District, and shown on the official zoning map.

5. If the number of residential units exceed 10, then at least 10% of the residential units shall be affordable for moderate income persons in accord with the standards established by resolution of the Ashland City Council through procedures contained in the resolution. The number of units required to be affordable shall be rounded down to the nearest whole unit.

2. Cabinet, carpentry, machine, and heating shops, if such uses are located greater than 200' from the nearest residential district.

3. Manufacture of food products, but not including the rendering of fats or oils. For any manufacture of food products with 200' of a residential district:

a. All objectionable odors associated with the use shall be confined to the lot upon which the use is located, to the greatest extent feasible. For the purposes of this provision, the standard for judging "objectionable odors" shall be that of an average, reasonable person with ordinary sensibilities after taking into consideration the character of the neighborhood in which the odor is made and the odor is detected. Odors which are in violation of this section include but are not limited to the following:

1. Odors from solvents, chemicals or toxic substances.
2. Odors from fermenting food products.
3. Odors from decaying organic substances or human or animal waste.

b. Mechanical equipment shall be located on the roof or the side of a building with the least exposure to residential districts. Provided, however, that it may be located at any other location on or within the structure or lot where the noise emanating from the equipment is no louder, as measured from the nearest residential district, than if located on the side of the building with least exposure to residential districts. Mechanical equipment shall be fully screened and buffered.

H. Cold Storage Plants, if such uses are located greater than 200' from the nearest residential district:

~~I. Automobile and truck repair facilities, excluding auto body repair and paint shops.~~

~~All cars and trucks associated with the use must be screened from view from the public right-of-way by a total sight obscuring fence. Facilities of 3 bays or larger shall not be located within 200' of a residential district.~~

~~(ORD 2951, 2008)~~

18.40.040 D. Conditional Uses

The following uses and their accessory uses are permitted when authorized in accordance with the chapter on Conditional Use Permits:

1. Electrical substations.

~~B. Mini-warehouses and similar storage areas:~~

~~C. Contractor equipment storage yards or storage and rental of equipment commonly used by a contractor:~~

~~D. Automobile fuel sales:~~

~~E. New and used car sales, boat, trailer and recreational vehicles sales and storage areas, provided that the use is not located within the Historic Interest Area as defined in the Comprehensive Plan:~~

2. Hotels and motels.

~~G. Any use which involves outside storage of merchandise, raw materials, or other material associated with the primary use on the site:~~

3. Private college, trade school, technical school, or similar school.

4. Cabinet, carpentry, machine, and heating shops, if

such uses are located less than or equal to 200' from the nearest residential district.

~~J. Cold storage plants, if such uses are located less than or equal to 200' from the nearest residential district:~~

~~K. Automotive body repair and painting, including paint booths:~~

~~1. The use shall not be located within 200' of the nearest residentially zoned property.~~

~~2. All objectionable odors associated with the use shall be confined to the lot, to the greatest extent feasible. For the purposes of this provision, the standard for judging "objectionable odors" shall be that of an average, reasonable person with ordinary sensibilities after taking into consideration the character of the neighborhood in which the odor is made and the odor is detected.~~

~~3. The use shall comply with all requirements of the Oregon Department of Environmental Quality.~~

5. Churches and similar religious institutions

6. Nightclubs and Bars.

7. Theaters (excluding drive-in) and similar entertainment uses.

8. Temporary uses.

9. Wireless Communication Facilities not permitted outright and authorized pursuant to Section 18.72.180.

(Ord 2052, Entire Chapter Replaced, 12/18/1979)

(Ord 2228, Entire Chapter Replaced, 11/02/1982)

(Ord 2688, Entire Chapter Replaced, 10/02/1992)

(Ord 2812, Amended subsection K, 02/18/1998)

(Ord 2894, Amended subsection N, 03/04/2003)

(Ord 2951, 2008)

~~18.40.050~~ **D. General Regulations**

1. There shall be no area or width requirement except as may be required for conditional uses.
2. There shall be no yard requirement except when a lot or parcel adjoins a residential district, in which case a side and rear yard of at least ten feet per story shall be required, and except as required in the Site Review and Solar Access chapters.
3. ~~Maximum building heights are restricted as per CMD design standards for building heights (18__). No structure shall be greater than 40 feet in height.~~
4. There shall be no manufacturing, retailing, or other activity on the site which is not entirely conducted within a building, except as specifically permitted in Section 18.40.040.” (Ord. 2688-1992)

18.00.050 Industrial Overlay – CMD-I

A. Purpose

This district is designed to encourage sound industrial development **that is compatible with office and employment uses within the Croman Mill District** by providing a protective environment exclusively for such development.

B. Permitted Uses

The following uses and their accessory uses are permitted outright:

1. Any manufacturing, processing, assembling, research, wholesale or storage use.
- ~~2. Railroad yards and freight stations, trucking and motor freight stations and facilities.~~
3. Public and public utility service buildings, structures and uses.
4. Conditional uses in the Employment District listed in Section 18.40.030 and 18.40.040 of this Chapter, except residential uses. (Ord. 2389 S1, 1986)
5. Building materials sales yards. (Ord. 2887 S1, 2002)
6. Permitted uses in the Employment **Overlay** District listed in Section **18.00/040** of this Chapter. (Ord. **0000**)

C. Conditional Uses

The following uses and their accessory uses are permitted when authorized in accordance with the chapter on Conditional Use Permits:

- ~~1. Junkyard and auto wrecking yards.~~
2. Kennels and veterinary clinics.
3. Banks, restaurants or other convenience establishments designed to serve persons working in the zone only.

~~4. Concrete or asphalt batch or mixing plants.~~

5. Temporary uses.
6. Wireless Communication Facilities not permitted outright and authorized pursuant to Section 18.72.180.

D. General Regulations

1. Minimum Lot Area, Width, Depth. There is no minimum lot area, lot width, or lot depth.
2. Minimum Front Yard. ~~The minimum front yard shall be 25 feet. There is no minimum front yard.~~
3. Minimum Side Yard. There is no minimum side yard requirement, except twenty (20) feet where adjoining a residential district.
4. Minimum Rear Yard. There is no minimum rear yard requirement, except twenty (20) feet where adjoining a residential district.
5. Maximum Building Height. **Building heights are restricted as per CMD design standards for building heights (18__). No building shall be greater than forty (40) feet in height.**
6. Solar Setback. The solar setback shall apply in this district. (Ord. 2228, 1982F)

~~18.30.070 Civic Spaces Overlay—
NM-Civic~~

**18.00.060 Central Park Overlay-
CMD-P**

A. General Requirements:

~~Park~~ Civic spaces identified on the ~~District~~
~~Neighborhood~~ Plan map shall be developed as part of
a specific project approval.

B. Permitted Uses of Civic Spaces.

1. Community Services.
2. Recreation and Open Space.

~~18.30.080 Open Spaces Overlay—
NM-O~~

**18.00.070 Open Spaces Overlay-
CMD-O**

A. General Requirements:

Open spaces identified on the Neighborhood Plan
map shall be developed as part of a specific project
approval.

B. Permitted Uses of Civic Spaces.

1. Recreation and Open Space.
2. Agriculture, including community garden space.

~~18.30.090 North Mountain Greenway
Overlay—NM-G~~

**18.00.080 Hamilton Creek Greenway
Overlay- CMD-G**

A. Applicability.

All projects containing land identified on the ~~Croman
Mill District~~ North Mountain Neighborhood Plan
Map as part of the ~~Hamilton Creek Greenway~~ North
Mountain/Bear Creek Greenway shall dedicate
that area so designated to the City of Ashland for
park purposes. ~~It is recognized that the upzoning
of properties as part of the North Mountain
Neighborhood Plan imparted significant value to
the land, and the required dedication of those lands
within the North Mountain/Bear Creek Greenway for
park purposes is proportional to the value bestowed
upon the property through the change in zoning
designation.~~

B. Dedication on Final Survey Plat.

The dedication of lands within ~~Hamilton Creek
Greenway~~ North Mountain/Bear Creek Greenway shall
be indicated on the final survey plat accompanying all
partitions, subdivisions and Performance Standards
developments.

C. Development Restrictions.

It is recognized that lands within the ~~Hamilton Creek
Greenway~~ North Mountain/Bear Creek Greenway are
identified as part of Ashland's Floodplain Corridor
Lands, and are prohibited from further development,
except as outlined in the Physical and Environmental
Constraints chapter.

D. Density Transfer: ~~Density may be transferred out of
unbuildable areas to buildable areas of a lot provided
as per standards outlined in 18.62.110 Prohibition
of Density Transfer. No transfer of density from lands
identified within the North Mountain/Bear Creek
Greenway shall be permitted.~~

~~18.30.100 Site Plan and Architectural Review Procedure~~

18.00.090 Site Plan and Architectural Review Procedure

A. Project Applicability.

The following planning applications shall comply with applicable ~~Croman Mill District North Mountain Neighborhood~~ Design Standards and all other requirements outlined in the Site Design and Use Standards chapter 18.72.

1. Performance Standards Option Developments.
 - a. For applications processed under the Performance Standard's Option, the following additional information shall be provided:
 - i. Typical elevations incorporating the architectural elements described in the ~~Croman Mill District North Mountain Neighborhood Design Standards~~ shall be included for all proposed buildings as part of the application for Final Plan.
2. Partitions.
3. All Development Requiring Site Plan Approval under the Site Design and Use Chapter 18.72.

B. Review and Approval Procedure.

All land use applications shall be reviewed and processed in accordance with the requirements described in the Procedures chapter 18.108.

C. Supplemental Approval Criteria.

In addition to the criteria for approval required by other sections of the land use ordinance, applications within the ~~CMD NM~~ land use district shall also address the following criteria:

1. That a statement has been provided indicating how the proposed application conforms with the general design requirements of the ~~Croman Mill District~~

~~North Mountain Neighborhood~~ Plan, including density, transportation, building design, and building orientation.

2. That the proposed application complies with the specific design requirements as provided in the ~~Croman Mill District North Mountain Neighborhood~~ Design Standards.

18.30.110 Applicability of Other Sections of the Land Use Ordinance

A. Interpretation.

Where the provisions of this Chapter conflict with comparable standards described in any other ordinance, resolution or regulation, the provisions of the ~~Croman Mill District North Mountain Neighborhood~~ zoning district shall govern.-

(ORD 2800, 1997)

Design Standards

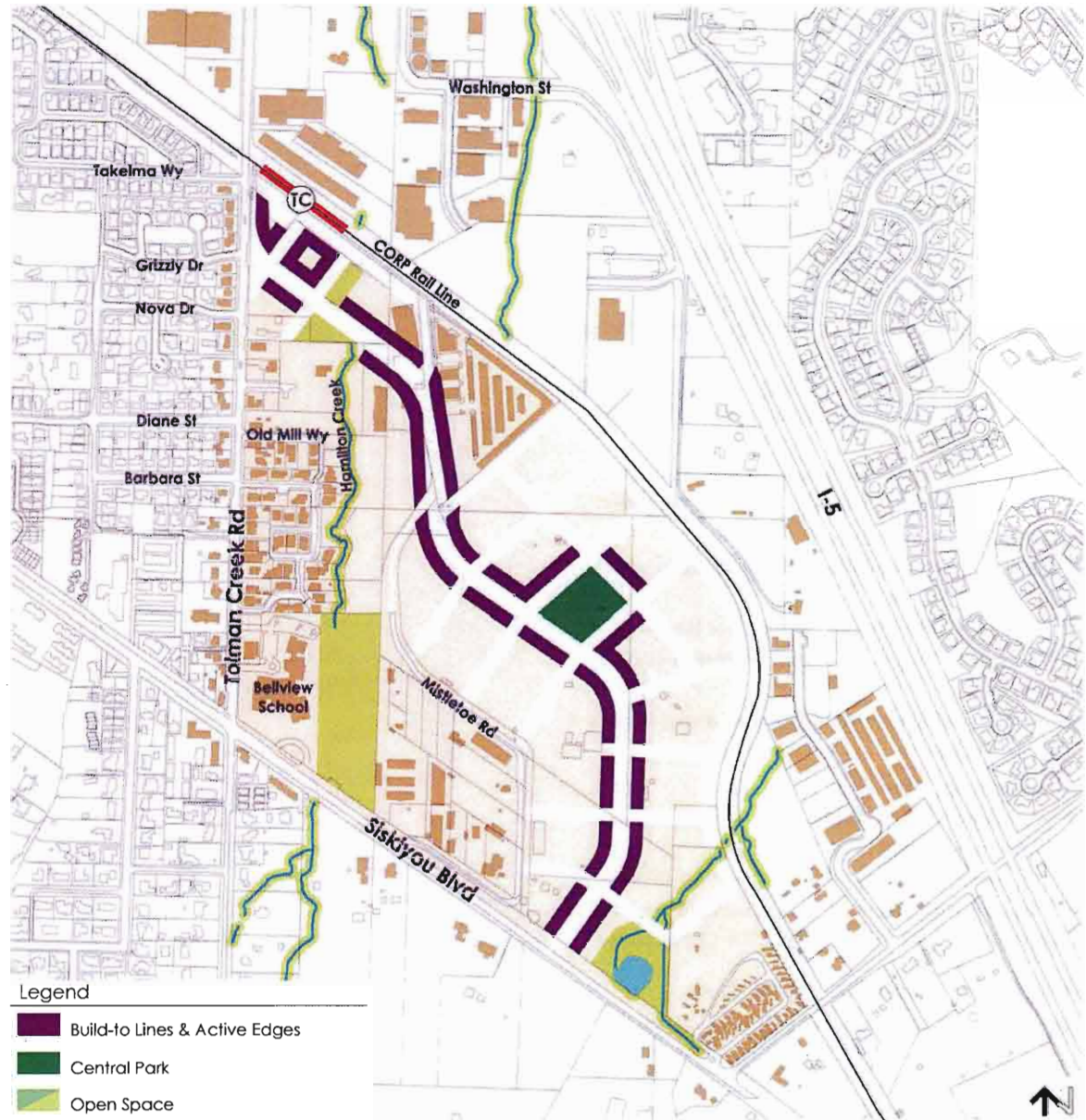
The Croman Mill District Design Standards provide specific requirements for the physical orientation, uses, and arrangement of buildings; the management of parking; and access to development parcels. These standards include:

- Required Build-to Lines and Active Edges
- Building Height Requirements
- Required Ground-Floor Commercial Uses
- Parking Requirements
- Limited Auto Access Streets

Required Build-to Lines and Active Edges

Buildings built flush with the sidewalk, with doors and windows facing the street, provide for pedestrian-level features of interest, improve safety, and ensure that buildings are oriented toward adjacent parks and open spaces.

- All buildings must be built up to the sidewalk along the streets identified on the right
- Front doors must face streets and walkways
- At least 50% of the buildings' first-floor façades must be comprised of transparent openings (windows and doors)



Required Build-to Lines and Active Edges

Building Height Requirements

The Croman Mill District provides a unique opportunity within the City of Ashland to create a mixed-use neighborhood center and dense employment district without the constraints presented by the City's historic downtown and with very little impact on adjacent uses.

Typical standards for building heights include:

Mixed Use Commercial and Residential

- Minimum 15-ft. height groundfloor commercial or retail
- Minimum 10-ft. height per upper residential floors, 2-ft. to 5-ft. for a parapet or enclosure of HVAC/ equipment
- Typical mixed use developments include groundfloor commercial and 3 to 4 floors above

Office/Employment Centers

- Minimum 18' groundfloor lobby, commercial and office uses
- Typical 13-ft. height per upper office floors
- 3-ft. to 5-ft. for a parapet or enclosure of HVAC/ equipment
- Typical employment center developments include 4 to 11 stories

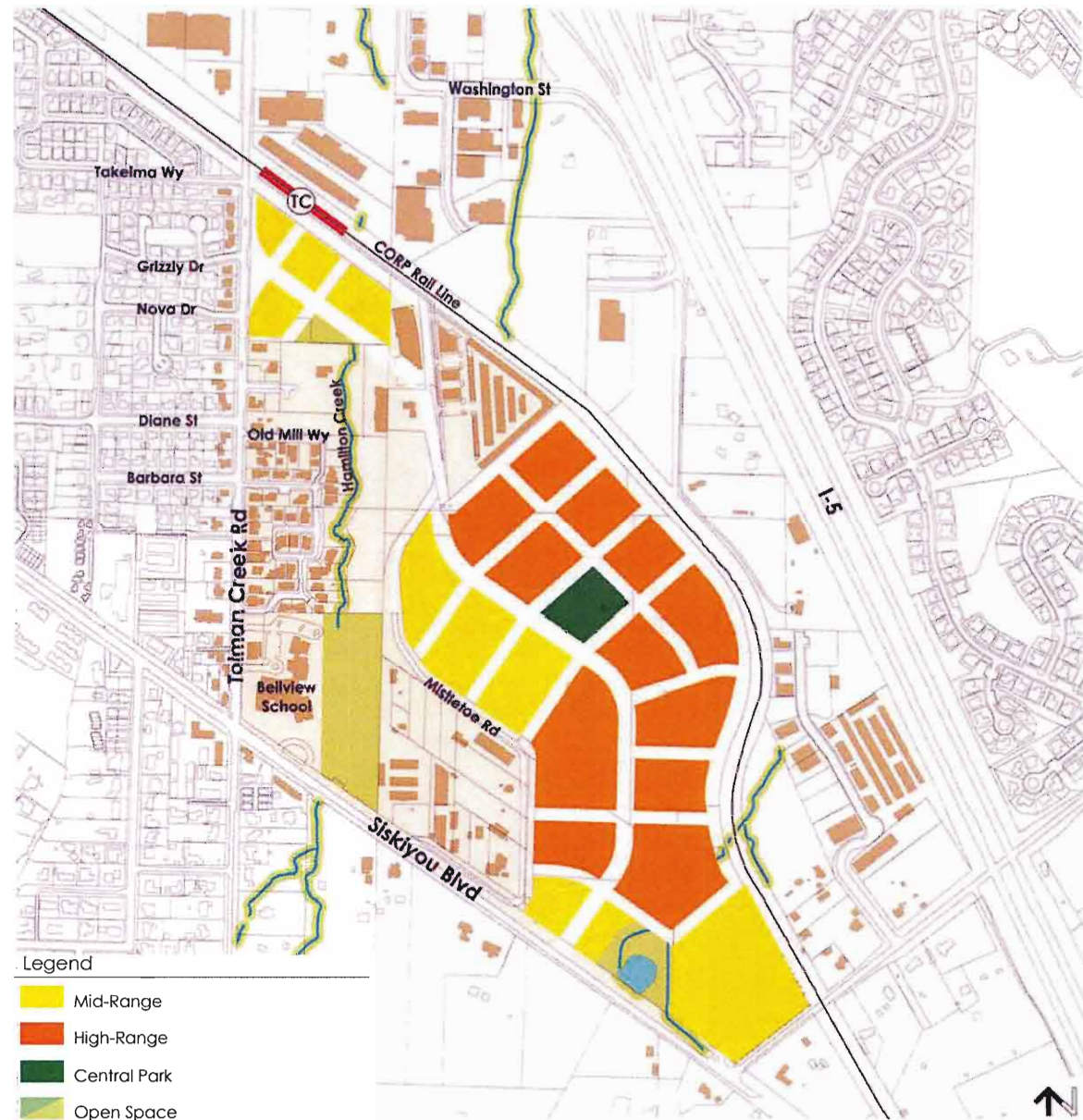
Manufacturing/Flex Centers

- Minimum 18-ft. open plan groundfloor
- Typical 10-ft. upper floor office uses
- 2-ft. to 5-ft. for parapet or enclosure for HVAC
- Typical manufacturing/flex uses include a minimally partitioned groundfloor and 2 to 3 stories above

A range of recommended heights include:

Mid-range – 50-ft. (4 Stories)- 70-ft. (6 Stories)

High-range- 75-ft. (5 Stories)- 170-ft. (12 Stories)

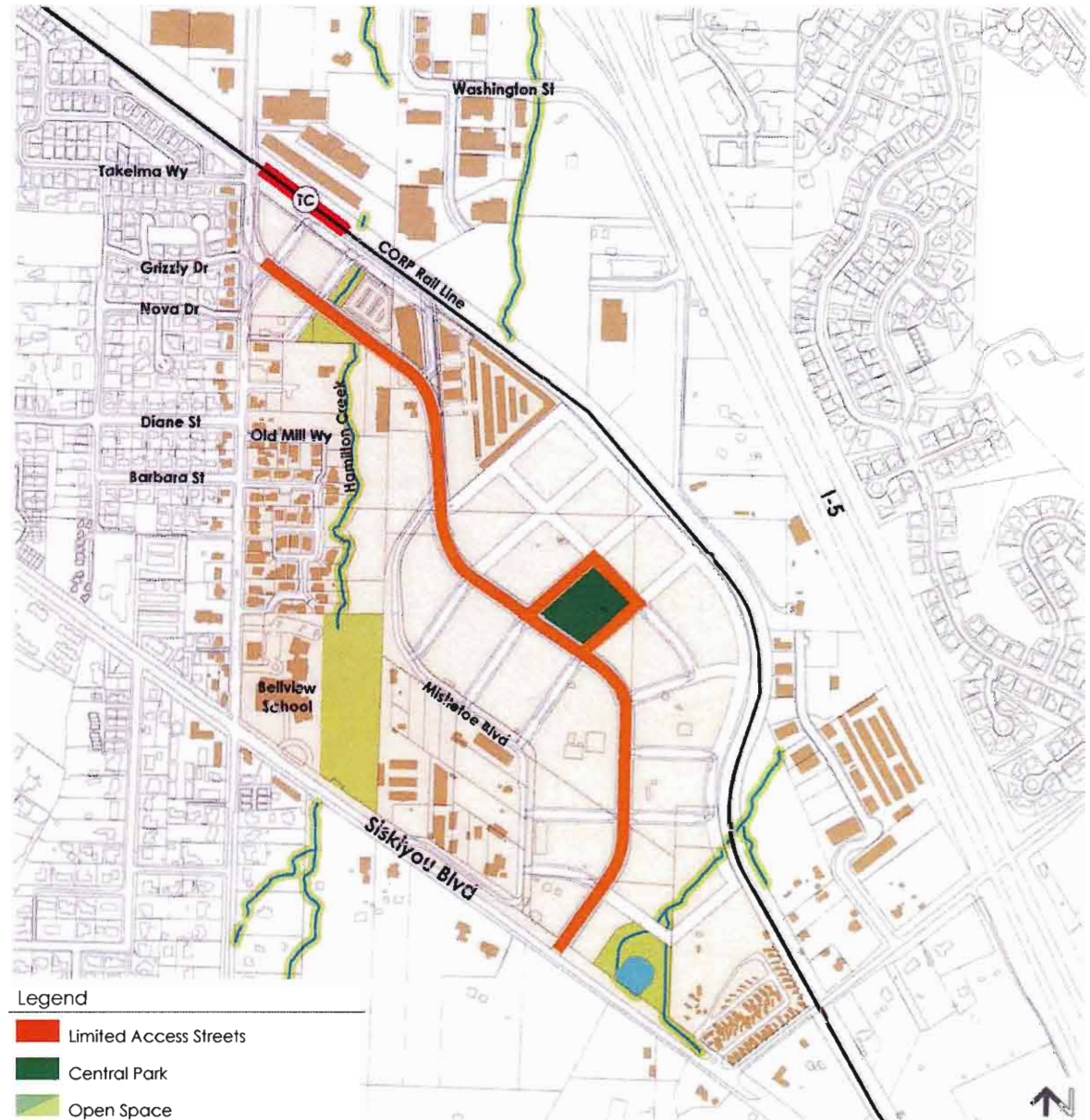


Building Height Requirements

Limited Auto Access Streets

The designation of limited auto access streets ensures continuity of the pedestrian environment by restricting auto access on specific streets.

- Auto access through the sidewalk is generally discouraged, and each block is limited to one curb-cut per block on the streets identified
- No curb-cuts are allowed onto Central Park



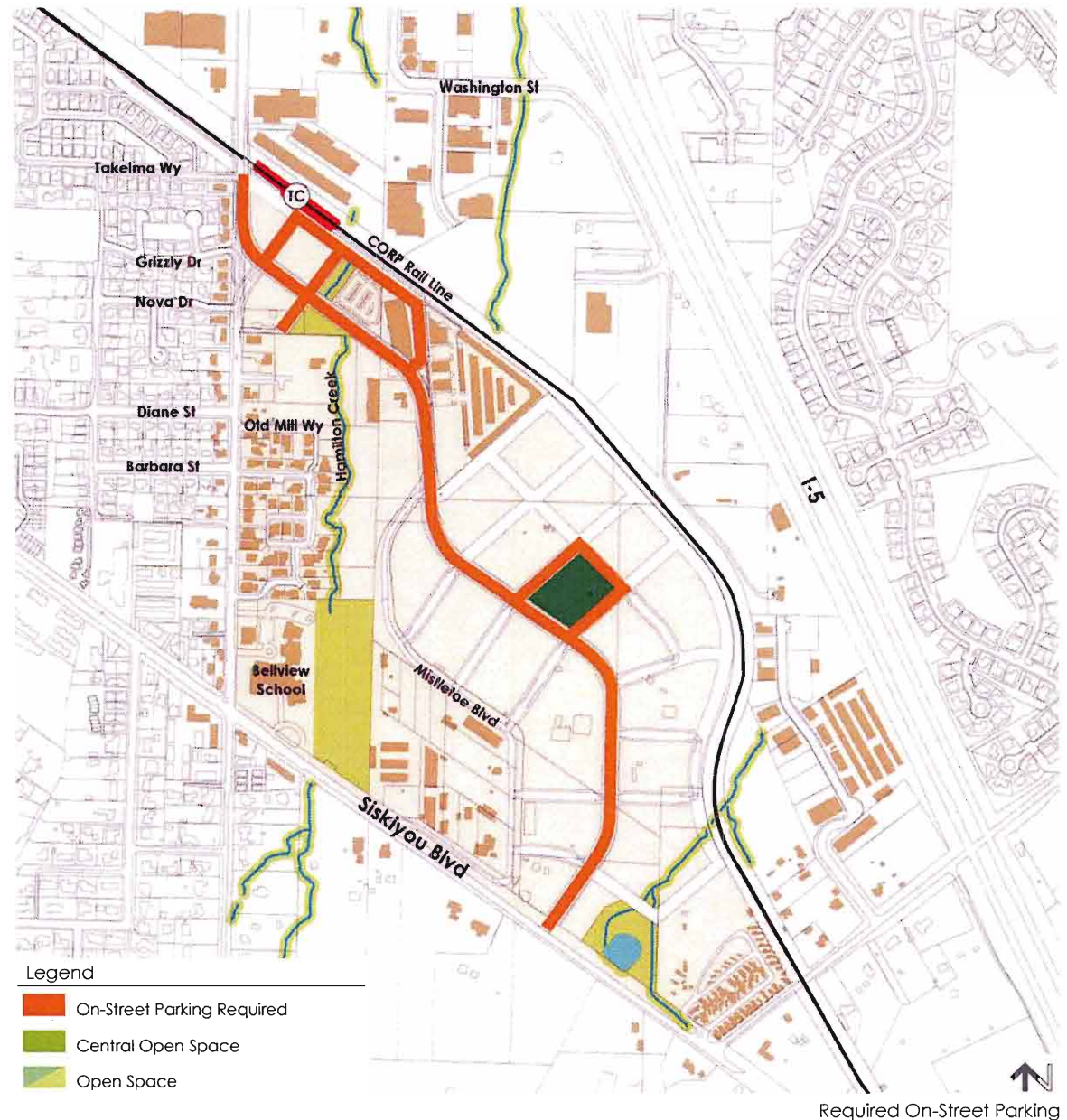
- Legend
- Limited Access Streets
 - Central Park
 - Open Space

On-Street Parking Requirements

Required On-street Parking

On-street parking is most desirable adjacent to active uses. In addition to being in high demand in these areas, on-street parking buffers the sidewalk from auto traffic, improving the pedestrian environment.

- Curb-side parallel parking is required where indicated on the diagram at right. Angled parking, and loading zones are prohibited on these streets
- On-street parking is prohibited on all sides of the Central Park to maintain visual access to the park and to improve the visual quality and safety for park users



Sustainable Development Guidelines

The following design guidelines support and complement the Croman Mill Site Redevelopment Plan. The guidelines provide developers with an understanding of the city's expectations for development and a consistent criteria by which to review proposed projects. By establishing these guidelines the city can be assured that the health and growth of the community is protected by ensuring order, harmony, and quality within the built environment, so that individual buildings and projects succeed on their own yet contribute to a unified and distinct district.

The Sustainable Neighborhood Development Guidelines promote exemplary design and construction of development projects. Key guidelines should include:

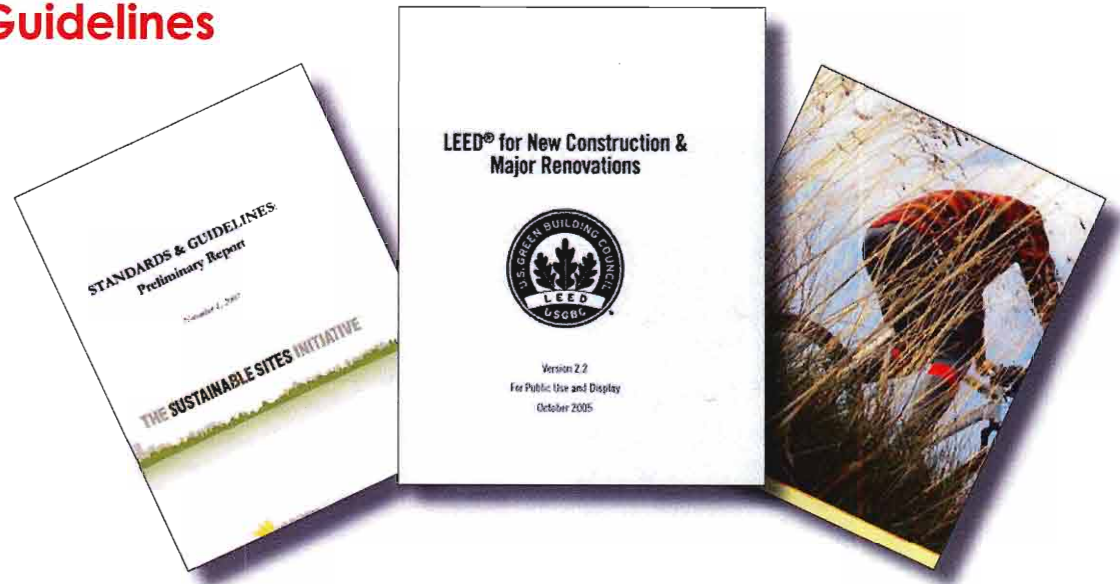
- Conserve Natural Water Systems
- Encourage Diverse Neighborhoods
- Design Green Surface Parking
- Manage Stormwater Run-off
- Practice Low-impact Site Design
- Practice Low-impact Building Design
- Minimize Construction Impacts

Role of Design Guidelines

The design guidelines offer designers a flexible tool for quality and innovation. Guidelines do not prescribe specific design solutions or make rigid requirements. Indeed, there will always be many ways of meeting a particular guideline. The guidelines are a descriptive template for maintaining and improving the character of the district without dictating or prescribing a specific style or theme. *The City should consider the use of these sustainable neighborhood guidelines as a discretionary tool for the review of development projects.*

Design Review Process

All new building and exterior renovation projects within the Croman Mill District Overlay would be



subject to design review - that is- whenever a building permit is required, the project will also go through some version of the design review process identified below.

The exact steps of the review process followed is generally based on the extent of exterior work proposed, with more extensive projects typically reviewed by a Design Commission and less extensive projects by planning staff:

- *Major Modification*—Design Commission review
- *Minor Modification*—planning staff review or Design Commission review
- *Maintenance and Repair*—planning commission staff review

Starting at a “pre-application” conference with planning staff, a design guidelines checklist is used to determine which (if any) guidelines apply to the project.

Once the formal application is submitted, a decision is made to approve, to approve with conditions, or to

recommend denying a proposal to city council. For instance, when a project is found to be not consistent with the design guidelines, specific conditions of approval may be imposed, or it may be decided that design details or other site factors warrant finding for approval of the project without meeting the particular design guidelines.

For those applications that are substantially inconsistent with the guidelines, staff or the Design Commission also have the option to recommend city council deny the development request.

The design review process takes into account only whether the project complies with the applicable design guidelines. A project's consistency with the Croman Mill Site Redevelopment Plan or any other relevant documents is determined separately by the planning commission and planning department staff.



Appropriate - preserve natural wetlands

Conserve Natural Water Systems

Guideline

Conserve water quality, natural hydrology and habitat, and preserve biodiversity through protection of water bodies and wetlands.

Description

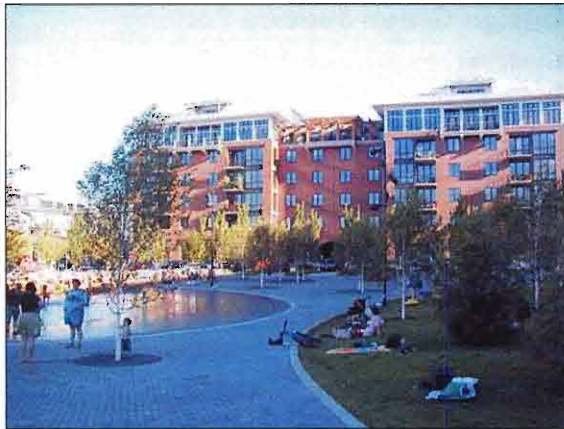
Natural water systems regulate water supply, provide biological habitat, and may provide recreational opportunities. Undeveloped ecosystems absorb much of the precipitation that falls on them, conveying only a small portion of rainfall as surface runoff. New and infill development should minimize disturbances to the functioning of on-site, adjacent, and regional natural water systems.

Appropriate

- Designate a minimum no-build buffer around wetlands
- Designate a minimum no-build buffer beyond the 100-year flood plain of any water body
- Allow infill development within the 100-year flood plain only in accordance with the National Flood Insurance Program (NFIP) requirements
- Create a long-term management plan for on-site wetlands, water bodies, associated habitats and their buffers
- Create a guaranteed funding source for management of on-site wetlands, water bodies, habitats and their buffers
- Preserve existing pervious surfaces within the 100-year flood plain of wetlands and water bodies
- Design grading and layout plans to capture and slow runoff
- Use pervious or semi-pervious surfaces that allow water to infiltrate soil
- Use on-site landscape-based water treatment methods to treat rainwater runoff from all surfaces, including parking lots, roofs, and sidewalks

Inappropriate

- New and infill development within the minimum buffer of wetlands
- New development within the minimum buffer of the flood plain of any water body.
- Buried, piped, or culverted stream channels
- Conveyance of rainwater from impervious areas directly offsite without first allowing it to pass through an on-site planting area



Appropriate - public open space



Inappropriate - gated and private streets

Encourage Diverse Neighborhoods

Guideline

Encourage diverse communities by providing a balanced range of housing types, land uses and employment opportunities.

Description

Vibrant communities are comprised of people within a range of economic levels, age groups, and occupations. Encourage vibrant communities by providing a balanced range of housing types, land uses and employment opportunities.

Appropriate

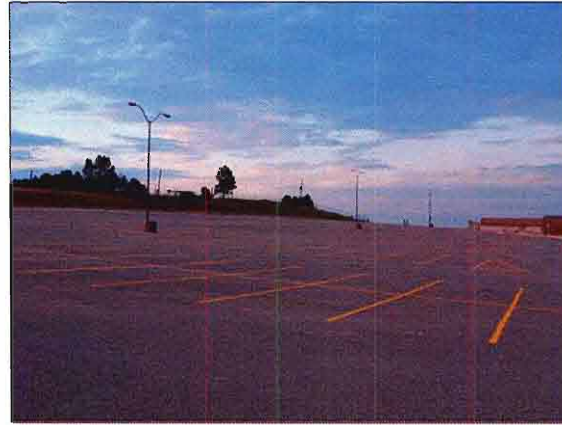
- Provide a diversity of housing types
- Provide ADA accessible housing
- Provide affordable rental housing
- Provide affordable for-sale housing
- Locate the project on an infill site
- Locate a park, green plaza, or square within a 1/6-mile walk of at least 90% of residential units and business entrances

Inappropriate

- Gated or private streets and sidewalks



Appropriate - 50% shade cover for parking lot



Inappropriate - large parking lot, no shade cover

Design Green Surface Parking

Guideline

Reduce the adverse community and environmental effects of surface parking through design and material selection.

Description

Design and locate parking to maintain a pedestrian orientation to all residential and non-residential buildings and minimize microclimate impacts of surface parking.

Appropriate

- Design pedestrian-friendly parking
- Locate surface parking to the rear or side of buildings
- Use less than 20% of the development footprint for surface parking
- Surface lots shall not exceed 2 acres in area, including landscape, circulation and ingress/egress areas
- Provide spaces for bicycle parking equivalent in number to 20% of the total automobile parking
- Provide for at least 50% shade cover over the surface lot within 5 years of project occupancy
- Utilize paving materials with a Solar Reflectance Index of at least 29 to reduce heat absorption
- Provide pervious surfacing on at least 50% of the parking area surface

Inappropriate

- Surface parking lots between the sidewalk and building facades
- Parking lots over 2 acres in area



Appropriate - Surface Runoff Drains to a Vegetated Swale



Appropriate - Landscaped Roof



Inappropriate - Streets and Sidewalk drain to Stormwater Pipe

Manage Stormwater Run-off

Guideline

Reduce the public infrastructure costs and adverse environmental effects of stormwater run-off through surface management of run-off from building roofs, sidewalks and streets.

Description

Channel the flow of stormwater run-off along the surface and allow for adequate infiltration to the groundwater system.

Appropriate

- Design “green streets” and capture surface runoff within landscaped curb extensions, medians, and swales
- Design green landscaped roofs on buildings where applicable
- Allow for landscaped swales between structures to channel and infiltrate surface water
- Design sidewalks and streets with impervious materials where applicable

Inappropriate

- Roofs, parking lots, sidewalks and streets that drain into subsurface stormwater pipes

Practice Low-Impact Building Design

Guideline

Utilize low-impact building design practices to reduce the environmental impacts of built structures.

Description

Encourage the use of LEED certified building practices in the design and renovation of project buildings to conserve resources, reduce waste, and reduce the environmental impacts of materials manufacturing and transportation.

Appropriate

- Design and construct energy-efficient buildings
- Rehabilitate, renovate or adaptively re-use existing buildings
- Encourage the use of passive and active solar strategies
- Encourage the development of on-site energy generation systems
- Use roofing materials that have an SRI appropriate to the slope of the roof over 75% of the roof area or install a vegetated roof over at least 50% of the roof area
- Design for and maintain, high indoor air-quality
- Utilize 100% low-emitting materials
- Provide a high level of lighting system control to building occupants
- Provide a comfortable thermal environment
- Provide natural day-lighting and indoor/outdoor views for 100% of the regularly occupied areas of the building

Inappropriate

- Utilization of toxic materials such as formaldehyde, halogenated flame retardants, and PVC

Practice Low-Impact Site Development

Guideline

Utilize low-impact site design, construction, and management practices to reduce the environmental impacts of site development.

Description

Encourage the use of low-impact practices in the design, renovation and construction of the project site and landscapes to conserve resources, reduce waste, reduce the environmental impacts of materials, manufacturing and transportation, and reduce the impact of development on microclimate and human and wildlife habitat.

Appropriate

- Remediate and redevelop brownfield sites to reduce pressure on undeveloped land and reduce the release of contaminants
- Encourage the preservation of existing tree canopy and native vegetation
- Encourage the use of functionally appropriate pervious surfaces on roadways, parking lots, sidewalks, and other hardscape areas
- Provide irrigation for all trees for an establishment period of five years from the date of occupancy. Provide irrigation for understory species for an establishment period of two years from the date of occupancy
- Use locally harvested rainwater or reclaimed water for the irrigation of all project landscaping
- Require the use of an integrated pest management (IPM) program in the maintenance of all public landscape areas
- Encourage the use of passive and active solar strategies in the design of block lengths and orientation and in the design of public spaces

- Encourage the development of on-site energy generation systems
- Specify energy-efficient infrastructure systems, including traffic lights, street lights, water and wastewater pumps and treatment systems
- Utilize recycled materials in the construction of roadways, parking lots, sidewalks, and curbs
- Minimize light pollution from the project to improve nighttime visibility, increase night sky access and to reduce development impact on nocturnal environments

Inappropriate

- Utilization of toxic materials such as chemical pesticides or herbicides and petroleum based fertilizers

Minimize Construction Impacts

Guideline

Minimize pollution and waste generation resulting from construction activity

Description

Construction activity contributes to the degradation of the project site through soil compaction, dust generation, and loss of soil. Construction activity also contributes significant amounts of solid waste to the waste stream. Utilize careful planning and strategic materials re-use to reduce these impacts

Appropriate

- Prevent the pollution of the air with dust and particulate matter
- Prevent sedimentation of stormwater systems and receiving streams
- Prevent the loss of topsoil via stormwater runoff and/or wind erosion
- Recycle and/or salvage at least 75% of non-hazardous construction and demolition debris



Revitalizing America's Cities

City of Ashland:
**Economic Opportunities
Analysis**

Prepared for

City of Ashland

by

ECONorthwest

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Final Report

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Executive Summary

This report presents an Economic Opportunities Analysis (EOA) for the City of Ashland consistent with the requirements of statewide planning Goal 9 and the Goal 9 administrative rule (OAR 660-009). A goal of this project is to establish a clear economic development direction that identifies the city's strengths and opportunities, and its position in the broader Bear Creek Valley region. This project will facilitate employment opportunities and job creation in Ashland by identifying industrial/employment land needs and developing a catalog of prospective industries, along with an action plan to achieve results.

COMPARISON OF LAND CAPACITY AND DEMAND

Section IV presents an analysis of land availability and capacity for employment uses in Ashland. Section V presents an analysis of potential growth industries in Ashland and the employment forecast for Ashland. Based on this analysis, Table S-1 shows a comparison of land supply and need in terms of sites and acres. The results show that Ashland has a deficit of about 47 sites and six acres. However, the deficit is not in all size categories.

Table S-1. Comparison of vacant land supply and site needs, Ashland UGB, 2006-2027

Site Size	Vacant Land Supply		Land Need		Surplus/(Deficit)	
	Number of Sites	Net Acres	Needed Sites	Needed Acres	Sites	Acres
<1 ac	66	21.9	100-125	33.0	(44)	(11.1)
1-2 ac	19	27.6	15-25	26.0	(1)	1.6
2-5 ac	3	46.9	12-15	42.0	(11)	4.9
5-10 ac	14	49.0	2-4	22.5	11	26.5
10 or more ac	1	9.8	2-4	37.5	(2)	(27.7)
Total	103	155.1	131-173	161.0	(47)	(5.9)

Source: ECONorthwest.

The data in Table S-1 address vacant and partially vacant land. While the analysis in Table S-1 shows a deficit in many of the size categories, it does not account for several other factors:

- *Redevelopment.* The City's buildable lands inventory identified 43 acres of redevelopable land—primarily in the commercial and employment plan designations. Redevelopable lands have capacity for 700 to 800 additional employees.
- *Employment that does not require vacant land.* ECO assumed that 20% of employment would not require any vacant land. This would include employment that locates in residential areas as well as employment that locate on land that is already classified as developed.

The presence of the Croman Mill site will adequately meet the industrial site needs of the community for the 20-year planning period. The remainder of site needs can be met through redevelopment and employment that does not require vacant land. The data also suggest that Ashland could justify a small UGB expansion to add employment land if that is a desired policy direction.

IMPLICATIONS

The economic opportunities analysis has several implications for the City of Ashland. Following are the key implications:

- *Economic growth.* The City can expect more of the same type of economic growth that it has experienced in the past 15 years. It is remarkable how well the 1989 Economic Element update anticipated development trends in the City. While this is a rather obvious and mundane conclusion, it is consistent with the vision established in the Comprehensive Plan. A significant deviation from the plan would be a bigger issue for the City because it would either mean (a) the development vision and implementing policies were not effective; or (b) the EOA did not correctly anticipate development trends.
- *Buildable lands.* The City appears to have a close match between land needs and supply. While the site needs analysis identified a deficit of vacant land designated for employment, historically a lot of employment has located in residential areas. Moreover, 700 to 800 jobs could be accommodated on redevelopable lands. The results also suggest the City could justify a small UGB expansion for retail and services uses. One issue with expanding the UGB is that land on the fringe will not be ideally located for retail and service uses.
- *Demand for industrial land.* The EOA clearly demonstrates a need for industrial land in the community. This is an identified change from past trends, but a logical one that takes advantage of a key community resource: the Croman Mill site. ECO recommends that Ashland retain the Croman Mill site in an industrial designation. If this site is converted to other uses, the City will no longer have an industrial land base. Adding new industrial land will be challenging.
- *Plan for industrial uses that are compatible with the City's economic development objectives.* The Croman site is presently zone M-1; the M-1 zone permits a broad range of industrial activities—some of which, in our opinion, are not compatible with the site and surrounding uses. The City should consider preparing a master plan for the site that evaluates appropriate uses and incorporates sustainable development concepts. One option is to develop an “eco-industrial park.”¹

¹ There is a wealth of literature and case studies on Eco-industrial parks. The Smartgrowth network has compiled a series of case studies that help define the concept and how it has been applied in other communities: http://www.smartgrowth.org/library/eco_ind_case_intro.html.

- *Monitor development and land supply.* Land supply monitoring is relatively simple using the existing GIS land base, building permit, and the Quarterly Census of Employment and Wage (QCEW) databases. The City should monitor where employment locates, what rate vacant land is being absorbed, and how much new employment is occurring by industry.

The Economic Opportunities Analysis suggests that Ashland will need to plan for a modest amount of new employment—and land to accommodate that employment. The City may want to review its economic development vision and strategies as a result of this study—as well as make some code changes to reflect economic development potential and ensure that it gets the type of employment growth that it wants.

Introduction

This report presents an Economic Opportunities Analysis (EOA) for the City of Ashland consistent with the requirements of statewide planning Goal 9 and the Goal 9 administrative rule (OAR 660-009). Goal 9 says that the EOA is “an analysis of the community's economic patterns, potentialities, strengths, and deficiencies as they relate to state and national trends” and states that “a principal determinant in planning for major industrial and commercial developments should be the comparative advantage of the region within which the developments would be located.”

BACKGROUND

Ashland plays a unique role in the regional economy of the Bear Creek Valley. Southern Oregon University, combined with a strong tourism industry, are the foundation of the City's economy. The Economic Element of the City's Comprehensive Land Use Plan has not been substantially updated since the late 1980s. A broad range of factors that influence Ashland's economy have changed since that time. Key among these are the transition of the wood products industry, and the technological advances in communications and computing.

There is tangible evidence of how these changes have affected Ashland. Housing prices increased substantially between 2000 and 2006—largely due to external economic factors. This is creating pressure for conversion of employment lands for residential uses. For example, in 2006, the City of Ashland adopted a goal to prepare master plan for the Croman Mill site—a site that represents the majority of the City's industrial land base. The City was getting pressure from developers to convert the land to residential uses. Given the limited employment land base in the City, the conversion of the Croman site represents a major policy decision that has long-term implications. This document, the Ashland Economic Opportunities Analysis (EOA), is intended to update the Economic Element of the Ashland Comprehensive Plan, to respond to the requirements of Goal 9 and OAR 660-009, and to help inform policy decisions such as the Croman Mill site.

A goal of this project is to establish a clear economic development direction that identifies the city's strengths and opportunities, and its position in the broader Bear Creek Valley region. This project will facilitate employment opportunities and job creation in Ashland by identifying industrial/employment land needs and developing a catalog of prospective industries, along with an action plan to achieve results. This report presents the Economic Opportunities Analysis, which is supported with an Implementation Plan and potential code revisions. The Implementation Plan developed as part of this project is presented in a separate document.

FRAMEWORK FOR ECONOMIC DEVELOPMENT PLANNING IN OREGON

The content of this report is designed to meet the requirements of Oregon Statewide Planning Goal 9 and the administrative rule that implements Goal 9 (OAR 660-009). The Land Conservation and Development Commission adopted amendments to this administrative rule in December 2005.² The analysis in this report is designed to conform to the requirements for an Economic Opportunities Analysis in OAR 660-009 as amended.

1. *Economic Opportunities Analysis (OAR 660-009-0015)*. The Economic Opportunities Analysis (EOA) requires communities to identify the major categories of industrial or other employment uses that could reasonably be expected to locate or expand in the planning area based on information about national, state, regional, county or local trends; identify the number of sites by type reasonably expected to be needed to accommodate the expected employment growth based on the site characteristics typical of expected uses; include an inventory of vacant and developed lands within the planning area designated for industrial or other employment use; and estimate the types and amounts of industrial and other employment uses likely to occur in the planning area. Local governments are also encouraged to assess community economic development potential through a visioning or some other public input based process in conjunction with state agencies.
2. *Industrial and commercial development policies (OAR 660-009-0020)*. Cities with a population over 2,500 are required to develop commercial and industrial development policies based on the EOA. Local comprehensive plans must state the overall objectives for economic development in the planning area and identify categories or particular types of industrial and other employment uses desired by the community. Local comprehensive plans must also include policies that commit the city or county to designate an adequate number of employment sites of suitable sizes, types and locations. The plan must also include policies to provide necessary public facilities and transportation facilities for the planning area. Finally, cities within a Metropolitan Planning Organization (which includes the cities in the Bear Creek Valley) must adopt policies that identify a competitive short-term supply of land for desired industrial and other employment uses as an economic development objective.
3. *Designation of lands for industrial and commercial uses (OAR 660-009-0025)*. Cities and counties must adopt measures adequate to implement policies adopted pursuant to OAR 660-009-0020. Appropriate implementing measures include amendments to plan and zone map designations, land use regulations, public facility plans, and transportation system plans. More specifically, plans must identify the approximate number, acreage and site characteristics of sites needed to accommodate

² The amended OAR 660-009, along with a Goal 9 Rule Fact Sheet, are available from the Oregon Department of Land Conservation and Development at <http://www.oregon.gov/LCD/econdev.shtml>.

industrial and other employment uses to implement plan policies, and must designate serviceable land suitable to meet identified site needs.

Plans for cities and counties within a Metropolitan Planning Organization or cities and counties that adopt policies relating to the short-term supply of land must designate suitable land to respond to economic development opportunities as they arise.

This report is an Economic Opportunities Analysis, the first key element required by Goal 9. This EOA includes an analysis of national, state, regional, and county trends as well as an employment forecast that leads to identification of needed development sites. It also includes an inventory of buildable commercial and industrial land in Ashland.

ORGANIZATION OF THIS REPORT

The remainder of this report is organized as follows:

- **Section II, National, state, regional, county, and local trends** summarizes historic economic trends that affect current and future economic conditions in Ashland.
- **Section III, Factors affecting future economic growth in Ashland** summarizes Ashland's comparative advantages formed by the mix of factors present in Ashland and discusses the implications for the types of firms most likely to locate in Ashland.
- **Section IV, Land Available for Industrial and Other Employment Uses** presents a regional inventory of industrial and other employment lands.
- **Section V, Land Demand and Site Needs in Ashland** presents the employment forecast for Ashland and an estimate of how much land is needed to accommodate the 20-year employment forecast. It also describes the types of sites that are needed to accommodate industries that are likely to locate or expand in Ashland.
- **Section VI, Implications** presents a comparison of land supply and site needs and discusses the implications of the Economic Opportunities Analysis.

This report also includes 3 appendices:

- **Appendix A, Review of National, State, Regional, County, and Local Trends** describes national, state, and local economic trends that will influence the regional economy. It reviews local factors affecting economic development in Ashland and advantages, opportunities, disadvantages, and constraints these factors may present.

- **Appendix B, Comparative Advantages** discusses the comparative advantages formed by the mix of factors present in Ashland.
- **Appendix C, Employment Forecast** presents an employment forecast for Ashland for the periods 2007-2027 and 2007-2057.

National, State, Regional, County, and Local Trends

This section summarizes national, state, regional, county, and local trends affecting economic growth in Ashland. Each heading in this section represents a key trend that will affect Ashland's economy and economic development potential. A more detailed analysis of economic trends is presented in Appendix A.

POPULATION GROWTH AND IN-MIGRATION

Population growth in Oregon tends to follow economic cycles. Oregon's economy is generally more cyclical than the nation's, growing faster than the national economy during expansions and contracting more rapidly than the nation during recessions. This pattern is shown in Table 1, which presents data on population in the U.S., Oregon, Jackson County, and Ashland over the 1980–2005 period.

Over the 1980 to 2005 period, Jackson County's population grew by 47%, at an average annual rate of 1.55%. About 10% of the County's increase in population happened in Ashland, which grew at average annual rate of 1.35% over the twenty-five year period. The fastest population growth occurred during the 1990's, which was generally an expansionary period.

Table 1. Population change in the U.S., Oregon, Jackson County, and Ashland, 1980-2005

Area	Population				Change 1980 to 2005		
	1980	1990	2000	2005	Number	Percent	AAGR
U.S.	226,545,805	248,709,873	281,421,906	296,410,404	69,864,599	31%	1.08%
Oregon	2,639,915	2,842,321	3,421,399	3,628,700	988,785	37%	1.28%
Jackson County	132,456	146,389	181,269	194,515	62,059	47%	1.55%
Ashland	14,943	16,234	19,522	20,880	5,937	40%	1.35%

Source: U.S. Census, the Population Research Center at Portland State University,

An important cause of population growth in Oregon and Jackson County is in-migration from other states. Oregon will continue to experience in-migration from other states, especially California and Washington. Ashland's location, weather, and high quality of life make it an attractive place for in-migrants, especially in-migrants from California.

AGING POPULATION

The number of people age 65 and older in the U. S. will double by 2050, while the number of people under age 65 will only grow by 12%. The economic effects of this demographic change include a slowing of the growth of the labor

force, an increase in the demand for healthcare services, and an increase in the percent of the federal budget dedicated to Social Security and Medicare.³

The population in Ashland is also aging. Table 2 shows the change in age distribution for Ashland between 1990 and 2000. Although population increased in most age groups, the age group that increased the most was people aged 45 to 64, which grew by 2,294 people (85%). This group also grew in Jackson County but not as quickly as it did in Ashland. One cause of the comparative large increases in population aged 45 years and older may be in-migration of people nearing retirement age.

Table 2. Change in age distribution, Ashland, 1990-2000

Age Group	1990		2000		Change		
	Number	Percent	Number	Percent	Number	Percent	Share
Under 5	793	4.9%	802	4.1%	9	1.1%	-0.8%
5-17	2,679	16.5%	2,874	14.7%	195	7.3%	-1.8%
18-24	2,712	16.7%	3,413	17.5%	701	25.8%	0.8%
25-44	5,126	31.6%	4,552	23.3%	(574)	-11.2%	-8.3%
45-64	2,691	16.6%	4,985	25.5%	2,294	85.2%	9.0%
65 and over	2,233	13.8%	2,896	14.8%	663	29.7%	1.1%
Total	16,234	100.0%	19,522	100.0%	3,288	20.3%	0.0%

Source: U.S. Census, 2000

LOW INCOME AND HIGH HOUSING COSTS

Over the last twenty-four years, income in Oregon has been below national averages and income in Jackson County has been below state averages. There are four basic reasons that income has been lower in Oregon and Jackson County than in the U.S.: (1) wages for similar jobs are lower; (2) the occupational mix of employment is weighted towards lower paying occupations; (3) a higher proportion of the population has transfer payments (e.g. social security payments for retirees), which are typically lower than earnings; and (4) there is a lower proportion of working age residents. To a certain degree, these factors are all true for Oregon and Jackson County. The combination of these factors results in lower income for Oregon and Jackson County.

Household income in Ashland is lower than average income in Jackson County or Oregon. Table 3 shows the median household income in 1999 for Oregon, Jackson County, and Ashland. The median household income in Jackson County was 89% of Oregon's median income. Ashland's median household income was lower than Jackson County's median household income and about 80% of the State median income. According to Claritas Inc., a private market data provider, Ashland's median household income increased from \$32,670 in 1999 to \$39,306 in 2006.

³ The Board of Trustees, Federal Old-Age and Survivors Insurance and Federal Disability Insurance Trust Funds, 2006, *The 2006 Annual Report of the Board of Trustees of the Federal Old-Age and Survivors Insurance and Federal Disability Insurance Trust Funds*, May 1; Congressional Budget Office, 2006, *The Budget and Economic Outlook: Fiscal Years 2007 to 2016*, January; and Congressional Budget Office, 2005, *The Long-Term Budget Outlook*, December.

One reason that household income in Ashland is lower than in Jackson County or the state average is that Ashland has a larger share of college aged residents (many of whom attend Southern Oregon University). Householders under 25 years have a lower median income than any other age group. The lowest median income for householders under age 25 was in Ashland, where their average household income was less than \$14,000 annually. The lower median income for householders under 25 and the greater share of residents in this age group explains why Ashland has a lower median than the County or State average. Ashland's median family income is higher than the County median and nearly the same as the State median.

Table 3. Median household income by age and median family income, Oregon, Jackson County, and Ashland, 1999

	Jackson		
	Oregon	County	Ashland
Median household income	\$40,916	\$36,461	\$32,670
Householder under 25 years	\$22,636	\$21,327	\$13,796
Householder 25 to 34 years	\$40,325	\$34,169	\$21,559
Householder 35 to 44 years	\$48,538	\$41,534	\$38,250
Householder 45 to 54 years	\$53,916	\$49,437	\$46,742
Householder 55 to 64 years	\$46,535	\$41,760	\$47,531
Householder 65 to 74 years	\$31,518	\$31,111	\$44,563
Householder 75 years and over	\$23,783	\$24,169	\$24,385
Median family income	\$48,680	\$43,675	\$49,647

Source: U.S. Census 2000.

In addition to comparatively low income, Ashland has high housing costs. Housing costs in Ashland are the most expensive in Jackson County and some of the most expensive in Oregon (described in Appendix B). In 2005, the median sales price of a single-family dwelling was \$389,000. This compares to a regional average of about \$270,000. The combination of low wages and high housing costs may constrain the types of people who move to Ashland, making it difficult for employers to fill lower paying jobs. Workers may have to live in communities further from Ashland, causing an increase in commuting.

SHIFTS IN EMPLOYMENT BY SECTOR

Over the past few decades, employment in the U.S. has shifted from manufacturing and resource-intensive industries to service-oriented sectors of the economy. Increased worker productivity and the international outsourcing of routine tasks have led to declines in employment in the major goods-producing industries.

In the 1970s Oregon started to transition away from reliance on traditional resource-extraction industries. A significant indicator of this transition is the shift within Oregon's manufacturing sector, with a decline in the level of employment in the Lumber & Wood Products industry⁴ and concurrent growth of employment

⁴ SIC 24

in high-technology manufacturing industries (Industrial Machinery, Electronic Equipment, and Instruments⁵). As Oregon has transitioned away from natural resource-based industries, the composition of Oregon's employment has shifted from natural resource based manufacturing and other industries to service industries. The share of Oregon's total employment in Service industries increased from its 1970s average of 19% to 30% in 2000, while employment in Manufacturing declined from an average of 18% in the 1970s to an average of 12% in 2000.

The changes in employment in Jackson County have followed similar trends as changes in national and state employment. Between 1980 to 2000, Jackson County added nearly 31,000 jobs. The sectors with the greatest change in share of employment were Services and Retail Trade, adding 22,295 jobs. The sectors that grew slowest during this period were Wholesale Trade, Government, and Manufacturing. Since 2001, Jackson County has added more than 8,250 jobs, with the most growth in Construction, Health & Social Assistance, and Retail. The Manufacturing sector lost the most employees.

In 2004, Ashland had 9,058 jobs at 1,010 establishments. The sectors with the greatest employment were: Public Administration (18%), Accommodation and Food Services (17%), Health Care and Social Assistance (16%), and Retail Trade (14%). These sectors accounted for 67% of Ashland's jobs.

The sectors with the greatest employment and above average pay were Public Administration with an average pay per employee of \$35,067 and Health Care and Social Assistance with an average pay per employee of \$29,113. Employees in Retail Trade and Accommodation and Food Services had below average pay.

Compared with Oregon, Ashland has the highest concentration of employment in the following sectors: Health Care and Social Assistance; Retail Trade; and Accommodations and Food Services. The Oregon Employment Department forecasts that demand for services in these sectors will grow. The growth is tied to increases with population growth, continued tourism, the aging population, and in-migration of older people. Other potential growth sectors include Government and Professional, Scientific, and Technical Services. However, the City of Ashland has little direct control over growth in the Government sector, especially Southern Oregon University, which has said it is unlikely to have substantial growth in the foreseeable future.

Ashland's high concentration of employment in tourism-related sectors (Accommodations and Food Services, Retail, and Arts, Entertainment, and Recreation) indicates that these businesses form a tourism cluster in Ashland. Success in growing tourism by businesses in these sectors is likely to benefit businesses in any of these sectors.

⁵ SIC 35, 36, 38

OUTLOOK FOR GROWTH IN ASHLAND

Growth in population and employment is expected to continue in Jackson County and Ashland. Ashland's population will grow at a slower rate than the County's population growth rate; employment in Ashland will grow and employment in the County will grow faster than the State. The County's forecast for population growth in Ashland predicts that Ashland's population will continue to grow at a lower rate than the County's population. By 2026, Ashland is expected to have 22,319 people, an increase of 1,439 people.

The City's 2026 population forecast is worth commentary. In 2006, Jackson County conducted a review of population forecasts for all incorporated cities within the County, including Ashland. The final population figures adopted by the County assume a countywide average annual growth rate of about 1%. Ashland, by contrast, has an assumed average annual growth rate of about 0.28%. This lower than average growth rate reflects the tighter land supply and higher housing costs in Ashland relative to other cities in the County. It is likely that Ashland will experience greater population growth than the County has forecasted. The City should monitor population growth over the next five years to determine the impact of actual population growth on land needs.

The State forecasts that employment will continue growing in Region 8 (Jackson and Josephine Counties) faster than the state average. The sectors that will lead employment growth in Region 8 between 2004 to 2014 are: Professional and Business Services, Health Care & Social Assistance, Leisure & Hospitality, and Retail Trade. Ashland has high concentrations of employment in these sectors, which are likely to continue growing in Ashland.

The implications for Ashland of the growth forecasts for Jackson County and Region 8 are:

- Ashland's population and economy will grow but at a slower pace than Jackson County.
- Three of the sectors with the largest share of employment in Ashland are forecast to grow the fastest in Region 8: Health Care & Social Assistance, Leisure & Hospitality (including Accommodations and Food Services), and Retail Trade.

Factors Affecting Future Economic Growth in Ashland

Section III

Economic development opportunities in Ashland will be affected by local conditions as well as the national, state, and regional economic conditions that were addressed in Section II and Appendix A. Factors affecting future economic development in the Ashland include its location, availability of transportation facilities and other public facilities, quality and availability of labor, housing availability, and quality of life. Economic conditions in Ashland relative to these conditions in other portions of the Jackson County and southern Oregon form Ashland's comparative advantage for economic development. Ashland's comparative advantages have implications for the types of firms most likely to locate and expand in Ashland.

There is little that Ashland can do to influence national and regional conditions that affect economic development. Ashland can influence local factors that affect economic development. The review of local factors described in Appendix B forms a basis for developing economic development implementation strategies for Ashland.

This section includes a summary of Ashland's comparative advantages and discusses the implications for the firms most likely to locate in Ashland. Appendix B presents a full review of comparative advantages in Ashland.

COMPARATIVE ADVANTAGE IN ASHLAND

The mix of productive factors present in Ashland, relative to other communities in Oregon, is the foundation of the city's comparative advantage. A primary comparative advantage in Ashland is its location on I-5, proximity to California, and high quality of life. This makes Ashland attractive to residents and businesses that want a high quality of life where they live and work.

Ashland's comparative advantages are similar to Oregon's comparative advantages, although the labor force has higher levels of education than Oregon. Some businesses moving to Ashland may have problems finding some types of skilled workers in the region but many firms would likely be able to find skilled workers. Ashland has a full range of services to support businesses and a full range of amenities to create a high quality of life.

Ashland may also have some factors that constrain future employment growth. Housing affordability—particularly workforce housing—is likely to continue to be an issue in the community. The limited land supply in Ashland may be a constraining factor for future employment growth.

Section II reports industries that have shown growth and business activity in Ashland over the past few years. These industries are indicative of businesses that might locate or expand in Ashland.

The characteristics of Ashland will affect the types of businesses most likely to locate in Ashland:

- Ashland's proximity to I-5, high quality of life, the presence of Southern Oregon University, and abundance of cultural amenities and events make it attractive to businesses that need access to educated workers and want a high quality of life. These types of businesses could include software design, engineering, research, and other professional services that are attracted to high-quality settings.
- Ashland's proximity to rural Jackson County, where grapes and orchard fruit are grown, combined with the City's high level of cultural amenities could make Ashland attractive to viticulture and related industries.
- Ashland's location and high quality of life may attract small food processing firms, especially firms specializing in organic or natural foods. Ashland's comparatively limited water availability will discourage water-intensive food processors from locating in Ashland.
- Ashland's amenities, access to outdoor recreation, the Shakespeare Festival and other events, and presence of viticulture make Ashland attractive to tourists. Industries that serve tourists, such as food services and accommodations, are likely to grow if tourism increases.
- Ashland's cultural and shopping amenities make Ashland likely to attract high-end small specialty shops, such as women's clothing or jewelry.
- Ashland's location along I-5, proximity to other cities in Jackson County, and high quality of life may make Ashland attractive for small scale manufacturing firms (e.g., firms with less than 50 employees). Examples include high-tech electronics, recreational equipment, furniture manufacturing, specialty apparel, and other specialty manufacturing. Ashland is less attractive regional for medium and large firms because of limited sites, access, location, and cost.
- Ashland's growing population of retirees or near retirees, climate, location, and high quality of life may attract health services that provide services to older people, such as assisted living facilities or retirement centers.

Cities exist in an economic hierarchy in which larger cities offer a wider range of goods and services than smaller cities. The location of a community relative to larger cities, as well as its absolute size, affects the mix of goods and services that can be supported by a small city. Ashland's small size compared to Medford has implications for the types of retail and service firms most likely to locate in Ashland:

- Population growth and tourism will drive development of small and specialty retail in Ashland.

- Ashland will continue to be the location for regional institutions such as Southern Oregon University and the Ashland Community Hospital, Ashland city government, local schools, and government offices.

Land Available for Industrial and Other Employment Uses

Section IV

This section presents an inventory of land available for industrial and other employment uses in the Ashland UGB as required by OAR 660-009-0015(3). The results are based on the *Ashland Buildable Lands Inventory, 2005 Update*.

VACANT BUILDABLE LAND

The City of Ashland updated its buildable lands inventory (BLI) in November 2005. While the stated purpose of the BLI was "...to allow a community to increase the probability that needed housing will be built," the inventory also included industrial and other employment lands.

The 2005 BLI concluded:

"Within the following tables the amount of 'net' buildable acres are provided for both the City Comprehensive Plan Designations, as well as the City zoning types. The primary distinction between the two is that within the UGB, but outside the City Limits, there exists a considerable amount of buildable land that is not currently zoned to urban densities. All told there is approximately 580 net acres of land within Ashland's UGB that is considered buildable. There is only 338 acres within the City Limits that is currently available." (*Ashland Buildable Lands Inventory Update*, November 2005).

Table 4 shows buildable industrial and other employment lands within the Ashland UGB as of November 2005. The 2005 BLI showed that Ashland had about 213.5 gross buildable acres, and about 155.1 net buildable acres of industrial and other employment land. The majority (96%) of buildable land is in the Employment and Industrial plan designations.

Table 4. Buildable industrial and other employment lands, Ashland UGB, November 2005

Plan Designation	Gross Buildable Acres	Net Buildable Acres	Percent of Total
Commercial	8.2	5.7	3.7%
Downtown	0.1	0.1	0.1%
Employment	134.7	92.4	59.6%
Industrial	70.1	56.7	36.5%
Health Care	0.4	0.2	0.1%
Total	213.5	155.1	100.0%

Source: Ashland buildable lands inventory update, 2005

Map 1 shows the location of vacant and partially vacant industrial and other employment land within the Ashland UGB. The map shows that all of the industrial land is in the Croman Mill Site. The City has three main areas of Employment land: areas on the northwest fringe, the railroad site, and areas north of the Croman Mill site.

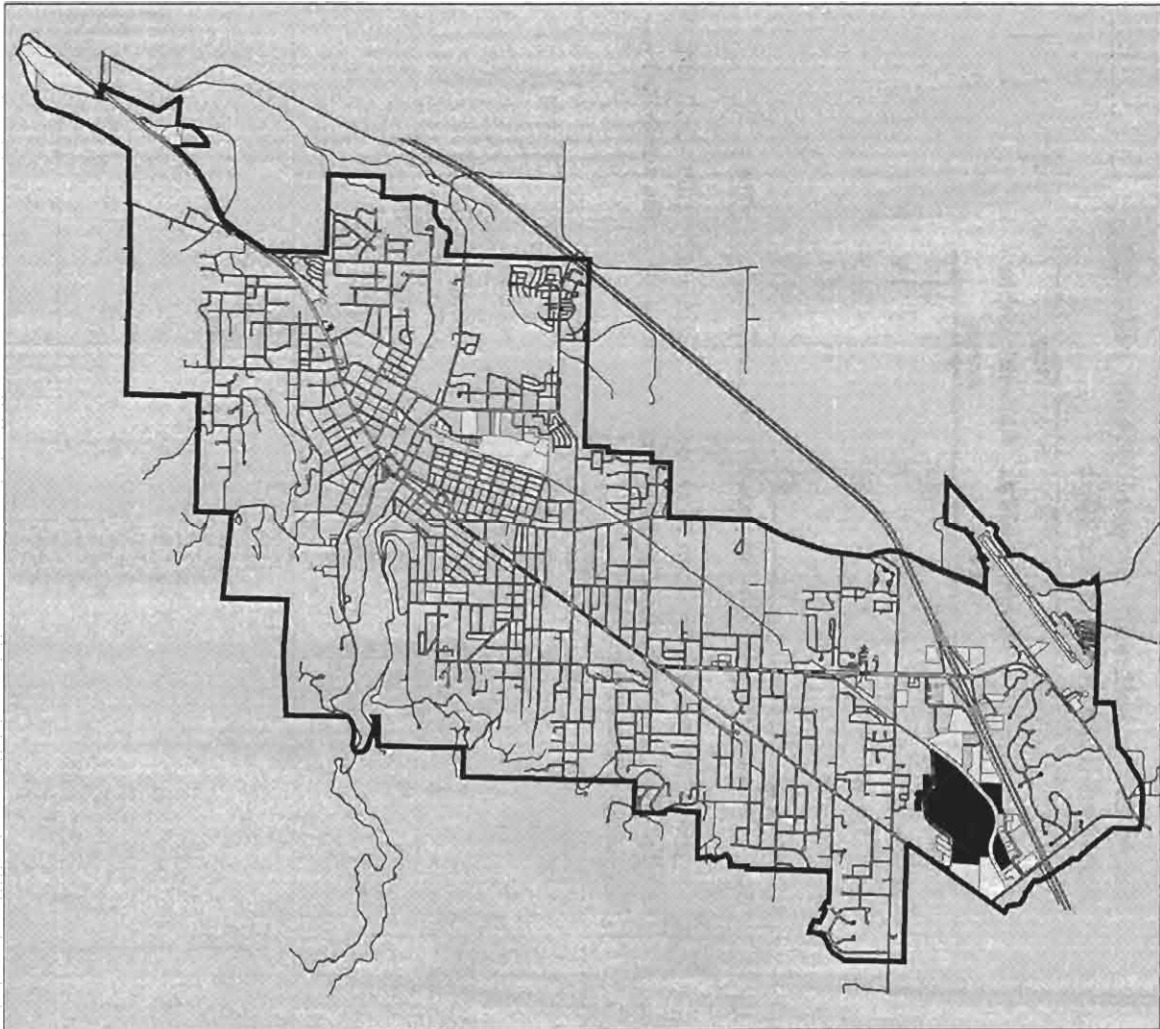
Table 5 shows vacant land by plan designation by parcel size.⁶ This analysis is useful in that it shows the distribution of vacant land by parcel size, which allows an evaluation of whether a sufficient mix of parcels is available. The distribution varies by plan designation. For example, relatively few vacant parcels exist in the Commercial and Industrial designations, while the greatest number of parcels is in the Employment designation. The results show that Ashland has only 3 parcels of 10 acres or larger that are vacant or partially vacant. This masks the fact that all of the industrial parcels are adjacent to one another and form a single site that is over 70 acres.

Table 5. Vacant and partially vacant industrial and other employment land by plan designation and lot size

Plan Designation	Lot Size (Net Buildable Acres)							Total
	<0.25	0.25-0.49	0.50-0.99	1.00-1.99	2.00-4.99	5.00-9.99	10.00 ac or larger	
Acres								
Commercial	0.6	1.1	2.1	1.9	0.0	0.0	0.0	5.7
Downtown	0.1	0.0	0.0	0.0	0.0	0.0	0.0	0.1
Employment	2.6	5.4	6.1	20.4	32.2	9.8	15.9	92.4
Health Care	0.2	0.0	0.0	0.0	0.0	0.0	0.0	0.2
Industrial	0.3	1.5	1.9	5.3	16.7	0.0	31.0	56.7
Total Acres	3.7	8.1	10.1	27.6	49.0	9.8	46.9	155.1
Number of Tax Lots								
Commercial	4	3	3	1	0	0	0	11
Downtown	1	0	0	0	0	0	0	1
Employment	18	17	9	15	10	1	1	71
Health Care	1	0	0	0	0	0	0	1
Industrial	4	4	2	3	4	0	2	19
Total Tax Lots	28	24	14	19	14	1	3	103
Percent of Acres	2.4%	5.2%	6.5%	17.8%	31.6%	6.3%	30.2%	100.0%
Percent of Tax Lots	27.2%	23.3%	13.6%	18.4%	13.6%	1.0%	2.9%	100.0%


Source: Ashland buildable lands inventory update, 2005; analysis by ECONorthwest

⁶ The table shows vacant, buildable acres in vacant and partially vacant parcels.




Map 1.
Buildable Commercial and
Industrial Land
City of Ashland
Oregon


Legend

 Urban Growth Boundary


Plan Designation

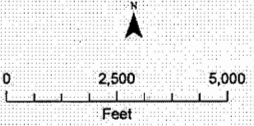
 Commercial

 Downtown

 Employment

 HC

 Industrial



Cartography/GIS: ECONorthwest, January 2007.

REDEVELOPMENT POTENTIAL

Redevelopment potential addresses land that is classified as developed that may redevelop during the planning period. While many methods exist to identify redevelopment potential, a common indicator is improvement to land value ratio. A threshold used in some studies is an improvement to land value ratio of 1:1. Not all, or even a majority of parcels that meet this criterion for redevelopment *potential* will be assumed to redevelop during the planning period. The 2005 BLI update identified redevelopable land, but did not include it in the buildable land base.

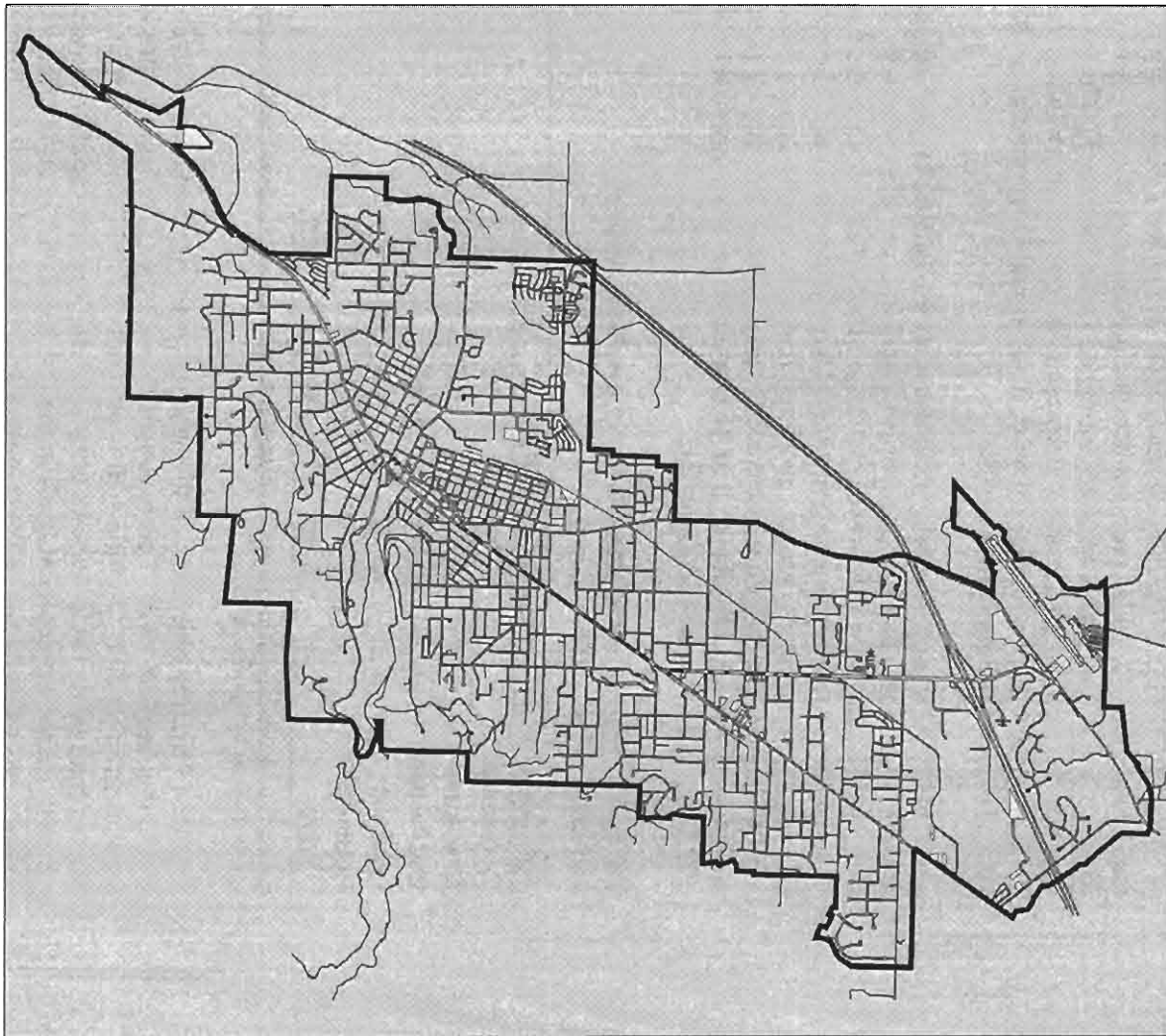
Table 6 summarizes redevelopable industrial and other employment land in the Ashland UGB. The data indicate that Ashland has about 43.8 net redevelopable acres in designations that accommodate employment. The land area is relatively evenly split between Commercial and Employment. No industrial lands were identified as redevelopable.

Table 6. Tax lots with redevelopment potential, Ashland UGB, November 2005

Plan Designation	Number of Tax Lots	Net Redevelopable Acres
Commercial	36	21.5
Downtown	7	0.9
Employment	37	21.3
Health Care	1	0.1
Total	81	43.8

Source: Ashland buildable lands inventory update, 2005; analysis by ECONorthwest

Map 2 shows the location of redevelopable lands by plan designation in the Ashland UGB. The map suggests that redevelopable lands are dispersed throughout the community.



Map 2.
Redevelopable Commercial
and Industrial Land
City of Ashland
Oregon

Legend

 Urban Growth Boundary

Plan Designation

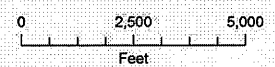
 Commercial

 Downtown

 Employment

 HC

 Industrial



Cartography/GIS: ECONorthwest, January 2007.

EMPLOYMENT DENSITY AND LAND CAPACITY

A key assumption needed to estimate non-residential land need is employees per acre (EPA). This variable is defined as the number of employees per acre on non-residential land that is developed to accommodate employment growth. There are few empirical studies of the number of employees per acre, and these studies report a wide range of results. The purpose of the employment density analysis is twofold: (1) to establish empirically historical densities in Ashland; and (2) to estimate employment capacity of vacant and partially vacant land in the Ashland UGB. Ultimately the employees/acre assumptions reflect a judgment about average densities and typically reflect a desire for increased density of development. Analysis ECO has done in other jurisdictions indicates that considerable variation can exist within individual industries and land use designations.

The DLCD Goal 9 Guidebook (*Industrial and Other Lands Analysis Guidebook*, DLCD, 2005) provides detailed guidance on how to comply with the revised Goal 9 Rule (OAR 660-009, amended December 2005). The guidebook suggests the following allowances (expressed in jobs per acre): Industrial Sector: 8-12; Commercial/Service Sector: 6-10; Institutional/Government: 6-10; and Other/Uncovered Employment: 6-10.

Table 7 shows actual employment densities in Ashland by plan designation. The analysis shows that employment is located in every plan designation in the City; the data in Table 7, however focuses on those plan designations that are intended to accommodate employment and have buildable lands. The results show an average employment density (measured in employees per acre) of 17.2. The results also show considerable variation in employment densities by plan designation—ranging from a high of 91.6 in the downtown designation to a low of 9.2 in the employment designation.

Table 7. Employment density by plan designation, Ashland UGB, 2004

Plan Designation	Employees	Net Acres	Emp/Ac
Commercial	1,843	117.2	15.7
Downtown	1,521	16.6	91.6
Employment	1,287	139.6	9.2
Industrial	177	14.6	12.1
Health Care	659	30.9	21.3
Total	5,486	319	17.2

Source: Quarterly Census Of Employment And Wages (QCEW), Ashland Buildable Lands Inventory, 2005 update; analysis by ECONorthwest

One of the key objectives of this analysis is to determine employment capacity within the Ashland UGB. This is consistent with the Goal 9 administrative rule requirement that cities provide a 20-year supply of buildable industrial and other employment land. Table 8 shows estimated employment capacity for vacant and partially vacant employment lands in the Ashland UGB in 2005. Table 8 shows Ashland has capacity for between about 1,600 and 2,250 additional employees on

these lands. This probably underestimates overall employment capacity in the city for two reasons: (1) it does not consider capacity added through redevelopment; and (2) it does not address the fact that the City has considerable employment that is located in residential areas. Based on these considerations, the City has capacity for 700-800 additional employees on lands identified as redevelopable in the 2005 inventory update.

Table 8. Estimated employment capacity, industrial and other employment land, Ashland UGB, 2005

Plan Designation	Net Buildable Acres	Employment Density		Capacity	
		DLCD Average	City Observed	Based on DLCD Average	Based on City Observed
		Commercial	5.7	17	15.7
Downtown	0.1	17	91.6	1	9
Employment	92.4	17	9.2	1571	851
Industrial	56.7	10	12.1	566	683
Health Care	0.2	17	21.3	3	4
Total	155.1			2,237	1,636

Source: Quarterly Census Of Employment And Wages (QCEW), Ashland Buildable Lands Inventory, 2005 update; analysis by ECONorthwest

Note: DLCD employment density average is the average of ranges presented in the *Industrial and Other Lands Analysis Guidebook, Appendix B*, DLCD. The ranges are: Industrial Sector—allowance (typically 8-12 jobs/ac); Commercial/Service Sector—allowance (typically 14-20 jobs/ac); Institutional/Government Sector—allowance (typically 6-10 jobs/ac).

SHORT-TERM LAND AVAILABILITY

Because Ashland is part of an MPO, it must address the short-term supply requirement of the Goal 9 Administrative Rule (OAR 660-009-0025(3)). Ashland's Comprehensive Plan recognizes that short-term supply is important:

With the exception of these types of industries, Ashland can provide for the lands set-aside for commercial and industrial development, all key public facilities. All of Ashland's commercial and industrial land resource either has or has access to adequate sewer, water, transportation, and storm drainage. (Comprehensive Plan, Section 7.04)

While the Economic Element was last updated in 1989, the City has not added any employment land or made significant changes to the employment land designations. Thus, all of Ashland's land supply is available for development from an infrastructure perspective. Land availability (e.g., properties available for sale) does not appear to be an issue. Anecdotally, individuals interviewed for this project did not indicate that availability is a big issue in Ashland at this time.

The Croman Mill site is the City's only major industrial site. While it is technically available in the short-term, because it is a redevelopment site, it may take more than one year for the site to be ready for development.

Land Demand and Site Needs in Ashland

To provide for at least a 20-year supply of commercial and industrial sites consistent with plan policies, Ashland needs an estimate of the amount of commercial and industrial land that will be needed over the planning period. Demand for commercial and industrial land will be driven by the expansion and relocation of existing businesses and new businesses locating in Ashland. The level of this business expansion activity can be measured by employment growth in Ashland.

EMPLOYMENT FORECAST

This section presents an analysis of potential growth industries and a forecast of employment for Ashland for 2007-2027 and 2007-2057. Appendix C presents the process used to project employment growth in Ashland and the employment forecast.

POTENTIAL GROWTH INDUSTRIES

An analysis of growth industries in Ashland should address two main questions: (1) Which industries is Ashland most likely to attract? and (2) Which industries best meet Ashland economic objectives? The types of industries that Ashland wants to attract have the following attributes: high-wage, stable jobs with benefits; non-polluting industries; industries that use comparatively little water; and industries that are compatible with Ashland's community values.

The School of Business at Southern Oregon University prepared a report titled "Industrial Clusters and Jackson and Josephine Counties." This report identified twelve industrial clusters in the Rogue Valley, which are likely to grow in the Rogue Valley. The clusters that may be successful or have potential growth in Ashland include:

- **Headquarters.** This is a growing cluster in the Rogue Valley that includes Management of Companies. Firms may choose to locate in Ashland because of its comparative advantages.
- **Elder Care.** The report identified elder Community Care, which includes large retirement residences and senior foster homes, as cluster with potential for future growth in the Rogue Valley. Ashland's quality of life and access to health care make it an attractive place for elder care facilities.
- **Wood products.** The Rogue Valley has a growing amount of employment in manufacturing furniture, especially in Household and Institutional Furniture and Kitchen Cabinet Manufacturing. Firms involved in furniture

manufacturing may be attracted to Ashland for its quality of life or retail opportunities.

- **Creative.** The report identifies Performing Arts Companies as a cluster with potential for future growth. Ashland's high-amenity tourism and existing performing arts businesses make it a natural place for other performing arts firms to locate. Other creative sectors that may be attracted to Ashland include Clay Production and Glass and Glass Products Manufacturing, which might be able to take advantage of existing retail outlets, such as art galleries.
- **Tourism and Recreation.** The report indicates that Ashland has a higher than average concentration of firms in the Accommodation and Food Services sector. While this cluster may continue to provide employment in Ashland, it has shown slow growth over recent years and has much lower than average wages. This cluster may be more important for the services that it provides to other businesses in Ashland, rather than providing additional jobs.
- **Food and Beverage Production.** This cluster includes wine production. Wineries may be attracted to Ashland because of the presence of other tourism, high-end retail, recreational activities, and other cultural amenities.

A separate analysis of clusters specific to Ashland reinforces the conclusions of the "Industrial Clusters and Jackson and Josephine Counties" report. Based on this analysis, following are growth industries or are likely to be growth industries in Ashland: Accommodations and Food Services; Retail; Health and Social Assistance; Arts, Entertainment, and Recreation; Information; and Professional, Scientific and Technical Services.

Another way that Ashland's employment market may change is through growing or attracting specialty manufacturing. In the past, Ashland has attracted or grown firms engaged specialty manufacturing that could have located many places in the U.S. but chose to locate in Ashland because of the city's unique attributes, such as the City's high quality of life. The websites of most of these firms describe the company's dedication to environmental issues, sustainable production, and concern about the community. Some examples of specialty manufacturing firms in Ashland include:

- **Dagoba Organic Chocolates** produces a variety of chocolate products in Ashland. Dagoba purchases equitably traded ingredients and uses sustainable practices to produce its chocolate.
- **Maranatha Nut Butters** was founded in Ashland in 1982. They produce specialty organic and natural peanut, nut, and seed butters.
- **Dream Sacks** manufactures natural fiber bed linens and clothing. The materials they use include silk, bamboo, soy, and cashmere.

- **Sappo Hill** produces vegetable oil soaps. Sappo Hill was started in the founder's home in Ashland and manufacturing is now done in a factory in Ashland.
- **Plexis Healthcare Systems** develops and supports medical claims software. According to the Portland Business Journal, Plexis was the second fastest growing technology company in Oregon in 2005. Their customers include 80 healthcare payer organizations across the U.S. and international clients.
- **Brammo Motorsports LLC** manufactures specialty sports cars and located in Ashland in 2006. According to the Oregon Employment Department, Brammo hopes to employ eventually approximately 100 workers in Ashland.

This analysis of industrial clusters and specialty manufacturing, the analysis of economic conditions and trends in Section II, and Ashland's comparative advantages in Section III have implications for the industries with potential for growth in Ashland. Based on these assumptions, the types of firms that may locate in Ashland include the following:

Retail and Services. About three-quarters of Ashland's current employment is in retail and services. The State's forecast for nonfarm employment forecast for 2004 to 2014 (Table A-9) projects that about two-thirds of employment growth in Jackson and Josephine Counties will be in Retail and Services. Ashland may attract the following industries:

- Ashland may attract retail and services to serve residents, such as financial institutions, drug stores, and grocery stores.
- The aging population in Ashland, both from aging of existing residents and in-migration of retirees, may attract healthcare related firms that provide services to older people, such as assisted living facilities or retirement centers.
- Population growth, changing demographics, and tourism may drive more development of small and specialty retail shops, as well as offices for business, professional, and health care services.
- Ashland's amenities, high quality of life, and the presence of Southern Oregon University may be attractive for firms engaged in professional, scientific and technical services, such as software design, engineering, and research.
- Ashland's proximity to outdoor recreation areas and attractions like the Shakespeare Festival makes Ashland highly attractive to tourists. Industries that serve tourists, such as food services, accommodations, and specialty retail, are likely to grow if tourism increases.

Manufacturing and Light Industry. Ashland has comparative advantages, such as location, access to transportation, access to natural resources, and high quality of life that may contribute to the growth in employment in the following light industries:

- Ashland should be attractive to small-scale light manufacturing firms. Examples include high-tech electronics, recreational equipment, furniture manufacturing, specialty apparel, and other specialty manufacturing.
- Ashland's high amenities, tourism, and proximity to where fruits are grown should make Ashland attractive to viniculture and related industries.
- Ashland may be attractive to small food processing firms, especially firms specializing in organic or natural foods. Constraints on the amount of potable water available in Ashland will discourage water-intensive food processors from locating in Ashland.

Government and Institutional. As population grows in Ashland, government employment will grow. The following types of public employment may grow in Ashland:

- Demand for government services, such as education, will grow with population.
- Ashland will continue to be the location for regional institutions such as Southern Oregon University, the Ashland Community Hospital, Ashland City governmental offices, and local schools.

PROJECTION OF TOTAL EMPLOYMENT

Sections II and III presented economic conditions, trends, and forecasts for Ashland, Jackson County, and Oregon. Using these trends and projections to forecast the rate of total employment growth in Ashland's UGB requires making some qualitative judgments about future conditions:

- Employment in Jackson County has grown faster than population since 1980. Demographic and employment data shows that Jackson County the ratio of residents per job has been decreasing since 1980, meaning that there are more jobs per person in Jackson County in 2005 than there were in 1980.
- Ashland's ratio of residents per job is lower than Jackson County's. This indicates that Ashland is an employment center in Jackson County. People work in Ashland but live in other cities. SOU and Ashland's tourism industry are two industries that probably attract employees from other communities.
- Ashland's residential and employment markets are unique in Jackson County and possibly unique in Oregon. Housing prices and housing

densities are higher in Ashland than in most places in Oregon, except the Portland Metro area. Even with the higher housing prices and densities, Ashland continues to be attractive to residents and businesses. It is likely that employment in Ashland will continue to grow faster than population.

- The employment capacity, described in Section IV, on vacant and partially vacant industrial and other employment lands in Ashland is between about 1,600 and 2,250 employees, plus an additional 700 to 800 employees on redevelopable land.

Based on these trends and assumptions, historic employment growth in Jackson County, and the population growth rates forecast for Jackson County and Ashland, an appropriate assumption for the average annual rate of total employment growth is 0.75% for the next twenty-years. Table C-2 shows the result of applying this growth rate to the total employment base in Ashland estimated in Table C-1. Between 2027 to 2057, the employment growth rate assumption was decreased to 0.35% annually. A more detailed description of the rationale underlying these assumptions is presented in Appendix C. This assumption is consistent with the growth rate assumption in the City's coordinated population forecast. This results in an average annual growth rate of 0.51% for the 2007-2057 period.

Table 9. Total employment growth, Ashland UGB, 2007–2057

Year	Total Employment
2007	13,107
2012	13,606
2017	14,124
2022	14,662
2027	15,220
2037	15,761
2047	16,321
2057	16,901
2007-2027	
Growth	2,113
% Growth	16%
AAGR	0.75%
2007-2057	
Growth	3,794
% Growth	29%
AAGR	0.51%

Source: ECONorthwest.

Note: shaded cells indicate assumptions by ECONorthwest.

To estimate employment growth by land use type in the Ashland UGB, the forecasted level of total employment in 2027 (15,220) was distributed among the three categories of land use types based on existing employment patterns. Table 10 shows the share of employment by land use type in 2007 and the assumed

shares in 2027 and 2057. The forecast by land use category does not anticipate a significant shift in the distribution of employment between 2007 and 2027.

Table 10. Employment growth by land use type in Ashland's UGB, 2007–2057

Land Use Type	2007 Total	% of Total	2027 Total	2057 Total	% of Total	2007-2027 Growth	2007-2057 Growth
Retail and Services	9,764	74%	10,654	11,831	70%	890	2,067
Industrial	1,503	11%	2,283	2,535	15%	780	1,032
Government	1,840	14%	2,283	2,535	15%	443	695
Total Employment	13,107	100%	15,220	16,901	100%	2,113	3,794

Source: ECONorthwest.

Note: shaded cells indicate assumptions by ECONorthwest.

SITE NEEDS

OAR 660-009-0015(2) requires the EOA identify the number of sites, by type, reasonably expected to be needed for the 20-year planning period. Types of needed sites are based on the site characteristics typical of expected uses. The Goal 9 rule provides flexibility in how jurisdictions conduct and organize this analysis. For example, site types can be described by plan designation (i.e., heavy or light industrial), they can be by general size categories that are defined locally (i.e., small, medium, or large sites), or it can be industry or use-based (i.e., manufacturing sites or distribution sites).

The analysis of site needs presented in this section builds from existing development patterns in Ashland, an employment forecast, and an evaluation of the types of sites that industries most likely to locate in Ashland need. The analysis is presented in aggregate and by major uses (e.g., industrial and retail/services).

SITE REQUIREMENTS OF EXISTING BUSINESSES

Firms wanting to expand or locate in the Ashland will be looking for a variety of site and building characteristics, depending on the industry and specific circumstances. Previous research conducted by ECO has found that while there are always specific criteria that change from firm to firm, many firms share at least a few common site criteria. In general, all firms need sites that are relatively flat, free of natural or regulatory constraints on development, with good transportation access and adequate public services. The exact amount, quality, and relative importance of these factors vary among different types of firms. This section discusses the site requirements for firms in industries with growth potential in southern Oregon.

A review of existing employment centers in Ashland is instructive in the context of site needs. As stated in the Ashland Comprehensive Plan, Ashland enjoys a diversity of locations for economic activity:

- **Downtown.** The Downtown area, the first and most important area of economic activity for the City, is the heart of the City. It provides a variety of retail goods and services, and also serves as the center of tourist activity in the City.
- **Railroad District.** The Railroad District, adjacent to Downtown, is an historic commercial center along A Street has had a resurgence of activity in recent years. It is a mixed-use area, providing a variety of retail, service, industrial, warehouse, and residential uses.
- **Hersey Street Industrial Area.** North of the railroad district is the Hersey Street industrial area, which extends from Laurel Street to Ann Street. This area features mostly manufacturing and service related industries.
- **North Main.** North Main, from the downtown to the north City limits, is an area of mixed development.
- **Valley View Commercial Area.** The Valley View commercial area provides important retail activity. It is outside the City limits, but inside the Urban Growth Boundary. The strongest activity in this area is automobile sales.
- **Siskiyou Boulevard** has scattered commercial and institutional development from the City limits to the downtown. Like North Main, the mix of residential use with limited commercial development enhances the community's appearance.
- **Ashland-Walker Streets.** South of Ashland Street extending to Walker Street is a commercial retail area. South of Walker a mixture of neighborhood retail and residential development dominate the landscape.
- **Mistletoe-Washington Street.** The City's largest area of manufacturing employment is the Mistletoe-Washington Street area. This large area bounded by the freeway on the east, the Railroad tracks and Tolman Creek Road on the west, Ashland Street on the north, and Siskiyou Boulevard on the south.
- **Home Occupations.** In addition, significant economic activity occurs in the form of home occupations throughout the City. Many of Ashland's most successful firms began as home occupations, and when they outgrew their homes, moved to larger facilities. In 2004, nearly 1600 employees were located in residential zones.

In summary, employers in Ashland occupy a variety of site sizes and types. These sites are interspersed through the community and provide a rich, diverse urban form.

LONG-TERM LAND AND SITE NEEDS

Employment growth in Ashland will drive demand for industrial, commercial, and public land. To estimate the demand for land generated by employment growth, ECO used factors for the number of employees per acre for each of the three land use types used in the employment forecast. This step began by making a deduction from total new employment (referred to as the “refill” assumption). This deduction accounts for: (1) percent of total employment growth that requires no commercial or industrial built space or land; and (2) percent of employment growth on non-residential developed land currently developed.

Typical refill deductions range from 10% in small cities to 30% or more for larger areas. For example, Portland Metro estimated refill at around 40% for 1996 and 1997 in a small empirical study they conducted. A reasonable refill rate for Ashland probably falls somewhere in the middle. Based on analysis of the City’s buildable land inventory, ECO estimates that Ashland has capacity for 700-800 employees on redevelopable lands. This redevelopment potential adds 30% to 50% to the City’s overall employment capacity. Moreover, the City has a high rate of employment that is not located on lands designated for employment uses. About 17% of all employees in Ashland in 2004 were located in residential zones. However, some employers (retail and manufacturing, for example) will be required to locate on employment land. Thus, it is reasonable to assume that 20% of new employment will not require vacant commercial or industrial land.

The next set of assumptions needed to estimate non-residential land need is employees per acre (EPA). This variable is defined as the number of employees per acre on non-residential land that is developed to accommodate employment growth. There are few empirical studies of the number of employees per acre, and these studies report a wide range of results. Ultimately the employees/acre assumptions reflect a judgment about average densities and typically reflect a desire for increased density of development. The final assumption is a net to gross factor. The EPA assumptions are employees per *net* acre (e.g., acres that are in tax lots). As land gets divided and developed, some of the land goes for right-of-way and other public uses. The net to gross factor varies by land use, but 25% is a reasonable assumption for employment lands. This assumption is consistent with the net to gross factor used by the City in the Buildable Lands Update.

Table 11 shows estimated demand for employment land in the Ashland UGB by land use type for the 2007-2027 and 2007-2057 periods. The results show that Ashland will need an estimated 165 gross acres of land for employment within its UGB for the 2007-2027 period and 283 gross acres between the 2007-2057 period.

Table 11. Estimated demand for employment land in the Ashland UGB by land use type, 2007–2027 and 2007-2057

Land Use Type	Total New Emp.	Emp. On Refill Land	Emp. on New Land	Emp. Per Net Acre	Land Need (Net Acres)	Land Need (Gross Acres)
2007-2027						
Retail and Services	890	178	712	17	41.9	55.8
Industrial	780	156	624	12	52.0	69.3
Government	443	89	354	12	29.5	39.4
Total	2,113	423	1,690		123.4	164.6
2007-2057						
Retail and Services	2,067	413	1,654	17	97.3	129.7
Industrial	1,032	206	826	12	68.8	91.7
Government	695	139	556	12	46.3	61.8
Total	3,794	379	3,415		212.4	283.2

Source: ECONorthwest.

Employment growth in Ashland is expected in each of the categories defined by type of land use: Retail and Services, Industrial, and Government. There are a wide variety of firms within each of these categories, and the required site and building characteristics for these firms range widely. As such, a variety of parcel sizes, building types, and land use designations in Ashland are required to accommodate expected growth.

Most businesses in Ashland occupy small sites. Analysis of the employment data and the City's buildable lands inventory indicates only three employers on sites larger than 10 acres. These include SOU and the Airport. About 90% of businesses in Ashland are located on sites smaller than one acre. Many sites have multiple employers.

The Economic Element of the Comprehensive Plan also identifies industries that are unsuitable for Ashland. This includes:

- a. Businesses, which use large amounts of water, especially when Ashland's water needs peak.
- b. Businesses that emit significant amounts of air pollution.
- c. Businesses that create toxic wastes that require specialized disposal techniques not available locally.

Thus, the City has determined that water intensive and polluting industries are inappropriate for Ashland. This still leaves a broad range of economic activities that are possible in Ashland. As discussed above, Ashland will continue to see growth in Retail and Service industries (particularly those serving tourists), Specialty Manufacturing, and Government and Institutional uses. Site needs for firms in these potential growth industries include the following attributes:⁷

⁷ The following discussion is taken in part from the *Bear Creek Valley Economic Opportunities Analysis*, ECONorthwest, 2006.

- **Flat sites:** Flat topography (slopes with grades below 10%) is desirable to all firms in every industry except certain retail and services. As evidenced by existing development in Ashland, Office and Commercial firms can be accommodated in small structures built on sloped sites. Flat sites are particularly important for Industrial firms in manufacturing.
- **Parcel configuration and parking:** Larger Industrial and Commercial firms that require on-site parking or truck access are attracted to sites that offer adequate flexibility in site circulation and building layout. Parking ratios of 0.5 to 2 spaces per 1,000 square feet for Industrial and 2 to 3 spaces per 1,000 square feet for Commercial are typical ratios for these firms.
- **Soil type:** Soil types are not very important for the types of firms likely to locate or expand in Ashland—provided that drainage is not a major issue.
- **Road transportation:** Most firms are heavily dependent upon surface transportation for efficient movement of goods, customers, and workers.
- **Rail Transportation:** Rail access can be very important to certain types of heavy industries. Because of the limited sites and opportunities for heavy manufacturing, rail access is of limited importance to the types of forms likely to locate or expand in Ashland.
- **Air transportation:** Proximity to air transportation is important for some firms engaged in manufacturing, finance, or business services.
- **Transit:** Transit access is most important for businesses in Health Services, which has a high density of jobs and consumer activity, and serves segments of the population without access to an automobile.
- **Pedestrian and bicycle facilities:** The ability for workers to access amenities and support services such as retail, banking, and recreation areas by foot or bike is increasingly important to employers, particularly those with high-wage professional jobs. The need for safe and efficient bicycle and pedestrian networks will prove their importance overtime as support services and neighborhoods are developed adjacent to employment centers.
- **Fiber optics and telephone:** Most if not all industries expect access to multiple phone lines, a full range of telecommunication services, and high-speed internet communications.
- **Potable water:** Potable water needs range from domestic levels to 1,000,000 gallons or more per day for some manufacturing firms. The demand for water for fire suppression also varies widely. Ashland has already identified that it is unsuitable for water intensive industries.

- **Power requirements:** Electricity power requirements range from redundant (uninterrupted, multi-sourced supply) 115 kva to 230 kva. Average daily power demand (as measured in kilowatt hours) generally ranges from approximately 5,000 kwh for small business service operations to 30,000 kwh for very large manufacturing operations. For comparison, the typical household requires 2,500 kwh per day.
- **Land use buffers:** According to the public officials and developers/brokers ECO has interviewed, many Industrial areas have operational characteristics that do not blend as well with residential land uses as they do with Office and Commercial areas. Generally, as the function of industrial use intensifies (e.g., heavy manufacturing) so to does the importance of buffering to mitigate impacts of noise, odors, traffic, and 24-hour 7-day week operations. Adequate buffers may consist of vegetation, landscaped swales, roadways, and public use parks/recreation areas. Depending upon the industrial use and site topography, site buffers range from approximately 50 to 100 feet. Selected commercial office, retail, lodging and mixed-use (e.g., apartments or office over retail) activities are becoming acceptable adjacent uses to light industrial areas.

In summary, the site requirements for industries have many common elements. Firms in all industries rely on efficient transportation access and basic water, sewer and power infrastructure, but may have varying need for parcel size, slope, configuration, and buffer treatments. Transit, pedestrian and bicycle access are needed for commuting, recreation and access to support amenities.

Table 12 shows the distribution of developed industrial and other employment lands by plan designation and lot size. The results show expected trends: the majority of employees and employers are located on small lots; a few industries are located on larger lots.

Table 12. Distribution of developed industrial and other employment land by plan designation and lot size, Ashland, 2004

Percent of	Lot Size (net acres)								Total
	<0.25 ac	0.25 - 0.49 ac	0.50 - 1.00 ac	1.00 - 1.99 ac	2.00 - 4.99 ac	5.00 - 9.99 ac	10.00 - 19.99 ac	20.00 ac or larger	
Employees	35%	14%	14%	11%	15%	9%	1%	0%	100%
Acres	8%	10%	15%	20%	25%	5%	19%	0%	100%
Employers	44%	21%	16%	11%	6%	1%	1%	0%	100%

Source: Ashland Buildable Lands Inventory Update 2005, Quarterly Census of Employment and Wages; analysis by ECONorthwest

The analysis in Table 12 is informative in the context of identifying the site needs of future employers:

- *The majority of need is for small sites in areas that accommodate retail and service uses.* About 63% of all employees and 81% of employers in Ashland are located on sites of less than one acre. There will be demand for these sites in a variety of locations—downtown will be a primary area, but neighborhood shopping areas will also be important. It is possible that

the railroad district (on both sides of the tracks) will see significant development and redevelopment activity.

- *There may be need for a few medium size sites for retail and services.* These sites would range from one to five acres and might accommodate grocery stores and other related neighborhood uses, specialty retail, and auto-related retail and service. Given that little population is forecast for the planning period, there will not be a lot of demand for these uses.
- *The City should designate at least one site for a master planned industrial park.* The Croman Mill Site is the largest industrial site in Ashland. The site is largely vacant and is getting pressure for housing and associated retail uses. The employment forecast, however, is for 600 to 700 industrial jobs. Most of these will be in specialty manufacturing and other light industries. Ashland will have difficulty accommodating this employment if it does not have an industrial land base. The Croman site is approximately 70 acres; it is unlikely that any individual user would require more than five acres. Many will need less than one acre.
- *The City should clarify its desire to attract employers that require large sites.* Ashland currently does not have any sites that have good freeway access and would be attractive to large retail or industrial employers. Because the City does not have such sites, it discourages such employers. A logical location for large sites (5 to 10 acres) for firms that need good freeway access would be near the airport. Other cities have had success locating industrial land near the airport because industrial uses are likely to be compatible with the airport.

Table 13 shows site needs by site size and major employment use. The estimate of needed sites builds off of the 20-year employment forecast. Employees and employers are distributed in ratios similar to those shown in Table 12. This distributions assumes that Ashland will continue to attract similar types of employers in the future as exist in the City now. It also assumes that the average number of employers per firm (9) will continue into the future.

The results show that Ashland needs to provide between 131 and 173 sites to accommodate employment growth between 2006 and 2026. About one-third of these sites will need to be industrial sites; the remainder will be used for retail, services, government, and institutional uses.

Table 13. Needed sites by site size and major use, Ashland, 2006-2027

Site Size	Est # of Firms	Est. Emp 2006-2026	Sites Needed		
			Industrial	Other	Total
<1 ac	188	1268	30-40	80-95	100-125
1-2 ac	28	317	5-9	10-16	15-25
2-5 ac	15	254	4-5	8-10	12-15
5-10 ac	2	211	1-2	1-2	2-4
10 or more ac	2	63	1-2	1-2	2-4
Total	235	2113	41-58	100-125	131-173

Source: estimates by ECONorthwest

The identified site needs shown in Table 13 do not distinguish sites by comprehensive plan designation. About 17% of Ashland's employment in 2004 was located in residential areas. It is reasonable to assume that none of the industrial uses will locate (or be permitted to locate) in residential zones. Based on historic employment patterns, it is reasonable to assume that between 15% and 25% of the other sites can be provided in residential zones. It is also reasonable to assume that the majority of these firms would locate on sites of less than one acre. Thus, the need for sites under one acre in the Downtown, Commercial and Employment land designations would be between 55 and 75.

SHORT-TERM SITE NEEDS

Because Ashland is part of an MPO, it must address the short-term supply requirement of the Goal 9 Administrative Rule (OAR 660-009-0025(3)). As discussed in the buildable lands inventory section, all of the industrial and other employment sites are serviced or serviceable within one year. Based on the identified land needs, the City does not have a need for any certified industrial sites.

Implications

This chapter provides a brief summary of the implications of the economic opportunities needs analysis for the City of Ashland. This study looked at economic trends and land needs from a regional and local perspective. This chapter includes a general comparison of land supply and demand. The buildable lands analysis is followed by a discussion of the key implications of the EOA for the City of Ashland.

COMPARISON OF LAND CAPACITY AND DEMAND

This section compares land demand and capacity. OAR 660-009-0025(2) requires cities to designate sufficient land in each site category to accommodate, at a minimum, the projected land needs for each category during the 20-year planning period. The comparison is based on data presented Sections III and IV of this report.

Table 14 shows a comparison of land supply and need in terms of sites and acres. The results show a deficit of about 47 sites and six acres. However, the deficit is not in all size categories.

Table 14. Comparison of vacant land supply and site needs, Ashland UGB, 2006-2027

Site Size	Vacant Land Supply		Land Need		Surplus/(Deficit)	
	Number of Sites	Net Acres	Needed Sites	Needed Acres	Sites	Acres
<1 ac	66	21.9	100-125	33.0	(44)	(11.1)
1-2 ac	19	27.6	15-25	26.0	(1)	1.6
2-5 ac	3	46.9	12-15	42.0	(11)	4.9
5-10 ac	14	49.0	2-4	22.5	11	26.5
10 or more ac	1	9.8	2-4	37.5	(2)	(27.7)
Total	103	155.1	131-173	161.0	(47)	(5.9)

Source: ECONorthwest.

The data in Table 14 address vacant and partially vacant land. While the analysis in Table 14 shows a deficit in many of the size categories, it does not account for several other factors:

- *Redevelopment.* The City's buildable lands inventory identified 43 acres of redevelopable land—primarily in the commercial and employment plan designations. Redevelopable lands have capacity for 700 to 800 additional employees.
- *Employment that does not require vacant land.* ECO assumed that 20% of employment would not require any vacant land. This would include

employment that locates in residential areas as well as employment that locates on land that is already classified as developed.

The presence of the Croman Mill site will adequately meet the industrial site needs of the community for the 20-year planning period. The remainder of site needs can be met through redevelopment and employment that does not require vacant land. The data also suggest that Ashland could justify a small UGB expansion to add employment land if that is a desired policy direction.

IMPLICATIONS

The economic opportunities analysis has several implications for the City of Ashland. Following are the key implications:

- *Economic growth.* The City can expect more of the same type of economic growth that it has experienced in the past 15 years. It is remarkable how well the 1989 Economic Element update anticipated development trends in the City. While this is a rather obvious and mundane conclusion, it is consistent with the vision established in the Comprehensive Plan. A significant deviation from the plan would be a bigger issue for the City because it would either mean (a) the development vision and implementing policies were not effective; or (b) the EOA did not correctly anticipate development trends.
- *Buildable lands.* The City appears to have a close match between land needs and supply. While the site needs analysis identified a deficit of vacant land designated for employment, historically a lot of employment has located in residential areas. Moreover, 700 to 800 jobs could be accommodated on redevelopable lands. The results also suggest the City could justify a small UGB expansion for retail and services uses. One issue with expanding the UGB is that land on the fringe will not be ideally located for retail and service uses.
- *Demand for industrial land.* The EOA clearly demonstrates a need for industrial land in the community. This is an identified change from past trends, but a logical one that takes advantage of a key community resource: the Croman Mill site. ECO recommends that Ashland retain the Croman Mill site in an industrial designation. If this site is converted to other uses, the City will no longer have an industrial land base. Adding new industrial land will be challenging.
- *Plan for industrial uses that are compatible with the City's economic development objectives.* The Croman site is presently zone M-1; the M-1 zone permits a broad range of industrial activities—some of which, in our opinion, are not compatible with the site and surrounding uses. The City should consider preparing a master plan for the site that evaluates

appropriate uses and incorporates sustainable development concepts. One option is to develop an “eco-industrial park.”⁸

- *Monitor development and land supply.* Land supply monitoring is relatively simple using the existing GIS land base, building permit, and the Quarterly Census Of Employment And Wages (QCEW) databases. The City should monitor where employment locates, what rate vacant land is being absorbed, and how much new employment is occurring by industry.

The Economic Opportunities Analysis suggests that Ashland will need to plan for a modest amount of new employment—and land to accommodate that employment. The City may want to review its economic development vision and strategies as a result of this study—as well as make some code changes to reflect economic development potential and ensure that it gets the type of employment growth that it wants.

⁸ There is a wealth of literature and case studies on Eco-industrial parks. The Smartgrowth network has compiled a series of case studies that help define the concept and how it has been applied in other communities:
http://www.smartgrowth.org/library/eco_ind_case_intro.html.

Review of National, State, Regional, County, and Local Trends

Appendix A

This appendix summarizes national, state, regional, county, and local trends affecting Ashland. It presents a demographic and socioeconomic profile of Ashland (relative to Jackson County and Oregon) and describes trends that will influence the potential for economic growth in Ashland. This chapter covers recent and current economic conditions in the City, and forecasts from the State Employment Department for employment growth in Jackson County. This appendix meets the intent of OAR 660-009-0015(1).

NATIONAL, STATE, REGIONAL TRENDS

Economic development in Ashland will be effected by national, state, and regional economic trends over the next twenty to fifty years. This section presents a summary of significant long-term trends that may affect Ashland's economy.

NATIONAL TRENDS

Economic development in Ashland over the next twenty to fifty years will occur in the context of long-run national trends. The most important of these trends includes:

- **The aging of the baby boom generation, accompanied by increases in life expectancy.** The number of people age 65 and older will double by 2050, while the number of people under age 65 will grow only 12 percent. The economic effects of this demographic change include a slowing of the growth of the labor force, an increase in the demand for healthcare services, and an increase in the percent of the federal budget dedicated to Social Security and Medicare.⁹
- **The growing importance of education as a determinant of wages and household income.** According to the Bureau of Labor Statistics, a majority of the fastest growing occupations will require an academic degree, and on average they will yield higher incomes than occupations that do not require an academic degree. In addition, the percentage of high school graduates that attend college will increase.¹⁰

⁹ The Board of Trustees, Federal Old-Age and Survivors Insurance and Federal Disability Insurance Trust Funds, 2006, *The 2006 Annual Report of the Board of Trustees of the Federal Old-Age and Survivors Insurance and Federal Disability Insurance Trust Funds*, May 1; Congressional Budget Office, 2006, *The Budget and Economic Outlook: Fiscal Years 2007 to 2016*, January; and Congressional Budget Office, 2005, *The Long-Term Budget Outlook*, December.

¹⁰ Daniel E. Hecker, "Occupational Employment Projections to 2014," *Monthly Labor Review* 128: 11, November, pp. 70-101.

- **Continued growth in global trade and the globalization of business activity.** With increased global trade, both exports and imports rise. Faced with increasing domestic and international competition, firms will seek to reduce costs and some production processes will be outsourced offshore.¹¹
- **Innovation in electronics and communication technology, and its application to production.** Advancements in communication and manufacturing technology increase worker productivity. There will be growth in the production of both services and goods, but the economy's emphasis on services will increasingly dominate.¹²
- **Continued shift of employment from manufacturing and resource-intensive industries to the service-oriented sectors of the economy.** Increased worker productivity and the international outsourcing of routine tasks lead to declines in employment in the major goods-producing industries. Projections from the Bureau of Labor Statistics indicate that U.S. employment growth will continue to be strongest in professional and business services, healthcare and social assistance, and other service industries. Construction employment will also grow.¹³
- **The impact of rising energy costs.** As energy costs rise, the share of income spent on transportation will also rise, resulting in energy conservation measures and diversification of energy sources. Changing prices will affect transportation choices by households and businesses, including travel mode and travel patterns in the short run and vehicle purchases and location decisions in the long run.¹⁴
- **The combination of rising energy costs, strong energy demand, and requirements to reduce emissions and increase use of renewable fuels.** Output from the most energy-intensive industries will decline, but growth in the population and in the economy will increase the total amount of energy demanded. Energy sources will diversify and the energy efficiency of automobiles, appliances, and production processes will increase.¹⁵
- **Continued westward and southward migration of the U.S. population.** Although there are some exceptions at the state level, a 2006 U.S. Census

¹¹ Jay M. Berman, 2005, "Industry Output and Employment Projections to 2014," *Monthly Labor Review* 128:11, November, pp. 45-69.

¹² Jay M. Berman, 2005.

¹³ Jay M. Berman, 2005, "Industry Output and Employment Projections to 2014," *Monthly Labor Review* 128:11, November, pp. 45-69; and Daniel E. Hecker, "Occupational Employment Projections to 2014," *Monthly Labor Review* 128: 11, November, pp. 70-101.

¹⁴ Energy Information Administration, 2006, *Annual Energy Outlook 2006 with Projections to 2030*, U.S. Department of Energy, DOE/EIA-0383(2006), February.

¹⁵ Energy Information Administration, 2006.

report documents an ongoing pattern of interstate population movement from the Northeast and Midwest to the South and West.¹⁶

- **The importance of high-quality natural resources.** The relationship between natural resources and local economies has changed as the economy has shifted away from resource extraction. Increases in the population and in households' incomes, plus changes in tastes and preferences, have dramatically increased demands for outdoor recreation, scenic vistas, clean water, and other resource-related amenities. Such amenities contribute to a region's quality of life and play an important role in attracting both households and firms.¹⁷

Short-term national trends will also affect economic growth in the region, but these trends are difficult to predict. At times these trends may run counter to the long-term trends described above. A recent example is the downturn in economic activity in 2001 following the collapse of Internet stocks and the attacks of September 11. The resulting recession caused Oregon's employment in the Information Technology and high-tech Manufacturing industries to decline. Employment in these industries has partially recovered, however, and they will continue to play a significant role in the national, state, and local economy over the long run. This report takes a long-run perspective on economic conditions (as the Goal 9 requirements intend) and does not attempt to predict the impacts of short-run national business cycles on employment or economic activity.

STATE AND REGIONAL TRENDS

State and regional trends will also affect economic development in Ashland over the next twenty to fifty years. The most important of these trends includes: continued in-migration from other states, distribution of population and employment across the State,

- **Continued in-migration from other states.** Oregon will continue to experience in-migration from other states, especially California and Washington. According to a U.S. Census study, Oregon had net interstate in-migration (more people moved *to* Oregon than moved *from* Oregon) during the period 1990-2004.¹⁸ Oregon had an annual average of 26,290 more in-migrants than out-migrants during the period 1990-2000. The annual average dropped to 12,880 during the period 2000-2004.¹⁹

¹⁶ Marc J. Perry, 2006, *Domestic Net Migration in the United States: 2000 to 2004*, Washington, DC, Current Population Reports, P25-1135, U.S. Census Bureau.

¹⁷ For a more thorough discussion of relevant research, *see*, for example, Power, T.M. and R.N. Barrett. 2001. *Post-Cowboy Economics: Pay and Prosperity in the New American West*. Island Press, and Kim, K.-K., D.W. Marcouiller, and S.C. Deller. 2005. "Natural Amenities and Rural Development: Understanding Spatial and Distributional Attributes." *Growth and Change* 36 (2): 273-297.

¹⁸ Marc J. Perry, 2006, *Domestic Net Migration in the United States: 2000 to 2004*, Washington, DC, Current Population Reports, P25-1135, U.S. Census Bureau.

¹⁹ In contrast, California had net interstate *out-migration* over the same period. During 1990-2000, California had an annual average of 220,871 more out-migrants than in-migrants. The net outmigration slowed to 99,039 per year during 2000-2004.

- **Concentration of population and employment in the Willamette Valley.** Nearly 70% of Oregon's population lives in the Willamette Valley. About 10% of Oregon's population lives in Southern Oregon and 8% lives in Central Oregon. Employment growth generally follows the same trend as population growth. Employment growth varies between regions even more, however, as employment reacts more quickly to changing economic conditions. Total employment increased in each of the state's regions over the period 1970-2004 but over 70% of Oregon's employment was located in the Willamette Valley over the period 1970-2004.
- **Shift from natural resource-based to high-tech industries.** Since 1970, Oregon started to transition away from reliance on traditional resource-extraction industries. A significant indicator of this transition is the shift within Oregon's manufacturing sector, with a decline in the level of employment in the Lumber & Wood Products industry²⁰ and concurrent growth of employment in high-technology manufacturing industries (Industrial Machinery, Electronic Equipment, and Instruments²¹).
- **Change in the type of the industries in Oregon.** As Oregon has transitioned away from natural resource-based industries, the composition of Oregon's employment has shifted from natural resource based manufacturing and other industries to service industries. The share of Oregon's total employment in Service industries increased from its 1970s average of 19% to 30% in 2000, while employment in Manufacturing declined from an average of 18% in the 1970s to an average of 12% in 2000.
- **Continued lack of diversity in the State Economy.** While the transition from Lumber and Wood Products manufacturing to high-tech manufacturing has increased the diversity of employment within Oregon, it has not significantly improved Oregon's diversity relative to the national economy. Oregon's relative diversity has historically ranked low among states. Oregon ranked 35th in diversity (1st = most diversified) based on Gross State Product data for 1963–1986, and 32nd based on data for the 1977–1996 period.²² A recent analysis, based on 2003 data, ranked Oregon 33rd.²³ These rankings suggest that Oregon is still heavily dependent on a limited number of industries. Relatively low economic diversity increases the risk of economic volatility as measured by changes in output or employment.

²⁰ SIC 24

²¹ SIC 35, 36, 38

²² LeBre, Jon. 1999. "Diversification and the Oregon Economy: An Update." *Oregon Labor Trends*. February.

²³ CFED, 2006, The Development Report Card for the States, <http://www.cfed.org>.

The changing composition of employment has not affected all regions of Oregon evenly. Growth in high-tech and Services employment has been concentrated in urban areas of the Willamette Valley and Southern Oregon, particularly in Washington, Benton, and Josephine Counties. The brunt of the decline in Lumber & Wood Products employment was felt in rural Oregon, where these jobs represented a larger share of total employment and an even larger share of high-paying jobs than in urban areas.

ECONOMIC TRENDS IN JACKSON COUNTY AND ASHLAND

Future economic growth in Ashland will be affected in part by demographic and economic trends in the city and surrounding region. A review of historical demographic and economic trends provides a context for establishing a reasonable expectation of future growth in Ashland. In addition, the relationship between demographic and economic indicators such as population and employment can help assess the local influence of future trends and resulting economic conditions. This section addresses the following trends in Ashland: population and demographics, household and personal income, employment, and business activity.

POPULATION CHARACTERISTICS

Population growth in Oregon tends to follow economic cycles. Oregon's economy is generally more cyclical than the nation's, growing faster than the national economy during expansions and contracting more rapidly than the nation during recessions. This pattern is shown in Table A-1, which presents data on population in the U.S., Oregon, Jackson County, and Ashland over the 1980–2005 period.

Table A-1 shows Oregon grew more rapidly than the U.S. in the 1990s (which was generally an expansionary period) but lagged behind the U.S. in the 1980s. Oregon's slow growth in the 1980s was primarily due to the nationwide recession early in the decade. Oregon's population growth regained momentum in 1987, growing at annual rates of 1.4%–2.9% between 1988 and 1996. Population growth for Oregon and its regions slowed in 1997 and remained slow between 2000 and 2005, averaging 1.1% or 1.2% annually, the slowest rate since 1987.

Jackson County grew faster than Oregon during this time period. Jackson County's population increased from 132,456 in 1980 to 194,515 in 2005, an increase of 62,059 people at an average annual rate of 1.55%. About 10% of the County's increase in population happened in Ashland, which grew by 5,937 people at average annual rate of 1.35% over the twenty-five year period.

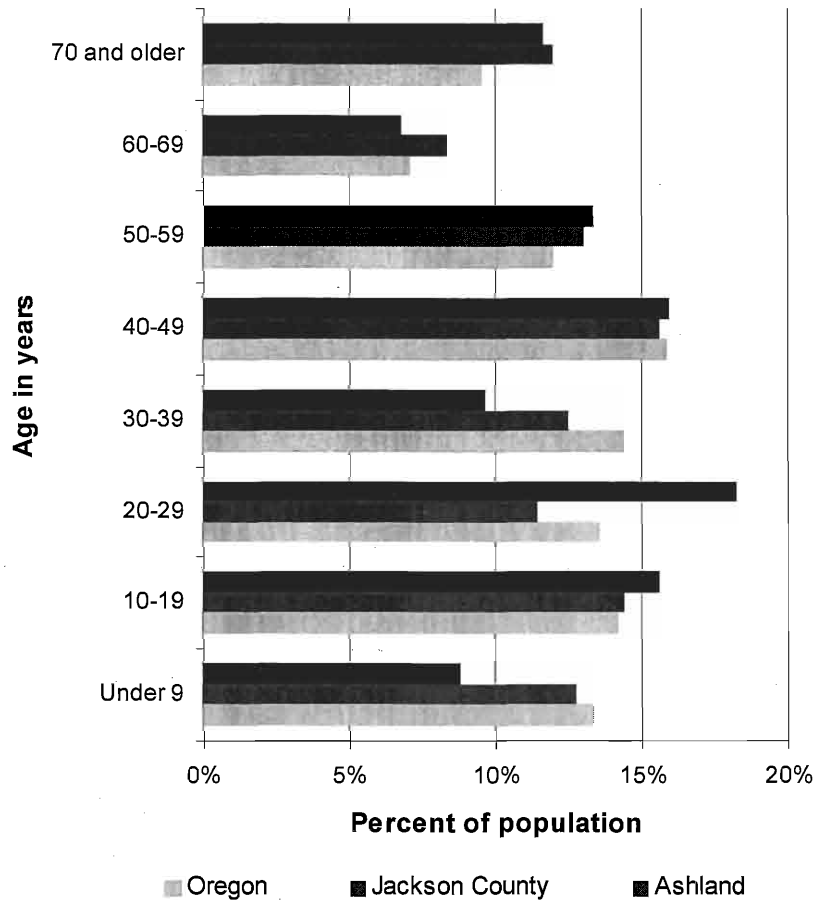
Table A-1. Population change in the U.S., Oregon, Jackson County, and Ashland, 1980-2005

Area	Population				Change 1980 to 2005		
	1980	1990	2000	2005	Number	Percent	AAGR
U.S.	226,545,805	248,709,873	281,421,906	296,410,404	69,864,599	31%	1.08%
Oregon	2,639,915	2,842,321	3,421,399	3,628,700	988,785	37%	1.28%
Jackson County	132,456	146,389	181,269	194,515	62,059	47%	1.55%
Ashland	14,943	16,234	19,522	20,880	5,937	40%	1.35%

Source: U.S. Census, the Population Research Center at Portland State University,

Figure A-1 shows the populations of Oregon, Jackson County, and Ashland by age for 2000. The age distribution is similar for Jackson County and Oregon, except that Jackson County has a larger share of the population under age 50 than Oregon. Ashland has a greater proportion of its population aged 20 to 29 than either Jackson County or Oregon. This reflects the Southern Oregon University student population. Ashland also has a smaller share of the population under age 9 than Jackson County or Oregon.

Figure A-1. Population distribution by age, Oregon, Jackson County, and Ashland, 2000



Source: U.S. Census, 2000

Table A-2 shows the change in age distribution for Ashland between 1990 and 2000. Population increased in all age groups, except for age 25 to 44 years. The age group that increased the most was people aged 45 to 64, which grew by 2,294 people (85%). This group also grew in Jackson County but not as quickly as it did in Ashland. The smallest increases were in people aged 25 to 44, which shrank by 574 people, and people under 5 years.

Table A-2. Change in age distribution, Ashland, 1990-2000

Age Group	1990		2000		Change		
	Number	Percent	Number	Percent	Number	Percent	Share
Under 5	793	5%	802	4%	9	1%	-1%
5-17	2,679	17%	2,874	15%	195	7%	-2%
18-24	2,712	17%	3,413	17%	701	26%	1%
25-44	5,126	32%	4,552	23%	(574)	-11%	-8%
45-64	2,691	17%	4,985	26%	2,294	85%	9%
65 and over	2,233	14%	2,896	15%	663	30%	1%
Total	16,234	100%	19,522	100%	3,288	20%	0%

Source: U.S. Census, 2000

Table A-3 shows the household composition for Ashland, Jackson County, and Oregon. Ashland has a lower share of households with children than Jackson County or Oregon. Ashland also has a higher share of nonfamily households than Jackson County or Oregon, possibly as a result of the presence of Southern Oregon University. The average household size and average family size are smaller in Ashland than Jackson County or Oregon.

Table A-3. Household composition, Ashland, Jackson County, and Oregon, 2000

Household Type	Ashland		Jackson County		Oregon	
	Number	Percent	Number	Percent	Number	Percent
Households with children	2,159	25%	21,663	30%	410,803	31%
Married couples	1,244	15%	15,032	21%	296,404	22%
Female householder, no husband present	727	9%	4,865	7%	83,131	6%
Other families	188	2%	1,766	2%	31,268	2%
Households without children	6,378	75%	49,869	70%	922,920	69%
Married couples	1,949	23%	23,021	32%	396,128	30%
Other families	371	4%	3,739	5%	70,740	5%
Nonfamilies	4,058	48%	23,109	32%	456,052	34%
Total Households	8,537	100%	71,532	100%	1,333,723	100%
Average Household Size	2.14		2.48		2.51	
Average Family Size	2.8		2.95		3.02	

Source: U.S. Census, 2000

The implications of the data presented in this section are that Ashland is attracting college aged people and people nearing retirement or are retired. The relatively small increase between 1990 and 2000 in children under 17 years and people aged 25 to 44 years suggests that Ashland is not attracting families with children. This suggestion is supported by the comparatively low average family and household sizes.

HOUSEHOLD AND PERSONAL INCOME

Table A-4 shows the median household income in 1999 for Oregon, Jackson County, and Ashland. The median income in Jackson County was 89% of Oregon's median income. Ashland's median income was lower than Jackson County's median income and about 80% of the State median income.

Table A-4 shows that the median income for householders under 25 years was lower than any other age group in Oregon, Jackson County, and Ashland. The

median income for householders under 25 year was lowest in Ashland, where people in this age group had a median income of less than \$14,000. The lower median income for householders under 25 and the greater share of residents in this age group (shown in Figure A-1) explains why Ashland has a lower median than the County or State average but higher house prices than the County average. Ashland's median family income is higher than the County median and nearly the same as the State median.

Table A-3. Median household income by age and median family income, Oregon, Jackson County, and Ashland, 1999

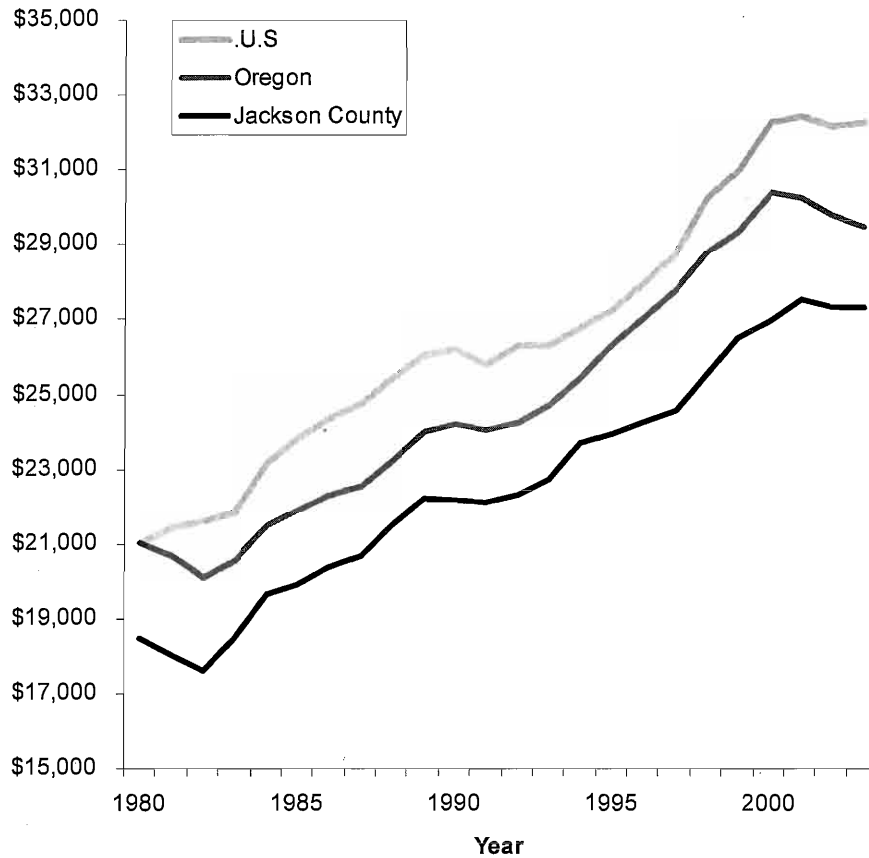
	Oregon	Jackson County	Ashland
Median household income	\$40,916	\$36,461	\$32,670
Householder under 25 years	\$22,636	\$21,327	\$13,796
Householder 25 to 34 years	\$40,325	\$34,169	\$21,559
Householder 35 to 44 years	\$48,538	\$41,534	\$38,250
Householder 45 to 54 years	\$53,916	\$49,437	\$46,742
Householder 55 to 64 years	\$46,535	\$41,760	\$47,531
Householder 65 to 74 years	\$31,518	\$31,111	\$44,563
Householder 75 years and over	\$23,783	\$24,169	\$24,385
Median family income	\$48,680	\$43,675	\$49,647

Source: U.S. Census 2000.

Figure A-2 shows the change in per capita personal income for the U.S., Oregon, and Jackson County between 1980 and 2004. Oregon's per capita personal income is consistently lower than the U.S. personal income. Jackson County's personal income is consistently lower than Oregon's personal income. Over the twenty-three year period, per capita personal income grew at nearly the same pace in each of these areas. Fluctuations in the national economy generally resulted in larger changes in per capita personal income in Oregon and Jackson County than for the entire U.S. Jackson County's per capita personal income grew by nearly 54% during the time period, while personal income grew by 45% in Oregon and 57% nationally.

There are four basic reasons that per capita earnings are lower in Oregon and Jackson County than in the U.S.: (1) wages for similar jobs are lower; (2) the occupational mix of employment is weighted towards lower paying occupations; (3) a higher proportion of the population has transfer payments (e.g. social security payments for retirees), which are typically lower than earnings; and (4) there is a lower proportion of working age residents. To a certain degree, these factors are all true for Oregon and Jackson County. The combination of these factors results in lower per capita income for Oregon and Jackson County.

A-2. Per capita personal income in the U.S., Oregon, Jackson County, 1980-2004 (in 2004 dollars)

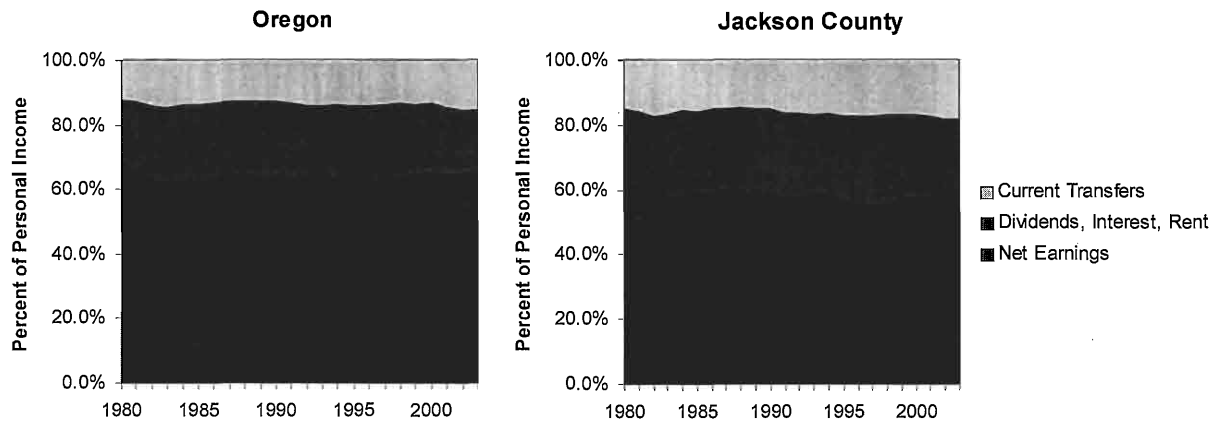


Source: Regional Economic Information System, Bureau of Economic Analysis, U.S. Department of Commerce

Figure A-3 shows the major sources of per capita personal income for Oregon and Jackson County between 1980 and 2003. The distribution of major sources of income was relatively stable over the twenty-three year period and was similar between Oregon and Jackson County. In general, Jackson County's share of personal income from net earnings was lower than for Oregon. The County's share of personal income from current transfers, as well as dividends, interest, and rent, was higher than for Oregon.

The people most likely to have personal income from current transfers and dividends, interest, and rent are retirees. Figure A-1 shows that Jackson County has a higher percentage of residents over 60 years old than the State average. In addition, the share of population aged 65 and older increased by 22% between 1990 and 2000 in Jackson County, compared with a 12% statewide increase in population 65 and older. Census data show that 26% of people who moved to Jackson County between 1995 and 2000 were aged 50 or older. Three quarters of whom came from out-of-state, including 25% who moved to Jackson County from California.

Figure A-3. Per capita personal income by major sources, Oregon and Jackson County, 1980-2003



Source: Regional Economic Information System, Bureau of Economic Analysis, U.S. Department of Commerce

The implications of the demographic data presented in this section are that (1) the increasing age distribution and popularity of the County for retirees will create additional demand for retail and service industries, and (2) this demand, coupled with external economic trends will continue to hold wages below the national and state averages. These factors will be even more significant in Ashland, which experienced a proportionately larger influx of retirees or near-retirees than the County and has lower income than the County average.

EMPLOYMENT

In 2000, the sectors with the most employment in Jackson County were Services, Retail Trade, Government, and Manufacturing. Together these industries accounted for 58,667 jobs or 80% of the total employment in Jackson County. Government and Manufacturing were the highest paying sectors, while Services and Retail Trade were the lowest paying sectors. The Finance, Insurance, and Real Estate; Mining; Transportation, Communication, and Utilities; Wholesale Trade; and Construction sectors all had annual payrolls higher than the County average.

Tables A-4 through A-6 present data from the Quarterly Census of Employment and Wages (QCEW) that show changes in sectors and industries in Jackson County between 1980 to 2004. The changes in sectors and industries shown in two tables: (1) between 1980 and 2000 and (2) between 2001 and 2005. The analysis is divided in this way because of changes in industry and sector classification that made it difficult to compare information about employment collected after 2001 with information collected prior to 2000.

Table A-4 shows the changes in covered employment by sector and industry for Jackson County for between 1980, 1990 and 2000. Total employment in the County grew from 42,626 to 73,614, adding 30,988 jobs. Moreover, every sector added jobs during this period. The sectors with the greatest change in share of

employment were Services and Retail Trade, adding 22,295 jobs. The sectors that grew slowest during this period were Wholesale Trade, Government, and Manufacturing.

Table A-4. Change in covered employment by sector in Jackson County, 1980 to 2000

Industry	1980	1990	2000	Change from 1980 to 2000			
				Difference	Percent	AAGR	Share
Agriculture, Forestry and Fishing	881	1,475	2,223	1,342	152%	4.7%	1%
Mining	86	83	159	73	85%	3.1%	0%
Construction	1,997	2,100	3,646	1,649	83%	3.1%	0%
Manufacturing	7,604	8,840	9,231	1,627	21%	1.0%	-5%
Trans., Comm., and Utilities	2,182	2,827	3,834	1,652	76%	2.9%	0%
Wholesale Trade	2,352	2,472	2,512	160	7%	0.3%	-2%
Retail Trade	9,752	13,647	18,865	9,113	93%	3.4%	3%
Finance, Insurance and Real Estate	1,659	2,018	2,544	885	53%	2.2%	0%
Services	7,203	12,021	20,385	13,182	183%	5.3%	11%
Nonclassifiable/all others	2	32	29	27	1350%	14.3%	0%
Government	8,908	8,704	10,186	1,278	14%	0.7%	-7%
Total	42,626	54,219	73,614	30,988	73%	2.8%	0%

Source: Oregon Employment Department

Table A-5 shows change in covered employment by sector for Jackson County between 2001 and 2005. Annual employment growth remained about the same during this period, from an average annual growth rate of 2.8% between 1980 and 2000 to an average annual growth rate of 2.7%. Jackson County added 8,264 jobs during this period, which is slower growth than Jackson County experienced during the 1990's. This slowing in employment growth is related to the nation-wide recession and slow growth at the beginning of this decade. The sectors that added the most employees were Construction, Health & Social Assistance, and Retail. Manufacturing lost the most employees.

Table A-5. Covered employment in Jackson County, 2001-2005.

Industry	2001	2005	Change from 2001 to 2005			
			Difference	Percent	AAGR	Share
Agriculture, Forestry, Fishing & Hunting	2,218	2,716	498	22%	5.2%	0%
Mining	158	186	28	18%	4.2%	0%
Construction	3,640	5,204	1,564	43%	9.3%	1%
Manufacturing	7,702	6,737	(965)	-13%	-3.3%	-2%
Utilities	255	200	(55)	-22%	-5.9%	0%
Wholesale	2,131	2,454	323	15%	3.6%	0%
Retail	13,238	14,321	1,083	8%	2.0%	0%
Transportation & Warehousing	2,049	2,425	376	18%	4.3%	0%
Information	1,815	1,778	(37)	-2%	-0.5%	0%
Finance & Insurance	1,845	2,341	496	27%	6.1%	0%
Real Estate Rental & Leasing	1,062	1,378	316	30%	6.7%	0%
Professional, Scientific & Technical Services	2,061	2,002	(59)	-3%	-0.7%	0%
Management of Companies	801	1,705	904	113%	20.8%	1%
Admin. Support & Cleaning Services	3,486	4,063	577	17%	3.9%	0%
Education	508	557	49	10%	2.3%	0%
Health & Social Assistance	9,643	10,847	1,204	12%	3.0%	0%
Arts, Entertainment & Recreation	1,330	1,392	62	5%	1.1%	0%
Accommodations & Food Services	7,182	7,790	608	8%	2.1%	0%
Other Services (except Public Admin.)	2,770	3,082	312	11%	2.7%	0%
Private Non-Classified	25	20	(5)	-20%	-5.4%	0%
Government	10,189	11,174	985	10%	2.3%	0%
Total Covered Employment & Payroll	74,108	82,372	8,264	11%	2.7%	

Source: Oregon Employment Department, Summary by industry and percentages calculated by ECONorthwest

*Note: Professional & Business Services is generally divided into the following two sectors: (1) Professional, Scientific & Technical Services and (2) Admin. & Support, Waste Mgmt & Remediation Sectors. The Oregon Employment Department presented employment estimates for these sectors together for confidentiality reasons.

Table A-6 shows a summary of confidential covered employment data for Ashland for 2004. Ashland had 9,058 jobs at 1,010 establishments in 2004. The sectors with the greatest employment are: Public Administration (18%), Accommodation and Food Services (17%), Health Care and Social Assistance (16%), and Retail Trade (14%). These sectors accounted for 5,973 or 67% of Ashland's jobs.

The sectors with the greatest employment and above average pay were Public Administration with an average pay per employee of \$35,067 and Health Care and Social Assistance with an average pay per employee of \$29,113. Employees in Retail Trade and Accommodation and Food Services had below average pay.

Table A-6. Covered employment in Ashland, 2004

Sector/Industry	Est.	Emp.	Average	
			Payroll	Pay/Emp.
Agriculture, Forestry, Fishing and Hunting	5	37	\$943,149	\$25,491
Construction	67	320	\$11,031,765	\$34,474
Construction of Buildings	40	198	\$7,078,478	\$35,750
Heavy and Civil Engineering Construction	4	4	\$112,444	\$28,111
Specialty Trade Contractors	23	118	\$3,840,843	\$32,550
Manufacturing	61	593	\$17,186,143	\$28,982
Food Manufacturing	12	127	\$2,526,332	\$19,892
Printing and Related Support Activities	5	47	\$1,376,393	\$29,285
Fabricated Metal Product Manufacturing	5	47	\$1,807,298	\$38,453
Textile Product Mills	4	24	\$519,720	\$21,655
Apparel Manufacturing	3	15	\$432,328	\$28,822
Other Manufacturing	32	333	\$10,524,072	\$31,604
Wholesale Trade	37	117	\$4,931,781	\$42,152
Merchant Wholesalers, Durable Goods	8	54	\$2,497,880	\$46,257
Merchant Wholesalers, Nondurable Goods	11	39	\$1,070,006	\$27,436
Wholesale Electronic Markets and Agents and Brokers	18	24	\$1,363,895	\$56,829
Retail Trade	138	1,284	\$30,058,270	\$23,410
Food and Beverage Stores	11	387	\$8,058,877	\$20,824
Motor Vehicle and Parts Dealers	8	197	\$8,164,424	\$41,444
Clothing and Clothing Accessories Stores	22	136	\$2,148,242	\$15,796
Sporting Goods, Hobby, Book, and Music Stores	21	114	\$1,539,456	\$13,504
General Merchandise Stores	4	75	\$1,996,228	\$26,616
Gasoline Stations	10	67	\$882,128	\$13,166
Building Material and Garden Equipment and Supplies Dealers	10	62	\$1,843,621	\$29,736
Furniture and Home Furnishings Stores	9	38	\$767,147	\$20,188
Health and Personal Care Stores	6	35	\$825,806	\$23,594
Electronics and Appliance Stores	6	12	\$163,959	\$13,663
Miscellaneous Store Retailers	21	80	\$1,158,674	\$14,483
Nonstore Retailers	10	81	\$2,509,708	\$30,984
Transportation and Warehousing	6	27	\$800,540	\$29,650
Information	31	172	\$5,570,020	\$32,384
Finance and Insurance	43	192	\$6,416,767	\$33,421
Real Estate and Rental and Leasing	46	146	\$3,081,216	\$21,104
Professional, Scientific, and Technical Services	96	239	\$11,960,491	\$50,044
Management of Companies and Enterprises	3	29	\$1,579,322	\$54,459
Administrative & Support and Waste Mgt	27	104	\$2,999,212	\$28,839
Educational Services	21	100	\$2,127,757	\$21,278
Health Care and Social Assistance	146	1,466	\$42,680,207	\$29,113
Health Care	125	1,318	\$40,527,763	\$30,749
Social Assistance	21	148	\$2,152,444	\$14,544
Arts, Entertainment, and Recreation	21	556	\$15,596,548	\$28,051
Accommodation and Food Services	131	1,581	\$20,661,461	\$13,069
Food Services and Drinking Places	89	1,191	\$14,824,130	\$12,447
Accommodation	42	390	\$5,837,331	\$14,968
Other Services (except Public Administration)	106	453	\$6,920,302	\$15,277
Public Administration	25	1,642	\$57,580,411	\$35,067
Federal and State Government	14	908	\$31,768,884	\$34,988
Local Government	11	734	\$25,811,527	\$35,166
Total	1,010	9,058	\$242,125,361	\$26,731

Source: Oregon Employment Department

The employment summary in Table A-6 shows annual estimates of employment by sector and industry. Employment in Ashland varies through-out the year, with the highest number of jobs in June and lowest in January. The sectors with the greatest seasonal variability in 2004 included:

- **Government** varied by 633 jobs. Government had the greatest number of jobs in November and fewest jobs in July and August. The largest share of the variability is probably attributable to public education.
- **Accommodation and Food Services** varied by 415 jobs in 2004. The sector had the most jobs in July and the least jobs in January.
- **Arts, Entertainment, and Recreation** varied by 331 jobs, with the most jobs in April and the fewest jobs in November.
- **Retail Trade** varied by 107 jobs. Retail had the largest number of jobs from June through September. Employment in Retail declined for the rest of the year, especially after Christmas.

One way to assess the types of businesses that are likely to have future growth in an area is to examine relative concentration and employment growth of existing businesses. This method of analysis can help determine relationships and linkages within in industries, also called industrial clusters. Sectors that are highly concentrated (meaning there are more than the “average” number of businesses in a sector in a given area) and have had high employment growth are likely to be a successful industrial cluster. Sectors with either high concentration of businesses or high employment group may be part of an emerging cluster, with potential for future growth.

The School of Business at Southern Oregon University prepared a report titled “Industrial Clusters and Jackson and Josephine Counties.” This report identified twelve industrial clusters in the Rogue Valley. The clusters that may be successful or have potential growth in Ashland include:

- **Headquarters.** This is a growing cluster in the Rogue Valley that includes Management of Companies. Firms may choose to locate in Ashland because of its comparative advantages.
- **Elder Care.** The report identified elder Community Care, which includes large retirement residences and senior foster homes, as cluster with potential for future growth in the Rogue Valley. Ashland’s quality of life and access to health care make it an attractive place for elder care facilities.
- **Wood products.** The Rogue Valley has a growing amount of employment in manufacturing furniture, especially in Household and Institutional Furniture and Kitchen Cabinet Manufacturing. Firms involved in furniture manufacturing may be attracted to Ashland for its quality of life or retail opportunities.

- **Creative.** The report identifies Performing Arts Companies as a cluster with potential for future growth. Ashland's high-amenity tourism and existing performing arts businesses make it a natural place for other performing arts firms to locate. Other creative sectors that may be attracted to Ashland include Clay Production and Glass and Glass Products Manufacturing, which might be able to take advantage of existing retail outlets, such as art galleries.
- **Tourism and Recreation.** The report indicates that Ashland has a higher than average concentration of firms in the Accommodation and Food Services sector. While this cluster may continue to provide employment in Ashland, it has shown slow growth over recent years and has much lower than average wages. This cluster may be more important for the services that it provides to other businesses in Ashland, rather than providing additional jobs.
- **Food and Beverage Production.** This cluster includes wine production. Wineries may be attracted to Ashland because of the presence of other tourism, high-end retail, recreational activities, and other cultural amenities.

A separate analysis of clusters specific to Ashland reinforces the conclusions of the "Industrial Clusters and Jackson and Josephine Counties" report. Table A-7 presents potential growth sectors in Ashland, based on the concentration of employment for each sector relative to Oregon and the Oregon Employment Department's forecast for growth in employment Region 8 (Jackson and Josephine Counties).

Table A-7 shows that the following are growth industries or are likely to be growth industries in Ashland: Accommodations and Food Services; Retail; Health and Social Assistance; Arts, Entertainment, and Recreation; Information; and Professional, Scientific and Technical Services.

Table A-7. Potential growth of industries in Ashland

Low Employment Growth Projection for Region 8	High Employment Growth Projection for Region 8
High Employment Concentration Arts, Entertainment & Recreation Other Services Information	Accomodations & Food Services Retail Health & Social Assistance
Low Employment Concentration Utilities Transportation & Warehousing Manufacturing Construction Private Education Real Estate Rental & Leasing Wholesale Trade Finance & Insurance Management of Companies Admin. Support & Cleaning Services Agriculture, Forestry, Fishing, Hunting	Professional, Scientific & Technical Srv. Government

Source: Oregon Employment Department; calculations by ECONorthwest

Ashland has also attracted or grown firms engaged specialty manufacturing. These firms could have located many places in the U.S. but chose to locate in Ashland because of the city's unique attributes, such as the City's high quality of life. The websites of most of these firms describe the company's dedication to environmental issues, sustainable production, and concern about the community. Some examples of specialty manufacturing firms in Ashland include:

- **Dagoba Organic Chocolates** produces a variety of chocolate products in Ashland. Dagoba purchases equitably traded ingredients and uses sustainable practices to produce its chocolate.
- **Maranatha Nut Butters** was founded in Ashland in 1982. They produce specialty organic and natural peanut, nut, and seed butters.
- **Dream Sacks** manufactures natural fiber bed linens and clothing. The materials they use include silk, bamboo, soy, and cashmere.
- **Sappo Hill** produces vegetable oil soaps. Sappo Hill was started in the founder's home in Ashland and manufacturing is now done in a factory in Ashland.
- **Plexis Healthcare Systems** develops and supports medical claims software. According to the Portland Business Journal, Plexis was the second fastest growing technology company in Oregon in 2005. Their customers include 80 healthcare payer organizations across the U.S. and international clients.
- **Brammo Motorsports LLC** manufactures specialty sports cars and located in Ashland in 2006. According to the Oregon Employment

Department, Brammo hopes to employ eventually approximately 100 workers in Ashland.

Map A-1 shows the location of employers in the Ashland UGB.

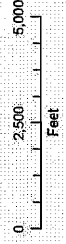
Map 3.
Location of Employers
City of Ashland
Oregon

Legend

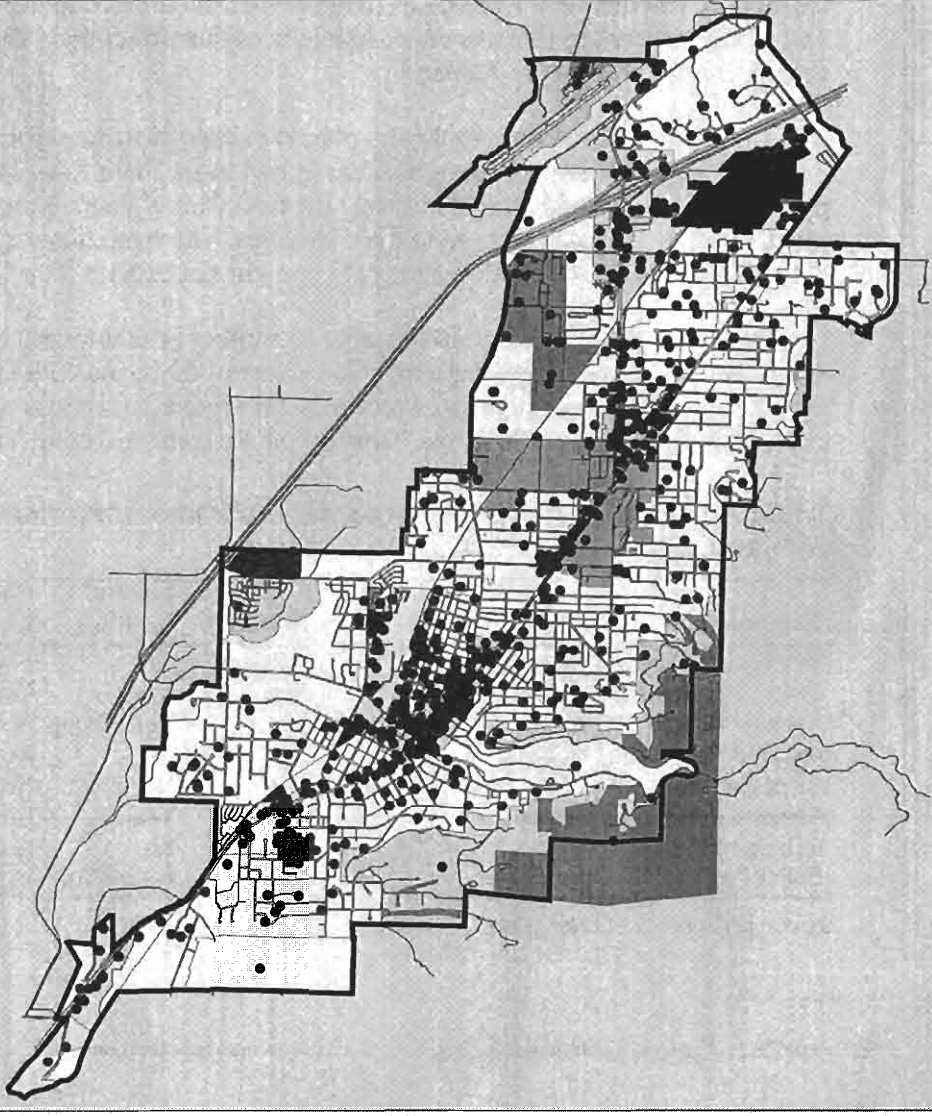
- Employers
- ▭ Urban Growth Boundary

Plan Designation

- Airport
- Commercial
- Downtown
- Employment
- HC
- HDR
- Industrial
- LDR
- MFR
- NM
- SFR
- SFRR
- SOU
- Suburban R
- Woodland



Cartography: ECoventures, January 2002



When employment in Ashland is compared with employment in Jackson County and Oregon, the sectors with comparatively high concentration of employment in Ashland are: Health Care and Social Assistance; Arts, Entertainment, and Recreation; and Accommodations and Food Services. These sectors are likely to be growth sectors in Ashland as demand for services increases with population growth, the aging population and in-migration of older people, and continued tourism.

BUSINESS ACTIVITY

The Goal 9 administrative rule (specifically, OAR 660-009-0015(2)) suggests that local governments take into consideration expansion plans of major employers when determining the site requirements of major employers. ECONorthwest interviewed eight major employers in Ashland²⁴ about their plans for the next twenty years, including: (1) their plans for adding employees, plans for expanding their facilities, whether they would need to purchase land for expansion, whether they have plans to move their facilities outside of Ashland, and whether there are infrastructure deficiencies that affect their ability to continue operations in the Ashland.

A number of the major employers plan to expand their workforce and/or expand their facilities. Of the eight firms interviewed, three firms have expansion plans and expect to add employees over the next twenty years. Four firms have no plans to add employees or expand their facilities. The remaining organization, the City of Ashland, plans to add employees but will not expand their facilities.

Most firms did not expect to add a large number of employees or purchase significant amounts of land for expansion. Most of the firms with expansion plans expect to use land they already own or purchase five acres or less of land for their expansion. The plans of the firms interviewed are summarized in Table A-8.

Table A-8. Employment and expansion plans of major employers, Ashland, 2006.

Firm name	Add jobs	Expand facilities	Purchase land for expansion
Southern Oregon University (SOU)	Yes	Yes	Probably
Oregon Shakespeare Festival Association	Yes	Yes	Yes
Ashland School District	No	Renovating	No
Ashland Community Hospital	No	No	No
City of Ashland	Yes	No	No
Ashland Food Cooperative	Yes	Yes	Uncertain
Ashland YMCA	No	No	No
Butler Ford	No	Relocating	No

Source: Interviews by ECONorthwest.

²⁴ Note: ECONorthwest also contacted Professional Tool Manufacturing, but was unable to interview this company.

The following is a list of the major employers interviewed, and their responses regarding firm expansion plans.

- **Southern Oregon University (SOU) (725+ employees):** SOU does not have immediate plans for increasing employment. The University currently has about 5,000 to 5,500 students and may have 7,000 students within ten years. If student enrollment continues to grow, they will add faculty and build additional facilities. The University is currently planning to expand build new facilities. These facilities and potential future facilities will either be located on land that SOU currently owns or on land adjacent to current facilities, which the University would purchase.
- **Oregon Shakespeare Festival Association (550+ employees):** They expect to add 10 to 20 employees over the next 20 years. They expect to replace the Black Swan Theatre with a new building on their current site that will include additional rehearsal, classroom, and office space. They also expect to expand their scenery construction shop and will need to purchase land for this expansion.
- **Ashland School District (425+ employees)** Because of declining enrollment, the school district is reducing staff levels through attrition. They have a bond measure on the November 2006 ballot to fund renovation of their aging facilities, and own 40 acres of land outside the UGB that has been set aside for a future school if the town's population increased.
- **Ashland Community Hospital (400+ employees):** The hospital does not expect to hire more employees. They are currently in the process of expanding by adding new surgical facilities. They have no other expansion plans. If they were to need to expand, they own about 1 acre of land adjacent to their current facilities that they would expand onto.
- **City of Ashland (231+ employees):** The City has had to make substantial staffing cuts in the past few years, but anticipates adding 1 to 2 jobs in the next fiscal year. The City has no plans for expanding their facilities. They own about two acres of donated residential land, but have no plans for developing those properties.
- **Ashland Food Cooperative (130+ employees):** The Coop plans to hire about 10 employees per year for the next several years. They anticipate expanding their facilities in the next few years, although do not own land or have building space available at this time. Prohibitions on the construction of parking lots, lack of enforcement of existing parking regulations, lack of affordable housing, and inactive city leadership has made doing business difficult.
- **Ashland YMCA (120+ employees):** The YMCA does not plan to add new employees, and predicts that employee numbers will continue to change because of seasonal programs. They have no expansion plans.

- **Butler Ford (80+ employees):** Butler Ford is planning to relocate one of their two Ashland dealerships to Medford because of infrastructure issues (they are very concerned with the lack of City water available to their facilities), lack of affordable housing for employees, and the lack of support for the business community in Ashland. They plan to move the dealership within 18 months; 60 employees will staff the remaining Ashland dealership.

In addition to what we learned from interviews, information available on the Oregon Labor Market Information System (OLMIS) web site indicates that other firms plan to expand or add jobs. The types of business expansion include:

- **Manufacturing:** Brammo Motorsports, an automobile maker in Ashland, plans to increase its workforce from 12 to 32 by the end of 2006. They are building several 25,000 square foot buildings on their property and plan to employ 100 more workers over the next few years.
- **Professional services:** Coldwell Banker Pro West Real Estate opened in 2005; they plan to hire between eight and 10 agents. Medford's People's Bank of Commerce opened a new branch on Siskiyou Boulevard in 2005.

The Ashland Chamber of Commerce and the City of Ashland conducted a survey to learn about the overall health of Ashland's business community and find ways to improve the business climate in Ashland. The 2005 Business Retention and Expansion Survey targeted firms involved in the following sectors: Accommodations and Food Services, Manufacturing, Retail Trade, and Health Care. Some characteristics of survey respondents included: the majority of firms' more than 1,600 employees lived in Ashland, about two-thirds of the businesses began in Ashland, and the firms were predominantly small businesses.

The survey identified the following advantages and disadvantages of doing business in Ashland:

- **Advantages** focused on quality of life issues, such as Ashland's livability, small town feel, beauty, educational system, traffic and bicycling systems, environmental quality, and access to the outdoors. Other advantages included the community and business climate, Ashland's location, and the people in Ashland.
- **Disadvantages** focused on Ashland's costs, such as high living costs, affordability, and higher costs of doing business. Other disadvantages included Ashland's small market, small labor pool, seasonality and tourism, access to transportation and air travel, land use and planning, and politics and government. The key challenges to doing business in Ashland included access to labor and lack of specialized skills in the labor market and the affordability and costs of doing business in Ashland.

OUTLOOK FOR GROWTH IN ASHLAND

Table A-9 shows the draft population forecast for Ashland and Jackson County.²⁵ The forecast shows Ashland growing at a slower rate compared with Jackson County. Ashland's population is expected to grow from 20,880 people in 2005 to 22,319 people in 2026, an increase of 1,439 people at an annual growth rate of 0.32%. By 2040, Ashland's population is forecast to have grown to 23,056 people, an increase of 2,176 people over the thirty-five year period.

In contrast, Jackson County's population is forecast to grow from 194,515 people in 2005 to 264,419 people by 2026, an increase of 69,904 people at an annual rate of 1.47%. By 2040, Jackson County is forecast to grow to 306,421 people. The majority of Jackson County's growth is expected to be concentrated in and around Medford and Central Point.

The City's 2026 population forecast is worth commentary. In 2006, Jackson County conducted a review of population forecasts for all incorporated cities within the County, including Ashland. The final population figures adopted by the County assume a countywide average annual growth rate of about 1%. Ashland, by contrast, has an assumed average annual growth rate of about 0.28%. This lower than average growth rate reflects the tighter land supply and higher housing costs in Ashland relative to other cities in the County. It is likely that Ashland will experience greater population growth than the County has forecasted. The City should monitor population growth over the next five years to determine the impact of actual population growth on land needs.

Table A-9. Draft population forecast for Ashland and Jackson County, 2005 to 2040

	Jackson	
Population	Ashland	County
2005	20,880	194,515
2026	22,319	264,419
2040	23,056	306,421
Change 2005 to 2026		
Difference	1,439	69,904
% Change	7%	36%
AAGR	0.32%	1.47%
Change 2005 to 2040		
Difference	2,176	111,906
% Change	10%	58%
AAGR	0.28%	1.31%

Source: ECONorthwest, 2006

Table A-10 shows the Oregon Employment Department's ten-year forecast for employment by industry for Oregon and Region 8, which is a combination of

²⁵ As of the writing of this report, the population forecast was not adopted by Jackson County. The County Board of Commissioners is expected to hold public hearings about the population forecasts in January and February of 2007.

Jackson and Josephine Counties. Table A-10 shows that Oregon Employment Department forecasts that nonfarm employment growth for 2004-2014 will be faster in Region 8 than the State average. The sectors that will lead employment growth in Oregon for the ten-year period are Professional and Business Services, Health Care & Social Assistance, Leisure & Hospitality, and Retail Trade. Together, these four sectors are expected to add 146,900 new jobs or 61% of employment growth in Oregon. Employment growth in Region 8 is expected to be led by these same three sectors over the 2004-2014 period, which are expected to add 13,050 jobs or 66% of employment growth in Jackson and Josephine Counties.

Table A-10. Nonfarm employment forecast by industry in Oregon and Region 8 (Jackson and Josephine counties), 2004-2014

Sector/ Industry	Oregon		Region 8*			
	Growth	% Growth	2004	2014	Growth	% Growth
Natural Resources & Mining	-200	-2.1%	970	990	20	2.1%
Construction	14,900	18.1%	5,940	7,270	1,330	22.4%
Manufacturing	6,000	3.0%	10,010	10,870	860	8.6%
Durable Goods	6,700	4.5%	7,640	8,160	520	6.8%
Wood Product Manufacturing	-1,800	-5.6%	3,030	2,940	-90	-3.0%
Other Manufacturing	-700	-1.3%	2,370	2,710	340	14.3%
Transportation, & Utilities	8,900	15.7%	3,080	3,660	580	18.8%
Wholesale Trade	9,900	13.1%	3,130	3,590	460	14.7%
Retail Trade	27,200	14.5%	17,010	20,270	3,260	19.2%
Information	5,200	15.8%	2,170	2,570	400	18.4%
Leisure & Hospitality	28,600	18.4%	11,410	14,030	2,620	23.0%
Accommodation & Food Services	25,400	18.8%	9,730	12,120	2,390	24.6%
Other Leisure & Hospitality	3,200	15.5%	1,680	1,910	230	13.7%
Financial Activities	11,400	11.8%	5,480	6,340	860	15.7%
Professional & Business Services	48,900	27.7%	9,100	11,740	2,640	29.0%
Education	6,200	23.8%	690	920	230	33.3%
Health Care & Social Assistance	42,200	25.3%	13,870	18,400	4,530	32.7%
Other Services	6,300	11.0%	3,650	4,190	540	14.8%
Government	24,100	8.9%	15,110	16,600	1,490	9.9%
Federal Government	-1,000	-3.3%	2,040	2,050	10	0.5%
State Government	3,000	4.8%	2,780	3,010	230	8.3%
State Education	1,500	5.6%	1,480	1,580	100	6.8%
Other State Government	1,500	4.2%	1,300	1,430	130	10.0%
Local Government	22,100	12.5%	10,290	11,540	1,250	12.1%
Local Education	10,100	10.8%	6,030	6,650	620	10.3%
Other Local Government	12,000	14.4%	4,260	4,890	630	14.8%
Total Nonfarm Payroll Employment	239,600	15.0%	101,620	121,440	19,820	19.5%

Source: Oregon Employment Department. Employment Projections by Industry 2004-2014. Projections summarized by ECONorthwest.

*Note: The Oregon Employment Department issues employment forecasts by region. Region 8 is Jackson and Josephine Counties combined.

The implications for Ashland of the growth forecasts for Jackson County and Region 8 are:

- Ashland's population and economy will grow but at a slower pace than Jackson County.

- Three of the sectors with the largest share of employment in Ashland are forecast to grow the fastest in Region 8: Health Care & Social Assistance, Leisure & Hospitality (including Accommodations and Food Services), and Retail Trade.

Factors Affecting Future Economic Growth in Ashland

Appendix B

Economic development opportunities in Ashland will be affected by local conditions as well as the national, state, and regional economic conditions that were addressed in Chapter 2 and Appendix A. Factors affecting future economic development in the Ashland include its location, buildable land, labor force, housing, public services, transportation, natural resources, and quality of life. Economic conditions in Ashland relative to these conditions in other portions of the Jackson County and southern Oregon form Ashland's comparative advantage for economic development. Ashland's comparative advantages have implications for the types of firms most likely to locate and expand in Ashland.

There is little that Ashland can do to influence national and regional conditions that affect economic development. Ashland can influence local factors that affect economic development. The review of local factors in this chapter will form a basis for developing economic development strategies for Ashland later in this study.

This appendix begins with a description of comparative advantage and why it is relevant for the Economic Opportunity Analysis. This appendix reviews local factors affecting economic development in Ashland and any advantages, opportunities, disadvantages, and constraints these factors may present. This appendix meets the intent of OAR 660-009-0015(4).

WHAT IS COMPARATIVE ADVANTAGE?

Each economic region has different combinations of productive factors: land (and natural resources), labor (including technological expertise), and capital (investments in infrastructure, technology, and public services). While all areas have these factors to some degree, the mix and condition of these factors vary. The mix and condition of productive factors may allow firms in a region to produce goods and services more cheaply, or to generate more revenue, than firms in other regions.

By affecting the cost of production and marketing, comparative advantages affect the pattern of economic development in a region relative to other regions. Goal 9 and OAR 660-009-0015(4) recognizes this by requiring plans to include an analysis of the relative supply and cost of factors of production.²⁶ An analysis of comparative advantage depends on the geographic areas being compared. Economic conditions in the Ashland will be largely shaped by national and regional economic conditions affecting Southern Oregon. Chapter 2 and Appendix B present trends and forecasts of conditions in Oregon and Ashland to

²⁶ OAR 660-009-0015(4) requires assessment of the "community economic development potential." This assessment must consider economic advantages and disadvantages—or what Goal 9 broadly considers "comparative advantages."

help establish the context for economic development in Ashland. Local economic factors will help determine the level and type of development in Ashland relative to other communities in Oregon.

This chapter focuses on the comparative advantages of Ashland relative to the rest of Oregon. The implications of the factors that contribute to Ashland's comparative advantage are discussed at the end of this chapter.

LOCATION, SIZE, AND BUYING POWER OF MARKETS

Ashland is a community of approximately 21,430 people. Ashland is located at the southern edge of the Medford Metropolitan Statistical Area, which has more than 198,000 residents. Ashland's location in near the border with California has played a critical role in the growth of the City and will continue to have implications for economic development in the region:

- Interstate 5 is located on Ashland's northeast edge and Highway 99 runs through Ashland.
- Ashland has access to workers and markets of the cities within the Bear Creek Valley, as well as in other parts of Southern Oregon and Northern California.
- Residents of Ashland have access to shopping, cultural activities, recreational activities, and other amenities in Ashland or Medford.
- Tourism plays an important part of the economy of Ashland. Tourists are attracted to Ashland for the following reasons: the Shakespeare Festival and other local events, the visual and musical arts, shopping opportunities, restaurants, outdoor recreational opportunities, viticulture, parks, and other amenities.
- The climate in Ashland is relatively mild and sunny. The County's climate is well suited to agriculture, especially the fruit industry.

Ashland's size and the buying power of Ashland's markets may impact the types of businesses that choose to locate in Ashland. Table B-1 shows consumer and retail expenditures by category of consumable. Total expenditures in Ashland, including household and business expenditures, was approximately \$215 million. The categories with the largest expenditures included: personal insurance, contribution, tobacco, and apparel.

Table B-1. Consumer and Retail Expenditures, 2005

	Per HH	Total
Apparel	\$1,949	\$20,040,000
Education	\$960	\$3,482,000
Entertainment	\$2,414	\$1,062,000
Food and Beverages	\$6,697	\$6,531,000
Health Care	\$2,811	\$1,290,000
Household Furnishings and Equipment	\$1,781	\$1,002,000
Shelter	\$8,911	\$3,509,000
Household Operations	\$1,491	\$3,163,000
Miscellaneous Expenses	\$702	\$9,874,000
Personal Care	\$625	\$1,376,000
Reading	\$152	\$8,498,000
Tobacco	\$331	\$24,819,000
Transportation	\$9,075	\$6,177,000
Utilities	\$3,270	\$8,811,000
Gifts	\$1,214	\$9,831,000
Personal Insurance	\$475	\$68,849,000
Contributions	\$1,648	\$36,924,000
Total	\$44,506	\$215,238,000

Source: Oregon Prospector

Ashland's size, location, proximity to I-5, and mixture of urban amenities and tourist attractions are primary comparative advantages for economic development in Ashland.

AVAILABILITY OF TRANSPORTATION FACILITIES

A number of transportation options are available in Ashland, including Interstate 5 and multiple State highways, Central Oregon and Pacific Railroad, and the Rogue Valley Transportation System.

Ashland has excellent automotive access. Ashland is located along Interstate 5, the primary north-south transportation corridor on the West Coast linking Ashland to domestic markets in the United States and international markets via west Coast ports. In addition, Highway 99 runs through Ashland, connecting the City to nearby cities in Jackson County.

Traffic congestion is a problem on I-5 and several of the State highways. ODOT is working with local agencies to increase capacity on the roads near Ashland by replacing or upgrading highway interchanges, widening roads and bridges, and building new roads. According to RVCOG, some of the worst traffic problems include:

- The entire I-5 corridor in Jackson County
- Highway 99 through Ashland

Other transportation opportunities in Ashland include the Central Oregon and Pacific Railroad and the Rogue Valley Transportation System.

- The Central Oregon and Pacific Railroad provides freight service for the Ashland. The Siskiyou Line runs approximately parallel to I-5 and runs between Northern California and Eugene, Oregon.
- The Rogue Valley Transportation District (RVTD) serves each of the cities in the Bear Creek Valley, except for Eagle Point. It provides 8 fixed bus routes that operate Monday through Friday. RVTD offers a wheelchair accessible shared ride service for people whose disabilities prevent them from using the fixed route bus system.

Transportation is a comparative advantage that primarily affects the overall type of employment and its growth for the region.

PUBLIC FACILITIES AND SERVICES

This section discusses public services that are important for economic development, including public policy, tax policy, water, and wastewater.

PUBLIC POLICY

Public policy support for economic development includes policies that local governments have to support economic activity, such as economic development policies and local tax policies. Ashland's comprehensive plan includes the following goals:

- Ensuring that the City provides sufficient quantity of lands for commercial and industrial uses to provide for the employment needs of its residents and a portion of rural residents consistent with the population projection for the urban area.
- Guidelines that govern land use decisions, such as: land division and development within employment and manufacturing districts, ensuring that development densities are appropriate to the area, and providing mixed use zoning where appropriate.
- Developing and implementing an economic development program which will attempt to increase the number, variety and size of retail, service, and light industrial activity employers within the urban area, with particular emphasis on employers who pay wages at or above the median County wage and employ from 5 to 100 people, or who are locally owned. This policy also states that the City will work with regional economic development agencies on coordinating regional economic development activities.
- Ensuring that economic development can occur in a timely and efficient manner.

- Encouraging economic development of the local resources and enhance employment opportunities for existing residents to enhance the community's economic health.
- Working with Southern Oregon University to encourage the growth of research and graduate programs, especially on programs that . provide a bridge to the international marketplace.
- Discouraging businesses that are clearly unsuitable for Ashland from coming to the City. These businesses include:
 - Businesses, which use large amounts of water.
 - Businesses that emit significant amounts of air pollution.
 - Businesses that create toxic wastes that require specialized disposal techniques not available locally.

ECO conducted a number of interviews with Ashland stakeholders, including business people, developers, and real estate agents. One of the problems identified in these interviews is with Ashland's planning process, including the following issues: the complexity of the planning system, slowness of the planning process, anti-growth attitudes among residents and city staff, and lack of available land. Some stakeholders indicated that these problems were significant enough that they or their clients preferred to do business in nearby cities, such as Medford or White City.

TAX POLICY

The tax policy of a jurisdiction is an important factor in economic development policy. Table B-2 shows that Ashland's property tax rate is lower than the state average. The property tax rate in Ashland is between \$14.33 and \$14.51 per \$1,000 of assessed value, compared with a state average of \$15.37.

Table B-2. Property tax rate per \$1,000 assessed value for Oregon and Ashland, 2005

Area	Tax Rate (per \$1,000 assessed value)
Oregon	\$15.37
Ashland	\$14.33-\$14.51

Source: Oregon Department of Revenue, Property Tax Annual Stats

Note: Some jurisdictions have different property tax rates for different real market areas. We have represented these differences by showing the range of property tax rates for these cities.

Note: Any city with a property tax rate over \$15 per \$1,000 of assessed value has a local tax levy that goes beyond the Measure 5 limitations.

WATER

According to Mike Morrison, Public Works Superintendent for the City of Ashland, the City of Ashland provides water services to the residents of Ashland. The City obtains its water from the Reeder Reservoir, at the base of Mt. Ashland. They expect water from the reservoir to meet Ashland's water needs until 2012; after 2012 they plan to obtain water from the City of Medford as well as Lost Creek. The maximum volume the City can obtain from the reservoir is between 7.5 and 8 million gallons per day. The reservoir can produce 18 million gallons of water per day, but the amount the City can obtain is limited by the size of the pipeline. They can also get one million gallons per day from the Talent Irrigation district.

The City of Ashland's water treatment plant can treat up to 8 million gallons of water per day. This amount is also limited by the size of the pipeline; the plant itself can treat up to 10 million gallons per day. Upgrades to the pipeline have recently been completed so that the City can transport 10 million gallons per day. The City is very involved in water conservation efforts and the long-term plan accounts for modest increases in population as well as increased water conservation and efficiency of water use.

The City expects the water system to support employment and population growth forecasts for the next 20 years. In the future, Ashland will address increases in water needs in the following ways: (1) expand its treatment facility to increase its capacity, (2) promote water conservation, and (3) possibly complete a connection with the Medford Water Commission to provide additional water in the event of a drought. Water service in Ashland costs more than from the Medford Water Commission, in part because Ashland's water requires more treatment.

WASTEWATER

The City of Ashland provides wastewater services for residents of Ashland. According to Terry Ellis, Wastewater & Water Reuse Supervisor for the City of Ashland, wastewater services are provided to the residents within the city limits but customers are served on a case-by-case basis if they are located outside of the city limits but within the urban growth boundary.

The capacity of the wastewater treatment plant, which was built in 2003, is 2.3 million gallons of water per day in dry weather, 3.3 million gallons per day in wet weather. Current volumes at the plant are 2.1 million gallons per day in dry weather, 2.3 million gallons per day in wet weather. Basing growth projections on an assumption that most growth occurring in the City will be residential, the City of Ashland projects that it has enough capacity to serve residents through 2025. The City has no major problems with infiltration and inflow.

ACCESS TO SUPPLIERS AND UTILITIES

Ashland has access to suppliers on the West Coast via I-5 and the Central Oregon and Pacific Railroads. Ashland can get freight from West Coast port facilities via I-5 or the railroads.

Power is provided by City of Ashland's Electric Department, natural gas is from Avista, phone service is provided by Qwest, and cable television is provided by Charter Cable or Ashland Fiber Network.

LIMITS ON DEVELOPMENT FROM FEDERAL AND STATE ENVIRONMENTAL PROTECTION LAWS

Based on the information in the buildable lands inventory, presented in Section IV of the report, there does not appear to be any limitations to industrial or other development resulting from federal or state environmental protection laws.

LABOR MARKET FACTORS

The availability of labor is critical for economic development. Availability of labor depends not only on the number of workers available, but the quality, skills, and experience of available workers as well. This section examines the availability of workers for Ashland.

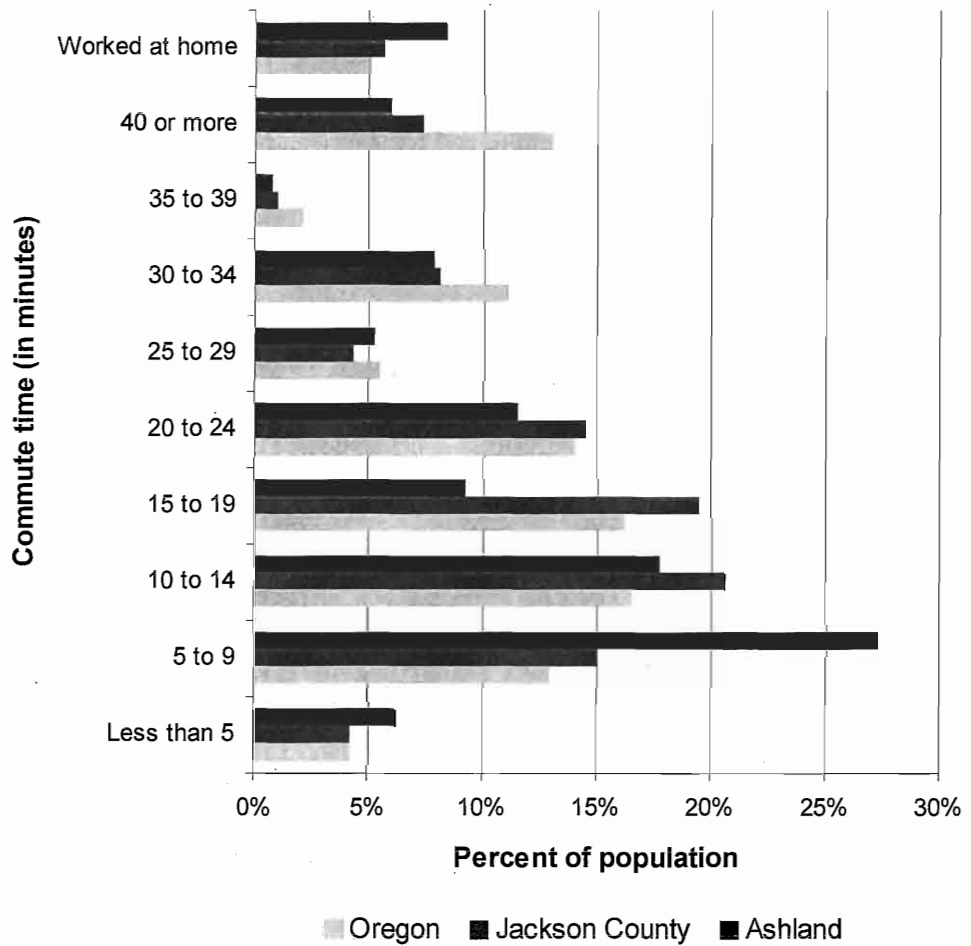
The labor force in any market consists of the adult population (16 and over) who are working or actively seeking work. The labor force includes both the employed and unemployed. Children, retirees, students, and people who are not actively seeking work are not considered part of the labor force. According to the 2000 Census, Jackson County has more than 85,000 people in its labor force and Ashland has about 10,500 in the labor force.

The unemployment rate is one indicator of the relative number of workers who are actively seeking employment. Labor force data from the Oregon Employment Department shows that unemployment in Jackson County was 6.0% of the labor force, compared with 6.1% in Oregon.²⁷

Figure B-1 shows a comparison of the commute time to work for residents 16 years and older for Oregon, Jackson County, and Ashland. Residents of Ashland spend less time commuting to work than all residents of Jackson County or Oregon. Thirty-four percent of residents of Ashland commute 10 minutes or less, compared with 19% of Jackson County residents and 17% of residents of Oregon. Ashland also has a larger share of residents who worked from home (8%), compared with Jackson County (6%) and Oregon (5%).

²⁷ The data in Table 3-3 show that unemployment was 4.2% in Jackson County and 4.4% in Oregon in 2005. This information was produced by Claritis. ECO has presented the official unemployment rate, which is calculated by The Bureau of Labor Statistics in the U.S. Department of Labor.

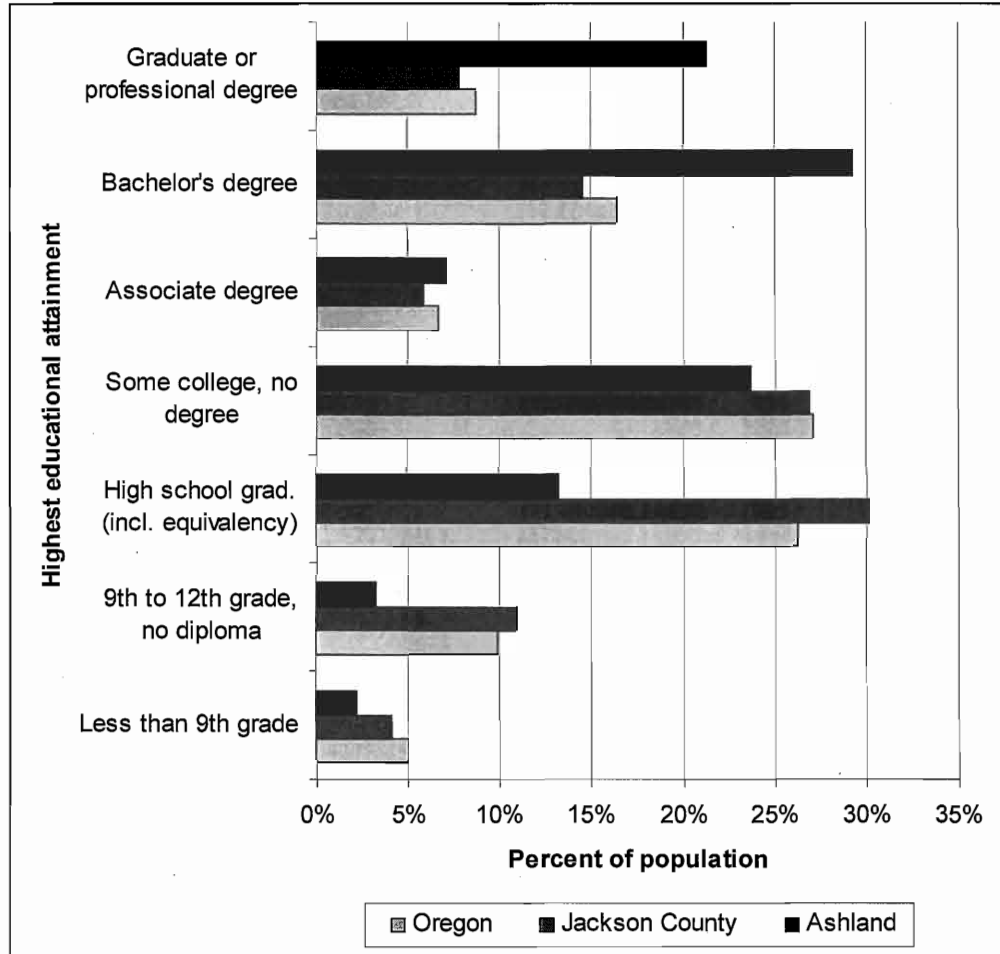
Figure B-1. Commuting time to work in minutes for residents 16 years and older, Oregon, Jackson County, and Ashland, 2000



Source: U.S. Census, 2000

Figure B-2 shows the percent of population by education level completed in the Ashland, Jackson County, and Oregon. Table B-1 shows that Ashland has a greater share of residents with an associate's degree or higher (58%) than residents of Oregon (32%) or Jackson County (28%). The large share of residents with a bachelor's degree and graduate or professional degree may be due to the presence of Southern Oregon University.

Figure B-2. Educational attainment for the population 25 years and over, Oregon, Jackson County, and Ashland, 2000

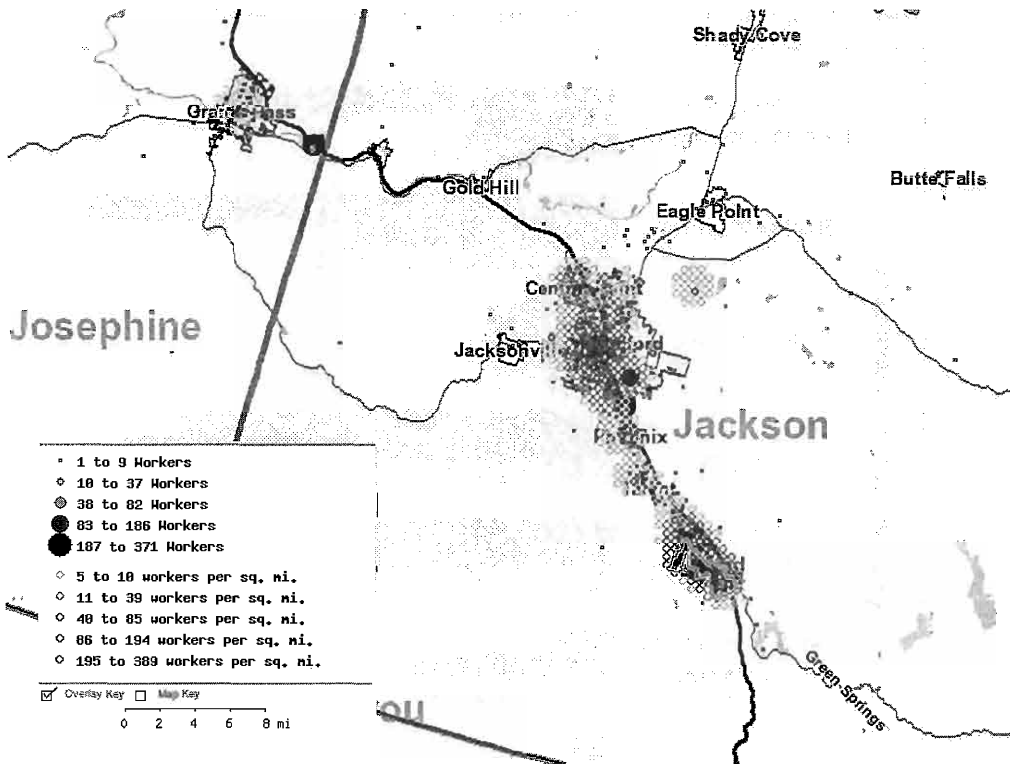


Source: U.S. Census, SF-3 2000

Respondents to the Ashland Chamber of Commerce’s Business Retention and Expansion Survey indicated that labor availability and labor skills was a problem in recruiting employees. The reasons for hiring employees from outside of the region included need for qualified labor or need for specialized skills.

Figure B-3 and Table B-3 show the where residents of Ashland work in 2003. Figure B-3 and Table B-3 show that 83% of Ashland’s residents were employed in Jackson County, with 52% of Ashland’s residents working in Ashland and 20% working in Medford.

Figure B-3. Places that residents of Ashland were employed, 2003



Sources: US Census Bureau, LED Origin-Destination Data Base (2nd Quarter 2003)

Notes: No census designated geography available through the On the Map website approximates the Bear Creek Valley. ECONorthwest used the freehand tool in the On the Map Website to specify a geography which approximates the Valley for the purposes of calculating a labor and commute sheds.

Table B-3. Places that residents of Ashland were employed, 2003

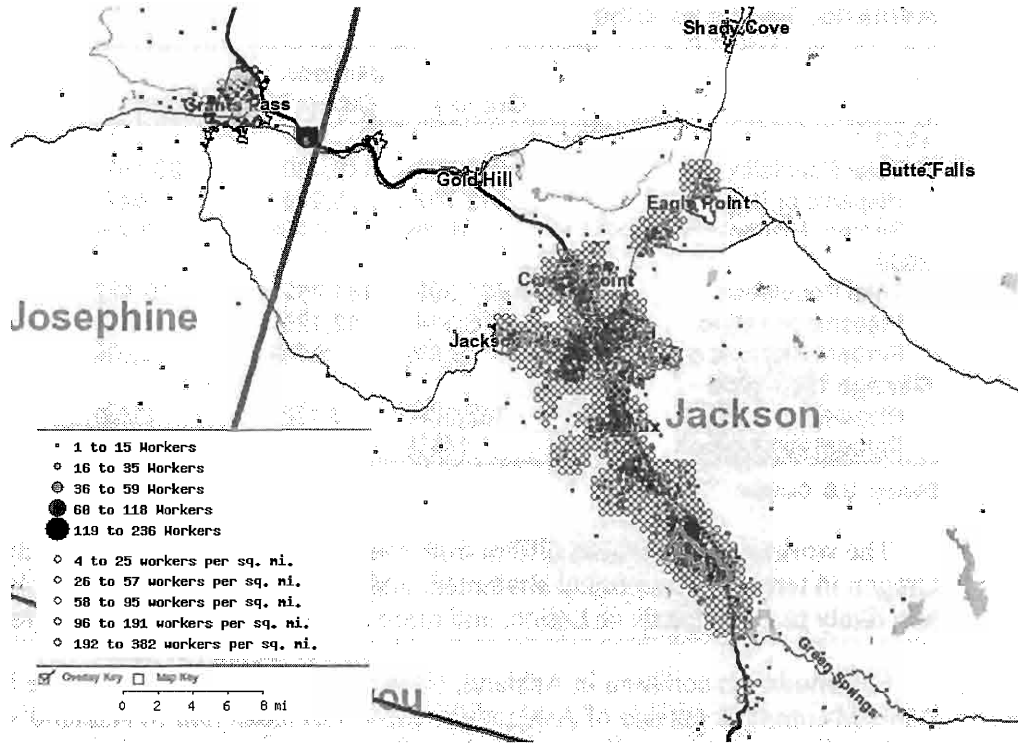
	Number	Percent
Jackson County	2,861	83%
Ashland	1,780	52%
Medford	704	20%
Josephine County	95	3%
Lane County	78	2%
All Other Locations	407	12%
Total	3,441	100%

Sources: US Census Bureau, LED Origin-Destination Data Base (2nd Quarter 2003)

Notes: No census designated geography available through the On the Map website approximates the Bear Creek Valley. ECONorthwest used the freehand tool in the On the Map Website to specify a geography which approximates the Valley for the purposes of calculating a labor and commute sheds.

Figure B-4 and Table B-4 show where employees of firms located in Ashland lived in 2003. Eighty-four percent of Ashland's workers lived in Jackson County and 44% lived in Ashland. About 20% of Ashland's workers lived in unincorporated areas of Jackson County and 13% lived in Medford. Workers may be more likely to live outside of Ashland because of the high cost of housing and tight supply of rental housing.

Figure B-4. Places where workers in Ashland lived, 2003



Sources: US Census Bureau, LED Origin-Destination Data Base (2nd Quarter 2003)

Notes: No census designated geography available through the On the Map website approximates the Bear Creek Valley. ECONorthwest used the freehand tool in the On the Map Website to specify a geography which approximates the Valley for the purposes of calculating a labor and commute sheds.

Table B-4. Places where workers in Ashland lived, 2003

	Number	Percent
Jackson County	4,524	84%
Ashland	2,389	44%
Medford	688	13%
Talent	276	5%
Unincorporated Areas	1,100	20%
Josephine County	125	2%
Out-of-State	311	6%
All Other Locations	433	8%
Total	5,393	100%

Sources: US Census Bureau, LED Origin-Destination Data Base (2nd Quarter 2003)

Notes: No census designated geography available through the On the Map website approximates the Bear Creek Valley. ECONorthwest used the freehand tool in the On the Map Website to specify a geography which approximates the Valley for the purposes of calculating a labor and commute sheds.

Table B-5 shows changes in ethnicity Oregon, Jackson County, and Ashland between 1990 and 2000. This table shows that the Ashland has a lower proportion of Hispanic or Latino residents than Jackson County and Oregon in 2000. Between 1990 and 2000, Ashland's Hispanic and Latino population decreased by 18% (152 people), compared with growth in the Hispanic and Latino population of 104% in Jackson County and 144% in Oregon.

Table B-5. Changes in ethnicity, Oregon, Jackson County, and Ashland, 1990 and 2000

	Oregon	Jackson County	Ashland
1990			
Total Population	2,842,321	140,440	23,162
Hispanic or Latino	112,707	5,949	847
Percent Hispanic or Latino	4.0%	4.2%	3.7%
2000			
Total Population	3,421,399	181,269	19,522
Hispanic or Latino	275,314	12,126	695
Percent Hispanic or Latino	8.0%	6.7%	3.6%
Change 1900-2000			
Hispanic or Latino	162,607	6,177	(152)
Percent Hispanic or Latino	144%	104%	-18%

Source: U.S. Census

The workforce in Ashland differs from the workforce in Jackson County and Oregon in terms of educational attainment and ethnicity. Residents of Ashland are less likely to be Hispanic or Latino, and more likely to have a college degree.

Commuting is common in Ashland. Nearly half of the people who live in Ashland commute outside of Ashland for work. Less than half of Ashland's workers live in Ashland. The implication of this workforce analysis is that, while a substantial amount of Ashland's workforce lives within the City, Ashland is able to attract educated workers from most of Jackson County and surrounding areas.

It does not appear that workforce will be a constraint on employment growth in Ashland, but if energy prices increase significantly enough to curtail commuting, workforce availability could constrain employment growth. However, firms in the region have indicated that they have had problems recruiting qualified employees. Firms needing specialized skills or employees with specific qualifications may need to hire employees from outside of the region.

EDUCATIONAL AND TECHNICAL TRAINING PROGRAMS

The following is a summary of educational and training programs located in or near Ashland.

- **Southern Oregon University, Ashland:** SOU is a four-year public university of approximately 5,000 students specializing in liberal arts, sciences, and select graduate and professional programs. SOU's main campus is located in Ashland. (<http://www.sou.edu/>)
- **Oregon Health Sciences University School of Nursing, Ashland:** OHSU School of Nursing offers both undergraduate degree and graduate degree programs in a variety of formats, locations, and specialties. OHSU School of Nursing has several branch campuses across Oregon. The

Ashland Campus is located on the campus of SOU.
(<http://www.sou.edu/cgi/deptcat3.cgi?dept=NUR>)

- **Abdill Career College Inc., Medford:** Abdill Career College offers courses in dental assisting, medical assisting, medical front office management, medical transcription, legal assistant, accountant clerk, office clerk, and phlebotomy. (<http://www.abdill.com/>)
- **Rogue Community College, Medford:** Rogue community college has several branch campuses across southern Oregon. The main campus (the Redwood campus) is located in Grants pass. The two branch campuses are located in Medford (the Riverside campus) and White City (the Table Rock campus). As a comprehensive two-year community college, RCC offers Academic and professional technical programs, college transfer courses, basic skill programs for adults, courses for personal enrichment, and courses for continuing education. (<http://www.roguecc.edu/>)
- **Pacific Bible College, Medford:** Pacific Bible College is a non-accredited institution that offers a One-Year Certificate of Christian Ministry and a Two-Year Associate of Biblical Studies. (<http://www.pacificbible.com/>)

HOUSING

Housing is an important component of any economic development strategy because it affects the type of residents and employers who may be attracted to a region. Housing and economic development strategies should consider the availability of affordable housing for all income levels.

Housing choices includes choices about location and the type of housing. When making location decisions, households may consider many factors: views, neighborhood characteristics, quality of schools, tax rates, commute times, and other quality of life issues. Housing type is defined by many attributes, the most important of which are structure type (e.g., single-family, multi-family) and size, lot size, quality and age, price, and tenure (own/rent).

Housing type and tenure are important components of housing choice. Table B-6 shows dwelling units by type in the Ashland, Jackson County and Oregon in 2000 as reported by the Census. Ashland has a smaller proportion of single-family dwelling units than Jackson County and Oregon. It has a smaller share of manufactured and mobile dwellings and larger share of multifamily dwellings than Oregon. Homeownership rates in Ashland are lower than Oregon and Jackson County.

Table B-6. Dwelling units by type and tenure, Ashland, Jackson County and Oregon, 2000

	Ashland		Jackson County		Oregon	
	Number	Percent	Number	Percent	Number	Percent
Total Housing Units	9,053	100%	75,737	100%	1,452,709	100%
Single-family	5,375	59%	50,159	66%	959,266	66%
Multifamily	3,453	38%	13,624	18%	334,897	23%
Manufactured/Mobile	225	2%	11,954	16%	158,546	11%
Occupied Housing Units	8,552	100%	71,532	100%	1,333,723	100%
Owner Occupied	4,450	52%	47,564	66%	856,951	64%
Renter Occupied	4,102	48%	23,968	34%	476,772	36%

Source: US Census of Population and Housing

Housing prices are an important factor in a business's choice about where to locate. Businesses may choose to relocate from an area with high housing costs to an area with lower housing costs. Table B-7 shows a comparison of the median sales price of homes for selected MSAs in the West, including the Medford-Ashland MSA. Table 3-7 shows that the median sales price in the Medford-Ashland MSA was *lower* than the median sales price in the following MSAs: Seattle, WA; Sacramento, CA; Los Angeles, CA; and San Francisco, CA.

Table B-7. Median sales price residences for selected Metropolitan Statistical Areas, fourth quarter 2004 and 2005

Area	Median Sales Price 4th Quarter 2004	Median Sales Price 4th Quarter 2005
San Francisco-San Mateo-Redwood City, CA	\$680,000	\$750,000
Los Angeles-Long Beach-Glendale, CA	\$415,000	\$500,000
Sacramento--Arden-Arcade--Roseville, CA	\$360,000	\$415,000
Seattle-Bellevue-Everett, WA	\$274,000	\$324,000
Medford-Ashland, OR*	\$215,000	\$270,000
Phoenix-Mesa-Scottsdale, AZ	\$183,000	\$255,000
Portland-Vancouver-Beaverton, OR-WA	\$201,000	\$244,000
Denver-Aurora, CO	\$220,000	\$230,000
Boise City-Nampa, ID	\$181,000	\$222,000
Salt Lake City, UT	\$183,000	\$218,000

Source: National Association of Home Builders, 2006

*Note: the Medford-Ashland MSA includes all of Jackson County.

An examination of housing prices within Jackson County shows that housing prices have increased significantly over the past five years, making housing less affordable. A recent housing needs analysis that ECONorthwest conducted for the Bear Creek Valley showed that one-third of Jackson County's households paid 30% or more of their income for housing. The rate was much higher for renters (47%) than for homeowners (25%).²⁸

A breakdown by location provides a picture of how sales prices are changing within the region. Table B-8 shows the recorded sales price of single-family residences by city and year. The results show that single-family home prices

²⁸ U.S. Census, 2000

increased in all cities but that housing prices within the Bear Creek Valley were highest in Ashland and Jacksonville.

Table B-8. Median and average recorded sales price of single-family residences by city and year, Jackson County, 11/02 – 4/06

CITY	Year				Increase (2002-2005)	
	2002	2003	2004	2005	Dollars	Percent
Median Sales Price						
Ashland	251,000	277,000	315,000	389,000	138,000	55%
Central Point	143,900	156,000	198,000	242,000	98,100	68%
Eagle Point	142,700	139,900	194,000	259,900	117,200	82%
Jacksonville	223,000	269,950	343,667	417,000	194,000	87%
Medford	145,250	161,000	190,000	245,000	99,750	69%
Phoenix	150,900	178,800	195,750	242,000	91,100	60%
Talent	149,900	160,000	181,450	250,000	100,100	67%
Rest of County	125,000	127,555	158,900	201,500	76,500	61%
Average Sales Price						
Ashland	300,897	310,437	360,637	428,058	127,161	42%
Central Point	142,548	161,582	293,489	261,578	119,031	84%
Eagle Point	170,932	165,350	233,984	295,074	124,142	73%
Jacksonville	269,918	271,656	361,739	534,588	264,670	98%
Medford	164,875	179,774	239,041	273,474	108,599	66%
Phoenix	159,521	175,964	206,800	248,892	89,371	56%
Talent	145,670	176,891	188,177	266,182	120,512	83%
Rest of County	150,457	153,087	197,561	237,345	86,887	58%

Source: Jackson County Assessor; analysis by ECONorthwest

Note: Includes property classifications 101 – 109, includes sales outside the AQMA

The Talent 2006 data does not include one sale for \$2.7 million that skews the average

The implication of this housing analysis is that housing costs may be a constraint on the availability of workers. Housing costs in Ashland are the most expensive markets in Jackson County and some of the most expensive in Oregon. It would not be inappropriate to assert that high housing costs are forcing workers to live in other cities and may ultimately affect the desirability of Ashland for certain types of economic activity.

The high housing costs, increase in housing prices, and lack of workforce housing may constrain the types of people who move to Ashland, making it difficult for employers to fill lower paying jobs. Workers may have to live in communities further from Ashland, causing an increase in commuting.

QUALITY OF LIFE

Quality of life is difficult to assess because it is subjective—different people will have different opinions about factors affect quality of life, desirable characteristics of those factors, and the overall quality of life in any community. Economic factors such as income, job security, and housing cost are often cited as important to quality of life. These economic factors and overall economic

conditions are the focus of this report, so this section will focus on non-economic factors that affect quality of life.

Ashland's quality of life, combined with its location and access to transportation, is a key comparative advantage for economic development. ECO conducted interviews with twelve stakeholders in Ashland, asking a variety of questions about Ashland, the perception of the business climate, and quality of life. The stakeholders included local business people, real estate agents, developers, and city and state officials. The following list summarizes the quality of life factors that affect the city:

- *Small town atmosphere.* Ashland has a small town atmosphere that is attractive to families with children and retirees.
- *Access to high quality education.* Stakeholders praised the quality of K-12 schools in Ashland. In addition, residents of Ashland have easy access to Southern Oregon University.
- *Cultural amenities and events.* Ashland has a number of cultural amenities, such as museums and wine tasting and vineyard activities. The city is home to a number of events, including the Shakespeare Festival.
- *Shopping opportunities.* Ashland provides diverse shopping opportunities, such as galleries, bookstores, upscale boutiques, and sporting goods stores.
- *Physical beauty of surrounding areas.* The lands surrounding Ashland are attractive to residents of Ashland and tourists. The city's parks and surrounding vistas, such as Mount Ashland, provide a beautiful setting.
- *Sunny, mild weather.* The weather in Ashland is generally sunny and mild.
- *Outdoor recreational activities.* There are a number of outdoor recreational opportunities available near Ashland, including: hiking, fishing and boating on the Rogue River, the Bear Creek Greenway (which runs along the Bear Creek from Ashland to the Rogue River), skiing, and other activities.
- *Ease of auto access.* Although some of the roads near Ashland suffer from congestion, Ashland has excellent automobile access, especially to I-5.
- *Access to the Oregon Coast and Crater Lake.* Ashland is located a few hours drive from the Oregon Coast and Crater Lake.
- *Local hospital.* The Ashland Community Hospital provides local medical services; regional hospitals include the Rogue Valley Medical Center and the Providence Medford Medical Center.

The city's advantages from quality of life and location suggest that Ashland will continue to attract residents and businesses that are attracted to Southern Oregon and Northern California.

Employment Forecast

To provide for at least an adequate supply of commercial and industrial sites consistent with plan policies, Ashland needs to have an estimate of the amount of commercial and industrial land that will be needed over the planning period. Demand for commercial and industrial land will be driven by the expansion and relocation of existing businesses and new businesses locating in Ashland. The level of this business expansion activity can be measured by employment growth in Ashland. This appendix presents a projection of future employment levels in Ashland for the purpose of estimating demand for commercial and industrial land.

The projection of employment in this chapter has four major steps:

1. **Establish base employment for the projection.** We start with the estimate of covered employment in Ashland's UGB presented in Appendix A. Covered employment does not include all workers, so we adjust covered employment to reflect total employment in Ashland. Employment by sector will be summarized into employment by land use type for the purposes of estimating land demand by type.
2. **Identify potential growth industries in Ashland.** Given trends in economic activity and expected growth in Oregon, and Ashland's comparative advantages, we identify the types of firms and industries that may locate in Ashland.
3. **Project total employment.** The projection of total employment will consider a variety of factors, including historical growth rates and projections for Jackson County.
4. **Allocate total employment to land use types.** This allocation will use assumptions based on expected trends in employment growth by land use type.

The remainder of this chapter is organized by headings that correspond to these three major steps for the projection.

EMPLOYMENT BASE FOR PROJECTION

An estimate of the number of employees in Ashland is needed to forecast employment growth. Table C-1 shows an estimate of total employment in the Ashland UGB in 2007. The estimate was developed using an estimate of *covered* employment from the confidential Quarterly Census of Employment and Wages (QCEW) data provided by the Oregon Employment Department. Covered employment does not include all workers in an economy. Most notably, covered employment does not include sole proprietors. Analysis of data shows that covered employment reported by the Oregon Employment Department for Jackson County is only about 71% of *total* employment reported by the U.S. Department of Commerce. The comparison of *covered* employment to *total*

employment in Jackson County was used to develop an estimate of covered employment by sector in Ashland.

Table C-1 shows that Ashland had an estimated 12,816 employees within its UGB in 2004. This figure results in a relatively low population-to-employment ratio of 1.6 persons per employee. The statewide average is about 1.9 persons per employee. This result is not surprising for Ashland—the City is an employment center and draws workers from throughout the County, in part because housing is more expensive in Ashland than other parts of Jackson County.

Table C-1. Estimated total employment in Ashland UGB by land use type, 2007

Land Use Type / Sector	Covered Employment		Total Employment		
	2004	2004 % of Total Emp.	2004	2007	% of Total 2007 Emp.
Industrial	1,094	74%	1,470	1,503	11%
Agriculture, Forestry, Fishing, Hunting	37	84%	44	45	0%
Mining	-		-	-	0%
Utilities	-		-	-	0%
Construction	320	58%	550	562	4%
Manufacturing	593	85%	697	713	5%
Wholesale Trade	117	82%	142	145	1%
Transportation & Warehousing	27		37	38	0%
Retail and Commercial	6,322	66%	9,547	9,764	74%
Retail	1,284	80%	1,604	1,640	13%
Information	172		209	214	2%
Finance & Insurance	192	62%	308	315	2%
Real Estate Rental & Leasing	146	27%	543	555	4%
Professional, Scientific & Technical Services	239	40%	604	618	5%
Management of Companies	29		30	31	0%
Admin. Support & Cleaning Services	104		161	165	1%
Education	100		230	235	2%
Health & Social Assistance	1,466	78%	1,882	1,925	15%
Arts, Entertainment & Recreation	556		1,209	1,236	9%
Accommodations & Food Services	1,581	89%	1,769	1,809	14%
Other Services (except Public Admin.)	453	45%	998	1,021	8%
Public	1,642	91%	1,799	1,840	14%
Government	1,642	91%	1,799	1,840	14%
Total Employment	9,058	71%	12,816	13,107	100%

Source: 2004 covered employment from confidential Quarterly Census of Employment and Workforce data provided by the Oregon Employment Department. Employment summarized by land use type by ECONorthwest. Covered employment as a percent of total employment calculated by ECONorthwest using data for Jackson County employment from the U.S. Department of Commerce, Bureau of Economic Analysis (total) and the Oregon Employment Department (covered). 2004 total employment converted to 2007 total employment by ECONorthwest using an annual growth rate of 0.75% over three years.

POTENTIAL GROWTH INDUSTRIES

An analysis of growth industries in Ashland should address two main questions: (1) Which industries is Ashland most likely to attract and (2) Which industries best meet Ashland economic objectives? The types of industries that Ashland wants to attract have the following attributes: high-wage, stable jobs with benefits; non-polluting industries; industries that use comparatively little water; and industries that are compatible with Ashland's community values. The analysis of economic conditions and trends in Section II and Ashland's comparative advantages in Section III have implications for the industries with potential for

growth in Ashland. Based on these assumptions, the types of firms that may locate in Ashland include the following:

Retail and Services. About three-quarters of Ashland's current employment is in retail and services. The State's forecast for nonfarm employment forecast for 2004 to 2014 (Table A-9) projects that about two-thirds of employment growth in Region 8, which includes Jackson County, will be in Retail and Services. Ashland may attract the following industries:

- Ashland may attract retail and services to serve residents, such as financial institutions, drug stores, and grocery stores.
- The aging population in Ashland, both from aging of existing residents and in-migration of retirees, may attract healthcare related firms that provide services to older people, such as assisted living facilities or retirement centers.
- Population growth, changing demographics, and tourism may drive more development of small and specialty retail shops, as well as offices for business, professional, and health care services.
- Ashland's amenities, high quality of life, and the presence of Southern Oregon University may be attractive for firms engaged in professional, scientific and technical services, such as software design, engineering, and research.
- Ashland's proximity to outdoor recreation areas and attractions like the Shakespeare Festival makes Ashland highly attractive to tourists. Industries that serve tourists, such as food services, accommodations, and specialty retail, are likely to grow if tourism increases.

Manufacturing and Light Industrial. Ashland has comparative advantages, such as location, access to transportation, access to natural resources, and high quality of life that may contribute to the growth in employment in the following light industries:

- Ashland should be attractive to small-scale light manufacturing firms. Examples include high-tech electronics, recreational equipment, furniture manufacturing, specialty apparel, and other specialty manufacturing.
- Ashland's high amenities, tourism, and proximity where fruits are grown should make Ashland attractive to viniculture and related industries.
- Ashland may be attractive to small food processing firms, especially firms specializing in organic or natural foods. Constraints on the amount of potable water available in Ashland will discourage water-intensive food processors from locating in Ashland.

Government and Institutional. As population grows in Ashland, government employment will grow. The following types of public employment may grow in Ashland:

- Demand for government services, such as education, will grow with population growth.
- Ashland will continue to be the location for regional institutions such as Southern Oregon University, the Ashland Community Hospital, Ashland City governmental offices, and local schools.

PROJECTION OF TOTAL EMPLOYMENT

Sections II and III presented economic conditions, trends, and forecasts for Ashland, Jackson County, and Oregon. Using these trends and projections to forecast the rate of total employment growth in Ashland's UGB requires that we make some qualitative judgments about future conditions:

- Employment in Jackson County has grown faster than population since 1980. Demographic and employment data shows that Jackson County the ratio of residents per job has been decreasing since 1980, meaning that there are more jobs per person in Jackson County in 2005 than there were in 1980.
- Ashland's ratio of residents per job is lower than Jackson County's. This indicates that Ashland is an employment center in Jackson County. People work in Ashland but live in other cities.
- Ashland's residential and employment markets are unique in Jackson County and possibly unique in Oregon. Housing prices and housing densities are higher in Ashland than in most places in Oregon, except the Portland Metro area. Even with the higher housing prices and densities, Ashland continues to be attractive to residents and businesses. ECO assumes that employment in Ashland will continue to grow faster than population.
- The employment capacity, described in Section IV, on vacant and partially vacant industrial and other employment lands in Ashland is between about 1,600 and 2,250 employees.

Based on these judgments, historic employment growth in Jackson County, and the population growth rates forecast for Jackson County and Ashland, it appears that an appropriate assumption for the average annual rate of total employment growth is 0.75% for the next twenty years. Table C-2 shows the result of applying this growth rate to the total employment base in Ashland estimated in Table C-1. Between 2027 to 2057, we assumed that employment growth would slow to 0.35% annually. This results in an average annual growth rate of 0.51% for the 2007-2057 period.

Table 4-2. Total employment growth in Ashland's UGB area, 2007–2057

Year	Total Employment
2007	13,107
2012	13,606
2017	14,124
2022	14,662
2027	15,220
2037	15,761
2047	16,321
2057	16,901
2007-2027	
Growth	2,113
% Growth	16%
AAGR	0.75%
2007-2057	
Growth	3,794
% Growth	29%
AAGR	0.51%

Source: ECONorthwest.

Note: shaded cells indicate assumptions by ECONorthwest.

To estimate employment growth by land use type in the Ashland UGB, ECO took the forecasted level of total employment in 2027 (15,220) and estimated the distribution of this employment among the three categories of land use types. Table C-3 shows the share of employment by land use type in 2007 and the assumed shares in 2027 and 2057. The forecast by land use category does not anticipate a significant shift in the distribution of employment between 2007 and 2027.

Table C-3. Employment growth by land use type in Ashland's UGB, 2007–2057

Land Use Type	2007 Total	% of Total	2027 Total	2057 Total	% of Total	2007-2027 Growth	2007-2057 Growth
Retail and Services	9,764	74%	10,654	11,831	70%	890	2,067
Industrial	1,503	11%	2,283	2,535	15%	780	1,032
Government	1,840	14%	2,283	2,535	15%	443	695
Total Employment	13,107	100%	15,220	16,901	100%	2,113	3,794

Source: ECONorthwest.

Note: shaded cells indicate assumptions by ECONorthwest.

ALLOCATION OF EMPLOYMENT TO LAND-USE TYPES

Employment growth in Ashland will drive demand for industrial, commercial, and public land. To estimate the demand for land generated by employment growth, ECO used factors for the number of employees per acre for each of the three land use types used in the employment forecast. ECO began this step by

making a deduction from total new employment (we refer to this as the “refill” assumption). This deduction accounts for:

- **Percent of total employment growth that requires no commercial or industrial built space or land.** Some new employment will occur outside commercial and industrial built space or land. For example, some construction contractors may work out of their homes, with no need for a shop or office space on non-residential land.
- **Percent of employment growth on non-residential developed land currently developed.** Some employment growth will be accommodated on existing developed or redeveloped land, as when an existing firm adds employees without expanding space.

Typical refill deductions range from 10% in small cities to 30% or more for larger areas. For example, Portland Metro estimated refill at around 40% for 1996 and 1997 in a small empirical study they conducted. A reasonable refill rate for Ashland probably falls somewhere in the middle. Based on analysis of the City’s buildable land inventory, ECO estimates that Ashland has capacity for 700-800 employees on redevelopable lands. This redevelopment potential adds 30% to 50% to the City’s overall employment capacity. Moreover, the City has a high rate of employment that is not located on lands designated for employment uses. About 17% of all employees in Ashland in 2004 were located in residential zones. However, some employers (retail and manufacturing, for example) will be required to locate on employment land. Thus, it is reasonable to assume that 20% of new employment will not require vacant commercial or industrial land.

The next set of assumptions needed to estimate non-residential land need is employees per acre (EPA). This variable is defined as the number of employees per acre on non-residential land that is developed to accommodate employment growth. There are few empirical studies of the number of employees per acre, and these studies report a wide range of results. Ultimately the employees/acre assumptions reflect a judgment about average densities and typically reflect a desire for increased density of development. The final assumption is a net to gross factor. The EPA assumptions are employees per *net* acre (e.g., acres that are in tax lots). As land gets divided and developed, some of the land goes for right-of-way and other public uses. The net to gross factor varies by land use, but 25% is a reasonable assumption for employment lands. This assumption is consistent with the net to gross factor used by the City in the Buildable Lands Update.

Table C-4 shows estimated demand for employment land in the Ashland UGB by land use type for the 2007-2027 and 2007-2057 periods. The results show that Ashland will need an estimated 165 gross acres of land for employment within its UGB for the 2007-2027 period and 283 gross acres between the 2007-2057 period.

Table C-4. Estimated demand for employment land in the Ashland UGB by land use type, 2007–2027 and 2007-2057

Land Use Type	Total New Emp.	Emp. On Refill Land	Emp. on New Land	Emp. Per Net Acre	Land Need (Net Acres)	Land Need (Gross Acres)
2007-2027						
Retail and Services	890	178	712	17	41.9	55.8
Industrial	780	156	624	12	52.0	69.3
Government	443	89	354	12	29.5	39.4
Total	2,113	423	1,690		123.4	164.6
2007-2057						
Retail and Services	2,067	413	1,654	17	97.3	129.7
Industrial	1,032	206	826	12	68.8	91.7
Government	695	139	556	12	46.3	61.8
Total	3,794	379	3,415		212.4	283.2





















Source: ECONorthwest.

Employment growth in Ashland is expected in each of the categories defined by type of land use: Retail and Services, Industrial, and Government. There are a wide variety of firms within each of these categories, and the required site and building characteristics for these firms range widely. As such, a variety of parcel sizes, building types, and land use designations in Ashland are required to accommodate expected growth.



CITY OF ASHLAND

COMPREHENSIVE PLAN MAP

	Commercial		Low Density Residential		North Mountain Plan
	Downtown		Single Family Residential		Croman Mill Plan
	Employment		Multi-Family Residential		Southern Oregon University
	Industrial		High Density Residential		Woodland
	Health Care		Suburban Residential		City Parks
	Airport		Single Family Residential Reserve		Conservation Areas
	City Limits				
	Urban Growth Boundary				



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

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

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

Chapter II, Introduction and Definitions

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

1. Croman Mill Site Redevelopment Plan (2008) by Ordinance ____ on _____.

Chapter IV, Environmental Resources

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

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

Chapter VII, Economy

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

1. City of Ashland: Economic Opportunities Analysis (April 2007) by Ordinance ____ on _____.

ORDINANCE NO. 3031

AN ORDINANCE AMENDING AMC 18.72.080.C SITE DESIGN REVIEW STANDARDS TO ADD NEW SITE DESIGN AND USE STANDARDS FOR THE CROMAN MILL DISTRICT

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

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

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

WHEREAS, the City of Ashland Planning Commission considered the above-referenced recommended amendments to the Ashland Municipal Code and Land Use Ordinances at a duly advertised public hearing on January 12, 2010 and subsequent public hearing continuance dates, and on February 23, 2010, following deliberations, recommended approval of the amendments by a vote of 6-2; and

WHEREAS, the City Council of the City of Ashland conducted a duly advertised public hearing on the above-referenced amendments on April 6, 2010 and on subsequent public hearing continuance dates; and

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

WHEREAS, the City Council of the City of Ashland has determined that in order to protect and benefit the health, safety and welfare of existing and future residents of the City, it is necessary to amend the Ashland Municipal Code and Land Use Ordinance in manner proposed, that an adequate factual base exists for the amendments, the amendments are consistent with the comprehensive plan and that such amendments are fully supported by the record of this proceeding.

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

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

SECTION 2. The Ashland Site Design and Use Standards authorized in Section 18.72.080.C, are hereby amended to add a new Subsection VIII [CROMAN MILL DISTRICT STANDARDS] and is set forth in full codified form on the attached Exhibit A and made a part hereof by this reference, and said section is hereby added to the Ashland Municipal Code.

SECTION 3. Severability. The sections, subsections, paragraphs and clauses of this ordinance are severable. The invalidity of one section, subsection, paragraph, or clause shall not affect the validity of the remaining sections, subsections, paragraphs and clauses.

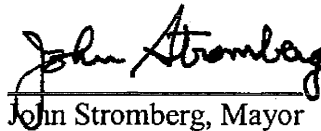
SECTION 4. Codification. Provisions of this Ordinance shall be incorporated in the City Code and the word "ordinance" may be changed to "code", "article", "section", or another word, and the sections of this Ordinance may be renumbered, or re-lettered, provided however that any Whereas clauses and boilerplate provisions, and text descriptions of amendments (i.e. Sections 1-4) need not be codified and the City Recorder is authorized to correct any cross-references and any typographical errors.

The foregoing ordinance was first read by title only in accordance with Article X, Section 2(C) of the City Charter on the 3 day of August, 2010, and duly PASSED and ADOPTED this 17 day of August, 2010.



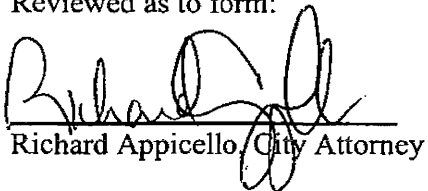
Barbara M. Christensen, City Recorder

SIGNED and APPROVED this 18 day of August, 2010.



John Stromberg, Mayor

Reviewed as to form:



Richard Appicello, City Attorney

SECTION VIII

Croman Mill District Standards

Adopted by the Ashland City Council date
Ordinance ###

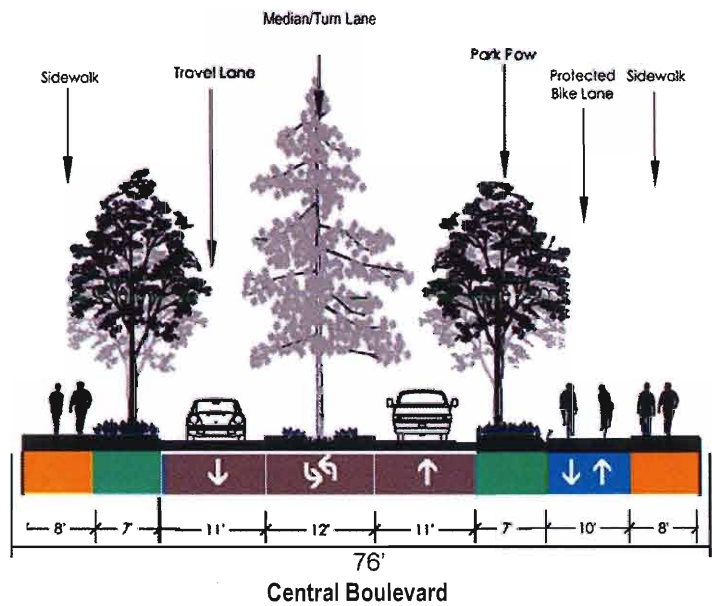
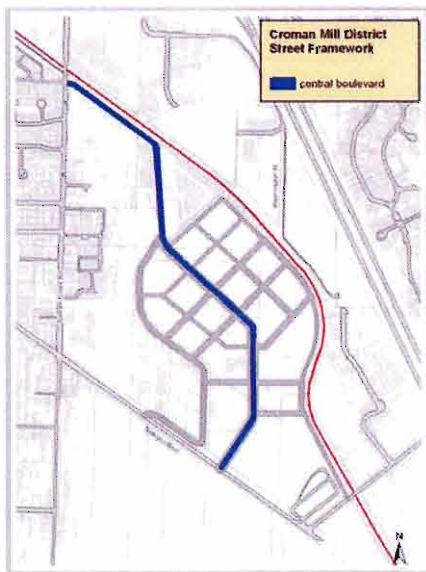
A. Street Standards

VIII-A-1 Street Design

The design and construction of streets and public improvements shall be in accordance with the Ashland Street Standards, except as otherwise required for the following facilities within the Croman Mill District. A change in the design of a street in a manner inconsistent with the Croman Mill District Street Design Standards requires a minor amendment in accordance with Section 18.53.020.B.

1. Central Boulevard

The tree-lined boulevards along Siskiyou Boulevard and Ashland Street are an easily identifiable feature of Ashland's boulevard network. Application of this street design to the Central Boulevard will create a seamless boulevard loop, linking the Croman Mill district with downtown Ashland. The Central Boulevard also serves as the front door to the Croman Mill district, creating a positive first impression when entering the district. Options addressing the street configuration and intersection geometry will be evaluated with the final design of the Central Boulevard.

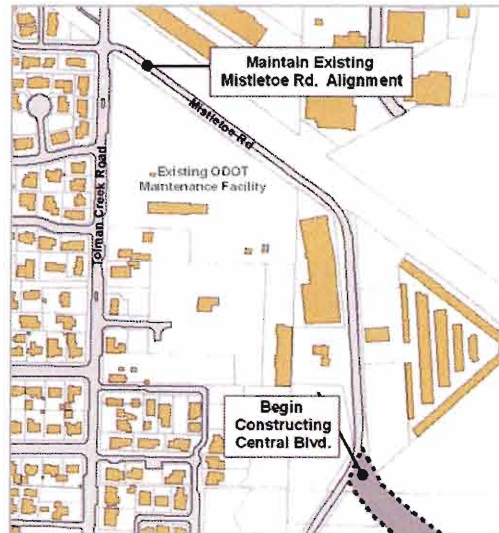


2. Phased Street Plan

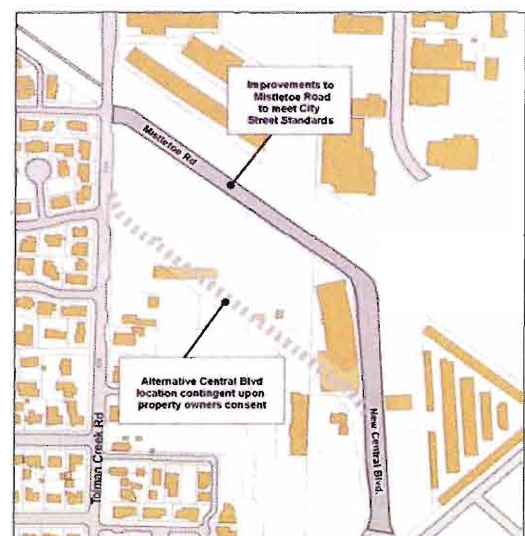
Build-out of the Central Boulevard can be accommodated through a phased development plan.



- a. **Phase I** implementation will require:
- i. Maintain the existing Mistletoe Road alignment from Tolman Creek Road to the northwest corner of the Croman Mill site.
 - ii. Include developer-constructed minor improvements to the existing portion of Mistletoe Road such as a minimum six-foot wide sidewalk on the north side of the street, two 11-foot travel lanes and the addition of a left-turn pocket at the intersection with Tolman Creek Road.
 - iii. A developer-constructed three-lane Central Boulevard from the northwest corner of the district to Siskiyou Boulevard.

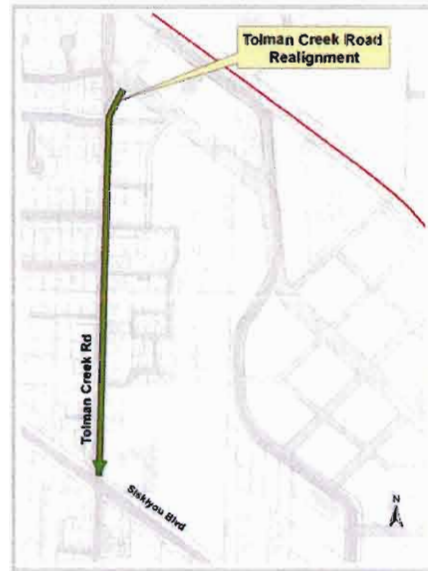


- b. **Phase II** implementation will require:
- i. Options addressing the street configuration and intersection geometry will be evaluated with the final design of the Central Boulevard. Final street configuration may involve a modification in the Central Boulevard cross section (e.g. delete on-street parking lanes) to address limitations to right-of-way width (e.g. existing buildings).
 - ii. The alternative Central Boulevard location and realignment of Tolman Creek Road is contingent upon property owners consent, and future sale and relocation of the existing ODOT maintenance yard.



3. Tolman Creek Road Realignment

Additional traffic will be generated by the redevelopment of the Croman Mill district. The alternative Central Boulevard location includes the realignment of Tolman Creek Road with the Central Boulevard to discourage non-local through traffic in the Tolman Creek neighborhood and in the Bellview School area. The modifications to the street network will preserve neighborhood character and address impacts to the neighborhood by directing traffic away from the neighborhood and Bellview School, and toward the Croman Mill district while maintaining access to Tolman Creek Road for neighborhood-generated trips.



Key elements of the realigned Tolman Creek Road include:

- Two through traffic lanes and a northbound turn lane.
- New traffic signal.
- Bike lanes.
- Sidewalks separated from auto traffic by landscaping and canopy trees.
- Landscaped neighborhood gateway.
- Evaluation of the intersection alignment of local streets with Tolman Creek Road including Takelma Way, Grizzly Drive and Nova Drive.



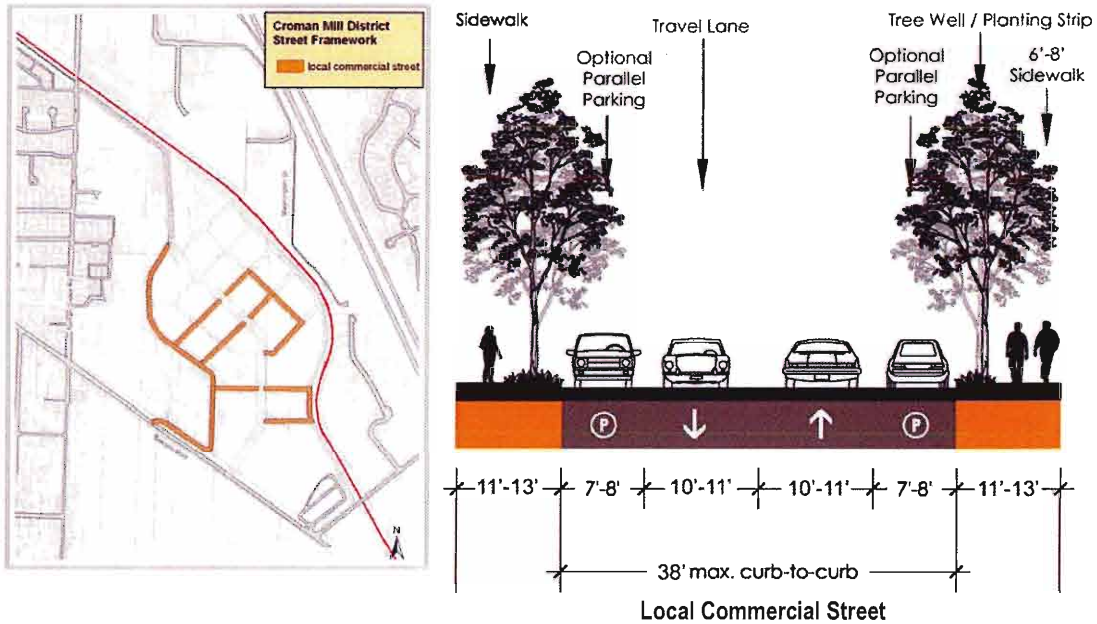
Tolman Creek Road Realignment



Neighborhood Center and Potential Tolman Creek Road Realignment

4. Local Commercial Streets

Local Commercial Streets provide district circulation to and from employment uses, the Central Park and the neighborhood center.

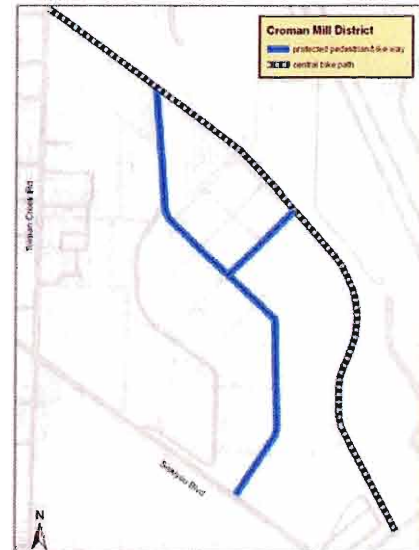


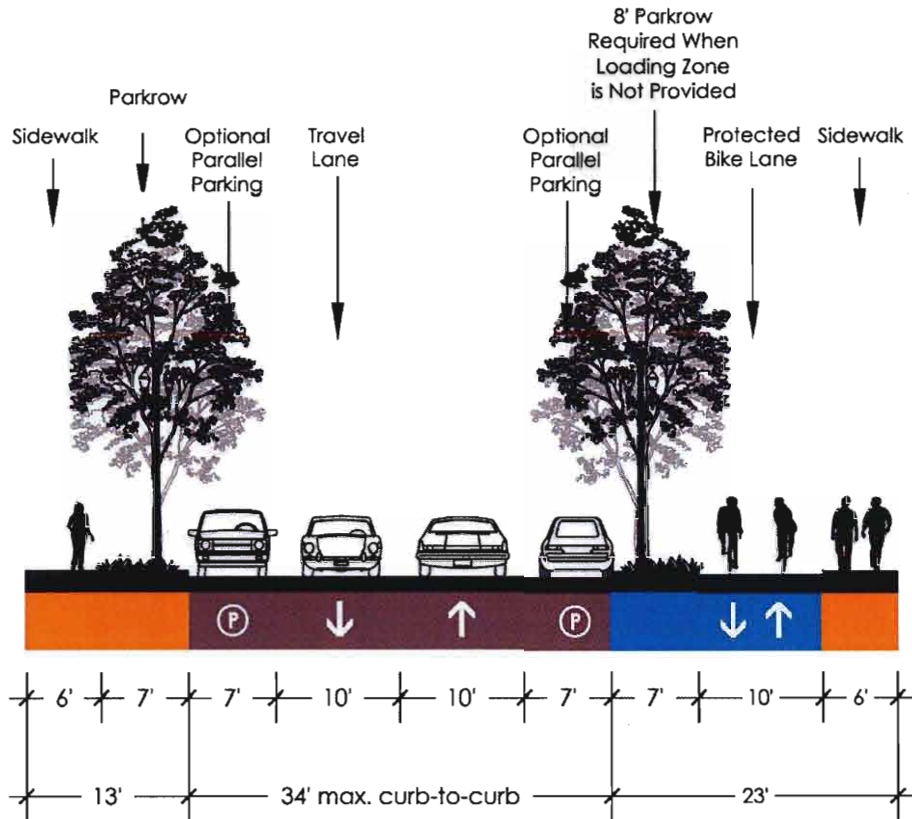
5. Protected Bike Lane

The protected bike lane runs parallel to the Central Boulevard and connects with the City's existing Central Bike Path in two locations – adjacent to the Central Park and at the neighborhood center.

The design of the protected bike lane should include the following elements:

- A grade-separated two-way colored bicycle lane buffered from on-street parking by landscaping.
- A sidewalk separated from the bicycle lane by striping, bollard, grade separation or other treatments.
- Tabled intersections.
- Elimination of auto right turns on red at intersections.
- Incorporate rumble strips along the bike lane at the approaches to all intersections.
- Signage, lighting or other treatments to alert drivers, pedestrians and riders approaching intersections.
- Consideration of a bikes-only signal phase at signalized intersections.

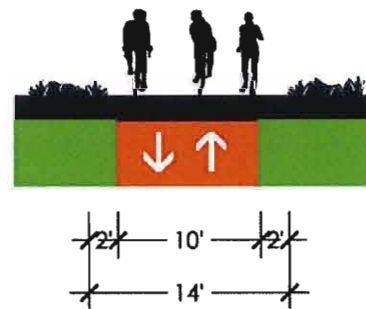




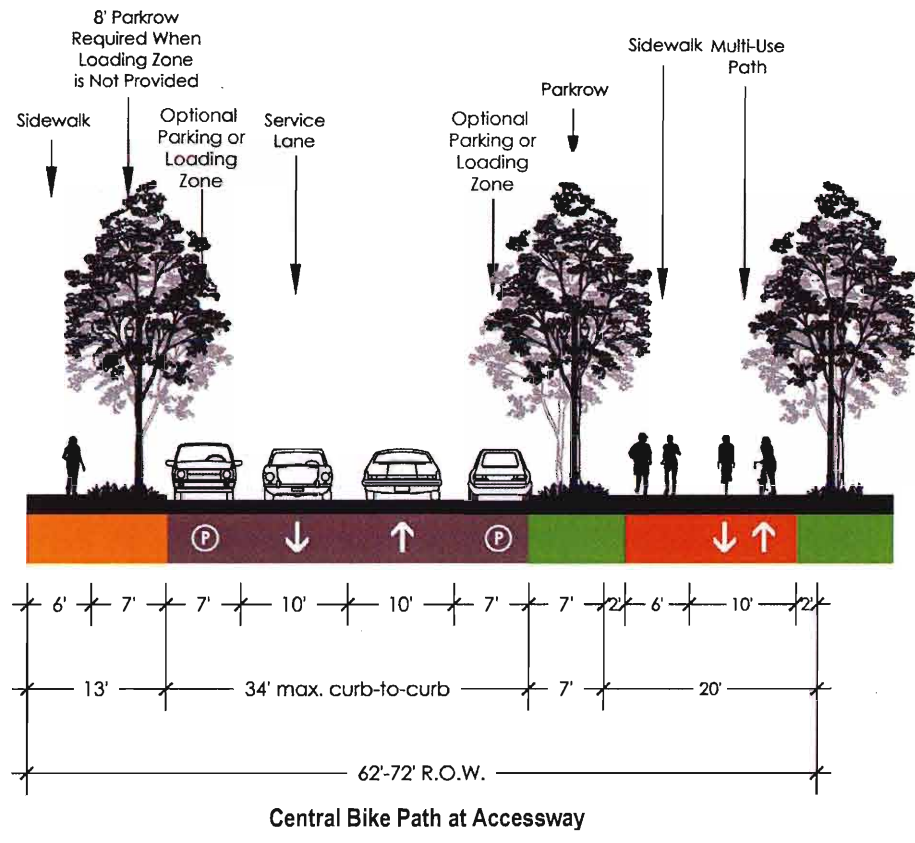
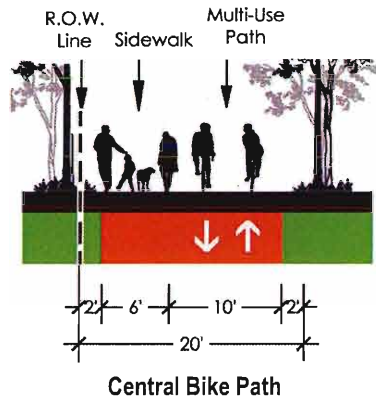
Local Commercial Street with Protected Bike Lane

6. Multi-use Paths

The multi-use paths provide pedestrian and bicycle connections between the district and adjacent neighborhood, employment and commercial areas. The plan includes the extension of the Central Bike Path and the establishment of the Hamilton Creek Greenway trail. The Central Bike Path extends the existing multi-use path along the southern edge of the CORP rail line within a 20-foot wide dedicated easement, and serves as a viable commuter route and link to the downtown. The Hamilton Creek Greenway trail provides access to the neighborhood center and an east/west connection across the creek.

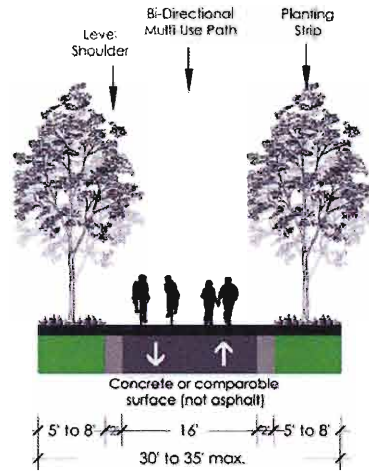
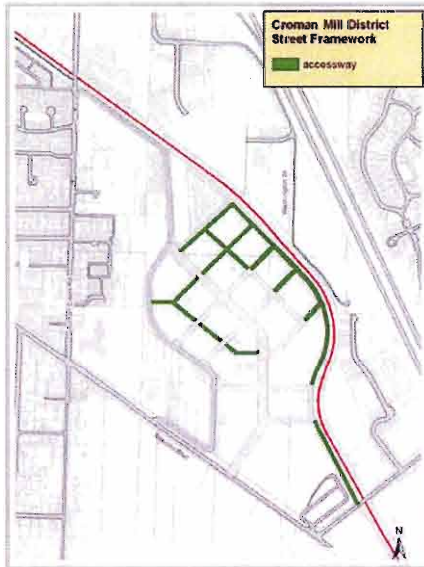


Multi-Use Path

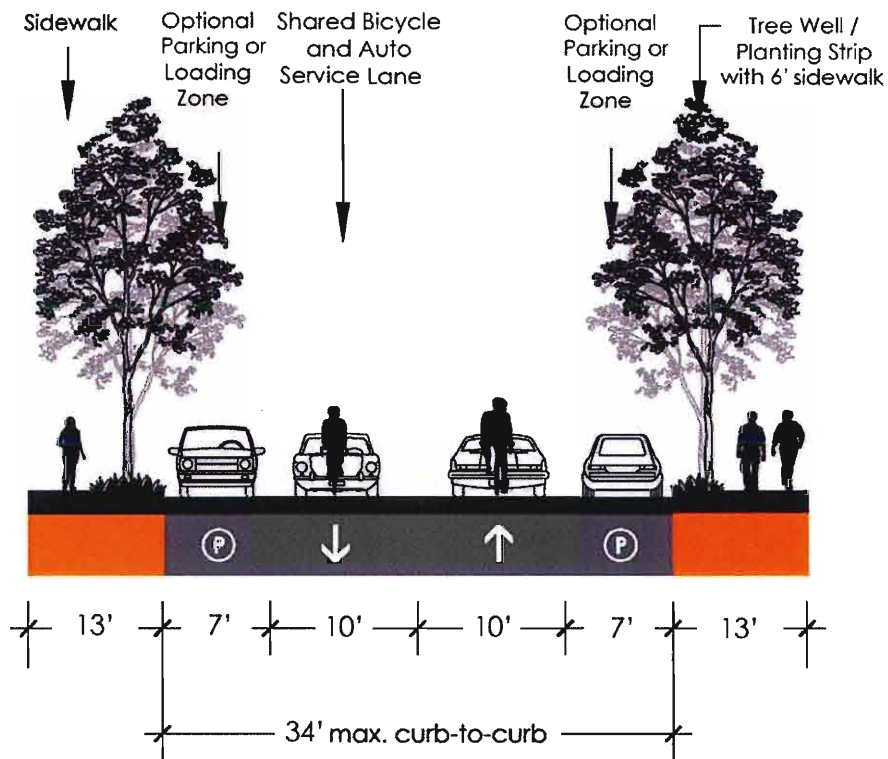


7. Accessways

The accessways are intended to balance circulation needs of pedestrians, bicycles and vehicular access, and to preserve the grid that encourages development of a form that is of human scale and proportion. The accessways would connect the Central Boulevard to the Central Bike Path and allow for shared bicycle, travel lanes, optional on-street parking, and temporary loading zones as necessary to serve development sites.



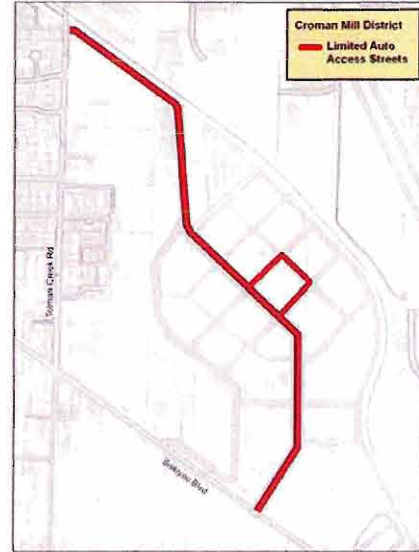
Accessway: Multi-Use Path Option



Accessway: Full Street Option

VIII-A-2 Limited Auto Access Streets

Developments abutting the Central Boulevard and the Central Park shall not have curb cuts through the sidewalk and the protected bike lane on the Limited Auto Access Streets as indicated on the Limited Access Streets map. A modification of a driveway access location in a manner inconsistent with the Croman Mill District Standards requires a minor amendment in accordance with Section 18.53.020.B.



VIII-A-3 Access

1. Street and driveway access points in the Croman overlay zones shall be limited to the following.
 - a. Distance Between Driveways.
 - On Collector Streets – 75 feet
 - On Local Streets and Accessways – 50 feet
 - b. Distance from Intersections
 - On Collector Streets – 50 feet
 - On Local Streets and Accessways – 35 feet
2. Shared Access. All lots shall provide a shared driveway aisle to abutting parking areas that is at least 20 feet in width. The applicant shall grant a common access easement across the lot. If the site is served by a shared access or alley, access for motor vehicles must be from the shared access or alley and not from the street frontage.

VIII-A-4 On-Street Parking

On-street parallel parking may be required along the Central Boulevard and local streets as indicated on the On-Street Parking map. If on-street parking is required on streets identified on the On-Street Parking map, angled parking and loading zones are prohibited on these streets. Options addressing the street configuration will be evaluated with the final design of the streets identified on the On-Street Parking map.



B. Design Standards

The Croman Mill District Design Standards provide specific requirements for the physical orientation, uses and arrangement of buildings; the management of parking; and access to development parcels. Development located in the Croman Mill District shall be designed and constructed consistent with the following Design Standards. Additional design standards apply and are specified for developments located adjacent to an Active Edge Street, or that are located within the NC, MU and OE overlay zones. A site layout, landscaping or building design in a manner inconsistent with the Croman Mill District Design Standards requires a minor amendment in accordance with Section 18.53.020.B.

VIII-B-1 Orientation and Scale

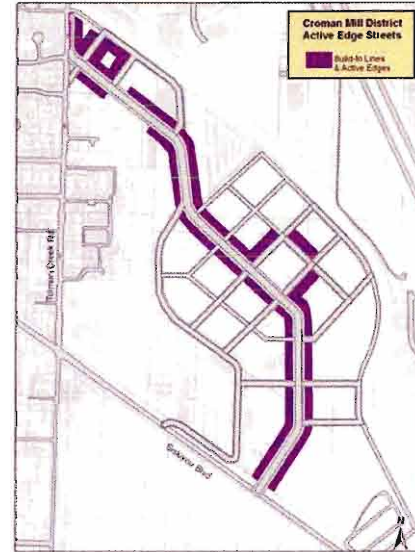
1. Buildings shall have their primary orientation toward the street rather than the parking area. Building entrances shall be oriented toward the street and shall be accessed from a public sidewalk. All front doors must face streets and walkways. Where buildings are located on a corner lot, the entrance shall be oriented toward the higher order street or to the lot corner at the intersection of the streets. Buildings shall be located as close to the intersection corner as practicable. Public sidewalks shall be provided adjacent to a public street along the street frontage.
2. Building entrances shall be located within ten 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 an improved access or for sites with multiple buildings where this standard is met by other buildings. The entrance shall be designed to be clearly visible, functional and shall be open to the public during all business hours.
3. Automobile circulation or parking shall not be allowed between the building and the right-of-way.
4. These requirements may be waived if the building is not along an Active Edge Street and is not accessed by pedestrians, such as warehouses and industrial buildings without attached offices.
5. Buildings shall incorporate lighting and changes in mass, surface or finish giving emphasis to entrances.

Additional Orientation and Scale Standards for Developments Adjacent to Active Edge Streets, or Within NC, MU and OE Overlays:

6. Building frontages greater than 100 feet in length shall have offsets, jogs or have other distinctive changes in the building façade.
7. Buildings shall incorporate arcades, roofs, alcoves, porticoes and awnings that protect pedestrians from the rain and sun.
8. Buildings shall incorporate display areas, windows and doorways as follows. Windows must allow view into working areas or lobbies, pedestrian entrances or display areas. Blank walls within 30 feet of the street are prohibited.
 - a. **For Buildings Within the NC, MU and OE Overlays and Not Adjacent to an Active Edge Street.** Any wall which is within 30 feet of the street, plaza or other public open space shall contain at least 20% of the wall area facing the street in display areas, windows, or doorways. Up to 40% of the length of the building perimeter can be exempted for this standard if oriented toward loading or service areas.



- b. **For Buildings Adjacent to Active Edge Streets.** At least 50% of the first-floor façade is comprised of transparent openings (clear glass) between three and eight feet above grade.



VIII-B-2 Parking Areas and On-site Circulation

1. Primary parking areas shall be located behind buildings with limited parking on one side of the building.
2. Parking areas shall be shaded by deciduous trees, buffered from adjacent non-residential uses and screened from non-residential uses.
3. Parking areas shall meet the Parking Lot Landscaping and Screening Standards of Section II-D of the Site Design and Use Standards.

Additional Parking Area and On-site Circulation Standards for Developments Adjacent to Active Edge Streets, or Within NC, MU and OE Overlays:

4. Parking areas shall be located behind buildings.
5. Protected raised walkways shall be installed through parking areas of 50 or more spaces or more than 100 feet in average width or depth.
6. Parking lots with 50 spaces or more shall be divided into separate areas and divided by landscaped areas or walkways at least ten feet in width, or by a building or group of buildings.
7. Developments of one acre or more must provide a pedestrian and bicycle circulation plan for the site. On-site pedestrian walkways must be lighted to a level where the system can be used at night by employees, residents and customers. Pedestrian walkways shall be directly linked to entrances and to the internal circulation of the building.

VIII-B-3 Automobile Parking

With the exception of the standards described below, automobile parking shall be provided in accordance with the Off-Street Parking chapter 18.92, Section VIII-C Croman Mill District Green Development Standards, and Section II–D Parking Lot Landscaping and Screening Standards of the Site Design and Use Standards.

1. **Credit for Automobile Parking.** The amount of required off-street parking shall be reduced by not more than 50%, through application of the following credits.
 - a. On-Street Credit: One off-street parking space credit for every on-street space.
 - b. TDM Plan Credit: Through implementation of an individual Transportation Demand Management (TDM) plan that demonstrates a reduction of long term parking demand by a percentage equal to the credit requested.
 - c. Mixed Use Credit: Through a mixed-use parking arrangement that demonstrates the peak parking demands are offset. The credit shall reduce the off-street parking requirement by a percentage equal to the offset in parking demand.
 - d. Shared Parking Credit: One off-street parking space credit for every space constructed in designated off-site shared parking areas, or through payment of in-

lieu-of-parking fees for a common parking structure(s) upon establishment of a parking management strategy for the Croman Mill District.

2. **Maximum On-Site Surface Parking.** After a parking management strategy for the Croman Mill District is in place, a maximum of 50% of the required off-street parking can be constructed as surface parking on any development site. The remaining parking requirement can be met through one or a combination of the credits for automobile parking in VIII-B-3(1).

VIII-B-4 Streetscape

1. One street tree chosen from the street tree list shall be placed for each 30 feet of frontage for that portion of the development fronting the street. Street trees shall meet the Street Tree Standards in Section II-E of the Site Design and Use Standards.

Additional Streetscape Standards for Developments Adjacent to Active Edge Streets, or Within NC, MU and OE Overlays:

2. Hardscape (paving material) shall be utilized to designate “people” areas. Sample materials could be unit masonry, scored and colored concrete, pavers or combinations of the above.
3. A building shall be setback not more than ten feet from a public sidewalk unless the area is used for pedestrian entries such as alcoves, or for pedestrian activities such as plazas or outside eating areas. This standard shall apply to both street frontages on corner lots. If more than one structure is proposed for a site, at least 65% of the aggregate building frontage shall be within ten feet of the sidewalk.

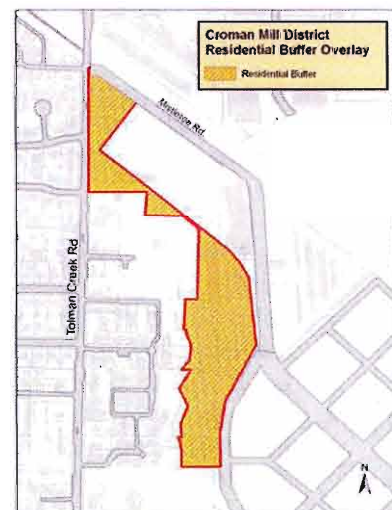
VIII-B-5 Building Materials

Bright or neon paint colors used extensively to attract attention to the building or use are prohibited. Buildings may not incorporate glass as a majority of the building skin.

VIII-B-6 Building Height Requirements

All buildings shall have a minimum height as indicated in the Building Height Requirements Map and Dimensional Standards Table, and shall not exceed the maximum height except as provided for a performance standard bonus.

1. **Street Wall Height:** Maximum street wall façade height for the Croman Mill district for all structures located outside the Residential Buffer Zone is 50 feet.
2. **Upper-floor Setback:** Buildings taller than 50 feet must step back upper stories, beginning with the fourth story, by at least six feet measured from the façade of the street wall facing the street, alleyway, public park or open space.
3. **Residential Buffer Zone:** All buildings in the Croman Mill District within the Residential Buffer Zone shall meet the following height standards:
 - a. **Maximum Height:** The maximum height allowance without a performance standards bonus for all structures within the Residential Buffer Zone is 35



- feet in the NC overlay and 40 feet in the MU, and the maximum height with a bonus is 40 feet in accordance with VIII-C-13 Performance Standard Bonus.
- b. Upper Floor Setback Requirements: Buildings taller than two stories must step back the third story by at least six feet measured from the façade facing the street, alleyway, public park or open space.
4. **Architectural Standards for Large Scale Buildings Located Adjacent to Active Edge Streets, or Within NC, MU and OE Overlays:** The following architectural standards will apply to all buildings with a gross floor area greater than 10,000 square feet, a façade length in excess of 100 feet or a height taller than 45 feet.
- a. On upper floors use windows and/or architectural features that provide interest on all four sides of the building.
 - b. Use recesses and projections to visually divide building surfaces into smaller scale elements.
 - c. Use color or materials to visually reduce the size, bulk and scale of the building.
 - d. Divide large building masses into heights and sizes that relate to human scale by incorporating changes in building masses or direction, sheltering roofs, a distinct pattern of divisions on surfaces, windows, trees and small scale lighting.
 - e. On-site circulation systems shall incorporate a streetscape which includes curbs, sidewalks, pedestrian scale light standards and street trees.

VIII-B-7 Landscaping

1. Efforts shall be made to save as many existing healthy trees and shrubs on the site as possible.
2. Landscaping design shall utilize a variety of low water use deciduous and evergreen trees and shrubs and flowering plant species as described in the mandatory policies in Section III – Water Conserving Landscaping Guidelines and Policies.
3. For developments in the CI Overlay and not adjacent to an Active Edge Street, buildings adjacent to streets shall be buffered by landscaped areas at least ten feet in width, unless the area is used for entry features such as alcoves or as hardscape areas for pedestrian activities such as plazas or outside eating areas.
4. Loading facilities shall be screened and buffered when adjacent to residentially zoned land.
5. Landscaping shall be designed so that 50% coverage occurs after one year and 90% coverage occurs after five years.
6. Irrigation systems shall be installed to assure landscaping success.

VIII-B-8 Lighting

Lighting shall include adequate lights that are scaled for pedestrians by including light standards or placements of no greater than 14 feet in height along pedestrian pathways.

VIII-B-9 Screening Mechanical Equipment

1. Screen rooftop mechanical equipment from public rights-of-way or adjacent residentially zoned property through extended parapets or other roof forms that are integrated into the overall composition of the building. Screen ground floor mechanical equipment from public rights-of-way or adjacent residentially zoned property.
2. Parapets may be erected up to five feet above the calculated building height, and shall be no greater than five feet above the height limit specified in the district in accordance with the Dimensional Standards Table in Section 18.53.050.

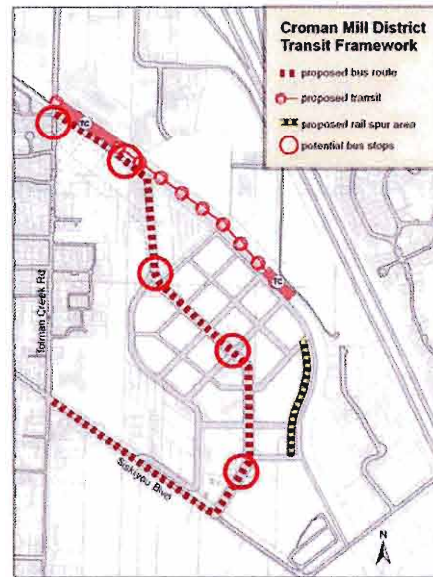


3. Solar energy systems are exempt from this standard. Additionally, rooftop solar energy systems may be erected up to five feet above the calculated building height, and shall be no greater than five feet above the height limit specified in the district in accordance with the Dimensional Standards Table in Section 18.53.050.
4. Installation of mechanical equipment requires Site Review approval unless otherwise exempted per Section 18.72.030.B.3.

VIII-B-10 Transit Facilities Standards

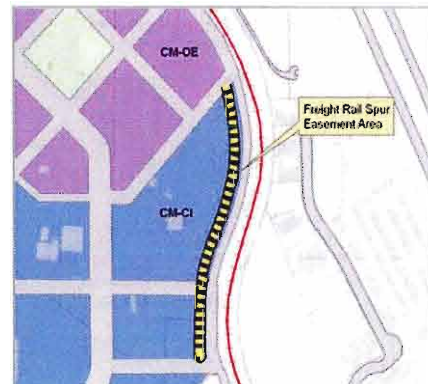
The location of planned transit routes within the Croman Mill District shall be defined according to the Croman Mill District Transit Framework map in collaboration with the local transit authority. Transit service facilities such as planned bus rapid transit facilities, shelters and pullouts shall be integrated into the development application consistent with the following standards.

1. All Large Scale development located on an existing or planned transit route shall accommodate a transit stop and other associated transit facilities unless the Director of Community Development determines that adequate transit facilities already exist to serve the needs of the development; or
2. Provide the City with a bond or other suitable collateral ensuring satisfactory completion of the transit facilities at the time transit service is provided to the development. Suitable collateral may be in the form of security interest, letters of credit, certificates of deposit, cash bonds, bonds or other suitable collateral as determined by the City Administrator.



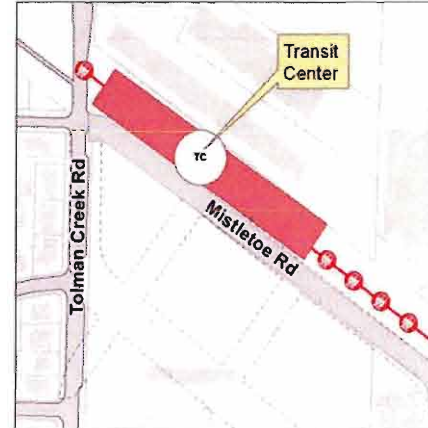
VIII-B-11 Freight Rail Spur Easement – Compatible Industrial (CI)

1. A Rail Spur easement a minimum of 500 feet in length by 25 feet in width shall be set aside at the approximate location presented on the Croman Mill District Transit Framework Map.
2. No buildings or permanent structures can be established within the spur easement so not to preclude installation of a rail spur for freight loading and unloading.
3. Buildings adjacent to the reserve strip shall be designed and configured to permit loading and unloading.



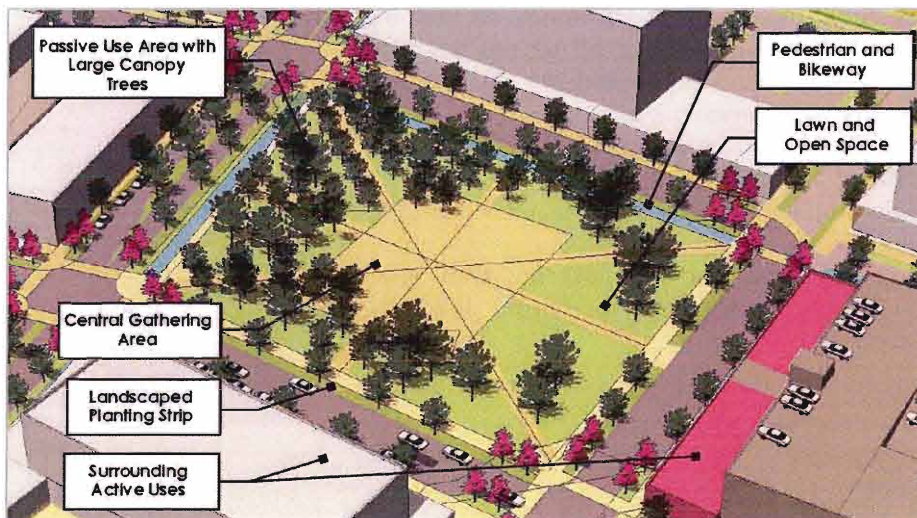
VIII-B-12 Commuter Rail Platform Easement – Neighborhood Commercial (NC)

1. A Commuter Rail Platform easement or designated rail road right-of-way a minimum of 400 feet in length and 25 feet in width shall be set aside at the approximate location presented on the Croman Mill District Transit Plan Map.
2. No buildings or permanent structures can be established within the platform easement so as not to preclude installation of a commuter rail platform or planned bus rapid transit facility for loading and unloading.
3. Buildings adjacent to the reserve strip shall be designed and configured to permit loading and unloading.



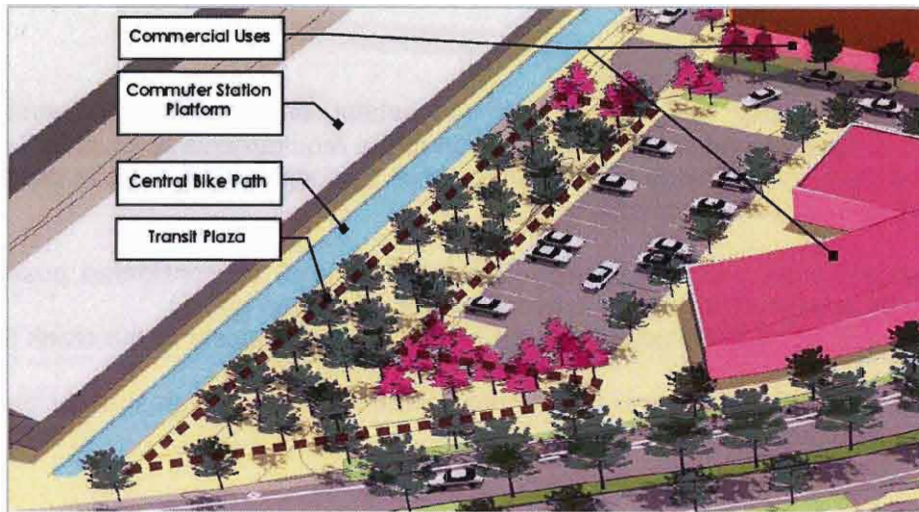
VIII-B-13 Open Spaces

1. **Central Park.** The purpose of the Central Park is to serve as a public amenity and accommodate the daily needs of employees (e.g. breaks, lunch time) as well as for special events that will attract residents citywide. The Central Park design shall provide a minimum of the following elements.
 - a. Circulation through and around the park.
 - b. A centrally located hardscape area to accommodate large gatherings, and of no more than 50% of the total park area.
 - c. Street furniture, including lighting, benches, low walls and trash receptacles along walkways and the park perimeter.
 - d. Simple and durable materials.
 - e. Trees and landscaping that provide visual interest with a diversity of plant materials.
 - f. Irregular placement of large-canopy trees within passive areas adjacent to the Central Boulevard.
 - g. Eight-foot minimum sidewalk width and seven-foot minimum parkrow width.
 - h. Landscaped swales to capture and treat runoff.
 - i. Porous solid surfacing for at least 50% of the hardscape area, and paving materials that reduce heat absorption (Solar Reflective Index (SRI) of at least 29).



Central Park

2. **Transit Plaza.** A location for the transit plaza shall be reserved between the commuter rail platform and commercial uses along the Central Boulevard. The design of the plaza shall include the following elements.
 - a. A passenger waiting, loading and unloading area.
 - b. Outdoor gathering space adjacent to commercial uses.
 - c. Accommodate the central bike path.
 - d. Conveniently located and secure bike parking.



Transit Plaza

VIII-B-14 Compact Development

The site layout is compact, and enables future intensification of development and changes to land use over time. The following measures shall be used to demonstrate compliance with this standard.

1. The development achieves the required minimum floor area ratio (FAR) and minimum number of stories, or shall provide a shadow plan that demonstrates how development may be intensified over time for more efficient use of land and to meet the required (FAR) and minimum number of stories; and
2. Opportunities for shared parking are utilized.

C. Green Development Standards

The Croman Mill District Green Development Standards provide specific requirements for the management of stormwater run-off, use and collection of recycled materials, solar orientation and building shading, and conserving natural areas. Development located in the Croman Mill District shall be designed and constructed consistent with the following Green Development Standards. A site layout, landscaping or building design in a manner inconsistent with the Croman Mill District Green Development Standards requires a minor amendment in accordance with Section 18.53.020.B.

VIII-C-1 Conserve Natural Areas

Preserve water quality, natural hydrology and habitat, and preserve biodiversity through protection of streams and wetlands. In addition to the requirements of Chapter 18.63 Water Resources, conserving natural water systems shall be considered in the site design through application of the following standards.

1. Designated stream and wetland protection areas shall be considered positive design elements and incorporated in the overall design of a given project.
2. Native riparian plant materials shall be planted in and adjacent to the creek to enhance habitat.
3. Create a long-term management plan for on-site wetlands, streams, associated habitats and their buffers.

VIII-C-2 Create Diverse Neighborhoods

Use the following measures to encourage diversity in the district by providing a balanced range of housing types that compliment a variety of land uses and employment opportunities.

1. Differentiate units by size and number of bedrooms.
2. For developments including more than four dwelling units, at least 25% of the total units shall be designated as rental units.
3. Affordable purchase housing provided in accordance with the standards established by Resolution 2006-13 for households earning at or below 80% of the area median income shall apply toward the required percentage of rental housing per VIII-C-2(2).
4. Units designated as market rate or affordable rental units shall be retained as one condominium tract under one ownership.

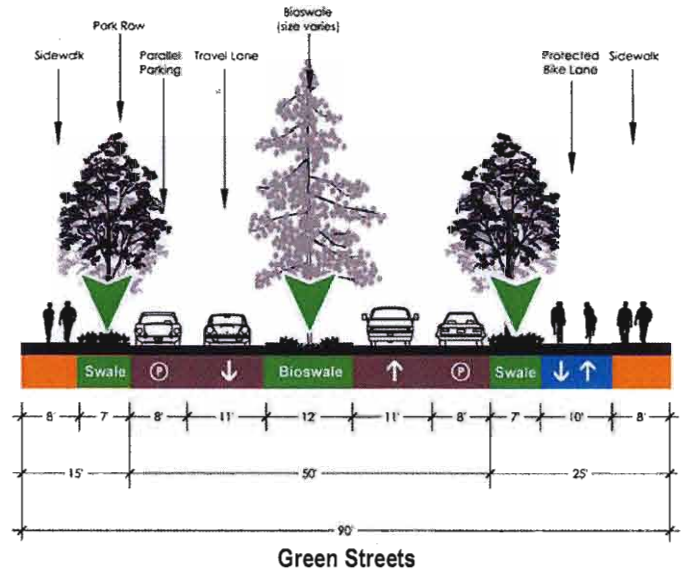
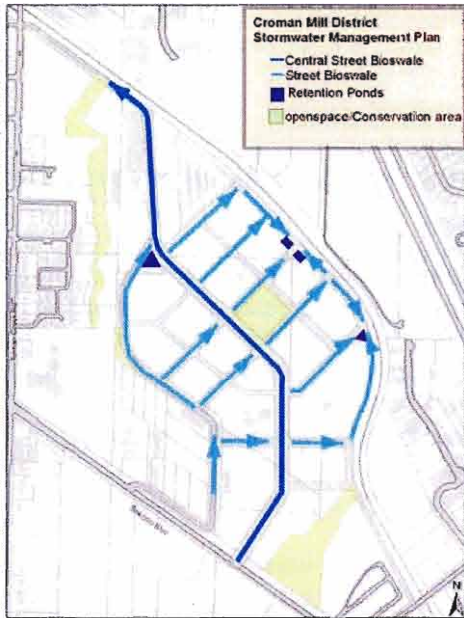
VIII-C-3 Design Green Streets

Green Streets are public streets that have been built or retrofitted to include landscape areas that increase stormwater infiltration, reduce and slow the rate of runoff, and use bio-filtration to remove pollutants.

1. New streets shall be developed to capture and treat stormwater in a manner consistent with the Croman Mill District Stormwater Management Plan Map, the City of Ashland Stormwater Master Plan and Ashland Green Streets Standards.
2. All development served by planned Green Streets as designated on the Croman Mill District Green Street Map shall accommodate said facilities by including the same in the development plan; and/or



3. Provide the City with a bond or other suitable collateral ensuring satisfactory completion of the Green Street(s) at the time full street network improvements are provided to serve the development. Suitable collateral may be in the form of security interest, letters of credit, certificates of deposit, cash bonds, bonds or other suitable collateral as determined by the City Administrator.



VIII-C-4 Design Green Surface Parking

Parking areas shall be designed to minimize the adverse environmental and microclimatic impacts of surface parking through design and material selection. All parking areas shall meet the following standards, and shall comply with the with the Off-Street Parking chapter 18.92, with Section VIII-B Croman Mill Design Standards, and Section II–D Parking Lot Landscaping and Screening Standards of the Site Design and Use Standards.

1. Use a maximum of 25% of the project area for surface parking.
2. Use at least one of the following strategies for the surface parking area, or put 50% of parking underground.
 - a. Use light colored paving materials with a high solar reflectance (Solar Reflective Index (SRI) of at least 29) to reduce heat absorption for a minimum of 50% of the parking area surface.
 - b. Provide porous solid surfacing or an open grid pavement system that is at least 50% pervious for a minimum of 50% of the parking area surface.
 - c. Provide at least 50% shade from tree canopy over the surface lot within five years of project occupancy.

VIII-C-5 Manage and Reuse of Stormwater Run-Off

Reduce the public infrastructure costs and adverse environmental effects of stormwater run-off by managing run-off from building roofs, driveways, parking areas, sidewalks and other hard surfaces through implementation of the following standards.



1. Design grading and site plans to capture and slow runoff.
2. Design parking lots and other hard surface areas in a way that captures and treats runoff with landscaped medians and swales.
3. Use pervious or semi-pervious surfaces that allow water to infiltrate the soil.
4. Direct discharge storm water runoff into a designated green street and neighborhood storm water treatment facilities.
5. Retain rainfall on-site through infiltration, evapotranspiration or through capture and reuse techniques.

VIII-C-6 Recycling Areas

All developments in the Croman Mill District shall provide an opportunity-to-recycle site for use of the project occupants.

1. Commercial. Commercial developments having a solid waste receptacle shall provide a site of equal or greater size adjacent to or with access comparable to the solid waste receptacle to accommodate materials collected by the local solid waste franchisee under its on-route collection program for purposes of recycling. Both the opportunity-to-recycle site and the common solid waste receptacle shall be screened by fencing or landscaping such as to limit the view from adjacent properties or public rights-of-way.
2. Residential. All newly constructed residential units, either as part of an existing development or as a new development, shall provide an opportunity-to-recycle site in accord with the following standards.
 - a. Residential developments not sharing a common solid waste receptacle shall provide an individual curbside recycling container for each dwelling unit in the development.
 - b. Residential developments sharing a common solid waste receptacle shall provide a site of equal or greater size adjacent to or with access comparable to the common solid waste receptacle to accommodate materials collected by the local solid waste franchisee under its residential on-route collection program for purposes of recycling. Both the opportunity-to-recycle site and the common solid waste receptacle shall be screened by fencing or landscaping such as to limit the view from adjacent properties or public rights-of-way.
3. Screening refuse and recycle areas. Refuse and recycle areas shall be screened from view by placement of a solid wood, metal, or masonry wall from five to eight feet in height. All refuse and recycle materials shall be contained within the refuse area.

VIII-C-7 Minimize Construction Impacts

Minimize pollution and waste generation resulting from construction activity through the following measures.

1. Construction Activity Pollution Prevention. Develop and implement an erosion and sediment control plan to reduce pollution from construction activities by controlling soil erosion, waterway sedimentation and airborne dust generation in accordance with Ashland Public Works Standards. The erosion and sediment control plan shall be submitted with the final engineering for public improvements and building permits.
2. Construction Waste Management. Recycle and/or salvage non-hazardous construction and demolition debris in accordance with the Building Demolition Debris Diversion requirements in 15.04.216.C.



VIII-C-8 Potable Water Reduction for Irrigation

Provide water efficient landscape irrigation design that reduces by 50% the use of potable water after the initial period for plant installation and establishment. Calculations for the reduction shall be based on the water budget, and the water budget shall be developed for landscape irrigation that conforms to the mandatory policies in Section III – Water Conserving Landscaping Guidelines and Policies. Methods used to accomplish the requirements of this section may include, but are not limited to, the following.

1. Plant species.
2. Irrigation efficiency.
3. Use of captured rainwater.
4. Use of recycled water.
5. Use of graywater.
6. Use of water treated for irrigation purposed and conveyed by a water district or public entity.

VIII-C-9 Solar Orientation

Incorporate passive and active solar strategies in the design and orientation of buildings and public spaces. When site and location permit, orient the building with the long sides facing north and south.

VIII-C-10 Building Shading

Shade the building through the following measures.

1. Provide horizontal exterior shading devices for south-facing windows to control solar gain during the peak cooling season.
2. Provide vertical exterior shading devices for east- and west-facing windows to control solar gain and glare due to low sun angles during the peak cooling season.
3. A combination of horizontal and vertical exterior shading devices may be necessary to control solar gain on southwest- and southeast-facing windows.

VIII-C-11 Recycled Content in Infrastructure

For new streets, driveways, parking lots, sidewalks and curbs, the aggregate materials shall be at least 50% by volume recycled aggregate materials such as crushed Portland cement concrete and asphalt concrete. Above-ground structured parking and underground parking are exempt from this requirement.

VIII-C-12 Outdoor Lighting

Minimize light pollution from the project to improve nighttime visibility, increase night sky access and to reduce development impact on nocturnal environments by using down-shielded light fixtures that do not allow light to emit above the 90 degree plane of the fixture. Lighting fixtures provided to implement Federal Aviation Administration mitigation measures to enhance safe air navigation are exempt from this standard.



VIII-C-13 Performance Standard Bonuses

The permitted building height or base residential density, whichever is applicable, shall be increased by the number of stories or percentage residential density as outlined below. In no case shall the building height or residential density exceed the height and density bonus maximums in the Dimensional Standards Table in Section 18.53.050.

1. Green Building Bonus

Projects that achieve a high performance green building standard and significantly improve energy performance beyond the current minimum Oregon requirements are eligible for a building height bonus as follows.

a. In the event that a building or structure is determined to be meet the standard for LEED® Certified building, the building height may exceed the maximum height specified for the CM overlay districts within the Dimensional Standards Table in Section 18.53.060, through application of a height bonus as follows.

- i. A building obtaining LEED® Certification as meeting the LEED® Silver Standard may be increased in height by up to one story.
- ii. A building obtaining LEED® Certification as meeting the LEED® Gold Standard may be increased in height by up to two stories.
- iii. A building in the Residential Buffer overlay obtaining LEED® Certification as meeting the LEED® Silver or Gold Standard may be increased in height by ½ story up to a maximum height of 40 feet.
- iv. Applications to increase the building height in excess of the maximum permitted height through the application of a height bonus shall address any conditional determination by the Federal Aviation Administration regarding mitigation measures requested to enhance safe air navigation.

b. Demonstration of Achieving LEED® Certification.

Projects awarded a height bonus pursuant to this section, shall provide the City with satisfactory evidence of having completed the following steps in the process toward demonstrating achievement of LEED® certification.

- i. Hiring and retaining a LEED® Accredited Professional as part of the project team throughout design and construction of the project.
- ii. Developments seeking a height bonus shall provide documentation with the planning application, and prior to issuance of a building permit, that the proposed development as designed and constructed will meet or exceed the equivalent LEED® standard relating to the height bonus awarded.
- iii. A final report shall be prepared by the LEED® Accredited Professional and presented to the City upon completion of the project verifying that the project has met, or exceeded, the LEED® standard relating to the height bonus awarded.
- iv. The report shall produce a LEED® compliant energy model following the methodology outlined in the LEED® rating system. The energy analysis done for the building performance rating method shall include all energy costs associated with the building project.

2. Structured Parking Bonus.

A building may be increased by up to one story in height when the corresponding required parking is accommodated underground or within a private structured parking facility, subject to building height limitations for the zoning district.

3. Affordable Housing Bonus.

- a. For every percent of units that are affordable, an equivalent percentage of density bonus shall be allowed up to a maximum bonus of 100%.
- b. Affordable housing bonus shall be for residential units that are affordable for moderate income persons in accordance with the standards established by



resolution of the City Council and guaranteed affordable through procedures contained in said resolution.

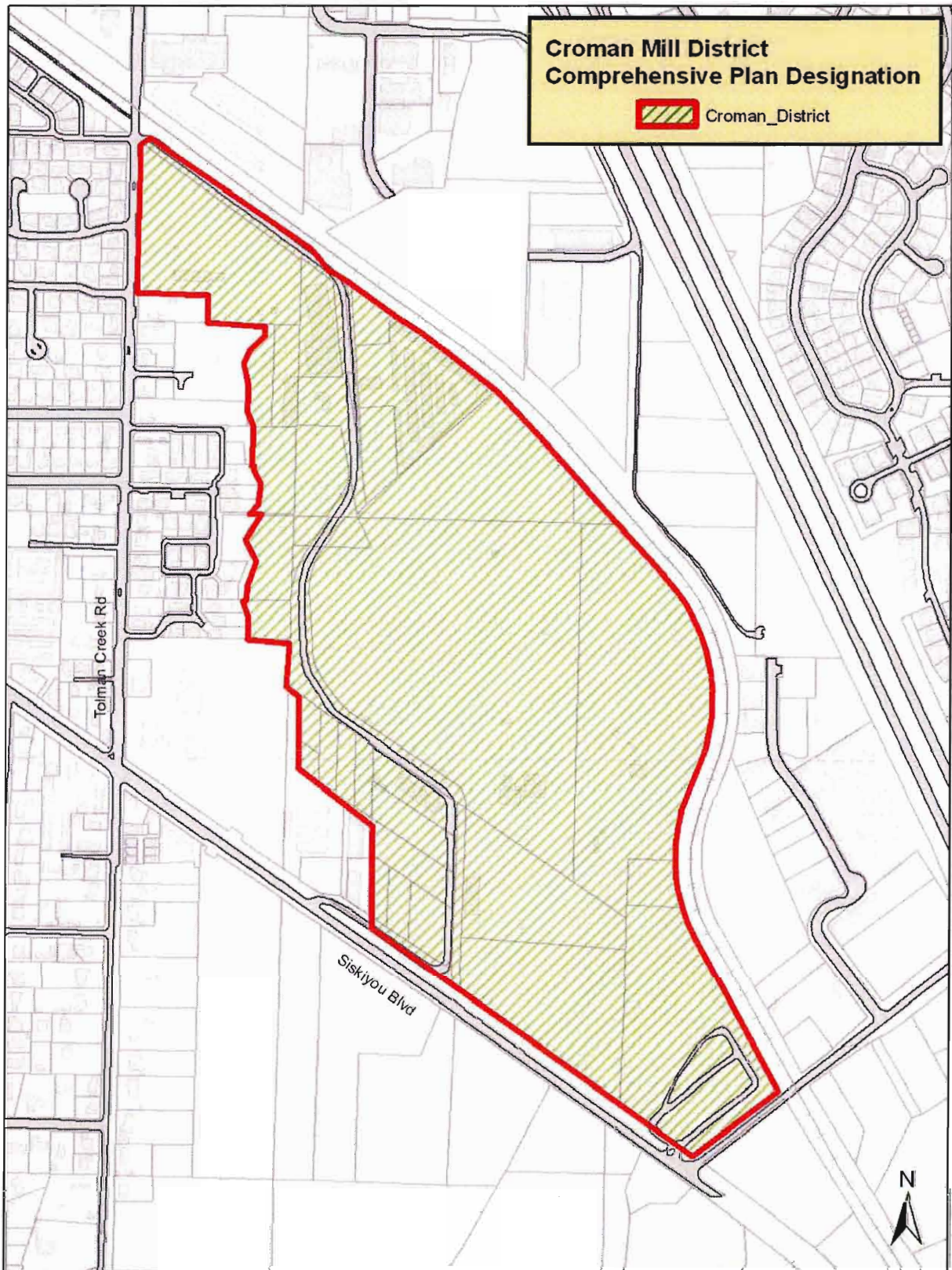
VIII-C-14 Employment Density

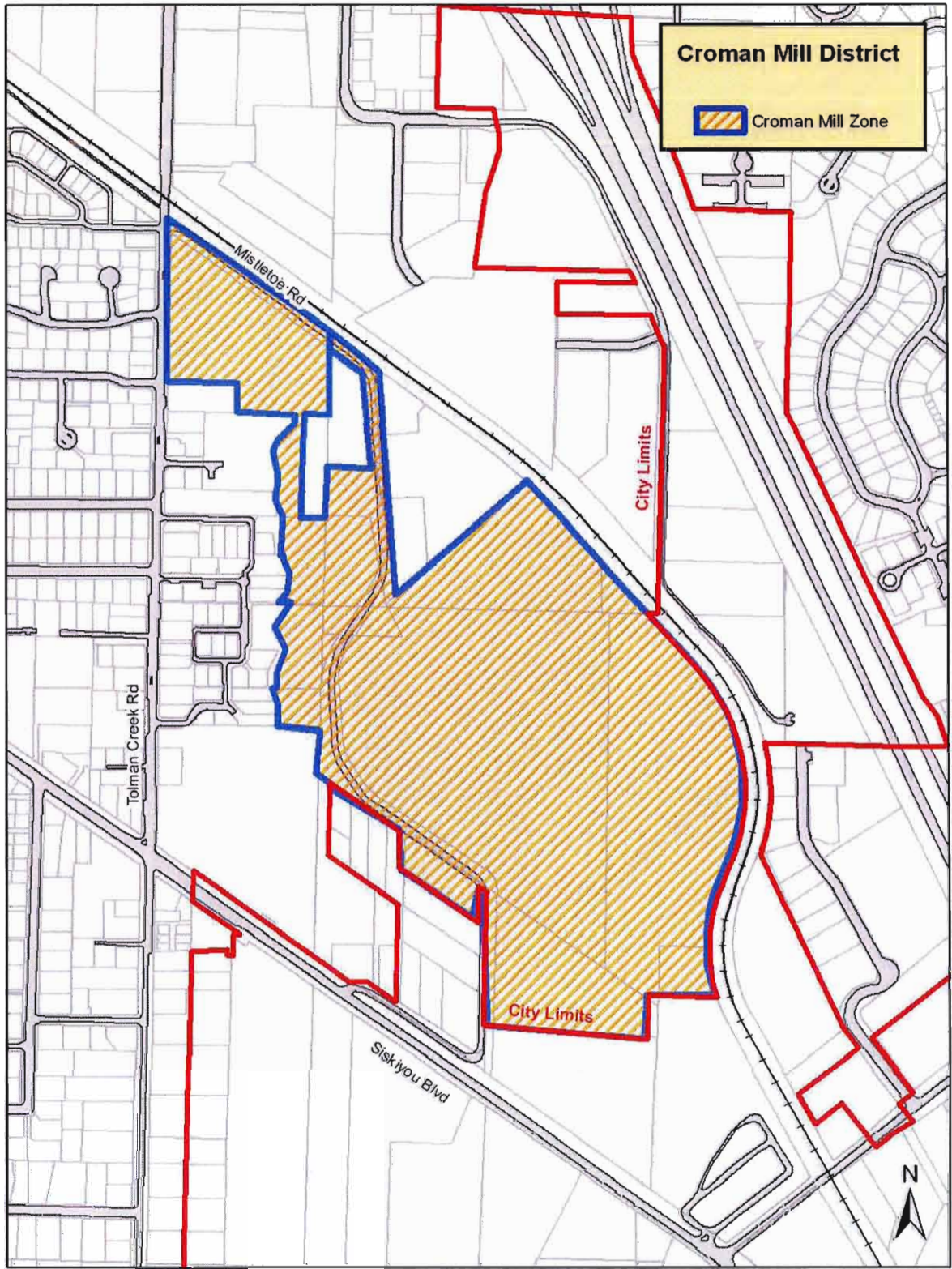
To promote transit supportive development, efficient use of employment zoned lands and local economic vitality, it is recommended that developments within the Croman Mill District are planned to accommodate employment densities as follows.

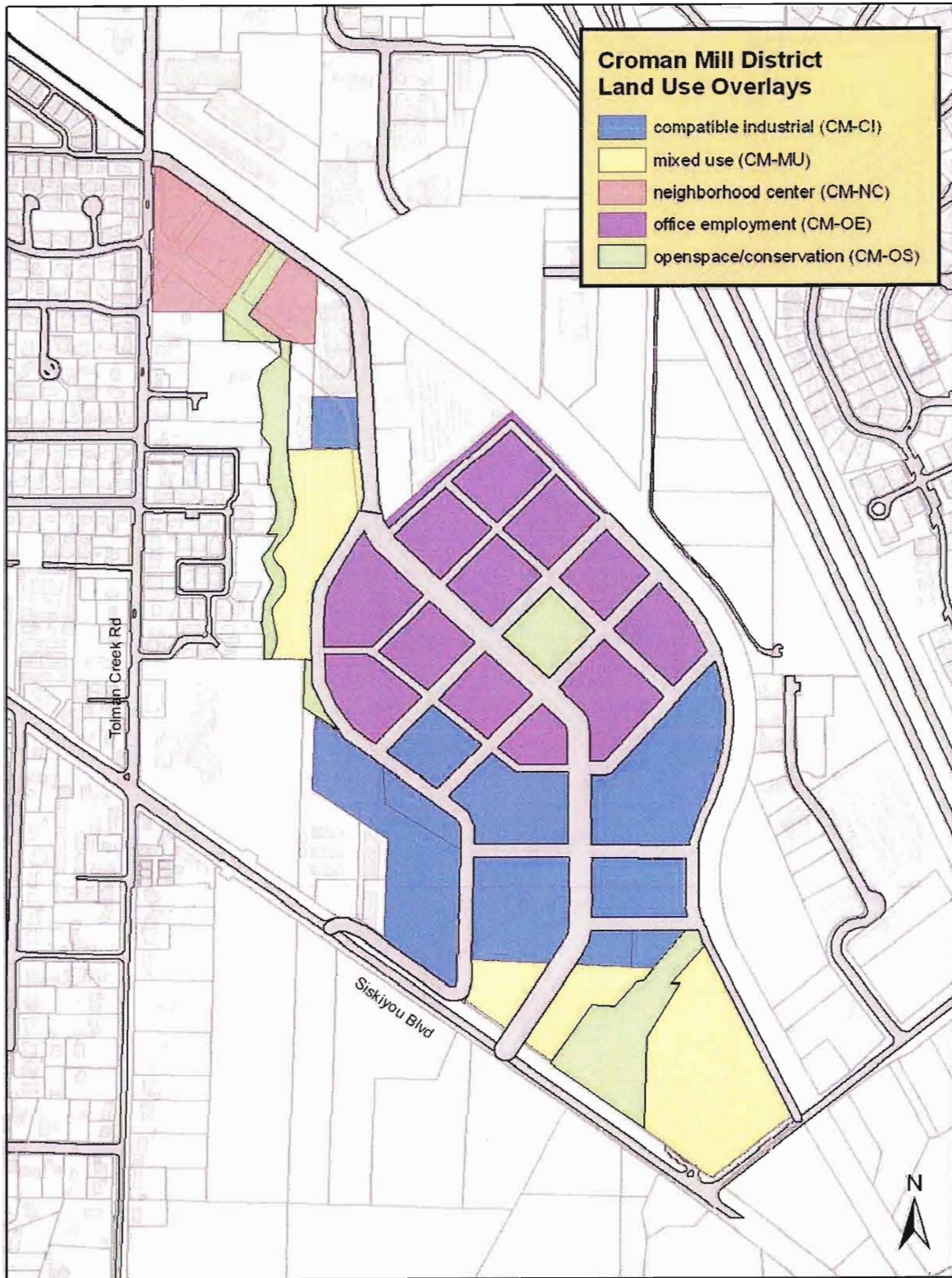
- a. 60 employees per acre in the Office Employment (OE) Overlay.
- b. 25 employees per acre in the Compatible Industrial (CI) Overlay.
- c. 25 employees per acre in the Mixed Use (MU) Overlay.
- d. 20 employees per acre in the Neighborhood Center (NC) Overlay.

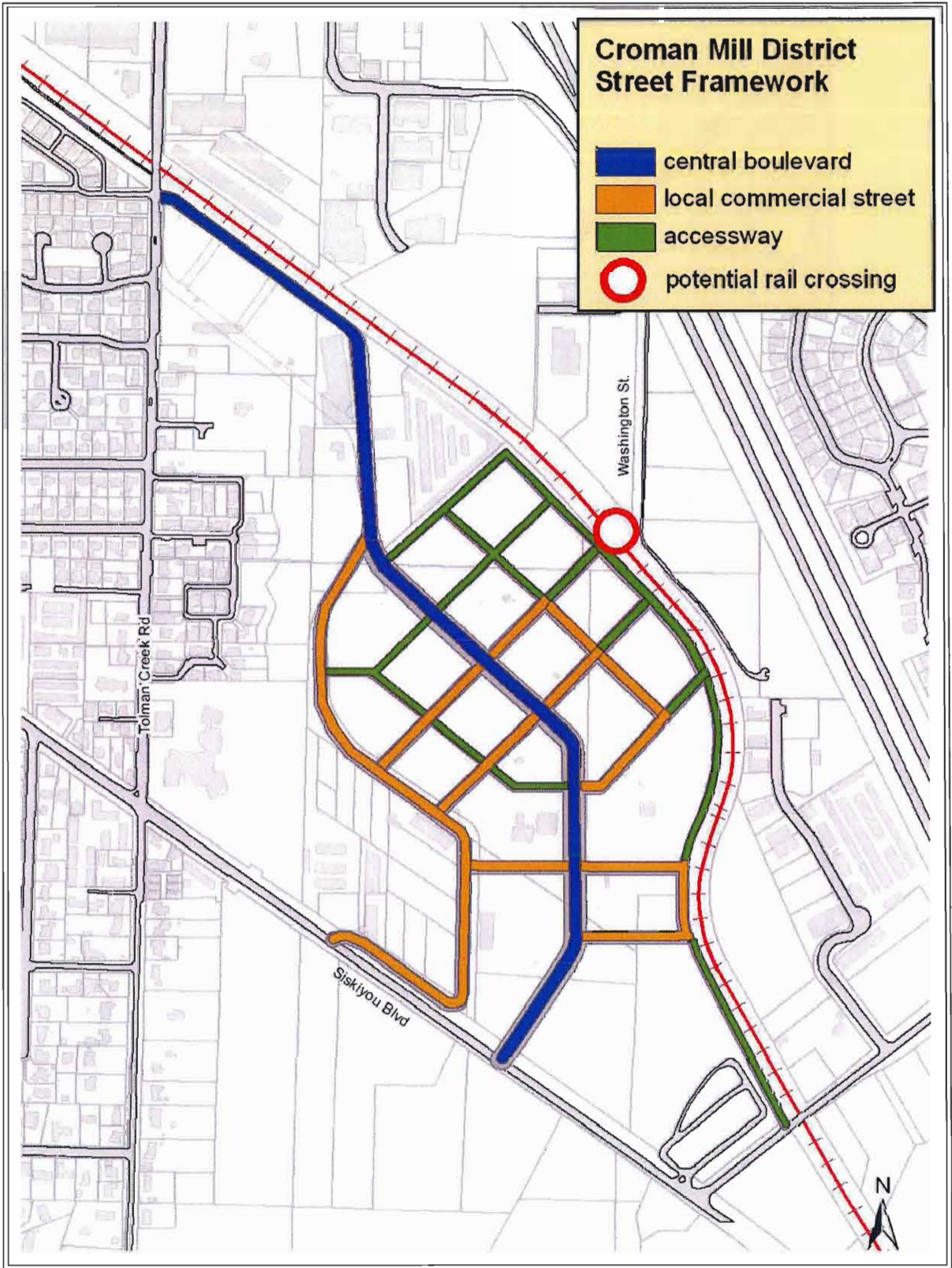


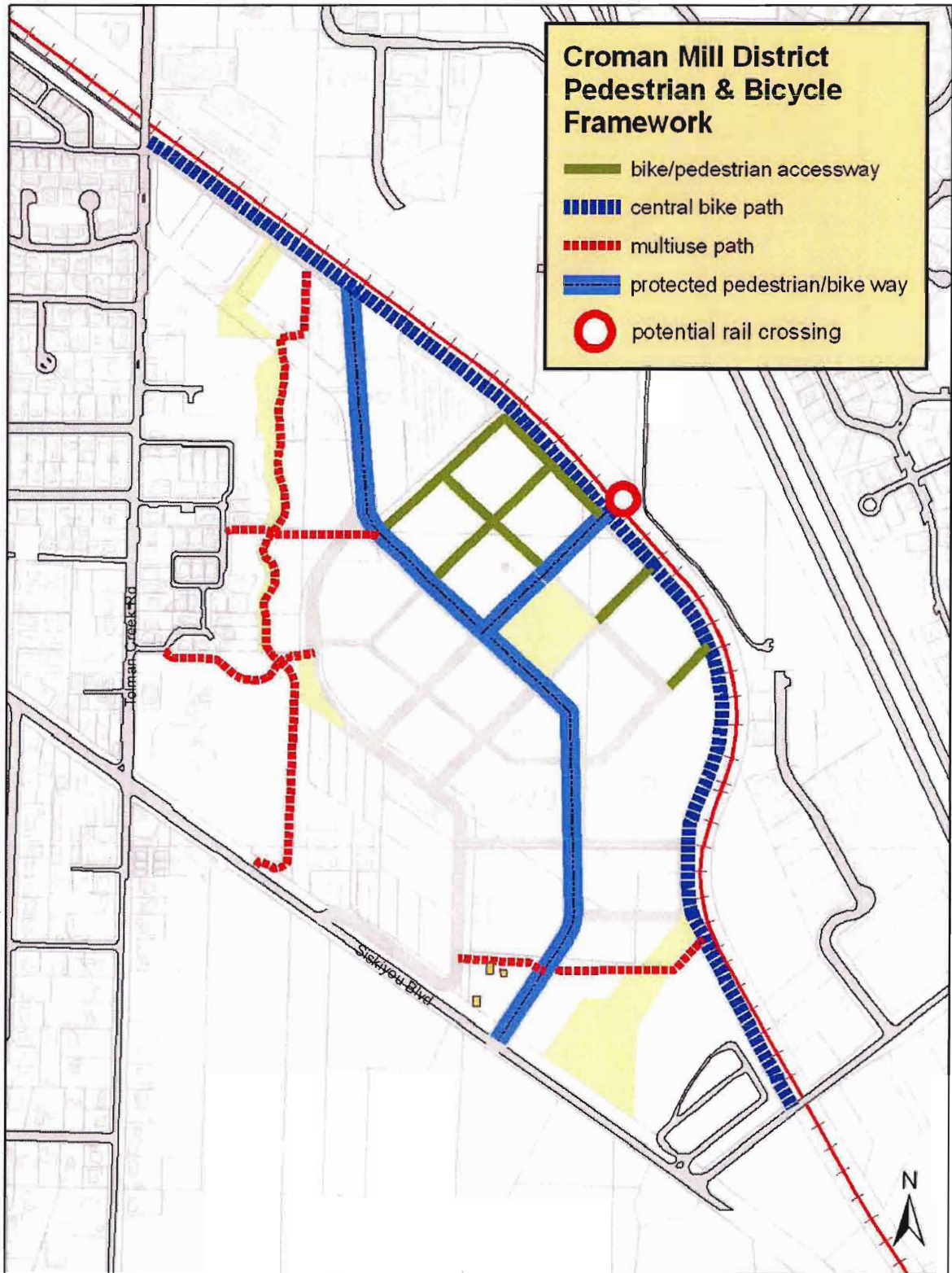
Additional Plan Maps

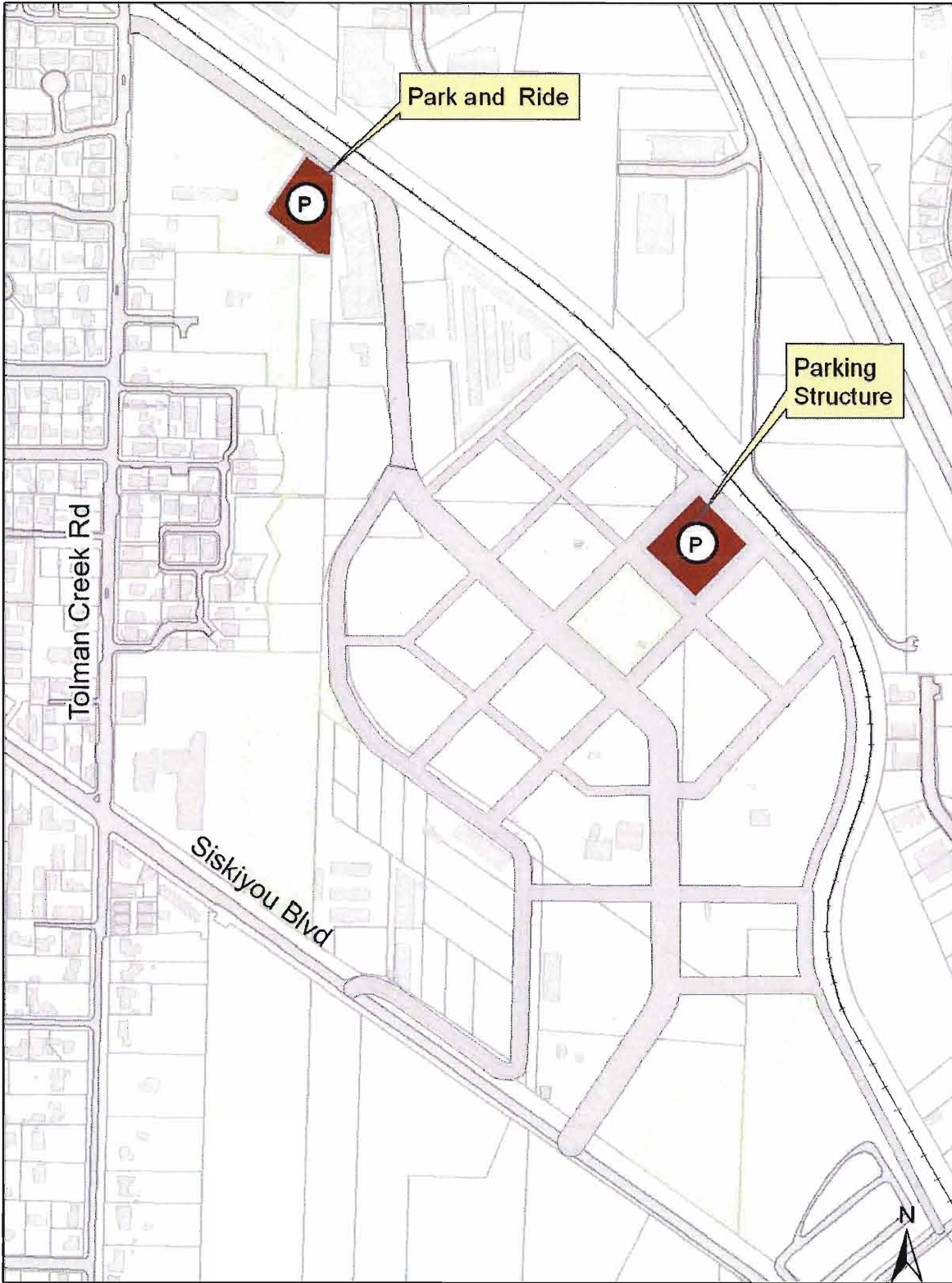












ORDINANCE NO. 3033

AN ORDINANCE AMENDING THE CITY OF ASHLAND COMPREHENSIVE PLAN TO CHANGE THE LAND USE MAP DESIGNATION OF APPROXIMATELY 99 ACRES OF LAND WITHIN THE CITY OF ASHLAND URBAN GROWTH BOUNDARY FROM INDUSTRIAL, EMPLOYMENT, SINGLE-FAMILY RESIDENTIAL AND RURAL RESIDENTIAL (JACKSON COUNTY) TO THE NEWLY CREATED CROMAN MILL PLAN DESIGNATION; AMENDING THE CITY OF ASHLAND ZONING AND LAND USE CONTROL MAPS, TO REZONE APPROXIMATELY 78 ACRES OF LAND WITHIN THE CITY LIMITS FROM M-1, E-1, AND R-1-5 DISTRICTS TO THE NEWLY CREATED CROMAN MILL ZONE; AND IMPOSING FIVE CROMAN MILL OVERLAY DISTRICTS ON THE CROMAN MILL ZONED PROPERTIES, INCLUDING COMPATIBLE INDUSTRIAL, CM-CI, OFFICE EMPLOYMENT, CM-OE, MIXED USE, CM-MU, OPEN SPACE, CM-OS, AND NEIGHBORHOOD CENTER, CM-NC.

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

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

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

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

WHEREAS, the City of Ashland Planning Commission considered the above-referenced recommended amendments to the Ashland Comprehensive Plan Map and Ashland Zoning Map at a duly advertised public hearing on January 12, 2010 and subsequent public hearing continuance dates, and on February 23, 2010, following deliberations, recommended approval of the amendments by a vote of 6-2; and

WHEREAS, the City Council of the City of Ashland conducted a duly advertised public hearing on the above-referenced amendments on April 6, 2010 and on subsequent public hearing continuance dates; and

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

WHEREAS, the City Council of the City of Ashland has determined that in order to protect and benefit the health, safety and welfare of existing and future residents of the City, it is necessary to amend the Ashland Comprehensive Plan and Zoning Map in manner proposed, that an adequate factual base exists for the amendments, the amendments are consistent with the comprehensive plan and that such amendments are fully supported by the record of this proceeding.

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

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

SECTION 2. The officially adopted City of Ashland Comprehensive Plan Map, adopted and referenced in Ashland Comprehensive Plan Chapter II [PLAN MAP 2.03.04] is hereby amended to change the Comprehensive Plan map designation of approximately 99.6 acres of land inside the urban growth boundary from Industrial, Employment, Single Family Residential, and Rural Residential (Jackson County), to the Croman Mill Plan designation, said amendment is reflected on the revised adopted Comprehensive Plan Map, attached hereto as Exhibit A, and made a part hereof by this reference.

SECTION 3. The officially adopted City of Ashland Zoning and Land Use Control Maps, adopted and incorporated by Ashland Municipal Code Section 18.12.030, are hereby amended to change the zoning designation of approximately 68.66 acres of land within the City limits of the City of Ashland, from M-1, E-1 and R-1-5, to the Croman Mill Zone designation, said amendment is reflected on the revised Zoning and Land Use Control Maps, attached hereto as Exhibit B, and made a part hereof by this reference.

SECTION 4. The officially adopted City of Ashland Zoning and Land Use Control Maps, adopted and incorporated by Ashland Municipal Code Section 18.12.030, are hereby amended to impose the Croman Mill Compatible Industrial [CM-CI] overlay zoning designation on approximately 22.97 acres of land in the Croman Mill Zone within the City limits of the City of Ashland, said overlay amendment is reflected on the revised Zoning and Land Use Control Maps, attached hereto as Exhibit C, and made a part hereof by this reference.

SECTION 5. The officially adopted City of Ashland Zoning and Land Use Control Maps, adopted and incorporated by Ashland Municipal Code Section 18.12.030, are hereby amended to impose the Croman Mill Office Employment [CM-OE] overlay zoning designation on approximately 29.44 acres of land in the Croman Mill Zone within the City limits of the City of Ashland, said overlay amendment is reflected on the revised Zoning and Land Use Control Maps, attached hereto as Exhibit C, and made a part hereof by this reference.

SECTION 6. The officially adopted City of Ashland Zoning and Land Use Control Maps, adopted and incorporated by Ashland Municipal Code Section 18.12.030, are hereby amended to impose the Croman Mill Mixed Use [CM-MU] overlay zoning designation on approximately 4.39 acres of land in the Croman Mill Zone within the City limits of the City of Ashland, said

overlay amendment is reflected on the revised Zoning and Land Use Control Maps, attached hereto as Exhibit C, and made a part hereof by this reference.

SECTION 7. The officially adopted City of Ashland Zoning and Land Use Control Maps, adopted and incorporated by Ashland Municipal Code Section 18.12.030, are hereby amended to impose the Croman Mill Neighborhood Center [CM-NC] overlay zoning designation on approximately 5.82 acres of land in the Croman Mill Zone within the City limits of the City of Ashland, said overlay amendment is reflected on the revised Zoning and Land Use Control Maps, attached hereto as Exhibit C, and made a part hereof by this reference.

SECTION 8. The officially adopted City of Ashland Zoning and Land Use Control Maps, adopted and incorporated by Ashland Municipal Code Section 18.12.030, are hereby amended to impose the Croman Mill Open Space [CM-OS] overlay zoning designation on approximately 6.04 acres of land in the Croman Mill Zone within the City limits of the City of Ashland, said overlay amendment is reflected on the revised Zoning and Land Use Control Maps, attached hereto as Exhibit C, and made a part hereof by this reference.


SECTION 9. Severability. The sections, subsections, paragraphs and clauses of this ordinance are severable. The invalidity of one section, subsection, paragraph, or clause shall not affect the validity of the remaining sections, subsections, paragraphs and clauses.

SECTION 10. Codification. Provisions of this Ordinance shall be incorporated in the City Comprehensive Plan and the word "ordinance" may be changed to "code", "article", "section", or another word, and the sections of this Ordinance may be renumbered, or re-lettered, and amendments – including map amendments, combined, provided however that any Whereas clauses and boilerplate provisions and text descriptions of the map amendments (i.e. Sections 1, 2-8, 9-10) need not be codified and the City Recorder is authorized to correct any cross-references and any typographical errors.


The foregoing ordinance was first read by title only in accordance with Article X, Section 2(C) of the City Charter on the 3 day of August, 2010, and duly PASSED and ADOPTED this 17 day of August, 2010.


Barbara M. Christensen, City Recorder

















SIGNED and APPROVED this 18 day of August, 2010.

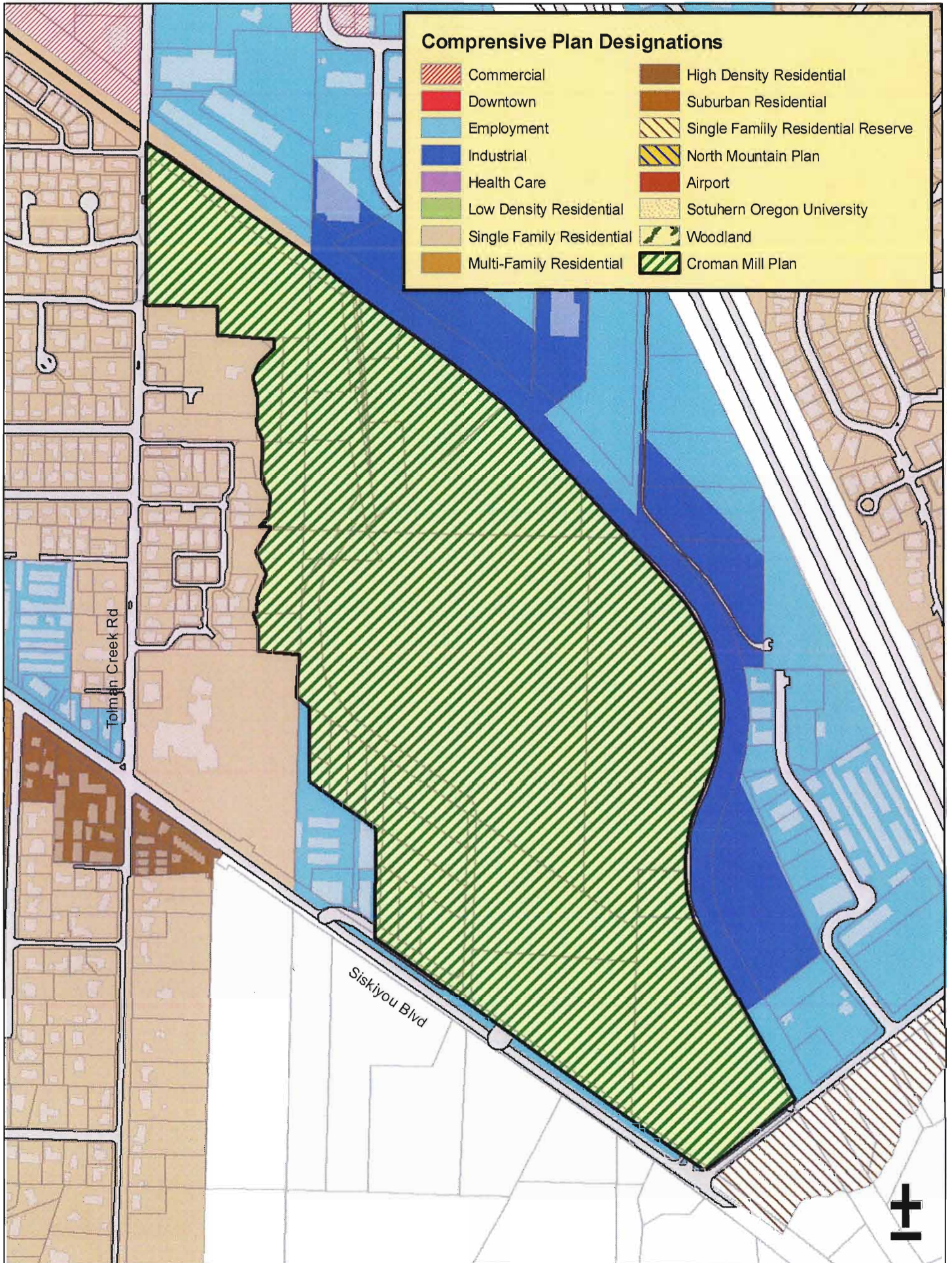

John Stromberg, Mayor

Reviewed as to form:

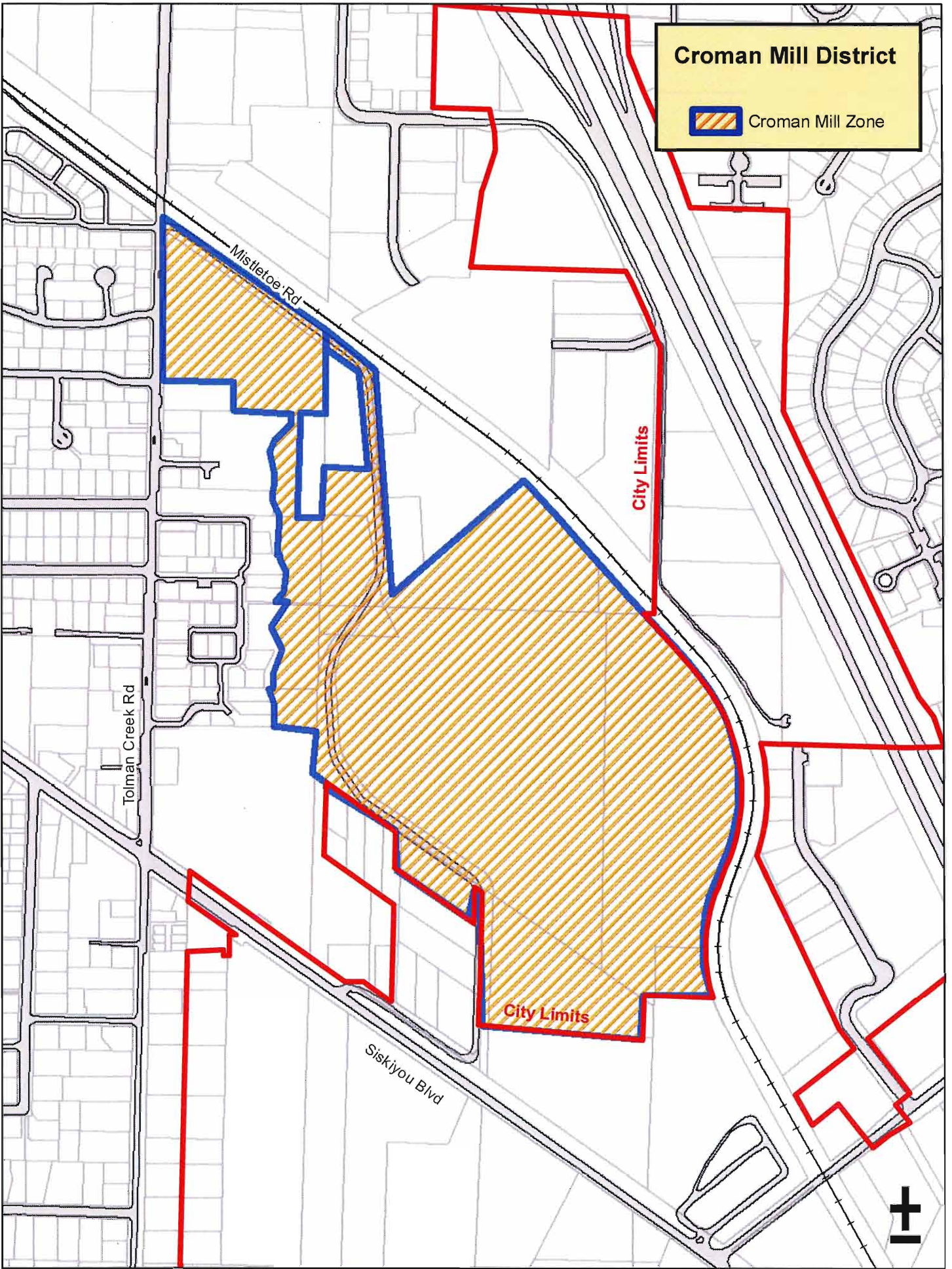

Richard Appicella, City Attorney

Comprehensive Plan Designations

- | | | | |
|---|---------------------------|---|-----------------------------------|
|  | Commercial |  | High Density Residential |
|  | Downtown |  | Suburban Residential |
|  | Employment |  | Single Family Residential Reserve |
|  | Industrial |  | North Mountain Plan |
|  | Health Care |  | Airport |
|  | Low Density Residential |  | Southern Oregon University |
|  | Single Family Residential |  | Woodland |
|  | Multi-Family Residential |  | Croman Mill Plan |



0 200 400 800 1,200 1,600 2,000 Feet



Croman Mill District

 Croman Mill Zone

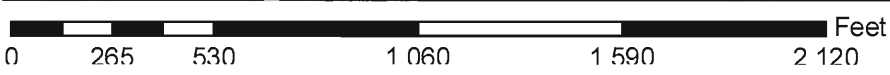
Mistletoe Rd

Toliman Creek Rd

City Limits

City Limits

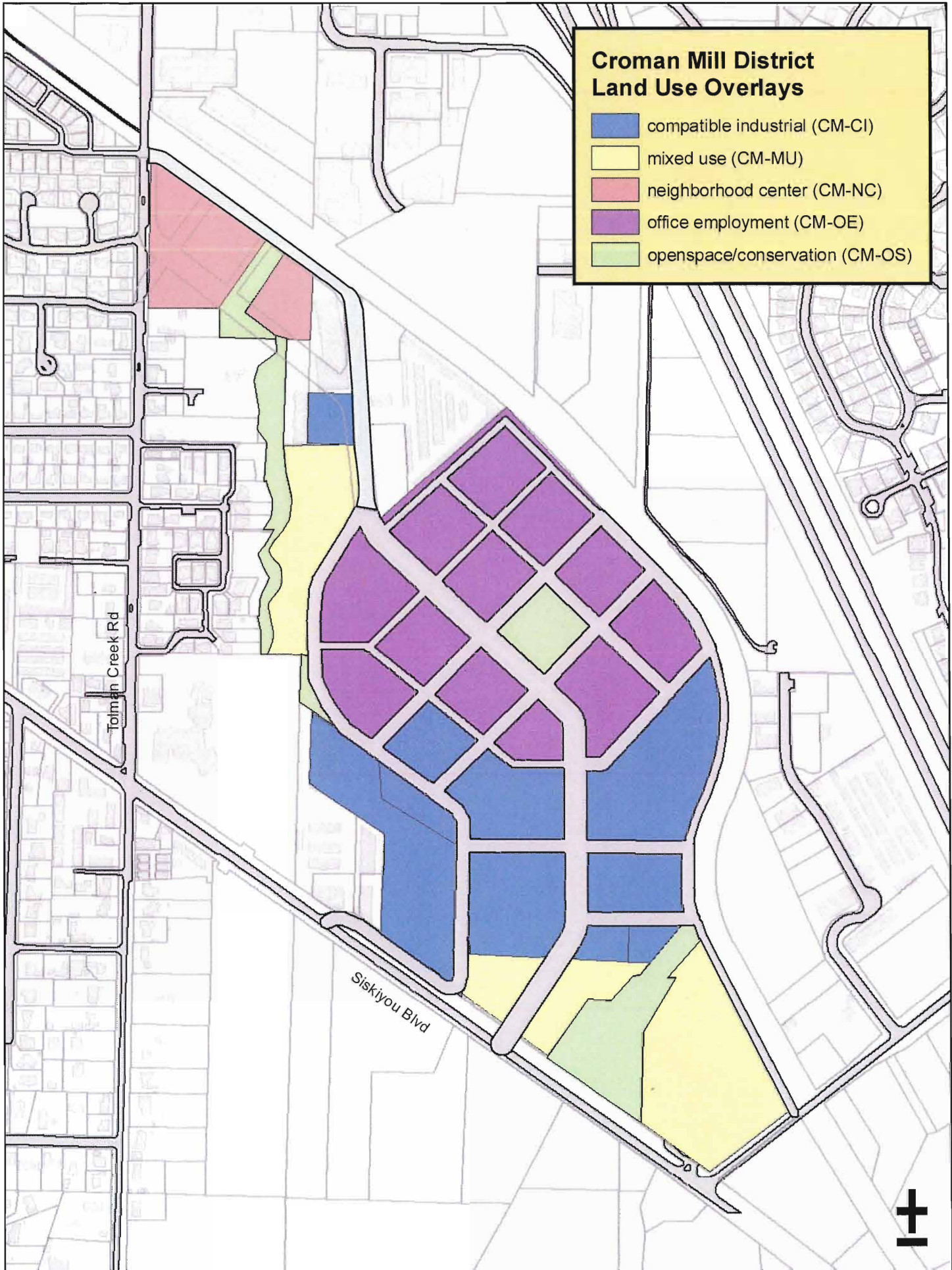
Siskiyou Blvd



Draft 4-6-2010

Croman Mill District Land Use Overlays

- compatible industrial (CM-CI)
- mixed use (CM-MU)
- neighborhood center (CM-NC)
- office employment (CM-OE)
- openspace/conservation (CM-OS)



0 200 400 800 1,200 1,600 2,000 Feet

ORDINANCE NO. 3034

**AN ORDINANCE AMENDING THE ASHLAND LAND USE ORDINANCE
CREATING A NEW CHAPTER 18.53 CROMAN MILL**

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

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

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

WHEREAS, the City of Ashland Planning Commission considered the above-referenced recommended amendments to the Ashland Municipal Code and Land Use Ordinances at a duly advertised public hearing on January 12, 2010 and subsequent public hearing continuance dates, and on February 23, 2010, following deliberations, recommended approval of the amendments by a vote of 6-2; and

WHEREAS, the City Council of the City of Ashland conducted a duly advertised public hearing on the above-referenced amendments on April 6, 2010 and on subsequent public hearing continuance dates; and

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

WHEREAS, the City Council of the City of Ashland has determined that in order to protect and benefit the health, safety and welfare of existing and future residents of the City, it is necessary to amend the Ashland Municipal Code and Land Use Ordinance in manner proposed, that an adequate factual base exists for the amendments, the amendments are consistent with the comprehensive plan and that such amendments are fully supported by the record of this proceeding.

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


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

SECTION 2. A new Chapter 18.53 of the Ashland Municipal Code creating a new zoning district [CROMAN MILL] set forth in full codified form on the attached Exhibit A and made a part hereof by this reference, is hereby added to the Ashland Municipal Code.

SECTION 3. Severability. The sections, subsections, paragraphs and clauses of this ordinance are severable. The invalidity of one section, subsection, paragraph, or clause shall not affect the validity of the remaining sections, subsections, paragraphs and clauses.

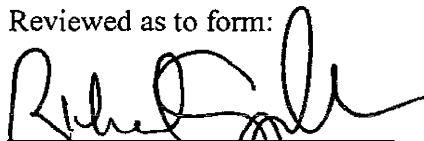
SECTION 4. Codification. Provisions of this Ordinance shall be incorporated in the City Code and the word "ordinance" may be changed to "code", "article", "section", or another word, and the sections of this Ordinance may be renumbered, or re-lettered, provided however that any Whereas clauses and boilerplate provisions, and text descriptions of amendments (i.e. Sections 1-4) need not be codified and the City Recorder is authorized to correct any cross-references and any typographical errors.

The foregoing ordinance was first read by title only in accordance with Article X, Section 2(C) of the City Charter on the 3 day of August, 2010, and duly PASSED and ADOPTED this 17 day of August, 2010.


Barbara M. Christensen, City Recorder

SIGNED and APPROVED this 18 day of August, 2010.


John Stromberg, Mayor

Reviewed as to form:

Richard Appicello, City Attorney

CHAPTER 18.53
CM CROMAN MILL

SECTIONS:

- 18.53.010 Purpose**
- 18.53.020 General Requirements**
- 18.53.030 Croman Mill District Plan Development Standards**
- 18.53.040 Use Regulations**
- 18.53.050 Dimensional Regulations**
- 18.53.060 Croman Mill District Open Space Overlay**
- 18.53.070 Applicability of Other Sections of the Land Use Ordinance**

SECTION 18.53.010 Purpose

The purpose of this section is to implement the Croman Mill Site Redevelopment Plan. The district is designed to provide an environment suitable for employment, recreation and living. The CM zoning district is a blueprint for promoting family-wage jobs, professional office and manufacturing commerce, neighborhood-oriented businesses, mixed-use projects and community services in a manner that enhances property values by providing transportation options and preserving significant open spaces while minimizing the impact on natural resources through site and building design.

SECTION 18.53.020 General Requirements

A. Conformance with the Croman Mill District Plan

Land uses and development, including buildings, parking areas, streets, bicycle and pedestrian access ways, multi-use paths and open spaces shall be located in accordance with those shown on the Croman Mill District Plan maps adopted by ordinance number (Month Year).

B. Major and minor amendments to the Croman Mill District Plan shall comply with the following procedures:

1. Major and Minor Amendments.

- a. Major amendments are those which result in any of the following:
 - (1) A change in the land use overlay to CI Compatible Industrial or OE Office Employment.
 - (2) A modification to the street layout plan that necessitates a street or other transportation facility to be eliminated.
 - (3) A change not specifically listed under the major and minor amendment definitions.
- b. Minor amendments are those which result in any of the following:
 - (1) A change in the Plan layout that requires a street, access way, multi-use path or other transportation facility to be shifted more than 25 feet in any direction, as long as the change maintains the connectivity established by the Croman Mill District Plan.
 - (2) Changes related to street trees, street furniture, fencing or signage.

- (3) A change in the design of a street in a manner inconsistent with the Croman Mill District Standards.
- (4) A modification of a driveway access location in a manner inconsistent with the Croman Mill District Standards.
- (5) A site layout, landscaping or building design which is inconsistent with the Croman Mill District Standards.
- (6) A change to an area allocation for special permitted uses in section 18.53.040.B.
- (7) A change in a dimensional standard requirement in section 18.53.050, but not including height and residential density.

2. Major Amendment Type II – Approval Procedure

A major amendment to the Croman Mill District Plan is subject to a public hearing and decision under a Type II Procedure. A major amendment may be approved upon the hearing authority finding that:

- a. The proposed modification maintains the connectivity established by the district plan, or the proposed modification is necessary to adjust to physical constraints evident on the property, or to protect significant natural features such as trees, rock outcroppings, wetlands, or similar natural features, or to adjust to existing property lines between project boundaries;
- b. The proposed modification furthers the design, circulation and access concepts advocated by the district plan; and
- c. The proposed modification will not adversely affect the purpose and objectives of the district plan.

3. Minor Amendment Type I Procedure

A minor amendment to the Croman Mill District Plan is subject to an administrative decision under the Type I Procedure. Minor amendments shall not be subject to the Administrative Variance from Site Design and Use Standards of Chapter 18.72. A minor amendment may be approved upon finding that granting the approval will result in a development design that equally or better achieves the stated purpose of this chapter, objectives of specific Croman Mill District Standards, and guiding principles of the Croman Mill Site Redevelopment Plan.

SECTION 18.53.030 Croman Mill District Plan Development Standards

A. Ashland Local Street Standards

The design and construction of streets and public improvements shall be in accordance with Ashland’s Local Street Standards, except as otherwise permitted for the following facilities within the Croman Mill District:

- a. Central Boulevard
- b. Tolman Creek Road Realignment
- c. Local Streets
- d. Protected Bikeway and Pedestrian Path
- e. Central Bike Path
- f. Multi-use Path
- g. Accessways

B. Site Design and Use Standards – Croman Mill District

New development shall be designed and constructed consistent with Chapter 18.72 Site Design Review, and Section VIII – Croman Mill District Standards of the Site Design and Use Standards.

SECTION 18.53.040 Use Regulations

A. Generally

Uses and their accessory uses are permitted, special permitted or conditional uses in the Croman Mill District as listed in the Land Use Table.

Croman Mill District		NC	MU	OE	CI	OS
Land Use						
Residential						
residential uses		<input checked="" type="checkbox"/>	<input checked="" type="checkbox"/>			
temporary employee housing				<input checked="" type="checkbox"/>	<input checked="" type="checkbox"/>	
Commercial						
stores, restaurants, and shops less than 3,000 sq.ft., excluding fuel sales, automobile sales and repair		<input checked="" type="checkbox"/>				
limited stores, restaurants and shops, excluding fuel sales, automobile sales and repair			<input checked="" type="checkbox"/>	<input checked="" type="checkbox"/>	<input checked="" type="checkbox"/>	
professional, financial, business and medical offices			<input checked="" type="checkbox"/>	<input checked="" type="checkbox"/>	<input checked="" type="checkbox"/>	
administrative or research and development establishments			<input checked="" type="checkbox"/>	<input checked="" type="checkbox"/>	<input checked="" type="checkbox"/>	
child or day care centers		<input checked="" type="checkbox"/>	<input checked="" type="checkbox"/>	<input checked="" type="checkbox"/>	<input checked="" type="checkbox"/>	
fitness, recreational sports, gym or athletic club		<input checked="" type="checkbox"/>				
ancillary employee services (e.g. cafeteria, fitness area)			<input checked="" type="checkbox"/>	<input checked="" type="checkbox"/>	<input checked="" type="checkbox"/>	
kennels (indoor) and veterinary clinics				<input checked="" type="checkbox"/>	<input checked="" type="checkbox"/>	
motion picture, television or radio broadcasting studios			<input checked="" type="checkbox"/>	<input checked="" type="checkbox"/>	<input checked="" type="checkbox"/>	
temporary uses		<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
Industrial						
manufacturing, assembly, fabrication or packaging including manufacturing of food products			<input checked="" type="checkbox"/>	<input checked="" type="checkbox"/>	<input checked="" type="checkbox"/>	
limited manufacturing affiliated with a retail use		<input checked="" type="checkbox"/>				
rail freight loading dock facilities					<input checked="" type="checkbox"/>	
rail or rapid transit passenger facilities		<input checked="" type="checkbox"/>	<input checked="" type="checkbox"/>	<input checked="" type="checkbox"/>	<input checked="" type="checkbox"/>	
warehouse and similar storage facilities			<input checked="" type="checkbox"/>	<input checked="" type="checkbox"/>	<input checked="" type="checkbox"/>	
limited outdoor storage			<input checked="" type="checkbox"/>	<input checked="" type="checkbox"/>	<input checked="" type="checkbox"/>	
wireless communication facilities attached to an existing structure pursuant to 18.72.180		<input type="checkbox"/>	<input type="checkbox"/>	<input checked="" type="checkbox"/>	<input checked="" type="checkbox"/>	
freestanding wireless communication support structures pursuant to 18.72.180		<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	

Croman Mill District					
Land Use	NC	MU	OE	CI	OS
Public & Institutional					
public service or community buildings with office or space used directly by public	<input checked="" type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input checked="" type="checkbox"/>
public service or community buildings without office or space used directly by public	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
public and quasi-public utility facilities enclosed in a building	<input checked="" type="checkbox"/>	<input checked="" type="checkbox"/>	<input checked="" type="checkbox"/>	<input checked="" type="checkbox"/>	<input checked="" type="checkbox"/>
Oregon Department of Transportation (ODOT) maintenance facility and yard	<input checked="" type="checkbox"/>				
private school, college, trade school, technical school or similar school	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	
electrical substations			<input type="checkbox"/>	<input type="checkbox"/>	
<input checked="" type="checkbox"/> Permitted Use <input checked="" type="checkbox"/> Special Permitted Use <input type="checkbox"/> Conditional Use					
NC = Neighborhood Center			CI = Compatible Industrial		
MU = Mixed Use			OS = Open space		
OE = Office/Employment					

B. Special Permitted Uses

The following uses and their accessory uses are special permitted uses as listed in the Land Use Table and are subject to the requirements of this section and the requirements of Chapter 18.72, Site Design and Use Standards.

1. Residential Uses.

- a. The ground floor area shall be designated for permitted or special permitted uses, excluding residential.
- b. Residential densities shall not exceed the densities in section 18.53.050. For the purposes of density calculations, units of less than 500 square feet of gross habitable floor area shall count as 0.75 of a unit.
- c. Residential uses shall execute a hold harmless covenant and agreement stating they shall not protest impacts from commercial and industrial uses within the district.

2. Temporary Employee Housing.

Residential units for use by persons employed within the facility and their families when the following standards are met.

- a. Employee Housing densities shall not exceed two units per acre. For the purposes of density calculations, units of less than 500 square feet of gross habitable floor area shall count as 0.75 of a unit.
- b. The employee housing shall be in conjunction with a permitted or special permitted use on the property.
- c. Units shall be restricted by covenant to be occupied by persons employed by a business operating on the property.

3. **Limited Stores, Restaurants and Shops; Child or Day Care Facilities; and Ancillary Employee Services.**
 - a. In the CI Compatible Industrial, MU Mixed Use and OE Office Employment overlays, a maximum of 15 percent of the gross floor area in a building may be used for any or a combination of the following special permitted uses when the standards in this section are met: limited stores, restaurants and shops; child or day care facilities; and ancillary employee services.
 - b. Limited Stores, Restaurants and Shops: In the MU Mixed Use overlay, the floor area shall be limited to retail uses in conjunction with a permitted use.
 - c. Child or Day Care Facilities: Primary program activities are integrated into the interior of the building.
 - d. Ancillary Employee Services: Developments may include ancillary employee services such as cafeterias, fitness areas, or other supportive services generally intended to support the needs of employees when the following standards are met.
 - i. The use is integrated into the interior of the building.
 - ii. The ancillary employee services shall be in conjunction with a permitted or special permitted use on the property.
4. **Professional, Financial, Business and Medical Offices in CI Overlay.**

Developments in the CI Compatible Industrial overlay may include ancillary office uses to support the operations of a permitted use on-site provided the maximum floor area dedicated for office uses shall not exceed 50 percent of the ground floor area.
5. **Kennels.**
 - a. Kennels shall be located at least 200 feet from the nearest residential dwelling.
 - b. All animals shall be boarded within a building at all times.
 - c. No noise or odor shall emanate outside the walls of the building used as a kennel.
 - d. A disposal management plan shall be provided demonstrating all animal waste will be disposed of in a sanitary manner.
6. **Manufacture, Assembly, Fabrication and Packaging in OE Overlay.**

Developments in the OE Office Employment overlay may include ancillary manufacturing, assembly, fabrication and packaging uses to support the operations of a permitted or special permitted use on-site when the following standards are met.

 - a. The maximum floor area dedicated to manufacturing, assembly, fabrication and packaging shall be 50 percent of the ground floor area.
 - b. No outside space shall be used for the manufacturing, assembly, fabrication and packaging processes.
7. **Limited Manufacturing Affiliated with a Retail Use.**

Manufacturing, assembly, fabrication or packaging contiguous to and associated with a retail space, provided the maximum floor area dedicated to manufacturing occupies 1,000 sq.ft., or ten percent (10%) of ground floor area, whichever is less.

8. Warehouse and Similar Storage Facilities.

- a. The maximum floor area dedicated for use as warehouse or similar storage uses in the OE and MU overlays shall be 50 percent of the ground floor area.
- b. Warehouse and storage facilities shall be provided only in conjunction with, and for the exclusive use by, a permitted or special permitted use on the property.
- c. Self-service mini-warehouses are prohibited.
- d. No outside space shall be used for storage, unless approved as a limited outdoor storage area.

9. Limited Outdoor Storage.

Limited outdoor storage associated with a permitted or special permitted use when the following standards are met.

- a. The maximum area dedicated to outdoor storage shall be 1,000 sq. ft. in the OE and MU overlay; and 2,500 sq. ft. in the CI overlay, or 50 percent of the ground floor area of the building housing the associated permitted or special permitted use, whichever is greater.
- b. The outdoor storage shall be located behind or on the side of buildings, and shall be located so the outdoor storage is the least visible from the street that is reasonable given the layout of the site.
- c. The outdoor storage shall be screened from view by placement of a solid wood or metal fence, or a masonry wall from five to eight feet in height.
- d. The associated permitted use shall obtain a minimum of 50% of the employment density targets for the Croman Mill District.

10. Public and Quasi-Public Utility Service Buildings.

- a. Facilities and structures that are accessory to a public park in the OS overlay, including but not limited to maintenance equipment storage, enclosed picnic facilities, and restrooms.
- b. Public and Quasi-Public utility service building relating to receiving and transmitting antennas and communication towers are subject to the applicable provisions of 18.72.180.
- c. Public and Quasi-Public utility service building shall demonstrate:
 - i. The need for the facility, present or future; and how the facility fits into the utility's Master Plan.
 - ii. The facility utilizes the minimum area required for the present and anticipated expansion.
 - iii. Compatibility of the facility with existing surrounding uses and uses allowed by the plan designation.

11. Oregon Department of Transportation Maintenance Facility and Storage Yard

For the Oregon Department of Transportation Ashland maintenance facility and storage yard located on property within the NC overlay the following shall apply.

- a. Buildings may be enlarged or replaced subject to Basic Site Review Standards.
- b. Are exempt from the Dimensional Regulations per 18.53.050 with the exception of minimum side and rear yard setbacks abutting a residential district and maximum height.
- c. Are exempt from the requirements of Section VIII Croman Mill District

Standards of the Ashland Site Design and Use Standards.

SECTION 18.53.050 Dimensional Regulations

The lot and building design requirements are established in each zoning district regulation in the Dimensional Standards Table.

Croman Mill District					
Dimensional Standards	NC	MU	OE	CI	OS
Lot Size					
minimum, square feet	----	----	20,000	40,000	----
Frontage					
minimum, feet	50	----	100	100	----
Lot Width					
minimum, feet	50	----	100	100	----
Yard Abutting a Street					
minimum yard, feet	2	2	2	2/10 ¹	----
maximum yard abutting a street, feet ²	10	10	10	10	----
Side Yard Abutting a Residential District					
minimum, feet	10	10	----	----	----
Read Yard Abutting a Residential District					
minimum per story, feet	10	10	----	----	----
Landscaping Coverage					
minimum percentage coverage	15	15	15	10	----
Height					
minimum number of stories	2	2	2	2 ³	----
maximum height without bonus, stories/feet ⁴	2.5/35	3/40	3/40	3/40	1/20
maximum height with bonus, stories/feet ⁴	4/50 ⁵	4/50 ⁵	5/75	5/75	----
Solar Access					
	The solar access setback in Chapter 18.70 Solar Access does not apply in the Croman Mill District.				
Frontage Build Out on Active Edge Street					
minimum, percent	65	65	65	65	----
Floor Area Ratio (FAR)⁶					
minimum	0.60	0.60	0.60	0.50	----
Residential Density⁷					
maximum units per acre without bonus	30	15	----	----	----
maximum units per acre with bonus	60	30			

¹ Minimum yard in CI Overlay abutting an Active Edge Street is two feet, minimum yard in CI Overlay not abutting an Active Edge Street is ten feet

² Maximum yard requirements shall not apply to entry features such as alcoves, and to hardscape areas for pedestrian activities such as plazas or outside eating areas.

³ Second story shall be a minimum of 20% of the gross floor area.

⁴ Solar energy systems and parapets may be erected up to five feet above the calculated building height, and no greater than five feet above the height limited specified by the district.

⁵ In the Residential Buffer Zone, the maximum height with a bonus is 40 feet.

⁶ Plazas and pedestrian areas shall count as floor area for the purposes of meeting the minimum Floor Area Ratio (FAR).

⁷ Density of the development shall not exceed the density established by this standard. Density shall be computed by dividing the total number of dwelling units by the acreage of the project, including land dedicated to the public. Fractional portions shall not apply toward the total density.

SECTION 18.53.060 Croman Mill District Open Space Overlay

All projects containing land identified on the Croman Mill District Land Use Overlays Map as open space shall dedicate those areas as commonly-owned or public open space. It is recognized that the master planning of the properties as part of the Croman Mill Site Redevelopment Plan imparted significant value to the land, and the required dedication of those lands within the Croman Mill district for open space and conservation purposes is proportional to the value bestowed upon the property through the change in zoning designation.

SECTION 18.53.070 Applicability of Other Sections of the Land Use Ordinance

Development located within the Croman Mill (CM) zoning district shall be required to meet all other applicable sections of the Land Use Ordinance, except as otherwise provided in this Chapter.

ORDINANCE NO. 3035

AN ORDINANCE AMENDING AMC CHAPTER 15 TO CREATE LEED.
CERTIFIED BUILDING PRIORITY

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

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

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

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

WHEREAS, as part of the discussion of the Croman Mill Site Redevelopment Plan, incentives to "green building," were proposed for Council consideration; and

WHEREAS, the City would like to prioritize LEED certified building permit applications as an incentive to "green building;" and

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

SECTION 1. A new AMC Section 15.04.092 is hereby added to read as follows:

15.04.092 Building Permits – LEED Certified Priority Plan Check

1. New buildings and existing buildings whose repair, alteration or rehabilitation costs exceed fifty percent of their replacement costs, that will be pursuing certification under the Leadership in Energy and Environmental Design Green Building Rating System (LEED) of the United States Green Building Council shall received top priority in the plan check processing.

2. Applicants wishing to receive priority plan check processing shall provide the following documentation with the building permit submittals demonstrating the completion of the following steps in the working towards LEED certification.

a. Hiring and retaining a LEED Accredited Professional as part of the project team throughout design and construction of the project.

b. The LEED checklist indicating the credits that will be pursued. Building permit submittals must clearly specify the materials, systems and strategies they will use to achieve the credits in the plans submitted to the City of plan check approval.

3. A final report shall be prepared by the LEED Accredited Professional and presented to the City upon completion of the project verifying that the project has met, or exceeded, the LEED standard.

SECTION 2. Severability. The sections, subsections, paragraphs and clauses of this ordinance are severable. The invalidity of one section, subsection, paragraph, or clause shall not affect the validity of the remaining sections, subsections, paragraphs and clauses.

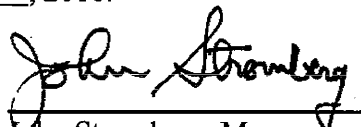
SECTION 3. Savings. Notwithstanding this amendment/repeal, the City ordinances in existence at the time any criminal or civil enforcement actions were commenced, shall remain valid and in full force and effect for purposes of all cases filed or commenced during the times said ordinance(s) or portions thereof were operative. This section simply clarifies the existing situation that nothing in this Ordinance affects the validity of prosecutions commenced and continued under the laws in effect at the time the matters were originally filed.

SECTION 4. Codification. Provisions of this Ordinance shall be incorporated in the City Code and the word "ordinance" may be changed to "code", "article", "section", "chapter" or another word, and the sections of this Ordinance may be renumbered, or re-lettered, provided however that any Whereas clauses and boilerplate provisions (i.e. Sections 2-4) need not be codified and the City Recorder is authorized to correct any cross-references and any typographical errors.

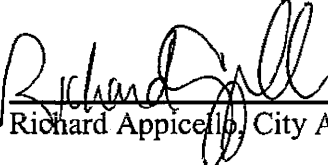
The foregoing ordinance was first read by title only in accordance with Article X, Section 2(C) of the City Charter on the 3 day of August, 2010 and duly PASSED and ADOPTED this 17 day of August, 2010.


Barbara M. Christensen, City Recorder

SIGNED and APPROVED this 18 day of August, 2010.


John Stromberg, Mayor

Reviewed as to form:


Richard Appice, City Attorney

ORDINANCE NO. 3036

AN ORDINANCE AMENDING AMC 18.08.190, 18.08.341, 18.08.342,
18.08.343, 18.08.845, 18.12.020, 18.61.042, 18.68.020, 18.68.050, 18.72.030,
18.72.110, 18.72.120, 18.72.140, 18.72.180, 18.84.100, 18.88.070, 18.88.080,
18.92.020, 18.96.090, 18.104.020, 18.106.030, 18.108.017 OF THE ASHLAND
MUNICIPAL CODE AND LAND USE ORDINANCE FOR CONSISTENCY
WITH NEW CHAPTER 18.53 CROMAN MILL

add
18.108.070
fc

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

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

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

WHEREAS, the City of Ashland Planning Commission considered the above-referenced recommended amendments to the Ashland Municipal Code and Land Use Ordinances at a duly advertised public hearing on January 12, 2010 and subsequent public hearing continuance dates, and on February 23, 2010, following deliberations, recommended approval of the amendments by a vote of 6-2; and

WHEREAS, the City Council of the City of Ashland conducted a duly advertised public hearing on the above-referenced amendments on April 6, 2010 and on subsequent public hearing continuance dates; and

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

WHEREAS, the City Council of the City of Ashland has determined that in order to protect and benefit the health, safety and welfare of existing and future residents of the City, it is necessary to amend the Ashland Municipal Code and Land Use Ordinance in manner proposed, that an adequate factual base exists for the amendments, the amendments are consistent with the comprehensive plan and that such amendments are fully supported by the record of this proceeding.

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

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

SECTION 2. AMC Chapter 18.08.190 [Definitions - District] is hereby amended to add the a new subsection to read as follows:

18.08.190 District. A zoning district.

- A. "R" district indicates any residential zoning district.
- B. "C" district indicates any commercial zoning district.
- C. "M" district indicates any industrial zoning district.
- D. "A" district indicates any airport overlay district.
- E. "CM" District indicates any Croman Mill Plan zoning district**

SECTION 3. AMC Chapter 18.08 [Definitions] is hereby amended to add the following new definitions in alphabetical order, with subsequent sections renumbered and re-lettered to read as follows:

18.08.341 LEED® Accredited Professional.

A person who has earned a credential as a Leadership in Energy and Environmental Design (LEED®) Accredited Professional from the U.S. Green Building Council, or Green Building Certification Institute, in accordance with their standards and requirements.

18.08.342 LEED® certification.

A building registered with the U.S. Green Building Council which has satisfied all prerequisites and has earned a minimum number of points outlined in the Leadership in Energy and Environmental Design (LEED®) Rating System under which it is registered. Levels of certification include Certified, Silver, Gold and Platinum.

18.08.343 LEED® Green Building Rating System" or "LEED® Rating System.

The most recently published version of the Leadership in Energy and Environmental Design (LEED®) Green Building Rating Systems by the U.S. Green Building Council, or the version to be superseded for one year after the publication of a new applicable LEED® Rating System version.

18.08.845 Water Budget

The amount of water a landscape needs taking into account the inputs and outputs of water to and from the root zone. Inputs, such as precipitation, are subtracted from outputs, such as evapotranspiration, to calculate the water needs of the landscape.

SECTION 4. AMC Chapter 18.12.020 [Classification of Districts] is hereby amended to read as follows:

18.12.020 Classification of Districts.

For the purpose of this Title, the City is divided into zoning districts designated as follows:

Zoning Districts and Overlays	Map Symbol and Abbreviated Designation
Airport Overlay	A
Residential - Rural	RR
Residential - Single Family	R-1
Residential - Low Density Multiple Family	R-2
Residential - High Density Multiple Family	R-3
Commercial	C-1
Commercial - Downtown	C-1-D
Employment	E-1
Industrial	M-1
Woodland Residential	WR
SOU - Southern Oregon University	SOU
Performance Standards (P) - Overlay	P
Detail Site Review Zone	DSR
Health Care Services Zone	HC
North Mountain Neighborhood	NM
Croman Mill District Zone	CM
Residential Overlay	R
Freeway Sign Overlay	F

SECTION 5. AMC Section 18.61.042. D. [Tree Preservation and Protection – Approval and Permit Required – Tree Removal Permit] is hereby amended to read as follows:

18.61 Tree Preservation and Protection

18.61.042 Approval and Permit Required

D. Tree Removal Permit:

1. Tree Removal- Permits are required for the following activities:
 - a. Removal of trees greater than 6" DBH on any private lands zoned C-1, E-1, M-1, **CM**, or HC.
 - b. Removal of trees greater than 6" DBH on multi-family residentially zoned lots (R-2, R-3, and R-1-3.5) not occupied solely by a single family detached dwelling.
 - c. Removal of significant trees on vacant property zoned for residential purposes including but not limited to R-1, RR, WR, and NM zones.
 - d. Removal of significant trees on lands zoned SOU, on lands under the control of the Ashland School District, or on lands under the control of the City of Ashland.

2. Applications for Tree Removal - Permits shall be reviewed and approved by the Staff Advisor pursuant to AMC 18.61.080 (Approval Criteria) and 18.108.040 (Type Procedure). If the tree removal is part of another planning action involving development activities, the

tree removal application, if timely filed, shall be processed concurrently with the other planning action.

SECTION 6. AMC Section 18.68.020 [General Regulations – Vision Clearance Areas] is hereby amended to read as follows:

18.68 General Regulations

18.68.020 Vision Clearance Area.

Vision clearance areas shall be provided with the following distances establishing the size of the vision clearance area:

- A. In any R district, the minimum distance shall be twenty-five (25) feet or, at intersections including an alley, ten (10) feet.
- B. In all other districts except the C-1 ~~and~~ E-1, and CM, the minimum distance shall be fifteen (15) feet or, at intersections, including an alley, ten (10) feet. When the angle of intersection between streets, other than an alley, is less than thirty (30) degrees, the distance shall be twenty-five (25) feet.
- C. The vision clearance area shall contain no plantings, fences, walls, structures, or temporary or permanent obstructions exceeding two and one-half (2 ½) feet in height, measured from the top of the curb, except that street trees exceeding this height may be located in this area, provided all branches and foliage are removed to a height of eight (8) feet above the grade.
- D. The vision clearance standards established by this section are not subject to the Variance section of this title. (Ord. 2605, S1, 1990)

SECTION 7. AMC Section 18.68.050 [General Regulations – Arterial Street Setback Requirements] is hereby amended to read as follows:

18.68 General Regulations

18.68.050 Arterial Street Setback Requirements.

To permit or afford better light, air and vision on more heavily traveled streets and on streets of substandard width, to protect arterial streets, and to permit the eventual widening of hereinafter named streets, every yard abutting a street, or portion thereof, shall be measured from the special base line setbacks listed below instead of the lot line separating the lot from the street.

Street	Setback
East Main Street, between City limits and Lithia Way	35 feet
Ashland Street (Highway 66) between City limits and Siskiyou Boulevard	65 feet

Also, front yards for properties abutting all arterial streets shall be no less than twenty (20) feet, with the exception of the CM and C-1-D districts, and properties abutting Lithia Way in the C-1 district.

SECTION 8. AMC Section 18.72.030 [Site Design and Use Standards – Applicability] is hereby amended to read as follows:

18.72 Site Design and Use Standards

18.72.030 Applicability.

Site design standards shall apply to all zones of the city as outlined below.

A. Applicability. The following development is subject to Site Design Review:

1. Commercial, Industrial, Non-Residential and Mixed uses:
 - a. All new structures, additions or expansions in C-1, E-1, HC, CM, and M-1 zones.
 - b. All new non-residential structures or additions (e.g. public buildings, schools, churches, etc.).
 - c. Expansion of impervious surface area in excess of 10% of the area of the site or 1,000 square feet, whichever is less.
 - d. Expansion of parking lots, relocation of parking spaces on a site, or other changes which affect circulation.
 - e. Any change of occupancy from a less intensive to a more intensive occupancy, as defined in the City building code, or any change in use which requires a greater number of parking spaces.
 - f. Any change in use of a lot from one general use category to another general use category, e.g., from residential to commercial, as defined by the zoning regulations of this Code.
 - g. Any exterior change to a structure which is listed on the National Register of Historic Places or to a contributing property within an Historic District on the National Register of Historic Places that requires a building permit, or includes the installation of Public Art.
 - h. Mechanical equipment not otherwise exempt from site design review per Section 18.72.030(B).
2. Residential uses:
 - a. Two or more residential units on a single lot.
 - b. Construction of attached single-family housing (e.g. town homes, condominiums, row houses, etc.) in all zoning districts.
 - c. Residential development when off-street parking or landscaping, in conjunction with an approved Performance Standards Subdivision required by ordinance and not located within the boundaries of the individual unit parcel (e.g. shared parking).
 - d. Any exterior change to a structure individually listed on the National Register of Historic Places that requires a building permit, or includes the installation of Public Art.
 - e. Mechanical equipment not otherwise exempt from site design review per Section 18.72.030(B).

SECTION 9. AMC Section 18.72.110 [Site Design and Use Standards – Landscaping Standards] is hereby amended to read as follows:

18.72 Site Design and Use Standards

18.72.110 Landscaping Standards.

A. Area Required. The following areas shall be required to be landscaped in the following zones:

R-1	-	45% of total developed lot area
R-2	-	35% of total developed lot area
R-3	-	25% of total developed lot area
C-1	-	15% of total developed lot area
C-1-D	-	None, except parking areas and service stations shall meet the landscaping and screening standards in Section II.D. of the Site Design and Use Standards.
E-1	-	15% of total developed lot area
M-1	-	10% of total developed lot area
CM-NC	-	15% of total developed lot area
CM-OE	-	15% of total developed lot area
CM-CI	-	10% of total developed lot area
CM-MU	-	15% of total developed lot area

SECTION 10. AMC Section 18.72.120 [Site Design and Use Standards – Controlled Access] is hereby amended to read as follows:

18.72.120 Controlled access.

- A. Any partitioning or subdivision of property located in an R-2, R-3, C-1, E-1 **CM**, or M-1 zone shall meet the controlled access standards set forth ~~in section (B)~~ below. If applicable, cross access easements shall be required so that access to all properties created by the land division can be made from one or more points.
- B. Street and driveway access points in an R-2, R-3, C-1, E-1, or M-1 zone shall be limited to the following:
 - 1. Distance between driveways.
 - On arterial streets - 100 feet;
 - on collector streets - 75 feet;
 - on residential streets - 50 feet.
 - 2. Distance from intersections.
 - On arterial streets - 100 feet;
 - on collector streets - 50 feet;
 - on residential streets - 35 feet.
- C. Street and driveway access points in the CM zone are subject to the requirements of the of Croman Mill District Standards.**

C.D. Access Requirements for Multi-family Developments.

1. All multi-family developments which will have automobile trip generation in excess of 250 vehicle trips per day shall provide at least two driveway access points to the development. Trip generation shall be determined by the methods established by the Institute of Transportation Engineers.
2. Creating an obstructed street, as defined in 18.88.020.G, is prohibited.

SECTION 11. AMC Section 18.72.140 [Site Design and Use Standards – Light and Glare Performance Standards] is hereby amended to read as follows:

18.72.140 Light and Glare Performance Standards.

There shall be no direct illumination of any residential zone from a lighting standard in any other residential lot, C-1, E-1 or M-1, SO, **CM** or HC lot.

SECTION 12. AMC Section 18.72.180 D.[Site Design and Use Standards – Development Standards for Wireless Communication Facilities] is hereby amended to read as follows:

18.72.180 Development Standards for Wireless Communication Facilities

- D. All installation of wireless communication systems shall be subject to the requirements of this section in addition to all applicable Site Design and Use Standards and are subject to the following approval process:

Zoning Designations	Attached to Existing Structures	Alternative Structures	Freestanding Support Structures
Residential Zones ⁽¹⁾	CUP	Prohibited	Prohibited
C-1	CUP	CUP	Prohibited
C-1-D (Downtown) ⁽²⁾	CUP	Prohibited	Prohibited
C-1 - Freeway overlay	Site Review	Site Review	CUP
E-1	Site Review	Site Review	CUP
M-1	Site Review	Site Review	CUP
SOU	Site Review	CUP	CUP
NM (North Mountain)	Prohibited	Prohibited	Prohibited
Historic District ⁽²⁾	CUP	Prohibited	Prohibited
A-1 (Airport Overlay)	CUP	CUP	CUP
HC (Health Care)	CUP	Prohibited	Prohibited
<u>CM-NC</u>	<u>CUP</u>	<u>CUP</u>	<u>CUP</u>
<u>CM-OE</u>	<u>Site Review</u>	<u>Site Review</u>	<u>CUP</u>
<u>CM-CI</u>	<u>Site Review</u>	<u>Site Review</u>	<u>CUP</u>
<u>CM-MU</u>	<u>CUP</u>	<u>CUP</u>	<u>CUP</u>
<u>CM-OS</u>	<u>Prohibited</u>	<u>Prohibited</u>	<u>Prohibited</u>

SECTION 13. AMC Section 18.84.100 [Manufactured Housing Developments – Special Conditions] is hereby amended to read as follows:

18.84 Manufactured Housing Developments

18.84.100 Special Conditions.

- A. For the mitigation of adverse impacts, the City may impose conditions. Restrictions may include, but are not limited to, the following:
 - 1. Require view-obscuring shrubbery, walls or fences.
 - 2. Require retention of specified trees, rocks, water ponds or courses, or other natural features.
- B. No manufactured housing developments may be located within the Ashland Historic District.
- C. No manufactured housing developments may be located, relocated, **or increased in size or number of units,** within any zones designated for commercial use -- C-1, C-1-D, E-1, **CM** or M-1.

SECTION 14. AMC Section 18.88.070 [Performance Standards Options – Setbacks] is hereby amended to read as follows:

18.88 Performance Standards Options

18.88.070 Setbacks.

- A. Front yard setbacks shall follow the requirements of the underlying district.
- B. Setbacks along the perimeter of the development shall have the same setbacks as required in the parent zone.
- C. Maximum heights shall be the same as required in the parent zone.
- D. One-half of the building height at the wall closest to the adjacent building shall be required as the minimum width between buildings, **except within non-residential zoning districts including C-1, C-1-D, E-1, CM, and M-1.**
- E. Solar Access Setback. Solar access shall be provided as required in Section **18.68-18.70** **except within the C-1-D and CM zoning districts.**
- F. Any single-family structure not shown on the plan must meet the setback requirements established in the building envelope on the outline plan.

SECTION 15. AMC Section 18.88.080 [Performance Standards Options – P-Overlay Zone] is hereby amended to read as follows:

18.88 Performance Standards Options

18.88.080 P-Overlay Zone.

- A. The purpose of the P-overlay zone is to distinguish between those areas which have been largely developed under the subdivision code, and those areas which, due to the undeveloped

nature of the property, topography, vegetation, or natural hazards, are more suitable for development under Performance Standards.

- B. All developments, other than partitionings, which involve the division of land, or development of individual living units, in the P-overlay areas, shall be processed under this Chapter of the Land Use Ordinance. The minimum number of dwelling units for a Performance Standards Subdivision within residential zoning districts shall be three.
- C. In a P-overlay area, the granting of the application shall be considered an outright permitted use, subject to review by the Commission for compliance with the standards set forth in this Ordinance and the guidelines adopted by the Council.
- D. If a parcel is not in a P-overlay area, then development under this Chapter may only be approved if one or more of the following conditions exist:
 - 1. The parcel is larger than two acres and is greater than 200 feet in average width; or
 - 2. That development under this Chapter is necessary to protect the environment and the neighborhood from degradation which would occur from development to the maximum density allowed under subdivision standards, or would be equal in its aesthetic and environmental impact; or
 - 3. The property is zoned R-2, ~~or~~ R-3, or CM.

SECTION 16. AMC Section 18.92.020.B. [Off-Street Parking – Automobile Parking Spaces Required- Commercial Uses] is hereby amended to read as follows:

18.92 Off-Street Parking

18.92.020 Automobile Parking Spaces Required

- B. Commercial Uses. For commercial uses the following automobile parking spaces are required.
 - 1. Auto, boat or trailer sales, retail nurseries and other open-space uses.
One space per 1,000 square feet of the first 10,000 square feet of gross land area; plus one space per 5,000 square feet for the excess over 10,000 square feet of gross land area; and one per two employees.
 - 2. Bowling Alleys.
Three spaces per alley, plus additional spaces for auxiliary activities set forth in this section.
 - 3. Business, general retail, person services.
General - one space for 350 square feet of gross floor area. Furniture and appliances - one space per 750 square feet of gross floor area.
 - 4. Chapels and mortuaries.
One space per four fixed seats in the main chapel.
 - 5. Offices.
Medical and dental - one space per 350 square feet of gross floor area. General - one space per ~~450~~ 500 square feet of gross floor area.
 - 6. Restaurants, bars, ice cream parlors and similar uses.
One space per four seats or one space per 100 sq. ft. of gross leasable floor area, whichever is less.
 - 7. Skating rinks.

One space per 350 sq. ft. of gross building area.

8. Theaters, auditoriums, stadiums, gymnasiums and similar uses.

One space per four seats.

SECTION 17. AMC Section 18.92.020.C. [Off-Street Parking – Automobile Parking Spaces Required- Industrial Uses] is hereby amended to read as follows:

18.92 Off-Street Parking

18.92.020 Automobile Parking Spaces Required

C. Industrial Uses. For industrial uses the following automobile parking spaces are required.

1. Industrial uses, except warehousing.

~~One space per two employees on the largest shift or for each 700 square feet of gross floor area, whichever is less, plus one space per company vehicle.~~

2. Industrial and Warehousing uses.

One space per 1,000 square feet of gross floor area or for each two employees, whichever is ~~greater~~ less, plus one space per company vehicle.

~~3.~~2. Public utilities (gas, water, telephone, etc.), not including business offices.

One space per two employees on the largest shift, plus one space per company vehicle; a minimum of two spaces is required.

SECTION 18. AMC Section 18.96.090. [Sign Regulations – Commercial , Industrial and Employment Districts] is hereby amended to read as follows:

18.96 Sign Regulations

18.96.090 Commercial, Industrial and Employment Districts.

Signs in commercial, industrial, ~~and employment,~~ and Croman Mill districts, excepting the Downtown-Commercial Overlay District and the Freeway Overlay District, shall conform to the following regulations:

A. **Special Provisions.**

1. Frontage. The number and use of signs allowed by virtue of a given business frontage shall be placed only upon such business frontage.

2. Aggregate number of signs. The aggregate number of signs for each business shall be two signs for each business frontage.

3. Aggregate area of signs. The aggregate area of all signs established by and located on a given street frontage, shall not exceed an area equal to one square foot of sign area for each lineal foot of street frontage. Aggregate area shall not include nameplates, and temporary real estate and construction signs.

B. Types of Signs Permitted:

1. Wall Signs.

a. Number. Two signs per building frontage shall be permitted for each business, or one sign per frontage for a group of businesses occupying a single common space or suite.

b. Area. Buildings with two or fewer business frontages shall be permitted one square foot of sign area for each lineal foot of business frontage. For the third and subsequent business frontages on a single building, the business shall be permitted one square foot of sign area for every two lineal feet of business frontage. The maximum sign area on any single business frontage shall not exceed sixty (60) square feet.

Business frontages of three or more, on a single building, shall comply with the following criteria established within the City' s Site Design and Use Standards:

i. A pedestrian entrance designed to be attractive and functional, and open to the public during all business hours

ii. The pedestrian entrance shall be accessed from a walkway connected to a public sidewalk.

c. Projection. Except for marquee or awning signs, a projecting sign may project a maximum of two feet from the face of the building to which they are attached, provided the lowest portion of the sign is at least eight feet above grade. Any portion lower than eight feet can only project four inches.

d. Extension above roof line. Signs may not project above the roof or eave line of the building.

2. Ground Signs.

a. Number. One sign shall be permitted for each lot with a street frontage in excess of fifty lineal feet. Corner lots can count both street frontages in determining the lineal feet of the street frontage but only one ground sign is permitted on corner lots. Two or more parcels of less than fifty feet may be combined for purposes of meeting the foregoing standard.

b. Area. Signs shall not exceed an area of one square foot for each two lineal feet of street frontage, with a maximum area of sixty square feet per sign.

c. Placement. Signs shall be placed so that no sign or portion thereof shall extend beyond any property line of the premises on which such sign is located. Signs on corner properties shall also comply with the vision clearance provisions of Section 18.96.060(F).

d. Height. No ground sign shall be in excess of five feet above grade.

3. **Awning or Marquee Signs.**

a. Number. Two signs shall be permitted for each business frontage in lieu of wall signs.

b. Area. Signs shall not exceed the permitted aggregate sign area not taken up by a wall sign.

c. Projection. Signs may not project beyond the face of the marquee if suspended, or above or below the face of the marquee if attached to and parallel to the face of the marquee.

d. Height. Signs shall have a maximum face height of nine inches if attached to the marquee.

e. Clearance above grade. The lowest portion of a sign attached to a marquee shall not be less than seven feet, six inches above grade.

f. Signs painted on a marquee. Signs can be painted on the marquee in lieu of wall sign provided the signs do not exceed the permitted aggregate sign area not taken up by wall signs.

4. **Portable Business Signs**

a. Number. One portable business sign, limited to sandwich boards, pedestal signs, 'A' frame signs, flags, and wind signs, shall be allowed on each lot excepting that buildings, businesses, shopping centers, and business complexes with permanent ground signs shall not be permitted to have portable signs.

b. Area. Sign area shall be deducted from the aggregate sign allowed for exempt incidental signs established in 18.96.030(H). Signs shall not exceed an area of four (4) square feet per face including any border or trim, and there shall be no more than two (2) faces.

c. Height. Sandwich board signs and 'A' frame signs shall not extend more than three (3) feet above the ground on which it is placed. Pedestal signs shall not extend more than four (4) feet above the ground on which it

is placed. A freestanding wind sign shall not extend more than five (5) feet above the ground on which it is placed.

d. Placement. Signs shall be placed so that no sign or portion thereof shall extend beyond any property line of the premises on which such sign is located. Portable signs shall be located within ten feet of the business entrance and shall not be placed on public right-of-way. No portable business sign shall be constructed and placed so as to interfere with pedestrian ingress and egress as regulated within the Ashland Municipal Code.

e. General Limitations. Signs shall be anchored, supported, or designed as to prevent tipping over, which reasonably prevents the possibility of signs becoming hazards to public health and safety. Signs shall not be constructed of plastic, illuminated or contain any electrical component. No objects shall be attached to a portable sign such as but not limited to balloons, banners, merchandise, and electrical devices. Portable business signs shall be removed at the daily close of business. These signs are prohibited while the business is closed.

5. Three-Dimensional Signs.

a. Number. One three-dimensional sign shall be permitted for each lot in lieu of one three square foot incidental sign otherwise allowed per 18.96.030H.

b. Surface Area. Flat surfaces in excess of two square feet shall count toward the total aggregate sign area per 18.96.090(A) 4.

c. Placement. The three-dimensional sign shall be located so that no sign or portion thereof is within a public pedestrian easement or extends beyond any property line of the premises on which such sign is located into the public right-of-way unless the sign is attached to the face of the building and located eight feet above grade, or the sign is attached to a marquee with the lowest portion of the sign not less than seven feet, six inches above grade not projecting beyond, or above, the face of the marquee.

d. Dimensions. No three-dimensional sign shall have a height, width, or depth in excess of three feet.

e. Volume. The volume of the three-dimensional sign shall be calculated as the entire volume within a rectangular cube enclosing the extreme limits of all parts of the sign and shall not exceed three (3) cubic feet. For the purposes of calculating volume the minimum dimension for height, width, or depth shall be considered one foot.

f. Materials. The three-dimensional signs shall be constructed of metal, wood, bronze, concrete, stone, glass, clay, fiberglass, or other durable material, all of which are treated to prevent corrosion or reflective glare. Three dimensional signs shall not be constructed of plastic. Three dimensional signs shall not be internally illuminated or contain any electrical component.

SECTION 19. AMC Section 18.104.020. [Conditional Use Permits – Definitions] is hereby amended to read as follows:

18.104 Conditional Use Permits

18.104.20 Definitions.

The following are definitions for use in this chapter.

- A. "Impact Area" - That area which is immediately surrounding a use, and which may be impacted by it. All land which is within the applicable notice area for a use is included in the impact area. In addition, any lot beyond the notice area, if the hearing authority finds that it may be materially affected by the proposed use, is also included in the impact area.
- B. "Target Use" - The basic permitted use in the zone, as defined below. ~~1. WR (Woodland Residential) and RR (Rural Residential) zones:~~
1. **WR (Woodland Residential) and RR (Rural Residential) zones:** Residential use complying with all ordinance requirements, developed at the density permitted by Section 18.88.040.
 2. R-1 (Single Family Residential) zones: Residential use complying with all ordinance requirements, developed at the density permitted by Section 18.88.040.
 3. R-2 and R-3 Zones: Residential use complying with all ordinance requirements, developed at the density permitted by the zone.
 4. C-1. The general retail commercial uses listed in 18.32.020 B., developed at an intensity of .35 gross floor to area ratio, complying with all ordinance requirements.
 5. C-1D. The general retail commercial uses listed in 18.32.020 B., developed at an intensity of 1.00 gross floor to area ratio, complying with all ordinance requirements.
 6. E-1. The general office uses listed in 18.40.020 A., developed at an intensity of .35 gross floor to area ratio, complying with all ordinance requirements.
 7. M-1. The general light industrial uses listed in 18.40.020 E., complying with all ordinance requirements.
 8. SO. Educational uses at the college level, complying with all ordinance requirements.
 9. **CM-CI. The general light industrial uses listed in 18.53.050 A., developed at an intensity of .50 gross floor to area ratio, complying with all ordinance requirements.**
 10. **CM-OE. The general office uses listed in 18.53.050 A., developed at an intensity of .60 gross floor to area, complying with all ordinance requirements.**
 11. **CM-MU. The general office uses listed in 18.53.050 A., developed at an intensity of .60 gross floor to area, complying with all ordinance requirements.**

12. CM-NC. The retail commercial uses listed in 18.53.050 A., developed at an intensity of .60 gross floor to area ratio, complying with all ordinance requirements.

SECTION 20. AMC Section 18.106.030.H. [Annexations – Approval Standards] is hereby amended to read as follows:

18.106 Annexations

18.106.030 Approval Standards

H. One or more of the following standards are met:

1. The proposed area for annexation is to be residentially zoned, and there is less than a five-year supply of vacant and redevelopable land in the proposed land use classification within the current city limits. “Redevelopable land” means land zoned for residential use on which development has already occurred but on which, due to present or expected market forces, there exists the likelihood that existing development will be converted to more intensive residential uses during the planning period. The five-year supply shall be determined from vacant and redevelopable land inventories and by the methodology for land need projections from the Housing Element of the Comprehensive Plan; or
2. The proposed lot or lots will be zoned **CM, E-1** or C-1 under the Comprehensive Plan, and that the applicant will obtain Site Review approval for an outright permitted use, or special permitted use concurrent with the annexation request; or
3. A current or probable public health hazard exists due to lack of full City sanitary sewer or water services; or
4. Existing development in the proposed annexation has inadequate water or sanitary sewer service; or the service will become inadequate within one year; or
5. The area proposed for annexation has existing City of Ashland water or sanitary sewer service extended, connected, and in use, and a signed “consent to annexation” agreement has been filed and accepted by the City of Ashland; or
6. The lot or lots proposed for annexation are an “island” completely surrounded by lands within the city limits.

SECTION 21. AMC Section 18.108.017.C. [Procedures – Applications] is hereby added to read as follows:

18.108 Procedures

18.108.017 Applications

C. Priority planning action processing for LEED® certified buildings.

1. **New buildings and existing buildings whose repair, alteration or rehabilitation costs exceed fifty percent of their replacement costs, that will be pursuing certification under the Leadership in Energy and Environmental Design Green**

Building Rating System (LEED®) of the United States Green Building Council shall received top priority in the processing of planning actions.

2. Applicants wishing to receive priority planning action processing shall provide the following documentation with the application demonstrating the completion of the following steps in the working towards LEED® certification.

- a. Hiring and retaining a LEED® Accredited Professional as part of the project team throughout design and construction of the project.**
- b. The LEED® checklist indicating the credits that will be pursued.**

SECTION 22. AMC Section 18.108.040.A. [Procedures – Type I Procedure] is hereby added to read as follows:

18.108.040 Type I Procedure.

A. Actions Included. The following planning actions shall be subject to the Type I Procedure:

1. Site Design Review. The following developments that are subject to the Site Design Review Standards outlined in 18.72 shall follow the Type I permit procedures.

- a. Downtown Design Standards Zone. Any development which is less than 2,500 square feet or ten percent of the building's square footage, whichever is less.
- b. Detail Site Review. Any development in the Detail Site Review Zone, as defined in the Site Review Standards adopted pursuant Chapter 18.72, which is less than 10,000 square feet in gross floor area.

c. Commercial, Industrial and Non-residential Uses

- i. All new structures, additions or expansions in C-1, E-1, HC and M zones, not within the Downtown Design Standards zone, that do not require new building area in excess of 20% of an existing building's square footage or 10,000 square feet of gross floor area, whichever is less.

ii. All new structures or additions less than 15,000 square feet of gross floor area in the CM zoning district.

iii. Expansion of impervious surface area in excess of 10% of the area of the site or 1,000 square feet, whichever is less

iiii. Expansion of parking lots, relocation of parking spaces on a site, or other changes which alters circulation affecting adjacent property or public right-of-way.

ivv. Any change of occupancy from a less intensive to a more intensive occupancy, as defined in the City building code, or any change in use which requires a greater number of parking spaces.

vi. Any change in use of a lot from one general use category to another general use category, e.g., from residential to commercial, as defined by the zoning regulations of this Code.

vii. Any exterior change to a structure which requires a building permit and is listed on the National Register of Historic Places or to a contributing property within a Historic District on the National Register of Historic Places.

d. Residential

i. Two or more residential units on a single lot.

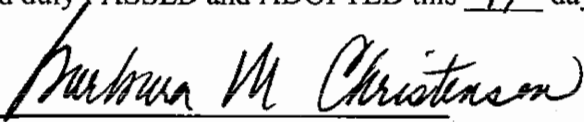
ii. All new structures or additions less than 10,000 square feet of gross floor area, other than single-family homes or accessory uses on individual lots

- iii. Construction of attached single-family housing (e.g. town homes, condominiums, row houses, etc.) in all zoning districts.
- iv. Off-street parking or landscaping, in conjunction with an approved Performance Standards Subdivision required by ordinance and not located within the boundaries of the individual unit parcel (e.g. shared parking).
- v. Any exterior change to a structure which requires a building permit and is listed on the National Register of Historic Places.

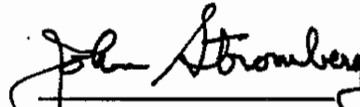
SECTION 23. Severability. The sections, subsections, paragraphs and clauses of this ordinance are severable. The invalidity of one section, subsection, paragraph, or clause shall not affect the validity of the remaining sections, subsections, paragraphs and clauses.

SECTION 24. Codification. Provisions of this Ordinance shall be incorporated in the City Code and the word "ordinance" may be changed to "code", "article", "section", or another word, and the sections of this Ordinance may be renumbered, or re-lettered, provided however that any Whereas clauses and boilerplate provisions, and text descriptions of amendments (i.e. Sections 1, ~~22-23~~²³⁻²⁴) need not be codified and the City Recorder is authorized to correct any cross-references and any typographical errors.

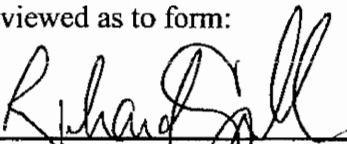
The foregoing ordinance was first read by title only in accordance with Article X, Section 2(C) of the City Charter on the 3 day of August, 2010, and duly PASSED and ADOPTED this 17 day of August, 2010.


Barbara M. Christensen, City Recorder

SIGNED and APPROVED this 18 day of August, 2010.


John Stromberg, Mayor

Reviewed as to form:


Richard Appicello, City Attorney

**BEFORE THE CITY COUNCIL
CITY OF ASHLAND, JACKSON COUNTY, OREGON**

August 17, 2010

In the Matter of Amendments to the City of Ashland)
Comprehensive Plan, Zoning Map and Land Use) FINDINGS OF FACT AND
Regulations Concerning the Addition of Chapter 18.53) CONCLUSIONS OF LAW
Croman Mill and associated amendments, including six)
Ordinances implementing the Plan)

PURPOSE:

Implement the Croman Mill Site Redevelopment Plan, December 2008.

Implementation is achieved by six distinct ordinances: The first Ordinance amends the Comprehensive Plan to add Croman Mill land use text in Chapter 2 and on the Map Legend, but not to any particular property. This ordinance also adopts the supporting documents (i.e. Croman Study with staff modifications), as a support document to the Comprehensive Plan as well as adopts the Economic Opportunities analysis as support documents to the Comprehensive Plan. The second ordinance amends the Zoning Code to add Croman Mill District 18.53 and Zoning overlays as implementing regulations for the land use designation. Ordinances 3 and 4 amend the Site Design and Use Standards and other Development Code Sections to create specific standards for Croman Mill and for amendments for internal consistency, respectively. After establishing this framework the new comprehensive plan and zoning and overlays are applied to specific properties in Ordinance 5. Ordinance 6 creates priority for LEED buildings.

PUBLIC HEARINGS:

On December 21, 2009, a notice of the Planning Commission and City Council Public Hearings was sent by first class mail to approximately 255 owners of properties located in and within 200 feet of the proposed Croman Mill District boundary. Additionally, on December 21 and 23, 2009, 40 notices were sent to owners of properties that may have the use of the property impacted by the proposed rules in accordance with ORS 227.186. In addition to the required notice information in Ashland Land Use Ordinance (ALUO) 18.108.080 and ORS 227.186, the notices included the project web page address. The project web page includes the proposed Comprehensive Plan, map and ordinance amendments as well as information on the redevelopment planning and public process which resulted in the Croman Mill Site Redevelopment Plan (December 2008). The web page has been updated throughout the public workshop and hearing process with meeting materials as well as the record. Notice was published in The Ashland Daily Tidings on December 31, 2009 prior to the Planning Commission public hearing and on March 24, 2010 prior to the City Council public hearing. Notice was also sent to the Department of Land Conservation and Development on October 6, 2009.

A Public Hearing was held at the Planning Commission on January 12, 2010 and continued to February 9 and February 23. A Public Hearing was held at the City Council on April 6, 2010 and continued to May 4, May 26, June 1, June 15, June 29 and August 3.

REVIEW CRITERIA

The decision of the City Council together with the recommendation by the Planning Commission was based on consideration and findings of consistency with the following factors.

- A. Consistency with City of Ashland Approval Criteria for Zone Changes, Zoning Map Amendments and Comprehensive Plan Map Changes, ALUO 18.108.060.B
- B. Consistency with City of Ashland Comprehensive Plan
- C. Consistency with Oregon land use laws and regulations including specifically Oregon Statewide Planning Goal 9 as implemented by OAR Chapter 660, Division 9
- D. Consistency with Oregon land use laws and regulations including specifically Oregon Statewide Planning Goal 12 as implemented by OAR Chapter 660, Division 12

EVALUATION AND COUNCIL FINDINGS:

- A. *Consistency with City of Ashland Approval Criteria for Zone Changes, Zoning Map Amendments and Comprehensive Plan Map Changes, ALUO 108.108.060.B*

ALUO 18.108.060.B

- 1. *Zone changes, zoning map amendments and comprehensive plan map changes subject to the Type III procedure as described in subsection A of this section may be approved if in compliance with the comprehensive plan and the application demonstrates that one or more of the following:*
 - a. *The change implements a public need, other than the provision of affordable housing, supported by the Comprehensive Plan; or*
 - b. *A substantial change in circumstances has occurred since the existing zoning or Plan designation was proposed, necessitating the need to adjust to the changed circumstances; or*
 - c. *Circumstances relating to the general public welfare exist that require such an action; or*
 - d. *Proposed increases in residential zoning density resulting from a change from one zoning district to another zoning district, will provide 25% of the proposed base density as affordable housing consistent with the approval standards set forth in 18.106.030(G); or*
 - e. *Increases in residential zoning density of four units or greater on commercial, employment or industrial zoned lands (i.e. Residential Overlay), will not negatively impact the City of Ashland's commercial and industrial land supply as required in*

the Comprehensive Plan, and will provide 25% of the proposed base density as affordable housing consistent with the approval standards set forth in 18.106.030(G) The total number of affordable units described in sections D or E shall be determined by rounding down fractional answers to the nearest whole unit. A deed restriction, or similar legal instrument, shall be used to guarantee compliance with affordable criteria for a period of not less than 60 years. Sections D and E do not apply to council initiated actions.

The area within the boundary of the proposed Croman Mill District including the former 64-acre Croman Mill site is primarily zoned M-1 Industrial, with some additional areas of E-1 Employment adjacent to the southern portion of Mistletoe Road and R-1 Single Family on the approximately six-acre ODOT maintenance yard located on Tolman Creek Road. Additionally, the area adjacent to Siskiyou Boulevard and Crowson Road is within the Croman Mill District boundary and in the Ashland urban growth boundary (UGB), but is outside the city limits – this area is designated Employment in the Ashland Comprehensive Plan and is currently zoned Jackson County RR-5 Rural Residential.

The Croman Mill District Comprehensive Plan designation map includes approximately 100 acres. The proposed Croman Mill District includes five zoning overlays. The bulk of the district is the 64-acre Croman Mill site which would be divided between CI Compatible Industrial and OE Office Employment. Office uses area focused in the northern half of the district and manufacturing uses are concentrated in the southern half of the district in an effort to create distinct identities for each area and to maintain freight rail access to the industrial area.

Croman Mill District Gross Acreages in UGB		
	Existing Comprehensive Plan	Current Proposed Zoning Overlays
Industrial	70	30
Employment	23.5	29
Mixed Use	0	16
Neighborhood Center	0	6
Open Space	0	10
Residential (R-1-5)	6.5	0
Total	100	91*

*Approximately 9 acres in the plan area will remain in the M-1 Industrial designation.

The Croman Mill District Zoning Land Use Overlays map includes less acreage because five tax lots in the city limits totaling approximately 9 acres that are included in the Croman Mill District Comprehensive Plan designation are not assigned a Croman Mill District zoning overlay. As a result, the existing M-1 Industrial zoning will remain in place for the five tax lots (391E14AC, tax lots 1000, 1100, 1200 and

1900, 391E14BD tax lot 402). A CM rezone will not be necessary for the M-1 retained properties to develop, however a rezone will be necessary to utilize any of the CM overlays.

The ODOT maintenance yard at the northwest corner of the plan area would be NC Neighborhood Commercial, a mixed-use area including small scale neighborhood commercial uses and residential units. There are two MU Mixed Use areas with one located between Hamilton Creek and Mistletoe Road and the other surrounding the south entrance on Siskiyou Boulevard. These areas are intended as transitions from the existing residential areas to the west and south, and would allow a mix of uses including office, light manufacturing and residential uses. The residential uses in the NC Neighborhood Commercial and MU Mixed Use overlays are limited to upper floors of the buildings. Finally, there is an OS Open Space/Conservation Overlay which includes the areas along Hamilton Creek, the Central Park, and the pond and creek in the southeast portion of the district.

It is important to note that with the exception of the ODOT maintenance yard property on Tolman Creek Road, the proposed Comprehensive Plan and Zoning map changes are not a wholesale change of the plan and zone designations (e.g. a change from an industrial to a residential designation). Instead, the proposed map amendments are a redistribution of the uses allowed under the current M-1 Industrial zoning. The title of the M-1 Industrial zoning is somewhat misleading because the zoning district allows a wide range of commercial and employment uses including offices, retail, personal services, restaurants, nightclubs and bars, theaters, and hotels and motels in addition to those uses typically associated with industrial areas such as manufacturing, processing, assembling, mini-warehouses, outside storage of merchandise and raw materials, junkyard and auto wrecking yards, and concrete or asphalt batch or mixing plants. In short, the M-1 Industrial zoning district includes the uses that are allowed in the C-1 Commercial and E-1 Employment zoning districts.

In the proposed Croman Mill District, professional offices are targeted for the OE Office Employment zone, and manufacturing and assembly is the focus of the CI Compatible Industrial zone, with provisions to allow for some cross-over manufacturing and offices associated with the primary use of the zone. Stores, restaurants and shops of a neighborhood-scale are located in the NC Neighborhood, and allowed throughout the OE Office Employment and CI Compatible Industrial zones at a more limited scale. The MU Mixed Use areas allow both the office and manufacturing and assembly uses. With the exception of the residential uses allowed in the MU Mixed Use zoning overlay, the uses included in the Croman Mill District are allowed under the current M-1 Industrial and E-1 Employment zoning.

In keeping with the Croman Mill Site Redevelopment Plan (2008) project objectives and recommendations, land-intensive uses with low employment densities such as mini-warehouses, junkyard and auto wrecking yards, outdoor storage areas of unrestricted size, hotels and motels, building material sales yards and equipment

storage yards are not permitted in the Compatible Industrial (CI) and Office Employment (OE) overlay zones. Additionally, retail and restaurant uses are limited to relatively small square footages under the proposed zoning, rather than being unrestricted in size or scope as is allowed under the current M-1 Industrial and E-1 Employment zoning.

Accordingly, the Croman Mill Project involves comprehensive plan map changes, zoning map changes and changes to the text of the comprehensive plan and zoning code implicating ALUO 18.108.060.B as noted above. The changes are a refinement of the existing land use and zoning and not wholesale changes. At least one of the criterion is demonstrated by the planning action. Specifically, the Council finds the Comprehensive Plan and Zoning map amendments are necessary to respond to a *substantial change in circumstances* that have occurred since the existing plan and zoning designations were established. A number of factors contributed to the change in circumstances, and the subsequent master planning of the Croman Mill site including the evaluation of the current plan and zone designations, discussed below. The changes are also supported by *public need* and *general welfare* considerations as outlined in the Code.

The Croman Mill Site was established as a lumber and planing mill in 1934, and this use or a similar sawmill use continued on the site until 1996. The "Industrial" designation on City maps has been in place at least since 1966. As late as 1980, the mill was still in full operation with 200 employees working two shifts a day, and it was the largest private employer in Ashland (Kramer, Historic Overview Study, 'Croman Mill Study Area', January 10, 2008). As the timber industry declined in the 1980's and 1990's, lumber mills throughout Oregon closed as did the Croman Corporation operation on the Ashland site in 1996. Since the closure of the mill, the property has remained largely unused except for a temporary asphalt batch plant in 2001, and storage of used concrete and decommissioned equipment. The 2007 Economic Opportunity Analysis (EOA) raised a concern regarding the broad range of activities permitted in the M-1, and the compatibility with the site and surrounding uses. As a result, the EOA recommended preparing a master plan for the site to evaluate appropriate uses and to incorporate sustainable development concepts. Clearly, the end of the mill operations after six decades of use and the property being largely unused and vacant since that time have contributed to the efforts to re-examine the plan area.

In 2001 there was an application to rezone the property for residential purposes, which the City ultimately denied. Subsequent to the City's decision, the 2007 Economic Opportunity Analysis (EOA) identified a need to retain existing employment lands, including the Croman Mill site, within the city limits and UGB to accommodate the forecasted employment through 2027.

In terms of the trends in industrial uses, Ashland has attracted and is expected to continue to attract firms in the specialty manufacturing category which tend have a dedication to environmental issues, sustainable production and concern for the

community such as Dagoba Organic Chocolates, Dream Saks and Plexis Healthcare Systems (Section V: Land Demand and Site Needs in Ashland, EOA, 2007). At the same time, more traditional heavy industrial uses are not occurring in Ashland, and the community established Comprehensive Plan policies which discourage industrial uses that use large amounts of water and/or emit pollutants.

The master planning process was in response to a series of changing circumstances over a decade, and an effort to find opportunities to create a high quality employment center, to address development interests and to incorporate the community's values and goals. The plan area is retained for employment and economic purposes with 59 acres focused on manufacturing and office uses, 16 acres for mixed use with 100 percent manufacturing and office uses required on the ground floor, 10 acres of open space and 6 acres of neighborhood center with a mix of commercial and residential uses. The master plan allows more specificity than a standard zoning district for the plan area, and addresses long-term community goals such as creating family wage jobs, having a well-connected and multi-modal (i.e. pedestrian, bicycles, auto/truck, freight and transit) transportation system, preserving natural features, creating a built environment that respects Ashland's character, making desirable public spaces and incorporating green development standards.

There were a number of issues raised regarding the Comprehensive Plan and Zoning Map changes and the need for the changes during the public hearings. The City Council finds and determines that all substantive issues were adequately addressed by City staff in the numerous staff reports and staff responses, and other materials in the record, whether such responses were made orally at the hearings or provided in written form as set forth in the record. All staff reports, staff materials, and other staff responses are hereby accepted by the City Council and are incorporated herein by this reference.

The Council finds and determines that the proposed comprehensive plan amendments, map amendments, zoning amendments and zoning map amendments comply with the criteria of ALUO 108.108.060.B.

B. Consistency with the Ashland Comprehensive Plan

The Economic Opportunity Analysis (EOA) and Croman Mill Site Redevelopment Plan (December 2008) are being adopted as a supporting documents to the Ashland Comprehensive Plan concurrent with and as part of this action on Croman Mill.

2. The proposed implementation program is consistent with and adequate to carry out goals and policies in the Ashland Comprehensive Plan. The Economic Element of the Ashland Comprehensive Plan was updated in 1991, and includes several goals and policies that establish the latitude to revise and update employment lands designations, as well as

which support the goals and objectives established in the Croman Mill Site Redevelopment Plan.

Chapter VII The Economy

Goal: *To ensure that the local economy increases in its health, and diversifies in the number, type and size of businesses consistent with the local social needs, public service capabilities, and the retention of a high quality environment.*

Policy 1: *The City shall zone and designate within the Plan Map sufficient quantity of lands for commercial and industrial uses to provide for the employment needs of its residents and a portion of rural residents consistent with the population for the urban area.*

Policy 2: *The City shall design the Land Use Ordinance to provide for:*

e) Commercial or employment zones where business and residential uses are mixed. This is especially appropriate as buffers between residential and employment or commercial areas, and in the Downtown.

Policy: *The City shall develop and implement an economic development program which will attempt to increase the number, variety and size of retain, service, and light industrial activity employers in the urban area, with particular emphasis on employers who pay wages at or above the median County wage and employ from 5 to 100 people, or who are locally owned. The City shall work with regional economic development agencies or coordination regional economic development activities.*

Policy 4: *In accordance with the policies VII-2 and VII-2 above, the City shall take such actions as are necessary to ensure that economic development can occur in at timely and efficient manner. Such actions may include the following:*

b) Utilization of available grants and loans to finance the extension of public facilities to lands zoned or planned for commercial or industrial use.

c) Inclusion within the Capital Improvement programs facilities improvement which will help achieve long-range development goals and polices.

Policy 7: *The City is clearly unsuitable for the following types of businesses:*

a) Businesses which use large amounts of water, especially when Ashland's water needs peak.

b) Businesses that emit significant amounts of air pollution.

c) Businesses that create toxic wastes that require specialized disposal techniques not available locally.

d) The City shall include in the Land Use Ordinance specific list of businesses that are prohibited form operations in the City Limits, or specific performance standards that would define uses that are unacceptable because they meet one or more of the above criteria.

The Council finds and determines that the proposed comprehensive plan amendment is internally consistent with the Comprehensive Plan; the CM zoning district, (Chapter 18.53 Croman Mill), and associated district standards and other ordinances changes are consistent with and implement applicable Ashland Comprehensive Plan Goals and Policies.

C. Consistency with Oregon land use laws and regulations including specifically Oregon Statewide Planning Goal 9 as implemented by OAR Chapter 660, Division 9

The City conducted an Economic Opportunity Analysis (EOA) in accordance with OAR 660-009-0015. The EOA was completed in April 2007, and is being adopted as a supporting document to the Ashland Comprehensive Plan as part of this action.

OAR 660-009-0010(4) requires that post-acknowledgement plan amendments which change land areas over two acres from “an industrial use designation to a non-industrial use designation, or an other employment use designation to any other use designation” are consistent with the most recent economic opportunities analysis and acknowledged comprehensive plans. Industrial use is defined in OAR 660-009-0005(3) as “means employment activities generating income from the production, handling or distribution of goods. Industrial uses include, but are not limited to: manufacturing; assembly; fabrication; processing; storage; logistics; warehousing; importation; distribution and transshipment; and research and development. Industrial uses may have unique land, infrastructure, energy, and transportation requirements. Industrial uses may have external impacts on surrounding uses and may cluster in traditional or new industrial areas where they are segregated from other non-industrial activities.” Other employment use is defined in OAR 660-009-0005(6) as “means all non-industrial employment activities including the widest range of retail, wholesale, service, non-profit, business headquarters, administrative and governmental employment activities that are accommodated in retail, office and flexible building types. Other employment uses also include employment activities of an entity or organization that serves the medical, educational, social service, recreation and security needs of the community typically in large buildings or multi-building campuses.”

The Croman Mill District includes five zoning overlays – Compatible Industrial (CI), Office Employment (OE), Mixed Use (MU), Neighborhood Center (NC) and Open Space (OS). OAR 660-009-0010(4) does not apply to the six acres in the NC overlay because the current plan designation is Single-Family Residential, and the zoning of this portion of the plan area is R-1 Residential. OAR 660-009-0010(4) potentially applies to the 85 acres which is currently included in the Industrial plan designation/M-1 Industrial zoning district and the Employment plan designation/E-1 Employment zoning district. Approximately 59 acres is proposed to be divided between the CI and OE zoning overlays, while 16 acres would be in the MU overlay and 10 acres would be in OS (see table on page 3).

OAR 660-009-0010(4) does not clearly apply to the amendments to the City of Ashland Comprehensive Plan, Zoning Map and Land Use Regulations concerning the addition of Chapter 18.53 Croman Mill because the existing M-1 Industrial and E-1 Employment designations do not satisfy the definition for “industrial uses” or “other employment uses”

in OAR 660-009-0005. Chapter 18.52 M-1 Industrial District and Chapter 18.40 E-1 Employment Districts permit both “industrial uses” and “other employment uses” as defined in OAR 660-009-0005. Accordingly, the proposed Chapter 18.53 Croman Mill district also includes “industrial uses” and “other employment uses.” Thus, the change in designations is from a hybrid industrial/employment designation (i.e. M-1 and E-1) to a hybrid industrial/employment designation (i.e. CI, OE and MU). A more detailed explanation of the change in designations by acreage follows.

Approximately 70 acres of M-1 Industrial zoned land is in the Croman Mill Plan designation, and 61 of those acres are proposed to be changed to Compatible Industrial (CI), Office Employment (OE) and Mixed Use (MU). In accordance with ALUO Chapter 18.52 M-1 Industrial District, permitted uses include “industrial uses” such as manufacturing, processing, assembling, research, wholesale or storage uses, as well as “other employment uses” including offices, retail, restaurants, theaters, hotels and motels, nightclubs and bars.

Approximately 23.5 acres of E-1 Industrial zoned land is in the Croman Mill Plan area, and is proposed to be changed to CI, OE and MU. In accordance with ALUO Chapter 18.40 E-1 Employment District, permitted uses include “industrial uses” such as light manufacturing, manufacture of electric, electronic or optical instruments and devices, research establishments and manufacture of pharmaceutical and similar items, as well as “other employment uses” including offices, retail and restaurants.

The permitted uses in the CI overlay are focused on “industrial uses.” The CI overlay in the Croman Mill District permits outright manufacturing, assembly, fabrication and packaging, and administrative or research and development establishments. As a result, the land uses in the CI overlay are focused more in the industrial use classification compared to the permitted uses in the M-1 Industrial zoning. Additionally, retail and restaurants are special permitted uses in the CI overlay, are limited to a maximum of 15% of the gross floor area. In contrast, retail and restaurants without any size limitations are permitted uses under the current M-1 Industrial zoning. Similarly, offices are limited to 50 percent of the ground floor area in the CI overlay, whereas offices of any size are permitted uses in the M-1 Industrial zoning district.

The permitted uses in the OE overlay are focused on professional offices, and administrative or research and development establishments. As in the CI overlay, retail and restaurants are special permitted uses limited to a maximum of 15% of the gross floor area. Additionally, manufacturing, assembly, fabrication or packaging is a special permitted use that is limited in size to 50 percent of the ground floor area. The MU overlay allows manufacturing, professional offices and research and development establishments as permitted uses. Residential uses are special permitted uses, and are limited to the upper floors of buildings. The MU overlay is located on the western and southern periphery of the plan area, and is intended to provide a transition from the adjacent residential neighborhoods to the more intense industrial and employment uses in the interior of the site.

Despite that OAR 660-009-0010(4) is not clearly applicable to the amendments to the City of Ashland Comprehensive Plan, Zoning Map and Land Use Regulations concerning the addition of Chapter 18.53 Croman Mill, the Council finds that the proposed amendments are consistent with the most recent EOA. Similarly, the March 31, 2010 letter from John Renz, Department of Land Conservation and Development states that “the department does not see any conflict between the proposed Economic Opportunities Analysis (EOA) and the proposed Croman Mill Site Plan.”

The need to develop a master plan for the Croman Mill site is identified in the EOA. The EOA recommends that the city “plan for industrial uses that are compatible with the City’s economic development objectives.” Additionally, the following excerpts concerning the Croman Mill site are from the EOA.

“The Croman site is presently zoned M-1: the M-1 zone permits a broad range of industrial activities – some of which, in our opinion, are not compatible with the site and surrounding uses. The City should consider preparing a masterplan for the site that evaluates appropriate uses and incorporates sustainable development concepts. One option is to develop an ‘eco-industrial park.’” (p II)

“The City should designate at least one site from a master planned industrial park. The Croman Mill Site is the largest industrial site in Ashland. The site is largely vacant and is getting pressure for housing and associated retail uses. The employment forecast, however, is for 600 to 700 industrial jobs. Most of these will be in specialty manufacturing and other light industries. Ashland will have difficulty accommodating this employment if it does not have an industrial land base. The Croman site is approximately 70 acres; it is unlikely that any individual user would require more than five acres. Many will need less than one acre.” (p 5-12)

The EOA identifies potential growth industries and the characteristics of Ashland that will affect the types of businesses most likely to locate in the city. The EOA identifies industry clusters that will likely grow in Ashland including: Accommodations and Food Services; Retail; Health and Social Assistance; Arts, Entertainment and Recreation; Information; Professional, Scientific and Technical Services; and Specialty Manufacturing (p5-2). The high quality of life, and proximity to Interstate 5 and to other cities in Jackson County are identified as characteristics that will be important in attracting industries (p3-2). The EOA goes on to identify types of businesses most likely to locate in Ashland based on the characteristics of the community, and several of these growth industries are addressed by the Croman Mill plan including: 1) professional services that need access to educated workers (e.g. software, design, engineering, research); 2) small food processing firms, especially firms specializing in organic or natural foods; and 3) small scale manufacturing firms with 50 or less employees (e.g. high-tech electronics, recreational equipment, furniture manufacturing, specialty apparel and other specialty firms) (p 3-2). The Croman Mill Plan includes an Office Employment (OE) zoning overlay to address professional

service uses and a Compatible Industrial (CI) zoning overlay to address small food processing and small scale manufacturing firms. Additionally, the Croman Mill plan is designed to provide a high-quality setting by including a walkable employment center with opportunities for small-scale restaurants and services serving the work force integrated into the plan area, as well as a central park and trails, and pedestrian, bike and transit facilities and connections to and through the development.

The EOA includes a list of site needs for firms in the potential growth industries (pp 5-9 – 5-11). Many of the site attributes are standard for employment development including flat sites, access to roads, and access to fiber optics and telephone. However, several site attributes are connected to the high quality of life characteristic including pedestrian and bicycle facilities and land use buffers. Specifically, the report says “The ability for workers to access amenities and support services such as retail, banking and recreation areas by foot or bike is increasingly important to employers, particularly those with high-wage professional jobs. The need for safe and efficient bicycle and pedestrian networks will prove their importance overtime as support services and neighborhoods are developed adjacent to employment centers.” The Croman Mill plan includes a street network and street design standards which include sidewalks with landscape buffers, and bike lanes on the primary street to address pedestrian and bike travel throughout the development. Additionally, the Croman Mill plan includes the extension of the Central Ashland Bike Path adjacent to the railroad right-of-way from Tolman Creek Road to Crowson Road. The Central Ashland Bike Path is an off-road multi-use path providing pedestrian and bicycle access in a northwest to southeast direction through Ashland following the railroad right-of-way. Currently the path is in place from Sixth Street to Tolman Creek Road, and it provides a quick and safe way to travel through the city. Finally, a multi-use path is included in the plan along Hamilton Creek which would provide a north-south connection from the plan area to Siskiyou Boulevard, as well as a east-west connection to the adjacent Tolman Creek Road neighborhood.

In regards to land use buffers, the EOA says:

...many Industrial areas have operational characteristics that do not blend as well with residential land uses as they do with Office and Commercial areas. Generally, as the function of industrial use intensifies (e.g. heavy manufacturing) so to does the importance of buffering to mitigate impacts of noise, odors, traffic and 24-hour 7-day week operations. Adequate buffers may consist of vegetation, landscaped swales, roadways, and public use parks/recreation areas. Depending upon the industrial use and site topography, site buffers range from approximately 50 to 100 feet. Selected commercial office, retail, lodging and mixed-use (e.g. apartments or office over retail) activities are becoming acceptable adjacent uses to light industrial areas.

The Croman Plan includes two areas designated in the Mixed Use (MU) zoning overlay - an approximately 4.5 acre area between Mistletoe Road and Hamilton Creek, and the southern part of the Croman Mill plan area at approximately 11.5 acres situated between

the city limits, Siskiyou Boulevard and Crowson Road. The MU zoning overlay allows office and compatible industrial uses on the ground floor. The upper floors of the buildings can be used for the office and industrial uses, as well as residential uses. The two MU areas are intended as transitions from the existing residential areas to the west and south to the more intense interior of the Croman Mill plan area. The two MU areas are more physically constrained than the remainder of the plan area because of the presence of creeks (i.e. Hamilton and Golf Course creeks), wetlands and steeper slopes. This combination the smaller size parcels and having physical constrained parcels makes the areas to be more likely to developed with buildings of a smaller footprint and size. The Council finds the small parcel sizes and physical constrains of the land combined with the proximity to adjacent residential neighborhoods makes the two MU areas good candidates for land use buffers as described in the EOA.

The EOA provides a comparison of land supply and need for Ashland (p 6-1). The City has 155.1 net acres in the Ashland UGB, and the report identifies a need for 161 net acres for the twenty year planning period of 2006-2027. The Council finds the Croman Mill plan is consistent with the EOA by retaining non-residentially designated lands in the plan area in office and light industrial zoning overlay designations for job creation purposes. Additionally, approximately six acres of residential designated land currently used for the Oregon Department of Transportation (ODOT) maintenance yard is rezoned in a Neighborhood Commercial (NC) zoning overlay which provides opportunities for small-scale commercial uses that could contribute to job creation.

The were issues raised regarding the consistency of the Croman Mill Plan with the EOA during the public hearings. The City Council finds and determines that all substantive issues were adequately addressed by City staff in the numerous staff reports and staff responses, and other materials in the record, whether such responses were made orally at the hearings or provided in written form as set forth in the record. All staff reports, staff materials, and other staff responses are hereby accepted by the City Council and are incorporated herein by this reference.

The Council finds and determines that the proposed amendments are consistent with the most recent EOA.

D. Consistency with Oregon land use laws and regulations including specifically Oregon Statewide Planning Goal 12 as implemented by OAR Chapter 660, Division 12

The Croman Mill plan proposes a redistribution of the permitted industrial (M-1) and employment (E-1) uses on 85 of the 100 acres in the plan area. Two distinct zones are established, one for compatible industrial (CI) uses and another for office (OE) uses, whereas light industrial and offices are permitted throughout the M-1 and E-1 zoning districts currently. The title of the M-1 Industrial zoning is somewhat misleading because the zoning district allows a wide range of commercial and employment uses including offices, retail, personal services, restaurants, nightclubs and bars, theaters, and hotels and motels in addition to those uses typically associated with industrial areas such as

manufacturing, processing, assembling, mini-warehouses, outside storage of merchandise and raw materials, junkyard and auto wrecking yards, and concrete or asphalt batch or mixing plants. The E-1 Employment zoning district is also a hybrid industrial/other employment designation in that it allows many of the same uses as the M-1 Industrial district including offices, retail, nightclubs and bars, theaters, and hotels and motels in addition to light manufacturing uses.

In keeping with the Croman Mill Site Redevelopment Plan (2008) project objectives and recommendations, land-intensive uses with low employment densities such as mini-warehouses, junkyard and auto wrecking yards, outdoor storage areas of unrestricted size, hotels and motels, building material sales yards and equipment storage yards are not permitted in the proposed Compatible Industrial (CI) and Office Employment(OE) overlay zones. Additionally, retail and restaurant uses are limited to relatively small square footages under the proposed zoning, rather than being unrestricted in size or scope as is allowed under the current M-1 Industrial and E-1 Employment zoning.

In total, less than 25 percent of the plan area (i.e. 22 of 100 acres) is truly undergoing a change in the Comprehensive Plan and zoning district designations by increasing or adding residentially density. The land uses that are different from the Ashland Comprehensive Plan are the change from a single-family residential designation to the Croman Mill - Neighborhood Commercial (NC) designation for the Oregon Department of Transportation (ODOT) maintenance yard property located at 706 Tolman Creek Road (6 acres), and the change from employment and industrial designations for the two Mixed Use (MU) areas on the western and southern perimeters of the plan area (16 acres). The Neighborhood Commercial (NC) zoning overlay permits neighborhood scale commercial uses and base densities of 30 units per acre, whereas the single-family residential designation is limited to residential uses at base densities of 4.5 units per acre with schools, parks, home occupations, churches, hospitals recreational uses and group homes as other allowed uses. The Mixed Use (MU) zoning overlay allows office and compatible industrial uses, with a provision for residential units at a base density of 15 units per acre on the upper stories of buildings. The allowance for residential units in MU zoning overlay is the primary change from the current industrial and employment designations.

Goal 12 is implemented through the Transportation Planning Rule (TPR), as defined in Oregon Administrative Rule OAR 660-012-0000, et seq. The TPR (OAR 660-012-0060) states that when land use changes, including amendments to acknowledged comprehensive plans, significantly affect an existing or planned transportation facility the local government shall put in place measures to assure that the allowed land uses are consistent with the identified function, capacity and performance standards (level of service, volume to capacity ratio, etc.) of the facility.

Accordingly, OAR 660-012-0060 requires local jurisdictions to make an assessment of transportation impacts when plan and land use regulation amendments are proposed. While the Croman Mill Plan is far from a wholesale change of the existing Ashland Comprehensive Plan designations and zoning districts, an assessment of significant affect

is included to address the requirements of OAR 660-012-0060. It is important to note that regardless of whether a master plan is adopted for the Croman Mill site, the build out of the Croman Mill site under the current zoning requires a significant investment in public infrastructure to construct the facilities necessary to accommodate future employment in the area.

Transportation impacts of the redevelopment of the Croman Mill site have been evaluated and considered since the planning process began in 2008. A transportation analysis report was completed in January 2, 2009 in conjunction with the Croman Mill Site Redevelopment Plan, and both documents are included in the record. Additionally, key personnel from local and state transportation agencies such as Oregon Department of Transportation (ODOT), Rogue Valley Transportation District (RVTD) and Ashland Public Works Department were involved in key participant meetings for the redevelopment plan process in January and March 2008. A transportation analysis report was updated in May 2010 to supplement the original transportation analysis, and is included in the record. The updated report includes an analysis and traffic projections for Alternative F to reflect the hybrid industrial and office employment land use pattern that was included in the final draft of the redevelopment plan. Additionally, the report examines the use of Mistletoe Road as a permanent main access to the redeveloped site, as well as the impact on future traffic movement if a street crossing is provided from the plan area to Washington Avenue to the north.

Based on the potential trip generation of the proposed land uses compared to the approved land uses, there may be the potential for a significant affect on the surrounding transportation network. Table 1 summarizes the potential trip generation for the proposed redevelopment in comparison to the adopted (No-build) land uses.

Table 1: Trip Generation Comparison of No-build (adopted) and Build (proposed) Land Uses

		No-Build/Adopted	Build/Proposed
AM Peak Hour Trips	In	735	1,651
	Out	165	285
	Total	900	1,936
PM Peak Hour Trips	In	180	422
	Out	775	1,460
	Total	950	1,881
Daily Trips		10,135	12,776

The OAR is directed at maintaining a balance between land uses allowed (or adopted) in a comprehensive plan and zoning, and the transportation system that supports those land uses. Where a proposed change from the adopted comprehensive plan, typically called a land use amendment, would “significantly affect” an existing or planned transportation facility, a local government must put in place measures to assure that the land uses being proposed are consistent with the identified function, capacity and performance standards of the surrounding transportation network. The planning rule identifies that a “significant

affect” would be determined by meeting one of the following three key elements. The following outlines these key elements and indicates whether the proposed project would have a significant affect or not.

1. Change the functional classification of an existing or planned transportation facility (exclusive of correction of map errors in an adopted plan).

It is not the intent of the Croman Mill District plan to request the change of any of the functional classifications on the surrounding roadway network as adopted in the current Ashland Comprehensive Plan Transportation Element (1996) and Ashland Transportation System Plan (1998).

2. Change standards implementing a functional classification system.

It is not the intent of the Croman Mill District plan to implement any improvements within the transportation infrastructure that would be beyond the design standards for the adopted functional classification of roadways in the adopted City of Ashland Transportation System Plan (TSP). There are improvements identified at spot locations (intersections), but those types of improvements are within the functional classification of roadways.

3. As measured by the end of the planning period identified in the adopted transportation system plan:

a. Allow land uses or levels of development that would result in types of levels of travel or access that are inconsistent with the functional classification of an existing or planned transportation facility.

The land uses included in the Croman Mill District will result in the types of travel and operation of streets within the roadway system consistent with the functional classifications included in the current Ashland Comprehensive Plan Transportation Element (1996), Ashland Transportation System Plan (1998) and Ashland Street Standards Handbook (1999). The Ashland TSP (p 5-7).states:

Volumes indicated are not intended to be absolute maximums or minimums. The function of the street with the roadway system, and the types and intensities of land use along their routes are other important factors contributing toward their appropriate designation.

The Ashland Street Standards Handbook (p 19) provides further clarification:

When determining how to classify a new street for the purpose of design, careful attention should be given to considering the street as a whole in the context of the neighborhood, of the underlying zoning and land uses, and the future amount of traffic rather than strict adherence to using projected average daily traffic (ADT)

figures alone. Care must be taken not to focus on efficiency and worst case scenarios. The end goal should be to balance creating a notable, livable, functional street for the neighborhood, and provide a variety of transportation options for residents.

Ashland Street and Siskiyou Boulevard are classified as Boulevards, and Tolman Creek Road and Mistletoe Road are classified as Avenues. It is the intent of the Croman Mill District plan for the boulevards and avenues which the previous analysis shows will be impacted by the redevelopment of the plan area to continue to operate with the definitions of the functional classifications included in the Ashland Comprehensive Plan Transportation Element and Ashland Street Standards Handbook.

The Ashland Comprehensive Plan, Ashland TSP and Ashland Street Standards Handbook include an average daily traffic for Boulevards of 8,000 to 30,000 trips per day, and for Avenues 3,000 to 10,000 trips per day. The following definitions of a Boulevard and Avenue are included in the Ashland Street Standards Handbook.

“Boulevards are major thoroughfares filled with both human and vehicular activity. Design should provide an environment where walking, bicycling, using transit and driving are equally convenient and should facilitate the boulevard’s uses as a public space. Design should start with the assumption that the busy nature of a boulevard is a positive factor and incorporate it to enhance the streetscape and setting. A 2-lane, 3-lane or 5-lane configuration can be used depending on the number of trips generated by surround existing and figure land uses.”

“Avenues provide concentrated pedestrian, bicycle, transit and motor vehicle access from neighborhoods to neighborhood activity centers and boulevards. Avenues are similar to boulevards, but are design on a smaller scale. Design should provide an environment where walking, bicycling, using transit and driving are equally convenient and should facilitate the avenue’s use as a public space. A 2-lane or 3-lane configuration can be used depending on the number of trips generated by surrounding existing and future land uses.”

Previous analysis for the 20 year planning horizon has indicated that at approximately 50% of the proposed development, Tolman Creek Road north of Mistletoe Road and Mistletoe Road itself (also referred to as the Central Boulevard in the plan) should be upgraded/improved to contain a center turn lane, so the overall cross section of the roadway(s) would be a three lane facility. Based on the design standards found in the Ashland Street Standards Handbook, this type of cross section could be classified as an Avenue functional classification. The Ashland TSP does indicate capacity improvements for Tolman Creek Road in this location, and an improvement of upgrading Mistletoe Road to an urban street standard (Chapter 9: Needed Transportation Improvements, Ashland TSP, 1998). Ashland Street and Siskiyou Boulevard are anticipated to remain in the current configurations.

There are several additional factors worth noting. The transportation analysis and transportation analysis update completed for the redevelopment plan use standard assumptions and methodologies to generate future land use scenarios and associated trip generation and distribution. Specifically, the transportation analysis uses a worst-case approach in that it assumes all but two percent of trips will be made by motor vehicles. In contrast, Ashland has long-standing Comprehensive Plan and TSP goals and policies emphasizing non-automotive means of travel, and therefore concentrated on developing the city in a pedestrian-oriented compact urban form as well as building a multi-modal transportation system including sidewalks, bicycle and transit facilities. In keeping with the City's goals and policies, the Croman Mill District plan includes links to existing pedestrian, bicycle and transit facilities (e.g. Central Ashland Bike Path extension), as well as incorporating both on-street and off-street pedestrian and bike facilities, as well as provisions for bus tops and commuter rail within the plan area. While current methodologies to estimate trip generation do not incorporate non-automotive trips, it is the intent of the Croman Mill District to create a land use pattern and complimentary transportation system that will replace vehicle trips with pedestrian, bicycle and transit trips. As a result, the ultimate impact on the vehicular facilities including streets and intersections should be less than presented in the transportation analysis and transportation analysis update.

Also worth noting is the City is beginning the process of updating the Ashland TSP. Necessary system improvements will be carried over into the updated TSP, as well as measures for off-setting vehicular trips with pedestrian, bicycle and transit travel. The update of the Ashland TSP is targeted for completion in January of 2012.

- b. *Reduce the performance of an existing or planned transportation facility below the minimum acceptable performance standard identified in the TSP or comprehensive plan; or*
- c. *Worsen the performance of an existing or planned transportation facility that is otherwise projected to perform below the minimum acceptable performance standard identified in the TSP or Comprehensive Plan.*

Previous analysis has evaluated the potential traffic operations at study area intersections comparing both the No-build and Build land uses. Table 2 summarizes the unmitigated (existing geometry) operations at these intersections.

Table 2: Unmitigated 2030 Study Area PM Peak Hour Operations

Intersection	Mobility	No-Build			Build		
	Standard	Delay	LOS	V/C	Delay	LOS	V/C
Hwy 66 (Ashland St)/I-5 Northbound Ramps	V/C 0.85	> 80.0	F	> 1.0	> 80.0	F	> 1.0
Hwy 66 (Ashland St)/I-5 Southbound Ramps	V/C 0.85	72.7	F	> 1.0	> 80.0	F	> 1.0
Hwy 66 (Ashland St)/Washington St	V/C 0.90	> 80.0	F	> 1.0	> 80.0	F	> 1.0
Hwy 66 (Ashland St)/Tolman Creek Rd	V/C 0.90	47.6	D	0.96	60.3	E	> 1.0
Tolman Creek Rd/Mistletoe Road	LOS D	23.7	C	0.25	> 80.0	F	0.68

Hwy 99 (Siskiyou Blvd)/Tolman Creek Rd	V/C 0.90	> 80.0	F	0.96	> 80.0	F	> 1.0
Hwy 99 (Siskiyou Blvd)/Mistletoe Mill Rd	V/C 0.90	14.5	B	0.23	51.8	F	0.50
Hwy 99 (Siskiyou Blvd)/Crowson Rd	V/C 0.80	11.1	B	0.10	11.4	B	0.11

Based on the unmitigated traffic operational results, it would indicate that the proposed land use has potential impacts beyond those experienced under the No-build condition at three intersections: Ashland Street/Tolman Creek Road, Tolman Creek Road/Mistletoe Road, and Siskiyou Boulevard/Tolman Creek Road. All of these potential impacts occur on Tolman Creek Road.

Mitigation alternatives were developed for all intersections where impacts were greater than expected under the No-build condition, as well as what improvements would be necessary to reach jurisdictional standard (either V/C ratio for ODOT facilities, or level-of-service for City facilities). These mitigation alternatives added turn pockets or signals to existing intersections and were able to meet the jurisdictional standard. These types of improvements have been identified in the Ashland TSP through calling out adding travel lanes to meet projected long term vehicle demand (along Tolman Creek Road from the Siskiyou Boulevard to E. Main Street), and upgrade to Boulevard standard and capacity improvements on Ashland Street (from UPRR west to Interstate 5). In addition, Mistletoe Road has been identified in the TSP as an improvement to upgrade to an urban street standard. Finally, a traffic signal at Siskiyou Boulevard/Tolman Creek Road has been identified as an improvement in the TSP.

Using these parameters, the development would not have a significant effect because improvements have been identified in the TSP that allow for adequate intersection operations to meet jurisdictional standard through turn lanes and signalization.

There were transportation issues raised during the public hearings. The City Council finds and determines that all substantive issues were adequately addressed by City staff in the numerous staff reports and staff responses, and other materials in the record, whether such responses were made orally at the hearings or provided in written form as set forth in the record. All staff reports, staff materials, and other staff responses are hereby accepted by the City Council and are incorporated herein by this reference.

The Council finds and determines that the proposed amendments are consistent with the TPR.

OVERALL COUNCIL CONCLUSIONS

The City Council finds and determines the approval criteria for this decision have been fully met, based on the detailed findings set forth herein, the detailed findings and analysis of the Planning Commission, the detailed findings and analysis set forth in the Croman Mill supporting documents, the Economic Opportunities Analysis supporting documents together with all staff reports, addenda and supporting materials in the whole record. Specifically the Council finds that the proposed amendments are consistent with City of Ashland Approval Criteria for Zone Changes, Zoning Map Amendments and

Comprehensive Plan Map Changes set forth in ALUO 18.108.060.B. The Council finds that the proposed amendments are consistent with the City of Ashland Comprehensive Plan. The Council finds and determines that the proposed amendments are consistent Oregon land use laws and regulations including specifically Oregon Statewide Planning Goal 9 as implemented by OAR Chapter 660, Division 9. Finally the Council finds and determines that the proposed amendments are consistent with Oregon land use laws and regulations including specifically Oregon Statewide Planning Goal 12 as implemented by OAR Chapter 660, Division 12.


Accordingly, based on the above Findings of Fact and Conclusions of Law, and based upon the evidence in the whole record, the City Council hereby APPROVES the ADOPTION of the following amendments to the Ashland Land Use Ordinance and Ashland Comprehensive Plan as reflected in six distinct ordinances:

- The Ashland Comprehensive Plan is amended to add the Croman Mill Plan designation to Chapter II Introduction and Definitions, and to adopt The City of Ashland: Economic Opportunity Analysis and Croman Mill Site Redevelopment Plan as supporting documents.
- The Ashland Comprehensive Plan map is amended to include the Croman Mill District designation, and the Ashland Zoning map is amended to include the Croman Mill District comprised of five zoning overlays.
- Chapter 18.53 Croman Mill is added to the Ashland Land Use Ordinance.
- Section VIII Croman Mill District Standards is added to the Site Design and Use Standards in ALUO Chapter 18.72 Site Design Review.
- ALUO Chapter 18 is amended to provide consistency with the new Chapter 18.53 Croman Mill.
- Ashland Municipal Code (AMC) Chapter 15 is amended to provide priority plan check for LEED certified buildings.

Ashland City Council Approval




John Stromberg, Mayor

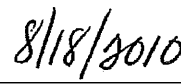


Date

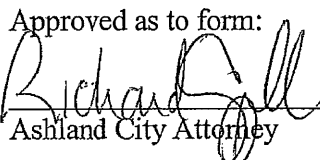
Signature authorized and approved by the full Council this 17th day of August, 2010

Attest:


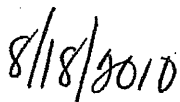
Barbara Christensen, City Recorder



Date

Approved as to form:


Ashland City Attorney



Date



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Company **Dept. of Land Conservation & Development**

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Earliest next business morning delivery to select locations.*
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Second business day.* Thursday shipments will be delivered on Monday unless SATURDAY Delivery is selected.
FedEx Envelope rate not available. Minimum charge: One-pound rate.
3 FedEx Express Saver
Third business day.*
Saturday Delivery NOT available.

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7 FedEx 1Day Freight*
Next business day.** Friday shipments will be delivered on Monday unless SATURDAY Delivery is selected.
8 FedEx 2Day Freight
Second business day.** Thursday shipments will be delivered on Monday unless SATURDAY Delivery is selected.
83 FedEx 3Day Freight
Third business day.**
Saturday Delivery NOT available.

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Dry Ice, 9 UN 1845 x _____ kg
Dangerous goods (including dry ice) cannot be shipped in FedEx packaging. Cargo Aircraft Only

7 Payment Bill to: Enter FedEx Acct. No. or Credit Card No. below. Obtain Recip. Acct. No.

1 Sender Acct No. in Section 1 will be billed. 2 Recipient 3 Third Party 4 Credit Card 5 Cash/Check

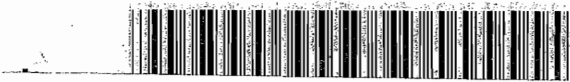
Total Packages Total Weight

*Our liability is limited to \$100 unless you declare a higher value. See the current FedEx Service Guide for details. Credit Card Auth.

8 Residential Delivery Signature Options If you require a signature, check Direct or Indirect.

9 No Signature Required
Package may be left without obtaining a signature for delivery. 10 Direct Signature
Someone at recipient's address may sign for delivery. Fee applies. 34 Indirect Signature
If no one is available at recipient's address, someone at a neighboring address may sign for delivery. Fee applies. 520

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FedEx

TRK# 0200 8695 9622 9640

TUE - 24 AUG A2

** 2DAY **

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Emp# 469919 20AUG10 MFRA

1 Size