



City of Ashland, Wisconsin

601 Main Street West Ashland, WI 54806 www.coawi.org

PLAN COMMISSION

February 19, 2019

City Hall Council Chambers

6:30 PM

AGENDA

1. Call to Order and Roll Call
2. Approval of Agenda
3. Consent Agenda
 - a. Approval of minutes from the December 4, 2018 Planning Commission meeting
4. Public Comment (non-agenda items)
5. Action Items:
 - a. Public Hearing and Vote on a Conditional Use Permit request to allow long-term housing/sober living facility at 721 6th Street West, zoned Single- and Two-Family Residential (R-2). Applicant: Dave Gallup Foundation.
 - b. Request to vacate portions of undeveloped right-of-way located adjacent to 3801 Lake Park Road, Applicants: Eric and Joann Swanson.
6. Discussion Items
 - a. Updates and discussion on Comprehensive Plan implementation
7. Announcements/Reports/Comments/Questions
8. Adjournment

It is possible that a quorum of members of other governmental bodies of the municipality may be in attendance at the above stated meeting to gather information or speak about a subject, over which they have decision-making responsibility. Any governmental body at the above stated meeting will take no action other than the governmental body specifically referred to above in this notice. The City of Ashland does not discriminate on the basis of sex, race, creed, color, national origin, sexual orientation, age or disability in employment or provision of services, programs or activities. NOTE: Upon reasonable notice, the City of Ashland will accommodate the needs of disabled individuals through auxiliary aids or services. For additional information or to request this service, contact Megan McBride at (715) 682-7041.

Minutes of the City of Ashland Plan Commission

A meeting of the Plan Commission was called to order on **Tuesday, December 4, 2018** at 6:30 p.m. in the City Hall Council Chambers.

PRESENT: Mayor Lewis, John Beirl, Mike Amman, David Mettillie, Katie Gellatly
EXCUSED: Laurie Gregor
STAFF: Megan McBride

1) Call to Order and Roll Call

Mayor Lewis called the meeting to order at 6:30 p.m.

2) Approval of Agenda

Motion to approve the Agenda by Katie Gellatly. Seconded by Mike Amman. Passed unanimously.

3) Consent Agenda

Motion to approve minutes from November 6, 2018 Plan Commission meeting by David Mettillie. Seconded by Mike Amman. Passed unanimously.

4) Public Comment (non-agenda items)

No public comments.

5) Action Items

- a) Site Plan review for a building addition to the former urology building on the Memorial Medical Center campus, parcel #201048931000 in the Public/Institutional (PI) zoning district. Applicant: Green Branch Dental.

Megan McBride went through the Staff Report and explained the criteria that informed the recommendation to approve the proposed site plan.

Motion to approve the Site Plan with proposed conditions by David Mettillie. Seconded by Mike Amman.

Mike Amman commented that the energy efficiency upgrades are nice and asked if any renewable energy options had been discussed for this building.

Megan McBride said that it had not been discussed as part of the site plan.

Mike Amman said he thinks it is a nice looking building and will be an improvement.

Motion passed unanimously.

6) Announcements / reports / comments / questions

Megan McBride announced that the Waterfront Development Planning process will be beginning in early 2019.

Mayor Lewis announced that the City received a \$1 million grant from the Army Corps of Engineers for the extension of Stuntz Avenue, construction of an ADA drop-off terminus by the

base of the Oredock, and construction of a restroom facility as part of the overall Oredock Redevelopment Plan.

Katie Gellatly commented that this will be very positive as it is currently very difficult to direct people to the Oredock.

Mayor Lewis also announced that the City received a \$99,000 grant from the Public Service Commission to assist with funding solar panels for the new Police Station. She also announced that the Cobblestone Hotel had its grand opening. In addition, she updated the Planning Commission that she and the Planning Department are continuing to work with Commonwealth on redevelopment of the Beaser Avenue site.

7) Adjournment

Motion to adjourn by Mayor Lewis. Seconded by Mike Amman. Passed unanimously.

The meeting was adjourned at 6:50 p.m. Minutes by Megan McBride.

Find yourself next to the water.



City of Ashland, Wisconsin

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**DEPARTMENT OF
PLANNING &
DEVELOPMENT**

601 Main Street West
Ashland, WI 54806

STAFF REPORT

Planning Commission – February 19th, 2019

Agenda Item # 5b: Conditional Use Permit Request to allow long-term housing pursuant to UDO Section 5.2, F: Social Services/Sober Living Home

Zoning District: Single- and Two-Family Residential (R-2)
Property Address: 721 6th Street West
Parcel #: #201-04354-0000
Applicant: Dave Gallup Foundation
Staff Contact: Megan McBride

Background

The Dave Gallup Foundation is requesting a Conditional Use Permit to allow long-term housing pursuant to UDO Section 5.2, F: Social Services/Sober Living Home in the Single- and Two-Family Residential (R-2) zoning district at 721 6th Street West. The home has 4 bedrooms and 4 bathrooms, and would house a maximum of eight (8) tenants. There is adequate on site and adjacent street parking to accommodate tenants, as well as ample lawn area which can provide parking during the winter time if needed. Tenants will pay monthly rent to cover utilities, ongoing operations, and salary for the onsite supervisor (Curtis Gauthier). The foundation fundraises to offer a first month scholarship on rent for new residents to give them time to get settled and find a job.

The City's UDO indicates that "Social service uses may not be located within 1,200 feet from another social service use unless the Plan Commission determines that the cumulative impacts of the existing and proposed uses will not adversely affect the living and working conditions of the properties located within 1,200 feet of the proposed uses" (UDO Section 5.2F: Social Services). The Prentice House (also a Social Service use) at 820 6th Street W is located less than 300 feet from the proposed use. As such, Plan Commission will need to determine if having the two social service located in this proximity will adversely affect the surrounding properties.

Standard regulations for sober living homes which will be implemented at this location include:

1. A drug and alcohol free living environment;
2. No treatment services are provided on-site but tenants are required to attend five 12-step meetings per week;

3. Residents are required to comply with house rules including paying rent, random urine drug tests, performing household chores, and eating dinner as a community;
4. Financing for utilities, rent, salary for the supervisor, and other operational costs come from rents collected monthly from tenants; and
5. Residents are able to stay in the home as long as they'd like and are complying with house rules and paying rent.

The anticipated opening date will be April 1, 2019.

Standards for Conditional Use Review

The City of Ashland's Unified Development Ordinance Section 3.9 (C) Conditional Use Permit – Approval Criteria (and all subsections thereof), create the legal framework to regulate, administer, and enforce the conditional use standards for the City of Ashland. The following decision criteria were used to review the submitted conditional use:

1. **Consistency with Comprehensive Plan.** The proposed development conforms to the goals and community values identified in the City of Ashland's Comprehensive Plan. One of the City's core values identified in the plan is to cultivate and promote "neighborliness and citizenship," which means "we choose to double down as good neighbors, strengthen our civic bonds, and ensure that our City's balance sheet is strong" (p. 19). Substance abuse within our community puts strain on our community services and law enforcement resources as well as social and civil ties between residents and neighbors. The current inadequate provision of housing options for individuals coming out of treatment programs exacerbates this problem and makes it difficult for individuals to transition back into the community and form new social groups who are supportive of their continued sobriety. The proposed sober living facility would help to address this and in turn benefit the overall community as individuals can receive the supports they need to remain sober, ultimately reducing the social and economic costs that result from untreated addiction to drugs and alcohol. Incorporating the home into this residential area embodies the type of "neighborliness and citizenship" that residents identified as being central to the Ashland community through the Comprehensive Plan process.
2. **Compatibility.** The property is predominately surrounded by single and two-family residential homes. It is also located near the 5th Street Corridor and downtown. As stated previously, the Prentice House is located within approximately 300 feet of the proposed use. Planning staff believes that the proximity of these two uses will not adversely affect the living and working conditions of the properties located within 1,200 feet, given the different purposes and populations served by each, and the rules in place for occupants of both.
3. **Importance of Services to the Community.** According to data compiled by Ashland's Memorial Medical Center Ashland County has the state's highest rate per 100,000 people for opioid related hospitalizations, and the estimated rate of alcohol abuse is 26% (higher than the state average of 23% and national of 16%). While there are many individuals and organizations working to address this in our community, lack of housing for individuals coming out of recovery programs often forces them to return to the same places they were living and possibly using drugs/alcohol prior to treatment. The proposed sober living home would serve the community by providing a sober living environment with support provided by both a full-time onsite manager and peers to, which has been identified as a best practice in addressing substance abuse by the Substance Abuse and Mental Health Services Administration.

4. **Neighborhood Protections.** The rent paid by tenants will partly go towards ongoing maintenance of the property to ensure they can provide a safe, healthy, attractive living environment that complements the surrounding neighborhood. There will be full-time on site managerial supervision and residents are subject to random urine drug tests to ensure all are complying with the rules and overall intent of the sober living home.
5. **Conformance with Other Requirements:** The applicant will need to conform to all UDO standards, including (but not limited to):
 - Obtaining building permits for any renovations that will take place on the home.

Review Recommendation

Staff recommends APPROVAL of the Conditional Use Permit contingent on the following conditions:

- No more than 8 individuals may occupy the property at one time.

Additionally, as a Public Hearing is scheduled for the proposed Conditional Use Permit, the Plan Commission should hear all input from the public prior to making a decision. The required Class 2 public hearing notice was issued, and discretionary letters were sent to all surrounding property owners within 200 feet of the proposed development.

Approvals are based on background information provided by the applicant and known conditions. Deviations from this information may be considered a change in the application and reconsideration and possible revision to the approvals may be made by the Plan Commission and Common Council.

Cover Letter

July 30, 2018

To Whom It May Concern:

This letter is in reference to the sober living residence that will be located at 721 6th Street West in Ashland WI. Pending approval of a conditional use permit this residence will be used to provide a supportive space for up to 8 individuals in early recovery from Substance Use. This residence has been leased, and will be run, by the Dave Gallup Foundation with onsite management provided by our employee Curtis Gauthier. Curtis is an Ashland resident and an individual in long term recovery with an Associate's Degree in Alcohol and Other Drug Abuse.

The Dave Gallup Foundation is a nonprofit that was founded in 2014 to address the needs of individuals struggling with Substance Use. My name is Suzanne Madecky and I am the Assistant Director of Nursing at a large forensic psychiatric state hospital in Madison WI and a person in long term recovery myself. When my brother became addicted to opiates in 2002 after a surgery (before we even knew that an epidemic of such large proportions was on its way) I tried very hard to help him find services that would assist him with this disease. Because he had no insurance there was often nowhere for him to go unless the State of WI placed him under commitment, and then he was only admitted to a state hospital for 72 hours for stabilization. After he died six agonizing years later my mission emerged; to help others struggling with the disease of addiction to help themselves. Six years later the Dave Gallup Foundation (501c3) (named after my brother) was formed and we opened our first sober living in 2015.

Sober living houses are alcohol and drug free living environments for individuals attempting to abstain from alcohol and drugs and a Substance Abuse and Mental Health Services Administration (SAMHSA) best practice. They are not licensed or funded by state or local governments and the residents themselves pay for costs. The philosophy of recovery emphasizes 12-step group attendance and peer support. It is a place for individuals new to recovery to obtain support, guidance, and direction at a very vulnerable time in their lives. Addiction is a thought disorder and a major mental illness that is treatable. Many things (friends, family, or places) can trigger the obsessive thoughts inherent in early recovery or overwhelm a person's coping mechanisms leading them back into the disease. Sober living allows them to live life and work through triggers and difficult situations that may have caused them to slip if they hadn't had the daily support. Developing a social support in early recovery is vital for many.

<https://www.ncbi.nlm.nih.gov/pmc/articles/PMC3057870/>

There will be full time on site managerial supervision and residents are subject to random urine drug tests. Residents pay a monthly rent of \$700 which fosters accountability and work ethics.

The Dave Gallup Foundation engages in fundraising to attempt to provide residents with a first month scholarship so they can get settled and find a job. The monthly fee is utilized to pay the rent, utilities, other associated costs, and salary to provide onsite managerial oversight. Residents are required to continue outside programs and treatment such as outpatient services or individual counseling and comply with their terms of probation/parole if they are under supervision. They are also required to attend five 12 step meetings per week, eat dinner as a community, and daily chores are split amongst the residents. Habitat for Humanity will be assisting with this project with an anticipated opening date of April 1, 2019.

We would like to thank you very much for your consideration of a conditional use permit for this endeavor. Eight residents are needed to be able to pay for rent, utilities, and the salary for onsite supervision which I have found to be absolutely necessary to promote the best outcomes possible for the residents. If we are not able to obtain a conditional use permit we will not be able to provide this service in Ashland which I truly believe will be a much needed asset for your community. Please feel free to call my cell at 262-470-8269 with any questions you may have!

Sincerely,

Suzanne Madecky RN, BSN

Executive Director

Dave Gallup Foundation

314 Madison Avenue

Fort Atkinson, WI 53538

davegallupfoundation@gmail.com

721 6th Street West



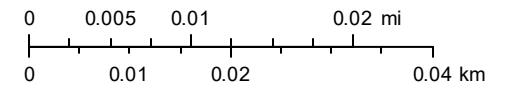
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Parcel Labels



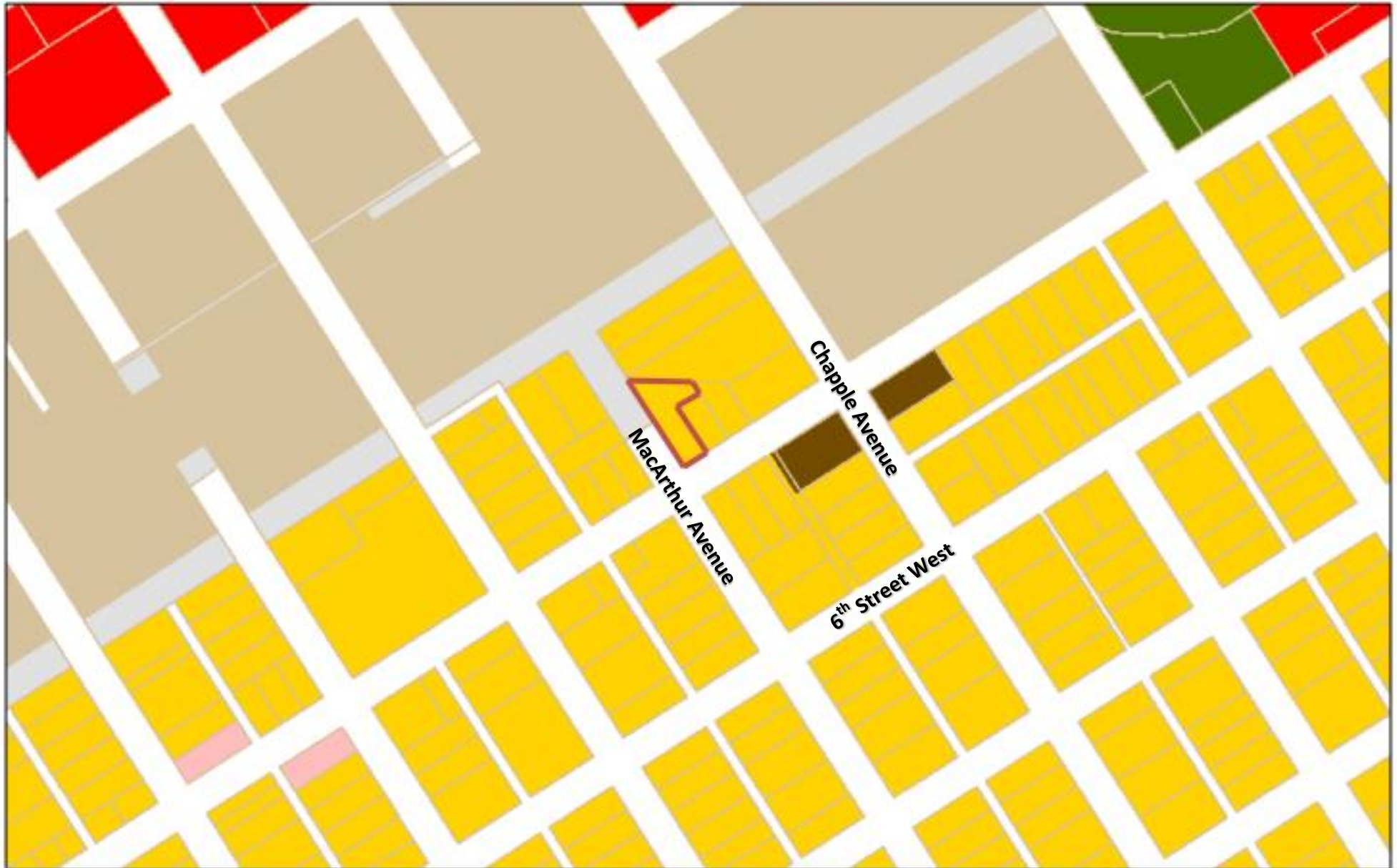
Parcel Mapping

1:750



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721 6th Street West Zoning (R-2)



-  Single- and Two-Family Residential (R-2)
-  Mixed Residential/Commercial (MRC)



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Phone: 715.682.7041

STAFF REPORT

Plan Commission – February 19th, 2019

Agenda Item #5a: Review and make a recommendation to council on the discontinuance of a portion of undeveloped right-of-way (ROW).

Applicant: Eric and Joann Swanson

Background

Eric and Joann Swanson are requesting the vacation of portions of undeveloped right-of-way indicated on the attached map, legally described as “Undeveloped public right-of-way adjacent to lots 14 through 16, and lots 19 through 20, in block 8 of Commercial Addition of the City of Ashland, Wisconsin.” A Public Hearing has been scheduled to take place at the Ashland City Council meeting on Tuesday, February 26th, 2019 as is required per Wisconsin State Statutes.

The larger, northern portion adjacent to Lake Superior is being requested for vacation so that the owners can perform work to repair the shoreline that is currently located partly in this section of undeveloped right-of-way. The smaller, southern portion is requested for vacation as it contains the residents existing driveway. The vacation of the requested undeveloped right-of-way would not impact other property owners, nor would it prohibit any future right-of-way development. Once vacated, the property owners will work with Ashland County to consolidate all of their land into a single parcel.

Standards for Review

Wisconsin State Statute 66.1003 DISCONTINUANCE OF A PUBLIC RIGHT OF WAY (all subsections thereof), create the legal framework to regulate, administer, and enforce the review and approval process for the City of Ashland.

Review

The following criteria were used to review the requested right-of-way discontinuance:

1. Future Public Work’s Plans for Rights-of-Way. City staff has no plans for the development of this ROW. The location of the portions requested for vacation

would also not prohibit any future right-of-way development in the vicinity as right-of-way does not extend past the portion requested for vacation.

2. Neighborhood Impact. The portion of undeveloped right-of-way requested for vacation does not abut any other properties, and does not provide access to any property now owned by the applicant. The small, southern portion requested for vacation is requested for the purpose of including the applicant's private drive into their property, which also would not impact neighboring properties or property owners. Therefore, there would be no negative neighborhood impacts associated with this vacation.
3. Public Comment. Wisconsin State Statute dictates the procedure for approval if any adjacent landowners are in opposition to the proposal. A Public Hearing will be held before the Common Council on February 26th, 2019 and a Class III Public Hearing notice was issued to invite the public to provide input on this proposed discontinuance.
4. Other Factors. N/A

Review Recommendation

Staff recommends APPROVAL of this requested discontinuance.

Approvals are based on background information provided by the applicant and known conditions. Deviations from this information may be considered a change in the application and reconsideration and possible revision to the permit may be made by the Plan Commission.

3801 Lake Park Rd ROW Vacation Request

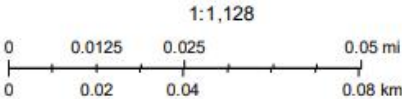


11/8/2018, 3:12:41 PM



Proposed undeveloped right-of-way to vacate

Applicant: Swansons at 3801 Lake Park Rd



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Department of Public Works Engineering
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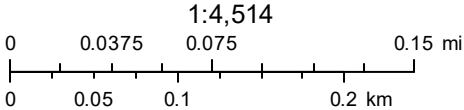
Proposed Right-of-Way Vacation



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Lines
— Override 1
Parcel Labels

Parcel Mapping



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Getting Started

Fundamentally, this plan is about building upon the community's values and applying clear principles and strategic thinking when deciding how to allocate limited resources. As such, the projects and actions summarized here, which are recommended to advance Ashland's six priority initiatives, should not be treated as a static checklist but as a "pattern book" for implementation that identifies strategies and projects that, under current conditions, will create the foundation for all future efforts. As conditions change, so too should the slate of strategies and projects.

TIMELINE

S Short (1 year)
M Mid (1-3 years)
L Long (>5 years)
O Ongoing (continual efforts)

COSTS

\$\$\$\$ (\$5mn +)
\$\$\$ (\$3mn - \$5mn)
\$\$ (\$1mn - \$3mn)
\$ (<\$1mn)
M (Marginal Coordination Costs)

WHAT

WHEN

WHO

HOW MUCH

WHAT	WHEN	WHO	HOW MUCH
Make Downtown Great	Establish a targeted Revitalization Zone	S City, Downtown Businesses	M
	Implement a state affiliated Main Street Program	S City, Downtown Businesses, WEDC, Chamber of Commerce	M
	Implement Historic Tax Credits as a means to revitalize Main Street's historic structures	M City, Downtown Businesses, WEDC, Chamber of Commerce	M
	Strengthen and expand the Second Street Historic District to leverage funding	M City, Historic Preservation Board	M
	Market downtown's abundant parking opportunities	M City	M
	Explore the opportunity to create a Business Improvement District (BID)	M City, Downtown Businesses, Chamber of Commerce	M
Protect and Connect the Lake	Capitalize upon the Waterfront Trail as a protection area	M City, Planning Commission	\$
	Complete the ore dock and upland entryway area	M - L City	\$\$\$\$
	Ensure that the reuse of the Superfund clean up site protects the integrity of the lake	M City	\$\$
Knit the Urban Fabric Together	Add Connections from the Waterfront Trail to the Tri-County Corridor Trail	O City	Varies
	Bay City Creek trail connection	L City	\$\$\$
	Maslowski Beach, via Prentice Park, to the Tri-County Corridor Connection	M City	\$
	Northern Great Lakes Visitor Center - trail connection and loop	M City	\$\$
	Reimage the city's entryways	L City, WDOT	\$
	East Meets West - Connect the Neighborhoods	L City	\$\$\$\$
	Capture views to the lake along north/south street corridors	L City	\$
Strengthen the Housing Market	Diversify and Upgrade via Infill Housing	O City, Neighborhood Organizations	\$\$
	Conservation Buffer	O City, Planning Commission	M
	Strategic Demolition	M City	\$
	Strategic Code Enforcement	S City	M
	Healthy Neighborhoods	L City, Neighborhood Organizations	\$
	Careful Disposition of Vacant Land	O City	M
Promote Place-based Economic Development	Implement this plan's "quality of place" initiatives	O City	\$
	Leverage Northland College's environmental mission	S City, Northland College	M
	Promote collaborative entrepreneurialism in downtown Ashland	S City, AADC, AEC, WITC, Northland College	\$
	Complete an Economic Development Strategic Plan	S City, AADC, AEC, Chamber of Commerce, Ashland Business Alliance, WIN-LS, Northland, Workforce Development	M
Set a Strong Example of Sustainability	Provide rebates for home retrofitting	M City	\$
	Prioritize energy efficient improvements and updates to city buildings and facilities	M City	\$\$
	Institute a mandatory recycling and composting ordinance	S City	M
	Create easy ways for residents and businesses to opt into renewable energy	M City, Northland	M
	Promote green spaces within Ashland	O City	\$
	Increase access to local food	L City, Local Businesses, Northland	\$
	Promote alternative modes of transportation	O City, WDOT	\$
	Increase options for solar panels and solar farms in Ashland	L City, Business Community	M

February 2019 Comprehensive Plan Implementation Updates

Comp Plan Goal	When?	February 2019 Updates
Establish a targeted Downtown Revitalization Zone	S	
Implement a state affiliated Main Street Program	S	Looking into applying in 2019 or 2020
Implement Historic Tax Credits as a means to revitalize Main Street's historic structures	M	Megan will be presenting to downtown business owners at an Events and Planning Commission meeting and will be doing additional outreach to property owners. Ideally Historic Tax Credits can be used in conjunction with façade improvement grant program and other existing tax credit options to maximize downtown investments.
Strengthen and expand the Second Street Historic District to leverage funding	M	Megan is discussing cost estimates with Wisconsin Historical Society for expanding historic district to extend from Ellis to 9th Ave (currently goes to 6th).
Market downtown's abundant parking opportunities	M	The Planning Department will begin outreach and marketing of the Parking Study that was completed in spring of 2019.
Explore the opportunity to create a Business Improvement District (BID)	M	
Capitalize upon the Waterfront Trail as a protection area	M	Planning for more specific implementation of this will be discussed through the Waterfront Development and Comprehensive Outdoor Recreation Plan updates.
Complete the ore dock and upland entryway area	M - L	This project is ongoing -- Phase 1, Part 1 will be completed in spring of 2019; the City received a \$1 million grant for construction of the entryway/extension of Stuntz Avenue.
Ensure the reuse of the Superfund clean-up sites protects the integrity of the lake	M	This is currently being planned; it will be centered around outdoor recreation, boating and also provision of parking to protect the integrity of the cap.
Add connections from the Waterfront Trail to the Tri-County Corridor Trail	O	
Bay City Creek trail connection	L	

Maslowski Beach, via Prentice Park, to the Tri-County Corridor Connection	M	
Northern Great Lakes Visitors Center- trial connection and loop	M	
Reimagine the city's entryways	L	The City has easements at two of the Kwik Trip locations to provide space for future entryway features.
East meets West-- Connect the neighborhoods	L	
Capture views to the lake along north/south street corridors	L	
Diversify and upgrade via infill housing	O	There have been successful redevelopment projects that will provide new quality housing (Trudeau apartments), as well as significant ongoing renovations to existing housing stock into rental housing.
Conservation buffer	O	
Strategic demolition	M	The Planning Department is currently working on updating the list of 5 and 5+ homes identified through the Comprehensive Plan process to compile an inventory of candidates for strategic demolition. Those identified will be ones that are abandoned and in a deteriorated condition beyond feasible repair. The inventory compiled will be used for grant applications and future budgeting.
Strategic code enforcement	S	The City hired Property Maintenance Specialist as full-time year-round position, working closer with landlords to call/alert them of property maintenance issues with tenants (i.e. garbage in lawn).
Healthy Neighborhoods	L	

Careful disposition of vacant land	O	Continuing to work with Commonwealth as well as other potential developers to promote redevelopment of the Beaser Avenue site for residential or mixed use development.
Implement this plan's "quality of place" initiatives	O	
Leverage Northland College's environmental mission	S	
Promote collaborative entrepreneurialism in downtown Ashland	S	The Chamber of Commerce held a Downtown Business Plan Competition in 2018.
Complete an Economic Development Strategic Plan	S	A City Economic Strategic Plan was completed by a large group of stakeholders involved in economic development.
Provide rebates for home retrofitting	M	
Prioritize energy efficient improvements and updates to city buildings and facilities	M	The City's 25 by 25 Plan was updated in 2018 which included recommendations for increasing energy efficiency of City buildings and facilities. The Sustainability Committee will be working to prioritize these recommendations to provide direction for departments in future planning and budgeting.
Institute a mandatory recycling and composting ordinance	S	• A recycling ordinance exists • Sustainability Committee will work to promote composting and discuss the possible logistics of instituting a mandatory composting ordinance
Create easy ways for residents and businesses to opt into renewable energy	M	• Xcel's solar garden will be constructed in 2019 which will allow residents who do not have the ability to have solar on their homes to opt into solar • Cheq Bay Renewables completed a successful group buy and

Promote green spaces within Ashland	O	Will be discussed as part of Comprehensive Outdoor Rec and Waterfront Development Plan updates
Increase access to local food	L	
Promote alternative modes of transportation	O	• Bike racks installed in downtown last summer. Extras were purchased to sell at subsidized rate to local businesses (will be putting out applications for this in early spring to be installed early summer) • Working on getting bike lanes in strategic locations per the bike plan including 11th Street, Sanborn Avenue and Vaughn Avenue (as part of the overall resurfacing project)
Increase options for solar panels and solar farms in Ashland	L	• City subscribed to 10kW through the Xcel solar garden • Cheq Bay Renewables organized a very successful solar group buy in 2018 through which a number of Ashland residents installed solar on their homes • The City received a Silver designation through Sol Smart, a designation which involved increasing transparency and efficiency of permitting approval processes required for individuals interested in solar.