

# Memo

## Planning Commission 9/24/2013

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TO: Ashland Planning Commission

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RE: Normal Avenue Neighborhood Final Draft Plan

### Summary

The City of Ashland is in the process of completing the neighborhood plan for the 94 acre north Normal Avenue area. This neighborhood planning project was funded in part by the Oregon Transportation Growth Management Program to assist the City in developing a detailed vision for the area which efficiently accommodates future growth, provides for a system of greenways, protects and integrates existing stream corridors and natural wetlands, provides for a variety of housing types, and enhances overall mobility by planning for safe walking, bicycle, and automobile routes while providing convenient access to future bus service. Neighborhood planning represents an opportunity to collectively think ahead, determine a vision, and instill a degree of confidence about being prepared for changes, rather than merely being put in a position to react to change.

The neighborhood plan presented at this evenings' study session includes two major components:

- Normal Avenue Neighborhood Plan (Deliverable 7.4 final Draft)
  - Land Use Zones map
  - Pedestrian and Bicycle Network
  - Street and Openspace Network
- Draft Chapter 18 Code Amendments

The submission of these two plan components concludes the TGM funded portion of the project and the design work to be completed by the project consultants (Parametrix Inc, UrbWorks, Joseph Readdy Architect, Qamar Architecture and Town Planning, Leland Consulting and Nevue Ngan). As the Plan continues through the public review process further amendments to the final plan are anticipated.

Collectively the Normal Avenue Neighborhood Plan and the Draft Land Use Ordinance Code amendments provide the underlying framework for future area development through adoption of land use standards for the overlay area, establishment of a multi-modal transportation circulation plan, and the redistribution of housing concentrations through amended Comprehensive Plan designations. Although future development of this area is expected to occur in an incremental way, as individual parcels propose annexation for specific housing developments, with an adopted neighborhood plan in place each individual development proposal can coordinate the provision of streets, pedestrian connections, utilities, storm water management, and open space. Such an approach can ultimately help reduce development costs through appropriate sizing of needed facilities, provision of easements, and secured street access. Additionally a significant benefit of an adopted plan is that there is a clear expectation and understanding regarding the level of development anticipated by both developers and



neighboring residents. In this way the development and annexation process for all properties with the plan area is streamlined while ensuring the City can accommodate its future growth in a systematic and efficient manner.

### **Plan Revisions**

Throughout the last year planning and design work has been undertaken in recognition that the project area should be considered as a system where each development decision impacts each part of the whole. For example, the placement of streets throughout the site will ultimately have a direct impact on the function of the sites natural resources as well as the efficiency of the development pattern. Housing types and concentrations have been examined in an effort to meet overall city and regional housing goals while balancing the design needs of the site and need to protect sensitive natural areas.

Early in the planning process commissioners, property owners, and neighborhood residents were active in the design of the concept plan itself through participation in a two part public workshop, or “*design charrette*” from October 23-25, 2012. Following the charrette the design team has been developing a more refined layout for the street networks in careful consideration of the natural features, topography, property lines, existing development within the area, and the short and long term phasing of the plan.

Over the planning period the Planning Commission, Housing Commission, and Transportation Commission have each had the opportunity to review the plan during the course of its ongoing development. The Planning Commission specifically has held five study sessions to take public feedback and provide direction to Staff and the design team as versions of the plan have been further refined. To provide opportunities for effected residents and stakeholders to become familiar with the plan, and make informed contributions to the community discussion regarding the area’s future development, the City held two well attended neighborhood meetings, two open-houses, and conducted two site visits open to the public. Additionally, City Staff solicited input from property owners within the plan area through a questionnaire, and has attended numerous stakeholder meetings with property owners, neighboring residents, and Homeowner Associations to answer questions and hear concerns about the various drafts of the neighborhood plan.

The Draft Final Plan as presented incorporates a number of revisions to address issues raised by the public, the Planning Commission, and the Draft Future Traffic Conditions Report evaluation of the previous draft plan presented to the Planning Commission on June 25<sup>th</sup>, 2013. Notable changes in the Draft Final Plan and Draft Chapter 18 Code Amendments include:

- Redistribution of the concentration of housing through establishments of land use designations within the plan area:
  - Concern was raised that locating the NA-03 Zone (multi-family high density residential) along the entirety of East Main Street would create a homogenous large scale housing development pattern immediately across from the rural area outside the Urban Growth Boundary. As revised the plan proposes a mix of zoning types along East Main St. with a significant portion retained as Single Family (NA-01).



- The amount of NA-03 (multi-family high density residential) has been reduced both along East Main and adjacent to Creek Drive and Clay Street. Correspondingly the amount of NA-02 (multi-family low density residential) has been increased to maintain the aggregate development potential for the plan area.
  - The 2 acre “Greene Property” previously identified as NA-01 (single family residential) has been reclassified as NA-02 to provide more flexibility in its future development and enhance opportunities for cluster cottage housing or pocket neighborhoods along the Cemetery Creek corridor.
  - Transitional standards relating future housing development to existing neighborhoods:
    - The dimensional regulations presented in the Draft Chapter 18 Code Amendments (18-3-x.050) set forth site design and building standards including:
      - Establishment of base densities for each zoning designation
        - 5 units per acre in NA-01
        - 10 units per acre in NA-03
        - 15 units per acre in NA-03
      - Establishment of maximum building heights (35’ or 2.5 stories) consistent with existing residential standards throughout the City.
      - Establishment of minimum lot dimensional requirements

These provisions help ensure future developments in the plan area are held to requirements that are similar in nature to comparable developments within the City.

  - As stated previously the redistribution of the NA-02, and NA-03 zones within the plan area functions to locate similar densities of development across from established neighborhoods.
- Use of open space corridors to provide pedestrian connectivity
  - The newly proposed *woonerf* road type designed for the plan area along open space corridors provides a “living street” where pedestrians and cyclists have legal priority over motorists with a goal of calming and reducing speeds (woonerfs are more fully described in the transportation section below).
  - A proposed multi-use path system provides necessary creek crossings and connections to/from the schools located along Walker Avenue.
  - This bicycle and pedestrian network will also connect to the larger network of regional trails, paths, and streets beyond the boundaries of the neighborhood.
- Development standards that address retention of storm water to preserve the area’s hydrology.
  - The Draft Land Use Code would require the development plans to preserve water quality, natural hydrology and habitat through protection of streams and wetlands.
  - The requirements of 18-3.10 Water Resources will apply to future developments within the plan area following annexation.



- The Site Development and Design Standards (18-3.x.060 B3) provide regulatory guidelines for storm water management practices intended to address environmental effects of storm water run-off.
  
- Intersection spacing along East Main Street
  - The Draft Final Plan relocates one of the initially proposed local street intersections to the east to be adjacent to Clay Creek. This relocation essentially removes one leg of the ‘U’ shaped block pattern in the proposed NA-03 area. Relocation of this intersection at East Main Street serves to provide a greater distance between the intersections to address access management considerations as identified in the Draft Future Traffic Conditions Report ( pg 10 of 21) and neighborhood concern raised regarding sight distances.
  
- Inclusion of opportunities for Neighborhood Serving Commercial
  - An overlay area within the NA-03 designation has been identified in which small scale neighborhood serving commercial uses could be located.
  - Special Permitted Use Standards for neighborhood serving commercial uses are provided in the Draft Ch. 18 Code Amendments (18-3.x.0402) which restrict such commercial uses to ensure they remain small scale and primarily serve the immediate area.

### **The Planned Housing Types and Land Use Designations**

The development standards for the Normal Avenue Neighborhood Development Plan will create its own neighborhood character by providing three different residential zones with different densities and development standards. The use regulations and development standards are intended to provide a significant degree of flexibility as to the form and character of individual developments. The land use designation NA-01 is intended to provide single family dwellings, accessory residential units, and clustered housing. The NA-02 designation provides housing opportunities for individual households through development of a mix of single-dwelling housing, duplexes, townhomes, accessory residential units, and clustered housing. Clustered housing, commonly referred to as “pocket neighborhoods”, are a new housing type envisioned for the plan area where multiple compact detached or attached dwellings occupy a single lot. These dwellings are grouped around common open space and are separated from one another by side yards to provide privacy and single family home-type scale and character. Through the consolidation of common open space and or parking cluster housing developments can often achieve a housing density comparable to attached row houses or low-rise apartments, yet with a lower profile and the appearance of traditional single-family homes. The NA-03 land use designation is intended to address Ashland’s housing needs through development of multi-dwelling housing as well as allow for limited neighborhood serving commercial uses such as a coffee shop. Lastly the NA-OS “open-space” land use designation is intended to protect environmentally



sensitive water resource lands and provide open space recreational opportunities for individual households throughout the Normal Avenue Neighborhood Development Plan area.

### **Greenway and Open Space**

The Plan's approach to the greenway and open space framework is to maximize protection of the existing natural resource areas and provide usable, connected open space within the plan area. Natural areas, including streams, wetlands, and other environmentally sensitive features contribute significantly to the existing character of the Normal Avenue neighborhood study area and were most cited by neighborhood residents as needing preservation to retain the rural character of the area. The quality of the place is enhanced by these features and the wildlife that they attract. The objective for the open space and greenway component of the plan is to protect and enhance these existing natural areas while also providing connected open space throughout the plan area. Open space will help maintain the neighborhood's distinctive character, promote environmental quality, and provide opportunities for both scenic enjoyment and active recreation.

Protected riparian corridors and wetlands will support native vegetation, provide habitat for wildlife, and promote environmental quality by absorbing, storing, and releasing stormwater. Streams and wetlands will be maintained as amenities with access to all area residents due to the carefully considered transportation network that ensures that these areas are not hidden in back yards. Accommodation of the pedestrian, bicycle, and automobile circulation along the edges of the riparian zones provides visual and physical access and increases the buffer zones between pockets of development enhancing the character of openness within the plan area.

### **Transportation**

Walking and cycling, or "active transportation", is fundamental to the Normal Avenue Neighborhood urban design plan. Designing the transportation network in consideration of the experience of a person walking through the neighborhood allows for development and block patterns in which residents more readily relate to their environment, feel safer, and are more comfortable on foot or bike. Despite the inherent boundary conditions that limit connectivity, such as Ashland Middle School and the Central Oregon & Pacific rail line, building the transportation network on a foundation of interconnected streets and walkability makes all modes of travel more efficient and effective. Walkability is supported in the plan by small blocks, however there have been some variations from these block lengths in consideration of natural resource protection areas. Care has been taken to locate pedestrian and bicycle paths adjacent to, or across, these natural areas to enhance the user experience and increase access to these neighborhood amenities.

The Normal Avenue neighborhood's internal street network has largely been designed to keep travel speeds in the range of 20 mph by introducing elements such as a planted median, a small traffic circle, and subtle changes in direction at block intersections. The backbone of the street network is a re-routed Normal Avenue that extends from the southern intersection at the railroad crossing, to East Main Street between Clay Creek and Cemetery Creek. Given the anticipated traffic volumes on this new road being approximately 1,000 average daily trips, it is not necessary that it be classified as an "Avenue"



but rather a Neighborhood Collector designation would suffice. Neighborhood Collectors are expected to accommodate 1,500 to 5,000 vehicle trips per day and as such this lesser classification would adequately accommodate expected use.

The Normal Avenue Neighborhood plan also introduces a new street type into the range of Ashland streets: the woonerf. A woonerf is a very low speed street where all of the functions of the transportation system coexist in the same space. There are no individual sidewalks separated from the street surface by curbs and planted medians. There are no bicycle lanes separated from the street by painted lines. The low volumes, low-speeds, and narrow cross-section make it possible for all to safely occupy the street surface by yielding to the slowest and most vulnerable present at a given moment.

The use of rear lane alleys helps to reduce the extent of paved areas, and will support a complete grid of finely-grained urban blocks. These alleys will provide the primary access to garages and backyards. Where cottage cluster housing occurs, alleys are critically important to their function. Elsewhere, as in those areas zoned NA-03, specific locations for the alley locations within the designated blocks is left to future development needs, subject to the maximum block length and parking access standards.

The proposed multi-use paths throughout the project provide the necessary connections to/from Walker Elementary and Ashland Middle School while creating a more pleasant travel route than using East Main Street. The presence of sidewalks and trails throughout the development are intended to provide convenient and safe pedestrian movement, linking to destinations within the 94 acre plan area as well as to the surrounding area.

The change in designation for the “Normal Avenue” future street to be considered a neighborhood collector, and the codification of the proposed local street and bicycle network within the plan area will require an amendment to the City’s recently adopted Transportation System Plan Street Dedication map. Once the final Normal Avenue Neighborhood Plan is approved a TSP amendment will be presented to the Transportation Commission, Planning Commission, and City Council for consideration.

### **Draft Future Conditions Report for Normal Avenue Neighborhood Plan**

In support of this planning project the traffic engineering firm SCJ Alliance has completed future traffic analysis to evaluate the anticipated traffic volumes and impacts based on the plan’s development projections and street layout. The technical memorandum dated September 18, 2013, included in the commissioner’s packet provides a projection of the modeled traffic impacts twenty-five years from now under two distinct scenarios:

- The built out of the area per the existing Comprehensive Plan with no changes is considered the baseline scenario
- The build out of the area consistent with the draft Normal Avenue Neighborhood Plan in two phases over the course of 25 years.

Each of these scenarios were examined to determine what measure of future impacts can be attributed to changes in the land use designations proposed.



The findings presented in the Draft Future Conditions Report indicate that of the intersections examined for capacity and safety, all intersections are expected to meet their applicable mobility standard under both scenarios. However in both the baseline and the future Normal Avenue Neighborhood Plan build-out scenarios the report finds that the intersection of OR 66/Ashland Street and Tolman Creek Road will experience queuing problems as more fully described in the draft report.

Staff is still reviewing the Draft Future Conditions Report to evaluate the identified traffic impacts internal and external to the project area. Prior to the next meeting of the Transportation Commission on the Normal Avenue Neighborhood Plan staff will have completed our evaluation and a staff report will be provided.

### **Project Guiding Principles and Objective**

Throughout the process of developing the Normal Avenue Neighborhood Plan over the course of the last year the Planning Commission, design team, resident participants engaged in the process, and staff have referenced the following objectives to help guide discussions about various plan elements:

- Increase efficiency in the use of land through concentration of housing in a centrally located area within the City UGB planned for future urban development;
- Achieve a development pattern that results in a balanced, multi-modal transportation system and that enhances opportunities for walking, bicycling or using transit in areas planned for transit service;
- Delineate housing, neighborhood serving commercial, open space, public space, and green infrastructure improvements, in a manner that provides for preservation and enhancement of creeks and wetlands;
- Develop new illustrative conceptual architectural and site plans for the project area consistent with Transportation and Growth Management objectives. Concepts will meet the City's and the property owners' development goals and standards.
- Design a local street grid for the project area including connections to existing and planned street, pedestrian, and bicycle facilities outside the project area to more fully integrate the project area into the City transportation system;
- Provide for pedestrian and bicycle routes and facility improvements within the project area that will provide safe access to local schools;
- Provide alternatives to, or delay the need for, expansion of the City UGB;
- Reduce emissions that contribute to climate change through changes to transportation or land use plans that reduce expected automobile vehicle miles traveled;
- Provide an implementation strategy that includes supporting Comprehensive Plan and updated TSP amendments, form based codes, and design standards; and
- Present the Plan and documentation necessary to support adoption to City's Planning Commission (PC) and City Council (Council).



**NEXT STEPS**

The Planning Commission will hold a public hearing on the Draft Final Plan and the Draft Chapter 18 Code Amendments on October 8<sup>th</sup>, 2013. The Transportation Commission is scheduled to review the Draft Final Plan on September 26<sup>th</sup>, 2013 and the plans transportation elements in advance of the upcoming public hearing.

Staff anticipates following the October 8<sup>th</sup> Planning Commission review, and in consideration of public and commission comments, subsequent reviews before the Planning and Transportation Commissions may be needed to further review any final refinements prior to scheduling a public hearing for adoption of a final plan by the City Council.

Ultimately adoption of a neighborhood plan for the area will require amendments to the Land Use Ordinance, City's Transportation System Plan's Street Dedication, Existing and Planned Bicycle Network, and Planned Pedestrian Network maps to incorporate the proposed multi-modal transportation network and street classifications. Additionally the establishment of woonerfs as a new street type within the City will necessitate amending the Comprehensive Plan's Transportation Element to include a new functional classification.

**ATTACHMENTS:**

- Normal Avenue Neighborhood Plan
  - [Draft Final Plan](#)
  - [Land Use Zoning Map](#)
  - [Street and Open space Network](#)
  - [Pedestrian and Bicycle Network](#)
- [Draft Chapter 18 Land Use Code Amendments](#)
- [Draft Future Traffic Conditions Report - Technical Memorandum \(SCJ Alliance Consulting\)](#)
- [Transportation Existing Conditions Memo](#)

