

ASHLAND PLANNING DIVISION
STAFF REPORT
July 28, 2015

PLANNING ACTION: PL-2013-01858

APPLICANT: City of Ashland

LOCATION: Normal Neighborhood District Boundary

ZONE DESIGNATION: Jackson County RR-5 (Rural Residential 5 acres)

COMPREHENSIVE PLAN DESIGNATION: City of Ashland Single-Family and Suburban
Residential
Jackson County Rural Residential Lands

ORDINANCE REFERENCE: Chapter 18.3.4 Normal Neighborhood District (proposed)

STATEWIDE PLANNING GOALS: Goal 2 Land Use Planning
Goal 14 Urbanization

OREGON REVISED STATUTES (ORS): Chapter 197 – Comprehensive Land Use Planning
Coordination

REQUEST: To amend the Comprehensive Plan, Comprehensive Plan Map, Transportation System Plan, and Ashland Land Use Ordinance to implement the Normal Neighborhood Plan.

I. Relevant Facts

A. Background - History of Application

Oregon Statewide Planning Goal 2, Land Use Planning, as well as Chapter 197 of the Oregon Revised Statutes requires a land use planning process and policy framework as a basis for all decision and actions related to use of land. Specifically, plans and implementation measures such as ordinances controlling the use and construction are permitted as measures for carrying out Comprehensive Plans.

Oregon Statewide Planning Goal 14, Urbanization, directs communities to plan for the orderly and efficient transition from rural to urban land use, to accommodate urban population and urban employment inside urban growth boundaries, to ensure efficient use of land, and to provide for livable communities. The existing Comprehensive Plan designation for the Normal Neighborhood Plan area was

established in 1981. The area's development as low density residential, changes in the City's population demographics, land availability, housing supply and type, and water resource protection standards over the decades warrant a re-evaluation of the area's Comprehensive Plan designations in consideration of these changed conditions.

In March of 2011 the City Council directed the Community Development Department to apply for a Transportation and Growth Management (TGM) grant to prepare a master plan for the 94 acre Normal Neighborhood area, and the City's project was selected for award in June 2011. The TGM program is a joint program of the Oregon Department of Land Conservation and Development (DLCD) and the Oregon Department of Transportation (ODOT).

The City of Ashland received the TGM grant for consultant services in May 2012 to undertake the neighborhood planning process. A number of urban design, planning, engineering, environmental services and architecture firms were selected to prepare the draft plan. Consultants included Parametrix Inc, UrbsWorks Urban Design, Joseph Readdy Architect, Qamar Architecture and Town Planning, Leland Consulting Group housing market analysts, and Nevue Ngan Landscape Architects. The submission of preliminary draft plan materials and a revised draft plan concluded the TGM funded portion of the project in September 2013.

The neighborhood planning process has involved considerable public involvement including a resident survey, two neighborhood meetings, three public open houses, two Planning Commission site visits, individual stakeholder meetings with property owners and nearby residents, and numerous Planning Commission, Transportation Commission, Housing Commission, t, and City Council study sessions. The design phase of the planning process was initiated in October 2012 with a three day public design charrette, or workshop. The charrette allowed for the identification of issues and concerns, development of goals and objectives for the master plan, and creation of a conceptual neighborhood design.

The issues and opportunities identified during the first public workshop and key participants meetings, held when the project was initiated back in October 2012, were used to create the project goals and objectives as listed below:

- Maximize land use efficiency by concentrating housing in a strategically located area within the City Urban Growth Boundary.
- Create a development pattern of blocks and streets that supports a balanced, multi-modal transportation system that offers a full range of choices to its occupants and that supports active transportation opportunities like walking, bicycling or using transit in those areas planned for transit service;
- Provide a range of housing choices and a variety of open space, public space, and green infrastructure improvements, in a way that preserves and enhances the area's creeks and wetlands;

- Design a local street grid for the Project Area including connections to existing and planned street, pedestrian, and bicycle facilities beyond the project area that overcome the challenges to connectivity and better integrate the area into the Ashland transportation system;
- Provide for pedestrian and bicycle routes and facility improvements within the plan area that will provide safe access to local schools, activities, neighborhoods, and destinations;
- Apply those principles of low impact development to minimize the extent and initial cost of new infrastructure and to promote the benefits of stormwater management;
- Provide developable alternatives at planned densities that will eliminate the need for expansion of the urban growth boundary; and
- Reduce greenhouse gas emissions by implementing transportation and land use plans that encourage reductions in vehicle miles traveled.

Following the October 2012 charrette, plan options were developed and presented at study sessions and public open houses to obtain public input to assist the design team, city staff, and the Planning Commission to further refine the plan concept. A draft Normal Neighborhood Plan, and draft implementing ordinances, were presented to the Planning Commission at a public hearing on [March 11, 2014](#) and [April 8, 2014](#). Following the Planning Commission's public hearings their formal recommendations on the neighborhood plan were forwarded to the City Council ([Planning Commission Report dated 4/22/2014](#)).

The City Council held public hearings on the draft Normal Neighborhood Plan on [May 6, 2014](#), [May 20th, 2014](#), and continued public testimony and deliberations to a special meeting on [May 29, 2014](#). At the final May 29th meeting the Council directed the establishment of an ad-hoc working group to examine the fundamental assumptions that were used in developing the plan, as well as conduct a more in depth review of a number of plan elements. The appointed working group included two Planning Commissioners (Richard Kaplan, Michael Dawkins); two City Councilors (Pam Marsh, Mike Morris), and Mayor Stromberg.

The Council directed the working group to specifically examine the following:

Housing Concentrations and Type

- Regional Problem Solving (RPS) assumptions on density
- The need for NN zoning; Density (units per acre)
- Building height limitations (2.5 or 3-story)

Transportation

- General transportation and connectivity issues; Transportation to the schools; East-west transportation issues; Public transportation; Traffic reduction (elimination); Improvements to East Main St.; Railroad crossing

Open space

- Wetland protection & delineations.

- 25% open space

Infrastructure

- water, sewer, and electric; developer driven costs

Public Input

- Incorporate public input and respond accordingly

Over the course of twelve public meetings, held between June 2014 and May 2015, the working group explored each of the specific items identified by Council. A series of meetings specifically focused on housing and land use, open space and natural resources, transportation and infrastructure, and included an exercise where working group members aimed to conceptualize an alternative neighborhood plan independent of the original draft proposal. Additionally a special round table meeting was held (September 18, 2014) where a panel was brought together to provide feedback on what they liked and disliked about the draft plan, identified barriers to agreement, and explored how the plan could be amended to work from their perspective. Panelists included a selected neighborhood representative from within the Normal Neighborhood Plan area (Susan DeMarinis), a representative from the adjacent development's Home Owners Associations (Bryce Anderson), a developer who represented a number of property owners (Randy Jones), and two outside experts familiar with Land Use and housing development (Alan Harper and Tom Giordano) who each had an opportunity to present their concerns and suggestions and participate in an open discussion about the draft plan.

In consideration of public input provided, and a review of the draft plan's elements, the working group discussed a general vision for the neighborhood and formulated a summary list of recommended plan amendments ([Working Group memo dated December 2, 2014](#)) for Council's consideration.

In formulating their recommendations the Normal Neighborhood Plan working group reviewed each of the Planning Commission's recommendations as presented in the [Planning Commission Report dated 4/22/2014](#). The working group's recommended amendments alter the land use classifications, allowable housing densities, internal transportation network, thus differing from the plan the Planning Commission originally reviewed and had based the Commission report upon. The working group did concur with the Planning Commission's recommendation that the conservation/open space boundaries are a neighborhood defining characteristic and should remain as presented in the original draft plan, however changed the amendment process for potential reductions of open space areas to correlate with designated wetlands. The working group recommended that the existing maximum building height of 35ft, or two and one-half stories, should be retained and to not allow an increase to 40ft, or three-stories, through a conditional use permit process as was initially recommended by the Planning Commission.

Background Studies

To inform the neighborhood planning process a number of studies were completed and previously presented to the Planning Commission and City Council in support of this project including:

- A [Buildable Lands Inventory](#) (approved November 15, 2011- ordinance #3055) provided a basis for evaluation of the amount of available land within the City Limits and Urban Growth Boundary.
- A [Housing Needs Analysis](#) (approved September 3, 2013 - ordinance #3085), summarized the types of housing that have been developed throughout the City in the recent decades, as well as the projected needed housing based on income and population demographics.
- An [Executive Summary of Existing Conditions](#) to provide background information for the Normal plan area including the [results of a resident survey](#) conducted in June-July 2012.
- An analysis of five components of the neighborhood design including infrastructure, mobility, sustainability, open space and greenways, and housing and land use.
 - [Infrastructure Framework](#)
 - [Sustainability Framework](#)
 - [Mobility Framework](#)
 - [Greenway and Open space Framework](#)
 - [Housing and Land Use Framework](#)
- The traffic engineering firm SCJ Alliance completed an [Existing Traffic Conditions technical memorandum](#) (dated September 5, 2012) , and a [Future Traffic Analysis](#) (dated November 19, 2013) to investigate current and future traffic conditions in the Normal Neighborhood Plan study area.

B. Detailed Description of the Site and Proposal

The Normal Neighborhood Plan District is situated between East Main Street to the north and the railroad tracks to the south, Clay Street to the east and the Ashland Middle School to the west. Currently, the 94 acre area has a mix of Comprehensive Plan designations including single family residential and suburban residential, and is presently outside the City of Ashland (City) city limits but within the City Urban Growth Boundary (UGB).

This area constitutes the largest remaining area of residentially designated land that is suitable for medium- to high-density development which remains largely vacant or redevelopable. The plan area contains 35 properties ranging in size between 0.38 acres up to 9.96 acres. There are 26 property owners within the plan area with a number owning multiple parcels. Residential development in the plan area has

historically been low density large lot single family homes consistent with Jackson County's rural residential zoning standards.

The Normal Neighborhood Plan District includes significant natural features including Cemetery Creek, Clay Creek, and three designated wetlands (W9, W12, W4) that are included on the City of Ashland 2007 Local Wetland Inventory (LWI). The local wetland inventory was approved by the Department of State Lands (DSL) which means the LWI is part of the Statewide Wetland Inventory. During the course of this project property owners have completed new wetland delineations for two of the three significant wetlands within the project area (W12 & W4). These new delineations for W4 and W12 were recently approved by DSL ([WD-2014-0255](#) & [WD-2014-0269](#)) effectively reducing the areas that are regulated as wetlands at this point in time. The last remaining large wetland (W9) within the project area is located on multiple properties adjacent to Ashland Middle School. Staff understands that one of the property owners (Grace Point Church) has recently conducted a study of the W9 wetland on their property. This delineation has been submitted to DSL for review but has yet to be approved. Approved wetland delineations are only valid for five years from the date of DSL's approval. Therefore, with any annexation proposal the City of Ashland will require demonstration that DSL has approved a formal delineation within 5 years of the application.

The *Normal Neighborhood Plan* is comprised of Normal Neighborhood Plan Framework document, official Normal Neighborhood Plan maps, amendments to the Transportation System Plan and street standards, and the proposed Normal Neighborhood District land use ordinance amendments (Ch. 18-3.4). Collectively these documents provide the underlying conceptual and regulatory structure for area's future development. Development of this area is expected to occur in an incremental way, as individual parcels propose annexation for specific housing developments. An adopted neighborhood plan allows individual development proposals to better 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 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.

The proposal involves Comprehensive Plan Map amendments, Transportation System Plan amendments, as well as amendments to the proposed Ashland Unified Land Use Ordinance (ULUO). The proposed implementation plan includes:

- Adopting the Normal Neighborhood Plan Framework document as a supporting document to the City’s Comprehensive Plan and designation of the Normal Neighborhood District within the Comprehensive Plan map.
- Adoption of official Normal Neighborhood Plan maps:
 - Land Use Designations Map (NN-1-5, NN-1-3.5, NN-1-3.5-C, NN-2)
 - Street Network
 - Pedestrian and Bicycle Network
 - Street network: Green Streets
 - Open Space Network
- Amending the Transportation System Plan (TSP) as follows:
 - Amend the Street Dedication Map (TSP Figure 10-1) to incorporate the plan area’s proposed Street Network, and reclassification of Normal “Avenue” to be a Neighborhood Collector.
 - Amend the Planned Intersection and Roadway Improvement Map (TSP Figure 10-3) to include East Main Street as a Planned Roadway Project.
 - Amend the Planned Bikeway Network Map to incorporate the planned multiuse trails within the Normal Neighborhood Plan.
- Amend the Street Standards (18.4.6) to add a new Shared Street classification.
- Amending the Land Use Ordinance to include a new Chapter 18.3.4 Normal Neighborhood District, to guide and direct both public and private improvements. Additionally, amendments to Chapter 18.2.1.020 and 18.2.1.040 are proposed to provide reference to, and consistency with, the Normal Neighborhood District.

II. Project Impact

A. Approval Process and Noticing

The proposal involves Comprehensive Plan and Transportation System Plan amendments, as well as additions and revisions to the Ashland Land Use Ordinance necessary to implement the Normal Neighborhood Plan. The Planning Commission makes a recommendation on the package of amendments, and the City Council makes the final decision.

Approximately 200 written notices (postcards) were mailed to property owners in and surrounding the Normal Neighborhood District boundary regarding the Planning Commission public hearing (July 28, 2015) and City Council public hearing (September 1, 2015). A notice was published in the newspaper on July 8, 2015, and a meeting announcement was emailed to residents and interested parties on July 13, 2015. Meeting announcements and plan materials are posted on the project web page www.ashland.or.us/normalplan

B. Proposal Impact

Planned Housing Types and Land Use Designations

The proposed Normal Neighborhood District will contain four residential zones, NN-1-5, NN-1-3.5, NN-1-3.5-C, NN-2. The use regulations and development standards set forth in the proposed land use ordinance (Ch. 18.3.4) for these zones are intended to be largely consistent with existing zoning standards within the City, while providing a significant degree of flexibility as to the form and character of individual developments. Affordable housing with the plan area would be provided by future development as a condition of annexation consistent with current requirements. The Normal Neighborhood Land Use Zones map establishes the proposed designations for the properties within the district.

NN-1-5:

The Land Use designation NN-1-5 is intended to provide single family dwellings, accessory residential units, and cottage housing with a base density of 4.5 units per acre. The draft ordinance includes a reserved section for the “cottage housing” type to be consistent with standards to be proposed under a separate legislative planning action for all single family zones within the city.

NN-1-3.5

The NN-1-3.5 designation provides housing opportunities for individual households through development of a mix of single-dwelling housing, apartments, townhomes, accessory residential units, and pedestrian oriented clustered housing with a base density of 7.2 units per acre. 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 are grouped around common open space. The Normal Neighborhood Plan, and draft land use ordinance amendments, include example illustrations primarily intended to assist those involved in conceptualizing a development to better address the principle objectives outlined within the Normal Neighborhood Plan. 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 retaining the appearance of traditional single-family homes.

NN-2

The NN-2 land use designation is intended to address Ashland's housing needs through development of multi-dwelling housing with a base density of 13.5 units per acre.

NN-1-3.5-C

The NN-1-3.5-C zone is a residential designation consistent with NN-1-3.5 (above), however it would additionally allow for limited neighborhood serving commercial uses, such as a coffee shop, on the ground floor.

Upon review of the initial draft of the plan on [March 27, 2014](#), The Housing and Human Services Commission expressed that they felt strongly that this area is a major source of future growth in the City. The Commission specifically noted that affordable housing is an important component of our City, and will be integral to future development of this neighborhood. This plan and code maintain the City's existing density bonuses and annexation requirements for the provision of affordable housing units. In addition, the Neighborhood Plan, and proposed Land Use Ordinance, encourage more diversity in housing and increased intensity of development in those areas where the context and capacity for density is most appropriate. The result should be increases in housing supply, housing options, and housing affordability. The various land use designations, and flexibility in housing types permitted, create a complete neighborhood, accessible to a full range of ages and abilities. There will be units for sale or rent; small, and large; and attached and detached units.

Greenway and Open Space

The plan's approach to the greenway and open space framework is establish designated open space areas to include both water resource protection areas and recreational open space. As proposed these areas are to include FEMA's 100 year floodplain, Ashland's designated floodplain boundaries, wetlands identified in the 2007 Local Wetland Inventory (LWI), and wetland and riparian buffer areas identified in the Water Resource Protection Zone ordinance. Precluding development in these areas will reduce or prevent the detrimental effects of flood waters, support native vegetation, provide habitat and travel corridors for wildlife, and promote environmental quality by absorbing, storing, and releasing storm water. The Open Space Network Map shows the areas intended to be preserved as natural areas or open space within the district which absent of any environmental constraints could additionally provide recreational amenities to the districts residents. In the future event that a Department of State Lands approved wetland delineation differs from the boundaries presented in the 2007 LWI, and Normal Neighborhood Plan Open Space map, an applicant could apply for a minor plan amendment to alter the boundary to reflect the then current delineation.

Clay Creek and Cemetery Creek are contained within designated open spaces which include all areas within the FEMA 100 year floodplain, City of Ashland Floodplain, and regulated riparian areas. Streams and wetlands will be maintained as amenities with access to 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 and designated wetlands provides visual and physical access and increases the buffer zones between pockets of development enhancing the character of openness within the plan area.

Transportation

The Normal Neighborhood Plan includes a transportation framework that would be implemented by the proposed amendments to the Transportation System Plan (TSP) and Normal Neighborhood District Standards. The mobility section of the Normal Neighborhood Plan Framework includes a street network, a pedestrian and bicycle framework, and a green street framework. The general location of future roads and paths is addressed by the Normal Neighborhood Plan Street Network Map, although design and engineering at the time of the actual development will determine their precise locations. The proposed Street Network additionally includes designations for streets within the plan area that are to be developed as “green streets” designed to capture and treat storm water in conformance with the City of Ashland Storm Water Master Plan. The proposed street network would amend to the TSP’s Street Dedication Map (Figure 10-1) for the Normal Neighborhood District area.

The Pedestrian and Bicycle Network map includes facilities incorporated into the streets, as well as off-road multi-use paths including the establishment of two paths crossings Cemetery Creek, paths or shared streets along the west side of Cemetery Creek, a path connecting the terminus of the existing Normal Avenue to East main Street, and a connection from the plan area to the eastern boundary of the Ashland Middle School property. The proposed multi-use paths would amend to the TSP’s Planned Bikeway Network Map (Figure 8-1) for the Normal Neighborhood District area.

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, small traffic circles, and subtle changes in direction at block intersections. The backbone of the street network is a re-routed neighborhood collector that extends from the southern intersection at a future improved Rail Road Crossing, to East Main Street between Clay Creek and Cemetery Creek. Given the anticipated traffic volumes on this new road being approximately 1000 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 1500 to 5000 vehicle trips per day and as such this lesser classification would adequately accommodate expected use.

The Normal Neighborhood plan also introduces a street type that was recently included in the Transportation System Plan: the “shared street”. A shared street 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, narrow cross-section, and traffic calming design elements make it possible for all users safely occupy the street surface by yielding to the slowest and most vulnerable present at a given moment. The proposed amendments to the Street Design Standards within the Ashland Municipal Code (18.4.6) codify the new shared street classification.

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. The specific alley locations within the designated blocks is left to future development site design considerations, subject to the maximum block length and parking access standards. As such those potential alley locations most subject to adjustment are not included in the Street Network map but it is expected that future development will provide alleys to meet access management and connectivity standards.

The Future Traffic Analysis report by SCJ Alliance found that all existing intersections in vicinity of the project are expected to continue to function within operational standards in the year 2038 at full build out of the neighborhood plan area. The report recommended that East Main Street should be improved to comply with existing City standards, including the installation of a center turn lane at designated intersections. The improved Avenue could accommodate vehicular, pedestrian and bike traffic, and that each of the proposed street intersections with East Main Street would function within applicable operational standards according to the report.

The Planning Commission, Transportation Commission, and Working Group have each spent considerable time discussing the needed street improvements along East Main Street from Walker Ave. to Clay Street. The Planning Commission had previously recommended that “*The south side of East Main Street, from Walker Avenue to Clay Street, should be fully improved to City Street Standards prior to, or coinciding with any future annexation and development within the plan area.*”. The Transportation Commission’s most recent recommendation was that a partial improvement of East Main Street (such as full improvements 250’ on either side of a proposed intersection) could be considered to address traffic impacts demonstrated in a Traffic Impact Analysis provided “...*at a minimum, a sidewalk is to be developed between Walker and Clay Street.*” to address pedestrian and bicycle demand in the

near term. The Normal Neighborhood Working Group had also considered that a phased approach to East Main Street improvements may be an option to consider with future annexation proposals, and that the City would consider the formation of an advance financing district to assist in acquiring full street improvements at the initiation of development within the area. The Normal Neighborhood Plan Framework document includes the a new section , *Advance Financing and Phasing of Public Improvements* (p30), to address this approach .

Plan Amendments

A minor and major amendment process is included in proposed section 18.4.030.C of the Normal Neighborhood District Chapter. The proposed amendment process provides flexibility to address unforeseen changes in conditions such as shifts in demand for types of uses, and physical or natural constraint challenges in individual developments.

- Major amendments provide for a change in a land use overlay or allowable density, modification of the street layout plan or other transportation facility that eliminates a proposed street, a change in the applicable standards, and any other changes not listed.
- Minor amendments include shifting the location of streets, alleys or paths more than 50 feet, adjustments to the boundaries of designated Open Space Areas to correspond with a delineated wetland or water resource protection zone, and changes in dimensional standard requirements not including building height and residential density.

C. Discussion Items

The attached Normal Neighborhood Plan maps, Framework Document, and draft land use ordinance (18.3.4), have each been revised to address the recommendations of the Normal Neighborhood working group and the Planning Commission recommendations put forth in April 2014. A summary of the highlights of the latest revisions as follows.

- A change in the zoning designations to provide densities consistent with existing city zones
- Relocation of proposed zoning areas to locate the higher density area to the south of the project area.
- Designation of open space lands on the Land Use Designation Map.
- Provisions allowing the transfer of housing density out of the water resource protection zones.
- Establishment of a minor amendment process to allow proposed open space locations to be moved, or reduced in area, to correlate with natural features (future wetland locations and boundaries).
- Flexibility to allow shared streets to alternatively be developed as alleys or multiuse paths where appropriate adjacent to water protection zones.

- Inclusion of mandatory standards relating to storm water management.
- Alignment of streets and zoning to provide direct East-west connections with a more grid-like street pattern while aiming to locate new streets along existing property lines.
- The inclusion of “neighborhood module” illustrations within the plan framework to provide general examples of characteristics that would help make a neighborhood module successful including a diversity of housing types accessible to a range of ages, family sizes, and income levels, common center greens and community gardens, and alley accessed parking areas.

III. Procedural – Required Burden of Proof

18.5 Application Review Procedures and Approval Criteria

18.5.9.010 Purpose

This chapter contains the procedure for amending the Comprehensive Plan, Zoning and Land Use Control Maps, and Land Use Ordinance.

18.5.9.020 Applicability and Review Procedure

Applications for Plan Amendments and Zone Changes are as follows:

A. Type II. The Type II procedure is used for applications involving zoning map amendments consistent with the Comprehensive Plan map, and minor map amendments or corrections. Amendments under this section may be approved if in compliance with the Comprehensive Plan and the application demonstrates that one or more of the following.

1. The change implements a public need, other than the provision of affordable housing, supported by the Comprehensive Plan.
2. 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.
3. Circumstances relating to the general public welfare exist that require such an action.
4. Proposed increases in residential zoning density resulting from a change from one zoning district to another zoning district, will provide 25 percent of the proposed base density as affordable housing consistent with the approval standards set forth in subsection 18.5.8.050.G.
5. 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's commercial and industrial land supply as required in the Comprehensive Plan, and will provide 25 percent of the proposed base density as affordable housing consistent with the approval standards set forth in subsection 18.5.8.050.G.
6. The total number of affordable units described in 18.5.9.020.A, subsections 4 or 5, above, 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. 18.5.9.020.A, subsections 4 and 5 do not apply to Council initiated actions.

B. Type III. It may be necessary from time to time to make legislative amendments in order to conform with the Comprehensive Plan or to meet other changes in circumstances or conditions. The Type III procedure applies to the creation, revision, or large-scale implementation of public policy requiring City Council approval and enactment of an ordinance; this includes adoption of regulations, zone changes for large areas, zone changes requiring comprehensive plan amendment, comprehensive plan map or text amendment, annexations (see chapter 18.5.8 for annexation information), and urban growth boundary amendments. The following planning actions shall be subject to the Type III procedure.

1. Zone changes or amendments to the Zoning Map or other official maps, except where minor amendments or corrections may be processed through the Type II procedure pursuant to subsection 18.5.9.020.A, above.
2. Comprehensive Plan changes, including text and map changes or changes to other official maps.
3. Land Use Ordinance amendments.
4. Urban Growth Boundary amendments.

IV. Conclusions and Recommendations

The planning process which resulted in the Normal neighborhood Plan involved a wide variety of participants including the general public, property owners and neighboring residents. Staff believes the revisions that have been made in the development of the implementation package over the last 2 years have refined and improved the neighborhood plan, and are largely consistent with the original plan goals and objectives.

Staff recommends the Transportation System Plan be amended to incorporate the Normal Neighborhood Street network as proposed. Upon review of the Normal Neighborhood Plan on [April 23, 2015](#) the Transportation Commission recommended approval of the Street Network and Pedestrian and Bicycle Network as follows:

Accept the presented revised plan as an amendment of the TSP with the following conditions:

- 1) Should the development occur along East Main, at a minimum, a sidewalk is to be developed between Walker and Clay Street.*
- 2) Should the development occur along the railroad tracks, at a minimum, the railroad crossing needs to be completed.*

Staff recommends approval of the Comprehensive Plan Map amendments, adoption of the official Normal Neighborhood Plan Maps, and adoption of the Normal Neighborhood Plan Framework as a technical supporting document of the Comprehensive Plan.

Staff recommends approval of the Land Use Ordinance amendments as presented.

ATTACHMENTS

- **Ordinance #1** – Comprehensive Plan amendments
 - Exhibit A (introduction amendment)
 - Exhibit B (framework document)
 - Exhibit C (map)
- **Ordinance #2** – Transportation System Plan and Street Design Standards amendments
 - Exhibit A
 - Exhibit B
- **Ordinance #3** – Land Use Ordinance (Ch 18) amendments
 - Exhibit A (Normal Neighborhood District Land Use Ordinance)
- [Planning Commission Report \(4/22/2014\)](#)
- [Working Group memo dated \(12/2/2014\)](#)

Electronic Attachments (links)

- Working Group Meeting Minutes:
 - [5/21/2015](#)
 - [5/7/2015](#)
 - [4/15/2015](#)
 - [11/20/2014](#)
 - [10/23/2014](#)
 - [10/09/2014](#)
 - [9/18/2014](#)
 - [9/4/2014](#)
 - [8/21/2014](#)
 - [7/24/2014](#)
 - [7/10/2014](#)
 - [6/19/2014](#)
- Transportation Commission Meeting Minutes
 - [4/23/2015](#)
- Housing and Human Services Commission Meeting Minutes
 - [3/27/2014](#)
- [Existing Traffic Conditions technical memorandum](#) (dated September 5, 2012)
- [Future Traffic Analysis](#) (dated November 19, 2013)

- **Letters**

Public letters submitted relating to Planning Action PL-2013-01858 , including prior iterations of the draft plan (pre-July 2015), are not physically attached to this Staff Report, however they remain available online at www.ashland.or.us/normalplan, which includes the following electronically linked letters:

2015	2014	2013
All 2013 letters combined - PDF	All 2014 letters combined - PDF	All 2015 letters combined - PDF
Vidmar letter (7/13/2015) Vidmar letter (3/31/2015) Miller Letter (3/23/2015)	Jones/MaharHomes letter (11/20/2014) Vidmar letter (11/15/2014) ACCESS Inc. letter (11/12/2014) Vidmar letter (10/27/2014) Miller letter (9/29/2014) Mahar Homes Concept Plan (9/18/2014) Lutz letter (9/17/2014) Miller letter (9/12/2014) Miller letter (9/03/2014) Boyer letter (8/20/2014) DeMarinis letter (8/06/2014) Boyer Letter (8/06/2014) Vidmar letter (7/30/2014) Breon letter (7/22/2014) DeMarinis letter (7/22/2014) Vidmar letter (7/21/2014) DeMarinis letter (7/15/2014) DeMarinis letter (5/19/2014) Anderson letter (4/08/2014) Grace Point letter (5/06/2014) Livni letter (4/29/2014) Mandell letter (5/05/2014) Marshall Letter (04/30/2014) Miller Letter (4/30/2014) Neher letter (5/02/2014) Quiett letter (5/1/2014) Wallace letter (5/01/2014) Seidler letter (4/30/2014) Sharp letter (4/29/2014) Jacobson letter (4/27/2014) Arsac letter (4/29/2014) Brannan letter (5/04/2014) Gerschler letter (5/04/2014) Open City Hall public comments (3/5/14) GracePoint letter (3/11/2014) Anderson Letter (3/11/2014) Skuratowicz letter (3/11/2014) Hunter letter (2/25/14)	DeMarinis letter and exhibits (10/31/2013) DeMarinis letter and exhibits (10/8/2013) Meadowbrook Home Owners (Anderson) letter and exhibits (10/8/2013) Ashland Meadows (Skuratowicz) letter (10/8/2013) Koopman letter and exhibits (10/8/2013) Lutz letter (9/26/2013) Vidmar letter (7/29/2013) Carse letter (6/27/2013) Gracepoint letter (6/12/2013) Vidmar letter (4/26/2013) Shore letter (4/10/2013) Marshall letter (4/10/2013) Horn letter (3/05/2013) Filson letter (2/25/2013) Vidmar letter (2/25/2013)