

1511 Highway 99N

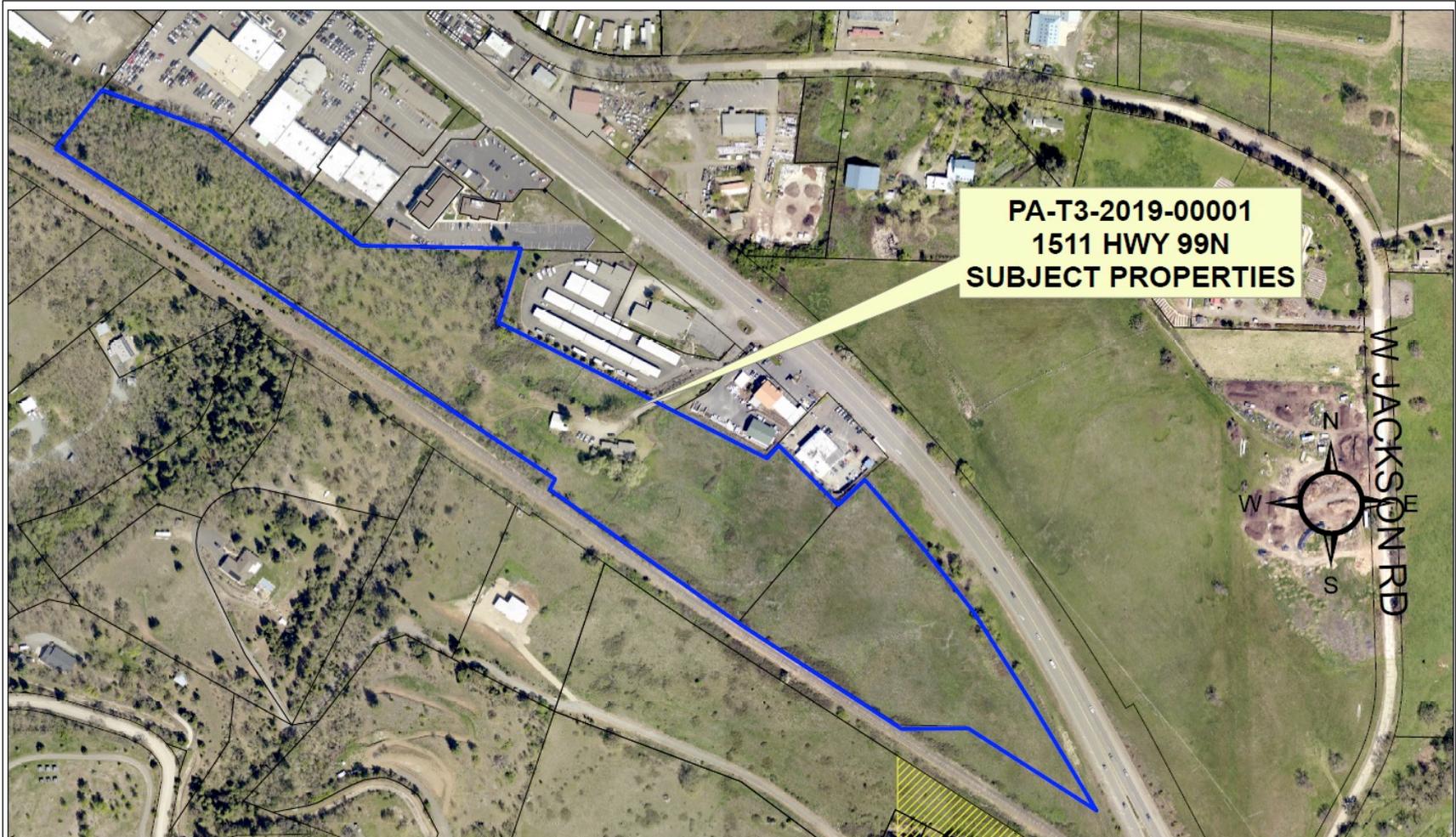
“Grand Terrace” Annexation

CITY OF
ASHLAND

Planning Commission
Cont'd Public Hearing
July 28, 2020



1511 Highway 99N Aerial Photo (2018)



1 inch = 200 feet
0 62.5125 250 375 500
Feet

*Mapping is schematic only and bears no warranty of accuracy.
All features, structures, facilities, easement or roadway locations
should be independently field verified for existence and/or location.*

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“Grand Terrace” Annexation

Annexation Request: 16.87-acres in two parcels from County RR-5 (Rural Residential) to City R-2 (Low Density, Multi-Family Residential)

Conceptual future phased development of 196 apartments.

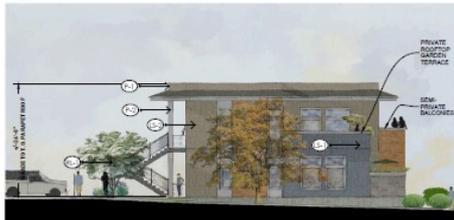
Land Use approvals (Outline Plan subdivision, Site Design Review, etc.) for site development are to be applied for subsequent to Annexation.

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“Grand Terrace” Conceptual Elevations



F NORTHWEST EXTERIOR ELEVATION
SCALE: NONE



E SOUTHEAST EXTERIOR ELEVATION
SCALE: NONE



B NORTHWEST BIRDSEYE VIEW
SCALE: NONE



D SOUTHWEST EXTERIOR ELEVATION
SCALE: NONE

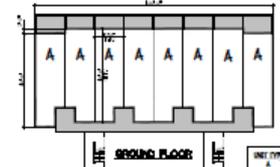
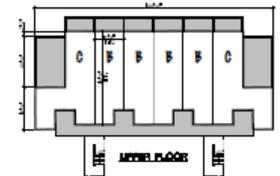


C NORTHEAST EXTERIOR ELEVATION
SCALE: NONE



A NORTHEAST BIRDSEYE VIEW
SCALE: NONE

EXTERIOR FINISH & COLOR SCHEDULE				
SYMBOL	ITEM	COLOR	PRODUCT	NOTES
WALL FINISH				
LS-1	HORIZ. LAP SIDING	EXTENSIVE BLEND	HARVEST PLANK OR EQUAL	
LS-2	HORIZ. LAP SIDING	PAVIL BROWN	HARVEST PLANK OR EQUAL	
LS-3	HORIZ. LAP SIDING	WOOD	LONGBOARD SIDING OR EQUAL	
PAINT				
P-1	PAINT 1	MATCH LS-2	SHERWIN WILLIAMS	
P-2	PAINT 2	LIGHT GREY	SHERWIN WILLIAMS	
ROOFING				
RS-1	GAMP. SHINGLES	ASH GREY	NO SOURCE	
RS-2	METAL FLASHING	CHARCOAL GREY	NO SOURCE	
RS-3	GUTTERS	MATCH LS-1	NO SOURCE	
FINISH/STAIR COLOR				
SC-1	WINDOWS/VINYL	WHITE	NO SOURCE	
SC-2	DOORS/ WOOD	CLEAR COAT	NO SOURCE	
CEILING				
CE-1	STEEL PANTRY	CHARCOAL GREY	NO SOURCE	
CE-2	STEEL CABLE WEIR	SEAL	NO SOURCE	
CE-3	WOOD, CEDAR	CLEAR	NO SOURCE	
MASONRY				
M-1	CMU	DRIFTWOOD	MIXTIAL MATERIALS OR EQUAL	



UNIT DIMS UNIT SIZE
A = 200 SF
B = 400 SF
C = 700 SF

1 UNIT DIAGRAM
NOT TO SCALE

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“Grand Terrace” Pedestrian Circulation



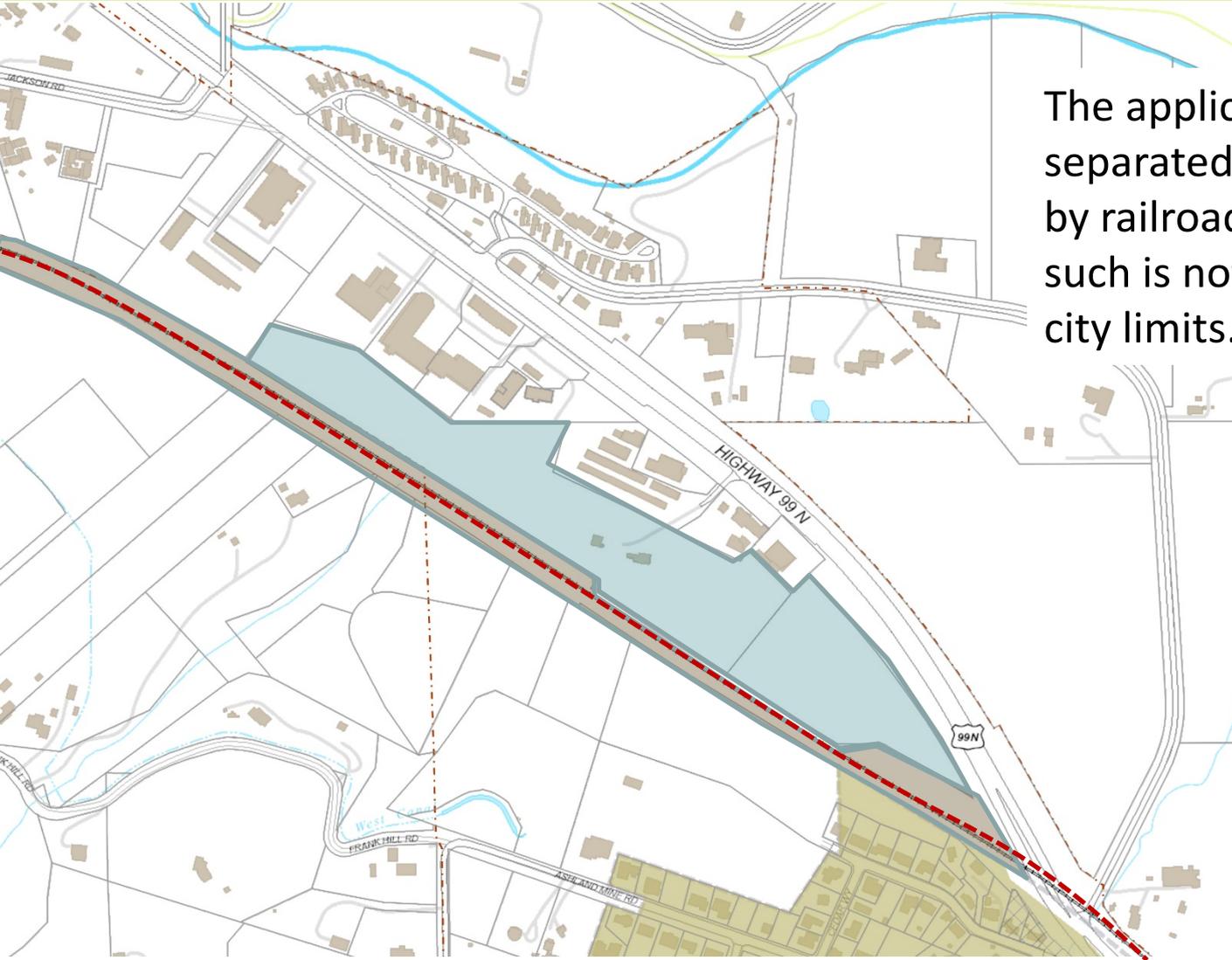
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“Grand Terrace” Open Spaces



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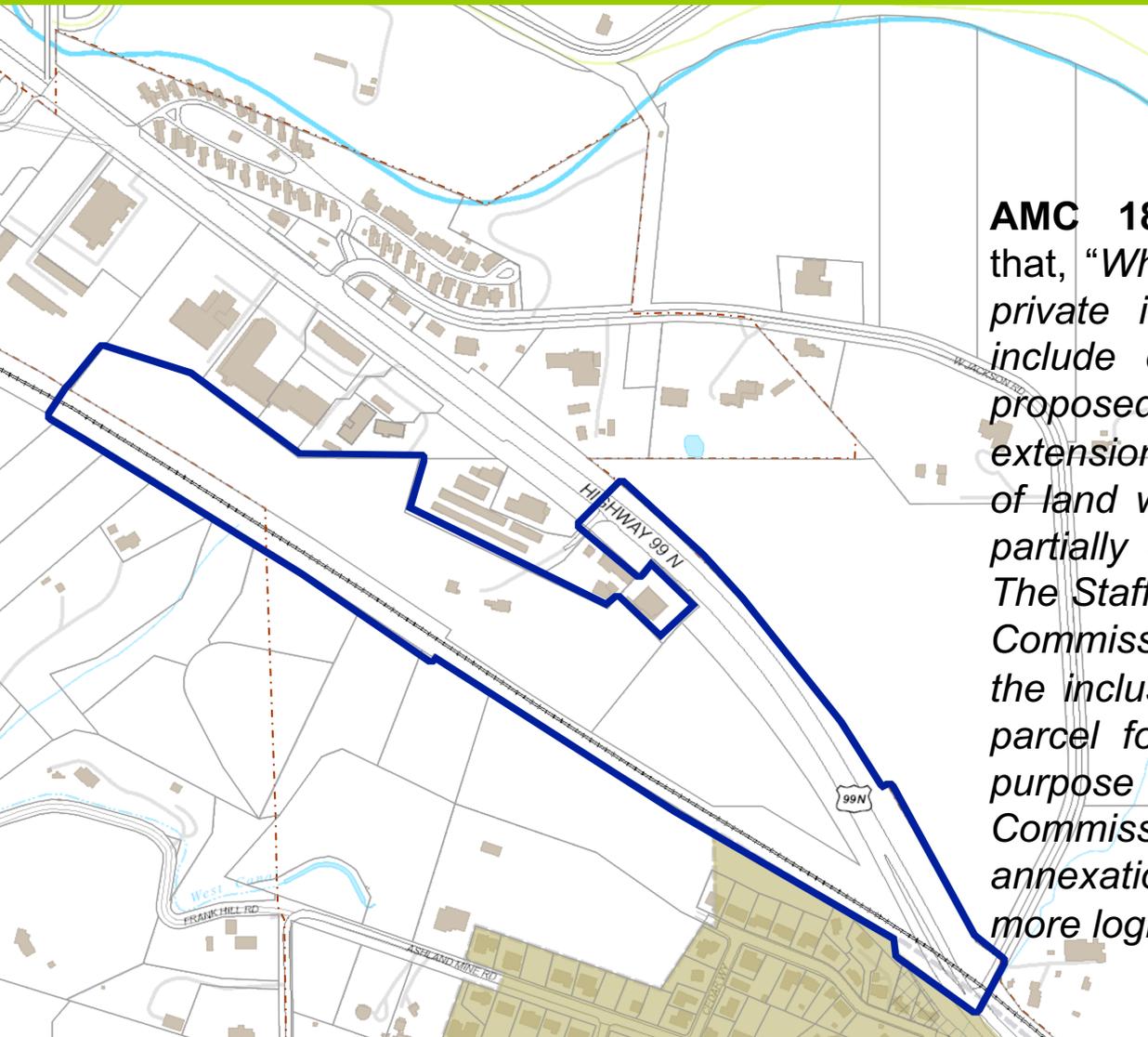
Contiguity & The Railroad Property



The applicant's property is separated from the city by railroad property, and as such is not contiguous to the city limits.

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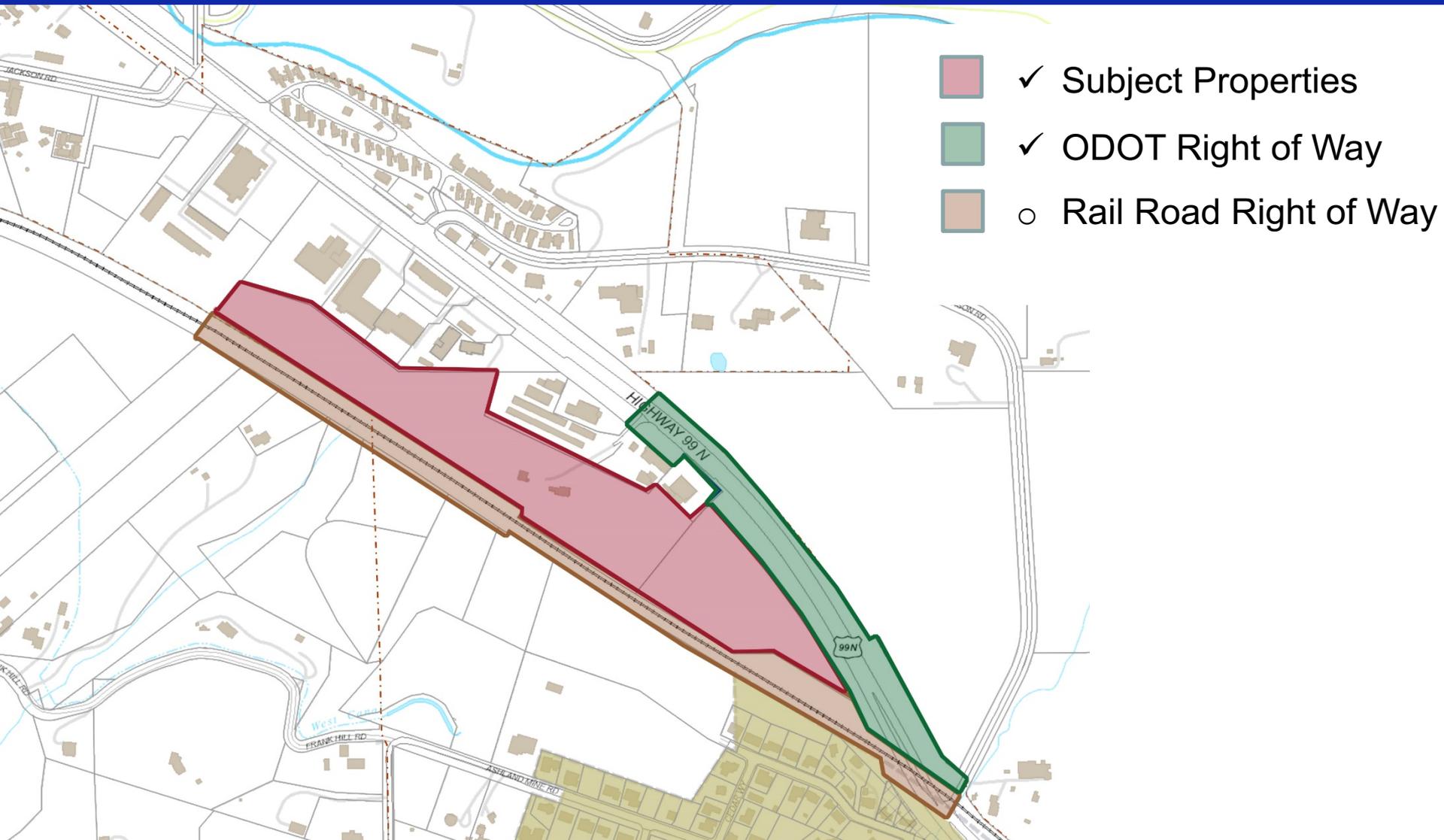


Proposed
Annexation
Area

AMC 18.5.8.060 “Boundaries” provides that, *“When an annexation is initiated by a private individual, the Staff Advisor may include other parcels of property in the proposed annexation to make a boundary extension more logical and to avoid parcels of land which are not incorporated but are partially or wholly surrounded by the City. The Staff Advisor, in a report to the Planning Commission and City Council, shall justify the inclusion of any parcels other than the parcel for which the petition is filed. The purpose of this section is to permit the Commission and Council to make annexations extending the City’s boundaries more logical and orderly.”*

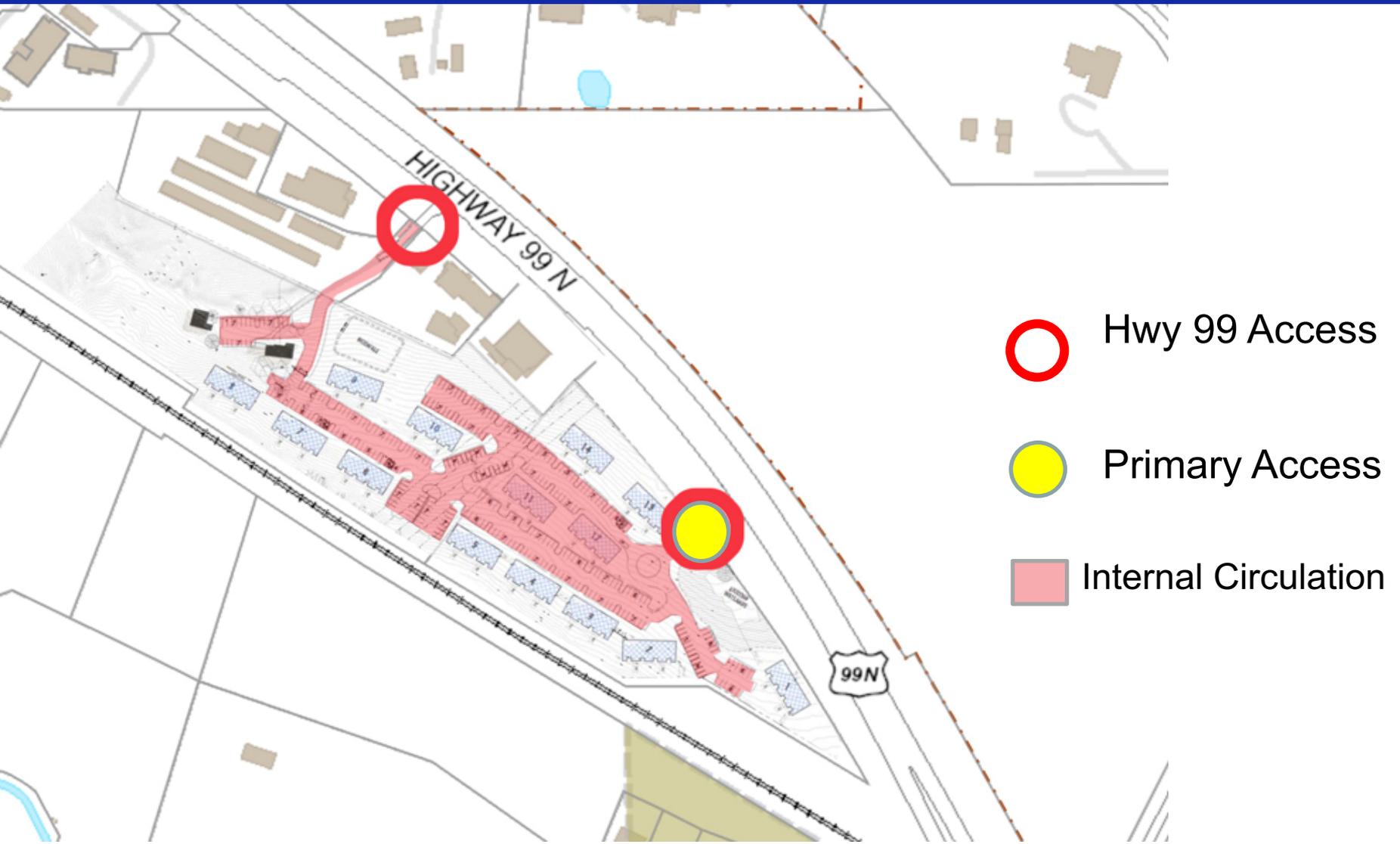
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Oregon Revised Statutes (ORS) 222.170



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Transportation and Circulation - Access



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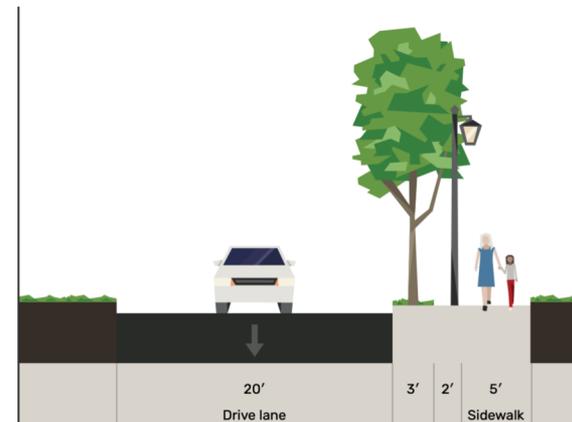
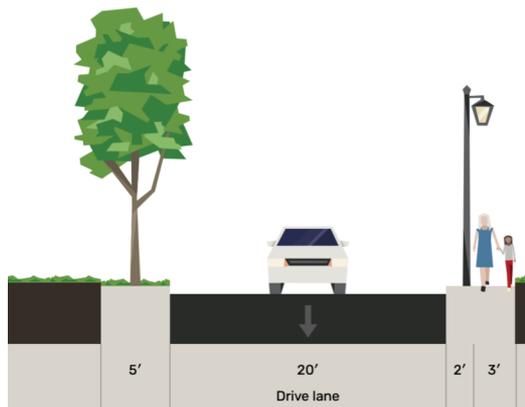
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Driveway Treatment

- 1) The current request does not include a Site Design Review component for development of the site. The site development plan included is conceptual.
- 2) A dedicated public street meeting city street standards is not required in R-2 (18.4.6.040.C.1). Two driveway access points are required because average daily trips will be over 250 (18.4.3.080.C.3.b).
- 3) With Site Design Review for development of the site the shared driveway will need to be paved to a 20-foot width since there are more than seven parking spaces (18.4.3.080.D.3), flag drive grade requirements will need to be met (18.5.3.060.F), and walkway connections provided within the development and to the street (18.4.3.090). The easement here is 30 feet in width, and a 20-foot paved driving surface leaves ten feet to accommodate sidewalk, curb, trees/landscape buffers and pedestrian scale lighting.



Site Design Review

The application addresses some Site Review criteria, noting for instance that the "*proposed, conceptual site development plan generally complies with the City of Ashland Vehicle Parking Area Design Standards. Additional details regarding direct code compliance with the standards for the parking lots will be demonstrated in the subsequent Site Design Review application.*" However, the application is clear that "*Subsequent applications for the physical development of the property including Outline Plan, for a Performance Standards Subdivision and Site Design Review approval for the construction of a multi-family, residential development with associated parking areas, open space and landscaping areas will be provided following annexation approval.*" Staff did not see a clear path to granting a partial or conceptual Site Design Review approval based on general compliance with direct code details to follow at a subsequent application, and instead have taken the approach that the application was demonstrating how the site could be developed to meet the minimum density required for annexation based on a conceptual site development plan but that a formal Site Design Review application, looking at all Site Design Review requirements, will follow if and when the annexation is approved. So... to begin with, the current request does not include Site Design Review approval for the development of the property and is not being considered in terms of Site Design criteria or applicable design standards at this time.

Vehicle Area Design (18.4.3.080.B.4 & .080.C) 18.4.3.080.B.4 speaking to "parking area design" that parking lots of 50 or more space and parking lots where pedestrians must traverse more than 150 feet must be divided into separate areas by: 1) a building or group of buildings; 2) plazas landscape areas with walkways at least five feet in width; 3) streets; or 4) driveways with street-like features. Street-like features are illustrated in Figure [18.4.3.080.B.4](#) and described specifically as having "a raised sidewalk of at least five feet in width, with six-inch curb, accessible curb ramps, street trees in planters or tree wells and pedestrian-oriented lighting (i.e., not exceeding 14 feet typical height)."

18.4.3.080.C.2 requires that, "All **on-site** circulation systems shall incorporate street-like features as described in [18.4.3.080.B.4](#)."

18.4.3.080.C.3.b requires that, "*All multi-family developments which will have automobile trip generation in excess of 250 vehicle trips per day shall provide at least two driveway access points to the development. Trip generation shall be determined by the methods established by the Institute of Transportation Engineers.*"

Staff Comments: With Site Design Review, the applicant will need to show at least two driveway access points to the development, and will need to address Vehicle Area Design standards *on-site*, and the Planning Commission will ultimately need to determine whether an ingress/egress easement over another property not under the applicant's ownership (and not in the city) constitutes "on-site" circulation to require "street-like features." A 30-foot width with a 20-foot paved surface would have ten additional feet to accommodate a five-foot sidewalk, curb, street trees/landscaping and lighting.

Driveways and Turn-around Design (18.4.3.080.D)

- Driveways over 50 feet in length are considered flag drives and subject to the flag drive width and design requirements. *[Flag drives shared by adjacent properties shall have a width of 20 feet, with a 15-foot paved driving surface. Width shall be increased on turns where necessary to ensure fire apparatus remain on a paved surface during travel. Flag drive grades shall not exceed a maximum grade of 15 percent. Variances may be granted for flag drives for grades in excess of 15 percent but no greater than 18 percent for not more than 200 feet.]* (D.1)
- Parking areas of more than seven parking spaces shall be served by a driveway 20 feet in width and constructed to: facilitate the flow of traffic on or off the site, with due regard to pedestrian and vehicle safety; be clearly and permanently marked and defined; and provide adequate aisles or turn-around areas so that all vehicles may enter the street in a forward manner. (D.3)
- Driveway grades in all zones shall not exceed 20 percent (D.8)

Staff Comments: With more than seven spaces served and a length greater than 50 feet, the driveway would need to be 20-feet in width and meet the grade requirements for a flag drive.

Pedestrian Access & Circulation (AMC 18.4.3.090)

With Site Design Review, the applicant would need to address providing a continuous walkway system throughout the development site and connect to all future phases of development, and to existing or planned off-site adjacent sidewalks, trails, public parks, and open space areas to the greatest extent practicable, and provide safe, reasonably direct, and convenient walkway connections between primary building entrances and all adjacent streets.

Staff Comments: Staff would also point out that AMC 18.4.3.090.B.4.a provides that the approval authority may approve a walkway abutting a driveway at the same grade as the driveway if the walkway is distinguished from vehicle-maneuvering areas. Examples of alternative treatments are mountable curbs, surface treatments such as stamped concrete or reflector bumps, and using a row of decorative metal or concrete bollards to separate a walkway from a driveway.

Parking Lot Landscaping & Screen Standards (AMC 18.4.4.030)

These standards are noted as applying to areas of "vehicle maneuvering, parking and loading" and so have typically been applied to on-site driveways as well as parking lots. Besides laying out parking lot landscaping and parking lot tree requirements, these standards call for five-foot landscape buffer strips where abutting a property line, an eight-foot landscape screen where abutting a residential building, and a 36-inch hedge screen at required yards.

Staff Comments: A five-foot landscaping buffer containing trees could be provided adjacent to the driveway where abutting a property line and still have room for a five-foot sidewalk. Staff believes that the available width can provide needed access to the site with final design details to be worked out by the applicant and neighbors prior to bringing a Site Design Review application forward.

Street Dedication Requirements (AMC 18.4.6.040.C.1)

AMC 18.4.6.040.C.1 requires dedicated public streets developed to the street standards where access is "serving four units or greater, and which are in an R-1, RR- and WR zone".

Staff Comments: R-1, RR and WR zoned properties would typically be looking at creating single family homes on individual lots with individual accesses and parking, whereas multi-family developments typically have multiple units or buildings off of a consolidate parking lot with consolidated access. The property here is proposed to be annexed with R-2 zoning for multi-family development, consistent with the comprehensive plan designation, and as such there is not a requirement by code to provide a dedicated public street developed to street standards.

City of Ashland Street Design Standards (AMC Table 18.4.6.040.F)

This table includes "Private Drive" as a street type in the city street standards table, and notes an average daily trip number of less than 100. The notes #4) in the table explain that, "*A private drive is a street in private ownership, not dedicated to the public, which serves three or less units. Private drives are permitted in the Performance Standards Options overlay.*"

AMC 18.6.1.030.D defines a shared driveway separately as "*A driveway used to access two or more lots or parcels.*"

Staff Comments: As noted above, the property here is proposed to be annexed with R-2 zoning for multi-family development, consistent with the comprehensive plan designation, and as such - since it is not in an R-1, RR- or WR zone - there is not a requirement by code to provide a dedicated public street developed to street standards. In staff's view, the facility here should be treated as a shared driveway (not a private drive as it will serve more than three units). *Staff would also note that if the shared driveway were considered a "Shared Street" under City Street Design Standards in AMC 18.4.6.040.F, the paved width could be 18-feet shared by cars, pedestrians and cyclists in a 25-foot wide right-of-way with 3 1/2 landscape buffers on either side to accommodate 1,500 average daily trips.*

Easement Language

Commissioners had previously noted that they did not believe it was their role to interpret the easement language. While, as noted above, staff believes that a workable access can be achieved within the available 30-foot width described, staff would note that in the easement language provided by the applicant (see applicant's Exhibit D from page 157 of http://www.ashland.or.us/files/2020-05-12_PC_Agenda_PACKET.pdf), the easement language also appears to include "*such additional amount of land for easement purposes on the southerly side of the foregoing described easement as may be required by law for ingress and egress to the property served by the foregoing easement in the event said property is further subdivided or partitioned by the owners thereof.*"

Staff Comments: The applicant has indicated that the area south of the described easement subsequently sold and is no longer available.

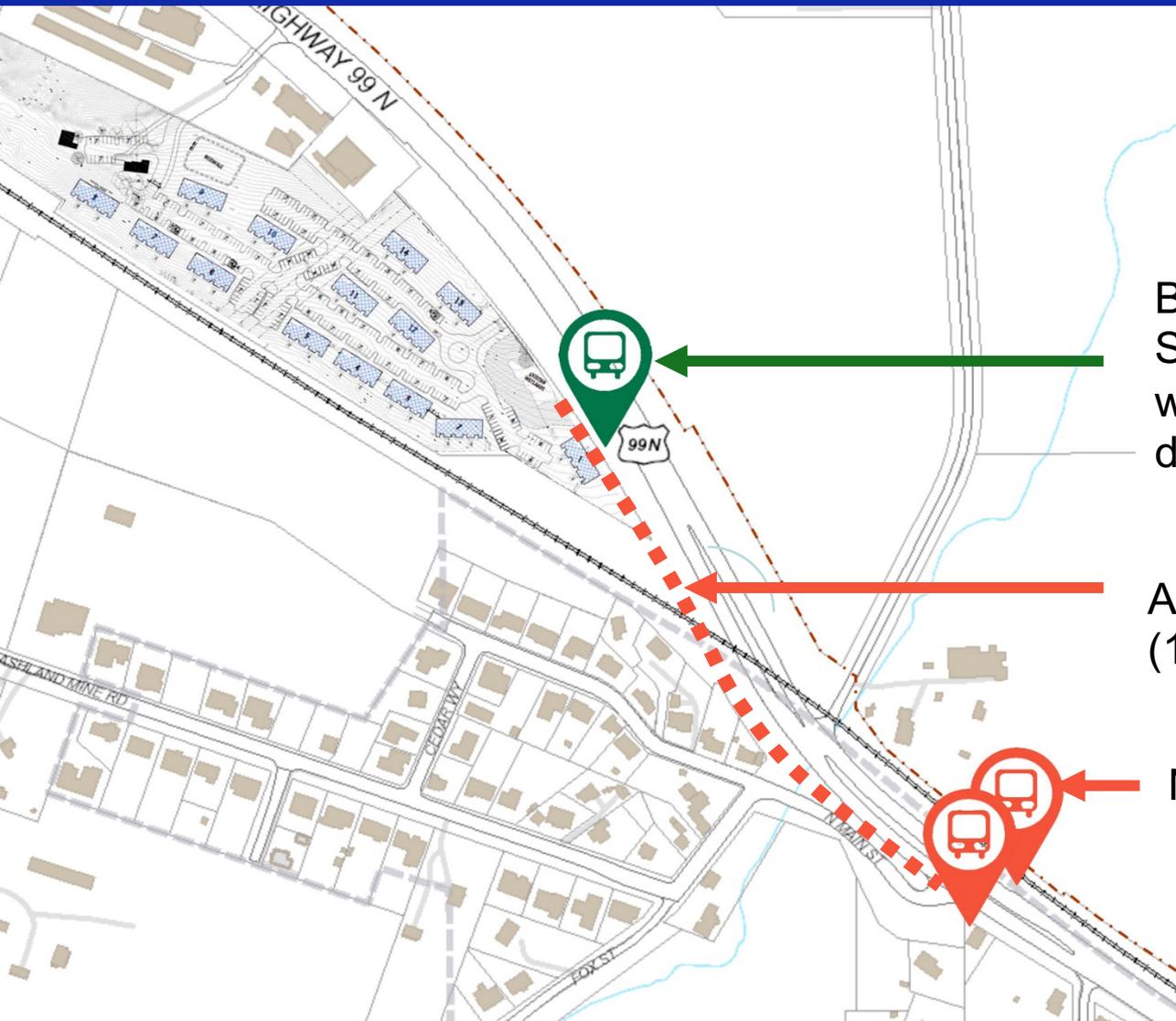
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Transit Improvements



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Transit Improvements



Bus Pull Out Lane,
Shelter, Street Light and
walkway into the
development

Approximately $\frac{1}{4}$ mile
(1,225 ft)

Northbound 'Flag' Stop

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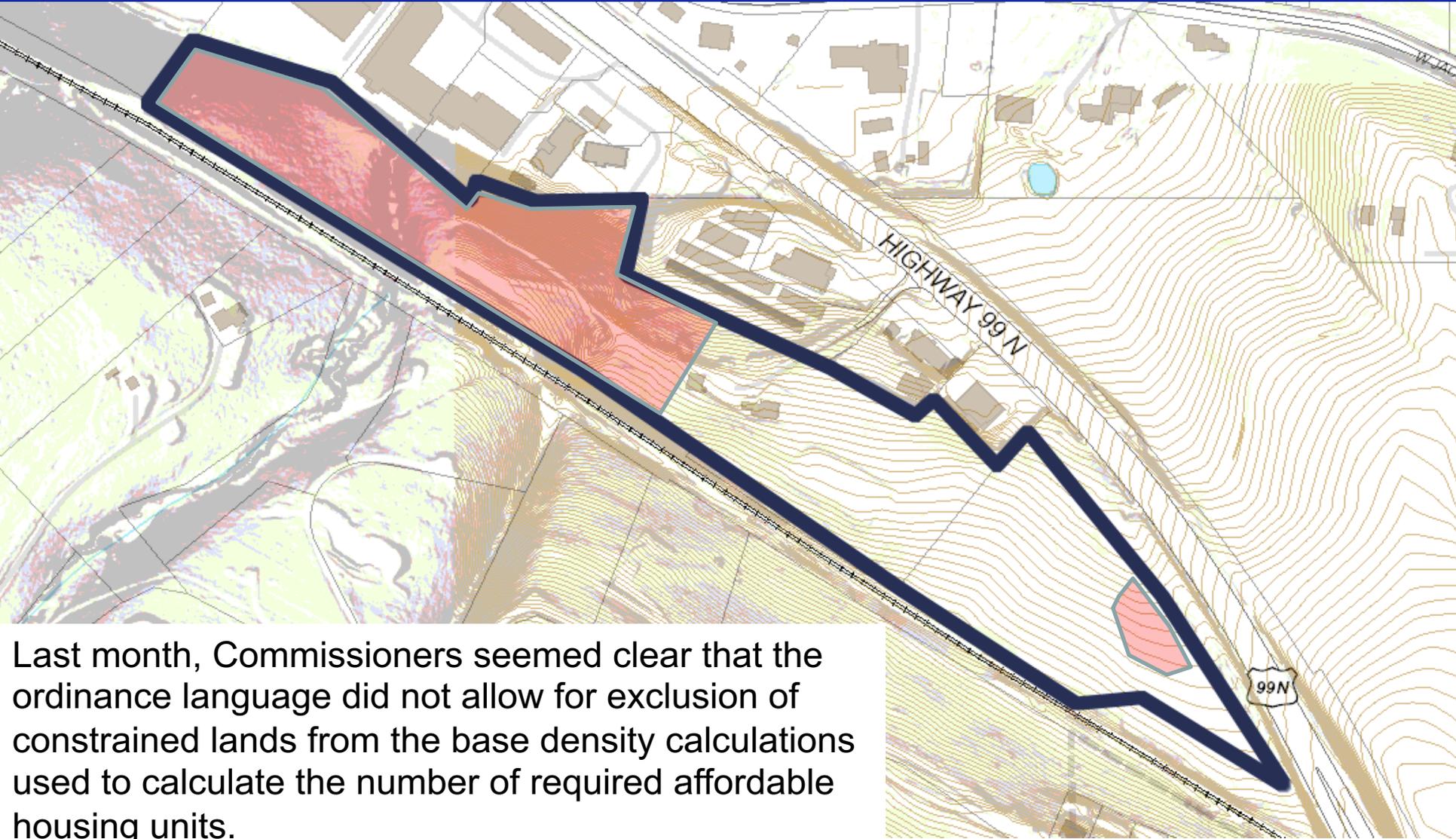
Issues from last month's discussion...

- ❑ Staff have spoken with ODOT regarding the potential for a two-way bicycle facility from the driveway north discussed last time. While ODOT is not requiring or recommending such a facility, they believe their recently updated standards have flexibility and they would be open to considering it. Key issues would likely be the available right-of-way, the extent of improvements and how/where to transition to existing facilities.
- ❑ ODOT has similarly indicated that they have not conducted a speed study since the "Road Diet" and have initiated preliminary discussions with Planning and Public Works staff about doing so. Commission may wish to incorporate conducting a speed study and advocating for reduced speeds on the highway corridor in any recommendation to Council.

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Affordability, Base Density and Undevelopable Lands



Last month, Commissioners seemed clear that the ordinance language did not allow for exclusion of constrained lands from the base density calculations used to calculate the number of required affordable housing units.

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Tonight

- Commissioners to consider staff report and public testimony.
- Commissioners to consider draft findings presented and provide direction in terms of necessary modifications to forward a recommendation on Annexation to the Council.



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