



Oregon

Kate Brown, Governor

Department of Land Conservation and Development

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Salem, Oregon 97301-2540

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www.oregon.gov/LCD



NOTICE OF ADOPTED CHANGE TO A COMPREHENSIVE PLAN OR LAND USE REGULATION

Date: January 26, 2016

Jurisdiction: City of Ashland

Local file no.: PA 2013-01858

DLCD file no.: 004-13

The Department of Land Conservation and Development (DLCD) received the attached notice of adopted amendment to a comprehensive plan or land use regulation on 01/22/2016. A copy of the adopted amendment is available for review at the DLCD office in Salem and the local government office.

Notice of the proposed amendment was submitted to DLCD 61 days prior to the first evidentiary hearing.

Appeal Procedures

Eligibility to appeal this amendment is governed by ORS 197.612, ORS 197.620, and ORS 197.830. Under ORS 197.830(9), a notice of intent to appeal a land use decision to LUBA must be filed no later than 21 days after the date the decision sought to be reviewed became final. If you have questions about the date the decision became final, please contact the jurisdiction that adopted the amendment.

A notice of intent to appeal must be served upon the local government and others who received written notice of the final decision from the local government. The notice of intent to appeal must be served and filed in the form and manner prescribed by LUBA, (OAR chapter 661, division 10).

If the amendment is not appealed, it will be deemed acknowledged as set forth in ORS 197.625(1)(a). Please call LUBA at 503-373-1265, if you have questions about appeal procedures.

DLCD Contact

If you have questions about this notice, please contact DLCD's Plan Amendment Specialist at 503-934-0017 or plan.amendments@state.or.us



NOTICE OF ADOPTED CHANGE TO A COMPREHENSIVE PLAN OR LAND USE REGULATION

FOR DLCD USE

File No.: 004-13 {19795}

Received: 1/22/2016

Local governments are required to send notice of an adopted change to a comprehensive plan or land use regulation **no more than 20 days after the adoption**. (See [OAR 660-018-0040](#)). The rules require that the notice include a completed copy of this form. **This notice form is not for submittal of a completed periodic review task or a plan amendment reviewed in the manner of periodic review.** Use [Form 4](#) for an adopted urban growth boundary including over 50 acres by a city with a population greater than 2,500 within the UGB or an urban growth boundary amendment over 100 acres adopted by a metropolitan service district. Use [Form 5](#) for an adopted urban reserve designation, or amendment to add over 50 acres, by a city with a population greater than 2,500 within the UGB. Use [Form 6](#) with submittal of an adopted periodic review task.

Jurisdiction: City of Ashland

Local file no.: **PA#2013-01858**

Date of adoption: 1/19/2016

Date sent: 1/22/2016

Was Notice of a Proposed Change (Form 1) submitted to DLCD?

Yes: Date (use the date of last revision if a revised Form 1 was submitted): 2/25/2015

No

Is the adopted change different from what was described in the Notice of Proposed Change? Yes No

If yes, describe how the adoption differs from the proposal:

Substantially similar to the original proposal although land use ordinance modifications and the boundaries of the proposed future zones were also modified through the public hearing and adoption process.

Local contact (name and title): Brandon Goldman, Senior Planner

Phone: 541-552-2076

E-mail: brandon.goldman@ashland.or.us

Street address: 20 E. Main St

City: Ashland

Zip: 97520-

PLEASE COMPLETE ALL OF THE FOLLOWING SECTIONS THAT APPLY

For a change to comprehensive plan text:

Identify the sections of the plan that were added or amended and which statewide planning goals those sections implement, if any:

Chapter II Introduction section amended (2.04.17) to newly define the Normal Neighborhood Plan; Housing Element Chapter VI amended to newly include Normal Neighborhood Plan zoning designations within the land use category table (6.06); and Appendix A includes the Normal Neighborhood Plan Framework.

For a change to a comprehensive plan map:

Identify the former and new map designations and the area affected:

Change from Suburban Residential to Normal Neighborhood Plan 51 acres. A goal exception was required for this change.

Change from Single Family Residential to Normal Neighborhood Plan 43 acres. A goal exception was required for this change.

Change from _____ to _____ acres. A goal exception was required for this change.

Change from _____ to _____ acres. A goal exception was required for this change.

Location of affected property (T, R, Sec., TL and address): see plan map- 35 individual parcels within 94 acres

The subject property is entirely within an urban growth boundary

The subject property is partially within an urban growth boundary

If the comprehensive plan map change is a UGB amendment including less than 50 acres and/or by a city with a population less than 2,500 in the urban area, indicate the number of acres of the former rural plan designation, by type, included in the boundary.

Exclusive Farm Use – Acres:	Non-resource – Acres:
Forest – Acres:	Marginal Lands – Acres:
Rural Residential – Acres:	Natural Resource/Coastal/Open Space – Acres:
Rural Commercial or Industrial – Acres:	Other: – Acres:

If the comprehensive plan map change is an urban reserve amendment including less than 50 acres, or establishment or amendment of an urban reserve by a city with a population less than 2,500 in the urban area, indicate the number of acres, by plan designation, included in the boundary.

Exclusive Farm Use – Acres:	Non-resource – Acres:
Forest – Acres:	Marginal Lands – Acres:
Rural Residential – Acres:	Natural Resource/Coastal/Open Space – Acres:
Rural Commercial or Industrial – Acres:	Other: – Acres:

For a change to the text of an ordinance or code:

Identify the sections of the ordinance or code that were added or amended by title and number:

Ashland Land Use Ordinance 18.2.1.020 and 18.2.1.040 adding the Normal Neighborhood District; A new section, 18.3.4, was added in its entirety to address development standards for the Normal Neighborhood District to be applied following annexation into the City Limits. No change in existing zoning to occur until approved as part of an annexation request.

For a change to a zoning map:

Identify the former and new base zone designations and the area affected:

Change from NA	to	Acres:
Change from	to	Acres:
Change from	to	Acres:
Change from	to	Acres:

Identify additions to or removal from an overlay zone designation and the area affected:

Overlay zone designation: NA Acres added: Acres removed:

Location of affected property (T, R, Sec., TL and address):

List affected state or federal agencies, local governments and special districts: Jackson County, Rogue Valley Transportation District, Ashland School District, Talent Irrigation District

Identify supplemental information that is included because it may be useful to inform DLCD or members of the public of the effect of the actual change that has been submitted with this Notice of Adopted Change, if any. If the submittal, including supplementary materials, exceeds 100 pages, include a summary of the amendment briefly describing its purpose and requirements.

Findings of Fact for Planning Action PL-2013-01858; Ordinance 3117 amending the Comprehensive Plan, The Normal Neighborhood Plan Framework Document; Ordinance 3118 amending the Transportation System Plan;

NOTICE OF ADOPTED CHANGE – SUBMITTAL INSTRUCTIONS

1. A Notice of Adopted Change must be received by DLCD no later than 20 days after the ordinance(s) implementing the change has been signed by the public official designated by the jurisdiction to sign the approved ordinance(s) as provided in [ORS 197.615](#) and [OAR 660-018-0040](#).

2. A Notice of Adopted Change must be submitted by a local government (city, county, or metropolitan service district). DLCD will not accept a Notice of Adopted Change submitted by an individual or private firm or organization.

3. **Hard-copy submittal:** When submitting a Notice of Adopted Change on paper, via the US Postal Service or hand-delivery, print a completed copy of this Form 2 on light green paper if available. Submit **one copy** of the proposed change, including this form and other required materials to:

Attention: Plan Amendment Specialist
Dept. of Land Conservation and Development
635 Capitol Street NE, Suite 150
Salem, OR 97301-2540

This form is available here:

<http://www.oregon.gov/LCD/forms.shtml>

4. **Electronic submittals** of up to 20MB may be sent via e-mail. Address e-mails to plan.amendments@state.or.us with the subject line "Notice of Adopted Amendment."

Submittals may also be uploaded to DLCD's FTP site at http://www.oregon.gov/LCD/Pages/papa_submittal.aspx.

E-mails with attachments that exceed 20MB will not be received, and therefore FTP must be used for these electronic submittals. **The FTP site must be used for all .zip files** regardless of size. The maximum file size for uploading via FTP is 150MB.

Include this Form 2 as the first pages of a combined file or as a separate file.

5. **File format:** When submitting a Notice of Adopted Change via e-mail or FTP, or on a digital disc, attach all materials in one of the following formats: Adobe .pdf (preferred); Microsoft Office (for example, Word .doc or docx or Excel .xls or.xlsx); or ESRI .mxd, .gdb, or .mpk. For other file formats, please contact the plan amendment specialist at 503-934-0017 or plan.amendments@state.or.us.

6. **Content:** An administrative rule lists required content of a submittal of an adopted change ([OAR 660-018-0040\(3\)](#)). By completing this form and including the materials listed in the checklist below, the notice will include the required contents.

Where the amendments or new land use regulations, including supplementary materials, exceed 100 pages, include a summary of the amendment briefly describing its purpose and requirements.

7. Remember to notify persons who participated in the local proceedings and requested notice of the final decision. ([ORS 197.615](#))

If you have any questions or would like assistance, please contact your DLCD regional representative or the DLCD Salem office at 503-934-0017 or e-mail plan.amendments@state.or.us.

Notice checklist. Include all that apply:

Completed Form 2

A copy of the final decision (including the signed ordinance(s)). This must include city *and* county decisions for UGB and urban reserve adoptions

The findings and the text of the change to the comprehensive plan or land use regulation

If a comprehensive plan map or zoning map is created or altered by the proposed change:

A map showing the area changed and applicable designations, and

Electronic files containing geospatial data showing the area changed, as specified in [OAR 660-018-0040\(5\)](#), if applicable

Any supplemental information that may be useful to inform DLCD or members of the public of the effect of the actual change

ORDINANCE NO. 3117

**AN ORDINANCE AMENDING THE CITY OF ASHLAND
COMPREHENSIVE PLAN TO ADD A NORMAL NEIGHBORHOOD
PLAN DESIGNATION TO CHAPTER II [INTRODUCTION AND
DEFINITIONS], ADD THE NORMAL NEIGHBORHOOD LAND
CATEGORIES TO CHAPTER IV [HOUSING ELEMENT], CHANGE
THE COMPREHENSIVE PLAN MAP DESIGNATION FOR
APPROXIMATELY 94 ACRES OF LAND WITHIN THE CITY OF
ASHLAND URBAN GROWTH BOUNDARY FROM SINGLE
FAMILY RESIDENTIAL AND SUBURBAN RESIDENTIAL TO THE
NORMAL NEIGHBORHOOD PLAN DESIGNATION, AND ADOPT
THE NORMAL NEIGHBORHOOD PLAN FRAMEWORK AS A
SUPPORT DOCUMENT TO THE CITY OF ASHLAND
COMPREHENSIVE PLAN**

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

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

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

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

WHEREAS, the City of Ashland Planning Commission considered the above-referenced recommended amendments to the Ashland Comprehensive Plan at a duly advertised public hearing on July 28, 2015 and continued the hearing to August 11, 2011, following deliberations, recommended approval of the amendments by a vote of 5-0; and

WHEREAS, the City Council of the City of Ashland conducted a duly advertised public hearing on the above-referenced amendments on September 1, 2015, September 15, 2015, and October 6, 2015; and

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

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

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

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

SECTION 2. The City of Ashland Comprehensive Plan, Chapter II, [INTRODUCTION AND DEFINITIONS] is hereby amended to add the following new Section [NORMAL NEIGHBORHOOD PLAN 2.04.17] and to adopt the Normal Neighborhood Plan Framework as a supporting document to the City's Comprehensive Plan; former Section 2.04.17 is renumbered [PLAN REVIEW 2.04.18], to read as follows:

PLAN REVIEW (2.04.17)

NORMAL NEIGHBORHOOD PLAN (2.04.17)

This is a residential area that promotes a variety of housing types including single family, attached, and multi family residential, with base housing densities ranging from 4.5 to 13.5 units per acre. This area implements the Normal Neighborhood Plan Framework (2015) to accommodate future housing, neighborhood scaled business, create a system of greenways, protect and integrate existing stream corridors and natural wetlands, and enhance overall mobility by planning for a safe and connected network of streets and walking and bicycle routes.

PLAN REVIEW (2.04.18)

SECTION 3. The City of Ashland Comprehensive Plan Appendix entitled "Technical Reports and Supporting Documents" is attached hereto and made a part hereof as Exhibit A.

SECTION 4. The document entitled "The City of Ashland Normal Neighborhood Plan Framework (2015)," attached hereto as Exhibit B, and made a part hereof by this reference is hereby added to the above-referenced Appendix to support Chapter II, [INTRODUCTION AND DEFINITIONS] of the Comprehensive Plan.

SECTION 5. The officially adopted City of Ashland Comprehensive Plan Map, adopted and referenced in Ashland Comprehensive Plan Chapter II [PLAN MAP 2.03.04] is hereby amended to change the Comprehensive Plan map designation of approximately 94 acres of land inside the

urban growth boundary from Single Family Residential and Suburban Residential, to the Normal Neighborhood Plan designation including designated Conservation Areas as reflected on the revised adopted Comprehensive Plan Map, attached hereto as Exhibit C, and made a part hereof by this reference.

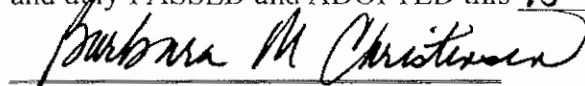
SECTION 6. The City of Ashland Comprehensive Plan Housing Element [Chapter VI] Estimated Land Need table [Section 6.06] is hereby amended to include the Normal Neighborhood Land Use Categories within the table's Land Category Key as follows:

- MFR – Multi-family, High Density Residential
(R-2~~1~~ & R-3 & NN-2 zoning)
- SR - Suburban Residential
(R-1~~1~~-3.5 & NN-1-3.5 zoning)
- SFR - Single-family Residential
(R-1~~1~~-5, R-1~~1~~-7.5, R-1~~1~~-10, & NN-1-5)
- LDR - Low Density Residential
(RR.5 zoning)

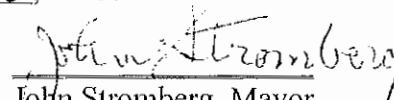
SECTION 7. Severability. The sections, subsections, paragraphs and clauses of this ordinance are severable. The invalidity of one section, subsection, paragraph, or clause shall not affect the validity of the remaining sections, subsections, paragraphs and clauses.

SECTION 8. Codification. Provisions of this Ordinance shall be incorporated in the City Comprehensive Plan and the word "ordinance" may be changed to "code", "article", "section", or another word, and the sections of this Ordinance may be renumbered, or re-lettered, provided however that any Whereas clauses and boilerplate provisions (i.e. Sections 1, 3-5, 7-8) need not be codified and the City Recorder is authorized to correct any cross-references and any typographical errors.

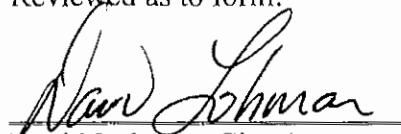
The foregoing ordinance was first read by title only in accordance with Article X, Section 2(C) of the City Charter on the 6 day of October, 2015, and duly PASSED and ADOPTED this 15 day of December, 2015.


Barbara M. Christensen, City Recorder

SIGNED and APPROVED this 16 day of December, 2015.


John Stromberg, Mayor

Reviewed as to form:


David Lohman, City Attorney

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

January 19, 2016

In the Matter of Planning Action PL-2013-01858,) FINDINGS OF FACT AND
Regarding Amendments to the City of Ashland) CONCLUSIONS OF LAW
Comprehensive Plan, Transportation System Plan, and)
Land Use Ordinance concerning the adoption of the)
Normal Neighborhood Plan and associated ordinances
implementing the Plan.

PURPOSE:

Implementation of the Normal Neighborhood Plan: The plan is intended to guide future development associated with approximately 94 acres of unincorporated lands within Ashland’s existing Urban Growth Boundary. As a policy and planning document, the Normal Neighborhood Plan is an important tool for both elected and appointed officials, who will use it as a guide to discretionary decisions. The plan is also a good source of information and guidance to private sector entities involved in property development, as consistency with desired development outcomes will be a factor in the review of annexation, rezoning, and site review applications.

Upon annexation of properties in the Normal Neighborhood District, the plan establishes land use policies, standards, and guidelines that promote the construction of diverse housing types and a neighborhood network of connected streets, walkways and cycling facilities, while requiring integration of, and protection for, the neighborhood’s natural areas, consisting of wetlands, creeks and associated floodplains and riparian areas. The neighborhood plan includes detailed maps and graphics illustrating key objectives while providing flexibility and encouraging innovative development alternatives.

The first ordinance amends the comprehensive plan to add Normal Neighborhood Plan designation to Chapter 2 [Introductions and Definitions], add the Normal Neighborhood Land Categories to Chapter IV [Housing Element], Change the Comprehensive Plan Map to establish the boundaries of the Normal Neighborhood Plan area and amend the boundaries of Conservation Areas within the neighborhood. This ordinance also adopts the supporting documents (i.e. Normal Neighborhood Plan Framework dated May 2014 as amended), as a support document to the comprehensive plan.

The second ordinance amends the Transportation System Plan (TSP) to incorporate the Normal Neighborhood Plan’s Street and Bikeway Networks into the TSP, and to establish standards for the new Shared Street designation within the Street Design Standards section of the municipal code (Chapter 18.4.6).

The third ordinance amends the Ashland Municipal Code creating a new chapter 18.3.4 Normal Neighborhood District, amends chapter 18.2.020 to add a Normal Neighborhood

zoning classification, and amends chapter 18.2.1.040 to add a Normal Neighborhood Special District designation. Properties within the Normal Neighborhood Plan area are not rezoned by adoption of this ordinance, rather the comprehensive plan designation, zoning designations, and district development standards are to be applicable to future developments upon annexation and zone change requests.

PUBLIC HEARINGS:

An extensive public involvement process was undertaken to understand existing conditions, and to develop and refine the plan. In total there have been over 50 public meetings over the course of three and a half years where the viewpoints of a variety of participants including the general public, property owners and neighboring residents have affected the plan's evolution.

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 draft neighborhood plan ordinances were forwarded to the City Council.

The City Council held public hearings on a 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. During the May 29, 2014 meeting the Council directed the establishment of an ad-hoc working group to examine the fundamental objectives that were addressed 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.

Over the course of twelve public meetings, held between June 2014 and May 2015, the working group explored each of the specific areas 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 conceptualized alternative neighborhood plans independent of the original draft proposal. A special round table meeting was held (September 18, 2014) where a panel of neighborhood representatives, developers, and land use professionals was brought together to provide feedback regarding how the plan could be amended to work from their individual perspectives. In consideration of public input provided prior to and during each of the working groups meetings, and a review Planning Commission's recommendations as presented in the Planning Commission Report dated 4/22/2014, the working group formulated a summary list of recommended plan amendments (Working Group memo dated December 2, 2014) for Council's consideration.

A Public Hearing was held at the Planning Commission on July 28, 2015 to review the final ordinances, which was and continued to August 11, 2015.

A Public Hearing for First Reading of the final ordinances was held at the City Council on September 1, 2015, continued to September 15, 2015, October 6, 2015, and November 17, 2015. Second Reading of the ordinances was held on December 15, 2015.

Notice of the public hearings was published in The Ashland Daily Tidings on July 8, 2015 prior to the Planning Commission and City Council public hearings. Direct mailing to all properties inside the project area, and those within 500 feet of the plan area were sent on July 1, 2015. Notice of the proposed amendment to the Comprehensive Plan and Land Use regulations was sent to the Department of Land Conservation and Development on February 25, 2015.

REVIEW CRITERIA

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

- A. Consistency with City of Ashland criteria for amending the Comprehensive Plan, Zoning and Land Use Control Maps, and legislative amendments to the Land Use Ordinance. ALUO 18.5.9.B
- B. Consistency with City of Ashland Comprehensive Plan
- C. Consistency with Oregon Statewide Planning Goals 1-19 as enumerated by OAR Chapter 660 Division 15

EVALUATION AND COUNCIL FINDINGS:

A. Consistency with City of Ashland criteria for amending the Comprehensive Plan, Zoning and Land Use Control Maps, and legislative amendments to the Land Use Ordinance.

*18.5.9.020 Applicability and Review Procedure
Applications for Plan Amendment 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.*

The area within the boundary of the proposed Normal Neighborhood Plan includes approximately 94 acres within the Ashland urban growth boundary (UGB), but is outside the city limits – this area is designated for as Single Family Residential and Suburban Residential in the Ashland Comprehensive Plan and is currently zoned Jackson County RR-5 Rural Residential. The Normal Neighborhood Plan Zoning Land Use Overlays map provides for four distinct residential zones upon annexation to the City; NN-1-5; NN-1-3.5; NN-1-3.5-C; NN-2

The neighborhood plan allows more specificity than the prior Comprehensive Plan designations for the plan area, and addresses long-term community goals such as providing a variety of housing types for a cross section of Ashland's population, accommodating future population growth within the existing urban growth boundary, maintaining a compact urban form, having a well-connected and multi-modal transportation system (i.e. pedestrian, bicycles, auto/truck, freight and transit), preserving natural features, creating a built environment that respects Ashland's character, making desirable public spaces and incorporating green development standards.

The neighborhood planning process was undertaken in response to a series of changing circumstances that occurred over three decades within the Normal Neighborhood area following the establishment of the 1982 Comprehensive Plan designations. Changes to the area include the development of housing and religious institutions under Jackson County's jurisdiction and approval. The City Council finds and determines that through adoption of the Normal Neighborhood Plan the City can better accommodate needed housing types and provide for efficient and orderly development within the Urban Growth Boundary.

The open space framework for the neighborhood planning process was informed by the City of Ashland Local Wetlands Inventory and Assessment & Riparian Corridor Inventory. This technical supporting document was adopted as a technical supporting document to the Comprehensive Plan in compliance with statewide planning Goal 5, and was acknowledged by the State of Oregon in March 2007. The presence of wetlands and riparian areas within the plan area were important factors in identifying the need for a more focused planning effort within the neighborhood.

The City Council finds and determines that protection of significant natural features including designated wetlands and riparian areas can better be accomplished through adoption of the Normal Neighborhood Plan and upon future annexation and application of more protective city regulations

The City's adopted Transportation System Plan, and the policies identified in the Comprehensive Plan's Transportation Element, informed the neighborhood planning process. Amendments to the Transportation System Plan are included in the Normal Neighborhood Plan implementing Ordinance to incorporate the Street Network, Pedestrian and Bicycle Network, and Shared Street Designation presented in the neighborhood plan. The City Council finds and determines that all substantive issues raised regarding the Comprehensive Plan and Transportation System Plan changes were adequately addressed by City staff in the numerous staff reports and staff responses, and other materials in the record, whether such responses were made orally at the public hearings or provided in written form as set forth in the record. All staff reports, staff materials, and other staff responses are hereby accepted by the City Council and are incorporated herein by this reference.

The Council finds and determines that the proposed Comprehensive Plan amendments, map amendments, Transportation System Plan Map amendments, and amendments to the Ashland Land Use Ordinance comply with the criteria of ALUO 18.5.9.

B. Conformance with the Ashland Comprehensive Plan

1. The Normal Neighborhood Plan Framework is being adopted as a supporting document to the Ashland Comprehensive Plan concurrent with and as part of this action on the Normal Neighborhood Plan.
2. The proposed implementation program is consistent with and adequate to carry out goals and policies in the Ashland Comprehensive Plan.
3. **The Housing Element** of the Ashland Comprehensive Plan includes a goal and policies that establish the latitude to revise and update residential land designations to provide for the housing needs of Ashland's population:

Chapter VI Housing Element

GOAL: Ensure a variety of dwelling types and provide housing opportunities for the total cross-section of Ashland's population, consistent with preserving the character and appearance of the City.

The Council finds and determines that Housing Needs Analysis adopted as a technical supporting document to the Housing Element of the Comprehensive Plan (approved September 3, 2013 - ordinance #3085), provides a factual basis in support of the needed housing types included in the Normal Neighborhood Plan.

The Council finds and determines that The Buildable Lands Inventory adopted as a technical supporting document to the Housing Element of the Comprehensive Plan (approved November 15, 2011- ordinance #3055) provides a basis for evaluation of the amount of available land within the City Limits and Urban Growth Boundary, and demonstrates that the urbanization of lands within the Urban Growth boundary is necessary to accommodate the needed housing types included in the Normal Neighborhood Plan.

4. **The Environmental Resources** Element of the Ashland Comprehensive Plan identifies goals and policies to ensure urbanization and other land uses preserve the quality of Ashland's water, protect water resource areas including wetlands and riparian areas, and protect life and property from flood hazards.

The Normal Neighborhood Plan Open space map includes all presently identified water resource areas, wetlands, riparian areas, and floodplains, and prohibits development within these environmental resource areas.

The Council Finds that approval of the Normal Neighborhood Plan and implementing ordinance will not eliminate the requirement of future developments to meet the Water Resource Protection requirements within the Physical and Environmental Constraints Chapter of the Ashland's Land Use Ordinance. The Council finds that new redevelopment within the Normal Neighborhood Plan area shall not be allowed within FEMA designated 100 year floodplains, thereby addressing the goal *to protect life and property from flooding and flood hazards, and manage the areas subject to flooding to protect the public interest.*

5. **The Transportation Element** of the Ashland Comprehensive Plan proactively plans for a transportation system that is integrated into the community and enhances Ashland's livability, character and natural environment. Policies within the Transportation Element of the Comprehensive Plan require adherence to the grid pattern presented in the plan, require connections to existing streets in adjacent developed areas whenever such connection are possible, and encourage the use of alleys and pedestrian paths. In Conformance with the Transportation Element and the Transportation System Plan adopted in 2012, the transportation framework presented in the Normal Neighborhood Plan calls for a multi modal transportation network. The street pattern proposed conforms to the city's standard block lengths and presents a connected street network pattern, with off-street pathways, that promotes pedestrian and bicycle travel.

Approval of the Normal Neighborhood Plan does not result in rezoning the land for urban use. Rezoning occurs after annexation to the City of Ashland or after approval of an annexation agreement. The City of Ashland has adopted land use policies and regulations for determining if incremental development will have a significant affect on transportation facilities. Ashland's land development regulations require applicants that request annexation for their property to demonstrate that development enabled by the rezone will not have a significant adverse effect on existing or planned transportation facilities.

The Council finds and determines that the Street Network, Pedestrian and Bicycle Network, and Transportation Framework presented in the Normal Neighborhood Plan are in conformance with the Transportation Element of the Comprehensive Plan.

6. **The Regional Plan Element** of the Ashland Comprehensive Plan includes policies that establish that land within the Urban Growth Boundary (UGB) but outside of the existing City Limits, shall be built, at a minimum residential density of 6.6 units per acre. As stated within the regional plan element, *"the City of Ashland was the only participating city within the region to not identify urban reserves as it was determined that existing lands within the city limits and urban growth boundary were sufficient to accommodate anticipated growth over the planning period."* Given this position to not identify any Urban Reserve areas,

with adoption of resolution #2003-037, the City is obligated to accommodate future growth within the existing Urban Growth Boundary.

The Council finds and determines that the minimum residential density within the Normal Neighborhood Plan, exclusive of unbuildable natural resource open space areas, satisfies the committed residential density provisions of the Greater Bear Creek Regional Plan as adopted in the City of Ashland Comprehensive Plan.

7. Comprehensive Plan general internal consistency. The Council finds and determines that the proposed Comprehensive Plan amendment is internally consistent with the Comprehensive Plan and associated ordinance changes are consistent with and implement applicable Ashland Comprehensive Plan Goals and Policies.

The Council finds that the city may establish Comprehensive Plan designations and corresponding overlay zones for the district to rezone property prior to annexation, in recognition of the fact that the effective date of the rezoning is delayed until the date the property is annexed.

C. Consistency with Oregon Statewide Planning Goals 1-19 as enumerated by OAR Chapter 660 Division 15

Goal 1: Citizen Involvement: To develop a citizen involvement program that insures the opportunity for citizens to be involved in all phases of the planning process.

Finding: The City has an acknowledged Comprehensive Plan and municipal code that has been found to be in compliance with Goal 1. The City conducted extensive outreach throughout the planning process with the goal of engaging as much of the citizenry as possible. The City exceeded the state and local requirements for notice and made all meetings open to public review including the meetings of the Normal Neighborhood Working Group. The City held public meetings and received public testimony before the transportation commission, housing commission, planning commission and city council as part of the adoption of the proposed amendments.

An extensive public involvement process was undertaken to understand existing conditions, and to develop and refine the plan. In total there have been over 50 public meetings over the course of three and a half years where the viewpoints of a variety of participants including the general public, property owners and neighboring residents have affected the plan's evolution. In addition to advertised public meetings published in the newspaper, direct mailings to properties within 500' of the project area,, approximately 100 interested parties provided their email contact information and were provided with electronic meeting announcements and regular updates regarding the plan's review process.

The design phase of the planning process was initiated in October 2012 with a three day public design charrette, or workshop (10/23-25/2012). This charrette was broadly advertised with direct mailings to all residents within the plan area, as well as those

residents within 200' of the plan area. The City included an article advertising the charrette meeting in a direct mailing, the City Source newsletter, which was included in the September 2012 utility bills of all Ashland residents and businesses. 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. Following the initial design work, a second City Source article was mailed to every utility customer in the City (September 2013) announcing the October 8, 2013 Planning Commission meeting, and directing readers to the webpage dedicated to the Normal Neighborhood Plan, www.ashland.or.us/normalplan, for further information.

In advance of the October 2012 charrette, project objectives and scope of work were developed and presented at a neighborhood meeting (4/27/2012) and various advisory commission meetings to obtain public input including discussions with the Housing Commission (5/23/2012), Transportation Commission (5/24/2012) and Planning Commission (5/22/2012, 9/25/2012) Following the October 2012 design charrette, to assist the design team, city staff, and advisory commissions in refining the concept plans the City held a neighborhood meeting (2/21/2013) which was noticed to all properties within the vicinity of the Normal Neighborhood, as well as a meeting with the Meadowbrook Homeowners Association to discuss the plan elements (6/19/2013).

Additional public meetings held to discuss and revise the concept plan included the following:

- Planning Commission meetings: 2/26/2013; 4/09/2013; 6/25/2013; 9/24/2013; 10/08/2013; 11/26/2013; 2/25/2014
- City Council meetings: 6/18/2013; 8/20/2013; 12/02/2013; 3/17/2014
- Housing Commission meeting: 4/24/2013; 3/27/2014
- Transportation Commission meetings: 9/24/2013; 10/24/2013; 11/14/2013; 3/26/2015

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 draft neighborhood plan ordinances were forwarded to the City Council.

The City Council held public hearings on a 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. During the May 29, 2014 meeting the Council directed the establishment of an ad-hoc working group to examine the fundamental objectives that were addressed 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.

Over the course of twelve public meetings, held between June 2014 and May 2015, the working group explored each of the specific areas 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 conceptualized alternative neighborhood plans independent of the original draft proposal. A special round table meeting was held (September 18, 2014) where a panel of neighborhood representatives, developers, and land use professionals was brought together to provide feedback regarding how the plan could be amended to work from their individual perspectives. In consideration of public input provided during each of the working groups meetings, and a review Planning Commission's recommendations as presented in the Planning Commission Report dated 4/22/2014, the working group reaffirmed and articulated the vision for the neighborhood and formulated a summary list of recommended plan amendments (Working Group memo dated December 2, 2014) for Council's consideration.

A Public Hearing was held at the Planning Commission on July 28, 2015 to review the final ordinances, which was and continued to August 11, 2015.

A Public Hearing for First Reading of the final ordinances was held at the City Council on September 1, 2015, continued to September 15, 2015, October 6, 2015, and November 17, 2015. Second Reading of the ordinances was held on December 15, 2015.

Notice of the public hearings was published in The Ashland Daily Tidings on July 8, 2015 prior to the Planning Commission and City Council public hearings. Direct mailing to all properties inside the project area, and those within 500 feet of the plan area were sent on July 1, 2015. Notice of the proposed amendment to the Comprehensive Plan and Land Use regulations was sent to the Department of Land Conservation and Development on February 25, 2015.

Based on the information contained within this report and facts and findings in support of the proposed Comprehensive Plan amendments the City has conducted the planning process in compliance with Ashland's adopted review procedures (Ashland Land Use Ordinance Chapter 18.5.9) and in compliance with statewide planning goal 1.

Goal 2: Land Use Planning: To establish a land use planning process and policy framework as a basis for all decision and actions related to use of land and to assure an adequate factual base of such decisions and actions.

Finding: The City has an acknowledged Comprehensive Plan and municipal code that has been found to be in compliance with Goal 2. The City has provided the proper notice as required by the Comprehensive Plan and City of Ashland Municipal Code. The City has relied upon the existing Comprehensive Plan and acknowledged technical supporting document to establish the underlying policy framework. The proposed amendments do not seek any exceptions to Statewide Planning Goals.

Based on the information contained within the record and facts and findings in support of the proposed Comprehensive Plan, transportation system plan, and land use ordinance

amendments the City has conducted the planning process in compliance with statewide planning goal 2.

Goal 3: Agricultural Lands: To preserve and maintain agricultural lands.

Finding: No goal exception is requested or required to Goal 3. The lands that are the subject of the proposed Comprehensive Plan amendments were included within the City of Ashland Urban Growth Boundary in 1982 as a result of a legislative action. The proposed amendments to the Comprehensive Plan map took into account the existence of farm land adjacent to the UGB and proposed to use lower density single family residential zones, natural resource areas and existing transportation facilities to buffer the adjacent farm lands from the urbanizable land within the UGB consistent with the intent of this goal.

Based on the information contained within the record, and facts and findings in support of the proposed Comprehensive Plan amendments the City has conducted the planning process in compliance with statewide planning goal 3.

Goal 4: Forest Lands: To conserve forest lands by maintaining the forest land base and to protect the state's forest economy by making possible economically efficient forest practices that assure the continuous growing and harvesting of forest tree species as the leading use on forest land consistent with sound management of soil, air, water, and fish and wildlife resources and to provide for recreational opportunities and agriculture.

Finding: The proposed amendments do not impact existing forest land and are therefore consistent with statewide planning goal 4.

Goal 5: Natural Resources, Scenic and Historic Resources, and Open Space: To protect natural resources and conserve scenic and historic areas and open spaces.

Finding: The proposed amendments concern the 94 acre area that have been within the City's UGB since it was initially adopted in 1982. The amendments to the Comprehensive Plan map designate these properties appropriately for future development and further identify natural resource areas including wetlands, creeks, and riparian areas, and open space to be protected. The proposed amendments include changes to the transportation system plan identify improvements necessary to support the development of these new lands. The City has designated Cemetery Creek, Clay Creek, and wetlands identified on the City's 2007 Local Wetland Inventory as Goal 5 resources and enacted a Open Space overlay zone to protect the resources. The Open Space Framework included within the Normal Neighborhood Framework, a technical supporting document to the Comprehensive Plan, further identifies these areas which are afforded protection through the implementation of the Normal Neighborhood Plan.

Upon annexation of properties within the plan area the City's Water Resources Protection ordinance (Ashland Municipal Code chapter 18.3.11) establishes natural resource protections within the community and there is a development process in place to ensure that these resources will be protected and when appropriate enhanced. The City of Ashland development review and annexation requirements dictate that prior to

annexation a wetland determination, prepared by a qualified professional, shall be completed in order to ascertain the potential presence of wetlands. If potential wetland resources are identified during the annexation process, prior to development of a site the applicant will be required to submit a wetland delineation that has been concurred with by the Oregon Department of State Lands.

No scenic or historic resources have been identified within the plan area, accordingly no resources are proposed to be added to the City's inventory.

New parks are identified for development within the UGB and open space areas are planned for preservation within the parks master plan consistent with the intent of this goal.

Based on the information contained within the record, and facts and findings in support of the proposed Comprehensive Plan amendments the City has conducted the planning process in compliance with statewide planning goal 5.

Goal 6: Air, Water and Land Resources Quality: To maintain and improve the quality of the air, water and land resources of the state.

Finding: The City has demonstrated how sanitary sewer and storm water services can be provided to support development within the UGB. Future development will need to extend City utilities to serve all new development proposed within the plan area. This will assure that development that occurs within Plan area upon annexation does not degrade the water quality of the adjacent resources. Further, upon annexation Ashland's Water Resources Protection Zone requirements will mandate improvements to the existing vegetated corridor associated with the designated wetlands and riparian corridors within the area resulting in a net increase in the quality of the resources consistent with the intent of this goal. The amendments to the City's TSP will guide development of lands within the UGB resulting in an interconnected transportation system that provides for all modes of travel, including increased pedestrian and bicycle connections and facilities.

The Comprehensive Plan amendments and City of Ashland Code will result in efficient development of the land within the UGB reducing the need to extend the UGB in the future consistent with the intent of this goal.

Based on the information contained within the record and fact and findings in support of the proposed Comprehensive Plan amendments the City has conducted the planning process in compliance with statewide planning goal 6.

Goal 7: Areas Subject to Natural Hazards: To protect people and property from natural hazards.

Finding: The Federal Emergency Management Agency (FEMA) mapped 100 year floodplains associated with Clay Creek and Commentary Creek were wholly included within the areas designated for open space within the neighborhood plan. The City of Ashland Flood Plain Corridor Lands and riparian protection zones extend beyond the

boundaries of the FEMA 100 year floodplain, and these areas are additionally protected from development upon future annexation into the city. The result is that future urban development, with the exception of needed transportation facilities, within the floodplains shall not be permitted. The City of Ashland Comprehensive Plan, the Ashland Land Use Ordinance, the International Building Code and the International Fire Code all work together to ensure that future development of the area upon annexation into the City will be designed, permitted and constructed consistent with statewide planning goal 7.

Goal 8: Recreational Needs: To satisfy the recreational needs of the citizens of the state and visitors and, where appropriate, to provide for the siting of necessary recreational facilities including destination resorts.

Finding: The UGB was considered when the City of Ashland developed the 2002 City of Ashland Parks Master Plan. The proposed amendments to the Open Space Framework included in the Normal Neighborhood Plan seek to designate nearly 25% of the neighborhood area as open space that will provide additional recreation opportunities for the immediate community as well visitors and guests. The proposal to include planned paths within or adjacent to the designated open spaces will provide both needed pedestrian and bicycle connectivity, and access to the natural resources for passive recreational opportunities. The proposed parks and open space elements of the Normal Neighborhood Plan reflects the recreational needs of the community and are therefore consistent with statewide planning goal 8.

Goal 9: Economic Development: To provide adequate opportunities throughout the state for a variety of economic activities vital to the health, welfare, and prosperity of Oregon's citizens.

Finding: The Normal Neighborhood area has been designated within Ashland's Comprehensive Plan as meeting residential land needs since 1982. The City's acknowledged Economic Opportunity Analysis does not include this area within its assessment of land needed for future economic development. However, the area does provide for housing opportunities necessary to support business expansion and growth. The City is proposing to designate approximately 2 acres within the plan area to have a neighborhood serving commercial overlay (NN-1-3.5-C). This site is situated adjacent to East Main Street and it is of adequate size and configuration to permit small scale neighborhood serving commercial development. This property will provide the opportunity for future commercial development compatible with the residential character of the neighborhood, and is consistent with the intent of this goal. The proposed amendments are consistent with statewide goal 9.

Goal 10: Housing: To provide for the housing needs of citizens of the state.

Finding: To inform the Normal Neighborhood planning process the City of Ashland conducted a "housing needs analysis" (HNA) to determine the amount of land that will be needed during the 20-year planning period for the UGB. The HNA was adopted as technical supporting document to the Comprehensive Plan (Ordinance #3085). The HNA found that the evaluation of existing housing mix, density, and affordability suggested that the City should plan for a larger share of multiple family housing, and a greater number of single family housing types on smaller lots to meet future housing demand.

In 2011 the City of Ashland completed a Buildable Lands Inventory (BLI) which was adopted as a technical supporting document to the Comprehensive Plan (Ord #3055). Although the BLI demonstrated that Ashland could potentially accommodate a 20 year supply of housing within the existing City Limits through infill of all available parcels, the land within the Urban Growth Boundary provides additional needed capacity to accommodate a variety of housing types for the future population expected over a 32 year period. This is consistent with the City of Ashland's commitment to the Greater Bear Creek Valley Regional Plan and specifically the Regional Plan Element XIV to accommodate the next approximate 50 years of housing and employment growth within the existing UGB.

The proposed amendments provide for a range of housing development to meet the City's needs consistent with the intent of statewide goal 10.

Goal 11: Public Facilities and Services: To plan and develop a timely, orderly and efficient arrangement of public facilities and services to serve as a framework for urban and rural development.

Finding: The proposed Comprehensive Plan amendments are intended to guide the future development of land within the existing UGB. Statewide goal 11 mandates that Cities plan for public facilities and services necessary to support the intended development. The City's water and sewer master plans have been developed, and periodically updated, in consideration of the full build out of the UGB. These Master Plans identify improvements to the system necessary to accommodate projected growth over the planning period. Public facilities necessary to accommodate future growth shall be sized to accommodate the level of development anticipated within the proposed Normal Neighborhood Plan. By identifying these improvements and associated costs the City can plan for the provision of these services including but not limited to updating the City's corresponding system development charges (SDC's) to assure that adequate revenue is collected to provide for the improvements needed within the UGB. Identifying the correct improvements and determining when the improvements will need to occur provides the City the ability to effectively manage future annexations and development requests and ensure that services are available in a timely manner. Knowing the ultimate sanitary sewer and or water improvement that is necessary for the full build out of the UGB also allows the City to provide services efficiently, reducing the need to replace facilities in the future to accommodate continued development. The proposed Comprehensive Plan amendments anticipate the level of development that could occur within the UGB given the proposed Comprehensive Plan designation and corresponding zoning upon annexation. The amendments identify improvements necessary to support the development of the UGB. The process provides the City, the development community and residents an understanding of what improvements will need to occur. The proposed amendments to the Comprehensive Plan are consistent with consistent with statewide goal 11.

Goal 12: Transportation: To provide and encourage a safe, convenient and economic transportation system

Finding: The City contracted with SCJ Alliance Consulting Services to prepare an Existing Conditions Analysis, and a Future Conditions Report for the Normal Neighborhood Plan to determine the improvements necessary to provide for the development of the neighborhood consistent with the proposed Comprehensive Plan amendments.

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

Accordingly, OAR 660-012-0060 requires local jurisdictions to make an assessment of transportation impacts when plan and land use regulation amendments are proposed. While the Normal Neighborhood Plan is far from a wholesale change of the existing Ashland Comprehensive Plan designations, as the cumulative number of dwelling units that are envisioned by the plan are consistent with the total number of dwellings that would be provided under the existing Comprehensive Plan designations, an assessment of significant effect is included to address the requirements of OAR 660-012-0060. It is important to note that regardless of whether a neighborhood plan is adopted for the Normal Neighborhood Plan area, the build out of the area under the current Comprehensive Plan Designation requires a significant investment in public infrastructure to construct the facilities necessary to accommodate housing developments in the area.

Transportation impacts have been evaluated and considered since the neighborhood planning process began in 2012. An Existing Conditions Transportation analysis report was completed in September 2012. A Future Traffic Analysis report was completed on November 2013 to evaluate the traffic impacts anticipated with build out of the area. An Offsite Infrastructure Cost Estimate was completed on April 9, 2015 by Hardy Engineering to determine the extent, and cost, of street and utility improvements to East Main Street and the Normal Avenue railroad crossing. Each of these documents is included in the record.

SCJ Alliance analyzed the vehicular, pedestrian, bicyclist and transit system within their transportation analysis. Within this report are detailed findings demonstrating how the proposed transportation system plan, Comprehensive Plan and Comprehensive Plan map amendments comply with the applicable transportation requirements of the state (Transportation Planning Rule).

The OAR is directed at maintaining a balance between land uses allowed (or adopted) in a Comprehensive Plan and zoning, and the transportation system that supports those land uses. Where a proposed change from the adopted Comprehensive Plan, typically called a land use amendment, would “significantly affect” an existing or planned transportation

facility, a local government must put in place measures to assure that the land uses being proposed are consistent with the identified function, capacity and performance standards of the surrounding transportation network. The planning rule identifies that a “significant affect” would be determined by meeting one of the following three key elements. The following outlines these key elements and indicates whether the proposed project would have a significant affect or not:

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

The Normal Neighborhood Plan Street Network proposed to change the functional classification of the portion of Normal Avenue within the neighborhood plan area from an “Avenue: as adopted in the Ashland Comprehensive Plan Transportation Element (1996) and Ashland Transportation System Plan (2012), to a “Neighborhood Collector”. The Future Traffic Analysis (2013 Final Future Conditions Report for Normal Avenue Neighborhood Plan) projected the average daily vehicle trips at full build out would not reach the number of vehicle trips threshold for an “Avenue” classification, and therefore the lower order street classification of “Residential Collector” was sufficient to accommodate projected impacts of development including anticipated cut through trips from outside the district.

The functional classification of East Main Street was identified as an Avenue in the Ashland Comprehensive Plan Transportation Element (1996), however was omitted from classification within the Ashland Transportation System Plan (2012) as it is presently outside the Ashland City Limits. The adoption of the Normal Neighborhood Plan rectifies this mapping error by amending the Street Dedication Map within the Ashland Transportation System Plan to reinstate the Avenue classification for East Main Street.

2. Change standards implementing a functional classification system.

It is not the intent of the Normal Neighborhood Plan to implement any improvements within the transportation infrastructure that would be beyond the design standards for the adopted functional classification of roadways in the adopted City of Ashland Transportation System Plan (TSP). There are improvements identified at spot locations, but those types of improvements are within the functional classification of roadways. The adopted 2012 TSP includes a new Street Classification termed a “Shared Street”. The Normal Neighborhood Plan Street Network identifies potential locations for the use of Shared Streets and the implementing ordinances provide for amendment of the Street Design Standards of the Land Use Ordinance (chapter 18.4.6) to include this new classification.

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

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

The land uses included in the Normal Neighborhood Plan area will result in the types of travel and operation of streets within the roadway system consistent with the functional

classifications included in the Ashland Comprehensive Plan's Transportation Element (1996), Ashland Transportation System Plan (2012) and Ashland Street Standards Handbook (1999) as codified in Chapter 18.4.6.040 of the Ashland Land Use Ordinance. The Ashland TSP (p 5-7).states:

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

The Chapter 18.4.6.040 of the Ashland Land Use Ordinance. Street Standards (p 19) provides further clarification:

When determining how to classify a new street for the purpose of design, careful attention should be given to considering the street as a whole in the context of the neighborhood, of the underlying zoning and land uses, and the future amount of traffic rather than strict adherence to using projected average daily traffic (ADT) figures alone. Care must be taken not to focus on efficiency and worst case scenarios. The end goal should be to balance creating a notable, livable, functional street for the neighborhood, and provide a variety of transportation options for residents.

Ashland Street is classified as a Boulevard, and Tolman Creek Road, East Main Street, and Walker Ave. are classified as Avenues. It is the intent of the Normal Neighborhood Plan for the boulevards and avenues which the previous analysis shows will be impacted by the annexation and development of the plan area to urban densities, to continue to operate with the definitions of the functional classifications included in the Ashland Comprehensive Plan Transportation Element and adopted Street Standards, (Chapter 18.4.6 of the Ashland Land Use Ordinance). The Transportation section of the Normal Neighborhood Plan Framework Document (Exhibit B to the ordinance amending the Comprehensive Plan) includes street classifications and illustrated cross sections to illustrate the proposed transportation facilities within the plan area.

The Ashland Comprehensive Plan, Ashland TSP and Street Standards include an average daily traffic for Boulevards of 8,000 to 30,000 trips per day, and for Avenues 3,000 to 10,000 trips per day. The following definitions of a Boulevard and Avenue are included in the chapter 18.4.6.040 of the Ashland Land Use Ordinance.

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

“Avenues provide concentrated pedestrian, bicycle, transit, and motor vehicle access from neighborhoods to neighborhood activity centers and boulevards. Avenues are similar to boulevards, but are designed on a smaller scale. Design

should provide an environment where walking, bicycling, using transit, and driving are equally convenient and facilitates the avenue's use as a public space. A two-lane or three-lane configuration can be used depending on the number of trips generated by surrounding existing and future land uses."

There are several additional factors worth noting. The transportation existing conditions analysis, and Final Future Conditions Report for Normal Avenue Neighborhood Plan completed for the neighborhood plan use standard assumptions and methodologies to assess future land use scenarios and associated trip generation and distribution. Specifically, the transportation analysis uses a worst-case approach in that it assumes all but two percent of trips will be made by motor vehicles. In contrast, Ashland has long-standing Comprehensive Plan and TSP goals and policies emphasizing non-automotive means of travel, and has therefore concentrated on developing the city in a pedestrian-oriented compact urban form. This approach has resulted in building a multi-modal transportation system including multi-use paths, sidewalks, bicycle, and transit facilities. In keeping with the City's goals and policies, the Normal Neighborhood Plan includes links to existing pedestrian, bicycle and transit facilities (e.g. Central Ashland Bike Path), incorporates both on-street and off-street pedestrian and bike facilities, and provides for a bus stop along East Main Street in anticipation of future transit service. While current methodologies to estimate trip generation do not fully account for non-automotive trips, it is the intent of the Normal Neighborhood Plan to create a land use pattern and complimentary transportation system that will replace vehicle trips with pedestrian, bicycle and transit trips. As a result, the ultimate impact on the vehicular facilities, including streets and intersections, should be less than presented in the Final Future Conditions Report for Normal Avenue Neighborhood Plan.

Mitigation alternatives were developed for all intersections where impacts were greater than expected under the No-build condition, as well as what improvements would be necessary to reach jurisdictional standard (either V/C ratio for ODOT facilities, or level-of-service for City facilities). These mitigation alternatives included an upgrade to East Main Street to urban street standards including provision for a center turn lanes from Walker Avenue to Clay St. The Avenue classification for East Main Street, as identified in the TSP amendment, provides for both capacity and amenity improvements. Using these parameters, the development would not have a significant effect because improvements have been identified in the TSP that allow for adequate intersection operations to meet jurisdictional standard through turn lanes, installation of bike lanes, and a continuous sidewalk along the south side of East Main St.

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

The Council finds that annexation of the subject territory does not automatically transfer road jurisdiction from Jackson County to the City of Ashland. Separate City Council action is required to accept jurisdictional control of streets including East Main Street and Clay Street adjacent to the Normal Neighborhood Project area. As properties are annexed and proposed for development, transportation and street frontage improvements will be required as part of the land use review process. No new transportation facilities are planned for outside of the existing UGB.

The Council finds and determines that the proposed amendments are consistent with the Transportation Planning Rule. The proposed amendments address the requirements of statewide planning goal 12.

Goal 13: Energy Conservation: To conserve energy.

Finding: The intent of this goal is to promote development and utilization of land within the UGB that conserves energy. Many of the specific implementation measures are targeted at code requirements that implement the Comprehensive Plan, such as lot size, building height, setbacks, and access to light, wind and air.

The development standards within the proposed Normal Neighborhood District and existing land use ordinance are consistent with goal 13. This goal can be considered as part of the decision on what Comprehensive Plan designation to apply within the UGB, balanced of course with the other statewide planning goals. The proposed land use designations within the neighborhood plan area have been designed to respect existing development while also providing the opportunity for densities consistent with the Greater Bear Creek Regional Plan, Chapter XIV of the Ashland Comprehensive Plan, Regional Plan Element, and the intent of this statewide planning goal. Services for water, storm water, and sanitary sewer will be designed and located to maximize the efficient delivery of these services thereby reducing the cost to construct and maintain resulting in less consumption of energy. Similarly the transportation system will be designed and constructed to provide for direct connections and minimize out-of-direction travel. New facilities for pedestrians and bicyclist will be incorporated as part of the design providing for non-motorized connections to the existing City Limits and transit stops along the Ashland Street. Therefore the proposed Comprehensive Plan amendments are consistent with statewide planning goal 13.

Goal 14: Urbanization: To provide for an 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.

Finding: The primary purpose of goal 14 is to establish and manage urban growth boundaries within the state of Oregon. The proposed Comprehensive Plan amendments do not result in the establishment of a new UGB, nor do the amendments propose to alter the City of Ashland UGB. The proposed Comprehensive Plan amendments will result in amending Comprehensive Plan map designations for land that was included within the UGB in 1982 to better reflect development that has occurred over the last 33 years, and in

consideration of natural resources within the plan area.. The proposed designations include low-density residential, medium-density residential, neighborhood serving commercial overlays, and open space.

The proposed land use pattern within the UGB allows for efficient use of the land consistent with the intent of this goal while also respecting existing farm practices and existing development within the City.

The proposed amendments do not propose to establish or alter a UGB. The proposed amendments do identify and plan for the provision of urban services necessary to support development of the subject areas and allow for future annexation into the City. These amendments do propose to apply a Comprehensive Plan designation, Normal Neighborhood Plan, and urban services that will result in efficient development in compliance with the Greater Bear Creek Regional Plan, while at the same time respecting the transition of the UGB and the redevelopment of areas that are already committed to urbanization.

The Council Finds the Normal Neighborhood Plan is consistent with the Greater Bear Creek Valley Regional Plan adopted by Jackson County and incorporated into Chapter XIV of Ashland Comprehensive Plan. The proposed amendments are therefore consistent with statewide planning goal 14.

Goal 15: Willamette River Greenway: To protect, conserve, enhance and maintain the natural, scenic, historical, agricultural, economic and recreational qualities of lands along the Willamette River as the Willamette River Greenway.

Finding: The City of Ashland is not located along the Willamette River. The proposed Comprehensive Plan amendments do not impact the Willamette River Greenway, therefore, the goal 15 is not applicable to this review.

Goal 16: Estuarine Resources: To recognize and protect the unique environmental, economic, and social values of each estuary and associated wetlands; and To protect, maintain, where appropriate develop, and where appropriate restore the long-term environmental, economic, and social values, diversity and benefits of Oregon's estuaries.

Finding: The City of Ashland is not located on the coast, there are no estuarine resources associated with the proposed Comprehensive Plan amendments, therefore, goal 16 is not applicable to this review

Goal 17: Coastal Shorelands: To conserve, protect, where appropriate, develop and where appropriate restore the resources and benefits of all coastal shorelands, recognizing their value for protection and maintenance of water quality, fish and wildlife habitat, water-dependent uses, economic resources and recreation and aesthetics. The management of these shoreland areas shall be compatible with the characteristics of the adjacent coastal waters; and To reduce the hazard to human life and property, and the adverse effects upon water quality and fish and wildlife habitat, resulting from the use and enjoyment of Oregon's coastal shorelands.

Finding: The City of Ashland is not located on the coast, there are no coastal shorelands associated with the proposed Comprehensive Plan amendments, therefore, goal 17 is not applicable to this review.

Goal 18: Beaches and Dunes: To conserve, protect, where appropriate develop, and where appropriate restore the resources and benefits of coastal beach and dune areas; and to reduce the hazard to human life and property from natural or man-induced actions associated with these areas.

Finding: The City of Ashland is not located on the coast, there are no beach or dune resources associated with the proposed Comprehensive Plan amendments, therefore, goal 18 is not applicable to this review

Goal 19: Ocean Resources: To conserve marine resources and ecological functions for the purpose of providing long-term ecological, economic, and social value and benefits to future generations.

Finding: The City of Ashland is not located on the coast, there are no ocean resources associated with the proposed Comprehensive Plan amendments, therefore, goal 19 is not applicable to this review.

OVERALL COUNCIL CONCLUSIONS

The City Council finds and determines the approval criteria for this decision have been fully met, based on the detailed findings set forth herein, the detailed findings and analysis of the Planning Commission and the Normal Neighborhood Working Group, the detailed findings and analysis set forth in the Normal Neighborhood Plan supporting documents, together with all staff reports, addenda and supporting materials in the whole record. The Council finds that the proposed amendments are consistent with the City of Ashland Comprehensive Plan. Specifically the Council finds that the proposed amendments are consistent with City of Ashland Approval Criteria for Zone Changes, Zoning Map Amendments, Comprehensive Plan Map Changes, And Transportation System Plan amendments set forth in ALUO 18.5.9.


Accordingly, based on the evidence in the whole record, the City Council hereby APPROVES the Findings of Fact and Conclusions of Law presented herein relating to the following ordinances amending to the Ashland Comprehensive Plan, Ashland Transportation Plan, and Ashland Land Use Ordinance:

- AN ORDINANCE AMENDING THE CITY OF ASHLAND COMPREHENSIVE PLAN TO ADD A NORMAL NEIGHBORHOOD PLAN DESIGNATION TO CHAPTER II [INTRODUCTION AND DEFINITIONS], ADD THE NORMAL NEIGHBORHOOD LAND CATEGORIES TO CHAPTER IV [HOUSING ELEMENT], CHANGE THE COMPREHENSIVE PLAN MAP DESIGNATION FOR APPROXIMATELY 94 ACRES OF LAND WITHIN THE CITY OF

ASHLAND URBAN GROWTH BOUNDARY FROM SINGLE FAMILY RESIDENTIAL AND SUBURBAN RESIDENTIAL TO THE NORMAL NEIGHBORHOOD PLAN DESIGNATION, AND ADOPT THE NORMAL NEIGHBORHOOD PLAN FRAMEWORK AS A SUPPORT DOCUMENT TO THE CITY OF ASHLAND COMPREHENSIVE PLAN.

- AN ORDINANCE AMENDING THE STREET DEDICATION MAP, PLANNED INTERSECTION AND ROADWAY IMPROVEMENT MAP, AND PLANNED BIKEWAY NETWORK MAP OF THE ASHLAND TRANSPORTATION SYSTEM PLAN FOR THE NORMAL NEIGHBORHOOD PLAN AREA, AND AMENDING STREET DESIGN STANDARDS WITHIN THE ASHLAND MUNICIPAL CODE CHAPTER 18.4.6 TO ADD A NEW SHARED STREET CLASSIFICATION.
- AN ORDINANCE AMENDING THE ASHLAND MUNICIPAL CODE CREATING A NEW CHAPTER 18.3.4 NORMAL NEIGHBORHOOD DISTRICT, AMENDING CHAPTER 18.2.1.020 TO ADD A NORMAL NEIGHBORHOOD ZONING CLASSIFICATION, AND AMENDING CHAPTER 18.2.1.040 TO ADD A NORMAL NEIGHBORHOOD SPECIAL DISTRICT.

Ashland City Council Approval




John Stromberg, Mayor

1-19-2016
Date

Signature authorized and approved by the full Council this 19 day of January 2016

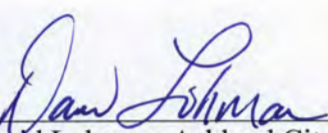
Attest:



Barbara Christensen, City Recorder

1/19/2016
Date

Approved as to form:



David Lohman, Ashland City Attorney

1/19/16
Date

Exhibit A

Appendix A: Technical Reports and Supporting Documents City of Ashland, Oregon Comprehensive Plan

Periodically, the City may choose to conduct studies and prepare technical reports to adopt by reference within the Comprehensive Plan to make available for review by the general public. These studies and reports shall not serve the purpose of creating new city policy, but rather the information, data and findings contained within the documents may constitute part of the basis on which new policies may be formulated or existing policy amended. In addition, adopted studies and reports provide a source of information that may be used to assist the community in the evaluation of local land use decisions.

Chapter II, Introduction and Definitions

The following reports are adopted by reference as a supporting document to the Ashland Comprehensive Plan, Chapter II, Introduction and Definitions.

1. Croman Mill Site Redevelopment Plan (2008) by Ordinance 3030 on August 17, 2010
2. Normal Neighborhood Plan Framework (2015) by Ordinance _____ on _____, 2015.

Chapter IV, Environmental Resources

The following reports are adopted by reference as a support document to the Ashland Comprehensive Plan, Chapter IV, Environmental Resources.

1. City of Ashland Local Wetland Inventory and Assessment and Riparian Corridor Inventory (2005/2007) by Ordinance 2999 on December 15, 2009.

Chapter VI, Housing Element

The following reports are adopted by reference as a support document to the Ashland Comprehensive Plan, Chapter VI, Housing Element.

- 1) City of Ashland: Housing Needs Analysis (2012) by Ordinance 3085 on September 3, 2013

Chapter VII, Economy

The following reports are adopted by reference as a support document to the Ashland Comprehensive Plan, Chapter VII, The Economy.

1. City of Ashland: Economic Opportunities Analysis (April 2007) by Ordinance 3030 on August 17, 2010

Chapter XII, Urbanization

The following reports are adopted by reference as a support document to the Ashland Comprehensive Plan, Chapter XII, Urbanization.

1. City of Ashland: Buildable Lands Inventory (2011) by Ordinance 3055 on November 16, 2011.

Exhibit B



Normal Neighborhood Plan

Framework Document

December 2015

Project Team

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Transportation and Growth Management

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

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

Adopted by Ordinance 2015-XXXX and Ordinance 2015-XXXX

December 15, 2015

Ashland City Council and Mayor

Mayor John Stromberg

Pam Marsh

Michael Morris

Greg Lemhouse

Carol Voisin

Rich Rosenthal

Stefani Seffinger

Normal Neighborhood Working Group

Mayor John Stromberg

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Neighborhood Vision

Neighborhood planning is the process by which the City works with Ashland's residents to envision the future of the neighborhood. The eventual incorporation of the Normal Neighborhood Plan area into the City depends on careful consideration of the neighborhood's unique identity and character and a holistic planning approach. The City envisions a neighborhood that is notable for the natural beauty of the area's wetlands and creeks, mountain views, diversity of households, and as an area which accommodates bicycling and walking as a reliable and convenient way to move throughout the area.

Local streams, wetlands, and scenic vistas contribute significantly to define the character of the Normal Neighborhood. The quality of the place is enhanced by these features and the wildlife that they attract. Connected and contiguous open spaces will remain as central features of the area's future development as they help reflect the community of Ashland's commitment to promote environmental quality, provide recreational opportunities, and function to incorporate nature into the daily lives of the area's residents.

The neighborhood will provide for a range of housing choices available a diversity of Ashland's population. The neighborhood can accommodate a blend of housing types including individual residences, townhomes, apartments, moderately sized cottages, pedestrian oriented cluster housing, and mixed-use neighborhood serving businesses. Future developments should be designed to relate to, and complement, adjacent properties. Incorporating unifying elements between adjacent developments will serve to promote neighborhood cohesiveness, provide open space in a coordinated manner, and secure an efficient circulation system. Given the immediate proximity to existing schools, parks, and local business areas the neighborhood is recognized as place where children can readily walk and bike to schools through a safe, desirable family-based neighborhood.

This neighborhood plan addresses long-term community goals, unifies expectations, and integrates the project area into the fabric of the City. The implementation standards for the neighborhood plan are intended to be strong enough to maintain the vision for the area, yet flexible enough to respond to changing conditions and adapt over time.

INTRODUCTION

Thanks to the active participation of the community and significant support from City staff, this Plan will guide future development for the Normal Neighborhood. The plan emphasizes compact urban form to better accommodate an extensive range of housing types for families of all sizes and incomes. Compact urban form also makes it possible to build upon the abundance of natural features—streams, wetlands, and trees—that support the character of this unique place. By creating a system of greenways and protecting and enhancing existing natural features the plan anticipates a place that welcomes nature in. Despite the challenges to connectivity posed by existing conditions like the Central Oregon & Pacific Railroad tracks, the plan enhances access and mobility while reducing dependence on the automobile: walking and biking will be the attractive first choice for residents of all ages.

Project Objectives

The following project objectives were developed by the City and project partners and have been used to guide the development of this plan.

- 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.

Existing Conditions

2] Located within the urban growth boundary, but not within the city limits, the site is characterized by its relative isolation from the rest of the City of Ashland. The north boundary of the project study area is East Main Street and there is currently no street within the project study area that connects to East Main Street. The west boundary of the project study area is Ashland Middle School. Informal paths that cut through private property provide connection for pedestrians from the study area to the middle school, the ScienceWorks Museum, and other neighborhoods. The south boundary of the project is clearly delineated by the Siskiyou rail line operated by the Central Oregon & Pacific Railroad. An unprotected rail crossing connects Normal Avenue south to an established residential neighborhood. The character of the Normal Avenue changes dramatically from a neighborhood street to a narrow lane with slow speeds that is shared by pedestrians, bicyclists, and cars. The east boundary of the project study area abuts the Wingspread Mobile Home Park, Creek Drive, and Clay Street.

The neighborhood's relative isolation is widely considered an asset by most residents – most of the time. The inaccessibility provides a high degree of quiet privacy, but emergency responders have had to be occasionally inventive when trains occupy the rail line and access to Normal Avenue is interrupted: residents described an incident where emergency responders had to drive their vehicle over the informal, unpaved trail from Ashland Middle School to Normal Avenue in order to reach a resident in need. The Normal Neighborhood has a mix of Comprehensive Plan designations including single-family residential and suburban residential, but is currently outside the City of Ashland city limits. Development in the plan area has historically been low density, single-dwelling rural residences on large lots – consistent with Jackson County zoning standards.

The Normal Neighborhood currently represents a modest level of development with a diverse range of uses from agriculture to single-dwelling residential on large lots to religious institutions. The plan area contains 35 properties with sizes between 0.38 acres up to 9.96 acres. There are currently two existing land comprehensive plan designations that overlay the 93.3 acre site: Single-Family



Project Study Area

0 200 400 800 Feet



Low Density and Suburban Residential. The base density of Single-Family Low Density is 4.5 units per acre; the base density of Suburban Residential is 7.2 units per acre. The gross potential for the entire neighborhood under the current comprehensive plan is 560 dwellings.

[3

The plan area includes two creeks and three significant wetland areas. Over time, each of the streams and all of the wetlands have been subject to negative impact from development. None represents a pristine natural condition, but each are considered significant and, once restored or enhanced, capable of making a unique and significant contribution to the quality of the place. The wetlands and riparian areas were investigated in detail and have informed the design of the new Normal Neighborhood Plan, especially the greenway and open space framework.

The project area constitutes the largest remaining readily-developable area of residentially designated land that is suitable for medium- to high-density development.

Concept Plan Background and Charrette

A central part of the development of the Normal Neighborhood Plan was a multi-day community design charrette that took place in Ashland in October 2012. Prior to the design charrette, however, the project team developed an initial Concept Plan grounded in data provided by the City of Ashland, surveys, and initial interviews with stakeholders. Researching and developing the concept plan gave the project team the opportunity critically consider the existing conditions of the site within the existing context of the city. In preparation for the Charrette, the project team investigated patterns for possible development and market conditions necessary to support development. This initial concept plan was not intended to be the preferred pattern for development but, as just one of many possible development schemes, it was used as the starting place for community discussion at an intensive multi-day planning process in Ashland. During the four-day design charrette the design team collaborated

with City staff, local property owners, their designers, and nearby residents. The Charrette concluded with a public presentation of a new draft illustrative plan for future refinement, discussion, development, and implementation. While the initial draft concept plan informed the ultimate Normal Neighborhood Plan, community input significantly guided the charrette draft plan which incorporated numerous new and specific elements to better address many local issues.

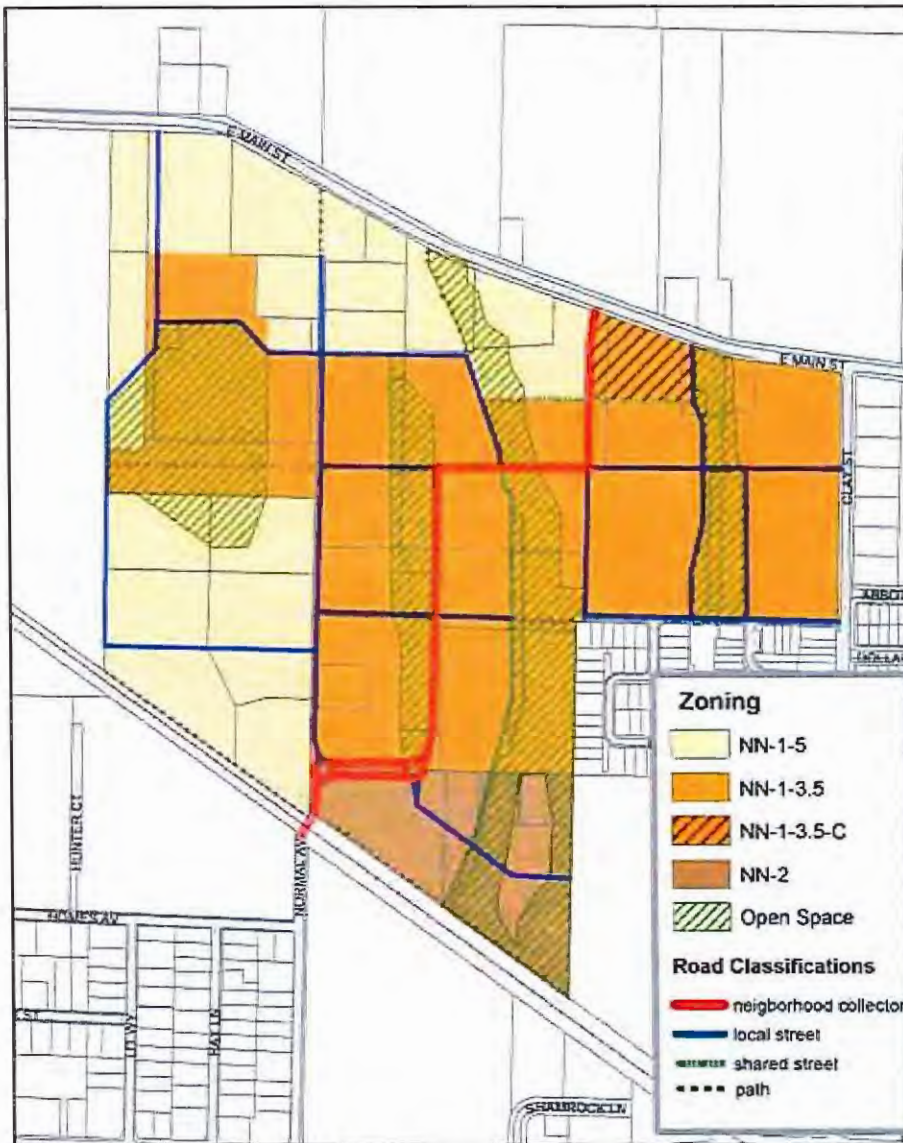
4]

Both the initial discussion plan and this final draft plan were organized by five separate conceptual frameworks intended to guide analysis and investigation of existing conditions, support research and best practices, offer City staff and the public a concrete path for engaging with the plan, and guide the development of the plan.

Five Frameworks

- Housing and Land Use
- Greenway and Open Space
- Mobility
- Infrastructure
- Sustainability





**Normal Neighborhood District
Zoning Classifications**

HOUSING AND LAND USE

The district is designed to provide an environment suitable for traditional neighborhood living, working, and recreation. The Normal Neighborhood Plan is a blueprint for promoting a variety of housing types while preserving open spaces, stream corridors, wetlands, and other significant natural features. The neighborhood will be characterized by a connected network of streets and lanes, paths and trails, with nodes of access and connection to the natural areas, wetlands, and streams that characterize this place. This network will also connect to the larger network of regional trails, paths, and streets beyond the boundaries of the neighborhood.

[5

Land Uses

Housing Housing makes sense for the Normal Neighborhood because both the population and the number of households in the city are expected to continue to grow in the decades ahead. Ashland remains a very popular choice for families and retirees. The project area is connected to other residential neighborhoods with schools, retail and commercial enterprises, and parks and recreation areas. The site is close to all of Ashland's centers of employment including downtown. Housing is supported by the site's comprehensive plan designations and base zoning. While housing as a land use makes sense from both policy and market perspectives, it should be planned for and developed with an intent to create community. There is a market demand for a wide range of housing including single-family, attached housing such as townhomes, multi-dwelling residential, apartments, pedestrian-oriented cluster housing, senior, student, and affordable housing.

Commercial | Retail A market analysis of the plan area shows that it is a weak location for retail. Traffic volumes in the area are currently low and the projections based upon the plan indicate that traffic volumes will continue to be low – even when the neighborhood is fully developed.

6]

The plan shows the potential for approximately 450 dwelling units and around nine hundred residents, so small scale retail and commercial space, such as a coffee shop, café, restaurant, or corner store, is possible. Such neighborhood serving businesses would be located within the limited commercial overlay area zoned NN-1-3.5-C as a component of mixed-use residential development.

Office Office space is an unlikely choice for the Normal Neighborhood . Demand for new office space is low in Ashland and that demand is more likely to be met in more central locations and near existing employment hubs such as the downtown, Southern Oregon University, and the Croman Mill District.

Housing Types

There are four distinct residential zones within the Normal Neighborhood Plan: NN-1-5, NN-1-3.5, NN-1-3.5-C, and NN-2, . The development standards for the Normal Neighborhood Development Plan will preserve neighborhood character by providing three different zones with different residential densities and development standards. The NN-1-5, NN-1-3.5, zones are intended to preserve land and open space and provide housing opportunities for individual households through development of single-dwelling housing. The use regulations and development standards are intended to create, maintain and promote single-dwelling neighborhood character. The NN-1-3.5-C zone is also intended to primarily provide housing opportunities while allowing for limited neighborhood serving commercial uses that do not sacrifice the overall image and character of the single-dwelling neighborhood. Zone NN-2 is intended to preserve land and open space and provide housing opportunities for individual households through development of multi-dwelling housing. The use regulations and development standards are intended to create and maintain higher density residential neighborhoods. The designated openspace and conservation areas are intended to protect environmentally sensitive water resource lands and provide open space recreational opportunities for individual households throughout the Normal Neighborhood Development Plan area.

Creek Drive



Illustration by Tom Giordano

East Main Street



Illustration by Tom Giordano

The Normal Neighborhood District Plan includes a distinct building type, Pedestrian-Oriented Clustered Residential Units where multiple compact dwellings are grouped around common open space and promote a scale and character that is compatible with single-family homes.

[7

Building types in the Normal Neighborhood will include:

Single Dwelling Residential Units A Single Dwelling Residential Unit is a detached residential building that contains a single dwelling with self-contained living facilities on one lot. It is separated from adjacent dwellings by private open space in the form of side yards and backyards, and set back from the public street or common green by a front yard. Auto parking is provided in either a garage or on surface area on the same lot, accessible from the lane. The garage may be detached or attached to the dwelling structure. Single Dwelling Residential Units will be permitted in the NN-1-5, NN-1-3.5 and NN-1-3.5-C zoning districts.

Double Dwelling Residential Units A Double Dwelling Residential Unit is a residential building that contains two dwellings, each with self-contained living facilities. In appearance, height, massing and lot placement the Double Dwelling Residential Unit is similar or identical to a Single Dwelling Residential Unit. The Double Dwelling Residential Unit is subject to all of the same setbacks, height and parking requirements as single dwellings in the surrounding base zone. Residential units may be arranged side-by-side, like rowhouses, each with its own entrance, or stacked flats with one or more shared entrances. Dwelling units may be sold as condominiums or rented as apartments. Double Dwelling Residential Units will be permitted in the NN-1-3.5, NN-1-3.5-C, and NN-2 zoning districts.

Accessory Residential Units An Accessory Residential Unit is a small living unit located on the same lot as a single dwelling residential unit. The Accessory

Residential Units may be located within the single-family residential structure or in a separate structure. Accessory Residential Units will be permitted in the NN-1-5, NN-1-3.5 and NN-1-3.5-C zoning districts.

8] **Pedestrian-Oriented Clustered Residential Units** Pedestrian-Oriented Residential Clusters are multiple dwellings grouped around common open space that promote a scale and character that is very compatible with single-family homes. Clustered Residential Units may be separated from one another by side yards that provide private open space or be attached to one or more units with shared walls. Dwelling units may be sold as condominiums, sold as dwellings on individual lots, or rented as apartments. Auto parking is typically provided in a shared surface lot, or lots, and is accessible from an alley or common driveway. Pedestrian-Oriented Residential Clusters will be permitted in the NN-1-3.5, NN-1-3.5-C and NN-2 zoning districts.

Attached Residential Units Attached Residential Units, or rowhouses, are single dwellings with self-contained living facilities on one lot, attached along one or both sidewalls to an adjacent dwelling unit. Private open space may take the form of front yards, backyards, or upper level terraces. The dwelling unit may be set back from the public street or common green by a front yard. Auto parking may be provided in a garage on the same lot, either detached or attached to the dwelling structure, and accessible from an alley. Attached Residential Units will be permitted in the NN-1-3.5, NN-1-3.5-C and NN-2 zoning districts.

Multiple Dwelling Residential Units Multiple Dwelling Residential Units are multiple dwellings that occupy a single building or multiple buildings on a single lot. Dwellings may take the form of attached residential units (like rowhouses) or stacked flats (like apartments) or a combination of attached and stacked units. Dwelling units may be sold as condominiums or rented as apartments. Auto parking is provided in a shared surface area or areas internal to the lot. Multiple Dwelling Residential Units will be permitted in the NN-1-3.5, NN-1-3.5-C and NN-2 zoning districts.



Cluster housing around a center green.

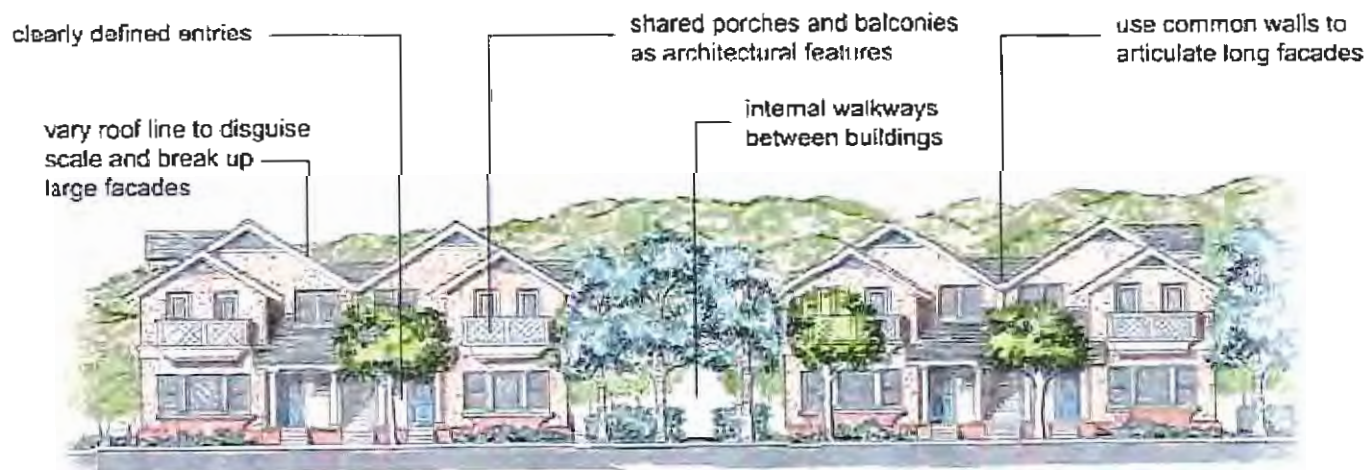
Development Standards

The development standards will promote desirable residential areas by addressing aesthetically pleasing environments, safety, privacy, energy conservation, and recreational opportunities. The site development standards allow for flexibility of development while maintaining compatibility with the City's various neighborhoods. In addition, the regulations provide certainty to property owners, developers, and neighbors about the limits of what is allowed. The development standards are generally written for houses on flat, regularly shaped lots. Other situations are addressed through special regulations or exceptions.

[9

The plan envisions a variety of housing options through the formation of a complete neighborhood comprised of smaller interconnected neighborhood modules that fosters a strong sense of community among nearby neighbors, while preserving their need for privacy. Although specific subdivision design issues are better addressed during a proposed development's review process, the conceptual illustrations presented (pg 11) identify general characteristics that would 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.

Future developments within the plan area should reflect the Ashland City Council goals and Comprehensive Plan priorities in providing a variety of dwelling types, street and alley designs that promote walking and bicycling, resource conservation with reduced energy and water consumption, designed in a manner to complement and conserve the aesthetic character of the neighborhood.



Development in the Normal Neighborhood should be:

1. Family-friendly, exhibiting qualities that support children and families. Family-friendly development might include these elements:

- A variety of housing sizes and types of a varying square footage
- Development in neighborhood modules built around common open space with direct links to neighborhood natural areas
- Common areas that include play equipment, sun shelter and community gardens
- Design that allows smaller homes to add a bedroom or accessory residential unit
- Front and rear porches that orient to both street frontages and common open space areas
- Aging in place design features

2. Energy efficient, exhibiting qualities that recognize conservation and new energy sources. Energy efficient units might include these elements:

- East-West orientation with pitched roofs
- Homes pre-wired for photovoltaic electric systems
- Homes pre-wired and pre-plumbed for solar water heating
- Homes built to Earth Advantage energy standards or comparable industry equivalent
- Use of overhanging eaves and front/rear porches for shade

3. Water efficient, exhibiting qualities that recognize the benefits of long term conservation practices. Water efficient units might include these elements:

- Homes pre-plumbed for grey water systems
- Homes pre-plumbed for water retention and storage
- Residences designed with low water-use landscaping
- Inclusion of drought-tolerant trees and watering systems that promote appropriate root development
- Inclusion of sun shelters to provide shade

4. Inclusive of micro-agriculture. Developments supportive of micro-agriculture might include these elements:

- Placement of a food or flower garden at each home
- Gardens pre-plumbed for drip irrigation
- Gardens designed for irrigation and shade cloth systems



Natural area preservation

Personal and community garden space

A variety of housing types and sizes

Solar oriented buildings

Common center greens visible from adjacent

Consolidated parking areas

Parking accessed by alleys

The City recognizes that future innovations in building technologies, water conservation practices, and creative approaches to site design and layout will help shape the neighborhood module concept in consideration of the unique characteristics of the properties being developed. As such these example illustrations presented are primarily intended to assist those involved in conceptualizing a development to better address the principle objectives outlined within the Normal Neighborhood Plan.

[11



alley

shared street

alley

Uses Allowed in NN-1-5

BASE DENSITY: 4.5 DWELLING UNITS PER ACRE

12]



Uses Allowed in NN-1-3.5

BASE DENSITY: 7.2 DWELLING UNITS PER ACRE



Uses Allowed in NN-2

BASE DENSITY: 13.5 DWELLING UNITS PER ACRE



Use Table

For detailed use table see Land Use Code (Chapter 18-3.13)

Permitted



Zone	Single Dwelling Residential Unit	Cottage Housing	Accessory Residential Unit	Pedestrian Oriented Clustered Residential Units	Double Dwelling Residential Unit	Attached Residential Unit	Multiple Dwelling Residential Units	Neighborhood Businesses and Services
NN-1-5	Permitted	Permitted	Permitted	Permitted	Permitted	Permitted	Permitted	Permitted
NN-1-3.5	Permitted	Permitted	Permitted	Permitted	Permitted	Permitted	Permitted	Permitted
NN-1-3.5-C	Permitted	Permitted	Permitted	Permitted	Permitted	Permitted	Permitted	Permitted
NN-2	Permitted	Permitted	Permitted	Permitted	Permitted	Permitted	Permitted	Permitted

Affordability

Housing in Ashland is not affordable to many of its residents. This plan and code maintain the City's existing density bonuses and annexation requirements for the provision of affordable housing units. In addition, the land will be zoned to 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 plan creates 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.

Certain elements of affordability are better addressed later in the development process. The City could later use the Community Development Block Grant (CDBG) and Housing Trust Fund programs to incentivize affordable housing development in the study area. These funds can help build sidewalks, trails, and other features directly associated with eligible affordable housing projects. Developers and the City can also partner with local affordable homebuilders and Community Development Corporations (CDCs) to build affordable housing. These organizations should be very knowledgeable about developing and managing affordable housing that takes advantage of public and private funding sources such as CDBG, HOME Investment Partnership, Low Income Housing Tax Credits (LIHTC), funding from state agencies such as the Department of Human Services (DHS), HUD sources, and others.

GREENWAY AND OPEN SPACE

The Normal Neighborhood's distinctive character is shaped by the presence of prominent open spaces and natural areas. The preservation of these neighborhood defining features is central to the success of the neighborhood plan as they ensure the protection of fragile ecosystems, provide passive recreational opportunities where people can connect with nature, protect scenic views considered important to the community, protect future development from flood hazards, and preserve community character and quality of life by buffering areas of development from one another. The permanent establishment of interconnected open spaces and contiguous conservation areas as proposed in the Open Space Framework is essential to promote and maintain high quality residential development which is appropriate to the distinct character of the neighborhood.



[13

Open Space Diagram Produced at Charrette

14]



The quality of the place is enhanced by the neighborhood's streams, wetlands, and other environmentally sensitive features and the wildlife that they attract. In addition to protection of these existing natural resource areas, the Plan provides usable, connected open space for neighbors and residents of Ashland. In the context of the greenway and open space system, streams and wetlands are maintained as amenities for all area residents. The open space network will support the neighborhood's distinctive character, promotes environmental quality, and provides opportunities for many forms of recreation including bird-watching, hiking, biking, and exploring. Protected and restored, these riparian corridors and wetlands will support native vegetation, provide habitat for wildlife, and promote environmental quality by absorbing, storing, and releasing stormwater.

In order to offer all residents and visitors an opportunity to engage directly with nature, pedestrian, bicycle, and automobile circulation are accommodated beyond the edges of the stream beds and wetlands to provide visual and physical access and to increase the buffer zones between pockets of development.

Natural Areas

Water Resource Protection Areas (WRPA) are established by the City's Land Use Ordinance. For locally significant wetlands, WRPAs include the wetland plus a 50 foot buffer, and for locally significant streams includes all lands 40' from centerline of stream. Four areas on the site have significant natural resources including three wetlands, and two creeks. These WRPAs are:

- Wetland W9, the large wetland east of Ashland Middle School;
- Wetland W12, an isolated, linear wetland;
- Cemetery Creek and its associated wetland W4, and
- Clay Creek

The Middle School wetland (W9) is the largest wetland in Ashland urban growth boundary. It is an isolated wetland with no surface water connection to other water bodies. This wetland is significant to neighborhood development due to its size and proximity to the school. It provides an opportunity for a large open space area, and potential for outdoor education associated with the school and science learning center west of Walker Ave. It also provides an opportunity to create a distinct destination open space that will anchor the neighborhood at its west end.

Wetland (W4) is bisected by Cemetery Creek. Cemetery Creek and this associated wetland will serve as one part of the environmental north-south framework used to guide the pattern of development in the neighborhood.



**Normal Neighborhood Plan
Open Space Network**

0 200 400 800 Feet



This stream corridor will provide valuable habitat and habitat connectivity as well as a framework for bike and pedestrian connections within the site and beyond the neighborhood.

Although the extent of Clay Creek within the project area is less than that of Cemetery Creek, it still holds the potential to be an amenity for the plan area and the city by providing connectivity. Opportunities for restoration along Clay Creek in the plan area will provide habitat, support habitat connectivity to the north and south, provide recreation opportunities and connect pedestrians and bicyclists to the regional trail system.

The W12 wetland near the center of the project area is not associated with streams or ponds and may have been created –or intensively modified– by human activity.

Based upon community input and guidance from City staff, the project emphasizes protection of streams and wetlands first and mitigation with restoration for those degraded areas within the WRPA protection zones to improve their utility for managing stormwater, maximize their value as habitat, and enhance their purpose as a recreational amenity for the community.

Stormwater management is critical to maintaining the health and function of the existing streams and wetlands. When stormwater is not managed it flows into streams too quickly and too hot – degrading the stream as habitat for native species and causing erosion. When stormwater is slowed and cooled by re-infiltration, stream health is restored. While streams and wetlands can function to absorb stormwater, every effort should be made to ensure that stormwater runoff is filtered and slowed before discharging into streams and wetlands. The most effective way to treat stormwater is by managing it as close to its source as possible with small, shallow

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facilities. Impervious surfaces should be minimized; and green streets, swales and residential surface stormwater management should be maximized. The plan proposes that the required landscape strips between sidewalk and street are designed and managed as stormwater facilities wherever practicable and curb-less street sections be encouraged for those streets that abut a wetland, stream, or natural area. In addition, the Normal Neighborhood Plan proposes that permeable paving be installed in the parking zones.

Street crossings of wetlands and streams in the east-west direction have been minimized to the extent possible. Where stream crossings are necessary for street network connectivity, we recommend that the bridging of each stream bed be as “light” and narrow as practicable.

In addition to the greenways associated with water resource protection, the plan includes other open space features. A number of pocket parks may be proposed which help to frame scenic vistas and provide small gateways into different portions of the plan area. These small parks may include public art or small-scale active recreational opportunities for all ages. The Normal Neighborhood Plan design for open space orients new improvements in the open space framework east-west for the purpose of creating new connections across the site that support the natural north-south grain of the existing open space. The goal is to provide habitat connectivity between all wetlands and stream corridors.

MOBILITY

Street Network

The site has been considered as an integrated system where each framework element is intended to support every other. The placement of streets was very directly influenced by the natural function of wetlands and creeks and was designed to support the full range of intended housing choices.

The vehicular circulation system proposed by the plan for the Normal Neighborhood will connect to the existing street network. The existing street network includes two functionally-classified city boulevards – Ashland Street and East Main Street. Ashland Street provides two travel lanes in each direction with signals and left turn lanes at key intersections. The Ashland Street cross-section appears to be fully built-out in most locations. East Main Street provides a single through lane in each direction and exhibits a rural character with limited access and curb-less shoulders. The eastbound lane of East Main Street should be improved as the adjacent properties along its south side increase in land use intensity. The westbound side of this street is the current Urban Growth Boundary, so no development is anticipated until such time as the lands to the north are incorporated into the UGB.

The Normal Neighborhood street network was designed with the following principles in mind:

- Street connectivity through the Normal Neighborhood Plan area will reduce travel demand on the adjacent east-west boulevards: East Main Street and Ashland Street. Connections from the Normal Neighborhood will extend to the east to Clay Street by way of Creek Drive and other future street connections.
- Walkability is supported by small blocks. The City’s street standards recommend that, where possible, block lengths be a maximum of 300 to 400 feet with a maximum perimeter of 1,200 to 1,600 feet to provide good connectivity for all modes of travel. The fabric of blocks in the Normal Neighborhood Plan were designed to these standards. Although walkability is a major focus of the plan, some variations from these standards may ultimately be required in order to fully protect natural resources.

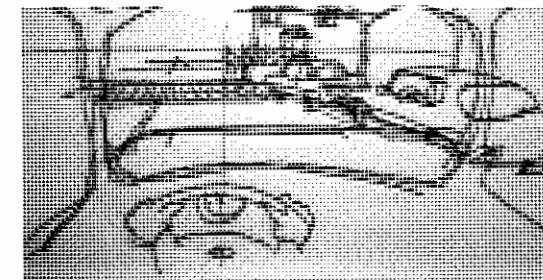
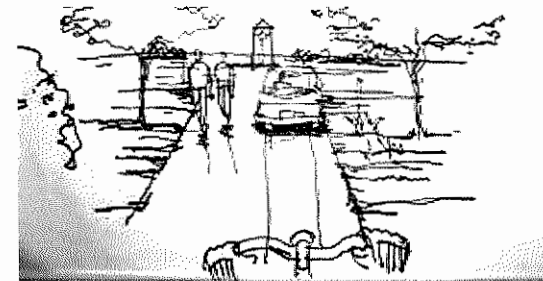
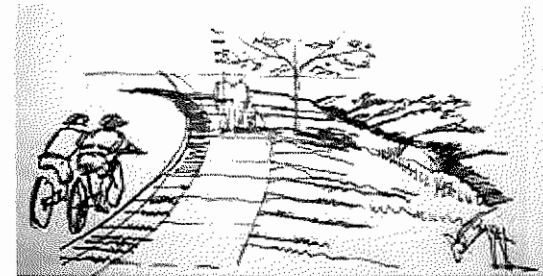
All streets have been designed to keep travel speeds in the range of 20 mph by introducing elements such as planted medians, traffic circles, and subtle changes in direction at block intersections. Slow speeds and meandering street alignments will contribute to safety for everyone. The Normal Neighborhood Plan introduces a new street type into the range of Ashland streets: the “Shared Street.” A Shared Street is a very low speed street where all modes of transportation 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 traffic 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 lanes helps to support a complete grid of finely-grained urban blocks, and provide access to garages and backyards. Where cottage clusters occur, alleys are critically important to their function. Elsewhere, as in those areas zoned NN-2, specific alley locations within the designated blocks is left to future development for definition, subject to the maximum block length and access management standards.

There is a synergy between the design of the street network, the stormwater management system, and the design of parks and open space. Holistic thinking and a multi-disciplinary approach to street network, stormwater, infrastructure, and parks and open space will support a more attractive and desirable neighborhood, reduce infrastructure costs, and maximize land development potential.

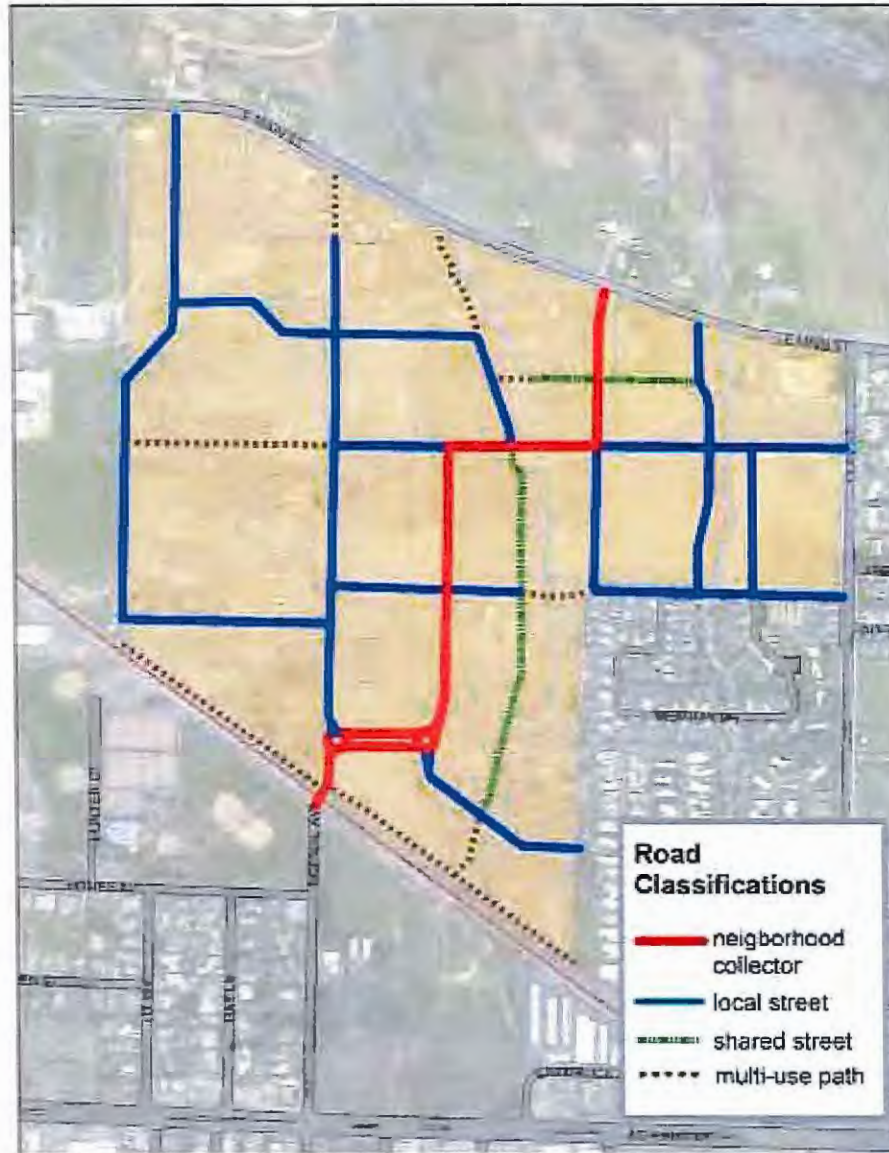
Active Transportation

Active transportation is fundamental to the Normal Neighborhood urban design plan. Active transportation means using human-powered transportation as a convenient choice for many of the activities of daily living. It can also define the critical infrastructure, bike lanes and sidewalks, that communities need to promote safe



Mobility sketches produced at charrette

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Normal Neighborhood Plan Street Network Map

0 200 400 800 Feet



connections to work, school, businesses, playgrounds and green spaces. The natural act of walking and the urban form that results from making the human scale the fundamental of design are keys to the planning and development pattern. 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 walkability makes all modes of travel more efficient, effective, and safe.

The bicycle and pedestrian circulation systems for the Normal Neighborhood will build upon the existing network consistent with adopted City plans and code. Existing facilities in the study area include:

- Sidewalks exist along the extent of Ashland Street and Tolman Creek Road, and along portions of Walker Avenue and Clay Street. East Main Street has shoulders which place pedestrians at risk as speeds are posted as 40 mph. East Main Street cannot be considered part of the pedestrian circulation network until improvements to this street include the sidewalks normally associated with urban development.
- Bicycle facilities exist along all of Ashland Street, Tolman Creek Road and Walker Avenue. The shoulders along East Main Street place bicyclists at risk as speeds are posted as 40 mph. East Main Street cannot be considered part of the bicycle circulation network until improvements to the street include the lower speeds and bicycle lanes normally associated with urban development.
- Existing multi-use trails in the vicinity include the Central Bike Path along the railroad corridor that runs immediately south of the study area. The Bear Creek Greenway runs between Ashland and Central Point, currently terminating at the Ashland Dog Park near the Helman Street/Nevada Street intersection. Trail

development and improvements are proposed for the Clay Creek corridor along the eastern boundary of the Normal Neighborhood Plan area, and the Hamilton Creek Corridor paralleling Tolman Creek Road. Both of these proposed corridors would connect to a future proposed extension of the Bear Creek Greenway that would be located north of the Normal Neighborhood Plan area.

Street Alignment Opportunities to Maximize Solar Exposure

The street alignment maximizes solar orientation and shading opportunities for buildings, consistent with the City's Land Use Code. In particular, the code speaks to incorporating both passive and active solar strategies in the design and orientation of buildings and public spaces. Where the site configuration and locational constraints permit, buildings should be oriented to maximize the solar heat gain in the winter on the south side and, with the combined use of shading, minimizing solar heat gain in the summer.

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East Main and Clay Street Access Points

The Normal Neighborhood urban design plan identifies three vehicular points of access to East Main Street. One of these occurs at the existing driveway connection serving Ashland Middle School and Ashland Gracepoint Nazarene. The two other new connections to East Main Street occur between Cemetery Creek and Clay Creek. The western-most of these is the neighborhood collector extending from the railroad crossing at Normal Avenue to East Main Street. Any additional street access points onto East Main Street or Clay Street, not shown in the Street Framework Map, would require further study and a major amendment to the plan. The Street Network Map provides for two dedicated multi-use path connections to East Main Street to further biking and walking connectivity. As East Main Street is a designated city boulevard, its access spacing for streets and driveways is 300 feet. Access spacing along Clay Street is 100 feet. However it's appropriate that block length and perimeter standards provide the necessary guidance to the spacing of additional connections to Clay Street.

Transit Service and Transit Stops

Transit service is currently provided along Tolman Creek Road to the east of the Normal Neighborhood Plan area, and along Ashland Street to the south. In both instances, the walking distance between the site and existing transit route alignment is greater than the reasonable transit access walking distance of ¼ mile to a bus stop. At some point in the future, if there is sufficient density along East Main Street and/or in the general vicinity of the Normal Neighborhood Plan area, the City should engage the Rogue Valley Transit District (RVTD) in conversations about providing additional transit service. Potentially, this service could be oriented toward development of the north Southern Oregon University campus and other school facilities along Walker Avenue and include more intensely developed portions of East Main Street. At a minimum bus stops, in the area should be spaced no more than 1,000 feet apart. Shelters, seating, trash receptacles and waiting areas should conform to City and RVTD standards. Vehicular circulation through the Normal Neighborhood Plan area should not preclude the provision of direct transit service.

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Normal Neighborhood Collector with One-Sided Parking at Wetland

Normal Neighborhood Collector is the spine of the neighborhood and connects from the south edge of the project area north to East Main Street. It is designed to discourage cut-through traffic and encourage slow speeds that will enhance safety for all modes: cars, bikes, and pedestrians. Speeds will be slow and bicycles will share the travel lanes with cars.

Intersections may be necked-down with bulb-outs to improve safety for pedestrians.

The design of the street network was also influenced by the natural functions of the wetlands and streams. In the center of the plan, the neighborhood collector street skirts Wetland W12. The street edge abutting this restored wetland may have street edge alternatives to allow stormwater flow to recharge this wetland.

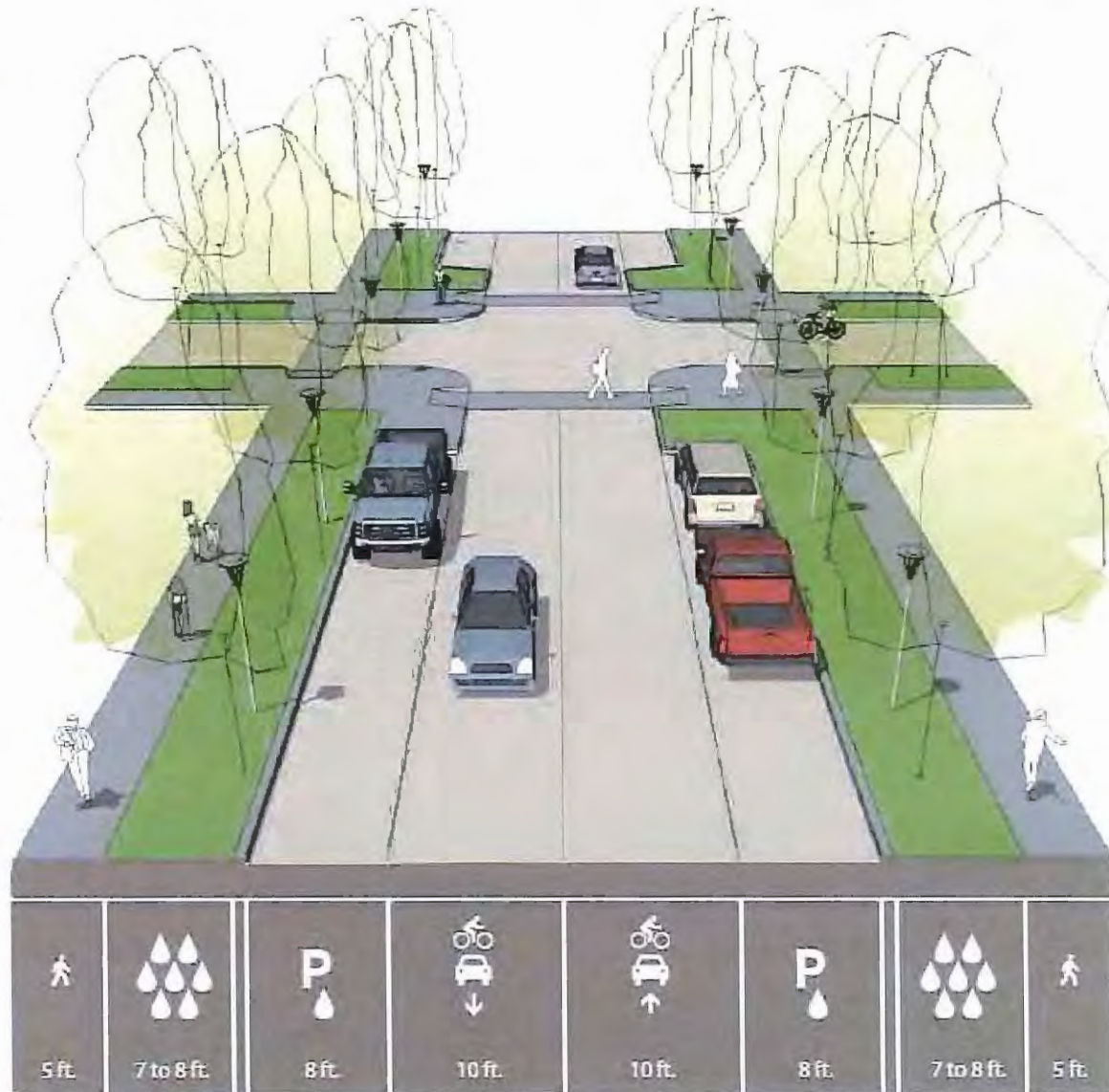
Permeable paving in the parking lanes and flow-through planters in the parkrows reduces the extent of impervious surfaces in the Normal Neighborhood and supports wetland and stream health.

Normal Neighborhood Collector with Two-Sided Parking

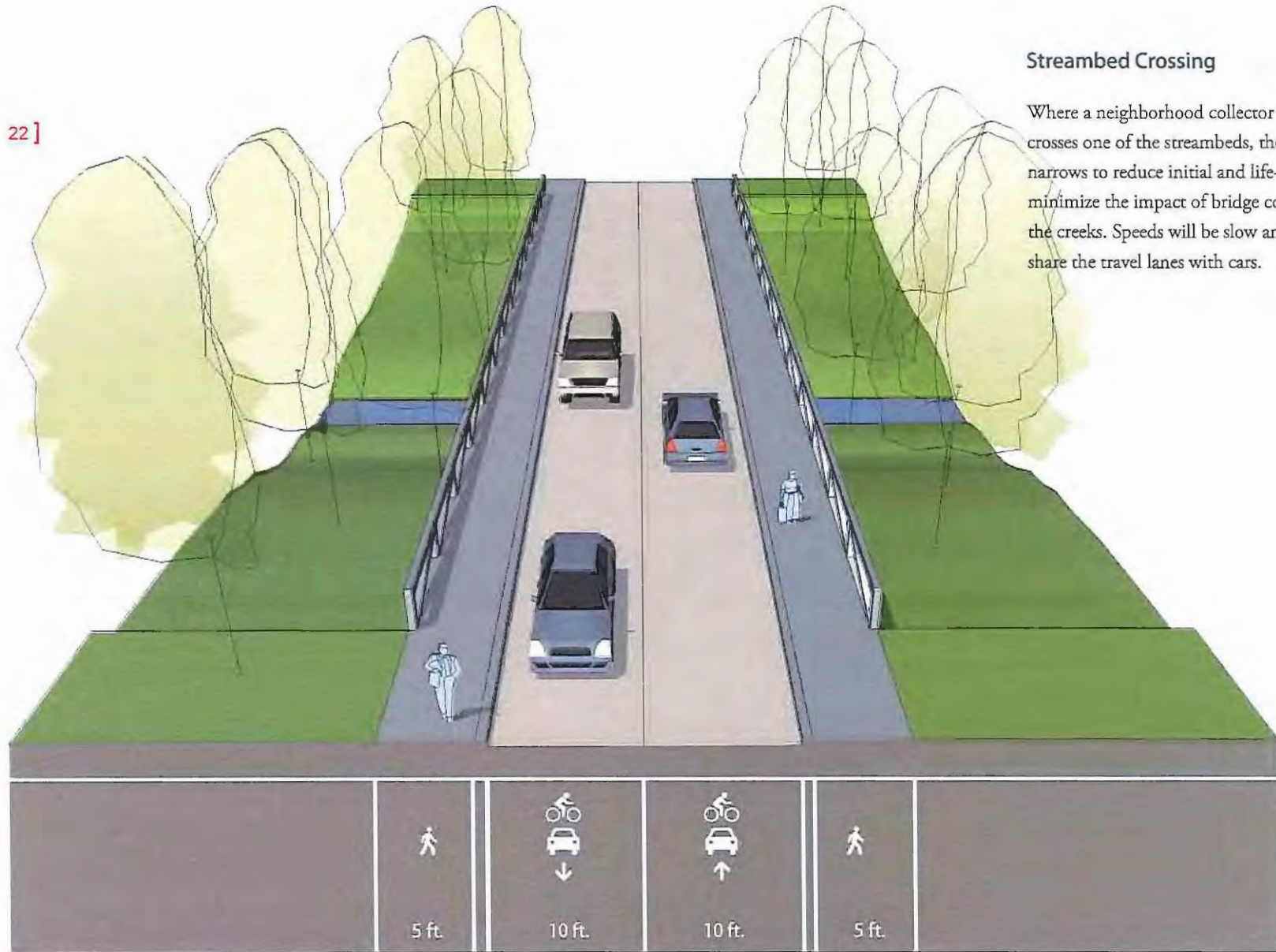
In some areas of the plan, Normal Neighborhood Collector will have parking on two-sides of the street. Speeds will be slow and bicycles will share the travel lanes with cars.

Intersections may be necked-down with bulb-outs to improve safety for pedestrians.

Permeable paving in the parking lanes and flow-through planters in the parkrows reduces the extent of impervious surfaces in the Normal Neighborhood and supports wetland and stream health.



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Streambed Crossing

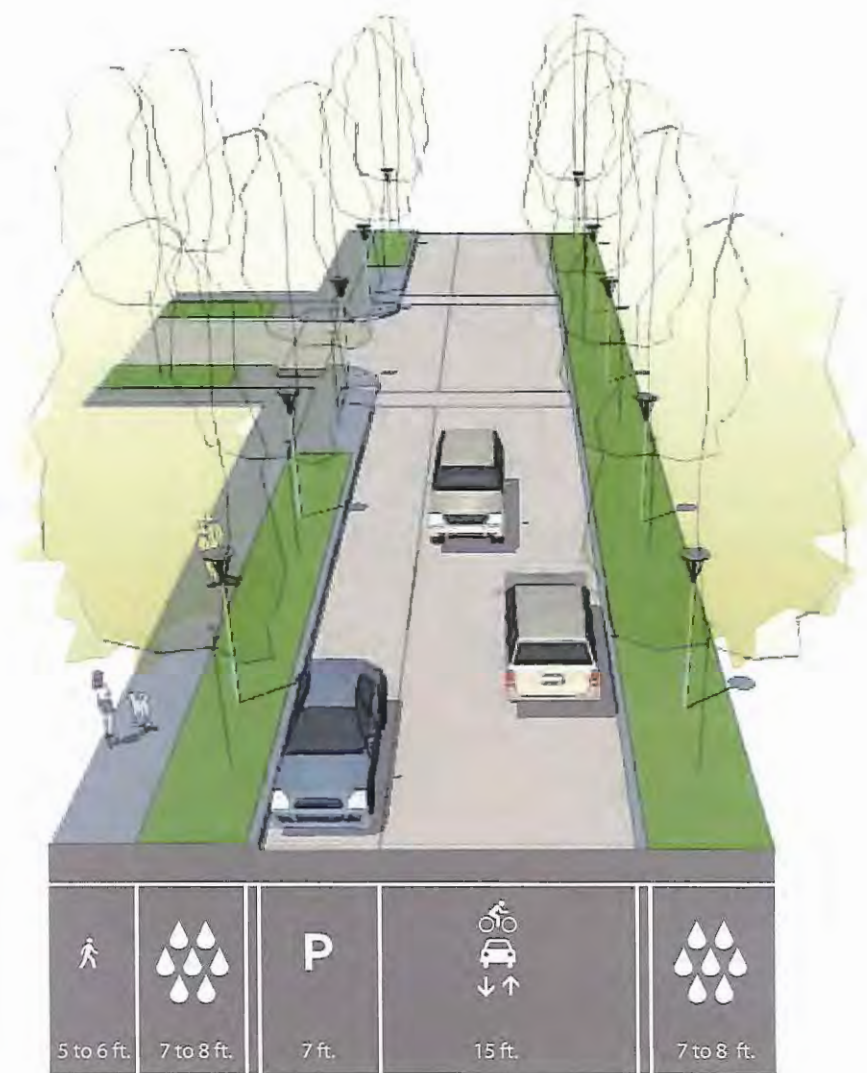
Where a neighborhood collector or street crosses one of the streambeds, the street section narrows to reduce initial and life-cycle costs and minimize the impact of bridge construction on the creeks. Speeds will be slow and bicycles will share the travel lanes with cars.

Neighborhood Queuing Street with One Sided Parking

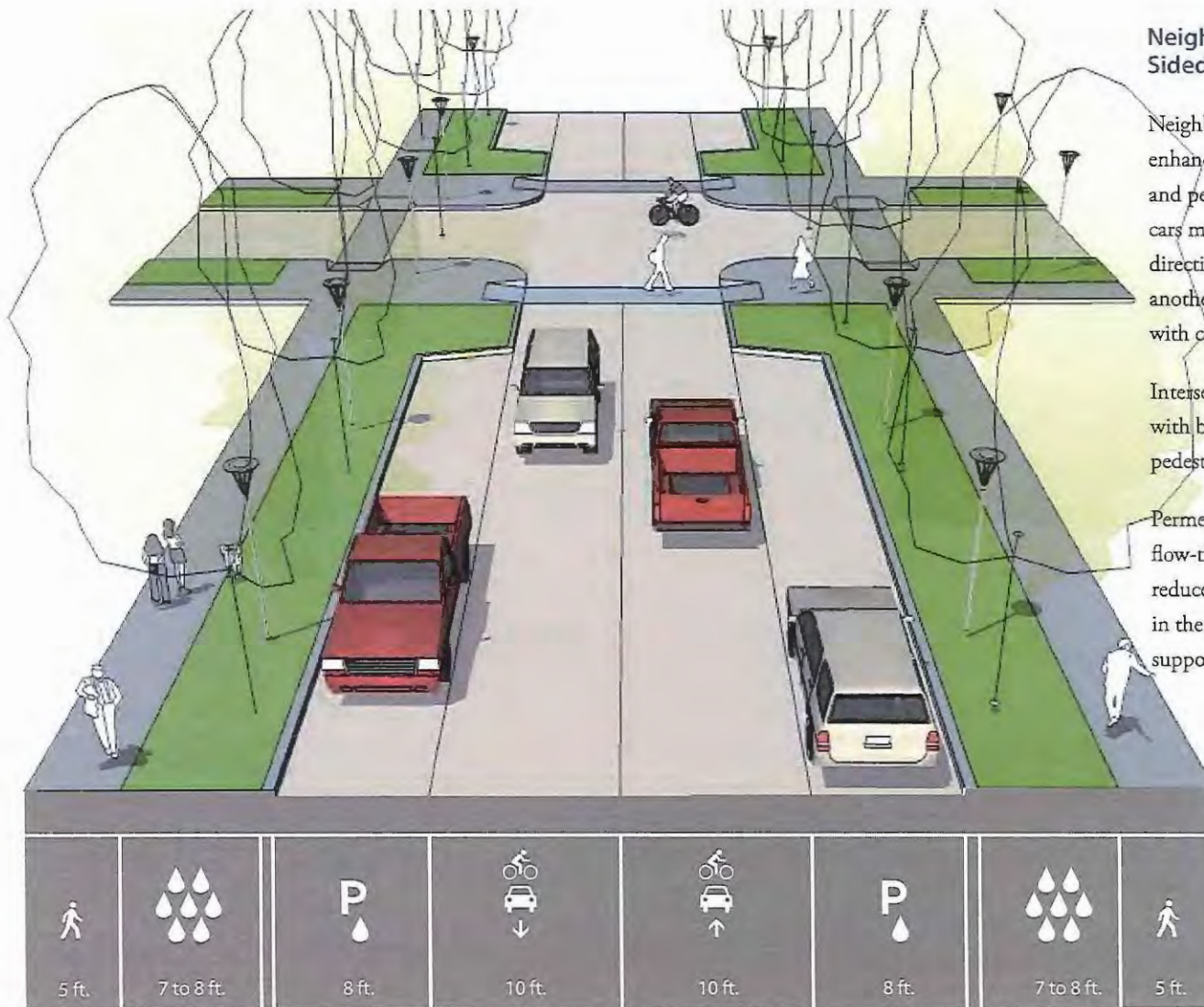
Neighborhood streets are designed to enhance safety for all modes: cars, bikes, and pedestrians. Speeds will be slow and cars meeting each other from opposite directions will slow and yield to one another. Bicycles will share the travel lanes with cars.

Intersections may be necked-down with bulb-outs to improve safety for pedestrians.

Permeable paving in the parking lanes and flow-through planters in the parkrows reduces the extent of impervious surfaces in the Normal Neighborhood and supports wetland and stream health.



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Neighborhood Street with Two-Sided Parking

Neighborhood streets are designed to enhance safety for all modes: cars, bikes, and pedestrians. Speeds will be slow and cars meeting each other from opposite directions will slow and yield to one-another. Bicycles will share the travel lanes with cars.

Intersections may be necked-down with bulb-outs to improve safety for pedestrians.

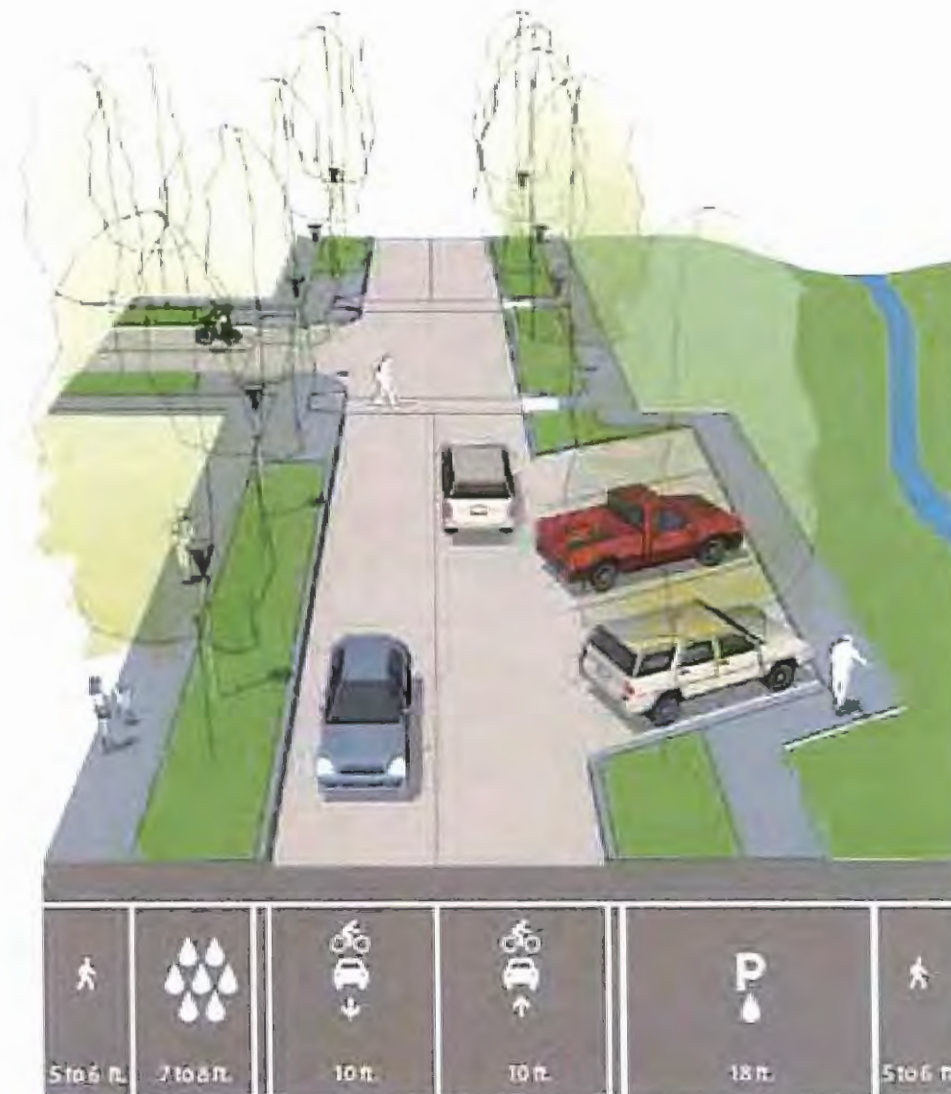
Permeable paving in the parking lanes and flow-through planters in the parkrows reduces the extent of impervious surfaces in the Normal Neighborhood and supports wetland and stream health.

Neighborhood Street with Diagonal Parking

Streets that abut Clay Creek may be locations for an alternative to the typical Neighborhood Street where diagonal parking is accommodated and encourages residents and citizens to park nearby and visit these natural areas. Traffic volumes will be low and slow speeds will enhance safety for all modes: cars, bikes, and pedestrians. Bicycles will share the travel lanes with cars.

Intersections may be necked-down with bulb-outs to improve safety for pedestrians.

Permeable paving in the parking lanes and flow-through planters in the parkrows reduces the extent of impervious surfaces in the Normal Neighborhood and supports wetland and stream health.



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Neighborhood Street with Median

One location at the southern entrance to the Normal Neighborhood has been designed with a central median that separates the travel lanes. This median could be improved with a pedestrian walk, park row, and Bioswales to capture and treat storm water run-off.

Slow speeds will enhance safety for all modes: cars, bikes, and pedestrians. Bicycles will share the travel lanes with cars.

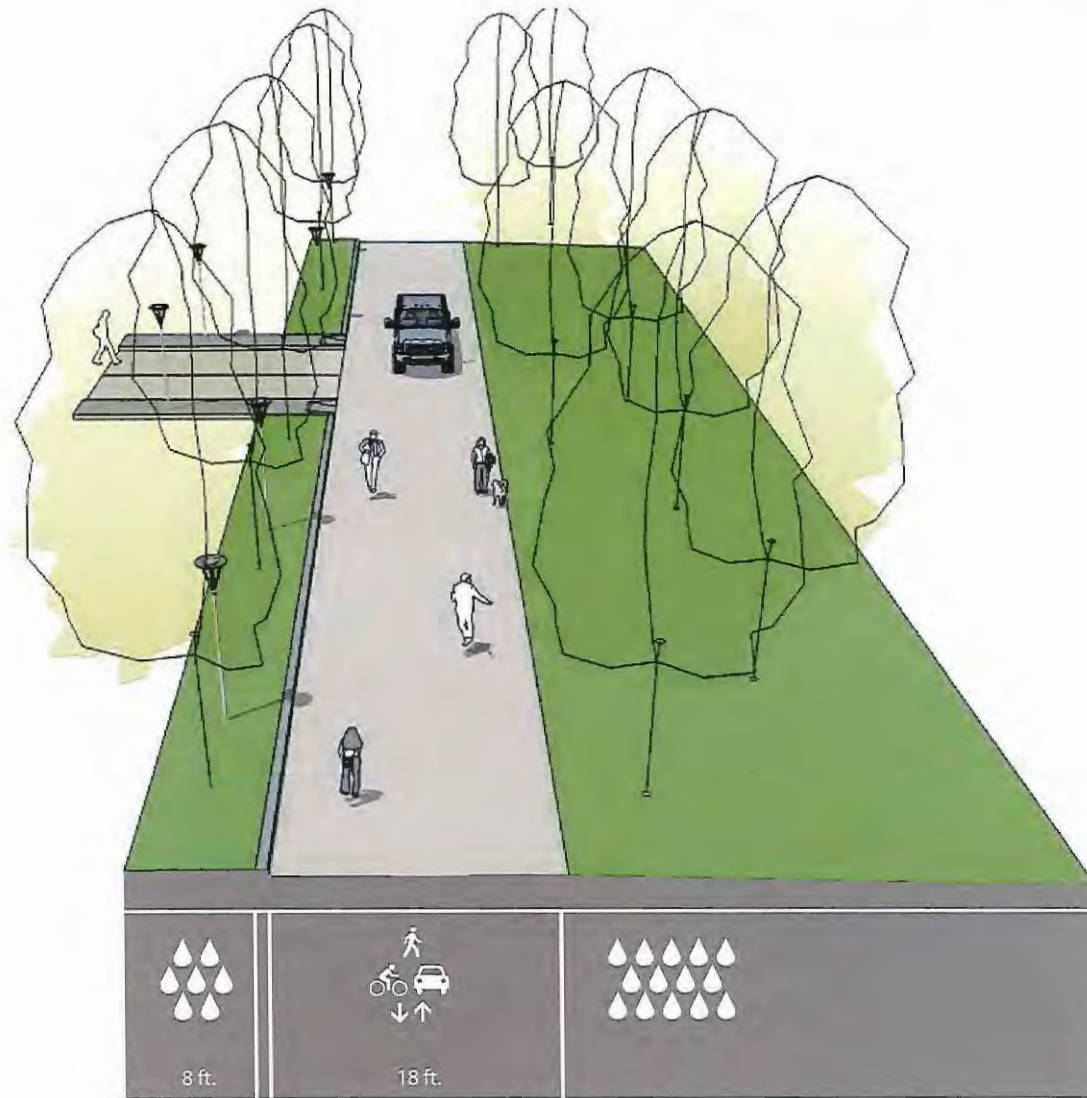
Intersections may be necked-down with bulb-outs to improve safety for pedestrians.

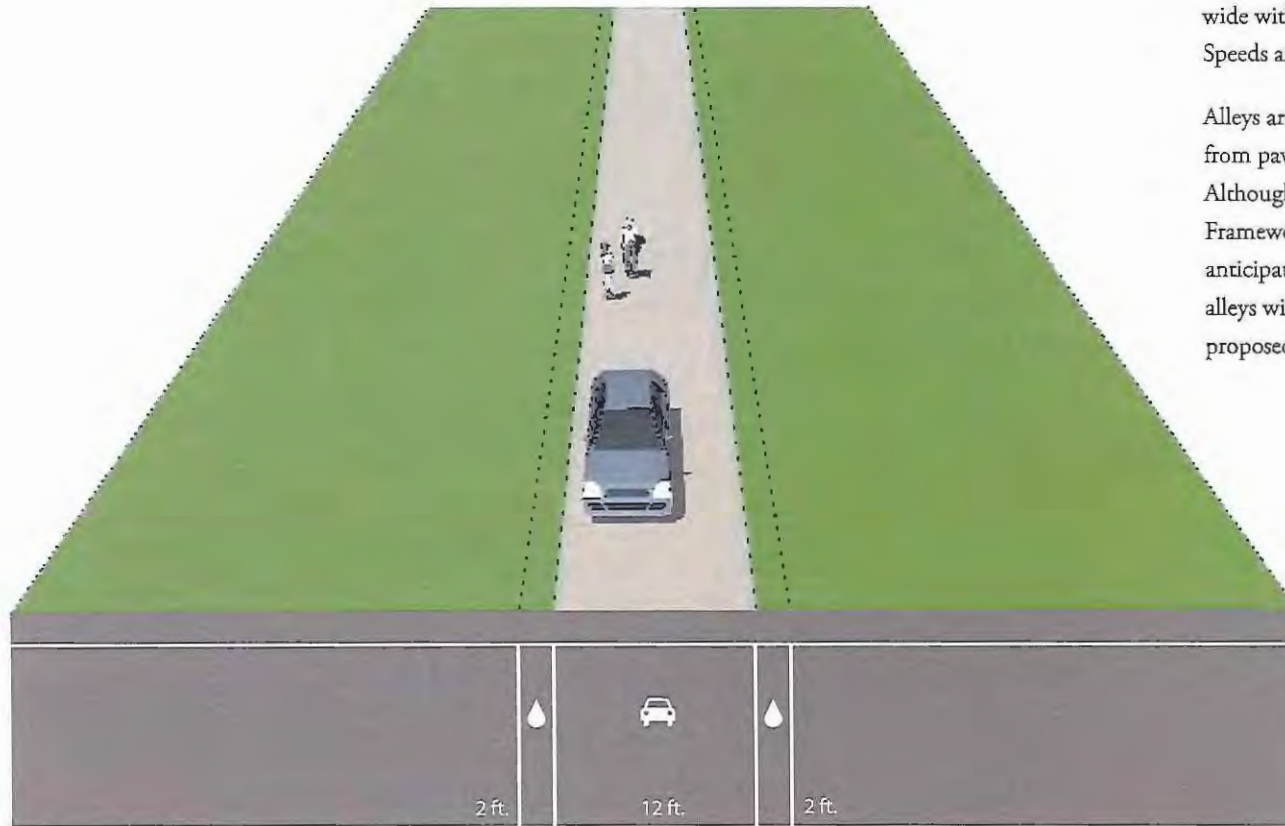
Permeable paving in the parking lanes and flow-through planters in the parkrows reduces the extent of impervious surfaces in the Normal Neighborhood and supports wetland and stream health.

Shared Street

Shared Streets are designed to support a park-like atmosphere where all modes of traffic share a narrow paved surface. Shared Streets are places for people and the automobile is a guest in this street where space is shared among all modes. The pace of walking dictates the speed of all traffic in a shared street.

The narrow street section reduces the extent of impervious surfaces in the Normal Neighborhood and supports wetland and stream health. The proposed locations for the primary Shared Street in the Normal Neighborhood is adjacent to wetlands and stream corridors. Street edge alternatives may permit stormwater flow to re-infiltrate into the ground.





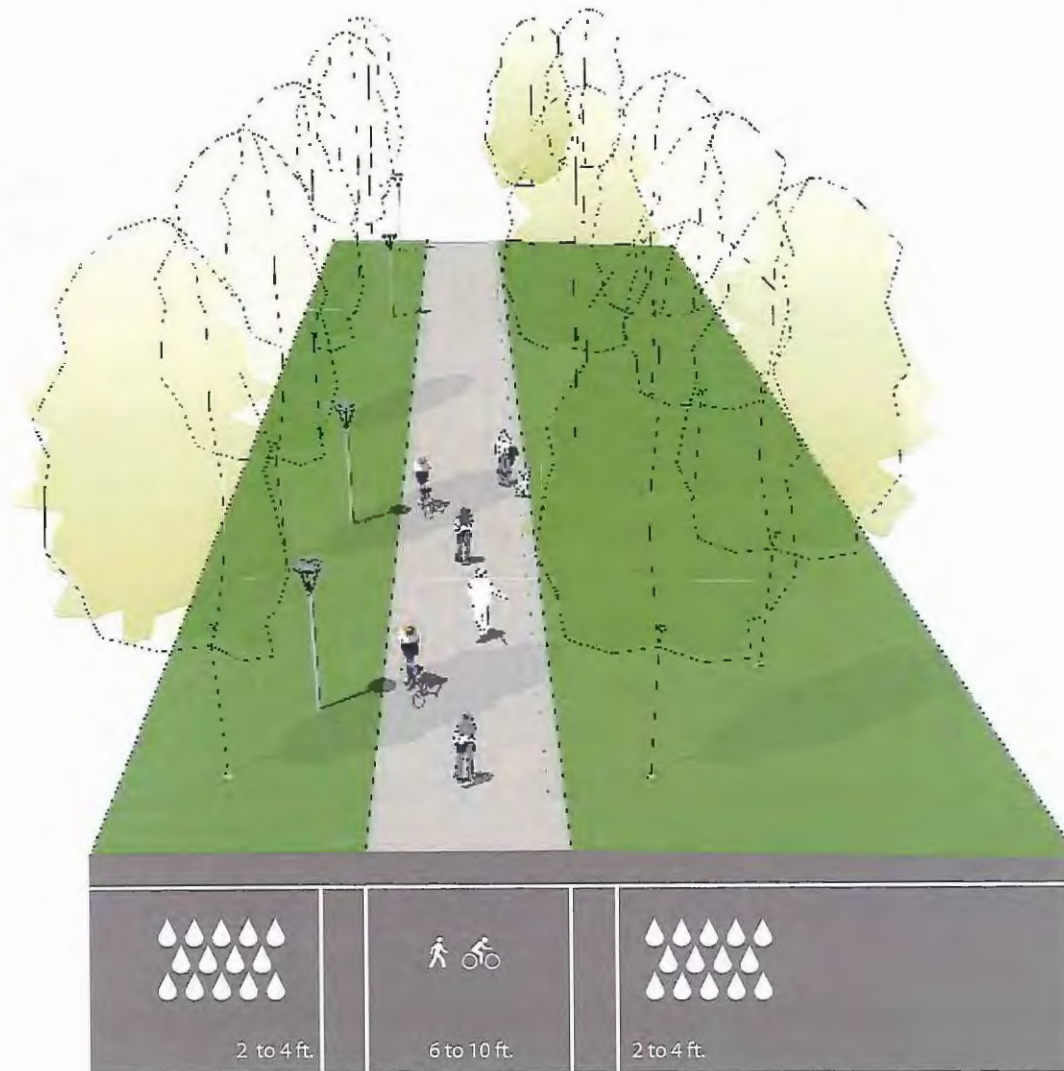
Alleys

Alleys provide off-street access to homes, parking pads, and garages. Alleys, also known as rear lanes, are very narrow and the street section is 12-foot wide with a 2-foot green edge on either side. Speeds are very low.

Alleys are curbless and permit stormwater flow from paved areas to re-infiltrate into the ground. Although the Normal Neighborhood Plan Street Framework does not indicate alley locations, it anticipated alley connections it is anticipated that alleys will provide mid-block internal access within proposed developments.

Multi-Use Path

Multi-use Paths are car-free and support connectivity for pedestrians and bicycles across the Normal Neighborhood. Street sections are narrow and may vary to accommodate unique demands of local conditions.



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Infrastructure/ Stormwater Diagram
Produced at Charrette

Advance Financing and Phasing of Public Improvements

The City will consider establishing an Advance Financing District for off-site public facility improvements, as long as the City and the developer enter into a Development Agreement. The City’s participation in a Normal Neighborhood advance financing district would be intended to achieve a positive impact for the whole of the City.

The construction of a new public street connection to East Main St. will trigger public street improvements along East Main St. The City recognizes that infrastructure and transportation improvements to East Main Street could potentially be completed in phases, dependent upon the impacts of proposed developments within the plan area and supporting Traffic Impact Analysis.

During the first phase of development within the plan area, prior to, or simultaneously with any construction or development that borders East Main Street, improvements shall be made to East Main Street, from Walker Avenue to Clay Street, so that at a minimum:

Travel lanes and turn lane improvements are fully installed a minimum of 250’ on either side of any newly constructed intersection with East Main Street. Full street improvements shall be completed from Walker Ave. to Clay Street upon installation of any second new public street intersection with East Main Street.

Pedestrian and Bicycle improvements shall be installed from Walker Ave. to Clay Street with the initial phase of any annexation and development that borders East Main Street, and shall be completed prior to completion of the proposed development.

Additionally full improvements to the public railroad crossing must be completed concurrently with the annexation and development of properties adjacent to the railroad tracks.

In the event full improvements to East Main Street, or the Railroad crossing, are not required to be completed as part of an application for development and annexation, the applicant shall agree to participate in future improvements of these facilities as a condition of annexation.

INFRASTRUCTURE

Water

No City of Ashland water services extend to the project area and all existing homes in the project study area get their potable and domestic water from wells. The closest municipal water sources are the Lithia main that runs in the East Main Street alignment and an 8-inch main that runs along the full extent of Creek Drive and part of Clay Street.

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Sanitary Sewer

No City of Ashland sanitary sewers extend to the project area; all existing homes in the project study rely on septic systems for disposing of their waste. A single 8-inch service stub connects the Temple Emek Shalom at 1800 East Main Street to the 12-inch sanitary sewer that runs in the Bear Creek Alignment. Other proximate sewer lines include 8-inch sewer lines that run in the Walker Street, Creek Drive, and Clay Street alignments.

Stormwater

Implementation of stormwater management in the Normal Neighborhood should emphasize low-impact development (LID) techniques focused on controlling stormwater at its source rather than moving stormwater offsite though expensive, engineered conveyance systems. The goals of low-impact development are to lower initial construction and reduce life-cycle costs while maintaining natural ecosystem functions: stormwater retention, infiltration, and release that supports stream health and ecological function. Some of the approaches that should be considered for implementation in the Normal Neighborhood Plan area include:

- Bio-swales alongside streets slow stormwater runoff, filter it, and allow it to soak into the ground. Swales improve water quality and reduce in-stream erosion by slowing the velocity of stormwater runoff before it enters the stream. They also cost less to install than curbs, storm drain inlets, and piping systems.
- Bio-retention cells, commonly known as rain gardens, are relatively small-scale, landscaped depressions with a soil mixture that absorbs and filters runoff. Bio-retention cells work well in places like the project area with poorly draining soils.
- Stormwater planters, more engineered than rain gardens, stormwater planters are designed to accept stormwater from adjacent surfaces, and infiltrate stormwater through the ground to a pipe connected to a storm sewer or, where practicable, to natural features such as the wetlands, Clay Creek or Cemetery Creek.
- Flow-through planters, within developments with higher floor area ratios, flow-through planters are a sound solution. Flow-through planters do not infiltrate into the ground; they are filled with an engineered mixture

of gravel and soil and planted. Flow-through planters store stormwater runoff temporarily, filter sediment and pollutants, and slow the flow of rainfall to storm sewers which can be smaller in size and less costly to engineer and build.

- Cisterns and rain barrels collect rainwater from roofs. They can provide water for garden or lawn irrigation, reducing water bills and conserving municipal water supplies. The City currently provides a rain barrel guide for homeowners and contractors.
- Green roofs are partially or completely covered with plants. Green roofs help mitigate the tendency for urban areas to have higher summer temperatures, and reduce peak stormwater flows. The vegetated cover also protects and insulates the roof, extending its life and reducing energy costs.

Understanding infiltration capacity and rates for stormwater re-infiltration in the study area will be critically important to the design and engineering of future stormwater systems –conventional and low-impact alike. Preliminary data from the USDA Natural Resources Conservation Service and a Custom Soil Resource Report for Jackson County show that the soils in the area generally drain very poorly. A detailed assessment of soils must be a part of pre-development geotechnical investigations.

SUSTAINABILITY

Sustainability is not a discrete element, independent of the preceding framework elements. The most successful strategies for sustainability will be to build them into each framework element of the plan. The wide range of housing types and the mix of permitted land uses is fundamentally sustainable because compact urban form encourages active transportation as a convenient first choice; a range of housing choices means that there is a home in the neighborhood for every stage of life; and protection of wetlands and restoration of the creek habitat brings nature in while it also provides lower impact –and less costly– solutions to infrastructure. The City of Ashland is committed to the development of a vibrant livable community. The design of the Normal Neighborhood Plan is consistent with the framework of the US Green Building Council LEED Neighborhood Development and the Sustainable Sites Initiative (SITES). Both the LEED ND rating system established USGBC and SITES establish sets of performance standards for certifying the planning and development of neighborhoods. Their intent is to promote healthful, durable, affordable, and environmentally sound practices in building design and construction. Because no rating system for sustainable design and construction will be a prerequisite for development, it is all the more essential that the elements of sustainability are built into each of the frameworks for the Normal Neighborhood : Housing and Land Use; Greenway and Open Space; Mobility; and Infrastructure.

PLAN MONITORING AND UPDATES

Neighborhood plans, by their nature, are subject to periodic review and changes to reflect changing local conditions, demographic shifts, and other factors. To monitor the plan's implementation the City Council will evaluate the Normal Neighborhood Plan either ten years following the plan's adoption, or upon the cumulative land use approval of 150 dwelling units or more, whichever occurs earlier. The purpose of this review is ensure the neighborhood's development is consistent with the objectives of the Normal Neighborhood Plan.

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The City Council may initiate revisions to the Normal Neighborhood Plan at their discretion at any time should the any of the following conditions warrant plan adjustments:

- The Neighborhood Plan no longer reflects the community's current goals and objectives;
- The Neighborhood Plan is in conflict with current city or state policies;
- Conditions have materially changed so that projected trends in land use, population, housing needs, economic conditions, local services, natural resources, or other elements are no longer accurate;
- Experience with the Neighborhood Plan and the goals and policies, regulations and other measures employed to implement the Neighborhood Plan suggests the need to improve the clarity and effectiveness of the Neighborhood Plan.

The City Council may determine upon review that modifications to the plan are unnecessary. In the event the City Council determines major changes to the plan, or legislative changes to the Land Use Ordinance, are necessary to respond to current conditions, revisions to the plan will be subject to a approval process consistent with Chapter 18.3.4 and Chapter 18.5.9 of the Land Use Code and will be reviewed in consideration of public input from the neighborhood.

ORDINANCE NO. 3118

AN ORDINANCE AMENDING THE STREET DEDICATION MAP, PLANNED INTERSECTION AND ROADWAY IMPROVEMENT MAP, AND PLANNED BIKEWAY NETWORK MAP OF THE ASHLAND TRANSPORTATION SYSTEM PLAN FOR THE NORMAL NEIGHBORHOOD PLAN AREA, AND AMENDING STREET DESIGN STANDARDS WITHIN THE ASHLAND MUNICIPAL CODE CHAPTER 18.4.6 TO ADD A NEW SHARED STREET CLASSIFICATION.

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

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

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

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

WHEREAS, the City of Transportation Commission considered the above-referenced amendments to the Transportation System Plan at a duly advertised public hearing on April 23, 2015 and following deliberations recommended approval of the amendments by a vote of 6-0; and

WHEREAS, the City of Ashland Planning Commission considered the above-referenced amendments to the Transportation System Plan at a duly advertised public hearing on July 28, 2015 and August 11, 2015, and following deliberations recommended approval of the amendments by a vote of 5-0; and

WHEREAS, the City Council of the City of Ashland conducted a duly advertised public hearing on the above-referenced amendments on September 1, 2015, September 15, 2015, and October 6, 2015; and

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

WHEREAS, the Ashland Comprehensive Plan includes goals and policies intended to work towards creating an integrated land use and transportation system to address the Transportation Planning Rule (TPR) Oregon Administrative Rule 660-012-0000 directive for "... coordinated land use and transportation plans should ensure that the planned transportation system supports a pattern of travel and land use in urban areas that will avoid the air pollution, traffic and livability problems faced by other large urban areas of the country through measures designed to increase transportation choices and make more efficient use of the existing transportation system."; and

WHEREAS, the Street Dedication Map, Planned Intersection and Roadway Improvement Map and Planned Bikeway Network Map are adopted official maps for long range planning purposes, and are periodically amended to identify streets and pedestrian and bicycle paths that will be needed in the future to connect the street network and provide access to undeveloped areas within the Urban Growth Boundary (UGB); and

WHEREAS, the Ashland Comprehensive Plan includes the following policies addressing street dedications: 1) Development of a modified grid street pattern shall be encouraged for connecting new and existing neighborhoods during subdivisions, partitions, and through the use of the Street Dedication map. (10.09.02.32); and 2) Street dedications shall be required as a condition of land development. A future street dedication map shall be adopted and implemented as part of the Land Use Ordinance. (10.09.02.34).; and

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

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

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

SECTION 2. The officially adopted City of Ashland Street Dedication Map, referenced in Ashland as Figure 10-1 in the Ashland Transportation System Plan is hereby amended to include the Normal Neighborhood Plan Street Network attached hereto as Exhibit A.

SECTION 4. The City of Ashland Planned Bikeway Network Map, referenced in the Ashland Transportation System Plan as Figure 8-1. is hereby amended to include the Normal Neighborhood Plan Pedestrian and Bicycle Network attached hereto as Exhibit B.

SECTION 5. The City of Ashland Planned Intersection and Roadway Improvement Map, referenced in the Ashland Transportation System Plan as Figure 10-3. is hereby amended to include East Main Street as a Planned Avenue from Walker Avenue to Ashland St.

SECTION 6. The Ashland Municipal Code Chapter 18.4.6.040, Street Design Standards, street classification table is hereby amended to include a new classification of “Shared Street” as follows

18.4.6.040 F. Design Standards. A description of street design standards for each street classification follows in Table 18.4.6.040.F and subsection 18.4.6.040.G. All elements listed are required unless specifically noted, and dimensions and ranges represent minimum standard or ranges for the improvements shown. The approval authority may require a dimension within a specified range based upon intensity of land use, existing and projected traffic and pedestrian volumes, or when supported through other applicable approval standards. The approval authority may approve dimensions and ranges greater than those proposed by an applicant.

Table 18.4.6.040.F: City of Ashland Street Design Standards

TYPE OF STREET	AVERAGE DAILY TRIPS (ADT)	RIGHT-OF-WAY WIDTH	CURB-TO-CURB PAVEMENT WIDTH	WITHIN CURB-TO-CURB AREA				CURB <i>on both sides</i>	PARK-ROW <i>on both sides</i>	SIDE-WALKS <i>on both sides</i>
				MOTOR VEHICLE TRAVEL LANES	MEDIAN AND/OR CENTER TURN LANE	BIKE LANES <i>on both sides</i>	PARK-ING			
2-Lane Boulevard	8,000 to	61'-87'	34'	11'	none	6'	8'-9'	6"	5'-8' ¹	6'-10' ²
3-Lane Boulevard	30,000	73'-99'	46'	11'	12'	6'	8'-9'	6"	5'-8' ¹	6'-10' ²
5-Lane Boulevard		95'-121'	68'	11'	12'	6'	8'-9'	6"	5'-8' ¹	6'-10' ²
2-Lane Avenue	3,000 to	59'-86'	32'-33'	10'-10.5'	none	6'	8'-9'	6"	5'-8' ¹	6'-10' ²
3-Lane Avenue	10,000	70.5'-97.5'	43.5'-44.5'	10'-10.5'	11.5'	6'	8'-9'	6"	5'-8' ¹	6'-10' ²
Neighborhood Collector, Residential	1,500 to 5,000				NA	NA ³				
No Parking		49'-51'	22'	11'			none	6"	8'	5'-6'
Parking One Side		50'-56'	25'-27'	9'-10'			7'	6"	7'-8'	5'-6'
Parking Both Sides		57'-63'	32'-34'	9'-10'			7'	6"	7'-8'	5'-6'
Neighborhood Collector, Commercial										
Parallel Parking One Side		55'-65'	28'	10'			8'	6"	5'-8' ¹	8'-10' ²
Parallel Parking Both Sides		63'-73'	36'	10'			8'	6"	5'-8' ¹	8'-10' ²
Diagonal Parking One		65'-74'	37'	10'			17'	6"	5'-8' ¹	8'-10' ²

Table 18.4.6.040.F: City of Ashland Street Design Standards

TYPE OF STREET	AVERAGE DAILY TRIPS (ADT)	RIGHT-OF-WAY WIDTH	CURB-TO-CURB PAVEMENT WIDTH	WITHIN CURB-TO-CURB AREA				CURB <i>on both sides</i>	PARK-ROW <i>on both sides</i>	SIDE-WALKS <i>on both sides</i>
				MOTOR VEHICLE TRAVEL LANES	MEDIAN AND/OR CENTER TURN LANE	BIKE LANES <i>on both sides</i>	PARK-ING			
Side										
Diagonal Parking Both Sides		81'-91'	54'	10'			17'	6"	5'-8' ¹	8'-10' ²
Neighborhood Street Parking One Side	less than 1,500	47'-51'	22'	15' Queuing	NA	NA ³	7'	6"	5'-8' ²	5'-6'
Neighborhood Street Parking Both Sides		50'-57'	25'-28'	11'-14' Queuing			7'	6"	5'-8' ²	5'-6'
Private Drive ⁴	Less than 100	15'-20'	12'-15'	Queuing	NA	NA	NA	NA	NA	NA
Shared Street	Less than 1500	25'	18' paved	12'	NA	NA	NA	NA	NA	NA
Alley	NA	16'	12' paved width, 2' strips on both sides	NA	NA	NA	NA	NA	NA	NA
Multi-Use Path	NA	12'-18'	6'-10' paved width, 2'-4' strips on both sides	NA	NA	NA	NA	NA	NA	NA

1) 7' – 8' landscape parkrow shall be installed in residential areas; 5' hardscape parkrow with tree wells shall be installed in commercial areas on streets with on-street parking lanes, or 7' landscape parkrow may be used in commercial areas on streets without on-street parking lanes or where the street corridor includes landscaped parkrow. Street Trees shall be planted in parkrows pursuant to 18.4.4.030.

2) 6' sidewalk shall be installed in residential areas; 8'-10' sidewalk shall be installed in commercial areas; 10' sidewalk shall be required on boulevards in the Downtown Design Standards Zone.

3) Bike lanes are generally not needed on streets with low volumes (less than 3,000 ADT) or low motor vehicle travel speeds (less than 25mph). For over 3,000 ADT or actual travel speeds exceeding 25 mph, 6' bike lanes; one on each side of the street moving in the same direction as motor vehicle traffic

4) 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.

SECTION 7. The Ashland Municipal Code Chapter subsection 18.4.6.040 G, Street Design Standards, is hereby amended to add a new classification of “Shared Street” as follows:

18.4.6.040.G.8
Shared Street

Provides access to residential uses in an area in which right-of-way is constrained by natural features, topography or historically significant structures. Shared Streets may additionally be used in circumstances where a slower speed street, collectively shared by pedestrians, bicycles, and autos, is a functional and preferred design alternative. The design of the street should emphasize a slower speed environment and provide clear physical and visual indications the space is shared across modes. See Figure 18.4.6.040.G.8.

Prototypical Section: Shared Street

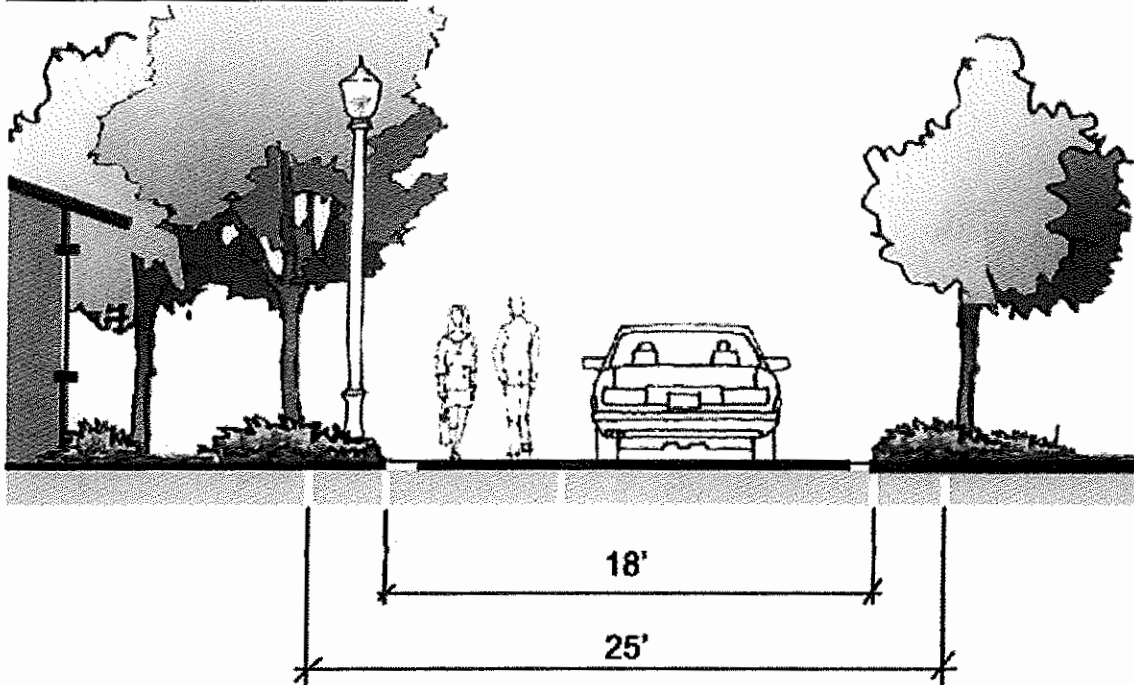


Figure 18.4.6.040.G.8
Shared Street

Street Function: Provide vehicular, pedestrian, and bicycle neighborhood circulation and access to individual residential and commercial properties designed to encourage socializing with neighbors, outdoor play for children, and creating comfortable spaces for walking and biking.

Connectivity: Connects to all types of streets.

Average Daily Traffic: 1,500 or less motor vehicle trips per day.

Managed Speed: Motor vehicle travel speeds should be below 15 mph.

Right-of-Way Width: 25'

Pavement width: 18' minimum, maintaining full fire truck access and minimum turning paths at all changes in alignment and intersections.

Motor Vehicle Travel Lanes: Minimum 12' clear width.

Bike Lanes: Not applicable. Bicyclists can share the travel lane and easily negotiate these low use areas.

Parking: Parking and loading areas may be provided within the right of way with careful consideration to ensure parked vehicles do not obstruct pedestrian, bicycles, or emergency vehicle access.

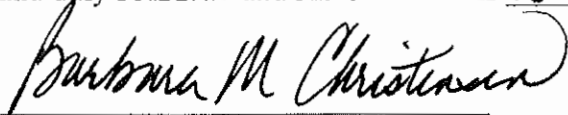
Parkrow: Not applicable.

Sidewalks: Not applicable. Pedestrians can share the travel lane and easily negotiate these low use areas. Refuge areas are to be provided within the right of way to allow pedestrians to step out of the travel lane when necessary.

SECTION 8. Severability. The sections, subsections, paragraphs and clauses of this ordinance are severable. The invalidity of one section, subsection, paragraph, or clause shall not affect the validity of the remaining sections, subsections, paragraphs and clauses.

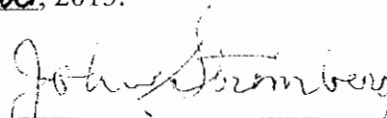
SECTION 9. Codification. Provisions of this Ordinance shall be incorporated in the City Comprehensive Plan and the word "ordinance" may be changed to "code", "article", "section", or another word, and the sections of this Ordinance may be renumbered, or re-lettered, provided however that any Whereas clauses and boilerplate provisions (i.e. Sections 1, 3-5 need not be codified and the City Recorder is authorized to correct any cross-references and any typographical errors.

The foregoing ordinance was first read by title only in accordance with Article X, Section 2(C) of the City Charter on the 6 day of October, 2015, and duly PASSED and ADOPTED this 15 day of December, 2015.




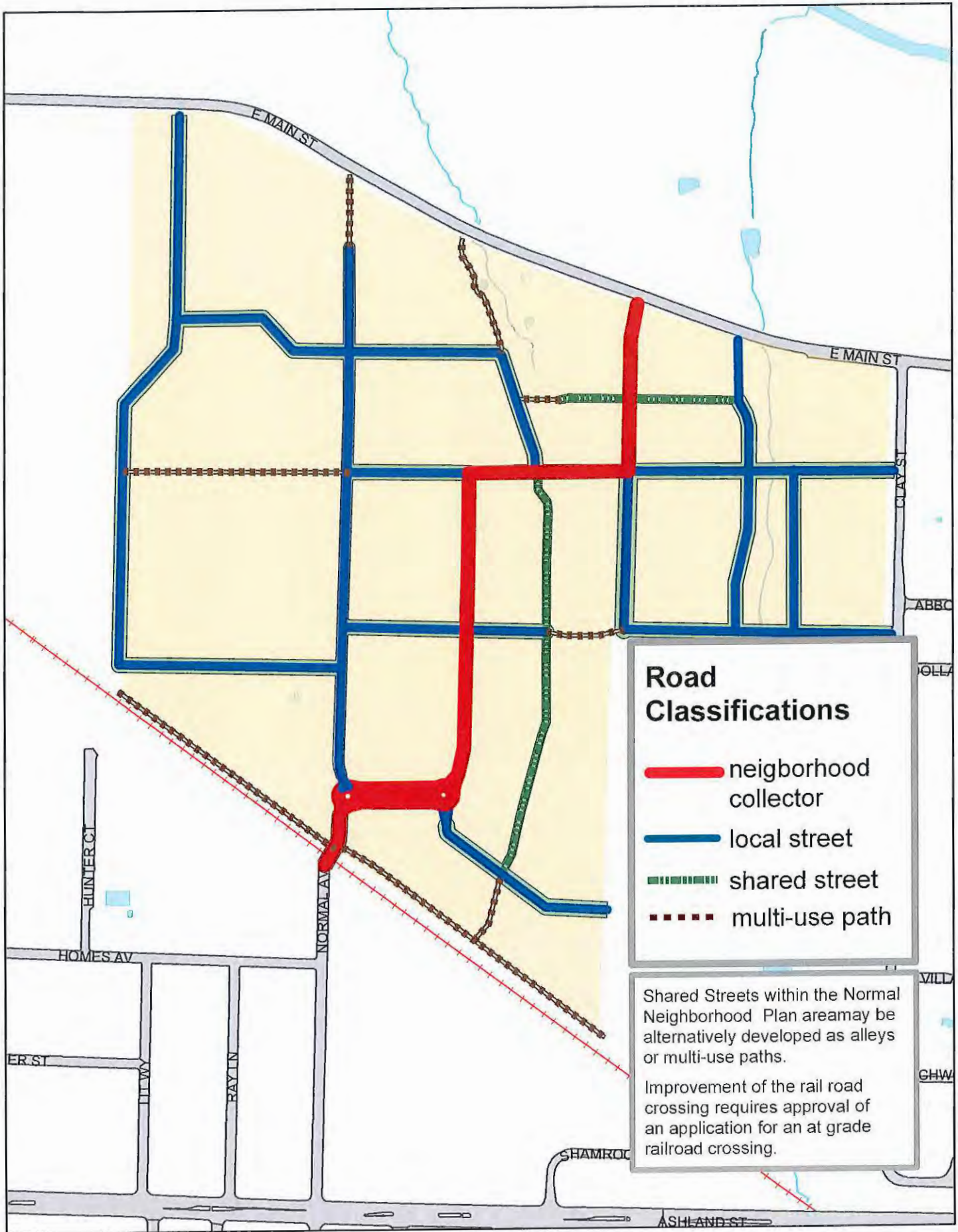
Barbara M. Christensen, City Recorder

SIGNED and APPROVED this 16 day of December, 2015.

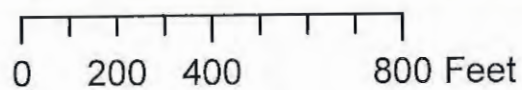

John Stromberg, Mayor

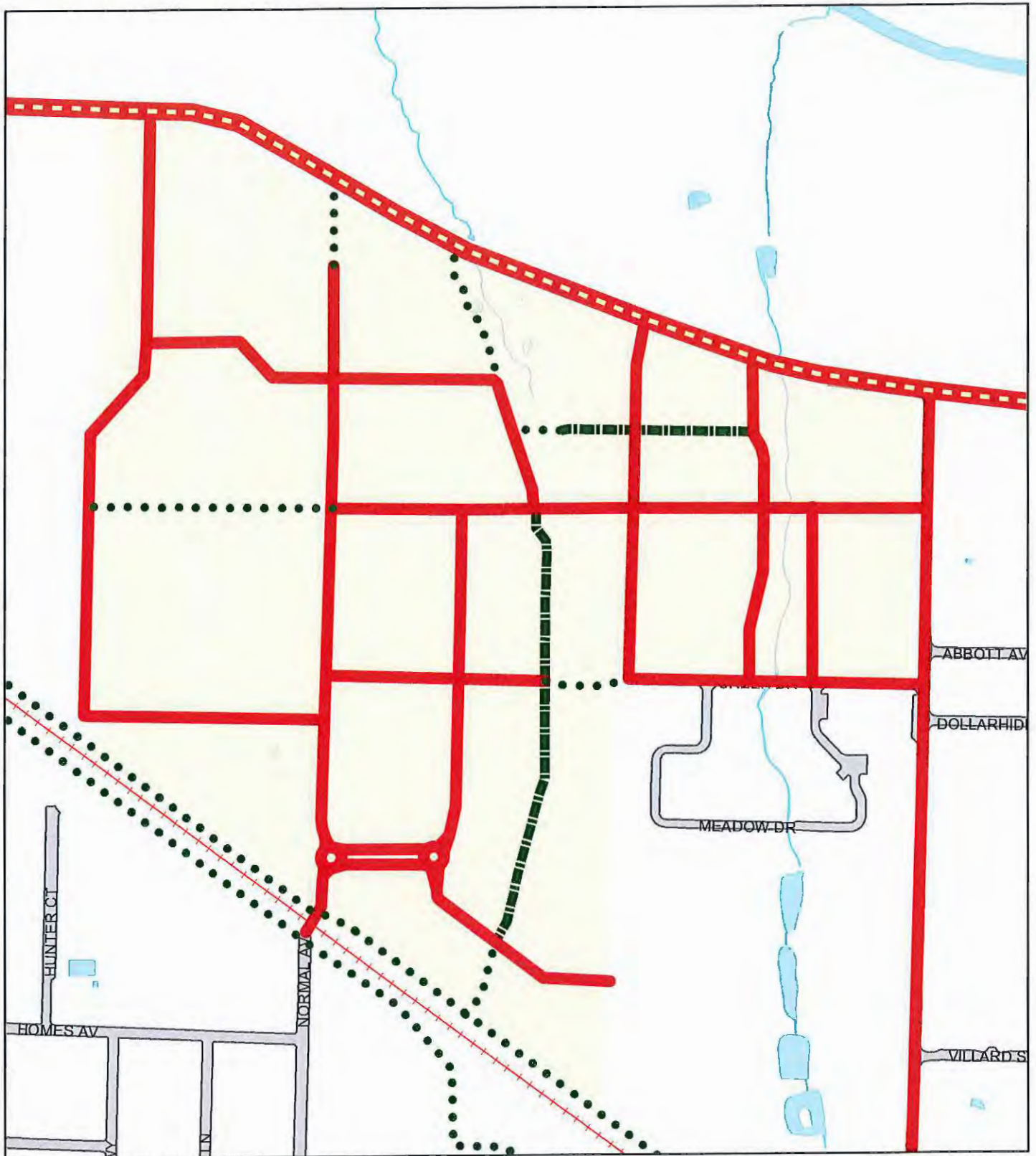
Reviewed as to form.


David Lohman, City Attorney

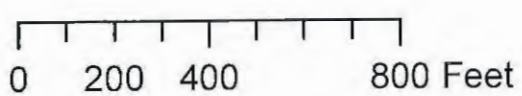


Normal Neighborhood Plan Street Network Map





Normal Neighborhood Plan Pedestrian and Bicycle Network



- Avenue with sidewalks & bikelanes
- Streets with sidewalks
- Shared Street
- Multi-use path



ORDINANCE NO. 3119

AN ORDINANCE AMENDING THE ASHLAND MUNICIPAL CODE CREATING A NEW CHAPTER 18.3.4 NORMAL NEIGHBORHOOD DISTRICT, AMENDING CHAPTER 18.2.1.020 TO ADD A NORMAL NEIGHBORHOOD ZONING CLASSIFICATION, AND AMENDING CHAPTER 18.2.1.040 TO ADD A NORMAL NEIGHBORHOOD SPECIAL DISTRICT.

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

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

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

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

WHEREAS, the City of Ashland is projected to grow by approximately 3,250 residents by 2030 and 2,000 employees by 2027, and the City Council reaffirmed the long-standing policy of accommodating growth within the Ashland Urban Growth Boundary rather than growing outward into surrounding farm and forest lands in the Greater Bear Creek Valley Regional Problem Solving (RPS) planning process; and

WHEREAS, the City of Ashland seeks to balance projected population and employment growth with the community goal of retaining a district boundary and preventing sprawling development, and to this end examines opportunities to use land more efficiently for housing and businesses; and

WHEREAS, the City of Ashland continues the community's tradition of integrating land use and transportation planning, and using sustainable development measures such as encouraging a mix and intensity of uses on main travel corridors to support transit service and use, integrating affordable housing opportunities, and reducing carbon emissions by providing a variety of transportation options; and

WHEREAS, the City conducted a planning process involving a series of public workshops, on-line forum, key participant meetings and study sessions from October 2011 through July 2015

involving a three-step process in which participants identified the qualities that make a successful neighborhood, developed vision statements for the study area, and reviewed and revised plans illustrating an example of what development might look when the 94 acre is incorporated into the City of Ashland; and

WHEREAS, the final report for the Normal Neighborhood Plan included recommended amendments to the zoning map and land use ordinance which would support the development of the neighborhood as envisioned in the planning process being small walkable neighborhood modules that provide concentrations of housing grouped in a way to encourage more walking, cycling and transit use; and

WHEREAS, the City of Ashland Planning Commission considered the above-referenced recommended amendments to the Ashland Municipal Code and Land Use Ordinances at a duly advertised public hearing on July 28, 2015 and August 11, 2015, and following deliberations, recommended approval of the amendments by a vote of 5-0; and

WHEREAS, the City Council of the City of Ashland conducted a duly advertised public hearing on the above-referenced amendments on September 1, 2015, September 15, 2015, and October 6, 2015; and following the close of the public hearing and record, deliberated and conducted first and second readings approving adoption of the Ordinance in accordance with Article 10 of the Ashland City Charter; and

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

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

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

SECTION 2. A new Chapter 18.3.4 of the Ashland Municipal Code creating a new overlay district [Normal Neighborhood District] set forth in full codified form on the attached Exhibit A and made a part hereof by this reference, is hereby added to the Ashland Municipal Code.

SECTION 3. Chapter 18.2.1.020, of the Zoning Regulations and General Provisions section of the Ashland Municipal Code, is hereby amended to read as follows:

18.2.1.020 Zoning Map and Classification of Zones

For the purpose of this ordinance, the City is divided into zones designated and depicted on the Zoning Map, pursuant to the Comprehensive Plan Map, and summarized in Table 18.2.1.020.

Table 18.2.1.020	
Base Zones	Overlay Zones
Residential - Woodland (WR)	Airport Overlay
Residential - Rural (RR)	Detail Site Review Overlay
Residential - Single-Family (R-1-10, R-1-7.5, and R-1-5)	Downtown Design Standards Overlay
Residential - Suburban (R-1-3.5)	Freeway Sign Overlay
Residential - Low Density Multiple Family (R-2)	Historic District Overlay
Residential - High Density Multiple Family (R-3)	Pedestrian Place Overlay
Commercial (C-1)	Performance Standards Options Overlay
Commercial – Downtown (C-1-D)	Physical and Environmental Constraints Overlay
Employment (E-1)	-Hillside Lands
Industrial (M-1)	-Floodplain Corridor Lands
	-Severe Constraints Lands
	-Water Resources
	-Wildfire Lands
	Residential Overlay
Special Districts	
Croman Mill District (CM)	
Health Care Services District (HC)	
Normal Neighborhood (NN)	
North Mountain Neighborhood District (NM)	
Southern Oregon University District (SOU)	

SECTION 4. Chapter 18.2.1.040, of the Zoning Regulations and General Provisions section of the Ashland Municipal Code, is hereby amended to read as follows:

18.2.1.040 Applicability of Zoning Regulations

Part 18.2 applies to properties with base zone, special district, and overlay zone designations, as follows:

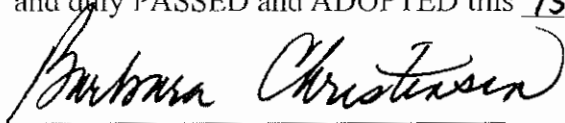
Table 18.2.1.040: Applicability of Standards to Zones, Plan Districts and Overlays	
Designation	Applicability
Base Zones	
Residential - Woodland (WR)	Chapter 18.2 Applies Directly
Residential - Rural (RR)	Chapter 18.2 Applies Directly
Residential - Single-family (R-1-10, R-1-7.5, R-1-5)	Chapter 18.2 Applies Directly
Residential - Suburban (R-1-3.5)	Chapter 18.2 Applies Directly
Residential - Low Density Multiple Family (R-2)	Chapter 18.2 Applies Directly
Residential - High Density Multiple Family (R-3)	Chapter 18.2 Applies Directly
Commercial (C-1)	Chapter 18.2 Applies Directly
Commercial - Downtown (C-1-D)	Chapter 18.2 Applies Directly
Employment (E-1)	Chapter 18.2 Applies Directly
Industrial (M-1)	Chapter 18.2 Applies Directly

<i>Table 18.2.1.040: Applicability of Standards to Zones, Plan Districts and Overlays</i>	
<i>Designation</i>	<i>Applicability</i>
<i>Special Districts</i>	
<i>Croman Mill District Zone (CM)</i>	<i>CM District Replaces chapter 18.2</i>
<i>Health Care Services Zone (HC)</i>	<i>NN District Replaces chapter 18.2</i>
<i>Normal Neighborhood District (NN)</i>	
<i>North Mountain Neighborhood (NM)</i>	<i>NM District Replaces chapter 18.2</i>
<i>Southern Oregon University (SOU)</i>	
<i>Overlay Zones</i>	
<i>Airport</i>	<i>Overlay Modifies chapter 18.2</i>
<i>Detail Site Review</i>	<i>Overlay Modifies chapter 18.2</i>
<i>Downtown Design Standards</i>	<i>Overlay Modifies chapter 18.2</i>
<i>Freeway Sign</i>	<i>Overlay Modifies chapter 18.2</i>
<i>Historic</i>	<i>Overlay Modifies chapter 18.2</i>
<i>Pedestrian Place</i>	<i>Overlay Modifies chapter 18.2</i>
<i>Performance Standards Options</i>	<i>Overlay Modifies chapter 18.2</i>
<i>Physical and Environmental Constraints</i>	<i>Overlay Modifies chapter 18.2</i>
<i>Residential</i>	<i>Overlay Modifies chapter 18.2</i>

SECTION 5. Severability. The sections, subsections, paragraphs and clauses of this ordinance are severable. The invalidity of one section, subsection, paragraph, or clause shall not affect the validity of the remaining sections, subsections, paragraphs and clauses.

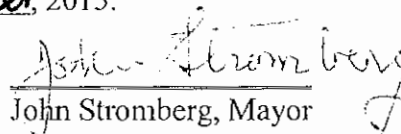
SECTION 6. Codification. Provisions of this Ordinance shall be incorporated in the City Code and the word "ordinance" may be changed to "code", "article", "section", or another word, and the sections of this Ordinance may be renumbered, or re-lettered, provided however that any Whereas clauses and boilerplate provisions, and text descriptions of amendments (i.e. Sections 1-2, 5-6) need not be codified and the City Recorder is authorized to correct any cross-references and any typographical errors.

The foregoing ordinance was first read by title only in accordance with Article X, Section 2(C) of the City Charter on the 17 day of November, 2015 and duly PASSED and ADOPTED this 15 day of December, 2015.

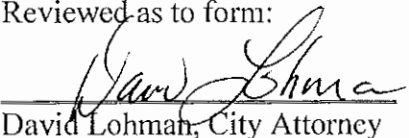


Barbara M. Christensen, City Recorder

SIGNED and APPROVED this 16 day of December, 2015.


John Stromberg, Mayor

Reviewed as to form:


David Lohman, City Attorney

Normal Neighborhood District

Chapter 18 Code Amendments

18.3.4.010 Purpose

18.3.4.020 Applicability

18.3.4.030 General Requirements

18.3.4.040 Use Regulations

18.3.4.050 Dimensional Regulations

18.3.4.060 Site Development and Design Standards

18.3.4.070 Conservation Area overlay

18.3.4.075 Advanced Financing District [Placeholder]

18.3.4.080 Review and Approval Procedure

18.3.4.010 Purpose

The neighborhood is designed to provide an environment for traditional neighborhood living. The Normal Neighborhood Plan is a blueprint for promoting a variety of housing types while preserving open spaces, stream corridors, wetlands, and other significant natural features. The neighborhood commercial area is designated to promote neighborhood serving businesses with building designs that reflect the character of the neighborhood and where parking is managed through efficient on-street and off-street parking resources. The neighborhood will be characterized by a connected network of streets and alleys, paths and trails, with connection to the natural areas, wetlands, and streams. This network will also connect to the larger network of regional trails, paths, and streets beyond the boundaries of the neighborhood. The development of the neighborhood will apply principles of low impact development to minimize the extent and initial cost of new infrastructure and to promote the benefits of storm water management.

18.3.4.020 Applicability

This chapter applies to properties designated as Normal Neighborhood District on the Ashland Zoning Map, and pursuant to the Normal Neighborhood Plan adopted by Ordinance *[#number (date)]*. Development located within the Normal Neighborhood District is required to meet all applicable sections of this ordinance, except as otherwise provided in this chapter; where the provisions of this chapter conflict with comparable standards described in any other ordinance, resolution or regulation, the provisions of the Normal Neighborhood District shall govern.

18.3.4.030 General Regulations

A. Conformance with the Normal Neighborhood Plan. Land uses and development, including construction of buildings, streets, multi-use paths, and open space shall be located in accordance with those shown on the Normal Neighborhood Plan maps adopted by Ordinance [#number (date)].

B. Performance Standards Overlay. All applications involving the creation of three or more lots shall be processed under chapter 18.3.9 Performance Standards Option.

C. Amendments. Major and minor amendments to the Normal Neighborhood Plan shall comply with the following procedures:

1. Major and Minor Amendments

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

- i. A change in the land use overlay designation.
- ii. A change in the maximum building height dimensional standards in section 18.3.4.050
- iii. A change in the allowable base density, dwelling units per acre, in section 18.3.4.050.
- iv. A change in the Plan layout that eliminates a street, access way, multi-use path or other transportation facility.
- v. A change in the Plan layout that provides an additional vehicular access point onto East Main Street or Clay Street.
- vi. A change not specifically listed under the major and minor amendment definitions.

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

- i. A change in the Plan layout that requires a street, access way, multi-use path or other transportation facility to be shifted fifty (50) feet or more in any direction as long as the change maintains the connectivity established by Normal Avenue Neighborhood Plan.
- ii. A change in a dimensional standard requirement in section 18.3.4.050, but not including height and residential density.
- iii. A change in the Plan layout that changes the boundaries or location of an open space area to correspond with a delineated wetland and water resource protection zone, or relocation of a designated open space area.

2. Major Amendment

Type II Procedure. A major amendment to the Normal Neighborhood Plan is subject to a public hearing and decision under a Type II Procedure. A major amendment may be approved upon finding that the proposed modification will not adversely affect the purpose of the Normal Neighborhood Plan. A major amendment requires a determination by the City that:

- a. The proposed amendment maintains the transportation connectivity established by the Normal Neighborhood Plan;

- b. The proposed amendment furthers the street design and access management concepts of the Normal Neighborhood Plan.
- c. The proposed amendment furthers the protection and enhancement of the natural systems and features of the Normal Neighborhood Plan, including wetlands, stream beds, and water resource protection zones by improving the quality and function of existing natural resources.
- d. The proposed amendment will not reduce the concentration or variety of housing types permitted in the Normal Neighborhood Plan.
- e. The proposed amendment is necessary to accommodate physical constraints evident on the property, or to protect significant natural features such as trees, rock outcroppings, streams, wetlands, water resource protection zones, or similar natural features, or to adjust to existing property lines between project boundaries.

3. Minor Amendment

Type I Procedure. A-Minor amendments to the Normal Neighborhood Development Plan as identified in 18.3.4.030.C.1.b.i and 18.3.4.030.C.1.b.ii are subject to an administrative decision under the Type I Procedure.

Type II Procedure. A minor amendment to the Normal Neighborhood Development Plan as identified in 18.3.4.030.C.1.b.iii is subject to a public hearing and decision under a Type II Procedure.

Minor amendments are subject to the Exception to the Site Design and Use Development Standards of chapter 18.5.2.050.E.

18.3.4.040 Use Regulations

A. Plan overlay zones. There are four Land Use Designation Overlays zones within the Normal Neighborhood Plan are intended to accommodate a variety of housing opportunities, preserve natural areas and provide open space.

1. Plan NN-1-5 zone The use regulations and development standards are intended to create, maintain and promote single-dwelling neighborhood character. A variety of housing types are allowed, in addition to the detached single dwelling. Development standards that are largely the same as those for single dwellings ensure that the overall image and character of the single-dwelling neighborhood is maintained.

2. Plan NN-1-3.5 zone. The use regulations and development standards are intended to create, maintain and promote single-dwelling neighborhood character. A variety of housing types are allowed including multiple compact attached and/or detached dwellings. Dwellings may be grouped around common open space promoting a scale and character compatible with single family homes. Development standards that are largely the same as those for single dwellings ensure that the overall image and character of the single-dwelling neighborhood is maintained.

3. Plan NN-1-3.5-C zone. The use regulations and development standards are intended to provide housing opportunities for individual households through development of multiple compact attached and/or detached dwellings with the added allowance for neighborhood-serving commercial mixed-uses so that many of the activities of daily living can occur within the Normal Neighborhood. The public streets within the vicinity of the NN-1-3.5-C overlay are to provide sufficient on-street parking to accommodate ground floor neighborhood business uses.

4. Plan NN-2 zone. The use regulations and development standards are intended to create and maintain a range of housing choices, including multi-family housing within the context of the residential character of the Normal-Neighborhood Plan.

B. Normal Neighborhood Plan Residential Building Types. The development standards for the Normal Neighborhood Plan will preserve neighborhood character by incorporating four distinct land use overlay areas with different concentrations of varying housing types.

1. Single Dwelling Residential Unit.

A Single Dwelling Residential Unit is a detached residential building that contains a single dwelling with self-contained living facilities on one lot. It is separated from adjacent dwellings by private open space in the form of side yards and backyards, and set back from the public street or common green by a front yard. Auto parking is generally on the same lot in a garage, carport, or uncovered area. The garage may be detached or attached to the dwelling structure.

2. Accessory Residential Unit.

An Accessory Residential Unit is a secondary dwelling unit on a lot, either attached to the single-family dwelling or in a detached building located on the same lot with a single-family dwelling, and having an independent means of entry.

3. Double Dwelling Residential Unit (Duplex).

A Double Dwelling Residential Unit is a residential building that contains two dwellings located on a single lot, each with self-contained living facilities. Double Dwelling Residential Units must share a common wall or a common floor/ ceiling and are similar to a Single Dwelling Unit in appearance, height, massing and lot placement.

4. Attached Residential Unit. (Townhome, Row house)

An Attached Residential Unit is single dwelling located on an individual lot which is attached along one or both sidewalls to an adjacent dwelling unit. Private open space may take the form of front yards, backyards, or upper level terraces. The dwelling unit may be set back from the public street or common green by a front yard.

5. Clustered Residential Units - Pedestrian-Oriented.

Pedestrian-Oriented Clustered Residential Units are multiple dwellings grouped around common open space that promote a scale and character compatible with single family homes. Units are typically arranged around a central common green under communal ownership. Auto parking is generally grouped in a shared surface area or areas.

6. Multiple Dwelling Residential Unit.

Multiple Dwelling Residential Units are multiple dwellings that occupy a single building or multiple buildings on a single lot. Dwellings may take the form of condominiums or apartments. Auto parking is generally provided in a shared parking area or structured parking facility.

7. Cottage Housing. [Reserved]

C. General Use Regulations. Uses and their accessory uses are permitted, special permitted or conditional uses in the Normal Neighborhood Plan area as listed in the Land Use Table.

Table 18.3.4.040 Land Use Descriptions	NN-1-5 Single family Residential	NN-1-3.5 Suburban Residential	NN-1-3.5-C Suburban Residential with commercial	NN-2 Multi-family Low Density Residential
Residential Uses				
Single Dwelling Residential Unit (Single-Family Dwelling)	P	P	N	N
Accessory Residential Unit	P	P	P	N
Double Dwelling Residential Unit (Duplex Dwelling)	N	P	P	P
<i>Cottage Housing [Placeholder]</i>	<i>P</i>	<i>N</i>	<i>N</i>	<i>N</i>
Clustered Residential Units	N	P	P	P
Attached Residential Unit	N	P	P	P
Multiple Dwelling Residential Unit (Multi family Dwelling)	N	P	P	P
Manufactured Home on Individual Lot	P	P	P	P
Manufactured Housing Development	N	P	P	P
Neighborhood Business and Service Uses				
Home Occupation	P	P	P	P
Retail Sales and Services, with each building limited to 3,500 square feet of gross floor area	N	N	P	N
Professional and Medical Offices, with each building limited to 3,500 square feet of gross floor area	N	N	P	N
Light manufacturing or assembly of items occupying six hundred (600) square feet or less, and contiguous to the permitted retail use.	N	N	P	N
Restaurants	N	N	P	N

Day Care Center	N	N	P	N
Assisted Living Facilities	N	C	C	C
Public and Institutional Uses				
Religious Institutions and Houses of Worship	C	C	C	C
Public Buildings	P	P	P	P
Community Gardens	P	P	P	P
Open space and Recreational Facilities	P	P	P	P

P = Permitted Use; CU = Conditional Use Permit Required; N = Not Allowed

1. Permitted Uses. Uses listed as “Permitted (P)” are allowed. All uses are subject to the development standards of zone in which they are located, any applicable overlay zone(s), and the review procedures of Part 18.5. See section 18.5.1.020 Determination of Review Procedure.

2. Conditional Uses. Uses listed as “Conditional Use Permit Required (C)” are allowed subject to the requirements of chapter 18.5.4 Conditional Use Permits.

3. Prohibited Uses. Uses not listed in the Land Use Table, and not found to be similar to an allowed use following the procedures of section 18.1.5.040 Similar Uses, are prohibited.

18.3.4.050 Dimensional Regulations

A. The lot and building dimensions shall conform to the standards in Table 18.3.4.050 below.

Table 18.3.4.050 Dimensional Standards	NN-1-5	NN-1-3.5 NN-1-3.5C	NN-2
Base density, dwelling units per acre	4.5	7.2	13.5
Minimum Lot Area ¹ , square feet (applies to lots created by partitions only)	5,000	3500	3000
Minimum Lot Depth ¹ , feet (applies to lots created by partitions only)	80	80	80
Minimum Lot Width ¹ , feet (applies to lots created by partitions only)	50	35	25
Setbacks and yards (feet)			
Minimum Front Yard abutting a street	15	15	15
Minimum Front Yard to a garage facing a public street, feet	20	20	20
Minimum Front Yard to unenclosed front porch, feet	8 ²	8 ²	8 ²
Minimum Side Yard	6	6 0 ³	6 0 ³
Minimum Side Yard abutting a public street	10	10	10
Minimum Rear Yard	10 ft per Bldg Story, 5 feet per Half Story		
Solar Access	Setback and yard requirements shall conform to the Solar Access standards of chapter 18.4.8		

Maximum Building Height, feet / stories	35 / 2.5	35 / 2.5	35 / 2.5
Maximum Lot Coverage, percentage of lot	50%	55%	65%
Minimum Required Landscaping, percentage of lot	50%	45%	35%
Parking	See section 18.4.3.080 Vehicle Area Design Requirements		
Minimum Outdoor Recreation Space, percentage of lot	na	na	8%

1 Minimum Lot Area , Depth, and Width requirements do not apply in performance standards subdivisions.

2 Minimum Front Yard to an unenclosed front porch (Feet), or the width of any existing public utility easement, whichever is greater; an unenclosed porch must be no less than 6 feet in depth and 8 feet in width, see section 18.6.1.030 for definition of porch.

3 Minimum Side Yard for Attached Residential Units (Feet)

B. Density Standards Development density in the Normal Neighborhood shall not exceed the densities established by Table 18.3.4.050, except where granted a density bonus under chapter 18.3.9.

Performance Standards Options and consistent with the following:

1 General Density Provisions.

- a. The density in NN-1-5, NN-1-3.5, NN-1-3.5-C and NN-2 zones is to be computed by dividing the total number of dwelling units by the acreage of the project, including land dedicated to the public.
- b. Conservation Areas including wetlands, floodplain corridor lands, and water resource protection zones may be excluded from the acreage of the project for the purposes of calculating minimum density for residential annexations as described in section 18.5.8.050.F.
- c. Units less than 500 square feet of gross habitable area shall count as 0.75 units for the purposes of density calculations.
- d. Accessory residential units consistent with standards described in section 18.2.3.040 are not required to meet density or minimum lot area requirements.
- e. Accessory residential units shall be included for the purposes of meeting minimum density calculation requirements for residential annexations as described in 18.5.8.050.F.

2. Residential Density Bonuses.

- a. The maximum residential density bonuses permitted shall be as described in section 18.2.5.080.F.
- b. Cottage Housing. *[Reserved]*

18.3.4.060 Site Development and Design Standards. The Normal Neighborhood District Design Standards provide specific requirements for the physical orientation, uses and arrangement of buildings; the management of parking; and access to development parcels. Development located in the Normal Neighborhood District must be designed and constructed consistent with the Site Design and Use Standards chapter 18.5.2 and the following:

A. Street Design and Access Standards. Design and construct streets and public improvements in accordance with the Ashland Street Standards. A change in the design of a street in a manner

inconsistent with the Normal Neighborhood Plan requires a minor amendment in accordance with section 18.3.4.030.B.

1. Conformance with Street Network Plan: New developments must provide avenues, neighborhood collectors, streets, alleys, multi-use paths, and pedestrian and bicycle improvements consistent with the design concepts within the mobility chapter of the Normal Neighborhood Plan Framework and in conformance with the Normal Neighborhood Plan Street Network Map.

a. Streets designated as Shared Streets on the Normal Neighborhood Plan Street Network Map may be alternatively developed as alleys, or multiuse paths provided the following:

- i. Impacts to the water protection zones are minimized to the greatest extent feasible.
- ii. Pedestrian and bicyclist connectivity, as indicated on the Normal Avenue Neighborhood Plan Pedestrian and Bicycle Network Map, is maintained or enhanced.

2 Storm water management. The Normal Neighborhood Plan uses street trees, green streets, and other green infrastructure to manage storm water, protect water quality and improve watershed health. Discharge of storm water runoff must be directed into a designated green street and neighborhood storm water treatment facilities.

a. Design Green Streets. Streets designated as Green Streets within the Street Network, and as approved by the Public Works Department, shall conform to the following standards:

- i. New streets must be developed so as to capture and treat storm water in conformance with the City of Ashland Storm Water Master Plan.

3. Access Management Standards: To manage access to land uses and on-site circulation, and maintain transportation safety and operations, vehicular access must conform to the standards set forth in section 18.4.3.080, and as follows:

- a. Automobile access to development is intended to be provided by alleys where possible consistent with the street connectivity approval standards.
- b. Curb cuts along a Neighborhood Collector or shared street are to be limited to one per block, or one per 200 feet where established block lengths exceed 400 feet.

4. Required On-Street Parking: On-street parking is a key strategy to traffic calming and is required along the Neighborhood Collector and Local Streets.

B. Site and Building Design Standards.

1. Lot and Building Orientation:

- a. Lot Frontage Requirements: Lots in the Normal Neighborhood are required to have their Front Lot Line on a street or a Common Green.

b. Common Green. The Common Green provides access for pedestrians and bicycles to abutting properties. Common greens are also intended to serve as a common open space amenity for residents. The following approval criteria and standards apply to common greens:

- i. Common Greens must include at least 400 square feet of grassy area, play area, or dedicated gardening space, which must be at least 15 feet wide at its narrowest dimension.

2. Cottage Housing: *[Reserved]*

3. Conservation of Natural Areas. Development plans must preserve water quality, natural hydrology and habitat, and preserve biodiversity through protection of streams and wetlands. In addition to the requirements of 18.3.11 Water Resources Protection Zones (Overlays), conserving natural water systems must be considered in the site design through the application of the following guidelines:

- a. Designated stream and wetland protection areas are to be considered positive design elements and incorporated in the overall design of a given project.
- b. Native riparian plant materials must be planted in and adjacent to the creek to enhance habitat.
- c. Create a long-term management plan for on-site wetlands, streams, associated habitats and their buffers.

4. Storm Water Management. Storm water run-off, from building roofs, driveways, parking areas, sidewalks, and other hard surfaces must be managed through implementation of the following storm water management practices:

- a. When required by the City Engineer, the applicant must submit hydrology and hydraulic calculations, and drainage area maps to the City, to determine the quantity of predevelopment, and estimated post-development, storm water runoff and evaluate the effectiveness of storm water management strategies. Computations must be site specific and must account for conditions such as soil type, vegetative cover, impervious areas, existing drainage patterns, flood plain areas and wetlands.
- b. Future Peak Storm water flows and volumes shall not exceed the pre-development peak flow. The default value for pre-development peak flow is .25 CFS per acre.
- c. Detention volume must be sized for the 25 year, 24 hour peak flow and volume.
- d. Development must comply with one or more of following guidelines.
 - i. Implement storm water management techniques that endeavor to treat the water as close as possible to the spot where it hits the ground through infiltration, evapotranspiration or through capture and reuse techniques.
 - ii. Use on-site landscape-based water treatment methods to treat rainwater runoff from all surfaces, including parking lots, roofs, and sidewalks.
 - iii. Use pervious or semi-pervious surfaces that allow water to infiltrate soil.

- iv. Design grading and site plans that create a system that slows the stormwater, maximizing time for cleansing and infiltration.
- v. Maximizing the length of overland flow of storm water through bioswales and rain gardens,
- vi. Use structural soils in those environments that support pavements and trees yet are free draining.
- vii. Plant deep rooted native plants.
- viii, Replace metabolically active minerals, trace elements and microorganism rich compost in all soils disturbed through construction activities.

5. Off-Street Parking. Automobile parking, loading and circulation areas must comply with the requirements of chapter 18.4.3 Parking, Access, and Circulation Standards, and as follows:

- a. Neighborhood serving commercial uses within the NN-1-3.5-C zone must have parking primarily accommodated by the provision of public parking areas and on-street parking spaces, and are not required to provide private off-street parking or loading areas, except for residential uses where one space shall be provided per residential unit.

6. Neighborhood Module Concept plans. The Neighborhood Module Concept plans (i.e. development scenarios) are for the purpose of providing an example of developments that conform to the standards, and do not constitute independent approval criteria. Concept plans are attached to the end of this chapter.

7. Conformance with Open Space Network Plan: New developments must provide open space consistent with the design concepts within the Greenway and Open Space chapter of the Normal Neighborhood Plan Framework and in conformance with the Normal Neighborhood Plan Open Space Network Map. The open space network will be designed to support the neighborhood's distinctive character and provide passive recreational opportunities where people can connect with nature, where water resources are protected, and where riparian corridors and wetlands are preserved and enhanced.

- a) The application demonstrates that equal or better protection for identified resources will be ensured through restoration, enhancement, and mitigation measures.
- b) The application demonstrates that connections between open spaces are created and maintained providing for an interlinked system of greenways.
- c) The application demonstrates that open spaces function to provide habitat for wildlife, promote environmental quality by absorbing, storing, and releasing storm water, and protect future development from flood hazards.
- d) The application demonstrates that scenic views considered important to the community are protected, and community character and quality of life are preserved by buffering areas of development from one another.

18.3.4.65 Exception to the Site Development and Design Standards

An exception to the requirements Site Development and Design Standards must follow the procedures and approval criteria adopted under section 18.4.1.030, unless authorized under the procedures for a major amendment to plan.

18.3.4.070. Open Space Area Overlay

All projects containing land identified as Open Space Areas on the Normal Neighborhood Plan Open Space Network Map, unless otherwise amended per section 18.3.030.C, must dedicate those areas as: common areas, public open space, or private open space protected by restrictive covenant. It is recognized that the master planning of the properties as part of the Normal Neighborhood Plan imparted significant value to the land, and the reservation of lands for recreational open space and conservation purposes is proportional to the value bestowed upon the property through the change in zoning designation and future annexation.

18.3.4.075. Advance Financing District *[Reserved]*

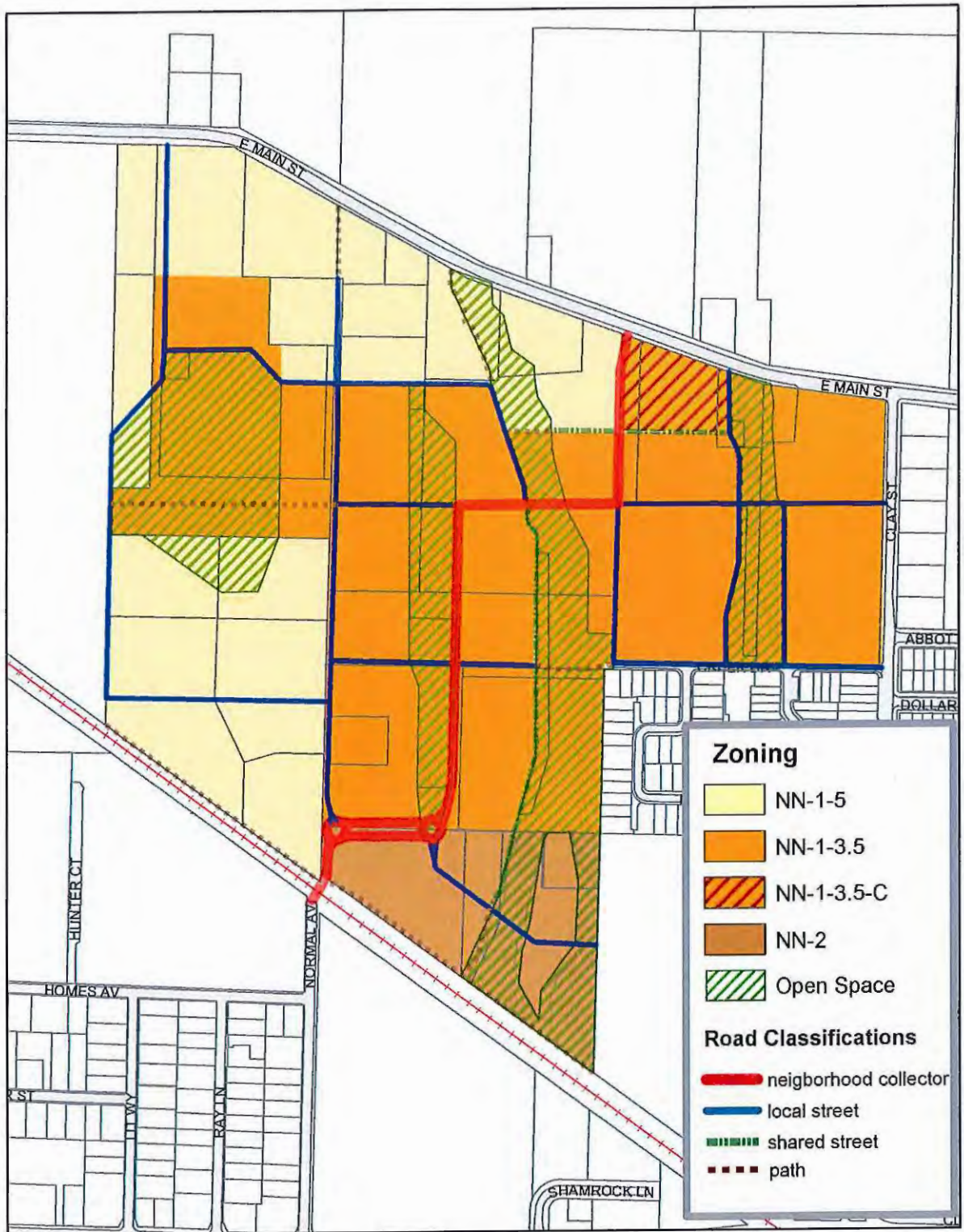
18.3.4.080. Review and Approval Procedure. All land use applications are to be reviewed and processed in accordance with the applicable procedures of Part 18.5.

Neighborhood Module Concept plans

The City recognizes that future innovations in building technologies, water conservation practices, and creative approaches to site design and layout will help shape the neighborhood module concept in consideration of the unique characteristics of the properties being developed. As such these example illustrations presented are primarily intended to assist those involved in conceptualizing a development to better address the principle objectives outlined within the Normal Neighborhood Plan.



Normal Neighborhood District Zoning Classification Map.



Normal Neighborhood District Zoning Classifications



Planning Commission Report

DATE: April 22, 2014
TO: Ashland City Council
FROM: Ashland Planning Commission
RE: PA#20130-1858 Normal Neighborhood Plan
Planning Commission Recommendations

Summary

The Ashland Planning Commission held a public hearing on March 11, 2014 related to the Comprehensive Plan, Comprehensive Plan Map, Transportation System Plan, and Ashland Land Use Ordinance amendments proposed to implement the Normal Neighborhood Plan (Planning Action 2013-01858). The Commission concluded their review on April 8th and following discussion and deliberation unanimously recommended the City Council approve of the Normal Neighborhood Plan with a number of specific recommendations as outlined in this report.

The Normal Neighborhood Plan area is one of the last sizeable tracts of largely undeveloped land designated for residential purposes in Ashland's Urban Growth Boundary (UGB). The future development of this area is expected to contribute toward accommodating long range population growth consistent with the City's Comprehensive Plan, and Ashland's position in the Greater Bear Creek Valley Regional Problem Solving Plan (RPS). The Planning Commission recognizes in order to *maintain a compact urban form* and to *ensure the orderly and sequential development of land* (Comprehensive Plan Goal 12.09) that neighborhood planning is an appropriate tool for this area. The creation of a neighborhood plan in this area is particularly valuable as over three decades of development has occurred in the area, under county standards, since the original Comprehensive Plan land use designations were assigned to the area. Consideration of the area's existing pattern of development, presence of water resource protection areas, existing and projected traffic volumes, and public testimony has allowed the Planning Commission to better understand the development constraints within the plan area, and carefully address the coordinated provision of open space, transportation, infrastructure, and housing.

Recommendations

The Planning Commission identified two categories of recommended amendments, those changes that are minor editorial corrections, and those changes that have broader policy implications. Amendments that are editorial in nature and necessary to clarify terminology and provide inter-document consistency are to be included in the final documents presented to the City Council. A list of these editorial changes is attached to this report (Appendix A). The Commission's recommendations pertaining to allowable land use standards, the stated purpose of open space, and the extent and timing of transportation system improvements are addressed in this report as specific recommendations for Council's consideration.

Comprehensive Plan Change and Land Use Designations

The Planning Commission supports the proposed Comprehensive Plan amendments and Land Use Designation Overlay Zones as proposed, and recommends the following:

- Approval of the proposed amendment to the Ashland Comprehensive Plan Map to create a designation for the Normal Neighborhood Plan District, including revised boundaries for Conservation Areas within the plan area.
- Adoption of the Normal Neighborhood Plan Land Use Designations Overlay Zone Map.
- Adoption of the Normal Neighborhood Plan Framework document as a supporting document to the City’s Comprehensive Plan, with recommended changes to the mobility and open space chapters as described below.

Mobility (Transportation) Framework

The Planning Commission supports the Street Network, Pedestrian and Bicycle Network, Green Street Network, Shared Street Standard, and Street Classifications as proposed, and recommends approval of amendments to the the City Transportation System Plan (TSP) and City Street Standards to incorporate these elements of the Normal Neighborhood Plan as follows:

- Amend to 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 (TSP Figure 8-1) to incorporate the planned multi-use trails within the Normal Neighborhood Plan.
- Amend the Street Design Standards within the Street Standards Handbook to incorporate the Shared Street classification.

The Planning Commission has specific recommendations relating to the timing of transportation improvements associated with the future development of the plan area. In order to address current and future transportation along to East Main Street, the Commission recommends the mobility chapter of the Normal Neighborhood Plan Framework Document be amended to reflect the following:

- 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.
- A future transit stop coordinated with the Rogue Valley Transportation District, in the immediate vicinity of the NN-03 Land Use Zone, should be incorporated into the East Main Street roadway design and development.
- That prior to annexation and development within the plan area the following items relating to the future Railroad crossing at Normal Avenue be addressed:
 - That the proposed public Rail Road crossing can be installed without necessitating the closure of any existing public crossing within the City.
 - A financing plan be developed and approved by the City for the future improvement of the rail road crossing.

Open Space Framework

The Planning Commission supports the Comprehensive Plan map amendment to establish designated Conservation Ares as proposed, which include the Cemetery Creek and Clay Creek 100 year Floodplains, Wetlands identified in the 2007 Local Wetland Inventory, and wetland and riparian buffer



areas consistent with the Water Resource Protection Zones. The Planning Commission further supports the Open Space Network map as presented and recommends approval of these plan elements.

The Planning Commission has determined that the provision of open space within the plan area has environmental, recreational, and aesthetic value to the neighborhood. The contiguous open space corridors are a neighborhood defining characteristic and as such the Planning Commission recommends the Normal Neighborhood Plan Framework Document's Greenway and Open Space chapter be amended to further emphasize the community value of open space retention with a concluding statement on page 14 as follows:

The Normal Neighborhood's distinctive character is shaped by the presence of prominent open spaces and natural areas. The preservation of these neighborhood defining features is central to the success of the neighborhood plan as they ensure the protection of fragile ecosystems, provide passive recreational opportunities where people can connect with nature, protect scenic views considered important to the community, protect future development from flood hazards, and preserve community character and quality of life by buffering areas of development from one another. The permanent establishment of interconnected open spaces and contiguous conservation areas as proposed in the Open Space Framework is essential to promote and maintain high quality residential development which is appropriate to the distinct character of the neighborhood.

Land Use Ordinance

The proposed Normal Neighborhood District Land Use Ordinance will be reviewed as part of a separate legislative process as it is to be incorporated into the Unified Land Use Ordinance (ULUO) process presently underway. However, given the interrelated nature of the Normal Neighborhood Plan elements the Planning Commission took testimony regarding the draft Normal Neighborhood District Land Use Ordinance at March 11th public hearing in order to evaluate the draft ordinance and formulate recommendations for the Council's consideration. The Planning Commission supports the draft land use ordinance's mix of land uses, housing types and proposed densities, Site Development and Design Standards, and flexibility afforded by the proposed major and minor amendment provisions, with following recommended policy change:

- The Commission recommends the dimensional regulations in the proposed land use ordinance (18-3.13.050) and the review procedures be amended to include a Conditional Use Permit to increase building height from the proposed 35ft and 2½ story maximum up to 40ft and 3-stories exclusively within the NN-03 and NN-03C zones. The Commission finds that such a change would provide applicants greater site and building design flexibility in achieving the stated densities (15 units per acre) within the NN-03 and NN-03-C zones, while retaining a publically noticed review process to evaluate the bulk and scale of proposed buildings to ensure neighborhood compatibility is preserved.

Conclusion

Through the two year public neighborhood planning process the Planning Commission has evaluated the impacts of future development in consideration the of goal to ensure a variety of dwelling types and provide housing opportunities for the total cross section of Ashland's population, consistent with preserving the character and appearance of the City (Comprehensive Plan goal 6.10). The resulting



neighborhood plan strives to preserve the character of the neighborhood, accommodate a variety of housing types, connect a system of greenways, protect and integrate existing creek corridors and wetlands, and enhance mobility for area residents through establishing safe and direct walking and bicycle routes. The Planning Commission finds the Normal Neighborhood Plan, with the additional recommendations included in this report, achieves these objectives and will be a valuable guide for future annexation and development of properties within the 94 acre area.



Appendix A

Editorial Changes incorporated into the final plan documents

The editorial changes recommended by the Planning Commission and Staff were needed to clarify terminology and provide inter-document consistency. These changes have already been incorporated into the draft documents presented to the City Council for consideration. The following lists the specific changes that were made to the plan documents presented at the first public hearing on March 11, 2014:

- Amend the framework document (page 7) under Double Dwellings to strike NN-01 as a zone where they are permitted.
- Amend the Framework Document to alter references to Pedestrian Oriented Cluster Housing (e.g top of page 7) to be consistent with the description of the Housing Type as written on page 8.
- Amend the Framework Document to eliminate statements that stipulate that rear alleys “help to eliminate pavement” as although true in some site configurations it is not universally true in all circumstances (pg 16).
- Amend the Framework Document’s “Use Table” on page 10 to include Pedestrian Oriented Cluster Housing as permitted in NN-02 and NN-03 consistent with the draft Land Use Ordinance.
- Amend the draft Land Use Code 18-3.13.040 as follows:
 - A2: The use regulations and development standards are intended to create, maintain and promote single-dwelling neighborhood character. A variety of housing types are allowed including multiple compact attached and/or detached dwellings. Dwellings may be grouped around common open space promoting a scale and character compatible with single family homes. Development standards that are largely the same as those for single dwellings ensure that the overall image and character of the single-dwelling neighborhood is maintained.
 - B5: Pedestrian Oriented Cluster residential Units are multiple dwellings grouped around common open space that promote a scale and character compatible with single family homes. Units are typically arranged around a central common green under communal ownership. Auto Parking is generally grouped in a shared surface area or areas.
 - B7: Add a place holder for a Cottage Housing description consistent with the Unified Land Use Ordinance.
- Amend the draft Land Use Code 18-3.13.050 to read as follows:
 - B1(e). Accessory residential units shall be included for the purposes of meeting minimum density calculation requirements for residential annexations as described in 18-5.7.050F.
 - B2(b): Cottage Housing. In the NN-01 zone, developments meeting the standards of section 18-2.3.090 Cottage housing shall receive a density bonus consistent with 18-x.xx.xxx *.(to reference the density bonus put forth in the ULUO)*
- Amend the draft Land Use Code 18-3-13.060 to read as follows:
 - A3(a): Automobile Access to development is intended to be provided by alleys where possible consistent with the street connectivity approval standards.



Memo

TO: Ashland City Council
FROM: Normal Neighborhood Plan Working Group
DATE: December 2, 2014
RE: Normal Neighborhood Plan Recommendations

Vision Statement

Neighborhood planning is the process by which the City works with Ashland's residents to envision the future of the neighborhood. The eventual incorporation of the Normal Neighborhood Plan area into the City depends on careful consideration of the neighborhood's unique identity and character and a holistic planning approach. The Normal Neighborhood Working Group envisions a neighborhood that is notable for the natural beauty of the area's wetlands and creeks, mountain views, diversity of households, and as an area which accommodates bicycling and walking as a reliable and convenient way to move throughout the area.

Local streams, wetlands, and scenic vistas contribute significantly to define the character of the Normal Neighborhood. The quality of the place is enhanced by these features and the wildlife that they attract. Connected and contiguous open spaces should remain as central features of the area's future development as they help reflect the community of Ashland's commitment to promote environmental quality, provide recreational opportunities, and function to incorporate nature into the daily lives of the area's residents.

The neighborhood should provide for a range of housing choices available a diversity of Ashland's population. The neighborhood can accommodate a blend of housing types including individual residences, townhomes, apartments, moderately sized cottages, pedestrian oriented cluster housing, and mixed-use neighborhood serving businesses. Future developments should be designed to relate to, and complement, adjacent properties. Incorporating unifying elements between adjacent developments will serve to promote neighborhood cohesiveness, provide open space in a coordinated manner, and secure an efficient circulation system. Given the immediate proximity to existing schools, parks, and local business areas the neighborhood is recognized as place where children can readily walk and bike to schools through a safe, desirable family-based neighborhood.

The Normal Neighborhood Plan Working Group believes a neighborhood plan is necessary to address long-term community goals, unify expectations, and integrate the project area into the fabric of the City. The implementation standards for the neighborhood plan should be strong enough to maintain the vision for the area, yet flexible enough to respond to changing conditions and adapt over time.



Memo

Recommendations

Land Use and Housing Density:

1. Housing Density gradation should move from south to north. This would place higher density development near the railroad tracks and within a relatively short distance to transit lines, parks and community facilities. This approach will also protect the existing viewshed.
2. Zoning designations applied within the Normal neighborhood area should be consistent with the zoning of adjacent land within the City Limits, and use zoning labels that are comparable to those used in the rest of the city while recognizing the Normal Neighborhood (NN) district.
3. Maintain option for neighborhood serving businesses and services close to East Main St near the northeast corner of the plan area.

Open Space:

1. Maintain the approach toward designation of open space and conservation areas proposed in the draft plan. Amend the plan to allow non-conservation open space to be relocated requiring a minor amendment application.
2. Obtain a review of the final plan by the Parks Department prior to adoption.

Design issues:

1. Maintain a maximum building height of 35 feet.
2. Encourage the development of clustered housing that integrates with open space and respects the viewshed.
3. Provide for a smooth transition between adjacent developments to promote neighborhood cohesiveness, provide open space in a coordinated manner, and secure an efficient circulation system.

Transportation:

1. The internal transportation system's local street network should incorporate multiple connections with East Main St as shown, and maintain the Normal Collector as designated in the draft plan. Additional connections to East Main Street or Clay Street, which are not shown in the proposed Street Framework, should require a major amendment to the Plan.
2. Internal local streets should be aligned to provide a grid pattern, including clear east-west connections.
3. Pedestrian and bicycle pathways are critical, especially as a means to connect residents with the middle school and the existing bike path.
4. External transportation improvements, including the railroad crossing and improvements to East Main St., are integral and should proceed in concert with development. However, we believe the city may need to play a role in the financing/implementation of these projects. Accordingly, as a next step we recommend that the council direct city staff and/or an outside consultant to identify and quantify:
 - a. the need and possible means for public investment in the project, and
 - b. the overall costs and benefits that these facilities present to the entire city.



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)

Staff Report Addendum

DATE: August 11, 2015

TO: Ashland Planning Commission

FROM: Brandon Goldman, Senior Planner

RE: Continuation of the July 28, 2015 Planning Commission Public Hearing regarding the Normal Neighborhood Plan.

At the July 28, 2015 Planning Commission meeting, the Commission held a public hearing on proposed amendments to the Comprehensive Plan, Comprehensive Plan Map, Transportation System Plan, and Ashland Land Use Ordinance to implement the Normal Neighborhood Plan. The Commission deferred action to the Commission's next available meeting in order to continue deliberations and forward recommendations to the City Council. The Council is scheduled to hold a public hearing on September 1, 2015.

Please refer to the July 28, 2015 Staff Report for the project background, description of site and proposal, and discussion of project impact. There have been no changes to the Normal Neighborhood Plan following the July 28, 2015 meeting. At the prior meeting Staff presented changes to the plan that were made by the Normal Neighborhood Plan Working Group following the City Council's update on December 2, 2014. The City Council directed staff to amend the Normal Neighborhood Plan's implementing ordinances to incorporate the selected recommendations of the Normal Neighborhood Working Group, and to present the updated plan to the Planning Commission, Transportation Commission, and Parks Department for comment. The City Council is seeking comments regarding the changes that were made to the plan by the Working Group subsequent to the Planning Commission's original review and public hearing (4/08/2014).

The modifications to the Plan that were incorporated by the Working Group include the following:

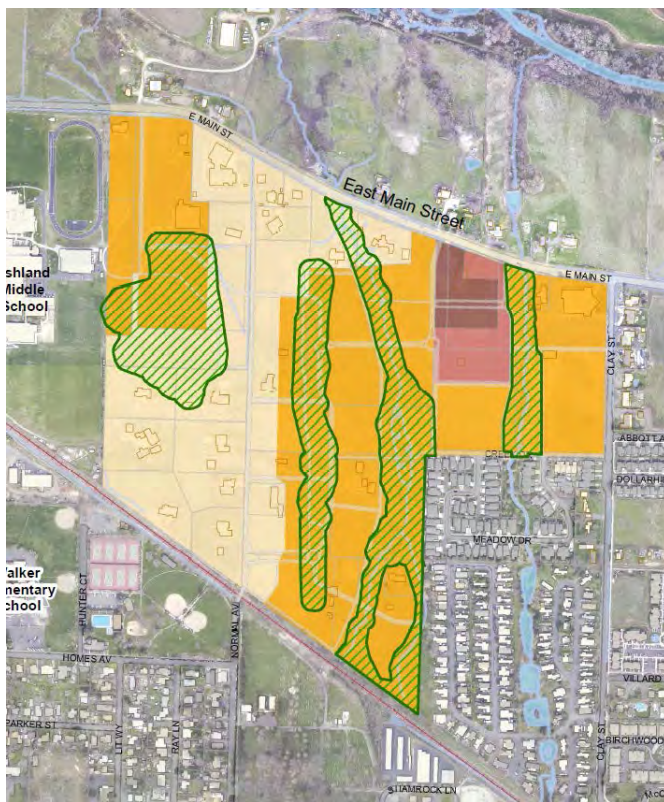
- Modifications to the proposed zoning
- Modifications to the street dedication map
- Modifications to the mobility section of the Normal Neighborhood Plan Framework to address timing of East Main Street and RR Crossing improvements
- Modifications to the Land Use Ordinance to allow a minor amendment process for non-resource open space adjustments
- Modifications to the Housing and Land Use section of the Normal Neighborhood Plan to include conceptual illustrations of preferred site planning elements and a summary of characteristics that future developments should address (pgs 9-11).

The first three items in the bulleted list above were presented to the Planning Commission at a study session on March 31, 2015 and are outlined below in greater detail. The last two items listed above were incorporated into the Plan and implementing ordinances based on the Working Group's direction during their May, 2015 meetings and had not been previously reviewed by the Planning Commission.

Land Use Framework

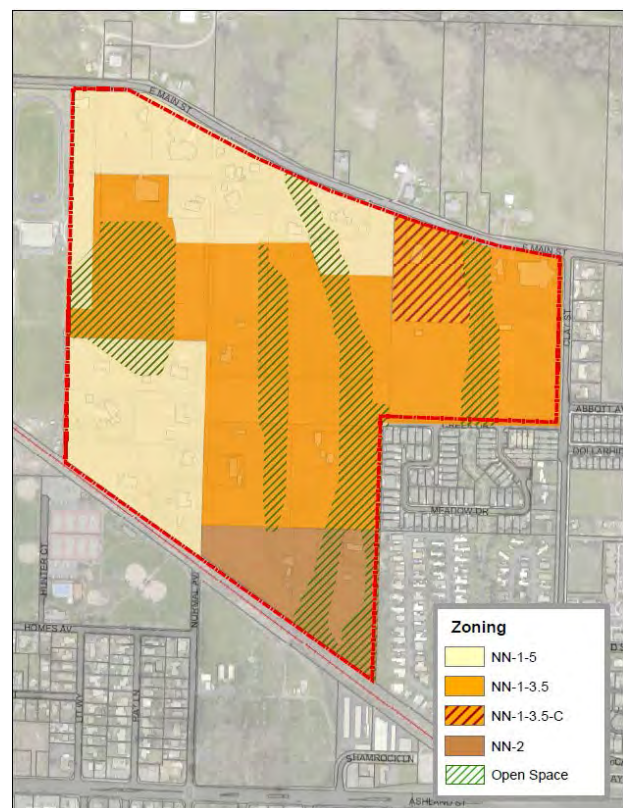
In the final plan and proposed land use ordinance these recommendations of the working group have been incorporated which include the following:

- Changing the originally proposed land zoning designations to be more consistent with the zoning of adjacent land within the City Limits
- Using zoning labels and housing densities that are comparable to those used in the rest of the city while recognizing the Normal Neighborhood (NN) district
- Maintain the option for neighborhood serving businesses and services close to East Main St near the northeast corner of the plan area (NN-1-3.5-C).
- Locating higher density development (NN-2) near the railroad tracks and within a relatively short distance to local businesses, transit stops along Ashland St., parks and community facilities.
- Locating lower density development along East Main Street to protect the existing viewshed and maintain a gradual transition between rural and urban areas.



Previously Proposed Land Use Designations (4/2014)

Zone	Density
NN-01	5 units per acre
NN-02	10 units per acre
NN-03	15 units per acre
NN-03C	15 units per acre + mixed-use



Revised Land Use Designations (7/2015)

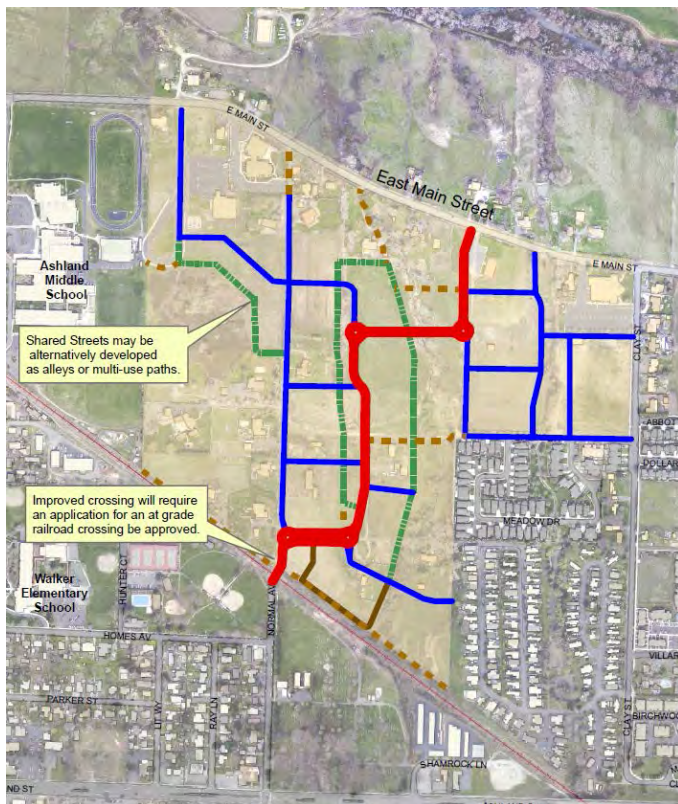
Zone	Density
NN-1-5	4.5 units per acre
NN-1-3.5	7.2 units per acre
NN-1-3.5-C	7.2 units per acre + mixed-use
NN-2	13.5 units per acre



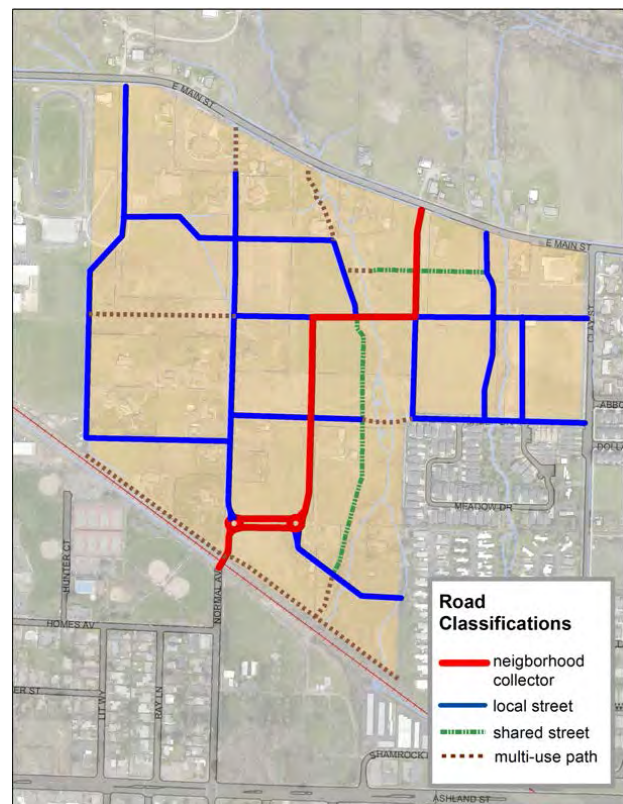
Transportation Framework

The Normal Neighborhood Plan Working Group had a number of specific recommendations relating to the future transportation system which have been incorporated into the neighborhood plan as follows:

- o The internal transportation system’s local street network should incorporate multiple connections with East Main Street as shown, and maintain the Normal Collector as designated in the draft plan. Additional connections to East Main Street or Clay Street, which are not shown in the proposed Street Framework, should require a major amendment to the Plan.
- o Internal local streets should be aligned to provide a more standardized grid pattern, including a reduction in offset intersections and straight east-west connections.
- o Pedestrian and bicycle pathways are critical, especially as a means to connect residents with the middle school and the existing bike path.
- o External transportation improvements, including the railroad crossing and improvements to East Main Street are integral and should proceed in concert with development. The mobility section of the Plan Framework newly includes narrative stating that the City could consider a phased improvement approach and the formation of an Advanced Financing District as part of future annexation proposals.
- The extent of improvements needed along East Main Street would ultimately be determined by a Transportation Impact Analysis submitted with a proposed development application. With a phased approach it is anticipated that when the first new intersection with East Main is created at least 250’ on either side of that intersection should be fully improved to include a sidewalk, parkrow, bike lanes and a center turn lane. The plan stipulates a pedestrian and bicycle path connecting to the Middle School should also be improved at that initial phase.



Previously proposed Transportation Network (4/2014)



Revised Transportation Network (3/2015)



Open space

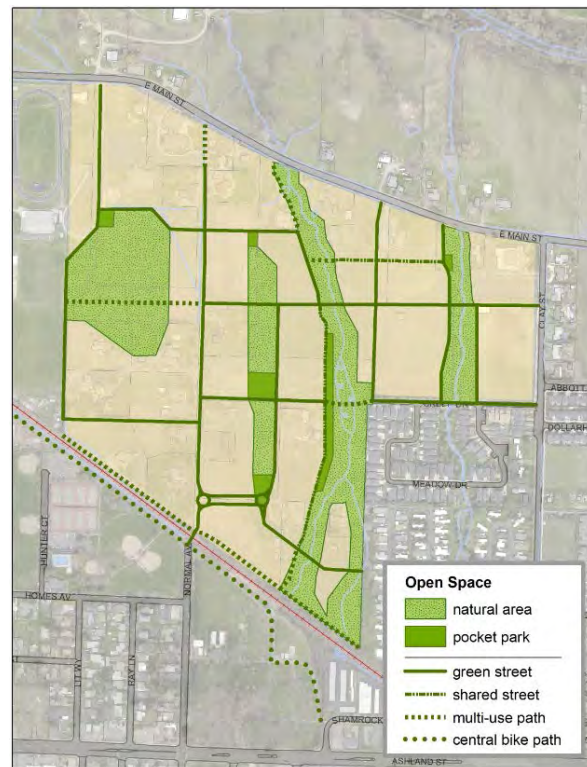
The Planning Commission’s report dated April 22, 2014 expressed that the provision of open space within the plan area has environmental, recreational, and aesthetic value to the neighborhood. The Normal Neighborhood working group concurred with this sentiment and as such the Planning Commission’s originally proposed recommendation to amend the Normal Neighborhood Plan Framework’s Greenway and Open Space chapter to further emphasize the community value of open space retention has been included in the framework document with the following introductory statement (page 13).

The Normal Neighborhood’s distinctive character is shaped by the presence of prominent open spaces and natural areas. The preservation of these neighborhood defining features is central to the success of the neighborhood plan as they ensure the protection of fragile ecosystems, provide passive recreational opportunities where people can connect with nature, protect scenic views considered important to the community, protect future development from flood hazards, and preserve community character and quality of life by buffering areas of development from one another. The permanent establishment of interconnected open spaces and contiguous conservation areas as proposed in the Open Space Framework is essential to promote and maintain high quality residential development which is appropriate to the distinct character of the neighborhood.

The neighborhood areas designated as future open space are largely consistent in shape, size and locations of previously designated floodplains, riparian corridors, wetlands, and wetland buffer areas within the plan area. Further as the plan envisions the use of these open spaces for habitat preservation, passive recreation, and preservation of scenic views the boundaries of these spaces address the proposed street pattern to retain accessibility by the neighborhood residents.



Previously proposed Open Space Network (4/2014)



Revised Open Space Network(7/2015)



As proposed in the draft Land Use Ordinance as recommended by the Working Group, in the future event that a Department of State Lands (DSL) approved wetland delineation differs from the boundaries presented in the 2007 Local Wetland Inventory an applicant could apply for a minor plan amendment to alter the Open Space Network Map to reflect the then current delineation. As such, a revised delineation showing a decrease in a regulated wetland area could result in a reduction in designated open space area within the district.

Planning Commission July 28th items for further discussion

In addition to the revisions to the plan that were made by the Working Group as described above, the Planning Commission identified the following issues during discussions on July 28, 2015 that they would like to further address in formulating final recommendations to be presented to the City Council.

Housing

- Commissioners discussed allowing greater flexibility for “clustered housing” within the proposed single family zone (NN-1-5). The City’s current performance standards options for subdivisions within R-1 zones, and the NN-1-5 zone as proposed, would presently allow single family units to be clustered around a common green consistent with the general concept for clustered housing as presented in the plan. However such a NN-1-5 development approved through the Performance Standards subdivision process would retain the lower residential base density than typical pocket neighborhoods, and would have individual household parking located adjacent to each home unless an exception to parking standards was requested and approved
- Allowing Pedestrian Cluster Housing as a permitted use within the Single-Family zoning designation (NN-1-5) would newly allow such developments to utilize provisions for consolidated parking, however the density of the development would remain consistent with the NN-1-5 zone. If recommended by the Planning Commission such a change would require the following amendments:
 - Amending Table 18.3.4.040 Land Use Descriptions to list this use as “Permitted” (P) under NN-1-5
 - Amending the Normal Neighborhood Plan Framework housing types description for Pedestrian-Oriented Clustered Residential Units (pg.8) to newly include NN-1-5 as a zoning classification that permits such units.

Transportation

- Broaden the Shared Street description to allow this new street type to be applied in areas other than those that are physically constrained .
 - The existing description reads as follows:
Shared Street
Provides access to residential in an area in which right-of-way is constrained by natural features, topography or historically significant structures. The constrained right-of-way prevents typical bicycle and pedestrian facilities such as sidewalks and bicycle lanes. Therefore, the entire width of the street is collectively shared by pedestrians, bicycles, and autos. The design of the street should emphasize a slower speed environment and provide clear physical and visual indications the space is shared across modes.
 - To broaden the applicability of this street type the Planning Commission could recommend amendments to this section:
Provides access to residential in an area in which right-of-way is constrained by natural features, topography or historically significant structures. ~~The~~ Shared streets may additionally be used in



circumstances where ~~constrained right of way does not prevents~~ typical bicycle and pedestrian facilities such as sidewalks and bicycle lanes, a slower speed street, collectively shared by pedestrians, bicycles, and autos, is a functional and preferred design alternative. Therefore, the entire width of the street is collectively shared by pedestrians, bicycles, and autos. The design of the street should emphasize a slower speed environment and provide clear physical and visual indications the space is shared across modes.

- Elimination of wording that indicates the use of alleys and rear lanes reduces pavement:
 - The only current reference to the impact of alleys upon reduced pavement in the presently proposed framework document is located in the mobility section of the framework within the description of alleys (pg 28): *“the narrow street section of rear lanes reduces the extent of impervious surfaces in the Normal Neighborhood and supports wetland and stream health”*. If recommended by the Planning Commission, and approved by Council, this section could be revised to eliminate that specific sentence within the alley description.
 - In a prior version of the framework (2/25/2014) it additionally stated on page 16 of the mobility section *“The use of rear lanes helps to reduce the extent of paved areas, and will support a complete grid of finely-grained urban blocks.”* In subsequent versions of the framework, including the version currently proposed, this language was modified as follows: *“The use of rear lanes helps to support a complete grid of finely-grained urban blocks, and provide access to garages and backyards.”*

Open Space – Wetland Delineations

- The proposed Land Use Ordinance (LUO ch.18.3.4) would allow an applicant to apply for a minor amendment to the plan in order to alter the Open Space Network Map to reflect the DSL approved wetland delineation. The early drafts of the proposed LUO previously reviewed by the Planning Commission had required a major amendment to the plan to reduce the area of a designated Open Space. The Planning Commission could forward a recommendation to reinstate the major amendment provision, and only allow for minor amendments when the area of open space provided is not reduced, or alternatively could recommend additional ordinance language to clarify the factors to be considered in approving a minor amendment to reduce open space.
- The current land use code (18.5.2.050) permits an exception to standards through a minor amendment if the circumstances in either subsection 1 or 2, below, are found to exist.
 1. *There is a demonstrable difficulty meeting the specific requirements of the Site Development and Design Standards due to a unique or unusual aspect of an existing structure or the proposed use of a site; and approval of the exception will not substantially negatively impact adjacent properties; and approval of the exception is consistent with the stated purpose of the Site Development and Design; and the exception requested is the minimum which would alleviate the difficulty.; or*
 2. *There is no demonstrable difficulty in meeting the specific requirements, but granting the exception will result in a design that equally or better achieves the stated purpose of the Site Development and Design Standards.*
- Should the commission elect to recommend modifying the minor amendment process staff would recommend the following revisions:



- Amend the Normal Neighborhood District Site Development and Design Standards(18.3.4.060) to directly reference the language in the framework document , and to include a stated purpose for open space within a new section as follows:

18.3.4.060 A

5. Conformance with Open Space Network Plan

New developments must provide open space consistent with the design concepts within the Greenway and Open Space chapter of the Normal Neighborhood Plan Framework and in conformance with the Normal Neighborhood Plan Open Space Network Map. The open space network will be designed to support the neighborhood’s distinctive character and provide passive recreational opportunities where people can connect with nature, where water resources are protected, and where riparian corridors and wetlands are preserved and enhanced.

- a. The application demonstrates that equal or better protection for identified resources will be ensured through restoration, enhancement, and mitigation measures.
- b. The application demonstrates that connections between open spaces are created and maintained providing for an interlinked system of greenways.
- c. The application demonstrates that open spaces function to provide habitat for wildlife, promote environmental quality by absorbing, storing, and releasing stormwater, and protect future development from flood hazards.
- d. The application demonstrates that scenic views considered important to the community are protected, and community character and quality of life are preserved by buffering areas of development from one another.

Recommendations

A Planning Commission recommendation for approval of Ordinance #1(as presented, or with specific recommended changes) would affect the following:

- Recommend the Ashland Comprehensive Plan Map be amended to create a designation for the Normal Neighborhood Plan District
- Recommend the Introduction and Definitions, and Housing Element of the Comprehensive Plan be amended to incorporate the Normal Neighborhood district and land use classifications as proposed.
- Recommend the Normal Neighborhood Plan Framework document be included as a supporting document to the City’s Comprehensive Plan, with recommended changes to the mobility and open space chapters as incorporated by the Working Group, or as amended by the Planning Commission recommendation.

A Planning Commission recommendation for approval of Ordinance #2(as presented, or with specific recommended changes) would affect the following:

- Recommend the Transportation System Plan be amended to incorporate the Normal Neighborhood Street network as proposed:
 - 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 (TSP Figure 8-1) to incorporate the planned multi-use trails within the Normal Neighborhood Plan.
- Amend the Street Design Standards to incorporate the Shared Street classification.

A Planning Commission recommendation for approval of Ordinance #3 (as presented, or with specific recommended changes) would affect the following:

- Recommend the Land Use ordinance be amended to include the Normal Neighborhood District Chapter (18.3.4) including the Normal Neighborhood Plan Zoning Classification map, and Site Development and Design Standards as proposed, or as amended by the Planning Commission recommendation.

The Planning Commission's recommendations relating to the revisions to the neighborhood plan's proposed land use designations, conservation and open space designations, street network, and draft land use ordinance will be forwarded to the City Council for consideration on September 1, 2015.



Council Communication

September 1, 2015, Business Meeting

First Reading of three separate ordinances amending the City of Ashland Comprehensive Plan, Comprehensive Plan Maps, Transportation System Plan, and Land Use Ordinance (Chapter 18) to adopt the Normal Neighborhood Plan

FROM:

Brandon Goldman, Senior Planner, Community Development Department
Brandon.Goldman@ashland.or.us

SUMMARY

The three ordinances presented for consideration amend the Comprehensive Plan, Transportation System Plan, and Municipal Code Chapter 18 (Land Use Ordinance) to implement the Normal Neighborhood Plan.

The Normal Neighborhood Plan area includes 94 acres that is presently outside the city limits, yet within the established Urban Growth Boundary (UGB). The existing Comprehensive Plan designations for the area anticipate the future urbanization of this area with single family (SFR) and suburban residential developments. The housing density expected for SFR lands would range from 4.5 to six units per acre on average. Suburban residential lands typically accommodate attached housing options with densities between 7.2 and nine units per acre

The Normal Neighborhood Plan will guide future development associated with approximately 94 acres of unincorporated lands within Ashland's Urban Growth Boundary. Upon annexation of properties in the Normal Neighborhood district, the plan establishes land use policies, standards, and guidelines that promote the construction of diverse housing types and a neighborhood network of connected streets, walkways and cycling facilities, while requiring integration of, and protection for, the neighborhood's natural areas, consisting of wetlands, creeks and associated floodplains and riparian areas. The neighborhood plan includes detailed maps and graphics illustrating key objectives while providing flexibility and encouraging innovative development alternatives.

BACKGROUND

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 neighborhood master plan for the 94 acre Normal Neighborhood area. A detailed scope of work highlighting the key objectives of the plan was produced and the City of Ashland was awarded a TGM grant in May 2012. An extensive public involvement process was undertaken to understand existing conditions, and to develop and refine the plan. In total there have been 50 public meetings over the course of three and a half years where the viewpoints of a variety of participants including the general public, property owners and neighboring residents have affected the plan's evolution.



The City Council held public hearings on a draft Normal Neighborhood Plan on [May 6, 2014](#), [May 20, 2014](#), and continued public testimony and deliberations to a special meeting on [May 29, 2014](#). During the May 29th meeting, the Council directed the establishment of an ad-hoc working group to examine the fundamental objectives that were addressed 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.

Over the course of twelve public meetings, held between June 2014 and May 2015, the working group explored each of the specific areas 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 conceptualized alternative neighborhood plans 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. In consideration of public input provided, and a review of the Planning Commission's recommendations as presented in the [Planning Commission Report dated 4/22/2014](#), the working group drafted 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.

The City Council directed the working group to work with staff to amend the plan to incorporate the amendments to land use classifications, allowable housing densities, and internal transportation network layout, thus altering the initial draft of the plan the Planning Commission had based the April 22, 2014, Planning Commission report upon. The working group did concur with the Planning Commission's recommendation that the open space areas 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 approved wetland delineations. Upon review of this open space amendment process change the Planning Commission has provided specific recommendations as outlined within the Commission Recommendations section below.

The Council further requested staff obtain cost estimates regarding needed Capital Improvements to East Main Street and the future Railroad crossing at Normal Avenue, and that the working group examine City's potential role in making such off-site improvements. The working group determined that a public railroad crossing and improvements to East Main St., are integral and should proceed in concert with development and recognized that the city may need to play a role in the financing/implementation of these projects. The Public Works Department and Hardy Engineering completed a general cost analysis for improvements to public rail crossing and East Main Street and further evaluated the role of private and public financing. which was presented to the Working Group on April 15, 2015. Upon review of the [Hardy Engineering Executive Summary](#) the working group amended the plan framework to include a new section, *Advance Financing and Phasing of Public Improvements* (p30), that acknowledged 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 participation in an advance financing district to assist in acquiring full street improvements at the initiation of development within the area.



The Normal Neighborhood Plan is comprised of Normal Neighborhood Plan Framework document, official Normal Neighborhood Plan maps, and the proposed Normal Neighborhood District land use ordinance amendments (Ch. 18.3.4). Collectively these documents create the underlying physical form and regulatory structure for the 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. The adoption of a Neighborhood Plan for the area will ultimately provide a general framework for evaluating future annexation requests to ensure that in addition to housing the coordination of streets, pedestrian connections, utilities, storm water management and open space are considered as part of development proposals.

A detailed description of the proposed Normal Neighborhood plan's land use, transportation, and open space, frameworks is provided in the attached Planning Action (PL-2013-01858) [Staff Report dated July 28, 2015](#), and [Staff Report Addendum dated August 11, 2015](#).

NEXT STEPS

Upon approval of first reading of the Normal Neighborhood Plan's implementing ordinances, the final plan and ordinances, as amended, will be presented to the City Council for second reading on September 15, 2015.

COUNCIL GOALS SUPPORTED:

Goal 7. Keep Ashland a family friendly community:

7.3 Support land-use plans and policies that encourage family-friendly neighborhoods.

Goal 13. Develop and support land use and transportation policies to achieve sustainable development.

13.1 Create incentives and ordinances for energy-efficient buildings.

13.2 Develop infill and compact urban form policies.

13.3 Support alternative transportation choices.

Goal 14. Encourage and/or develop public spaces that build community and promote interaction.

FISCAL IMPLICATIONS:

N/A.

COMMISSION RECOMMENDATIONS

Transportation Commission

To evaluate the changes made by the Working Group to the Normal Neighborhood Plan's transportation elements, the Transportation Commission held a public hearing on [April 23, 2015](#). The Transportation Commission approved a motion (5-0) to recommend approval of the amendments to the Transportation System Plan, and Shared Street classification 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.

These recommendations have already been incorporated into the Normal Neighborhood Plan Framework's Mobility section (pg 30) as is presented to the City Council for consideration.

Housing and Human Services Commission

The Housing and Human Services Commission did not hold a public hearing regarding the draft plan



and as such provided no formal recommendation pertaining to plan adoption. Upon being updated on the plan and future development potential of the area, the Commission did express the importance of the area in meeting Ashland's affordable housing needs and they emphasized the value of integrating affordable housing throughout the plan area consistent with the existing requirements of the City's annexation ordinance.

Planning Commission

The Planning Commission unanimously recommended approval of the Normal Neighborhood Plan's land use framework, transportation framework, open space framework, and implementing Land Use Ordinance (Ch. 18.3.4) with the following specific recommended amendments to Ordinances 1, 2, and 3, as outlined below. These recommendations have not been incorporated into the Normal Neighborhood Plan pending City Council direction at First Reading.

Ordinance #1 – Comprehensive Plan amendments

- Elimination of a sentence within the framework document (pg 28):that indicates the use of alleys and rear lanes reduces pavement:
 - *“the narrow street section of rear lanes reduces the extent of impervious surfaces in the Normal Neighborhood and supports wetland and stream health”.*
- Amend the Normal Neighborhood Plan Framework housing types description for Pedestrian-Oriented Clustered Residential Units (pg.8) to newly include NN-1-5 as a zoning classification that permits such units.
 - This change pre-supposes a related change to the Land Use Ordinance (#3) to include Pedestrian Cluster Housing as a permitted use within the Single-Family zoning designation (NN-1-5).

Ordinance #2 – Transportation System Plan

- Broaden the Shared Street description to allow this new street type to be applied in areas other than those that are physically constrained. If directed by Council to amend the description staff would revise the proposed language to read as follows:
 - *Provides access to residential uses in an area in which right-of-way is constrained by natural features, topography or historically significant structures. The Shared streets may additionally be used in circumstances where a slower speed street, collectively shared by pedestrians, bicycles, and autos, is a functional and preferred design alternative. The design of the street should emphasize a slower speed environment and provide clear physical and visual indications the space is shared across modes.*

Ordinance #3 – Land Use Ordinance

- Amend Table 18.3.4.040 Land Use Descriptions to list the “Pedestrian Clustered Housing” as a “Permitted” (P) use within the NN-1-5 zone
- Amend the Major and Minor amendment sections (18.34.030c) to require any reductions in open space obtain a major plan amendment, and only alterations that do not reduce the size of a designated open space be permitted through the minor amendment process.
 - Should the Council elect to maintain the minor amendment process for open space reductions due to approved wetland delineations, as was recommended by the Working Group, the Planning Commission recommend the revisions to 18.3.4.060 presented below to clarify the criteria to be evaluated in granting such a minor amendment.
 - Staff supports the Planning Commission's recommendation to amend the Normal Neighborhood District Site Development and Design Standards to incorporate the proposed



section 18.3.4.060.A as presented below, which would codify the “stated purpose” of open space. Staff believes this newly proposed section should be added to the Normal Neighborhood District standards independent of the decision to require either a minor or major amendment process for reductions in open space areas.

Amend the Normal Neighborhood District Site Development and Design Standards (18.3.4.060) to directly reference the language in the framework document, and to include a *stated purpose* for open space within a new section as follows:

18.3.4.060 A

5. Conformance with Open Space Network Plan

New developments must provide open space consistent with the design concepts within the Greenway and Open Space chapter of the Normal Neighborhood Plan Framework and in conformance with the Normal Neighborhood Plan Open Space Network Map. The open space network will be designed to support the neighborhood’s distinctive character and provide passive recreational opportunities where people can connect with nature, where water resources are protected, and where riparian corridors and wetlands are preserved and enhanced.

- a. The application demonstrates that equal or better protection for identified resources will be ensured through restoration, enhancement, and mitigation measures.
- b. The application demonstrates that connections between open spaces are created and maintained providing for an interlinked system of greenways.
- c. The application demonstrates that open spaces function to provide habitat for wildlife, promote environmental quality by absorbing, storing, and releasing stormwater, and protect future development from flood hazards.
- d. The application demonstrates that scenic views considered important to the community are protected, and community character and quality of life are preserved by buffering areas of development from one another.

STAFF RECOMMENDATION AND REQUESTED ACTION:

Staff believes the revisions that have been made by the Working Group refined and improved the neighborhood plan, and are largely consistent with the [original goals and objectives](#) (see attached) for the planning project. Staff recommends Council approve first reading of the ordinances amending the Comprehensive Plan, Comprehensive Plan Map, Transportation System Plan, and Land Use Ordinance as presented below:

Council approval of Ordinance #1 (as presented, incorporating the Planning Commission recommendations, or with specific recommended changes) would affect the following:

- Amend the Comprehensive Plan Map creating a plan designation for the Normal Neighborhood Plan District
- Amend the Introduction and Definitions, and Housing Element of the Comprehensive Plan to incorporate the Normal Neighborhood district and land use classifications as proposed.
- Adopt the Normal Neighborhood Plan Framework as a Comprehensive Plan supporting document .

Council approval of Ordinance #2 (as presented, incorporating the Planning Commission recommendations, or with specific recommended changes) would affect the following:



- Amend the Transportation System Plan to incorporate the Normal Neighborhood Street network as proposed:
 - 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 (TSP Figure 8-1) to incorporate the planned multi-use trails within the Normal Neighborhood Plan.
- Amend the Street Design Standards (Chapter 18.4.6) to incorporate the new Shared Street classification.

Council approval of Ordinance #3 (as presented, incorporating the Planning Commission recommendations, or with specific recommended changes) would affect the following:

- Amend the Land Use ordinance to include the Normal Neighborhood District Chapter (18.3.4) including the Normal Neighborhood Plan Zoning Classification map, and Site Development and Design Standards.

SUGGESTED MOTION(S):

Individual motions are required to address each of the three proposed ordinances separately:

Ordinance 1

I move to approve the first reading by title only of an ordinance titled:

“AN ORDINANCE AMENDING THE CITY OF ASHLAND COMPREHENSIVE PLAN TO ADD A NORMAL NEIGHBORHOOD PLAN DESIGNATION TO CHAPTER II [INTRODUCTION AND DEFINITIONS], ADD THE NORMAL NEIGHBORHOOD LAND CATEGORIES TO CHAPTER IV [HOUSING ELEMENT], CHANGE THE COMPREHENSIVE PLAN MAP DESIGNATION FOR APPROXIMATELY 94 ACRES OF LAND WITHIN THE CITY OF ASHLAND URBAN GROWTH BOUNDARY FROM SINGLE FAMILY RESIDENTIAL AND SUBURBAN RESIDENTIAL TO THE NORMAL NEIGHBORHOOD PLAN DESIGNATION, AND ADOPT THE NORMAL NEIGHBORHOOD PLAN FRAMEWORK AS A SUPPORT DOCUMENT TO THE CITY OF ASHLAND COMPREHENSIVE PLAN,”

[with the following changes...] and move the ordinance on to second reading.

Ordinance 2

I move to approve the first reading by title only of an ordinance titled:

“AN ORDINANCE AMENDING THE STREET DEDICATION MAP, PLANNED INTERSECTION AND ROADWAY IMPROVEMENT MAP, AND PLANNED BIKEWAY NETWORK MAP OF THE ASHLAND TRANSPORTATION SYSTEM PLAN FOR THE NORMAL NEIGHBORHOOD PLAN AREA, AND AMENDING STREET DESIGN STANDARDS WITHIN THE ASHLAND MUNICIPAL CODE CHAPTER 18.4.6 TO ADD A NEW SHARED STREET CLASSIFICATION”,

[with the following changes...] and move the ordinance on to second reading.

Ordinance 3

I move to approve the first reading by title only of an ordinance titled:

“AN ORDINANCE AMENDING THE ASHLAND MUNICIPAL CODE CREATING A NEW CHAPTER 18.3.4 NORMAL NEIGHBORHOOD DISTRICT, AMENDING CHAPTER 18.2.1.020 TO ADD A NORMAL



NEIGHBORHOOD ZONING CLASSIFICATION, AND AMENDING CHAPTER 18.2.1.040 TO ADD A NORMAL NEIGHBORHOOD SPECIAL DISTRICT. ”,

*[with the following changes...]*and move the ordinance on to second reading.

ATTACHMENTS:

- [Staff Report Addendum dated August 11, 2015.](#)
- [Staff Report dated July 28, 2015,](#)
- **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](#) (Street Network Map)
 - [Exhibit B](#) (Pedestrian and Bicycle Network Map)
- **Ordinance #3** – Land Use Ordinance (Ch 18) amendments
 - [Exhibit A](#)
- [Planning Commission Report \(4/22/2014\)](#)
- [Working Group memo dated \(12/2/2014\)](#)
- [Normal Neighborhood Plan Goals and Objectives](#)
- [Hardy Engineering Executive Summary](#) East Main Street & Railroad crossing infrastructure costs and financing assessment.

Electronic links

- Working Group Meeting Minutes:

○ 5/21/2015	○ 11/20/2014	○ 9/18/2014	○ 7/24/2014
○ 5/7/2015	○ 10/23/2014	○ 9/4/2014	○ 7/10/2014
○ 4/15/2015	○ 10/09/2014	○ 8/21/2014	○ 6/19/2014

- Planning Commission Meeting Minutes
 - [7/28/2015](#)
 - [8/11/2015](#) (Draft Minutes, pending Planning Commission review)
- Transportation Commission Meeting Minutes
 - [4/23/2015](#)
- Housing and Human Services Commission Meeting Minutes
 - [3/27/2014](#)

- **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 Council Communication, however they remain available online at www.ashland.or.us/normalplan, which includes the following electronically linked letters:

- | | | |
|---|---|---|
| 2015
All 2015 letters combined - PDF <ul style="list-style-type: none"> ○ Vidmar letter (7/13/2015) ○ Vidmar letter (3/31/2015) | 2014
All 2014 letters combined - PDF <ul style="list-style-type: none"> ○ Jones/MaharHomes letter (11/20/2014) | 2013
All 2013 letters combined - PDF <ul style="list-style-type: none"> ○ DeMarinis letter and exhibits (10/31/2013) |
|---|---|---|



- [Miller letter \(3/23/2015\)](#)
- [Alvarez letter 8/20/2015](#)
- [Hoffman letter 8/11/2015](#)
- [Lutz letter 7/28/2015](#)
- [Anderson letter 7/28/2015](#)
- [Hoffman letter 7/27/2015](#)
- [DeMarinis letter 8/25/2015](#)
- [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 \(10/8/2013\)](#)
- [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 \(2/25/2013\)](#)

Additional background information

To inform the neighborhood planning process a number of studies were completed and previously presented to the Planning Commission and City Council (2014 public hearing) in support of this project including:

- [Normal Neighborhood Existing Traffic Conditions technical memorandum](#) (dated September 5, 2012)
- [Normal Neighborhood Future Traffic Analysis](#) (dated November 19, 2013)



- [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.
- [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.
- [Normal Neighborhood 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](#)

