

Draft Technical Memorandum #9:  
Preferred and Financially Constrained Plan  
Attachment D  
Pedestrian Places Supporting Information



Potential for growth as a neighborhood center with civic, educational and arts uses plus affordable in-fill housing.

## City of Ashland **TSP Update**

### N. Mountain Avenue and E. Main Street Pedestrian Place



March 2011



N. Mountain and E. Main Pedestrian Place  
Neighborhood Development and Circulation Opportunities

**Vision Statement:**  
Potential for growth as a neighborhood center with civic, educational and arts uses and affordable in-fill housing. Provide a new 'grid' of walking routes to the center.

**Short Term Opportunity Sites:**

- Opportunity Site A
- Privately owned mostly vacant property.
  - Could provide affordable housing choices and live/work spaces.
  - Could provide educational related employment or neighborhood retail.

- Opportunity Site B
- Arts Academy building re-use.
  - Potential for future studio space and classroom space, which could anchor a small arts neighborhood.

- Opportunity Site C
- Existing under-utilized single family residential homes.
  - Could expand affordable housing and live/work opportunities.

- Opportunity Site D
- High school ball field to remain.
  - Potential to improve the pedestrian environment at the intersection.

- Opportunity Site E
- Civic center fore court.
  - Potential gathering place for civic related activities.

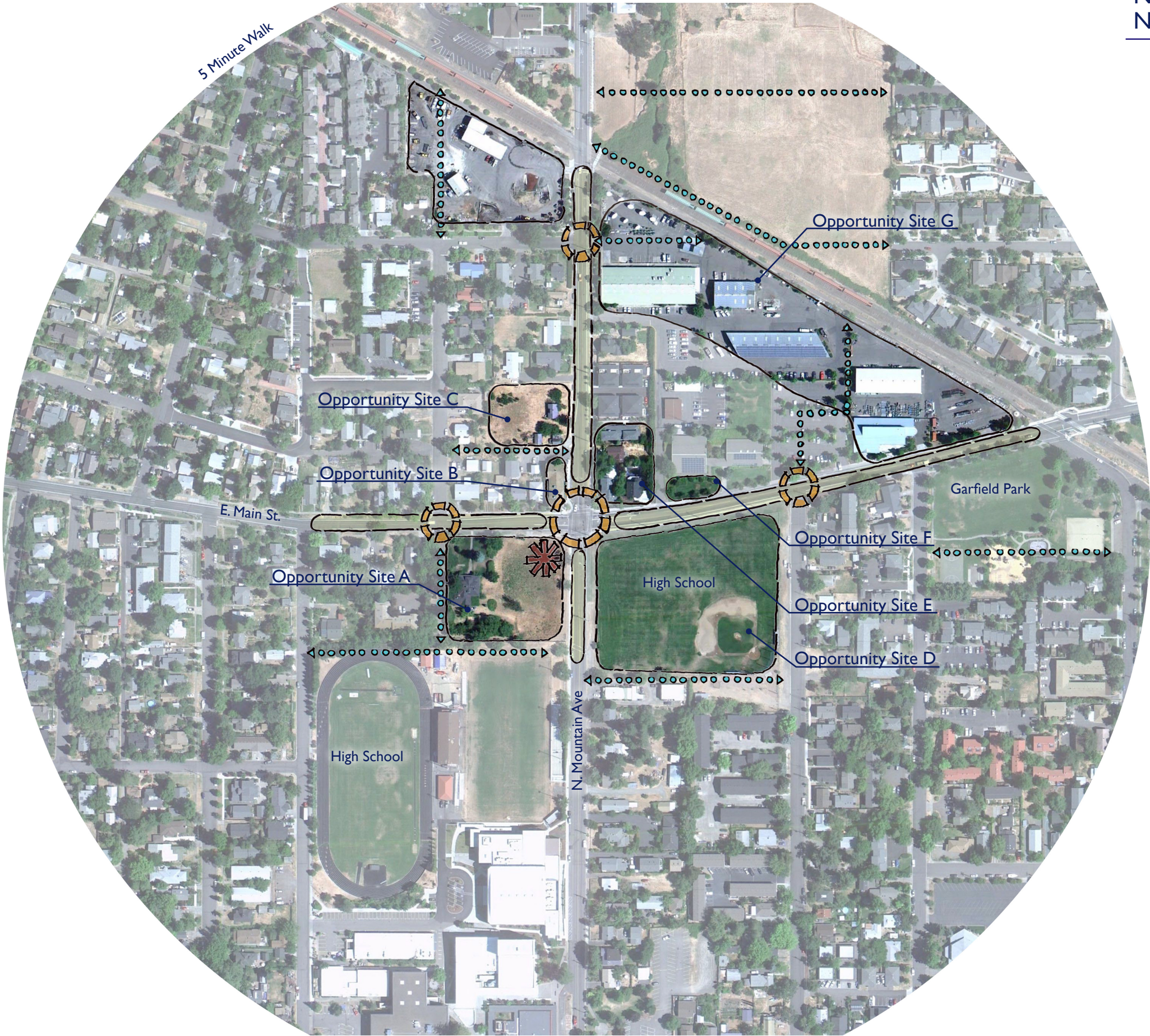
**Long Term Opportunity Sites:**

- Opportunity Site E
- Existing single-family residential homes.
  - Potential for mixed commercial and residential uses.

- Opportunity Site G
- Public works buildings.
  - Could provide housing choices for people who are part of the artist, civic, or educational communities.

**Legend**

- Priority Streetscape Improvements
- Opportunities for Future Pedestrian and Bicycle Connections
- Gathering Place
- Pedestrian Crossing Enhancements





## Concept Plan.

This conceptual development plan provides a hypothetical example that serves to illustrate how a property could develop to balance residential and commercial uses through implementing the Pedestrian Places building blocks.

### Development Summary

Building A: 2-Story Apartment Building

- 8 Apartments

Building B: 2-Story Mixed-use Building

- General Retail Space – 1-2 shops (4500sq.ft)
- 16 Apartments

Building C: 2-Story Mixed-use Building

- General Retail Space – 1-2 shops (4500sq.ft)
- 16 Apartments

Historic Home as Potential Studio / Gallery Space

Flexible Parking Standards

- Residential Parking: 0.75 spaces per dwelling
- General Retail Parking: 1.5 spaces per 1000sq.ft.

Achievable Density

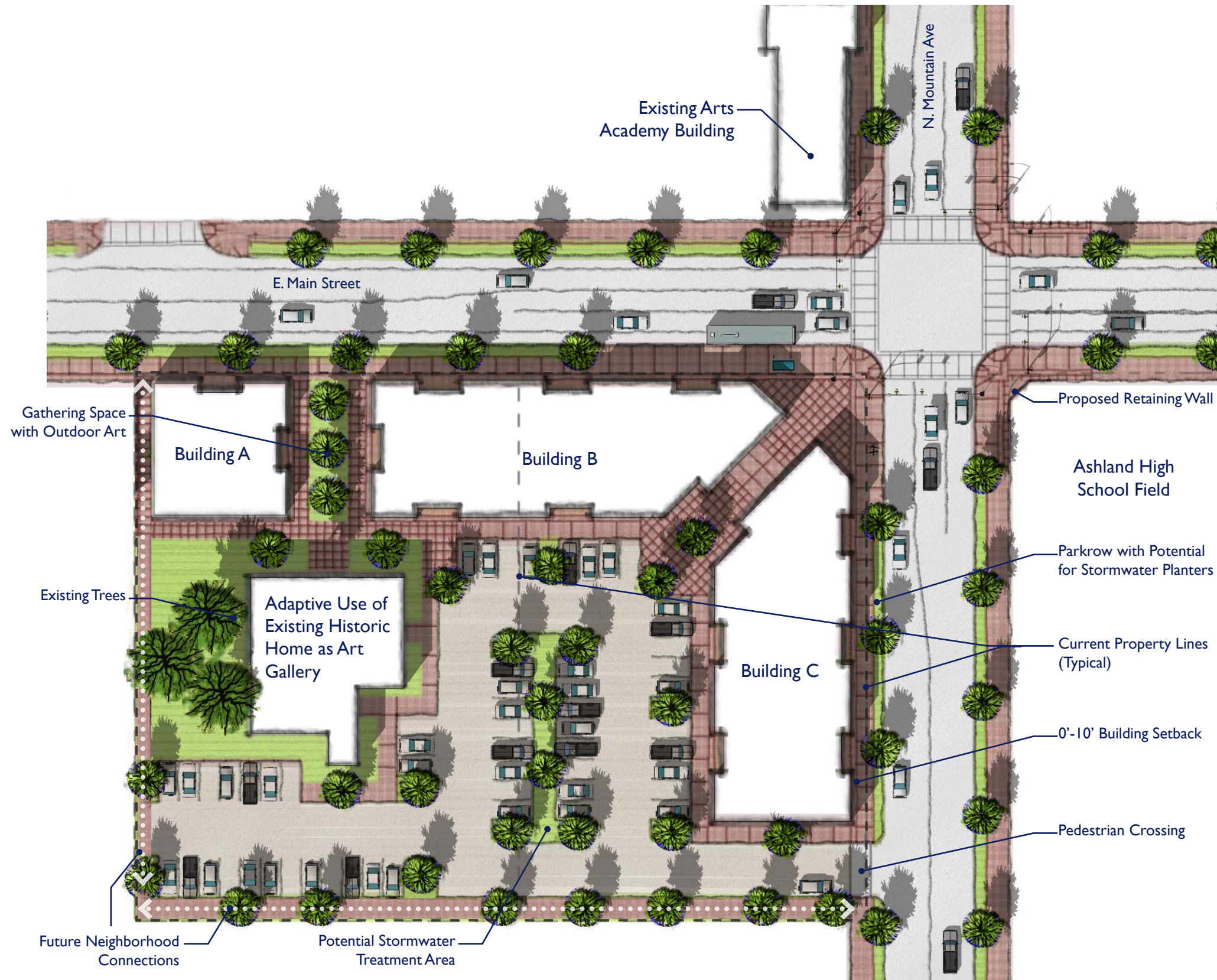
- 22 – 24 duelling units / acre (With preservation of historic home)
- FAR= 0.66:1

### Arts, Education and Affordability

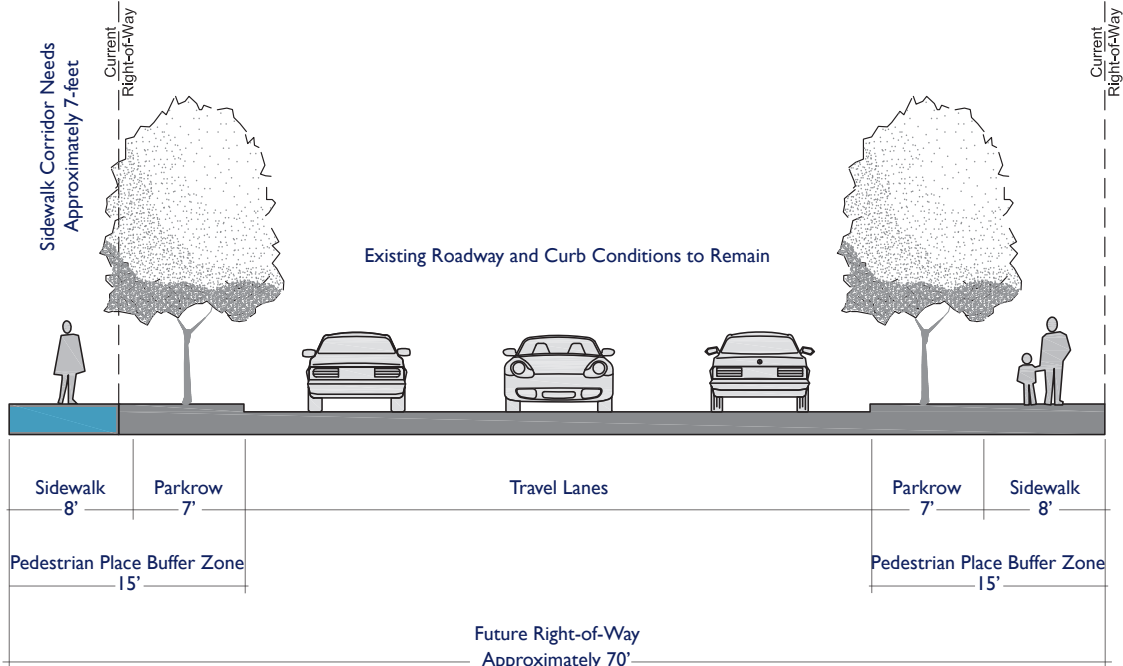
- Adaptive re-use of buildings to support local art
- Outdoor spaces for installation of public art
- Modestly sized, affordable apartments
- Civic and educational uses nearby

### Transportation and Streetscape Improvements

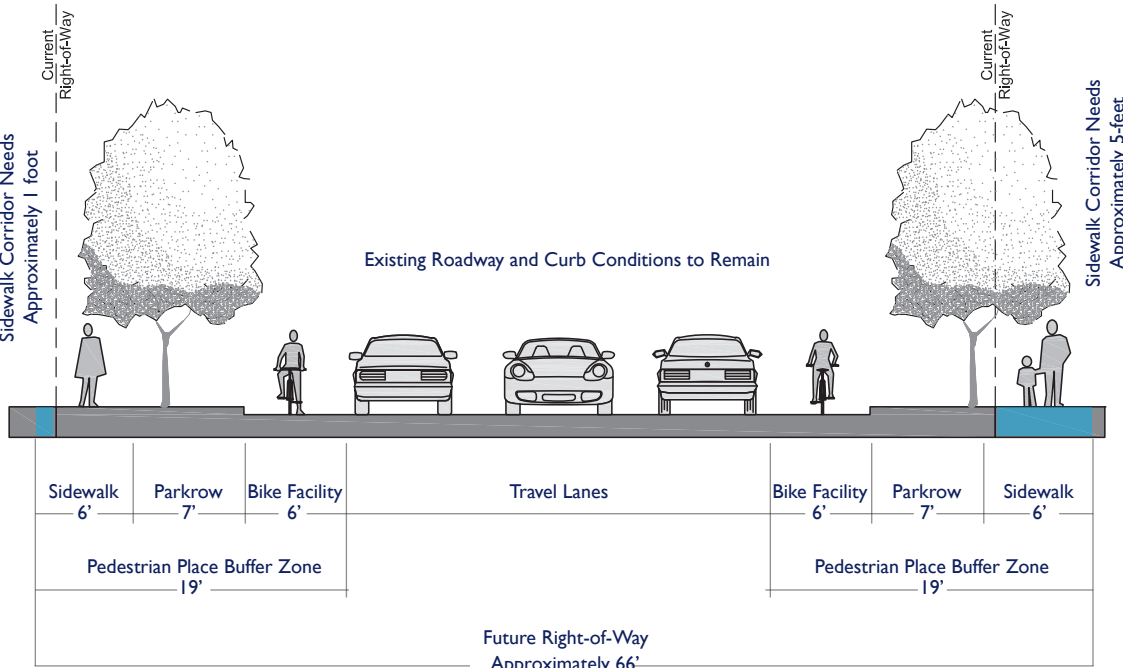
- Enhanced sidewalks and intersection
- 10 opportunities for additional neighborhood connectivity
- Transit-supportive densities for restoring bus service
- Reduced parking areas
- Pedestrian-friendly building design
- Transportation and Streetscape Improvements







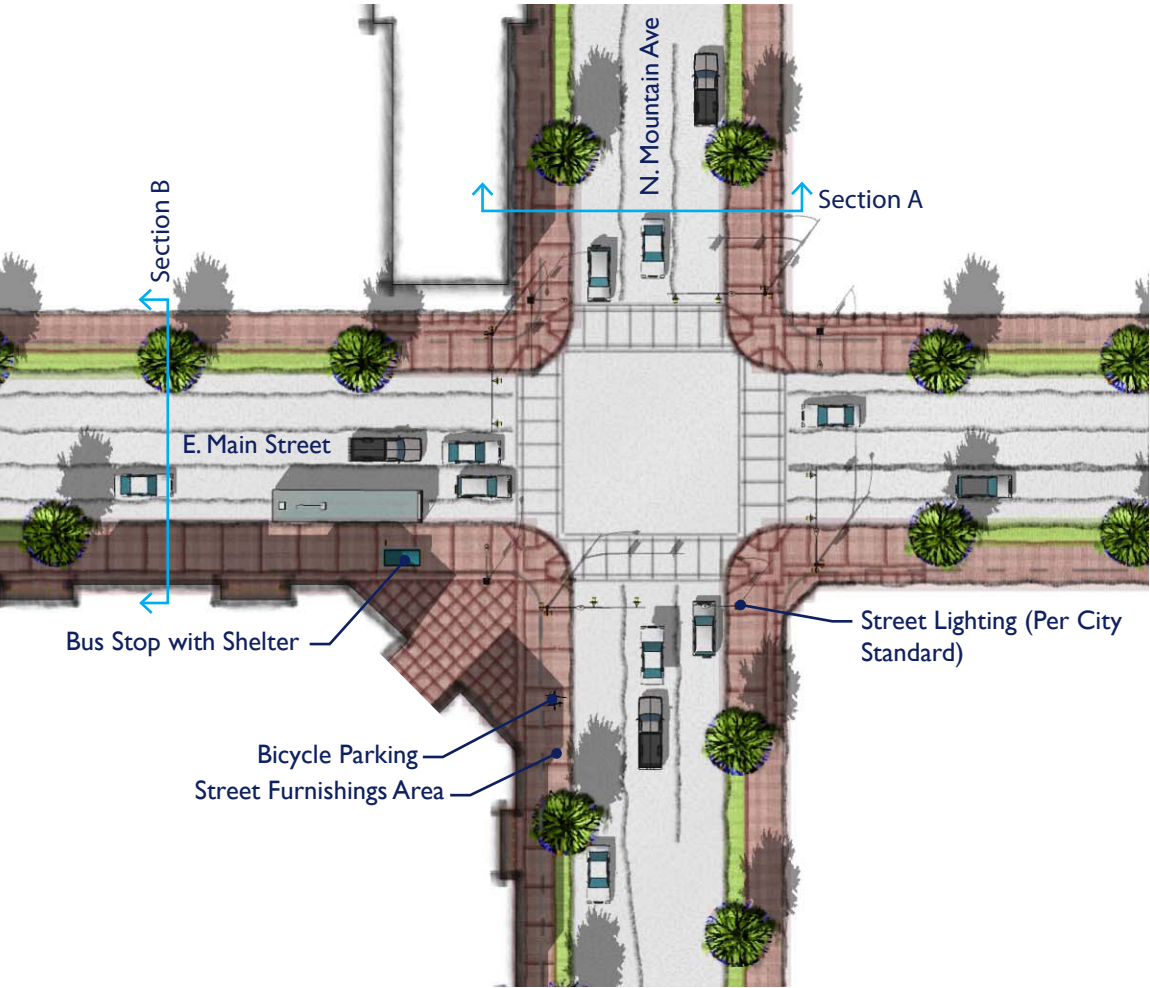
N. Mountain Avenue Future Improvements  
Section A – Looking North



E. Main Street Future Improvements  
Section B – Looking West



Public Art



Pedestrian Place Streetscape Features





**Public Realm Features**

Primary streetscape character elements are the Green Street design with flow-through stormwater planters and building articulations with ground floor windows for the shops located near the intersection and residential units located near mid-block. The residential units could be artist live/work spaces with ground floor galleries visible from street. Near the intersection a paved sidewalk furnishing zone accommodates a bus shelter, bike racks and outdoor seating across from a revitalized Arts Academy.



Potential to become a university district  
neighborhood hub.

## City of Ashland **TSP Update**

### Walker Avenue and Ashland Street Pedestrian Place



March 2011



# Walker Avenue and Ashland Street Pedestrian Place Neighborhood Development and Circulation Opportunities

## Vision Statement:

Potential to become a university district neighborhood hub. New development and streetscape changes will tie the north and south areas of the SOU campus together with places for people to gather, shop, live, and work.

## Short Term Opportunity Sites:

### Opportunity Site A

- Privately owned vacant property.
- Could provide neighborhood-scale employment and affordable housing choices.

### Opportunity Site B (potential phase development)

- Phase 1: Could provide additional commercial mixed-use development.
- Phase 2: Could retain and intensify affordable housing choices.

## Long Term Opportunity Sites:






### Opportunity Sites C, D, E & F

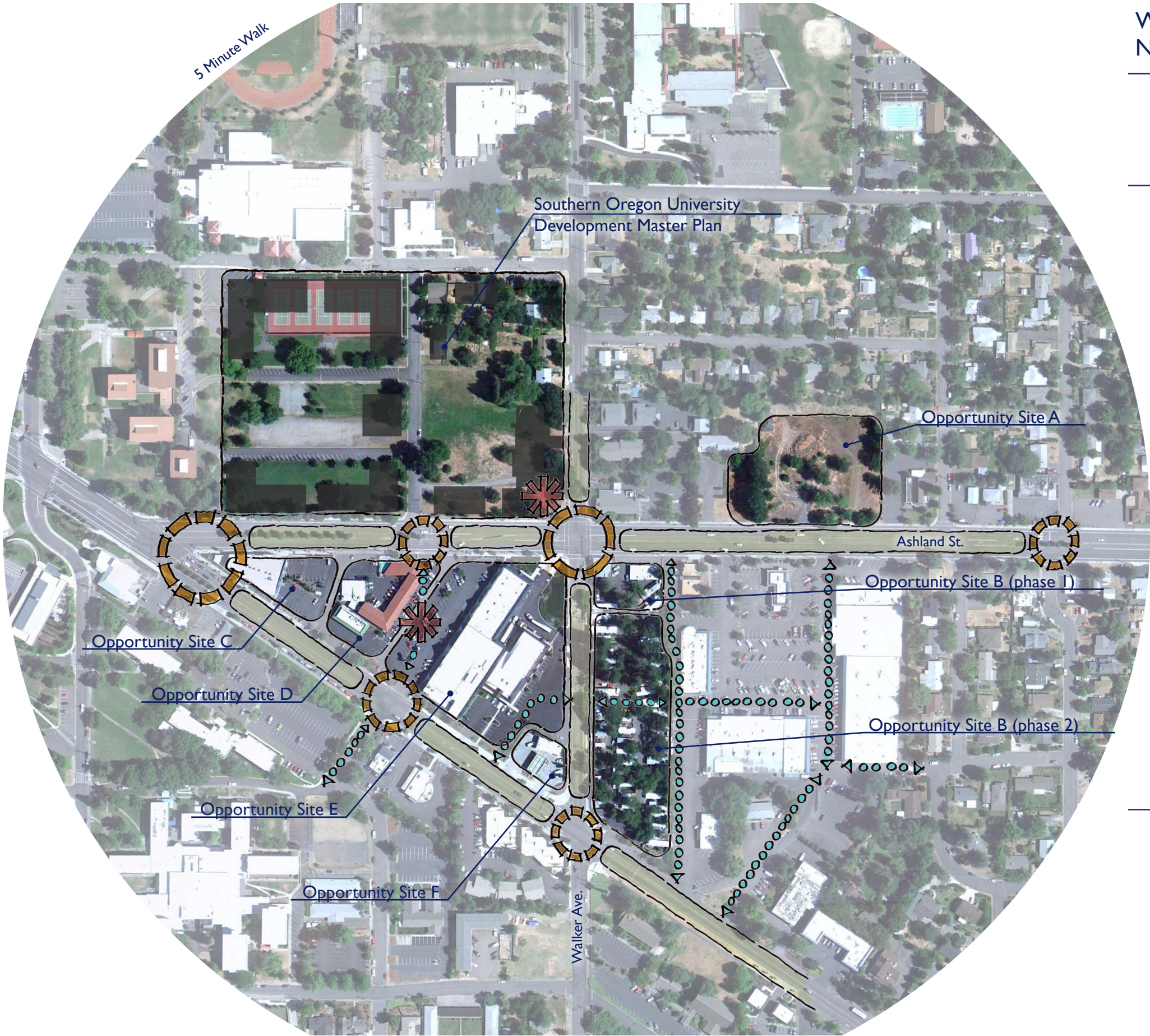
- Grocery, retail, restaurants, and a fitness center are a great mix of places to support the campus needs, but these existing uses lack connectivity and a cohesive site plan.
- Redevelopment over time could improve streetscape, pedestrian-scale design, create gathering places, and provide more retail entertainment uses.

### Southern Oregon University Development Master Plan

- Explore opportunities to integrate pedestrian place features into future university development.

## Legend

-  Priority Streetscape Improvements (ie. lighting, landscaping, sidewalks)
-  Opportunities for Future Pedestrian and Bicycle Connections
-  Gathering Place
-  Pedestrian Crossing Enhancements
-  Planned SOU Master plan





## Long Term Concept Plan Development Summary

Building A: 2-3 Story Mixed-use

- 7 shops
- 30 apartments

Building B: 1 Story Retail

- 1-2 shops

Building C: 1 Story Retail

- 1-2 shops

Building D: 2 Story Residential

- 16 apartments

Building E: 3 Story Mixed-use

- 6 shops
- 34 apartments

Building F: 1-2 Story Grocery Store

- 20,000-30,000 sf.

Building G: 2 Story Fitness Club

- 8,000 sf.

Parking:

- Reduced parking ratios.

FAR= 0.59:1

### Creating a University Hub

- Multiple, affordable housing choices and locations not currently available
- New retail, grocery and entertainment uses
- Potential to complement SOU long-term master plan
- Festival street for public gathering

### Transportation and Streetscape Improvements

- Enhanced sidewalks and intersection
- Enhanced connectivity and street crossings
- Transit-supportive densities for frequent service
- Reduced parking areas
- Pedestrian-friendly building design

2-3 Story Mixed-use Building



On-street Parking with Stormwater Planters



2 Story Residential Building



3 Story Mixed-use Building



Shared Space Street



1 Story Retail Building



Fitness Club



Bus Stop



Festival Street



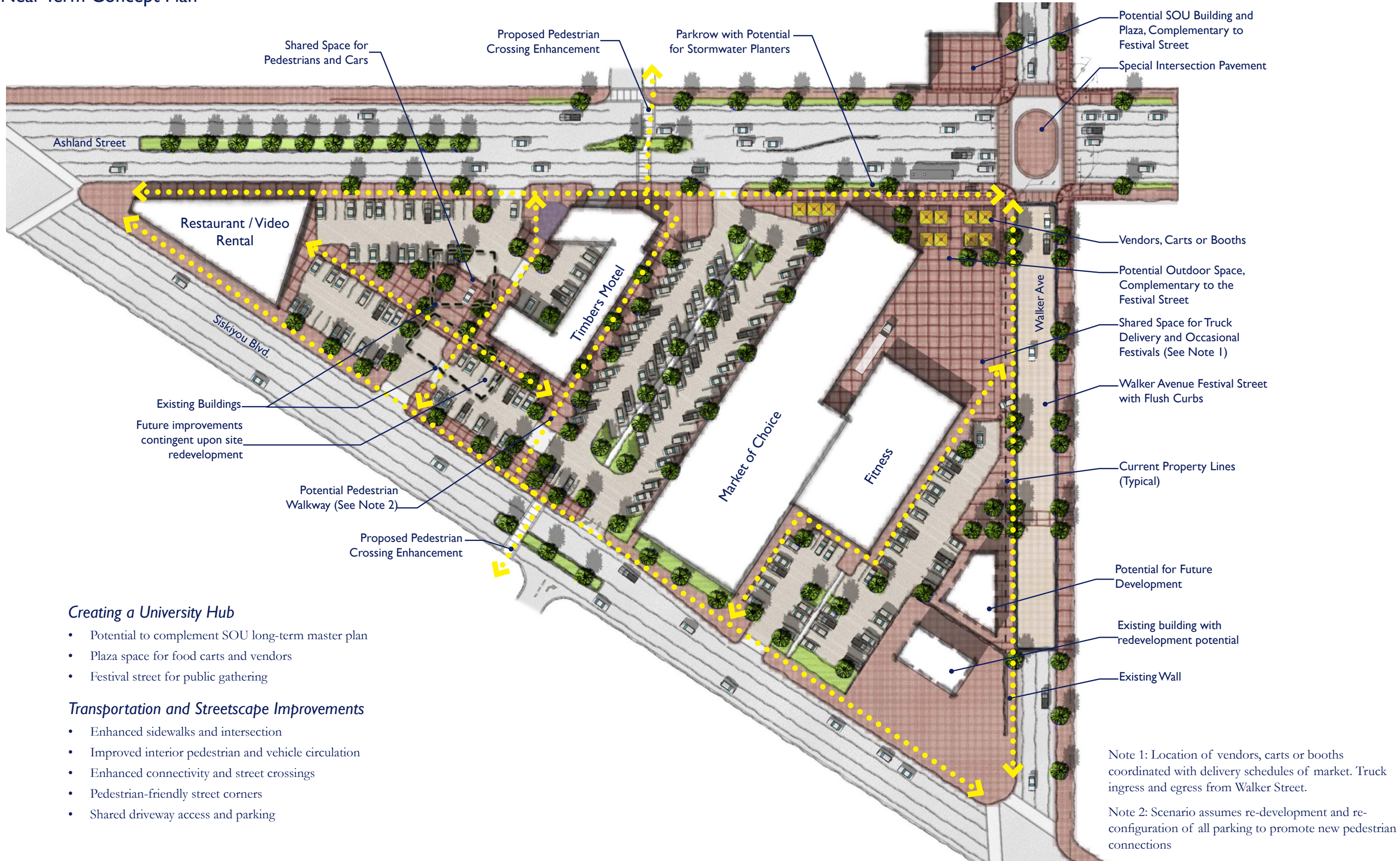
Grocery Store



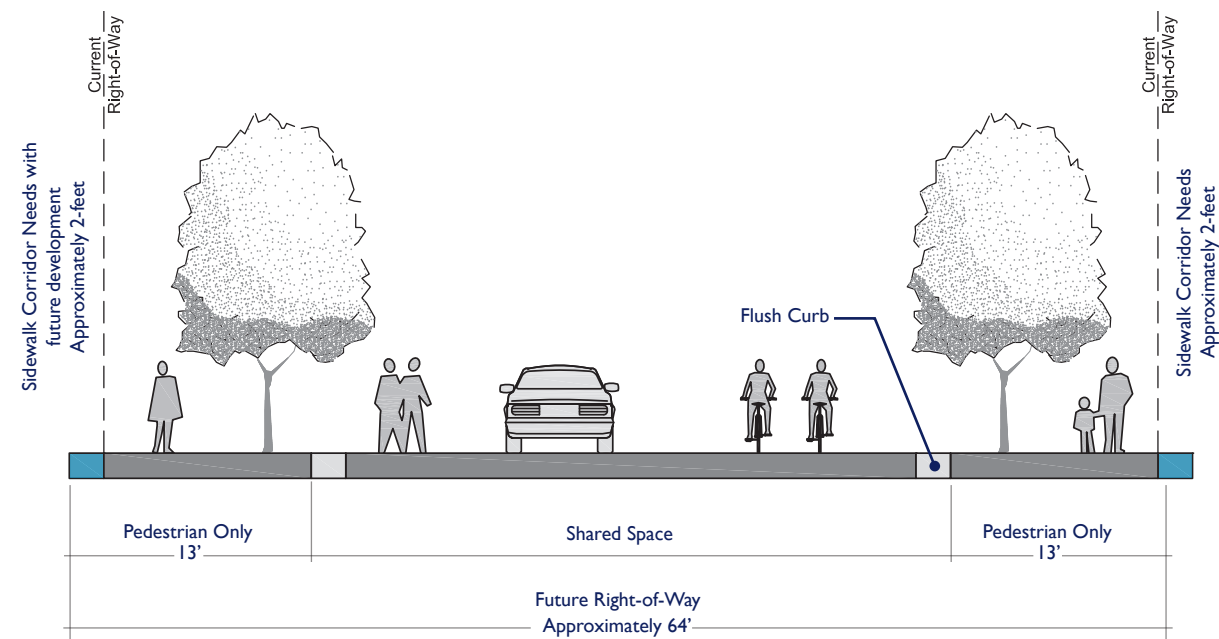
Plaza



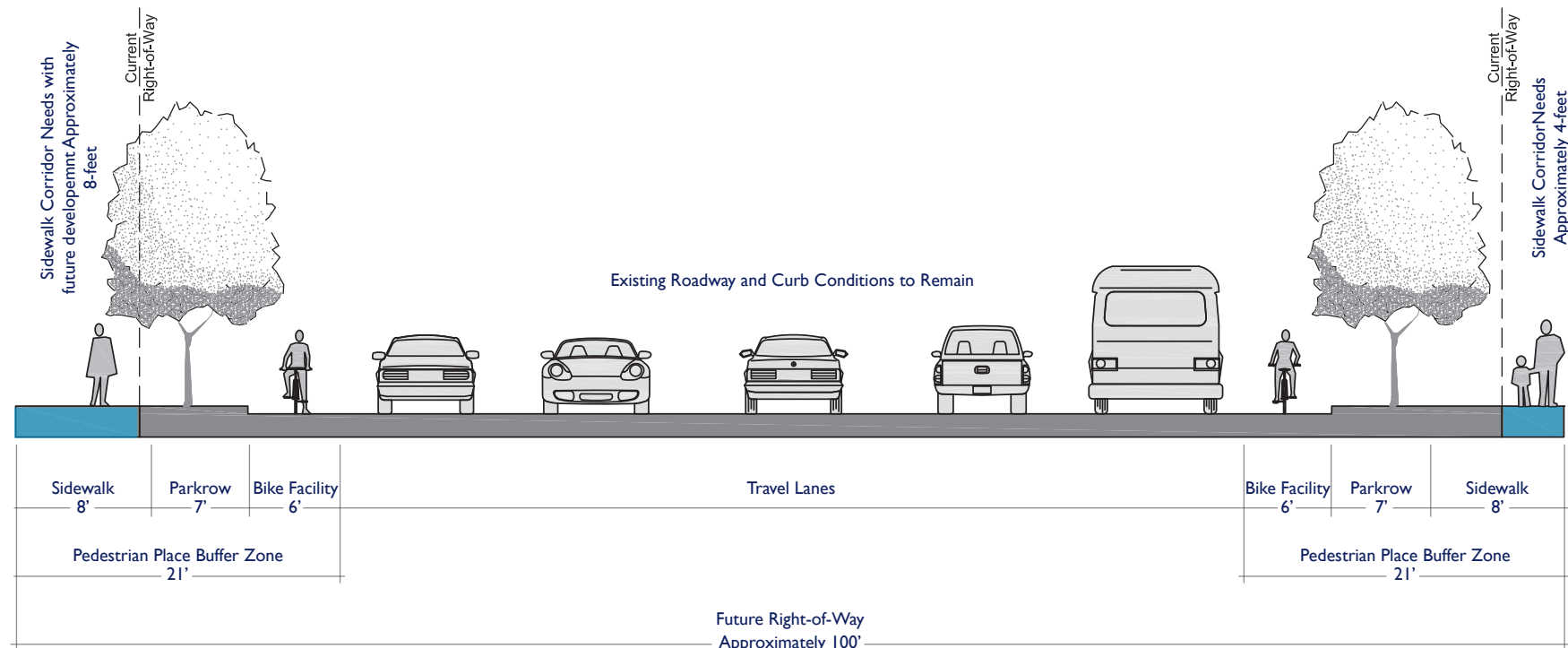
# Near Term Concept Plan







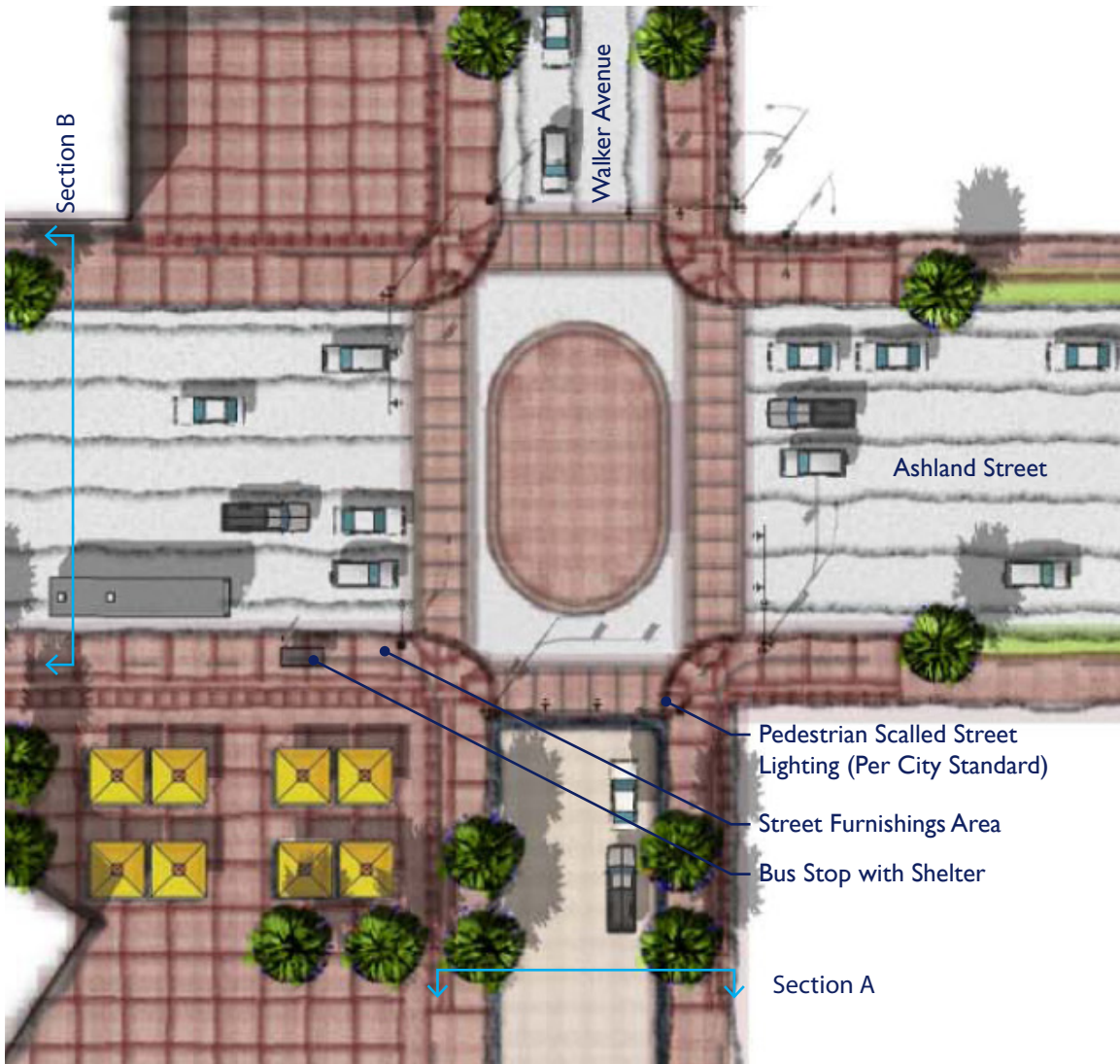
Walker Avenue Future Improvements  
Section A – Looking South



Ashland Street Future Improvements  
Section B – Looking West



Festival Street



Pedestrian Place Streetscape Features



Creating a pedestrian-friendly environment requires improved pedestrian connectivity, and a balance between residential and commercial uses.

## City of Ashland **TSP Update**

### Tolman Creek Road and Ashland Street Pedestrian Place



March 2011

Revised June 2011





## Tolman Creek Road Pedestrian Place Neighborhood Development and Circulation Opportunities

### Vision Statement:

Creating a more pedestrian-friendly environment requires establishing a balance between residential and commercial uses and improved pedestrian connectivity between existing and future residential neighborhoods.

### Short Term Opportunity Sites

#### Opportunity Site A

- Privately owned property with redevelopment opportunities (one parcel not in city limits).
- Could provide housing opportunities to include a strong residential element in the pedestrian core area to support commercial and service uses.

#### Opportunity Site B

- Privately owned property with significant redevelopment potential
- Could provide housing opportunities to support commercial and service uses.
- Could diversify retail and employment uses.

#### Opportunity Site C

- Privately owned under utilized property.
- Could provide employment uses or incubator spaces for small businesses.

### Long Term Opportunity Sites

#### Opportunity Sites D, E, and F

- Primarily parking areas for existing uses.
- These sites could potentially accommodate new buildings or reconfigured uses of sites.
- Creating new retail or mixed use opportunities.

### Legend

- Neighborhood Circulation
- Priority Streetscape Improvements (ie. lighting, landscaping, sidewalks)
- Opportunities for Future Pedestrian and Bicycle Connections
- Gathering Place
- Pedestrian Crossing Enhancements
  - ❖ Street connection to be coordinated with TSP update.
  - ✦ Rail crossings subject to federal and state approval.





## Concept Plan

This conceptual development plan provides a hypothetical example that serves to illustrate how a property could develop through implementing the Pedestrian Places building blocks.

### Development Summary

Building A: 2-Story Apartment Building

- 60 Apartments

Building B: 2-Story Mixed-use Building

- General Retail Space – 6-10 shops (15,000 sf)
- Office Space – 15,000 sf.

Flexible Parking Standards

- Residential Parking: 0.75 spaces per dwelling
- General Retail Parking: 1.5 spaces per 1000 sq.ft.
- Office Parking: 1 space per 1000 sq.ft.

Achievable Density

- 25 – 30 duelling units / acre
- FAR= 0.67:1

### Balancing Residential and Commercial Uses

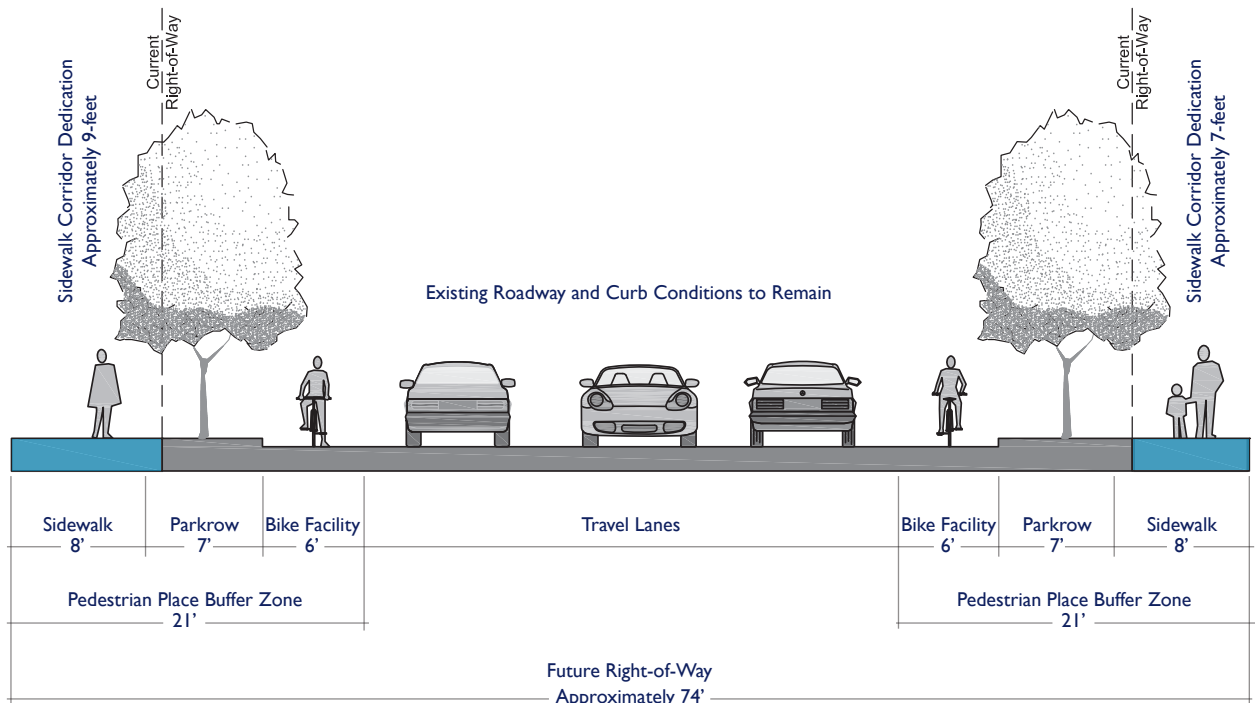
- Expand housing choices in core area and connectivity to existing residential neighborhoods
- Office and retail complementary to existing commercial uses
- Modestly sized, affordable apartments

### Transportation and Streetscape Improvements

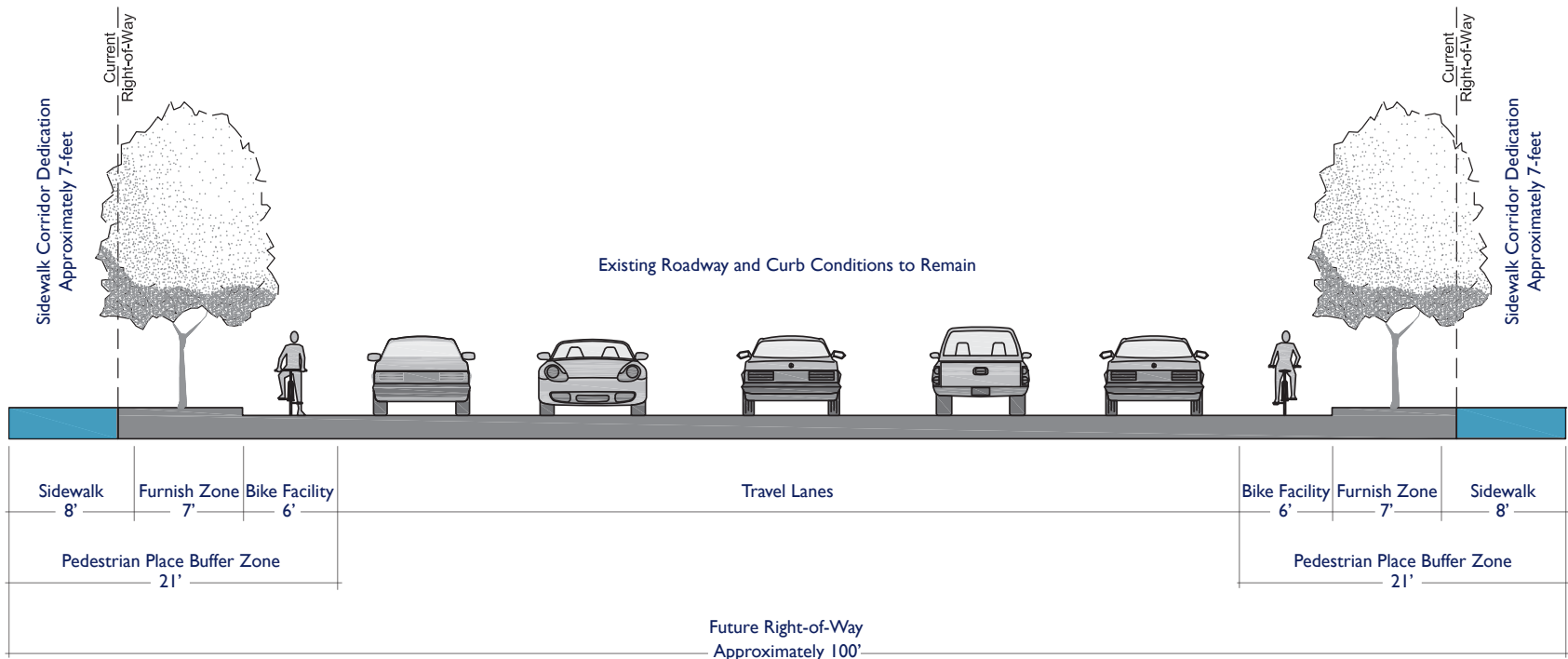
- Enhanced sidewalks and intersection
- 12 opportunities for additional neighborhood connectivity
- Transit-supportive densities for frequent service
- Reduced parking areas
- Pedestrian-friendly building design



Green Street and Intersection Design Features



Tolman Creek Road Future Improvements  
Section A – Looking North



Ashland Street Future Improvements  
Section B – Looking West



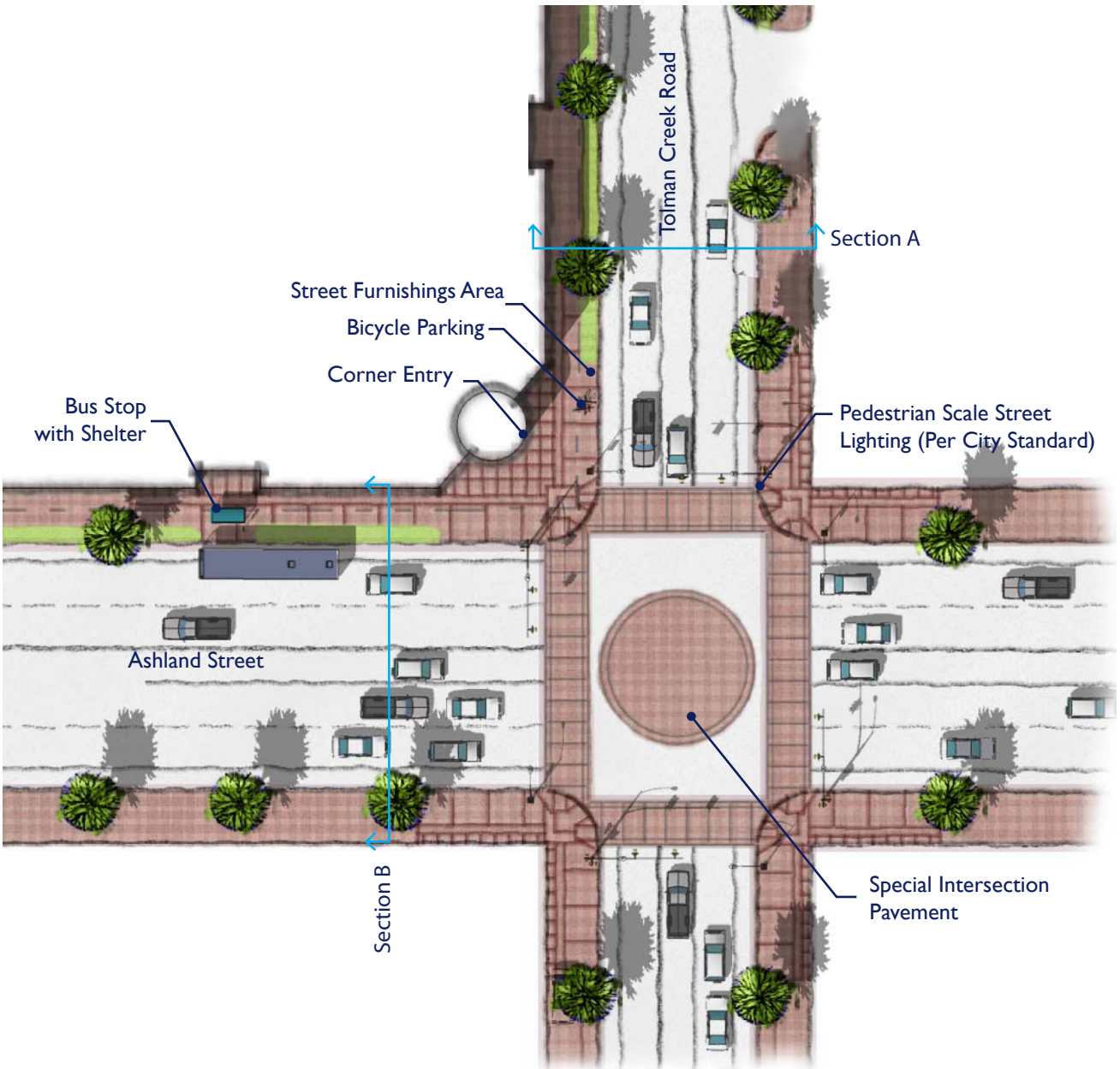
Special Intersection Pavement



Stormwater Planter



Stormwater Planter with On-street Parking



Pedestrian Place Streetscape Features

Street Designs to meet City Street Standards





Public Realm Features

Primary streetscape character elements are the Green Street design with flow-through stormwater planters, ornamental street lights with banners and a paved sidewalk furnishing zone near the intersection to accommodate bus shelters, bike racks and outdoor seating. The corner entry and building setback, building articulations and large ground floor windows help create a more comfortable pedestrian environment alongside an inhospitable street.

# City of Ashland Transportation System Plan Update

## Planning Commission Work Session for March 29, 2011

The materials provided to you for tonight's work session include this overview of the Pedestrian Places task within the larger effort to update Ashland's Transportation System Plan (TSP), a graphic package illustrating the conceptual plans developed for Pedestrian Places at three selected locations, and a memorandum documenting our review of current zoning and Land Use Ordinance provisions with regard to the concept of a Pedestrian Place.

### **Pedestrian Place Concepts and the Transportation System Update**

The concept of Pedestrian Places was included in the update of Ashland's Transportation System Plan (TSP) based on an assumption that patterns and types of development will influence transportation behaviors. Conversely, investments in multimodal transportation are assumed to encourage development characterized by a more compact concentration of neighborhood services and housing, and by a wider and more affordable range of housing choices. Both assumptions are reasonable. However, others factors beyond the scope of this project, such as income, demographics, and local preferences, are very important determinants of housing and transportation choices.

Planning for Pedestrian Places as part of the TSP is a unique opportunity to satisfy complementary objectives:

- Reduce travel trips by car.
- Create momentum for enhanced transit, pedestrian, and bicycle facilities.
- Move forward with capital and pilot projects for innovative ideas like shared streets, enhanced bike facilities, 'road diet', and Green Streets.
- Establish an implementation strategy for coordinating public and private actions that includes updates to zoning and ordinances.
- Identify changes in transportation funding that directly affect private development.
- Encourage more affordable housing choices.

Innovative ideas and policy changes are still under review as part of the TSP update. They will move forward in alternatives analysis and then into the adoption process. Some may be applied directly to the Pedestrian Places. For example, a road diet project could significantly influence a development plan for specific parcels by making right-of-way available for on-street parking and/or an enhanced bicycle facility.

### **Transit-Supportive Density**

An important outcome of integrated land use and transportation planning is to identify where and how to link policies and incentives for higher density housing to investments in multimodal transportation. Concepts for Pedestrian Places directly address this linkage at the level of the individual parcel. To fully address the where and how of transit-supportive development, the

relationship of density, demographics, housing choices, and transit needs to be explored beyond looking at selected, single parcels. The project white paper on high-density housing suggested corridor-level planning as one of the primary opportunities to leverage the benefits of more intensive development and new investments in the transportation system.

Assessments of what levels of residential and employment densities will support good transit service have evolved over the past decade, with varying target densities for different transit modes and within different urban contexts. Pedestrian Places are most likely to be mixed use development with a preponderance of residential uses. For transit, this is a trip-origin form of development, and the number of new residential units is the most important factor in increasing ridership. Generally agreed on densities for transit service are as follows:

**Table I**

<b>Level of Service</b>	<b>Residential Density Threshold</b>
Local bus service (1 bus per hour)	4-5 dwelling units/acre
Intermediate bus service	7-8 dwelling units/acre
Frequent bus service	12-15 dwelling units/acre
High Capacity Transit (HCT) systems (primarily streetcar and light rail transit)	25-50 dwelling units/acre

For Ashland, the most realistic assumptions are for improved bus service. The improvement would include more frequent service and extended days and hours of service. In the case of North Mountain Avenue and East Main Street, it would mean restoring bus service that has been discontinued.

### **Environmental Impacts of Development**

Development patterns, particularly residential development, have an environmental impact. The effects on stormwater quantities and quality and the generation of wastewater are well-documented and understood. The intuitively plausible assumption that more compact and dense development results in less environmental damage related to greenhouse gases, transportation and continuing energy consumption is less conclusive. It has not been documented in ways that easily lead to quantifiable metrics to support policy criteria on the local level. It is beyond the scope of the Pedestrian Places effort to undertake a detailed analysis of environmental impacts. However, it is reasonable to assume that this type of development, located in Ashland's transit corridors, will measurably reduce the environmental impacts of land use development and transportation.

### **Concept Plans**

The selected locations for the conceptual planning studies are at the intersections of North Mountain Avenue/East Main Street, Ashland Street/Tolman Creek Road, and Ashland Street/Walker Avenue. Great Streets, gathering places, new shops/offices, transit improvements, and new and public art opportunities were set out as the building blocks for these places. The study areas included an approximate 5-minute walk area surrounding the intersections. A vision statement was developed and neighborhood development and connectivity opportunities were identified.



A conceptual development plan for an individual parcel was developed for each location. The intent of the plans was threefold. First, they illustrate one possible expression of the building blocks of pedestrian-oriented design that were established at the first community workshop. A number of other design concepts could also be built from those blocks. Second, they explored whether or not transit-supportive densities could be achieved and with assumptions about parking, building height, and size of residential uses. Lastly, the concepts helped shed light on any changes to current zoning and ordinances that might support or hinder any of the opportunity sites identified within the selected areas. The plans should not be taken as specific or imminent development proposals or as architectural design recommendations subject to current planning approval.

### **Transit-Supportive Characteristics**

For the individual parcels studied, achieving densities supportive of frequent bus service was an important criterion. The results were encouraging with regard to potentially increasing ridership and creating a more comfortable environment for transit riders to wait for and board the bus.

**Increased Ridership.** The threshold density for frequent bus service would be met and exceeded with two-story residential and mixed-use buildings. The achievable densities would range from approximately 22 dwelling units/acre to 30 dwelling units/acre. Those densities are consistent with current zoning for the parcels studied.

**Enhanced Transit Environment.** High-quality bus stop environments would be created through the generous passenger waiting areas, shelters and other passenger amenities, zero set-back for buildings, front doors and display windows, and the potential for small shops that may occasionally meet other needs of transit riders. Increased walking connectivity will also encourage transit use.

**Transit-Supportive Corridors.** Redevelopment of a single parcel will not achieve the overall ridership potential to change the level of transit service. Using the metric of density, the dwelling units suggested in Table 1 would need to be present throughout a 5- to 10-minute walking area of the stop. With closely spaced bus stops, these areas overlap, suggesting that increasing average density throughout the corridor may be the metric to address. However, a full analysis of transit ridership potential needs to also consider demographic and income factors.

### **Designing the Public Realm**

The concept of a Pedestrian Places integrates land use and transportation planning through emphasizing the importance of the 'public realm'. The public realm is more than what lies within the strict confines of the street right-of-way. It is all the exterior places, linkages, and built elements that can be physically and visually accessed from the street and from the building entries fronting the street. These places, linkages, and elements are all subject to design. They will affect how comfortable, safe, and appealing the street is for its intended users.

### **Implementation Measures**

Ashland's current zoning appears to be largely supportive of creating Pedestrian Places. However,

after careful review of the Ashland's existing zoning and Land Use Ordinance, we recommend creating an overlay zone as the primary implementation tool. A suggested outline for an overlay has been included in the work session materials. The overlay would apply to areas within a 5-minute walk which are already designated as Detailed Site Review Zones on the City's Site Design Zone map. Some of the key changes address:

- Reduced parking standards.
- Increased allowable floor-area ratio (FAR).
- Maximum building setbacks from the street.
- A minimum building height.
- Revision to the landscaped area requirements.

## Next Steps

Development of the Pedestrian Places concepts as part of the TSP Update project scope of work will be essentially complete following this work session and your comments. The next step is for city staff to evaluate the recommended updates to zoning and Land Use Ordinances and develop adoption-ready language.

## Suggested Discussion Questions

For purposes of tonight's work session, the following questions may be helpful in facilitating discussion. While your responses to these questions will be very helpful to us, they are not intended to limit discussion or exclude any of your thoughts or comments regarding the ideas that have been developed for creating new Pedestrian Places in Ashland.

- Is the concept of Pedestrian Places, as it has been defined, complementary of other key objectives in the TSP Update?
- Do you think the conceptual illustrations of Pedestrian Places and the recommended adjustments to zoning have addressed the fundamental 'building blocks' of pedestrian-oriented redevelopment?
- Do you think the mix of uses and densities suggested in the concept plans and the Pedestrian Place overlay zone will be transit-supportive? Are there additional transit-supportive measures to consider?
- Do you think the concept of Pedestrian Places will help meet the need for additional housing choices in Ashland? Who do you think will be attracted to living in a Pedestrian Place?
- Do you think the appropriate transportation and streetscape improvements have been identified?

# Memorandum



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Fax (503) 635-5395

**To:** Maria Harris and Brandon Goldman, City of Ashland

**From:** Tom Litster and Jerry Offer, Otak

**Copies:** Jim Olson, City of Ashland

**Date:** March 15, 2011

**Subject:** Pedestrian Places Code Review

**Project :** City of Ashland Transportation System Plan Update/Otak Project No. 15702

Otak has reviewed the three proposed pedestrian place areas with regard to whether the existing zoning and current City of Ashland Land Use Ordinance provisions support or hinder the design concepts proffered for the opportunity sites and the five-minute walk areas surrounding each of the three pedestrian place areas. Suggested amendments to the Ashland Land Use Ordinance follow our analysis of the three areas. In completing our analysis, we kept in mind best practices observed for areas which are transit supportive and/or pedestrian oriented, as well as the 'building blocks' for pedestrian places identified through community workshops associated with this project.

Our review of your code resulted in three general conclusions:

- Current zoning for the five-minute walk areas already allows for transit-supportive residential densities and commercial development opportunities for improved local bus service. Therefore, we recommend no changes to the underlying zoning within the five-minute walk areas for the pedestrian places.
- An overlay zoning district which encourages dense development, allows reductions in onsite parking, and prohibits non-supportive land intensive and/or auto parking intensive uses is the best approach to implementing pedestrian places.
- This memo reviews a number of current best development code practices for supporting pedestrian and transit supportive development and makes suggestions for some of these practices to be incorporated in the pedestrian place overlay district standards. Ashland's Site Design and Use Standards Manual contain excellent standards for promoting pedestrian-friendly development and transit supportive uses, especially the standards for the Croman Mill district. It is recommended that these standards be adopted for use in the pedestrian places. Other good examples of standards for the City of Ashland to consider are transit supportive and pedestrian oriented parking reduction standards from the City of Portland's Zoning Code.

Assessments of what levels of residential and employment densities will support good transit service have evolved over the past decade, oftentimes with varying target densities for different station typology and in different cities. For the pedestrian places concept in Ashland, the most realistic assumptions are for improved bus service. In the case of N. Mountain and E. Main, it would mean restoring bus service that has been discontinued. These are most likely to be trip-origin bus developments, meaning residential units are the most important factor in increasing ridership.

Generally agreed on densities for transit service are as follows:

Level of Service	Residential Density Threshold
Local bus service (1 bus per hour)	4-5 dwelling units/acre
Intermediate bus service	7-8 dwelling units/acre
Frequent bus service	12- 15 dwelling units/acre
High Capacity Transit (HCT) systems (primarily streetcar and light rail transit)	25-50 dwelling units/acre

Existing zoning in Ashland for the pedestrian place locations and within the five-minute walk areas surrounding each pedestrian place allow transit-supportive threshold densities to be met. No changes to the underlying zoning districts within the five-minute walk areas for the pedestrian places are needed. Market-driven development that achieves those densities and provides the attractive living and shopping qualities of a pedestrian place is the missing piece, not the zoning of these areas. However, we recommend some modifications to the development standards applicable to the pedestrian places and their five-minute walk areas through establishment of a pedestrian place overlay zone which would promote compact pedestrian-friendly development and discourage land extensive uses which may be counter productive to the pedestrian place objectives.

The following pages summarize our review of your existing code and recommendations specific to creating pedestrian places.

## **Existing Zoning Implications for Pedestrian Place Concepts**

### **Walker Avenue and Ashland Street Pedestrian Place**

#### **C-I Zone**

All of the identified opportunity sites around this intersection are zoned C-1.

#### **Uses**

**Currently Allowed Uses.** The C-1 zone allows all desired uses for a pedestrian place, including mixed-use development with residential. Considerations for changing the uses in this district include requiring that uses on each site or particular site be mixed, or excluding certain uses that are allowed by the C-1 district which may not be supportive of pedestrian place objectives.

**Require Mixed-uses.** Based on other cities' experiences, requiring mixed-uses on a site or within a particular area can be politically difficult to implement. A given development may find too little market demand for a required use, but ample demand for the other use(s) in the district. Forcing a financially troubling decision upon a prospective developer to take on an undesirable use (at least at that time) will not help stimulate redevelopment. It is recommended that the City of Ashland allow mixing of uses within pedestrian place areas, but not be prescriptive towards uses to be required.

**Exclude Certain Uses.** An overlay zone could specifically exclude some of the permitted uses, special permitted uses, and conditional uses allowed by the C-1 underlying zone, which would be counter-productive to the objectives of pedestrian place development. For example, an overlay zone could prohibit larger-sized boxes and uses which usually are located in large buildings and/or have large parking lots or surface storage areas such as car sales, building material sales, etc. The City's Land Use Ordinance currently prohibits uses over 45,000 square feet. A pedestrian place overlay zone may want to be more restrictive than that for areas within the 5-minute walk area surrounding the designated pedestrian places.

The City limits total drive-up uses within the city to twelve separate businesses, based upon the number of drive-up uses at the time the ordinance was adopted. The drive-up use allowance is transferable to another site, including onto sites which are zoned C-1 and currently onto sites which are being planned as pedestrian places. A pedestrian place overlay zone could specifically prohibit drive-up use permits from being transferred onto sites within designated pedestrian places or within the five-minute walk areas surrounding these places.

### **Dimensional Standards**

**Building Heights.** The primary dimensional standard in the C-1 zone is a 40-foot maximum building height, except where a property abuts a residential district where lesser heights are allowed. These standards are not a problem for the pedestrian place concepts. Additional building height beyond 40 feet is problematic since the uses accommodated by that additional height may make it difficult to provide adequate parking without surface parking areas much larger than those envisioned in the concept plans. Alternative parking strategies to surface parking could be tuck-under parking spaces or a parking area under a building podium. These options raise construction costs for the desired buildings and, therefore, work against other goals such as providing affordable housing.

### **Development Standards**

**Landscaping Coverage.** An overlay district could supersede the current minimum 15 percent landscaping coverage requirement of the C-1 zone if the City wants each site to include more landscaping. However, this may act counter to the pedestrian place developing with a higher intensity of development. Closely spaced buildings, useable outdoor gathering spaces, and setbacks with storefront activities are the desired elements.

### **Other Zones within the 5-Minute Walking Area**

Most of the rest of the 5-minute walk area surrounding the Walker Avenue and Ashland Street pedestrian place is zoned with the R-1 districts or is part of the SOU campus. Uses, densities, dimensional, and development standards related to these districts are summarized below.

**R-1-7.5 Zone.** Much of the 5-minute walk area south of Siskiyou Boulevard is zoned R-1-7.5, along with some area within the eastern portion of the 5-minute walk area. The target density for this district is 3.6 units per acre, which is at the low end of the typical density range supportive of local bus service. Detached single-family residences and multi-family residences are among the permitted uses. Dimensional standards are typical of this density. Since this zone is applied on the opposite side of Siskiyou Boulevard and includes the Southern Oregon University overlay zone and, thus, is not ripe for major redevelopment, no changes to this zoning in this area is recommended.

**R-1-5 Zone.** Much of the 5-minute walk area north of Ashland Street is zoned R-1-5. The target density for this district is 4.5 units per acre, which is at the low end of the typical density range supportive of local bus service. Detached single-family residences and multi-family residences are among the permitted uses. Dimensional standards are typical of this density. Since this area is fully developed and within the outer portion of the 5-minute walk area and, thus, is not ripe for major redevelopment, no changes to the zoning in this area is recommended.

Since the target densities for both the R-1-7.5 and R-1-5 districts are at the low end of the transit supportive density scale, it is recommended that the City consider seeking increased densities in these areas through allowing Accessory Residential Uses as permitted uses within the 5-minute walk areas surrounding pedestrian places.

## **Tolman Creek Road/Ashland Street Pedestrian Place**

### **C-1 Zones**

All of the opportunity sites within the Tolman Creek Road/Ashland Street pedestrian area are zoned C-1, except for opportunity site C which is zoned E1 with a residential overlay. Similar comments apply as above regarding how the C1 district supports or conflicts with the pedestrian place objectives.

**E-1 Zone.** The Pedestrian Place overlay district could also be applied to the E-1 zoned area within the 5-minute walk area in order to implement use, design, and potential parking reduction measures characteristic of pedestrian places.

### **Other Zones Within the 5-minute Walk Area**

The YMCA site, and areas to the north and west, are zoned R-2, with most of them also including the Performance Standards overlay, which has flexibility with regard to development standards. Development standards for a particular development site are determined through the site plan review process, similar to a planned development.

**R-2 Zone.** Uses, density (13.5 d.u. per acre maximum density), and bulk regulations seem reasonably supportive of pedestrian place objectives. R-2 Bonus Points for density allow up to 40 percent additional density to approximately 19 d.u./acre. The maximum and bonus densities are both consistent with transit-supportive goals. The bulk regulations would not appear to discourage development at higher densities. No changes to the standards of this zone are recommended. The target density of the R-2 district, as noted above, is 13.5 units per acre. In addition, the Bonus Points provisions allow density to be bumped up to roughly 19 units per acre. Either 13 or 19 units per acre are generally considered to be supportive of pedestrian-friendly or transit-supportive development.

It is recommended that the City maintain the existing underlying zoning within the 5-minute walking area.

### **Parking**

Since much of the development which is within this area is relatively large buildings with large parking lots, and other portions of this area are undeveloped, it is additionally important that limiting the amount of parking be planned for and that parking areas be well designed. See the discussion below regarding parking standards.

## **N. Mountain and E. Main Street Pedestrian Place**

### **R-3 Zone**

Most of the N. Mountain and E. Main Street pedestrian place area, including opportunity sites A through E, is zoned R-3. The R-3 district is a high density residential district with a target density of 20 dwelling units per acre, with bonus density provisions to allow an additional 40 percent or a maximum of 28 dwelling units per acre. These densities are supportive of pedestrian-friendly and transit-oriented development. Permitted uses in the R-3 district are all manner of residential uses as well as public schools. Limited commercial uses are allowed as conditional uses including professional offices or clinics for an accountant, architect, attorney, dentist, designer, doctor or other practitioner of the healing arts, engineer, insurance agent or adjuster, investment or management

counselor or surveyor; limited personal service establishments in the home, such as beauticians, and masseurs; travelers accommodations which are also occupied by the owner of the business; and hostels. If the City wants to provide for mixed-use development within these R-3 zoned areas, the R-3 zoning district permitted or conditional uses will need to be amended to include additional desired commercial uses. Alternatively, the City could apply the recommended Pedestrian Place overlay zone discussed below to the R-3 district zoned properties within the 5-minute walk area, and structure the overlay zone to allow certain commercial uses in places where the underlying zone does not permit those uses.

### **Other Zones**

Opportunity sites F and G are zoned E-1 which is a mixed commercial and employment district. As noted above, this zone allows a great variety of office, commercial, and manufacturing uses. Zoning is not recommended to be changed in any of these areas. However, the City may wish to add the recommended Pedestrian Place overlay zone to these and other similarly zoned areas within the 5-minute walk area.

## **Review of Development Standards Common to All Districts—Impacts for Pedestrian Place Concepts**

### **Special Setbacks**

Section 18.68.050 requires large setbacks along arterial streets which are not supportive of the desired qualities of this or any other pedestrian place. A minimum setback of 65 feet from the road's centerline is required along Ashland Street, a minimum 35-foot setback from centerline is required on E. Main Street, and minimum 20-foot setbacks from right-of-way boundaries are required along all other arterials. The overlay district should supersede these requirements by specifying maximum building setbacks from right-of-way boundaries or special build-to lines in order to cause buildings to be located near the street. Our recommendation is building setbacks of 5 feet or greater from a street property line be permitted only where the building setback area is occupied by a customer-serving area like a sidewalk café or by a plaza, or where the site has more than one street frontage and the standard maximum setback is met along the other street.

### **Other Standards/Floor Area Ratio (FAR)**

The Basic and Detailed Site Review Standards of the Site Design and Use Standards Manual were reviewed. Most seem to be supportive of, or at least not detrimental to, the pedestrian place objectives.

The maximum floor area ratio standard for buildings outside of the Historic District is 0.50:1 (Standard II-C-2a). This is a very low FAR for the type of intense development necessary for



pedestrian places. It is recommended that a maximum FAR of at least 1.0 be allowed in pedestrian places.

The Detailed Site Design Standards currently require a minimum FAR of 0.35:1. Plazas and pedestrian areas count towards floor area for purposes of meeting this standard. Some zoning codes specify higher minimum FARs, minimum building heights, or a minimum lot coverage standard in order to promote dense development in transit or pedestrian areas. Of those types of practices, we recommend setting a minimum building height of two stories in pedestrian places in order to promote dense development. High minimum FAR and minimum lot coverage standards may discourage innovative building and site designs which otherwise could result in desirable open spaces supportive of pedestrian-oriented development. High minimum FAR and lot coverage standards are also often difficult to satisfy on unusually shaped parcels.

### **Parking**

When the uses most appropriate for a pedestrian place are considered, the current minimum off-street parking space standards of Section 18.92.20 for detached and multi-family residential uses (based upon number of bedrooms), general retail (1 space per 350 square feet) and for eating and drinking establishments (1 space per 100 square feet or 1 space per 4 seats) do not appear to be supportive of the concept. The concept plans illustrate parking that is significantly lower than those numbers. The Ashland Land Use Ordinance already provides options to reduce minimum parking space requirements. Some options can currently be utilized within the pedestrian place areas. Other options provided by the Land Use Ordinance are currently only allowed elsewhere in the city. Our recommendation is to extend all of the options addressed below to pedestrian places. We recommend continuing the maximum allowed number of parking spaces at 110 percent of the minimum required.

**On-Street Parking.** Land Use Ordinance Section 18.92.025 applies city-wide. This section allows a reduction of required off-street parking based upon credits for on-street parking provided by the development. A credit of one required off-street parking space for every two on-street general use parking spaces is provided. A development can obtain up to four credits at that ratio. After four credits are earned, a development can receive a one off-street parking space credit for each additional on-street space provided. [Note: the Croman Mill area provisions of the Site Design and Use Standards Manual allows a one on-street parking space for one on-site space ratio without the initial one for two qualifier]. This is a very progressive tool which is very supportive of pedestrian place objectives by trying to reduce on-site parking lot areas.

**Bicycle Parking.** Section 18.92.040 requirements are clear, appropriate, and generally supportive of pedestrian place objectives. However, there currently is no provision for reducing auto parking requirements if additional bike parking or bicyclist serving amenities are provided. There is no scooter parking requirement. We are not aware of any minimum scooter or motorcycle parking

requirements for other cities in Oregon; however, this seems like something which should be considered –especially in relatively densely developed areas like the pedestrian places.

**Mixed Use Parking Credits.** The Land Use Ordinance currently allows a credit for a reduction of up to 35 percent of required off-street parking for the total minimum parking required for multiple uses on the same site when it can be demonstrated that the uses have different peak parking demand periods.

**Downtown Overlay Zone Parking.** The Downtown overlay zone does not require off-street parking for all uses other than hotels, motels, and hostels. This overlay zone applies only within the downtown area and, thus, does not apply to any of the pedestrian places currently under study. It is not recommended that this same approach be taken in the pedestrian place areas.

**Croman Mill Parking Standards of the Site Design and Use Standards Manual.**

The Croman Mill parking standards of the Site Design and Use Standards Manual provides for the amount of required auto parking to be reduced by not more than 50 percent through application of credits for:

- providing on-street parking (actually a one on-street for one onsite parking space substitution), as described above;
- implementation of a Transportation Demand Management Plan;
- a mixed-use credit, as described above; and
- a shared parking space credit for every space a developer constructs in a designated off-site shared parking area, or for payment of a fee-in-lieu-of parking with such fees to be used for constructing a shared parking area. Further, after plans for a shared parking structure are completed, a development will only be allowed to build up to 50 percent of their required parking on their own site with the remainder of the parking to be provided for in the shared structure through use of one or more of (a) through (d) above.

**Street Standards/Parking Area Design Standards.**

At present, typical City of Ashland street improvement standards would apply within this pedestrian place area. In the interest of promoting green street style street improvements, the City could designate certain streets within a pedestrian district as green streets and require streets to meet certain special design standards, much like the Site Design and Use Standards Manual does for streets within the Croman Mill District (Section VIII-C-3). The same could be done for green parking lots (like Section VIII-C-4 of the Site Design Manual) and green streets. We are impressed with the standards which the City already has within the Croman Mill portion of the Site Design and Use Standards; we recommend that their use be broadened to at least the pedestrian place areas, if not city-wide.

## Recommendations

### Create a Pedestrian Place Overlay Zone

We recommend creation of a Pedestrian Place overlay zone as described below. Comments on how this zone should be applied follow.

#### Uses

All uses of the underlying zoning districts should be allowed, except that the Pedestrian Place overlay zone should exclude permitted uses, special permitted uses, and conditional uses allowed by the underlying zoning district if those uses are deemed counter to the desired types of uses. Our recommendation is that the overlay zone should prohibit the following uses which are generally not supportive of the pedestrian place concept:

- All uses, other than grocery stores, with over 10,000 square feet on any one floor.
- All drive-up uses.
- Crematoriums and mausoleums.
- Commercial laundry, cleaning, and dyeing establishments.
- Bowling alleys, auditoriums, skating rinks, and miniature golf courses.
- Automobile fuel sales, and automobile and truck repair facilities.
- Kennel and veterinary clinics where animals are housed outside.
- Electrical substations.
- New and used car sales, boat, trailer, and recreational vehicles sales and storage areas.
- Outdoor storage of commodities associated with a permitted, special permitted, or conditional use.
- Building material sales yards.
- Freestanding wireless communication facilities (co-located facilities would be permitted).
- Electrical, furniture, plumbing shop, printing, publishing, lithography, or upholstery.
- Light manufacturing, assembly, fabricating, or packaging of products from previously prepared materials, such as cloth, plastic, wood (not including saw, planing, or lumber mills or molding plants), paper, cotton, or precious or semi-precious metals or stone.
- Manufacture of electric, electronic, or optical instruments and devices.
- Bakeries without retail sales.
- Public and quasi-public utility and service buildings and yards, structures.
- Manufacture of pharmaceutical and similar items.
- All special-permitted uses and conditional uses in the E-1 district.
- Hospitals, rest, nursing, or convalescent homes.

- Public, parochial, and private schools, including nursery schools, kindergartens, day nurseries, dancing, trade, technical, or similar schools.
- Recreational uses and facilities, including country clubs, golf courses, outdoor swimming clubs, tennis clubs, driving range, race track, or amusement park, but not including intensive commercial recreational uses as fully enclosed health and fitness clubs.
- Public and quasi-public halls, lodges, and clubs.
- Freestanding disc antenna for commercial use.

A Pedestrian Place overlay zone for the N. Mountain and E. Main area would be applied to areas of R-3 zoned properties. Therefore, the overlay should specify that the following uses are permitted within a mixture of commercial and residential uses within one building, subject to a maximum size limit of 2,500 square feet per business:

- Professional, financial, business and medical offices, and personal service establishments such as beauty and barber shops, laundrette, and clothes and laundry pick-up stations.
- Stores, shops, and offices supplying commodities or performing services.
- Restaurants.

### **Development Standards**

**Setbacks.** The Pedestrian Place overlay district should allow a front building setback of 5 feet or greater only where that setback area is occupied by a sidewalk café or plaza, or where the site has more than one street frontage and the standard maximum building setback is met along the other street. Alternatively, the City should determine if there are specific properties which should be mapped to have specific build-to lines in order to cause buildings on those lots to be near the street. A specific building line map should be incorporated in the Land Use Ordinance in the Pedestrian Place overlay district. This map should not be separate from the Ordinance.

**Floor Area Ratio (FAR).** Increase the maximum FAR to at least 1.0.

**Landscaping.** The Pedestrian Place overlay probably should not supersede the minimum landscaping coverage requirements of underlying zones.

**Parking.** Getting the parking right is a critical aspect of pedestrian places. Reduced parking increase the amount of land available for buildings and will help meet the recommended FAR target. More building means increased residential units and leasable amounts of employment and retail space. For instance, at three parking spaces per thousand square feet you begin to use more land for parking than for useable building space. For residential uses, each added parking space significantly impacts the number of dwelling units that can be provided. At the most affordable levels of housing, one parking space and the circulation space required (approximately 300 to 330 square feet) could instead be an efficiency apartment.

Our recommendation is that the Land Use Ordinance or Site Design and Use Standards Manual incorporate additional parking provisions modeled on the Croman Mill parking standards of the Site Design Standards for designated pedestrian places and potentially elsewhere in the city, or alternatively, that such provisions be included within the Pedestrian Place overlay zone standards. These parking reduction provisions should allow a reduction in off-street parking standards for a particular use or development by not more than 50 percent through allowing a development to obtain parking space credits for:

- Providing on street parking;
- Implementing a Transportation Demand Management Plan;
- Utilizing a mixed-use parking agreement credit;
- Allowing parking space credits for every parking space a developer constructs in a designated off-site shared parking area;
- Although such a program is not currently in existence, the City could consider a program which allows developers to pay a fee-in-lieu-of-parking with such fees to be used for constructing shared parking areas. This would require the City to develop plans for such parking structures, or more likely, shared parking lots. After plans for a shared parking structure or parking lot are completed, a development might only be allowed to build up to 50 percent of their required parking on their own site with the remainder of the parking to be provided for in the shared structure or lot. The City could also allow no parking in these areas once shared parking lots are established and require the fee-in-lieu-of-parking instead of making participation optional.

These parking provisions listed above, most which are already used in Ashland, could be supplemented by additional parking space reduction factors utilized by cities elsewhere in Oregon:

- The availability of transit with a stop within 500 feet of the site if the transit is provided with a specific frequency (Portland requires 20-minute peak period transit service frequency for a total elimination of required parking).
- Providing transit improvements like a bus stop or bus shelter. (Tigard allows up to a 20 percent reduction in minimum parking requirements if a development provides a transit shelter, bus pull-out, or bus stop).
- Providing alternative transportation facilities, such as additional non-required bicycle parking (or non-required covered bicycle parking) or motorcycle and scooter parking. (Portland allows five bicycle parking spaces to substitute for one auto parking spaces, with a maximum reduction of required auto spaces of 25 percent. Gresham allows two bicycle parking spaces to substitute for one auto space. Portland allows four motorcycle parking spaces to substitute for one required auto space with a maximum reduction of five required auto parking spaces, or five percent of required parking – whichever is less. Portland considers scooters as motorcycles).

- Providing plaza improvements or pedestrian or transit amenities in lieu of providing some or all of the required parking. Portland's Zoning Code provides for the following:

*Sites where at least 20 parking spaces are required, and where at least one street lot line abuts a transit street may substitute transit-supportive plazas for required parking, as follows. Existing parking areas may also be converted to take advantage of these provisions:*

- a) Pedestrian and transit-supportive plazas may be substituted for up to 10 percent of the required parking spaces on the site;*
- b) The plaza must be adjacent to and visible from the transit street. If there is a bus stop along the site's frontage, the plaza must be adjacent to the bus stop;*
- c) The plaza must be at least 300 square feet in area and be shaped so that a 10'x10' square will fit entirely in the plaza; and*
- d) The plaza must include all of the following elements:*
  - i. A plaza open to the public. The owner must record a public access easement that allows public access to the plaza;*
  - ii. A bench or other sitting area with at least 5 linear feet of seating;*
  - iii. A shelter or other weather protection. The shelter must cover at least 20 square feet and the plaza must be landscaped. This landscaping is in addition to any other landscaping or screening required for parking areas by the Code.*

Our suggestion is that the City discusses which of these options they are comfortable with, and whether they want to make them available to all developments, or to put limits on parking reductions. For example, the City may want developments which normally would require four or fewer parking spaces to be able to be fully absolved of providing onsite parking spaces or paying a fee-in-lieu-of-parking. In other development scenarios, the City may not want to allow larger parking demand uses to reduce their onsite parking beyond a certain percentage unless offsite parking is provided on-street or is provided in a shared parking lot.

**Parking Lot Design.** While the City is extending parking reduction standards to the pedestrian places (and potentially other locations within the city), it is recommended that the City also adopt regulations similar to the parking area design standards of Section VIII-B-2 of the Croman Mill Design Standard and the Green Development Section VII-C of the same standards, especially the green parking area and green street provisions. The standards based upon these Croman Mill standards should either be adopted city-wide through Chapter 18.92 or for just pedestrian places through incorporation in the Pedestrian Place overlay zone. It is noted that the Performance Standard Bonuses of Section VIII-C-13 need not be adopted for the pedestrian place areas because these bonuses should be unnecessary with regard to additional density or building heights.

### **Apply the Pedestrian Place Overlay Zoning District**

**Option 1.** Apply the Pedestrian Place overlay district only to opportunity areas shown on Otak plans. However, applying the overlay zone only to the selected opportunity sites may fall short of achieving the type of development desired if owners of these limited properties are not interested in redevelopment within a reasonable time.

**Option 2.** Apply the overlay district to the entire 5-minute walk zones shown for the three pedestrian places. We believe this approach would be way too broad. There would be little gained by applying the overlay zone to areas which are currently zoned for primarily low density or medium density residential uses or institutional uses.

**Option 3 – Our Recommendation.** Our recommendation is to apply the Pedestrian Place overlay to areas within those 5-minute walk areas which are already designated Detailed Site Review Zones as designated on the City's Site Design Zones map. For the N. Mountain/E. Main pedestrian place, the overlay should be applied to areas which are already zoned R-3. In all three pedestrian place areas, the City has already made determinations by the application of the Detailed Site Review Zone or the R-3 district that those properties are anticipated to have a fairly intensive level of development.