



Introduction and Executive Summary

INTRODUCTION

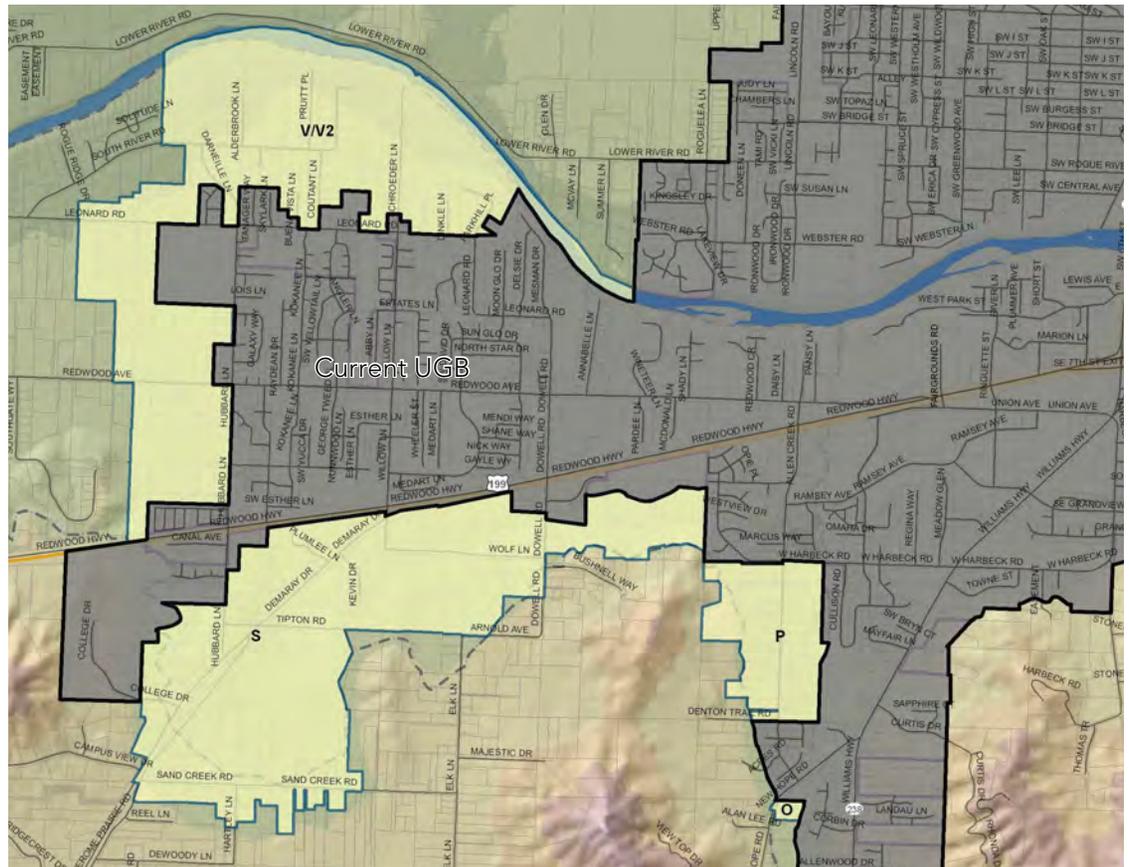
RELATIONSHIP TO UGB PLANNING

This work is undertaken as part of the broader Urban Growth Boundary (UGB) review. The UGB planning work sets the stage for planning for future growth. That work specifies the amount, type, and mix of land uses that must be accommodated within the UGB to meet future **needs**; the **locations** where UGB expansion occurs to meet needs that aren't met within the current UGB; and the **plans** for how the land use plan and transportation network are arranged within identified expansion areas.

In the UGB expansion areas that will need to accommodate a mix of uses, the Neighborhood Center plans provide a more detailed small-area plan that allows for coordinated planning of those uses to complement one another and a transition to the surrounding neighborhood.

PURPOSE OF THE NEIGHBORHOOD CENTER PLANS

This project will refine the draft Urban Growth Boundary (UGB) expansion scenario recommended by the UGB Advisory Committee, Urban Area Planning Commission, and Rural Planning Commission in the ongoing UGB analysis process. The refinement will include the identification of



Draft UGB Expansion Areas as of August 2012

two Neighborhood Centers (NCs) and further refinement in the creation of specific land use and transportation plans and implementation measures, including development standards, for these centers. These two Neighborhood Center Plans will include the location, size and relationship between residential,

employment, commercial, public and open space areas within the NCs, with the intention of providing livability choices for housing, transportation and employment while making efficient use of land and public facilities improvements.

This project does not determine the land uses that must be accommodated within the UGB expansion areas, rather, these uses must be accommodated and the NC plans provide an opportunity to plan for those land uses and their relationships in a coordinated manner that enhances livability.

There are several transportation system benefits provided by this Project, including:

- Better street network connectivity in areas where connectivity is limited which would reduce out of direction travel.
- The development of land use and transportation system patterns that feature the proximity of destinations to residential areas, which in turn enables multi-modal options (bike and pedestrian) and shorter vehicle trips.
- Access to transit with connectivity to services in other parts of the community.
- Reduced vehicular emissions resulting from the reduction in vehicle miles traveled.

THE NEIGHBORHOOD CENTER PLANNING PROCESS AND WHAT'S IN THIS DRAFT PLAN

This plan is the product of a systematic process to develop, evaluate, and refine Neighborhood Center plan alternatives. Chapter 7 Appendix provides a more detailed overview of Neighborhood Centers,

Process



The Neighborhood Center Planning Process

including a description of their key elements and best practices. For those who aren't familiar with Neighborhood Centers, the appendix may provide a good starting point. Chapters 2 through 5 of this document go through the process steps that led to the recommended Neighborhood Centers Plan and Implementing Measures, provided in Chapter 6. This plan was predominantly developed from June 2011 through June 2012. The work occurred through an

iterative process as the UGB Advisory Committee finalized its recommendations for UGB expansion areas and reviewed the land use allocations for those areas. This coordinated process allowed for evaluation of the feasibility of Neighborhood Center plan alternatives, and allowed land use and circulation alternatives for the surrounding areas to be organized around feasible Neighborhood Center alternatives and evaluated.

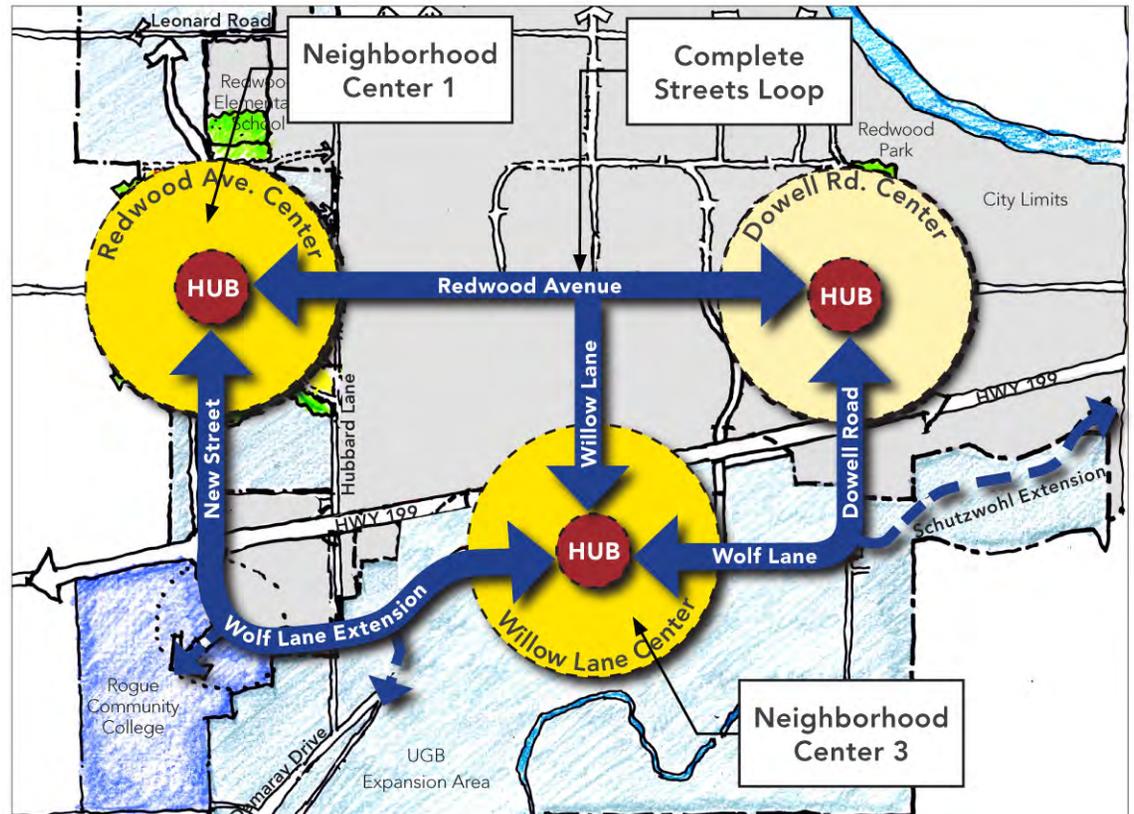
RECOMMENDATION

After initial development of two preliminary Neighborhood Center Plans (Centers 1 and 2), the evaluation process led to development of a third Neighborhood Center Plan (Center 3) as an alternative to Center 2, addressing associated issues. Analysis was conducted for three land use and circulation scenarios based on Centers 1 and 3: two Neighborhood Centers (Centers 1 and 3), one Neighborhood Center (Center 3), and no Neighborhood Centers. Each of these scenarios also has different implications for the circulation system and land use alternatives for the areas surrounding the Neighborhood Center areas.

The recommended plan is the scenario with two Neighborhood Centers (Centers 1 and 3), which also allows for the possibility of a future Neighborhood Center inside the current UGB on Redwood Avenue as part of a 'complete streets' loop. Below is a summary of the basis for the recommendation.

Two Neighborhood Centers (Centers 1 and 3). Recommended.

In the UGB areas that will need to accommodate a mix of uses and housing, it is even more important that a detailed small-area plan and standards provide for quality development, livability, and walkability. Designating areas for higher intensity uses is often contentious. Once a decision is made about where those land uses are



Recommended Neighborhood Centers Concept

to be accommodated, it is important to provide a plan and standards that provide assurances about the quality of the future development. Neighborhood Center plans are intended to do that, coordinating individual elements, and ensuring necessary amenities that make them high-quality, sought after areas. During the recession, such areas tended to better hold their value. There continues to be growing demand for walkable neighborhoods.

This alternative includes the 'complete street' circulation loop that links key destinations throughout the larger area, with a new street between Redwood Avenue and RCC. It includes Centers 1 and 3, and best balances the relationship between future residential development and nearby neighborhood commercial and services. The other alternatives are less balanced and have greater separations of more residential use north of the highway and more commercial use south of the highway.

One Neighborhood Center (Center 3).

Recommended only if new street between Redwood Avenue and RCC is not possible. Center 3 is viable by itself without Center 1 or the new street between Redwood Avenue and RCC. However, this alternative would not provide the same level of ‘complete street’ circulation loop that links key destinations throughout the larger area. It would also require a different land use pattern and allocation in this area and around Center 3.

For a new future street between Redwood Avenue and RCC and a signalized intersection at Highway 199 in the first scenario, it would be necessary to apply for and successfully obtain a grant of access to Highway 199 from ODOT. ODOT has also commented that it would be necessary to close Hubbard Lane at Highway 199 at the time of a future new street connection to the west. If that is not possible, this scenario provides that Hubbard Lane would be retained as the most westerly north-south street across Highway 199 in the urbanized area.

Without a new street between Redwood Avenue and RCC, Center 1 would not have enough pass-by traffic to viably support a neighborhood retail node. That area would need to be planned only for a mix of residential uses, and the plan for other land uses would need to be reconfigured. The

land necessary for commercial use would need to be allocated to a different area, most likely with more of it going to Study Area S south of Highway 199. There is also the possibility of some limited commercial and/or employment near Hubbard Lane north of Highway 199, but that is already somewhat constrained by existing urbanized land use patterns.

Reallocation of commercial to the south of the highway would likely result in more cross-highway traffic with more future residential use north of the highway and more future commercial use south of the highway. The greater separation of residential and commercial uses could also mean that more of those commercial lands south of the highway in the areas surrounding Neighborhood Center 3 would be more highway-oriented than neighborhood-oriented. However, there may be some opportunities in those areas to configure some walkable commercial and residential elements. Refinement of land use relationships surrounding Center 3 could result in improvement of traffic operations.

No Neighborhood Centers.

This alternative is not recommended. The UGB expansion still requires that a mix of residential, commercial, employment uses, and open space be provided. The Neighborhood Center plans provide the

standards that ensure the future coordination, quality, amenities, and walkability of these future land uses and development. Absent the Neighborhood Center plans, the land uses must still be accommodated. Without a small-area plan, special standards, and ‘fined-grained’ zoning, there would be less coordination as individual properties develop, more typical of larger ‘chunks’ of separated commercial, residential, and employment zoning, and without specific designations of open space locations relative to those land uses.

This alternative does not include a new street between Redwood Avenue and RCC. Therefore, the land use allocation issues are similar to those in the ‘Center 3’ scenario above. RCC remains somewhat disconnected from the local circulation loop. More of the commercial land use would be allocated south of the highway further away from the additional residential land use allocations north of the highway, with more cross-highway traffic potential.

URBAN GROWTH PLANNING UPDATES IN EARLY 2013

In early 2013, the City Council and Board of County Commissioners agreed to proceed with the urban growth planning based on a new population forecast. They also agreed to revise the scope of work. In addition to planning for the 20-year UGB, the new work scope also includes planning for an Urban Reserve boundary for an additional 10-year period. With the new forecast, the area needed for 30 years for the UGB plus the Urban Reserve together would be somewhat smaller than the areas previously recommended for inclusion in the UGB. The previous need was approximately 1,200 buildable acres. The revised need is approximately 460 acres in the UGB and 600 acres in the Urban Reserve for a total of 1,060 buildable acres.

This work is ongoing, but this has the potential to reduce the size of the southwest areas included in the UGB and Urban Reserve. If reduced from the areas recommended by the UGB Advisory Committee in April 2012 and by the Urban Area & Rural Planning Commissions in July 2012, the most southerly portion of Study Area S is a reasonably likely candidate to remain outside the UGB. This would leave the Neighborhood Center areas and part of the adjacent area within the UGB and/or Urban Reserve.

The City Council and Board of Commissioners also provided direction to staff to develop UGB land use alternatives that include rezones of some lower density buildable lands within the current UGB to higher density designations. This would mean rezoning of more areas in the current UGB than were included in the Urbanization Element Amendment previously adopted in September 2012. This would then “free up” more acres of lower density residential plan designations to be assigned to expansion areas. The Urbanization Element would be updated to reflect this.

Relationship to Neighborhood Centers.

With the lower forecast, there are some proportional reductions to the total land needs and acreage needed for each category of land use. This will result in a reduction in area included in the boundary. It will also mean revised land use allocations to the UGB and Urban Reserve areas surrounding the Neighborhood Center areas. The Neighborhood Center plans are still designed to ensure market viability of the retail center. A reduction in the size of the urban area boundary and associated land uses will also mean less traffic impacts than the scenarios that were analyzed. With more extensive upzoning of land in the

current UGB, that would also mean areas surrounding the Neighborhood Center areas would have more lower-density residential zoning allocated than previously contemplated.

This provides additional options for land use in areas surrounding the Neighborhood Centers in terms of residential mix and proximity to retail that can also fine tune and improve the traffic operations associated with land uses and areas surrounding Neighborhood Centers.

Recommended Sequencing.

The smaller UGB is unlikely to include both Center 1 and 3 areas. Some areas originally considered for inclusion on the UGB will now be considered for the Urban Reserve. Inclusion of the Center 3 Area in UGB and the Center 1 Area in the Urban Reserve would allow phasing where Center 3 could occur first without the new street connection between Redwood Avenue and RCC. Center 1 could potentially be planned together with the new street connection independently as a future phase at such time as there is a need to bring that land from the Urban Reserve into the UGB. However, this would also have implications for the short-term planning and circulation of the surrounding areas near Hubbard Land and Highway 199.

NEXT STEPS

The City Council and Board of Commissioners will be considering revised boundary and land use alternatives. The Neighborhood Center plans are an integral part of the land use alternatives discussion and decision-making. The City Council and Board of Commissioners will decide on an initial draft boundary and land use proposal. Notice of the draft proposal will then be filed with the Oregon Department of Land Conservation and Development (DLCD), public notice will be provided, and public hearings will be held before a final decision is adopted.

TGM GRANT CLOSE-OUT

This work was funded through a TGM grant. The scope of work was written to provide for additional tasks associated with public hearings and revisions resulting from the hearings for a final plan document. The deadline for grant close-out was June 30, 2013, prior to the latest round of public hearings. This document provides the draft plan and recommendations for consideration by the City Council. Subject to their concurrence, this draft document would be taken through the public hearing process together with the draft UGB boundary and land use proposal.

EXECUTIVE SUMMARY

DEFINING A NEIGHBORHOOD CENTER

Neighborhood Centers consist of a mix of housing types and densities within a quarter mile area surrounding a centrally located retail and commercial hub. The neighborhood center hub is an important destination within the overall retail fabric of a city, providing nearby residents with small scale day to day goods and services that complements the broader range of shopping available in the community.

By the nature of their design, neighborhood centers with a centrally located hub provide residents with the choice to reduce both the number and the length of driving trips and provide a platform for local entrepreneurship, small business development and employment close to home.

A mix of housing types and densities surrounding the hub offer an opportunity to capture a growing market of aging adults and young families that are the fastest growing segment of the population, both nationally and regionally within the Grants Pass area.

Best practices in Neighborhood Centers development provides the basis for conceptual plan development of potential neighborhood centers in Grants Pass and will be used as a tool for:

- Educating stakeholders, property owners, residents and the public on the fundamentals of neighborhood centers design and development

- Identifying preliminary neighborhood center locations for further study
- Developing neighborhood center alternatives

The Neighborhood Center Plan includes:

GOALS AND GUIDING PRINCIPLES- CHAPTER 2

The purpose of this chapter is to identify publicly supported project goals and describe the guiding principles that are a foundation for directing the planning, design and implementation of neighborhood centers within the urban growth boundary (UGB) expansion areas. Final determination of UGB expansion areas is in progress; neighborhood center work will be in conformance with that determination.

The guiding principles represent the basis for this planning effort and identify the essential elements that direct and inform the development of neighborhood center plans and implementation measures.

The goals represent the expectations and outcomes for the planning, design and location of neighborhood centers.

The goals were identified during a November, 2011 public workshop with local citizens, potential urban expansion area residents and owners and during advisory meetings held with City Council, the technical advisory committee and citizen advisory committee.

The Goals and Guiding Principles includes:

- Guiding principles

- Project goals and a summary of the process used to develop project goals and recommendations for design of neighborhood centers
- Neighborhood centers for further study
- Criteria for evaluating neighborhood centers alternatives

EXISTING CONDITIONS- CHAPTER 3

The purpose of this chapter is to describe the existing policies and plans, land use and transportation systems that affect the two Neighborhood Center Planning Areas identified and recommended by the Steering Committee (proposed UGB Areas V, V2, & S). The chapter consists of three parts:

Part 1: Provisions of existing plan and policy documents applicable to Project–

Identifies and summarizes key policy direction that will be of significance to this planning effort.

Part 2: Existing physical conditions–

Includes geographic conditions, land uses, development and parcelization patterns and circulation.

Part 3: Other existing conditions–

Identifies population characteristics and market analysis for future development of the Study Area compared to the City and UGB as a whole; economic, market, public facilities/services physical and operational conditions as applicable, including transportation and traffic operations. A summary of future traffic conditions is provided in more detail in Chapter 5.

SUMMARY OF CONCEPT DEVELOPMENT, ANALYSIS & REFINEMENT- CHAPTER 4

The purpose of this chapter is to:

- Describe feasible conceptual prototypes for two neighborhood centers (Centers 1 and 2) and a 'complete streets' circulation network linking the neighborhood centers and Rogue Community College within the urban growth boundary (UGB) expansion areas
- Provide analysis supporting the type, scale and location of the neighborhood centers; Identify opportunities for future circulation improvements; Identify potential phasing that directly impacts the ability to implement the centers
- Evaluate the centers' suitability to the project goals and guiding principles
- Summarize the comments regarding the neighborhood centers concept plan, framework elements, and recommended phasing received during the Technical Advisory Committee Meeting and Public Workshop #2 (February 8 and 9 2012), Public Workshop #3 (June 14, 2012), as well as additional follow-up meetings with the Consultant, City and ODOT.
- Determine the feasibility of alternative neighborhood centers concepts
- Identify neighborhood centers concepts for further traffic analysis

FUTURE CONDITIONS BASELINE AND CONCEPTUAL PLAN TRAFFIC ANALYSIS- CHAPTER 5

The future conditions baseline and conceptual plan traffic analysis describes future traffic conditions and needs for three different land use scenarios in the southwest quadrant of the City of Grants Pass. Future land use scenarios include either zero, one, or two Neighborhood Centers, which are envisioned as mixed-use areas that enable multi-modal options and shorter vehicle trips. All scenarios analyzed expansion of land uses into the UGB study areas within the southwest quadrant of Grants Pass.

These areas were recommended for inclusion in the UGB as a final recommendation of the UGB steering committee in April, 2012 and by the Urban and Rural Planning Commissions in July 2012. Note: The traffic analysis is based on the NCs locations presented in Chapter 6 and general assumptions regarding land uses in the surrounding areas outside the NCs.

PREFERRED CONCEPT — PLAN AND IMPLEMENTATION- CHAPTER 6

The purpose of this chapter is to:

- Describe refined land use, street network and connectivity plans for the two preferred Neighborhood Centers based on Technical Memo #5 and comments on that memo, provided in Chapter 5.
- Outline the key implementation measures, including financial feasibility of potential development projects.

APPENDIX- CHAPTER 7

Neighborhood Center Best Practices

This chapter identifies preferred characteristics of neighborhood centers and best practices for the development of neighborhood centers in general and those applicable to Grants Pass.

