



Appendix

NEIGHBORHOOD CENTER BEST PRACTICES

Defining Neighborhood Centers

Neighborhood Centers consist of a mix of types and densities of residences 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 ability 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.

Planning for Neighborhood Centers

Whether a neighborhood center is created through intentional planning and design or develops from a historical retail node, specific land use and circulation configurations are required to ensure that the retail and commercial uses serve and are supported by the surrounding residences.

Successful implementation of new neighborhood centers requires a dependable and defensible planning process.

Information developed in this technical memo 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 IDEAL NEIGHBORHOOD CENTER

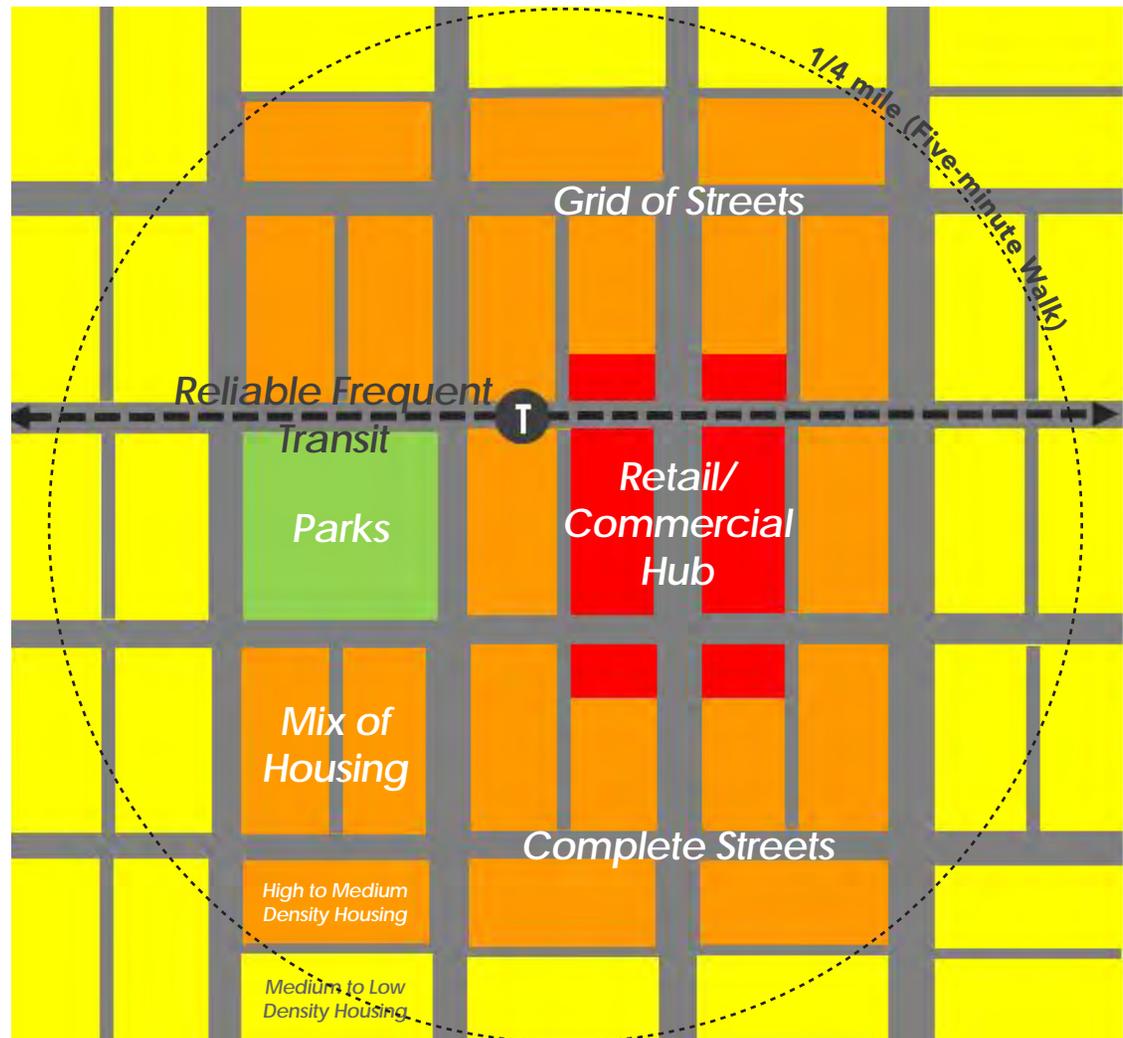
A neighborhood center is a hub of retail, and commercial uses providing the day-to-day goods and services used by surrounding residents. The hub is supported by residents within a convenient five-minute walk (1/4 mile), a five-minute bike ride (1 mile), and local drive-by traffic.

Neighborhood centers enable the efficient development of land uses and provide transportation options that promote economic vitality and livability. The ability of a neighborhood center to support a critical mass of residents, and a retail, commercial hub accessible by walking, biking, driving or transit is determined by the configuration, and density of land uses, the design of the streets, and adequate drive-by traffic.

THE BUILDING BLOCKS

While each 'real-life' neighborhood center is likely to vary from the ideal, they all can experience a high level of success when designed to fit within the local context that reinforces the unique character of a specific community. Viable neighborhood centers consistently include the following basic components:

- Retail/Commercial Hub
- Mix of Housing Types and Densities
- Grid of Streets
- Complete Streets Supporting Walking, Biking, Driving and Transit



Ideal Neighborhood Center

RETAIL/COMMERCIAL HUB

The hub of the neighborhood center is a concentration of ground-floor retail (goods), and supporting commercial (service) uses, located in the heart of the neighborhood center.

Building Edges

The proper scale and orientation of buildings to the street should form an outdoor room defined by:

- **Edge to Edge Retail.** Retail uses are street oriented and occur on both sides of the street uninterrupted by non-retail uses
- **Active Edges.** Orient doorways and ground-floor windows to the street and ensure highly transparent ground-floor edges to provide visual and physical interaction between the inside of buildings and passers-by, creating 'eyes on the street'
- **Zero-Foot Setbacks.** Build buildings up to the sidewalk to establish a continuous 'street edge' that provides pedestrians and bicyclists with a comfortable sense of enclosure

Auto & Pedestrian-Friendly Street

The hub is most successful when located on a street with:

- Two-lanes (maximum) of two-way traffic flow with volumes between 5,000 and 15,000 average daily trips
- Convenient on-street parking both sides of street
- 12 ft. (minimum) sidewalks on both sides of the street
- High quality landscaping, lighting and street furnishings



Active Edges

Curb-Side Parking

Curb-side parking is essential for ground-floor retail uses. National figures collected by Main Street organizations indicate that curb-side parking translates to \$20,000 per space per year in retail expenditures.

Only 30% of the parking needed for a retail street can be accommodated on street. The other 70% should be accommodated with a reserve of parking located in lots behind the buildings and that can be accessed directly from the retail street.



Street Oriented Retail and Curbside Parking

MIX OF HOUSING

Locate higher density housing and a variety of housing types within one-quarter mile of the retail hub.

Market Rate and Affordable Housing

A mix of rental and ownership properties should be provided within the neighborhood to support a mix of income levels. Successful strategies for creating mixed-income neighborhoods include:

- Target a ratio of 4 market rate buildings to every 1 affordable building
- Build for a full range of eligible incomes below median family income
- Build both family- and individual-sized units



Townhomes

Variety of Housing Types and Density

Concentrating medium- and higher-density multi-family housing is appropriate within the neighborhood center and above or immediately adjacent to the retail/commercial hub. The design of the housing should:

- Transition building heights to meet lower density and single-family housing outside of the neighborhood center
- Provide options for for-sale and rental housing
- Include multi-story buildings, town homes, garden-style apartments and small lot single family homes



Small-Lot Single Family Homes

Housing-Supportive Amenities

The success of a neighborhood center is largely measured by whether it is a *livable* community that its residents find desirable. To attract a stable and diverse residential population, parks, open spaces, schools, and cultural uses must be woven into the fabric of the neighborhood.

All housing should be within close proximity to a park. Small urban parks, rather than expansive regional parks, are suitable, but neighborhood center parks should be large enough to accommodate child-friendly play structures, courts, and informal grassy areas.



Small Urban Parks

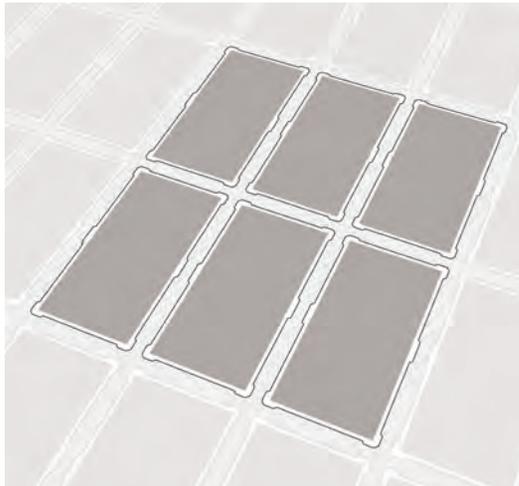
GRID OF STREETS

An interconnected network of streets ensures that all trips to or from the retail and commercial hub are as direct and as short as possible for all modes of travel.

Uninterrupted Grid

An uninterrupted grid that extends continuously in all directions from the hub will provide:

- **Multiple access routes to the neighborhood hub and to adjacent development.** Numerous routes disperse street traffic rather than concentrating it on a few routes and allow street design to be more intimate and pedestrian-friendly
- **Maintain direct access.** Street grids should not meander or jog unless constrained by topography

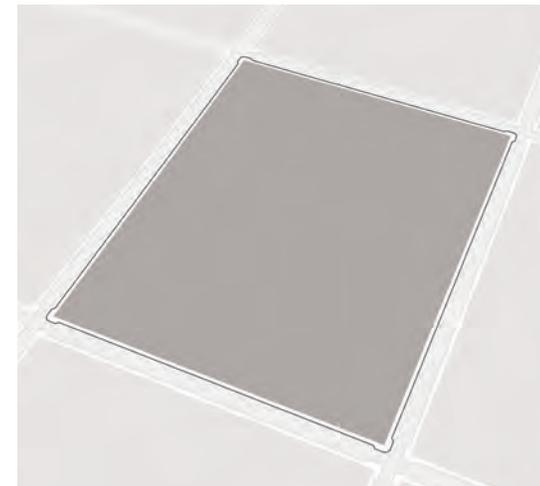


Encourage- Fine-Grained Street Grid

Fine-Grained Grid

The ideal neighborhood center street grid is fine-grained with small block sizes that support convenient and direct pedestrian access to the hub. A fine-grained street grid:

- **Fosters development that engages and activates public streets.** Development should not be inwardly-oriented or set back from the street
- **Creates more development sites.** Architectural variety is promoted and the monolithic and oversized massing of buildings associated with large development sites is precluded



Discourage-Monolithic Development Sites

COMPLETE STREETS

Neighborhood center streets should be designed to work for all users—walkers, bikers, drivers and transit patrons.

Fundamental to the design of the neighborhood center is an integrated network of complete streets. Complete streets:

- Are designed to work for all users
- Build upon community assets
- Foster economic development

Walking

Sidewalks and intersections—should feel generous, safe, and comfortable. Provide wide sidewalks lined with canopy trees, pedestrian-scaled lighting and places to sit and mingle. Prioritize safe crossing at intersections allowing people of all ages and abilities to feel at ease crossing streets.

Biking

A safe and comfortable network of protected bikeways is required to foster significant bicycle ridership. Separate and protect bikeways from automobile traffic to foster biking by people of all ages and skill levels. Locating the bikeway between the pedestrian sidewalks and parked cars provides a safe buffer from traffic.



Walking



Biking



Driving

Driving

Auto traffic is essential to the success of a retail hub, but must support, rather than detract from, the pedestrian environment. Narrow streets foster slower-moving auto traffic and curb-side parking provides a buffer between pedestrians and passing traffic fostering convenient auto access and a safe, comfortable pedestrian and bicycle environment.



Safe Crossings

Transit

Transit within and between neighborhood centers provides an alternative to walking, biking or driving to the hub. Transit may be used by residents to access larger retail nodes outside of the neighborhood center and for work commutes.

Buses serve as the typical transit vehicle for local circulating trips within a community and are suitable to providing transit service within neighborhood centers.



Transit

The design of the neighborhood center streets and buildings should be transit supportive and encourage transit use. Elements of transit supportive development and street design include:

- Buildings and residential entries oriented to streets and sidewalks
- Clearly marked transit stops and routes
- ADA accessible bus stops
- Direct and safe crossings at intersections adjacent to transit stops
- Wide sidewalks that allow for transit furnishings such as signs, benches and shelters



Shelters, Signs, and ADA Accessibility

THE CRITICAL MASS

The success of the retail and commercial hub depends on the presence of a critical mass of residents and adequate drive-by traffic.

A healthy neighborhood center, typically anchored by a small-scale grocery store of 15,000 sq. ft. to 30,000 sq. ft., contains, on average, 30,000 to 50,000 sq. ft. of combined retail and commercial uses. The number of households needed to support these retail and commercial uses is determined by average household spending capacity for the types of uses typically found in a neighborhood center hub—groceries, drug stores, cleaners, video stores, and eating and drinking establishments.

Analysis of existing neighborhood centers suggests that the average population within the 1/4 mile neighborhood center area is between 2,400 and 4,000 people. The remaining market area population is captured from residents within a comfortable five-minute bike ride and drive-by traffic passing through the neighborhood center.

In areas where the average population is less than 2,400 people the ability to support a retail and commercial hub will be heavily dependent on drive-by traffic.

Drive-By Traffic & Pedestrian-Friendly Streets

Exposure of the retail/commercial hub to drive-by traffic is essential for capturing additional market area population.

While increased traffic volume increases drive-by exposure, the benefits of higher volumes drop off above 15,000 cars per day. Above this volume the street-side environment becomes inhospitable for pedestrians. Between 5,000 and 15,000 cars a day is considered the optimum range for supporting retail and encouraging a comfortable walking and shopping environment.

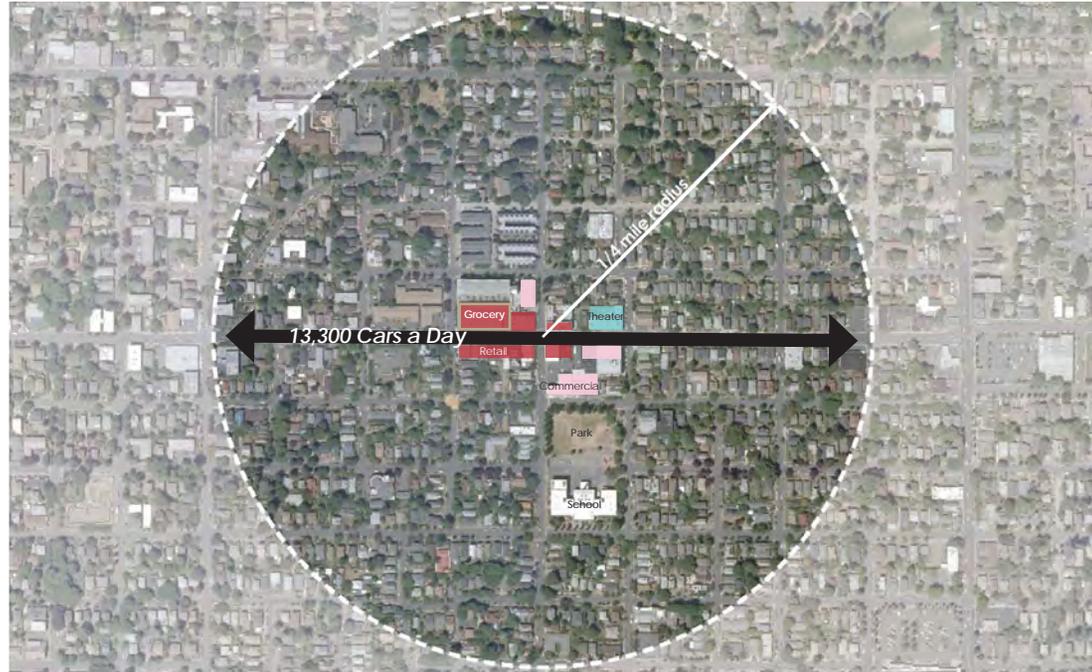
NEIGHBORHOOD CENTER EXAMPLES

Belmont Street Neighborhood Center

Portland, Oregon

A typical streetcar-era (19th Century) suburb, the Belmont Street neighborhood center includes:

- A hub of retail and commercial uses with 60 percent incorporating housing or office above and additional uses such as institutional, entertainment and a park.
- A hub extending two blocks on either side of a two-way two lane street and anchored by a small scale grocery.
- A mix of single-family, 2 and 3 stories multi-family and condominium residences.
- A population of 2,420 people within a quarter mile of the hub.



Belmont Street Neighborhood Center

Neighborhood Center- 1/4 Mile (125 AC)

Retail/Commercial Hub

Retail	57,500 SF
Commercial	12,600 SF

Housing

Dwelling Units (DU)	1,100
Avg. DU/Gross Acre	8.8
Avg. Household	2.2

Population 2,420

Other

Theater/Entertainment	13,250 SF
Institutional (Church & School)	50,500 SF
Park	1.2 AC



Retail/Commercial Hub



Pedestrian and Retail Friendly Street

Concordia Neighborhood Center

Portland, Oregon

A typical Pre-WWII neighborhood, the Concordia neighborhood center includes:

- A mixed use one and two story retail and commercial hub with approximately 30 percent incorporating upper floor housing or office anchored by a single story grocery.
- A hub extending a block on either side of two intersecting two-way two lane streets
- A mix of single-family, some 2 story multi-family and condominium residences
- A population of 2,250 people within a quarter mile of the hub.

Neighborhood Center- 1/4 Mile (125 AC)

Commercial Hub

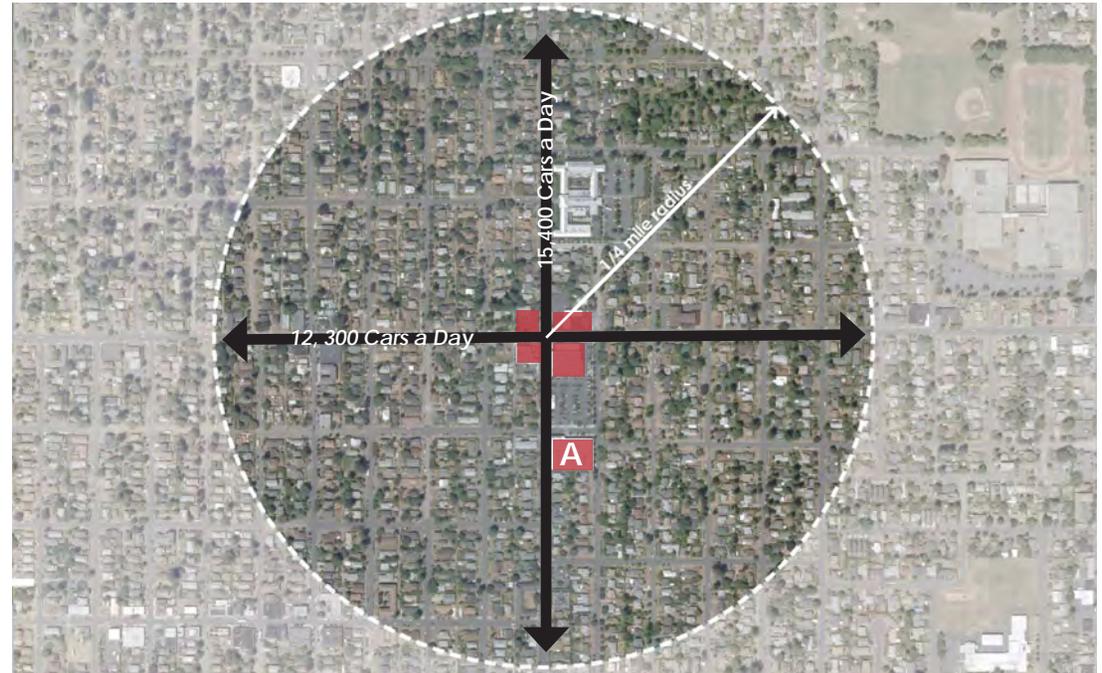
Retail	56,800 SF
Commercial	6,000 SF

Housing

Dwelling Units (DU)	870
Avg. DU/Gross Acre	6.9
Avg. Household	2.6
Population	2,250

Other

Hospitality	35 Rooms
Church	13,000 SF



Concordia Neighborhood Center



Retail/Commercial Hub



Pedestrian and Retail Friendly Street

Orenco Station Neighborhood Center

Hillsboro, Oregon

A greenfield suburban neighborhood center, Orenco Station includes:

- A mixed-use 2 and 3 story retail and commercial hub approximately 75% incorporates housing or office above and additional uses include a medical office and a park.
- A hub extending on either side of a two-way two lane street intersecting a major arterial corridor and anchored by a small scale one story grocery.
- A mix of single-family, multi-family and condominium residences.
- A population of 4,400 people within a quarter mile of the hub.

Neighborhood Center- 1/4 Mile (125 AC)

Commercial Hub

Retail (Incl. 30,000 SF Grocery) 63,000 SF
Commercial 8,250 SF

Housing

Dwelling Units (DU) 1,640
Avg. DU/Gross Acre 13
Avg. Household 2.7

Population 4,400

Other

Medical Office 13,250 SF
Hospitality 222 Rooms
Park 2 AC



Orenco Station Neighborhood Center



Retail/Commercial Hub



Pedestrian and Retail Friendly Street

CRITICAL ISSUES AND EMERGING TRENDS

The creation of Neighborhood Centers based on sound planning principles provide local communities the opportunity to capitalize on shifts in the market place to better respond to critical issues affecting the community and the impacts of over dependence on the automobile.

American cities and towns were originally organized around complimentary retail environments with the downtown as the retail and commercial heart and supported by smaller, local-serving retail and commercial neighborhood centers.

In the 1960s, the retail fabric of the typical American city began to shift. Rather than centrally located retail and commercial destinations integrated with the places people live and work, large-scale retail aggregations developed on widely dispersed, auto-oriented sites.

The average household now spends two-thirds of its driving trips on shopping, work or personal business. In a typical suburban setting, most residents make multiple auto trips to dispersed shopping centers or strip commercial corridors over a large distance.

Climate Change and Air Quality

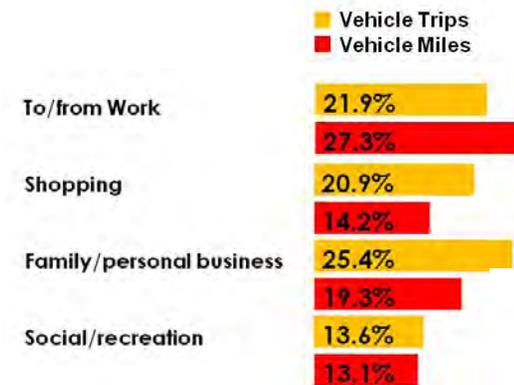
The disconnected and limited-access roadway networks associated with suburban development lead to higher peak periods of traffic congestion and greater vehicle miles traveled, resulting in increased vehicle emissions of the green house gases (GHG)

associated with global warming. Increased emissions of GHG and large paved areas for auto parking and access result in negative environmental impacts by:

- Increasing stormwater run-off, flooding, and the erosion of streams and waterways
- Limiting infiltration of rainwater to local groundwater systems
- Increasing the 'heat island' effect that raises temperatures and negatively impacts climate change
- Contributing to air pollution that adversely impacts public health

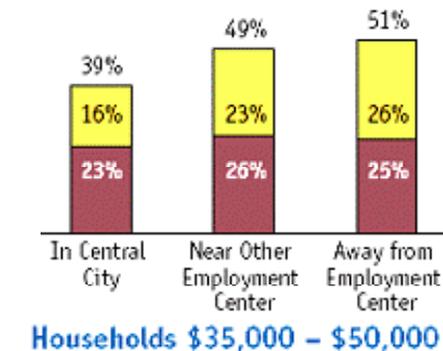
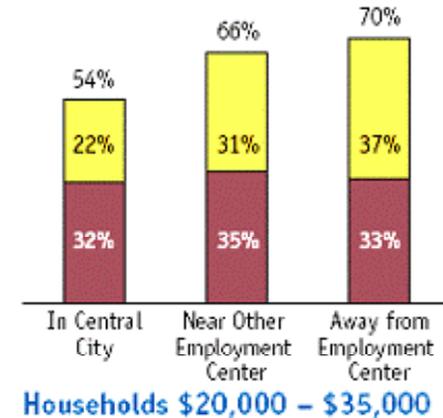
Rising Energy Costs

Discretionary spending is reduced for most households when rising energy costs increase the expenditure necessary for daily trips to work, shopping and to visit friends and family and the monthly costs of home heating and cooling.



Average Household Driving

Studies show that households making less than \$35,000 a year and who live away from employment and shopping centers pay as much as 70% of income on housing and transportation. For households up to \$50,000 a year, that expenditure can be 51% of the household income.



Income Spent on Housing and Transport

Health and Safety

In communities where options for walking or biking are limited or non-existent, the most vulnerable citizens—children and seniors—experience negative consequences.

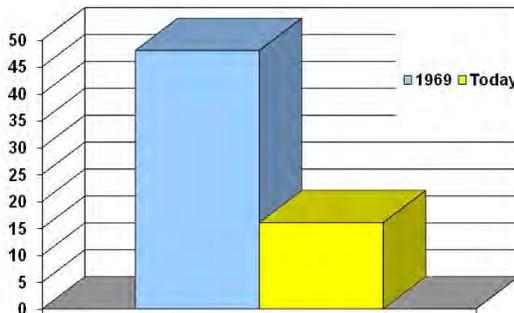
Nationally, childhood obesity rates are rising and statistics have shown that kids today are walking three times less than they did forty years ago. Aging in place for seniors becomes more difficult when goods, services, and medical care are dispersed throughout the community.

Safety is of major concern for those who do bike and walk where basic pedestrian and bicycle facilities are lacking.

National Retail Space Growth

Since the 1960's, retail has been built at a staggering pace and by the year 2000 had reached a saturation point.

The result of this rapid growth and retail saturation led to competition between traditional downtowns and suburban



Students Walking and Biking to School

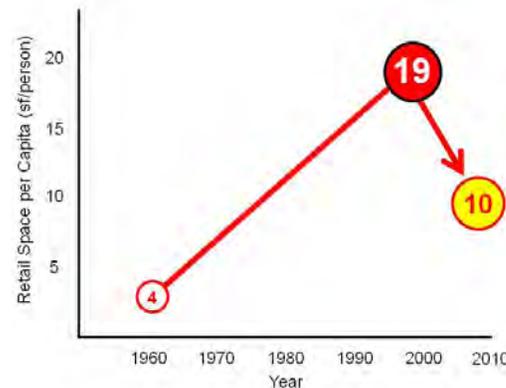
shopping centers and between suburban centers, lifestyle centers (outdoor malls oriented to a 'faux main street') and strip commercial corridors within a single community or region.

In 1960, there was a national average of four sq. ft. of retail space per person. By 2000, the average had increased to 19 sq. ft. per person. As of 2010, many retail market analysts suggest that the market can support about 10 sq. ft. of retail per person. As a result, communities today are now faced with increasingly large areas of vacant retail space.

EMERGING TRENDS

Consumer Preferences

The rising cost of energy including gas prices have consumers looking for housing that is close to day to day goods and services and is being driven by the growing population of aging baby boomers (Born between



National Retail Space Growth

1946 and 1964) and young Millennials (born between the mid-70's and 2000).

Retailer Strategies

In response to the overall contraction of the retail market and decline of suburban centers and commercial corridors, even many national retailers such as Walmart, Safeway, and Target are re-purposing their typical formats to incorporate smaller floor plate stores. Increasingly, these smaller formats are locating in urban and near-urban neighborhoods.

These consumer and retail trends are likely to progress in the future and support the creation of neighborhood centers within established and emerging neighborhoods.

The Role of Neighborhood Centers

In the context of shrinking retail and the desire of many communities to strengthen downtown as the primary shopping destination in the community, retail and commercial uses within the neighborhood centers should be sized to avoid over saturation and competition with downtown.

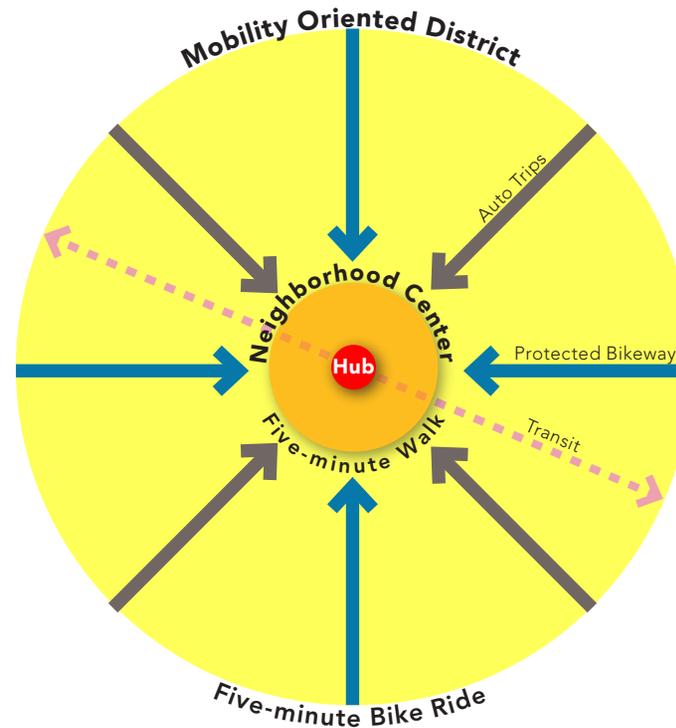
The size should be determined by the population within a quarter mile radius of the hub which typically can support about 30,000 sq. ft. of retail and commercial uses.

THE MOBILITY ORIENTED DISTRICT

Linking the neighborhood center to the surrounding one-mile area with complete streets builds on the model of the five-minute trip to enable people to walk, bike, or take transit for day-to-day shopping trips. Characterized as a Mobility Oriented District, (MOD), this model planning concept results in fewer and shorter auto trips, improved community health, reduced environmental impacts and increased discretionary time and spending capacity for households.

Characteristics of an MOD include:

- **The Neighborhood Center.** A one-quarter mile concentration of medium- to higher-density housing around the retail and commercial hub
- **Residential Neighborhoods.** Predominantly residential between one-quarter mile and one mile from the hub
- **Pedestrian-Friendly Sidewalks.** All sidewalks leading to and within the center are continuous comfortable, safe and inviting
- **Protected Bikeways.** Bicyclists are separated from auto traffic encouraging bike use within a five-minute ride from any location within the district
- **Transit.** Bus transit connects the neighborhood center to downtown and other centers in the region.



MOD BENEFITS

- Auto travel distances are reduced. Residents are in close proximity to daily needs goods and services, reducing typical auto travel distances.
- Auto trips are reduced. Protected bike lanes allow residents to substitute safe bicycle travel for auto travel.
- Household’s fuel costs are reduced. Households could drive 50% fewer miles for an annual savings of approximately \$2,500.
- Fuel savings provide a local economic stimulus. If households spend their energy savings locally, the annual local economic stimulus would likely be \$84 million annually for a population of 27,000.

THE NEIGHBORHOOD CENTER PLANNING PROCESS

Successful neighborhood center planning is contingent upon a neighborhood center planning process that is responsive to the unique characteristics of the community, can be shepherded by local capable leadership and has broad community support.

A successful process is grounded in comprehensive public involvement that guides the development a plan and implementation strategy that:

- Capitalize on the unique characteristics of the community
- Respond to publicly identified goals
- Ensure a viable development product that is supported by the local population
- Create development certainty
- Encourage high quality development

PUBLIC INVOLVEMENT

Regular, informed involvement helps stakeholders and the public have a complete understanding of the project goals, process, and next steps required to keep the project moving forward and will ensure that the plan is supported by the community and is politically defensible.

A public involvement process offering meaningful input to guide the project, will result in:

- A clear, concise summary of the public's overall issues and concerns
- A measurable assessment of public response
- Consensus for a preferred solution that is realistic and defensible

Special meetings with committees, stakeholders, and elected officials are conducted prior to each public workshop or as needed to gather critical information, review concepts and alternatives and solicit guidance for making decisions.

NEIGHBORHOOD CENTER PLAN

A neighborhood center plan provides the blueprint for successful creation of a built neighborhood center. The Neighborhood Center Plan includes four major components:

- Background Information
- Project Goals and Guiding Principles
- The Physical Plan (Neighborhood Center Design)
- The Implementation Strategy

Background Information

The process begins with client and stakeholder meetings to review, the project study area, purpose and schedule. This is followed by collection and analysis of relevant background information and base mapping and identification of best practices for neighborhood center design and implementation.

Project Goals and Guiding Principles

The goals represent the expectations and outcomes for the planning, design and location of neighborhood centers. The goals are identified during a public workshop with local citizens, area residents and owners and during advisory meetings held with Council, and project stakeholders.

Throughout the process, alternatives will be evaluated against the project goals and will provide an indication of the success and viability of neighborhood center alternatives and offer clear direction for refinement of preferred neighborhood centers that best responds to the project goals.

The Physical Plan (Neighborhood Center Design)

The neighborhood center physical plan consists of specific land use (type, location and scale of uses) and circulation (integrated and multi-modal supporting network) frameworks supporting street and development standards and includes the following:

- **Concept Diagram. A drawing summarizing the big ideas**
- **Land Use Frameworks. Diagrams identifying the type, scale and location each type of preferred land uses**
- **Circulation Frameworks. Diagrams identifying an integrated network of transit, auto, bicycle and pedestrian circulation systems**
- **Project Illustrations. Drawings that promote public understanding of and support for catalyst projects**

The frameworks and standards within the plan provide local planners with the tools needed to update regulatory plans and documents, local codes and standards.

The Implementation Strategy

Most plans fail because they do not have an effective implementation strategy. A strategy for implementation includes identification of catalyst projects, specific updates to codes and development standards that are needed to establish the regulatory framework, funding mechanisms (public and private), potential partners (and their responsibilities), and an agenda or time frame for achieving the plan.

Creating early momentum is critical for the success of a short term or longer term planning effort and requires establishing priorities, identifying responsibilities and developing a schedule. Elements of the implementation strategy include:

Action Items

- Catalyst projects (public and private) that have the potential to stimulate substantial private investment
- Specific codes and development standards needed to establish the regulatory framework
- Design guidelines that shape development in terms of the community's values

Action Priorities

The top half-dozen projects or actions that will encourage, catalyze and stimulate development momentum need to be identified and funded.

Investment Ratio

Strategic public investment can stimulate private development. The ratio of projected private investment to the estimated cost of the related public improvements informs decision makers about implementation priorities. As a rule of thumb, stimulated private investment should be six times the public investment.

Roles and Responsibilities

Consider one central coordinating agency responsible for managing the implementation strategy and assigning responsibilities to the appropriate public agencies and private developers.

Schedule

Actions that can be initiated immediately need to be identified along with projects that will be completed within one- and three-year time frames to establish early momentum that sets the stage for future long term development.

The diagram on the opposite page illustrates the simple three-step process for successful planning and implementing of neighborhood centers.



STARTING

Create the Game Plan

- Define the process. Meet with the Client and project team to confirm the project purpose, scope and schedule
- Visit the site and meet the players. Take site photos and meet with project stakeholders and or steering committee to identify initial issues and concerns
- Review Background Information. Review existing conditions diagrams and maps, regulatory documents, concurrent and planned projects and create a base map
- Workshop #1. Review process, schedule and identify issues & concerns. Collect community feedback. Develop draft project goals, fundamental concept, and alternatives.



DESIGNING

Evaluate the Possibilities

- Develop alternatives. Develop preliminary fundamental concept, critical design elements, land use and circulation concepts and conceptual development tables. Perform overview-level technical analyses of designs
- Workshop #2. Review issues & concerns. Present draft project goals, and review concepts. Collect community feedback.
- Develop a preferred design. Refine the fundamental concept, critical design elements, land use and circulation frameworks and conceptual development tables. Draft key projects diagram and illustrative plan and perspectives. Perform overview-level technical analyses of preferred design
- Develop an implementation strategy. Identify catalyst projects and draft project costs and financial strategies
- Workshop #3. Review alternatives and feedback received. Present preferred design and implementation strategy. Collect community feedback.



IMPLEMENTING

Make it Happen

- Finalize the design. Finalize all design elements and development tables and develop traffic projections.
- Finalize the implementation strategy. Finalize Catalyst Projects, Time-Sensitive Projects, Other Key Projects, Project Costs & Financial Strategies. Define Project Tasks/Responsibilities and Implementation Schedule
- Draft the plan document. Draft land use, circulation, and implementation elements
- Public Hearings. Present draft plan and implementation strategy. Collect community council and commission feedback.
- Finalize the plan document. Finalize land use, circulation, and implementation elements
- Adopt the plan. Meet with citizens, property owners, City Council, and other agencies. Adopt the plan (as a regulatory document). City prepares supporting codes and standards to ensure that development conforms to the plan.

FACTORS INFLUENCING DEVELOPMENT OF THE PLAN AND IMPLEMENTATION STRATEGY

Any strategy or approach for the design and implementation of neighborhood centers is based on the specifics of a given site location and the desire of the community to shape the center to the local context.

Addressing specific site conditions, community attitudes toward growth, and taking advantage of opportunities while avoiding areas of conflict will result in a plan that is adaptable, can be phased over time and garners broad community support.

It is important that the following factors are addressed when developing the physical design and implementation strategy for neighborhood centers.

- **Demonstrate Interest and Support for Neighborhood Centers**—Meetings with council members, citizens, technical and community advisory committees, as well as, UGB expansion area property owners and residents were conducted during the last week in October and the first week of November. The result of those meetings identified support for the concept of neighborhood centers within the UGB expansion areas and a recommendation to extend neighborhood center planning to additional sites within the current city limits. A summary of the meetings and

draft goals and guiding principles can be found in *Technical Memorandum #4 Goals and Guiding Principles*

- **Identify Potential Sites That Have Characteristics Likely To Support Neighborhood Centers**—Sites that include those areas with available developable land, streets with adequate drive-by traffic, well connected to major mobility corridors, well connected to existing development, access to transit and the ability to serve sites with utilities will be strong candidates for developing neighborhood center alternatives. A preliminary analysis of the UGB expansion areas and potential sites for further study are identified on page 211 of this document.
- **Coordinate the Design to Best Align with Existing Parcelization and Minimize Assembling Large Areas of Fragmented Ownership**—The design of the streets and development blocks should follow along existing property lines as much as possible and areas more likely to redevelop in the near or short term should avoid locations that require significant assembly of fragmented ownership. The willingness of owners to consider property development, redevelopment or sale to a potential developer will not always surface until

after a design is articulated for an area. However, consideration of property owner’s interests should be gauged early in the development of alternatives.

- **A Design that is Flexible Enough to Phase in Development Over Time**—Coordinating the design of the streets and development blocks to follow along existing property lines allows for sequencing development that does not create a ‘swiss watch’. The assembling of properties, infrastructure or development types such as residential versus commercial should occur, as much as possible, independently of each other. This flexibility allows for development to respond to emerging markets while taking advantage of building for those uses with access to financing.
- **Coordinate the Design with Planned Improvements in the Area**—Be aware of planned public and or private improvements within the identified neighborhood centers planning areas. Engage relevant parties early on to coordinate and inform the design of improvements to best serve and mutually benefit all parties. Failure to do so may substantially impact the neighborhood center design or outright preclude successful development of the neighborhood center.

IMPLEMENTING NEIGHBORHOOD CENTERS

The implementation of neighborhood centers can occur through *passive measures*-those that rely on the regulatory parameters guiding neighborhood center development, or *active measures*-those using a systematic approach that includes the regulatory framework, city departments and agencies coordination, public and private partnerships, integrated funding strategies and a central managing entity to coordinate implementation efforts.

While planning within the context of the Grants Pass UGB is considered a longer term effort, implementation will not occur without some short-term strategic actions that lay the foundation for future development. The short term strategic actions include plan and implementation strategy adoption and the update to existing codes and ordinances that establish the neighborhood centers regulatory framework.

Council adoption of the plan and implementation strategy provides the authority to create the regulatory framework needed to ensure that the intent of the plan is realized and establishes the directive to City departments for integrating the Plan's recommendations into departmental work plans.

For those communities who wish to take a more active implementation approach beyond establishing the regulatory framework, a recommended approach for implementation is offered for consideration.

A RECOMMENDED COMPREHENSIVE IMPLEMENTATION APPROACH

By taking a more active approach, the City can maximize the development potential in a coordinated fashion benefitting both existing and future residents and businesses and ensuring the efficient use of public dollars to leverage significant private development.

It is recommended that the city consider the following active implementing measures for creating neighborhood centers that include:

The Regulatory Framework

Establishing the regulatory framework in the form of codes and ordinances is the most time sensitive measure to be instituted to ensure that future development meets the intent of the neighborhood center plan and creates a level playing field by providing certainty to the development community. The first task in terms of implementing neighborhood centers will be to establish the regulatory framework which consists of updating zoning codes, plans and standards.

When considering a zoning approach for neighborhood centers it is important to ensure that:

- A vertical or horizontal mix of uses can be accommodated
- Encourage appropriate residential density to support the retail and commercial hub
- Ensure retail and commercial uses are not precluded by incompatible uses, at street level within the hub
- The scale, and form, of buildings is in context with community values and transitions in scale to maintain compatibility between lower and higher intensity uses
- The orientation of buildings supports an active street edge
- Public parks or spaces are centrally located and function as amenities for higher intensity uses
- Encourage a street network and block form that supports development and multi modal access

There are three types of zoning approaches to consider. Of the three types of zoning approaches sub-district zoning offers the

best possible tool for establishing the regulatory framework within the context of this planning effort.

The types of zoning approaches are as follows.

Traditional Zoning

Traditional zoning defines and designates land use zones and stipulates for each zone and zoning category maximum densities and building heights, maximum lot coverage and minimum setback, yard and lot dimensions.

Conventional zoning has produced patchwork quilts of single-use districts and private enclaves, often with minimal vehicular, pedestrian or visual connections between neighboring zones. It encourages automobile dependency and isolation from other neighborhoods.

Concerns for the use of traditional zoning to regulate neighborhood centers are as follows:

- Separates, rather than mixes land uses
- Sets minimum (or maximum) standards/ requirements, rather than promoting desired outcomes
- Doesn't address important urban design and "quality" issues
- Doesn't address the "public realm" (streets, street/building interface, open spaces)

Form Based Codes

Form based codes address the relationship between building facades and the public realm, the form and mass of buildings in relation to one another, and the scale and types of streets and blocks. The regulations and standards in form-based codes are keyed to a regulating plan that designates the appropriate form and scale of development rather than simply distinctions by the use of land use zones.

Concerns for the use of form-based codes to regulate neighborhood centers are as follows:

- Requires a full code rewrite for the city and regulating plan increasing the time and cost to create the implementing regulatory framework
- Form-based codes can be prescriptive and very rigid which impact development time lines and limit flexibility
- Allows for competing uses that dilute the certainty for specific outcomes for types of uses to build out over time, such as a retail and commercial hub

Sub-District Zoning

Sub-district zoning identifies the type and assembly of land uses that encourage mixed

development and required standards for private development (such as build-to-lines, required ground-floor uses and active edges) the design of public spaces and streets within a specific defined area.

Sub-district zoning provides the greatest opportunity to tailor make the district you wish to create that can exist within the existing or a modified zoning code. The sub-district zone supports a land use framework with appropriate land use configurations that encourage the right kind of development in a specific area that is not precluded by simply using a form-based code approach.

In the case of neighborhood centers the sub-district offers a more condensed version of the form-based code for building form, by limiting prescriptive elements to only those that are essential. Standards for the design of streets and public spaces is consistent with form-based code strategies.

Interagency Coordination

Interagency coordination will be required to ensure that citywide planning across agencies and departments are working together to implement the neighborhood centers planning effort. For instance, the timing of this planning effort will allow for neighborhood center planning to inform the final update of the comprehensive plan as well as the upcoming update to the transportation system plan.

The implications for coordinating with the TSP update provide the opportunity to guide the future location and design of streets and identify priorities and funding for public investment in citywide transportation projects that support neighborhood center development as envisioned in the final plan. In addition, interagency coordination should look for opportunities to include neighborhood centers implementing measures and goals within existing city department work plans.

Partnerships

Partnerships provide the relationship building that expand the capacity of a local community to effectively fund and implement planning efforts and are critical for bridging the gap in funding public and private projects. Partnerships are likely to be in the form of:

- **Public**—The city, county and ODOT are currently involved as partners in the planning for neighborhood centers
- **Public/Private**—The majority of specific area planning projects such as neighborhood centers that introduce development products that are not readily assembled in the local community, and within the restricted current economic environment rely on a coordinated effort between developers and the public sector to navigate the process to mutually benefit all parties involved.
- **Public/Non-Profit**—Affordable housing, services for the elderly, and public spaces, which add to the livability of a neighborhood center and ensure safe and equitable access to housing, services and open spaces are often leveraged and implemented through partnerships with non-profits.

Development Incentives

Development incentives are intended to reduce the barriers to private development and local business creation and are a tool for ensuring high quality development.

Development incentives are most successful when directed toward specific community goals such as the creation of affordable housing, encouraging mixed-use development, improving community access and mobility, and job creation. Incentives encourage private development and shared contributions for public infrastructure such as streets, utilities, affordable housing and parks. Incentives may come in the form of:

- Development bonus programs such as height or density bonuses
- Reduced fees for system development charges
- Stream lined development approvals to reduce the amount of time and cost associated with the plan approval process
- Tax abatement
- Direct loan programs

Funding Strategies

Funding strategies for implementing neighborhood centers and associated infrastructure improvements will likely require the use of the following funding sources.

Local Sources

- Local Funding or Special Assessment Districts
- Reimbursement Districts
- Urban Renewal Districts and Tax Increment Financing
- Bonds

The city has effectively used local improvement districts, urban renewal and reimbursement districts as a tool for public infrastructure projects.

State Sources

- Oregon Department of Transportation Grants (ODOT)
- Oregon Transportation Infrastructure Bank (OTIB)
- State Bicycle and Pedestrian Grants
- Statewide Transportation Improvement Program (STIP)- Not a funding source but local projects identified in the STIP will or are likely to receive funds.
- Surface Transportation Program (STP)
- Connect Oregon

The city has benefitted from state funds through grants such as pedestrian and bicycle improvements for Rogue River Highway.

Federal Sources

- TIGER II
- TEA-21
- Congestion Mitigation and Air Quality Improvement (CMAQ) Program
- Federal Transit Administration (FTA)

Managing Implementation

Coordination of public and private sector efforts is absolutely essential for navigating the complexities of neighborhood center development and for ensuring that implementation is effective and timely. A central agency provides the institutional capacity to manage and coordinate, funding , partnerships and marketing for neighborhood center development.

In Oregon, the single most successful tool for managing implementation has been through the use of renewal agencies in charge of specified urban renewal districts.

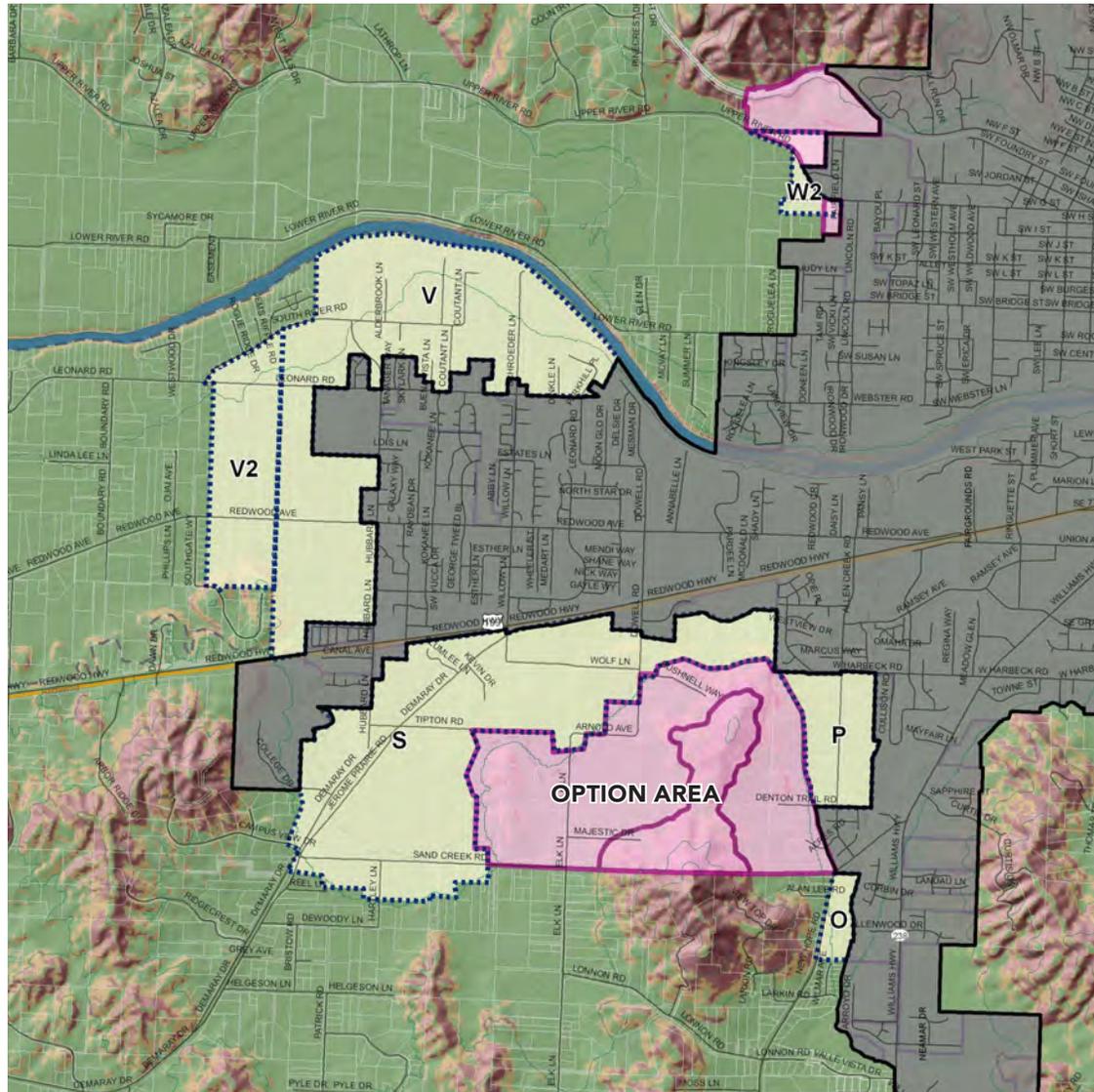
Considerations should be made for retaining the Grants Pass redevelopment agency as well as researching the ability to create urban renewal districts and tax increment financing for encouraging neighborhood centers development.

LOCAL POTENTIAL FOR NEIGHBORHOOD CENTERS

Preliminary analysis suggests significant potential for locating neighborhood centers in future UGB areas that can capitalize on existing conditions and be strengthened with future opportunities.

In the spring of 2011, the initial draft UGB concept was presented for public input. In the fall of the same year, options were being evaluated. Final decision has not occurred at the time of this report. The UGB committee recommended that additional options be evaluated for land that could be removed from current UGB Expansion Areas V/V2 and reallocated to the area between UGB Expansion Areas S and P and to other areas outside the scope of this work.

Locations with a competitive advantage as potential neighborhood centers have been identified for the current UGB areas being evaluated. These competitive advantage sites were identified using fundamental neighborhood center site design criteria.



Draft UGB Expansion Areas and Option Areas as of October 2011

NEIGHBORHOOD CENTER SITING CRITERIA

When determining the location of a neighborhood center it is important to identify key factors that influence the ability to successfully implement over time. Successful neighborhood center development is contingent upon strategic locations that have the potential to or currently meet essential siting criteria. The neighborhood center siting criteria includes:

Essential Neighborhood Center Siting Criteria

- Available developable land
- Streets with adequate drive-by traffic
- Well connected to major mobility corridors
- Well connected to existing development
- Served by safe and reliable transit
- Served by utilities

- **Available developable land-** A minimum of 125 acres (1/4 mile radius) is needed to support a neighborhood center that includes a retail and commercial hub of 30,000 sf
- **Streets with adequate drive-by traffic-** A minimum of 5,000 cars a day is needed to support the retail and commercial hub
- **Well connected to major mobility corridors-**Development potential is significantly increased when located within easy access and visibility from major streets*
- **Well connected to existing development-** The ability for close-in existing residents to walk, bike or drive to a center provides an instant market of patrons to support business development
- **Served by safe and reliable transit-** Transit provides additional modal choice for residents travelling to and from the centers and is essential for those residents without a motor vehicle
- **Served by utilities-** adequate utilities are required for any neighborhood center to function

* Any new access to HWY 199 (Redwood HWY) must meet the standards of SB 264

POTENTIAL NEIGHBORHOOD CENTERS FOR FURTHER STUDY

The diagram on the right illustrates general locations that offer the potential for creating a neighborhood center (orange circle) with a viable retail and commercial hub (red dot).

Center 1–Area of Redwood Avenue west of Hubbard/ Darneille Lane

The areas V and V2 combined incorporate a majority of the key elements that contribute to successful short and long term implementation of a neighborhood center on Redwood Avenue that includes:

- Available land area to accommodate a 125 acre neighborhood center
- Adequate drive-by traffic along Redwood Avenue to support a retail commercial hub
- Close proximity to existing residents
- Close proximity to Redwood Elementary school and the fire department

Center 2–Area of Hubbard Lane and Demaray Drive

Located within the west end of Area S, this location offers a few of the key elements today that are needed to support a neighborhood hub and appears to have the potential over time to successfully create a neighborhood center. The key elements that exist today include:

- Available land area to accommodate a 125 acre neighborhood center
- Adequate drive-by traffic along Demaray Drive to support a retail commercial hub
- Close proximity to Redwood Highway
- Close proximity to Rogue Community College
- Close proximity to existing transit service

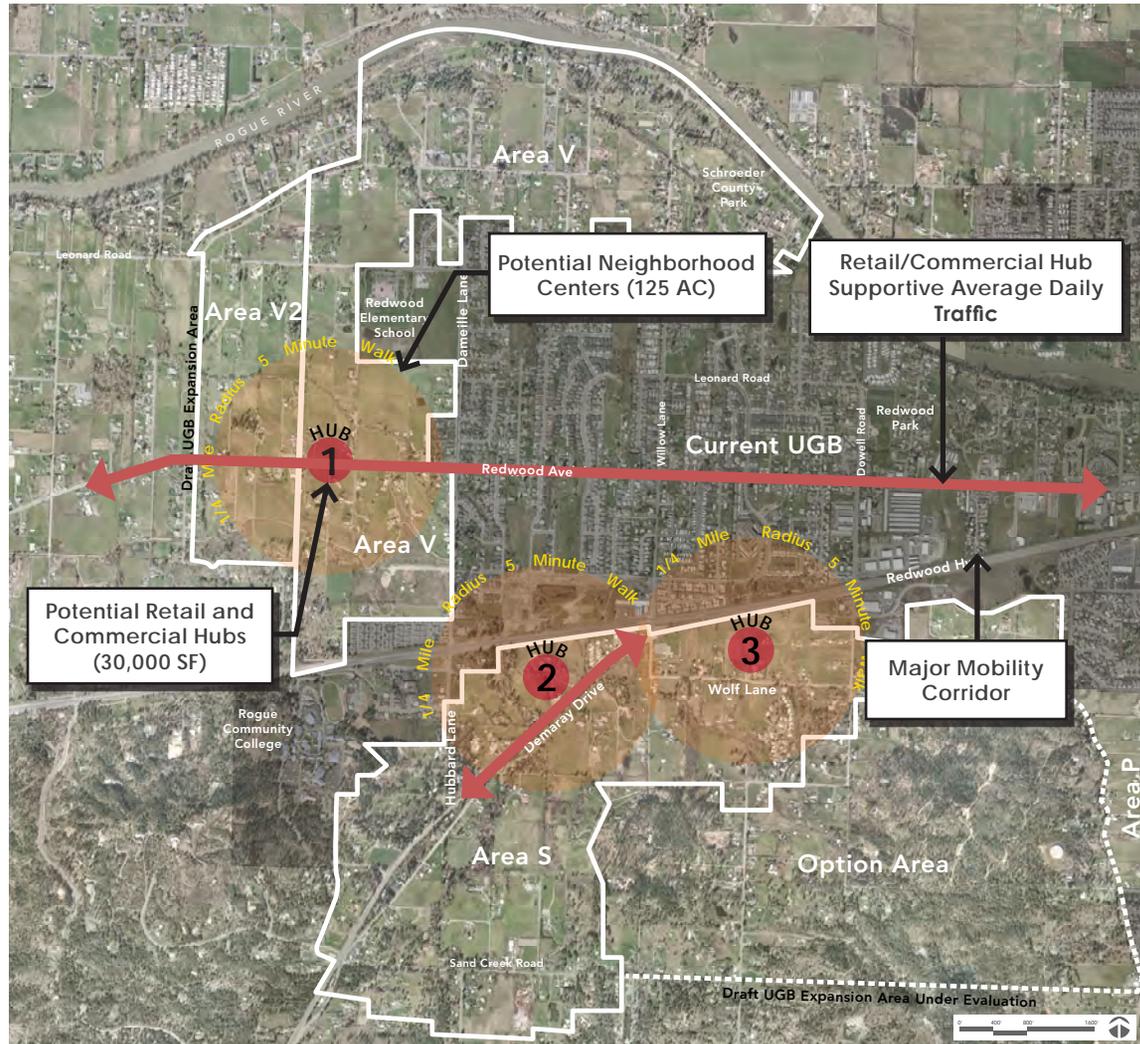
Center 3—Area of Dowell Road and Willow Lane

Located between Willow Lane and Dowell Rd, this site has good visibility and access from Redwood Highway and can build off of some existing advantages. Existing advantages include:

- Available land area to accommodate a 125 acre neighborhood center
- Close proximity to Redwood Highway

SITES LACKING POTENTIAL FOR NEIGHBORHOOD CENTERS

The following sites were determined to lack potential for neighborhood centers development because of one or more fatal flaws that either affected the ability to adequately support a retail and commercial hub, or lacked the ability to assemble a critical mass of residents with walking distance of a potential hub.



Potential Neighborhood Centers for Further Study

Current Area V–North of Leonard Road

This area is isolated from the major traffic generator, Redwood Highway, and in the near- or long-term will not have sufficient drive-by traffic to support a retail and commercial hub. The densities needed to fully support a hub have limited potential if required to be served by residences within this area alone.

Current Area S–Intersection of Dowell Road and Redwood Hwy

The advantage of this location’s proximity to Redwood Highway is trumped by the lack of sufficient land area to create a critical mass of residents over the long term. The lack of an east/west connection significantly limits the potential for improved access other than drive-by traffic that can be siphoned from Redwood Highway.

PRELIMINARY EVALUATION

Evaluation of the UGB expansion areas (V, V2 and S), which are not finalized at the time of this report, indicates that some sites have a high potential and competitive advantage for locating neighborhood centers and are recommended for further study. However, other sites have few advantages and limited potential for creating a neighborhood center.

The preliminary evaluation, see opposite page, illustrates a consumer reports type of evaluation that provides a snapshot of conditions as they exist today and their ability to support a neighborhood center.

Each site was evaluated against the siting criteria as either **good** (all siting criteria exist); **fair** (some siting criteria exist but will need improvements over time); or **poor** (no siting criteria exist and will require significant improvements).

While the potential neighborhood centers for further study have a mixed score evaluation there appears to be significant opportunity in these areas.

Sites lacking potential for neighborhood centers have what appear to be fatal flaws through an inability to generate, in the near or longer term, adequate drive-by traffic or a critical mass of residents to support a retail and commercial hub.

GOOD FAIR POOR CRITERIA

A definition of the criteria used to evaluate good, fair, and poor for each site are as follows:

Available Developable Land- Good = 125 AC or Greater; **Fair** = 125 AC; **Poor** = Less Than 125 AC

Adequate Drive-By Traffic- Good = Avg. 10,000 ADT; **Fair** = Min. 5,000 ADT; **Poor** = Less Than 5,000 ADT or Greater Than 15,000 ADT

Well Connected to Major Mobility Corridors- Good = Existing Connection to Major Mobility Corridor; **Fair** = Potential Connection within 600’ of Major Mobility Corridor; **Poor** = Greater Than 600’ of Major Mobility Corridor

Well Connected to Existing Development- Good = Existing Streets, with Adequate Sidewalks and Bicycle Facilities Connecting Existing Development Directly to the Hub; **Fair** = A Minimum of Existing Streets, with Minimal or Limited Pedestrian and Bicycle Facilities, Connecting Existing Development to the Hub; **Poor** = Little or No Existing Streets, Sidewalks and Bicycle Facilities Connecting Existing Development Directly to the Hub

Served By Existing/Planned Transit- Good = Planned Transit Service is Incorporated into the Neighborhood Center Planning Area (1/4 Mile Radius) with Direct Access to the Hub; **Fair** = Planned Transit Service is Incorporated within the 1/4 mile Radius of the Neighborhood Center; **Poor** = No Planned Transit Service Serves the Neighborhood Center Planning Area (1/4 Mile Radius)

Served By Existing Utilities- Good = Entire Neighborhood Center Planning Area Served by Existing Utilities; **Fair** = Greater than 50% of Neighborhood Center Planning Area Served by Existing Utilities; **Poor** = Less Than 50% of Neighborhood Center Planning Area Served by Existing Utilities

Neighborhood Center Preliminary Evaluation

Site Design Criteria

■ Good
■ Fair
■ Poor

Potential Neighborhood Center Sites	Available Developable Land	Streets with Adequate Existing Drive-By Traffic	Well Connected to Major Mobility Corridors	Hub Well Connected to Existing Development	Served By Existing/Planned Transit	Served By Existing Utilities
POTENTIAL NEIGHBORHOOD CENTERS FOR FURTHER STUDY						
Center 1–Area of Redwood Ave west of Hubbard/Darneille Ln	■	■	■	■	■	■
Center 2–Area of Hubbard Ln & Demaray Dr	■	■	■	■	■	■
Center 3–Area of Dowell Rd & Willow Ln	■	■	■	■	■	■
SITES LACKING POTENTIAL FOR NEIGHBORHOOD CENTERS						
Area north of Leonard Rd (Current Area V)	■	■	■	■	■	■
Area of Dowell Rd & Redwood Hwy (East end of Proposed Area S)	■	■	■	■	■	■

