NEWBERG AFFORDABLE HOUSING
LEGISLATION SUBCOMMITTEE
Wednesday, May 12, 2010
4 p.m. to 6 p.m.
Newberg City Hall
Permit Center Conference Room
414 E. First Street, Newberg, OR

I. Open meeting

II. Roll call

III. Streets Standards Draft

IV. Town Hall preparation

V. Other business

VI. Next meetings:
Town Hall June 9, 2010, 7 PM at Newberg Public Safety Building
Full Committee: July 14, 2010 7 PM in City Hall
(Permit Center Conference Room)

VII. Adjourn

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MEMORANDUM

Date: May 4, 2010

To: Legislation Subcommittee
Affordable Housing Action Committee

From: Barton Brierley, AICP
Planning and Building Director

RE: May 12, 2010 Meeting – Street and access standards

Topic 1: Street Standards

Attached is a first draft changes to street standards. The purpose of this draft is to solicit comments from the committee and the stakeholders: it is not a formal proposal. I have routed this to the various stakeholders and hope to get comments before the meeting.

The draft would adopt the recommended standards from *Neighborhood Street Design Guidelines:* a 28-foot wide street, or options for a 24-foot wide street with parking one side or 20-feet with no parking. The draft would call these "limited residential streets," and would allow them only under certain circumstances: low-volume streets, low parking usage, short blocks, and so forth.

The draft also would allow curb-side sidewalks on these streets, with some caveats.

I have attached an aerial photo (not of Newberg) that shows scenarios where these might apply.

Topic 2: Access Standards for shared driveways/private streets

This recommendation comes from Action 4.2L of the *Newberg Affordable Housing Action Plan*. Prior to 1999, the City allowed 6 lots per driveway. The current standard was established because the Planning Commission felt that driveways connecting multiple lots often experienced issues with cars parking on the relatively narrow driveways. They felt that this situation created a safety issue by limiting the access width of the driveway for public safety vehicles to reach homes in need. By limiting the number of houses per driveway to two, rectification of any parking problem on with the driveway became much simpler: you only were dealing with one person and his neighbor. In addition to lowering the number lots allowed on a driveway, the City also eliminated the ability of developers to create new private streets. The Planning Commission felt that private streets projected exclusivity and did not promote a sense of community in Newberg.

However, the current standard has brought its own set of issues. Access to a piece of property can produce multiple parallel driveways, taking up additional land and therefore driving up cost of housing.

Also, multiple parallel driveways require additional landscaping between them, taking up additional valuable land. In addition, these landscaped areas may be difficult to maintain.

Planning staff has solicited comments from the Police and Fire Departments regarding expanding the use of shared driveways. They expressed concerns in two areas. First, the Fire Department's main concern is maintaining adequate access for emergencies. Where multiple lots share common driveways, that driveway may be the only access for fire trucks, ambulances, and other emergency vehicles to reach the house. Fire access standards require a minimum 20 feet wide clear access where a home is more than 150 feet from the main street. While providing a 20-foot wide access is not usually an issue, keeping that access clear can be. Residents may see this fire access driveway as convenient place to park boats, RVs, or other equipment. When this occurs, emergency vehicles may be unable to immediately reach the location of the emergency, and those in the residence may have difficulty exiting the area. Second, the Police Department has expressed concerns that allowing shared driveways to access greater than two lots may potentially create more neighbor conflicts that would require police intervention. How shared driveways are to be used and maintained are not always fully understood or agreed upon by those using the driveway, creating the possibility of conflicts. In addition, police actions may be required to insure that designated fire lanes remain clear.

Driveways are often used where access to developable land is not large enough to accommodate a public street (private streets are no longer allowed in Newberg.) The use of driveways instead of public streets is one way to support affordable housing, as driveways are much cheaper to construct than public streets. In addition, private driveways do not have to be maintained by the city, funds that can be put to better use in the community.

The Planning Commission ultimately did not make a recommendation on this issue. They suggested looking at using modified public streets to access such lots, rather than shared driveways. The Affordable Housing Legislation committee suggested increasing this to allow 3 lots to share one driveway instead of two. They also suggested looking at the "alley" concept, as described below.

The attached draft includes two different concepts:

Concept 1: Allow three houses to share one common driveway. (The current standard is two).

Concept 2: Allow public alleys in lieu of shared driveways.

In concept, a public alley could replace the shared driveway. This would have several pros and cons:
Pros:

- The alley would be public; therefore no one property owner would be responsible for maintenance or control of the alley. Owners wouldn't have to go against other owners for compliance.
- Parking in the alley could be controlled. Those parking illegally could be ticketed and/or towed. Jurisdiction would be more clear.

Cons:

- The city would have to maintain the alley. This would be an additional public cost.
- Maintenance would be especially difficult if the alley is dead end. It is very difficult for a street sweeper to enter and exit if there is not a cul-de-sac bulb at the end. Even hammer head turn

arounds are difficult to clean.

- Residents still would call the police to resolve issues.
- There could still be ambiguities as to control of the alley.

The attached draft includes both options above.

Topic 3: Block Length Standards

A third topic to consider is block length standards. Short block lengths are desirable in residential neighborhoods to promote walking, biking, and even short car trips within the neighborhood. Johnny shouldn't have to walk a mile around the neighborhood to play with the kid in the house over the back fence. On the other hand, requirements for short blocks require more street construction, which increases housing costs and limits the number of dwellings that can be in an area.

Newberg current block length standards area a strong "one-size fits all" approach. They require 500 foot maximum block lengths and 1500 foot maximum block perimeters. While these are good average numbers for typical single family developments, these maximums are inflexible for many developments that don't fit the mold: multi-family developments, institutional developments, commercial and industrial developments, and even single family developments that don't fit a perfect world.

Attached is a proposal that would expand the maximum block length and perimeter standards. By raising the "maximum" block length to 800 feet and the "maximum" perimeter to 2,000 feet for single family, you will still end up with an "average" block length of no more than 500 feet. However, there will be much more flexibility to deal with real world situations.

Attached also are several diagrams that illustrate the concepts.

Attachments:

Street and access standards draft
Access standards illustration
Driveway examples
Block length examples

Street and Access
Development Standards Amendment
Discussion Draft May 4, 2010

Note: New text is shown in double underline
Deleted text is shown in ~~strikeout~~

SECTION 1: Newberg Development Code Section 151.685 shall be amended as follows:

151.685 STREET WIDTH AND DESIGN STANDARDS.
A) Design standards. All streets shall conform with the standards contained in Table 151.685.C. Where a range of values is listed, the Director shall determine the width based on a consideration of the total street section width needed, existing street widths, and existing development patterns. Preference shall be given to the higher value. Where values may be modified by the Director, the overall width shall be determined using the standards under divisions (B) through ~~(E)~~(I).

Table 151.685.CSTREET DESIGN STANDARDS

Type of Street	Right of Way Width	Curb to Curb Pavement Width	Motor Vehicle Travel Lanes	Center Turn Lane	Striped Bike Lane (both sides)	On-Street Parking
Arterial Streets						
Expressway	**	**	**	**	**	**
Major Arterial	85-100 feet	74 feet	4 lanes	Yes	Yes	No*
Minor Arterial	60-80 feet	46 feet	2 lanes	Yes*	Yes	No*
Collectors						
Major	60-80 feet	34 feet	2 lanes	No*	Yes	No*
Minor	56-65 feet	34 feet	2 lanes	No*	No*	Yes*
Local Streets						
Local Residential	54-60 feet	32 feet	2 lanes	No	No*	Yes
Limited Residential Parking both sides	42 - 50 feet	28 feet	2 lanes	No	No	Yes
Limited Residential, Parking one side	38-46 feet	24 feet	2 lanes	No	No	One side

Limited Residential, No Parking	34 – 42 feet	20 feet	2 lanes	No	No	No
Local Commercial/Industrial	56-65 feet	34 feet	2 lanes	No*	No*	No*
* May be modified with approval of the Director. Modification will change overall curb-to-curb and ROW width.						
** All standards shall be per ODOT Expressway standards.						

(B) Motor vehicle travel lanes. Collector and arterial streets shall have a minimum width of 12 feet. Where circumstances warrant, the Director may allow a reduction of this width to 11 feet.
(C) Bike lanes. Striped bike lanes shall be a minimum of five feet wide. Where circumstances warrant, the Director may allow a reduction of this width to four feet. Bike lanes shall be provided where shown in the Newberg Transportation System Plan.
(D) Parking lanes. Where on-street parking is allowed on collector and arterial streets, the parking lane shall be a minimum of eight feet wide. Where circumstances warrant, the Director may allow a reduction of this width to seven feet.
(E) Center turn lanes. Where a center turn lane is provided, it shall be a minimum of 12 feet wide.
~~.~~(F) *Limited Residential Streets.* Limited residential streets shall be allowed only at the discretion of the review body, and only in consideration of the following factors:

(1) The requirements of the fire marshal shall be followed.
(2) The estimated traffic volume on the street is low, and in no case more than 600 average daily trips.
(3) Use for through streets or looped streets is preferred over cul-de-sac streets.
(4) Use for short blocks (under 400 feet) is preferred over longer blocks.
(5) The total number of residences or other uses accessing the street in that block is small, and in no case more than 30 residences.
(6) On-street parking usage is limited, such as by providing ample off-street parking, or by staggering driveways so there are few areas where parking is allowable on both sides.
(7) Streets with no on-street parking or parking on one side will be allowed only where there is a strong likelihood the no parking area will be self-enforcing, such as where the street abuts the back sides of houses that access a different street.

(G~~F~~) Sidewalks. Sidewalks shall be provided on both sides of all public streets. Minimum width is five feet.
(H~~G~~) Planter strip. Except where infeasible, a ~~A~~ planter strip shall be provided between the sidewalk and the curb line. This strip shall be landscaped in accordance with the standards in § 151.581. Curb-side sidewalks may be allowed on limited residential streets. Where curb-side sidewalks are allowed, the following shall be provided where possible:

(1) Additional reinforcement is done to the sidewalk section at corners.
(2) Sidewalk width is six feet.

(I~~H~~) Slope easements. Slope easement shall be provided adjacent to the street where required to maintain the stability of the street.
(Ord. 96-2451, passed 12-2-96; Am. Ord. 98-2494, passed 4-6-98; Am. Ord. 99-2507, passed 3-1-99; Am. Ord. 2005-2619, passed 5-16-05) Penalty, see § 151.999

SECTION 2: The definitions in Newberg Development Code Section 151.003 shall be amended as follows:

ALLEY. A public way not over 30 feet wide providing a secondary means of access for vehicular or service access to properties otherwise abutting on a street, except as otherwise allowed.

PRIVATE DRIVE. A private way which affords principal means of access to ~~two~~ three or fewer lots (see also service drive).

PRIVATE STREET. A private way which affords principal means of access to ~~three~~ four or more lots (see also service drive).

SECTION 3: Newberg Development Code Section 151. 151.703 (F) Vehicular Access Standards, shall be amended as follows:

(D) *Alley access.* Where a property has frontage on an alley and the only other frontages are on collector or arterial streets, access shall be taken from the alley only. The review body may allow creation of an alley for access to lots that do not otherwise have frontage on a public street provided all of the following are met:

(1) The review body finds that creating a public street frontage is not feasible.

(2) The alley access is for no more than six dwellings and no more than six lots

(3) The alley has through access to streets on both ends.

(4) One additional parking space over those otherwise required is provided for each dwelling. Where feasible, this shall be provided as a public use parking space adjacent to the alley.

(F) *Shared driveways.*

(1) The number of driveways onto arterial streets shall be minimized by the use of shared driveways with adjoining lots where feasible. The city shall require shared driveways as a condition of land division or site design review, as applicable, for traffic safety and access management purposes ~~in accordance with the following standards:~~

~~(1)~~ .Where there is an abutting developable property, a shared driveway shall be provided. When shared driveways are required, they shall be stubbed to adjacent developable parcels to indicate future extension. "Stub" means that a driveway temporarily ends at the property line, but may be accessed or extended in the future as the adjacent parcel develops. "Developable" means that a parcel is either vacant or it is likely to receive additional development (i.e., due to infill or redevelopment potential).

(2) Access easements (i.e., for the benefit of affected properties) and maintenance agreements shall be recorded for all shared driveways, including pathways, at the time of final plat approval or as a condition of site development approval.

(3) No more than ~~two~~ three lots may access one shared driveway.

(4) Shared driveways shall be posted as no-parking fire lanes where required by the fire marshal.

(4) Where three lots or three dwellings share one driveway, one additional parking space over those otherwise required shall be provided for each dwelling. Where feasible, this shall be provided as a common use parking space adjacent to the driveway.

SECTION 4: Newberg Development Code Section 151. 695, Platting standards for Blocks, shall be amended as follows:

~~Block length and perimeter. Block length shall not exceed 500 feet. The average perimeter of blocks formed by streets shall not exceed 1,500 feet. Exceptions to the block length and perimeter standards shall only be granted where street location and design are restricted by controlled access streets, railroads, steep slopes, wetlands, water bodies, or similar circumstances.~~

(A) Purpose. Streets and walkways can provide convenient travel within a neighborhood and can serve to connect people and land uses. Large, uninterrupted blocks can serve as a barrier to travel, especially walking and biking. Large blocks also can divide rather than unite neighborhoods. To promote connected neighborhoods and to shorten travel distances, these following minimum standards for block lengths are established.

(B) Maximum Block Length and Perimeter. The maximum length and perimeters of blocks in the zones listed below shall be according to the following table. The review body for a subdivision, partition, conditional use permit, or a Type II design review may require installation of streets or walkways as necessary to meet the standards below.

Zone (s)	Maximum Block Length	Maximum Block Perimeter
R-1	800 feet	2000 feet
R-2, R-3, RP, I,	1200 feet	3000 feet

(C) Exceptions.

(1) If a public walkway is installed mid-block, the maximum block length and perimeter may be increased by 25 percent.

(2) Where a proposed street divides a block, one of the resulting blocks may exceed the maximum block length and perimeter standards provided the average block length and perimeter of the two resulting blocks does not exceed these standards.

(3) Blocks in excess of the above standards are allowed where access controlled streets, street access spacing standards, railroads, steep slopes, wetlands,

water bodies, pre-existing development, ownership patterns or similar circumstances restrict street and walkway location and design. In these cases, block length and perimeter shall be as small as practical. Where a street cannot be provided because of these circumstances but a public walkway is still feasible, a public walkway shall be provided.

(4) Institutional campuses located in an R-1 zone may apply the standards for the Institutional zone.

(5) Where a block is in more than one zone, the standards of the majority of land in the proposed block shall apply.

(6) Where a local street plan, concept master site development plan, or specific plan has been approved for an area, the block standards shall follow those approved in the plan. In approving such a plan, the review body shall follow the block standards listed above to the extent appropriate for the plan area.

Main street access, higher traffic volumes, high parking usage - poor candidate for limited street width
Three houses on one access
Five houses on one access
No access on south side, good candidate for parking one-side
Short block, through street, good candidate for limited street width
Short block, through street, good candidate for limited street width
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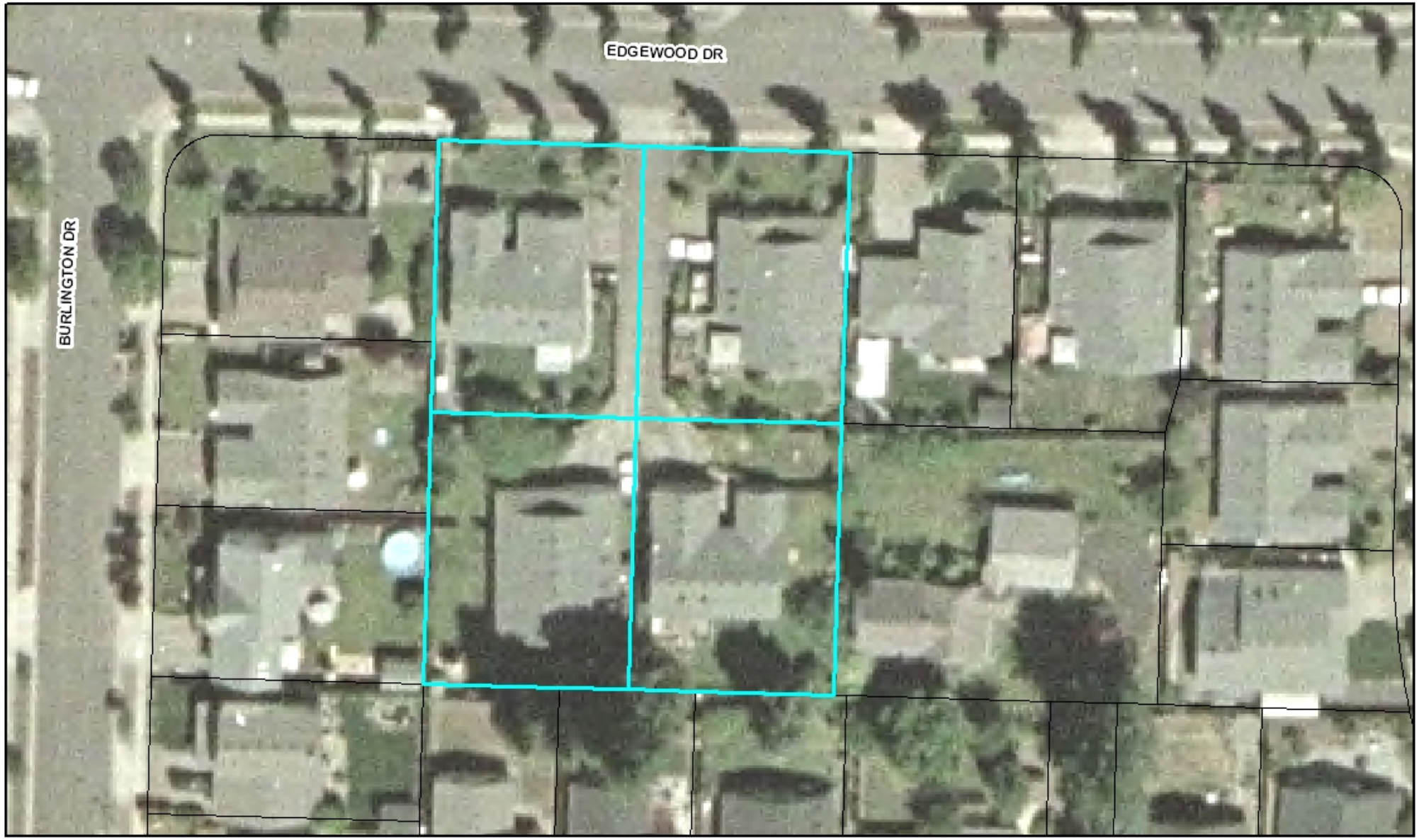


0 15 30 60
Feet

E. Edgewood Drive

0 15 30 60
Feet

Edgewood Drive

0 15 30 60
Feet

Illinois St.

0 15 30 60
Feet

N. Main St.

0 15 30 60
Feet

Paradise Dr.

0 15 30 60
Feet

Trestle View Ct.

Block Length Standards

Discussion of Examples
June 4, 2003 - Newberg Planning Staff

The attached examples were intended to illustrate how the proposed block length and perimeter standards could be modified. There is no intention to retrofit these existing blocks, they are being used for illustration purposes only. They show how current block patterns would or would not meet the proposed standards, and also show suggestions on how they could have been platted to meet the standards.

Example 1: Haworth/Hulet/Oak/Sitka
This block exceeds both the proposed block length standard (890 feet as opposed to 800 feet) and the proposed block perimeter standard (2230 feet as opposed to 2000 feet).

This block could meet the standards if Cherry Street were extended through the block, or if a public walkway were extended at Cherry Street.

Note that this is one of the smallest blocks in the neighborhood. Also note that this neighborhood is very poorly connected.

Example 2: Crestview/Hoskins/Sierra Vista/Meridian
This block exceeds both the proposed block length standard (1516 feet as opposed to 800 feet) and the proposed block perimeter standard (3885 feet as opposed to 2000 feet).

This block would have to have at least two through connections to meet the standards. For example, if Aldercrest were extended through the block and Pinehurst was extended to Arabian Court/Pennington Drive, it would meet the standards.

Example 3: Edgewood/College/Oxford/Cambridge/Princeton
This block exceeds both the proposed block length standard of the R-1 zone (875 feet as opposed to 800 feet) and the proposed block perimeter standard (2650 feet as opposed to 2000 feet).

However, because the of church campus, in the block, it would be allowed to use the Institutional zone standards of 1200 feet block length and 3000 feet block perimeter. Thus it would meet the standards.

Example 4: Douglas/Cedar/Springbrook/Haworth/Deborah
This block exceeds both the proposed block length standard of the R-2 zone (1675 feet as opposed to 1200 feet) and the proposed block perimeter standard (4840 feet as opposed to 3000 feet). To meet the standard would require two public street connections through the block, such as providing a public street through the mobile home park, and extending Aquarius through the apartment complex. Note that Haworth and Springbrook are major collector streets, both with access issues.

Example 5:Crestview/Meridian/Aldercrest/Collge
This block meets the proposed block length standard of the R-1 zone (667 feet, which is less than 800 feet), but does not meet the proposed block perimeter standard (2310 feet as opposed to 2000 feet).

Because College Street is a State Highway, access spacing standards would not allow another street connection. The standard could be met by providing a public walkway from the end of Fircrest Drive to College Street.

Block Length Example #1

Zone: R-1
Block Length
(Longest)
890 feet
Block Perimeter
2230 feet

Scale
1 in : 300 ft.

N
W E
S

Block Length Example #2

Zone: R-1
Block Length
(Longest)
1516 feet
Block Perimeter
3885 feet

Scale
1 in : 300 ft.

N
W E
S

Block Length Example #3

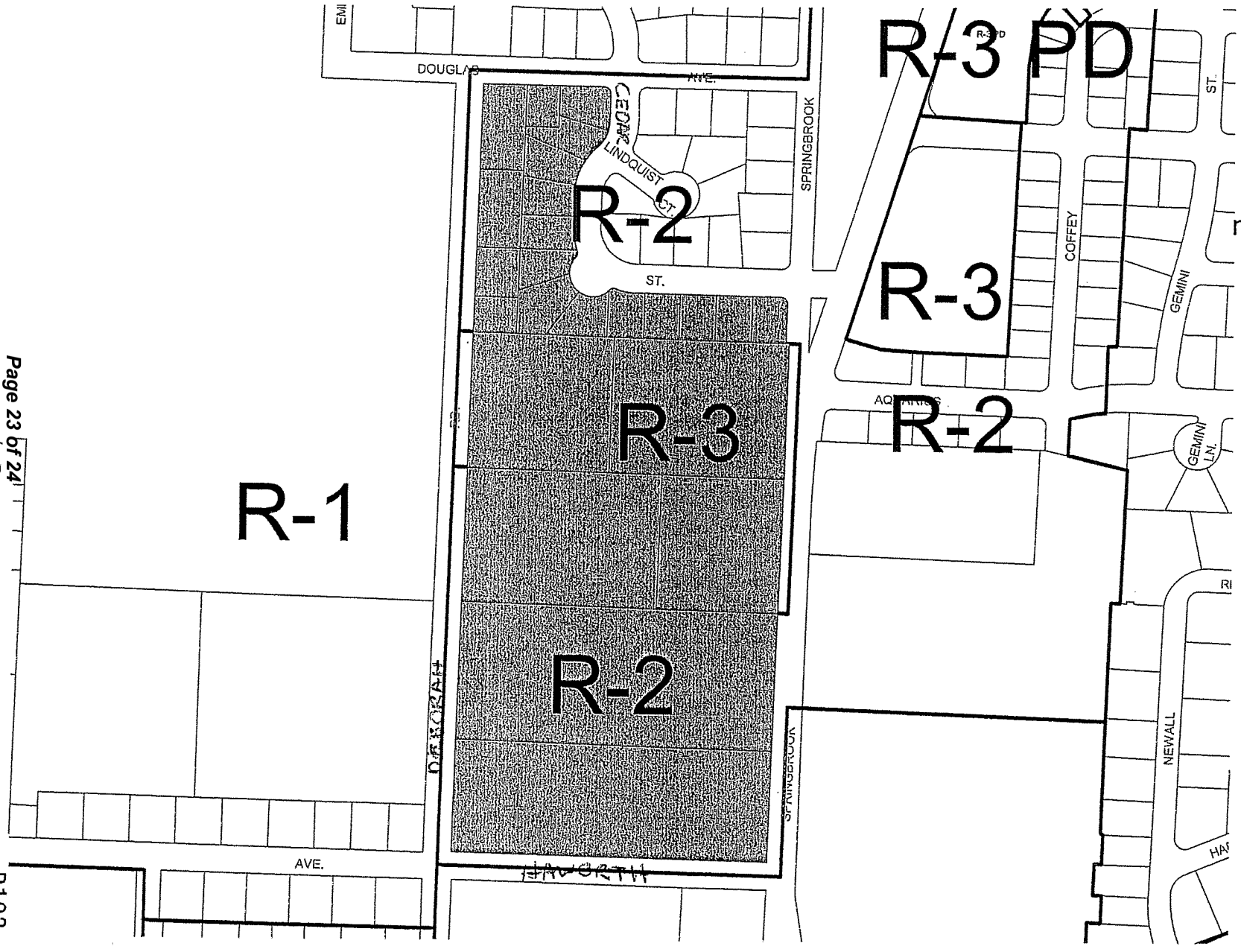
Zone: R-1
Block Length
(Longest)
875 feet
Block Perimeter
2650 feet
(contains church)

Scale
1 in : 300 ft.

N
W E
S

VI-32

Block Length Example #4

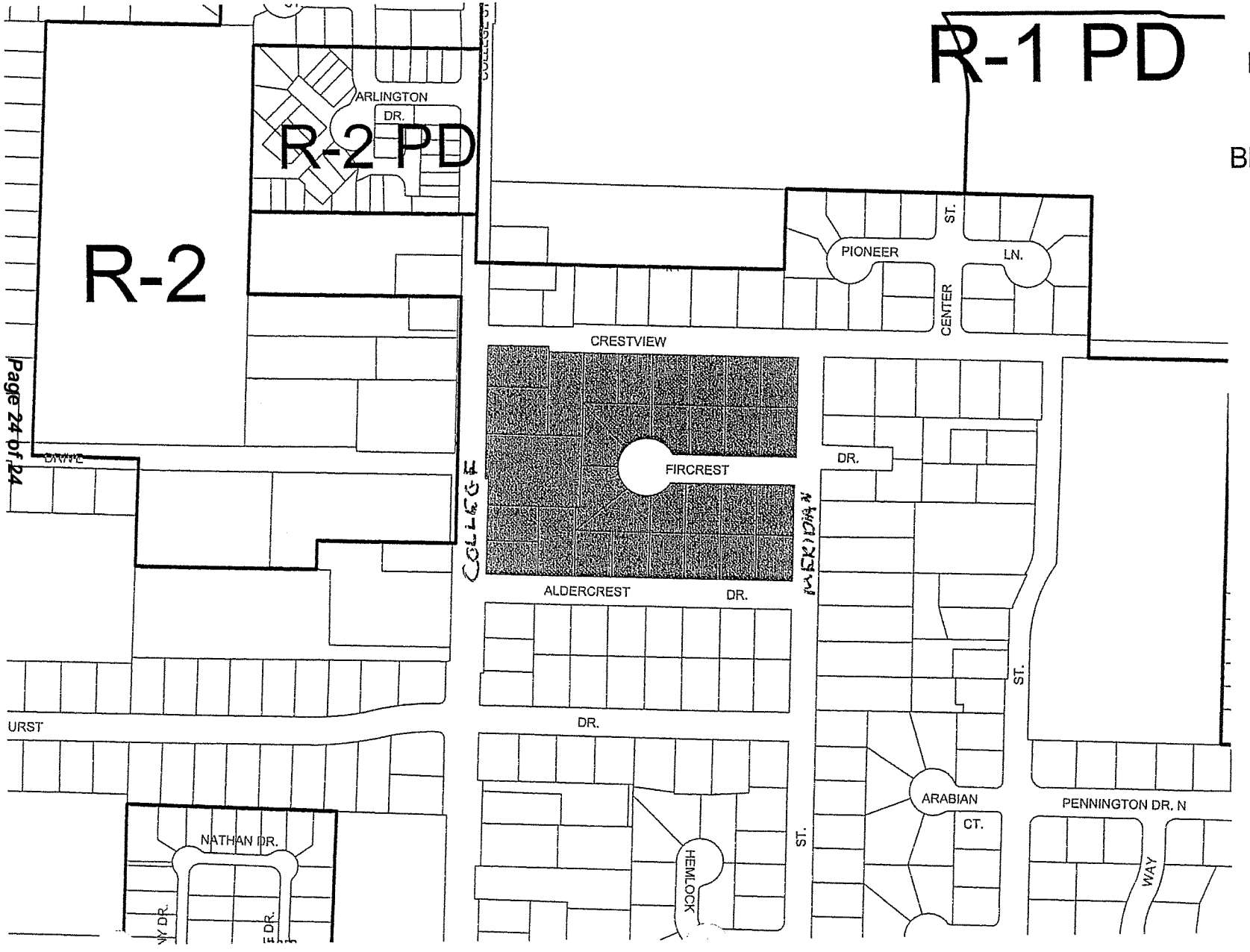


Zone: R-2/R-3
Block Length
(Longest)
1675 feet
Block Perimeter
4840 feet
Block contains
mobile home park
and apartments

Scale
1 in : 300 ft.

N
W E
S

Block Length Example #5



Zone: R-1
Block Length
(Longest)
667 feet
Block Perimeter
2310 feet

Scale
1 in : 300 ft.

N
W E
S

1/1-34