

# Buildable Lands Inventory



2011

**Approved by the Ashland City Council  
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Prepared by the City of Ashland  
Department of Community Development



## 2011 Buildable Lands Inventory Update

The purpose of conducting an update of the “Buildable Lands Inventory” (BLI) is to quantify the amount vacant and underdeveloped land available within the political boundaries of the City of Ashland (City Limits, Urban Growth Boundary, and specific zones). In combination with a Housing Needs Analysis, and an Economic Opportunities Analysis, a BLI allows a community to determine whether or not there exists an adequate supply of buildable land to accommodate future housing and business development. If it is determined that future population growth or economic development will require more buildable land than is available, the community’s governing bodies can make informed decisions, and implement appropriate measures to provide for the unmet housing and commercial land needs.

In correlating the land availability component of a Buildable Lands Inventory to expected population growth, and economic development forecasts, the community can determine if the UGB contains enough land to satisfy demand for a minimum of 20 years. In order to complete a detailed assessment of whether the supply of available residential land is sufficient to accommodate each needed housing types through the planning period, a *Housing Needs Analysis* is necessary to determine precisely what mix of housing types will be needed. The City did not complete a Housing Needs Analysis as part of this BLI, but will complete such an analysis within the year. The City adopted an Economic Opportunities Analysis in 2010 which provides an estimate of demand for commercial and employment lands through the year 2057.

In completing this 2011 Buildable Lands Inventory update the City has now established methods which will enable efficient updates of the BLI. On regular basis the City can now map and calculate available lands in consideration of recent building permit activity.

## Land Availability

In order to determine the actual amount of land available within Ashland's UGB, the 2005 Buildable Lands Inventory Geographic Information Systems (GIS) database and map was used as a primary reference. Aerial photos (taken in June of 2010), the City of Ashland Geographic Information System, and Jackson County Assessor's data (SmartMap.org) were each used to closely examine properties designated as available to identify physical constraints to development and future development potential. Building Permit data, current as of March 31, 2011, was evaluated to map all residential development that had occurred since January 1, 2005, and all commercial development that had occurred since Jan 1, 2001. The purpose for joining the building permit data with the Assessor's data and the City's GIS was to ensure an accurate accounting of lands represented as "vacant" in the Assessor's records, but for which building permits had already been issued. Properties that had received Planning approval for development, but have yet to obtain building permit approval are counted as buildable in this assessment of availability.

A parcel specific examination of property considered vacant, partially vacant, or redevelopable, yielded a percentage of each lot that would be suitable for further development. This percentage, multiplied by the parcels gross acreage, was used to determine the 'net' buildable acres on each parcel. To verify the accuracy of the draft BLI map, staff conducted site visits to numerous areas throughout the City that had experienced significant development since 2001. The 'ground truthing', and examination of an aerial photograph taken in June of 2010, allowed for refinement of the BLI to appropriately represent the consumption of property within the City.

The following definitions were used in evaluating land availability:

*"Buildable Land"* means residentially and commercially designated *vacant, partially vacant*, and, at the option of the local jurisdiction, *re-developable* land within the urban growth boundary that is not severely constrained by natural hazards (Statewide Planning Goal 7) or subject to natural resource protection measures (Statewide Planning Goals 5 and 15). Publicly owned land is generally not considered available for residential use. Land with slopes of 35 percent or greater and land within the 100-year flood plain also were not considered buildable in conducting this BLI. For the purposes of the updating the Buildable Lands Inventory "redevelopable lands" were not included as net buildable area. This is consistent with the methodology used in the 1999 and 2005 Buildable Lands Inventories as in most circumstances "redevelopment" functions to merely replace one structure with a new one satisfying the same use and as such does not represent new development capacity. Properties considered "redevelopable" under the definition provided below that otherwise had further development potential were included instead in the "partially vacant" category in order to capture that net buildable land area.

### *Vacant:*

Vacant lots were those parcels that were free of improvements (structures) and were available for future residential or commercial development. Alternative designations were assigned to those parcels that, although physically vacant, were not considered

suitable for residential or commercial development.

Vacant/Undevelopable = Unbuildable acres include vacant areas:

- 1) with slopes in excess of 35%
- 2) within the flood way
- 3) within the 100 year flood plain
- 4) in resource protection areas

Vacant/Airport = land reserved for Ashland Municipal Airport expansion

Vacant/Open Space-Parks = land reserved as parks and open space

Vacant/Parking = Paved parking lots

### *Partially Vacant:*

Partially vacant lots were determined to have buildable acreage if the lot size was equal to, or greater than, the minimum lot size requirements set for residential density [in each zone]. In Commercially zoned lands those parcels with additional undeveloped land area yet containing a building on a portion of the property were likewise considered partially vacant. Collectively these partially vacant parcels account for a considerable amount of Ashland's future land supply. For example a five-acre parcel occupied by only one home is considered partially vacant, however the percentage of land that is available may be 80% due to the location of the existing home. Thus in this hypothetical example, the partially vacant property would yield four acres of net buildable land.

### *Redevelopable*

Redevelopable property is defined as one in which the property's improvements (structures on the property) are worth less than 30% of the combined value of the improvements and the land.

For example, were a building valued at \$100,000 located on a property with a land value of \$300,000 this property would be mathematically defined as redevelopable:

$$\$100,000/(\$100,000+\$300,000) = 25\%$$

Within Ashland, the high land cost relative to the building valuations makes this calculation less of an indicator of supply of land for future housing and commercial land needs, however in mapping such properties utilizing the Jackson County Assessors Department's Real Market Values (RMV) for Land Value (LV) and Improvement Value (IV) the City was better able to identify those properties that were underdeveloped and more appropriately defined as Partially Vacant.

### *Residential Density*

Density of potential residential development was determined by referencing the City's Comprehensive plan. The number of dwelling units allowed per acre, for each zone, includes accommodations for public facilities. The density allowance coefficient (ie. "13.5" du per acre in R-2) was initially determined to include accommodations for needed public facilities land, thus a "gross buildable acres"- to- "net buildable acres" reduction, for public facilities, has been omitted.

**Table 1. Residential density assumptions:**

Zone	Assumed Density	Type
R-1-3.5	7.2 units per acre	Suburban Residential (SR), Townhouses, Manufactured Home
R-1-5 & R-1-5-P	4.5 units per acre	Single-Family Residential (SFR)
R-1-7.5 & R-1-7.5-P	3.6 units per acre	Single-Family Residential (SFR)
R-1-10 & R-1-10-P	2.4 units per acre	Single-Family Residential (SFR)
R-2	13.5 units per acre	Multi-Family Residential (MFR)
R-3	20 units per acre	High Density Residential (HDR)
RR-.5 & RR-.5-P	1.2 units per acre	Rural Residential, Low-Density (LDR)
HC	13.5 (as R2)	Health Care / Senior housing
WR	Slope contingent	Woodland Reserve, Environmental Constraints
RR-1	0.6 units per acre	Rural Residential, Low-Density (LDR)

### **Buildable Acres**

Within the following tables the amount of ‘net’ buildable acres are provided for both the City Comprehensive Plan Designations, as well as the City zoning types.

In aggregate there are approximately 620 net total acres of land within Ashland’s UGB that is considered buildable. Within the City Limits alone there is approximately 374 net buildable acres that is considered developable.

**Table 2 Total Buildable Acreage in each BLI Category****2.1 Within Ashland's City Limits:**

BLI STATUS	# of Parcels	Gross Acreage	Net Buildable Acres
Vacant	504	327.1	242.9
Partially Vacant	235	251.6	130.7
Vacant/Airport	8	71.2	Per Airport Plan
Vacant/UnDevelopable	69	295.7	0.00 (not buildable)
Vacant /Open Space or Park	219	473	0.00 (not buildable)
Vacant /Parking	57	14.8	0.00 (not buildable)

**2.2 Outside of Ashland's City Limits but within the UGB:**

BLI STATUS	# of Parcels	Gross Acreage	Net Buildable Acres
Vacant	52	145.4	98.2
Partially Vacant	72	300.4	154
Vacant/Airport	1	12.7	Per Airport Plan
Vacant/UnDevelopable	10	12.6	0.00 (not buildable)
Vacant /Open Space or Park	1	1.5	0.00 (not buildable)
Vacant /Parking	3	5.5	0.00 (not buildable)

**2.3 All lots (UGB and City combined)**

BLI STATUS	# of Parcels	Gross Acreage	Net Buildable Acres
Vacant	556	472.5	341.1
Partially Vacant	307	552	284.7
Vacant/Airport	9	83.9	Per Airport Plan
Vacant/UnDevelopable	79	308.3	0.00 (not buildable)
Vacant /Open Space or Park	220	474.5	0.00 (not buildable)
Vacant /Parking	60	20.3	0.00 (not buildable)

**Table 3.1 Buildable Acres within Ashland City Limits only**

Comprehensive Plan	# of Parcels	Net Buildable Acres
Airport	8	Per Airport Master Plan
Commercial	47	14.4
Croman Mill	23	50.6
Downtown	17	2
Employment	88	51.9
HC	10	1.4
HDR	48	8.9
Industrial	3	4.7
LDR	83	38.1
MFR	109	13.2
NM	77	17.72
SFR	500	144.3
SFRR	3	2.1
SOU	19	19.5
Suburban R	27	0.7
Woodland	30	4.3
Totals	1092	373.8

**Table 3.2 Buildable Acres outside of Ashland's City Limits but within the UGB:**

Comprehensive Plan	# of Parcels	Net Buildable Acres
Airport	1	Per Airport Master Plan
Commercial	5	1.4
Croman Mill	8	12.2
Downtown	0	0
Employment	26	53.2
HC	0	0
HDR	0	0
Industrial	3	7.4
LDR	0	0
MFR	6	17.6
NM	0	0
SFR	52	69.7
SFRR	24	45.9
SOU	0	0
Suburban R	23	41.6
Woodland	0	0
Totals	148	249

**Table 3.3 Buildable Acres: UGB and City Limits combined**

Comprehensive Plan	# of Parcels	Net Buildable Acres
Airport	9	Per Airport Master Plan
Commercial	52	15.8
Croman Mill	31	62.8
Downtown	17	2
Employment	114	105.1
HC	10	1.4
HDR	48	8.9
Industrial	6	12.1
LDR	83	38.1
MFR	115	30.8
NM	77	17.7
SFR	552	214
SFRR	27	48
SOU	19	19.5
Suburban R	50	42.3
Woodland	30	4.3
Totals	1240	622.8

**Table 4: Buildable Acres by Zone within Ashland's City Limits only**

<b>ZONE</b>	<b># of Parcels</b>	<b>Net Buildable Acres (Vacant and Partially Vacant)</b>
C-1	47	14.4
C-1-D	17	2
CM	21	48.9
E-1	96	51.9
HC	10	1.4
M-1	5	6.5
NM	77	17.7
R-1-10	120	22.9
R-1-3.5	27	0.7
R-1-5	229	83.3
R-1-7.5	151	38.1
R-2	109	13.2
R-3	48	8.9
RR-.5	83	38.1
RR-1	3	2.1
SO	19	19.5
WR	30	4.3
<b>Totals</b>	<b>1092</b>	<b>373.9</b>

## Future Land Needs

### **Future Population**

The primary indicator of future residential land needs is the projected population growth. In combination with changes in the number of people per household, and the assumed vacancy rates for housing units, these factors can predict the number of total housing units needed. Jackson County’s projection of very slow population growth for Ashland has been questioned in the *2007 Economic Opportunities Analysis* and by the City’s planning staff. According to the County’s 2006 population forecasts, Ashland would grow at an annual rate of only 0.32%. This rate is far less than historic growth rates, less than the County and State averages, and is less than the growth rate anticipated in the City’s Comprehensive Plan. The City’s Comprehensive Plan projects an approximate population growth rate of 0.75% annually, equating to approximately 187 new residents per year. Jackson County is currently in the process of revising its coordinated population estimates in part to adjust Ashland’s growth rate to better reflect historic trends and expected growth.

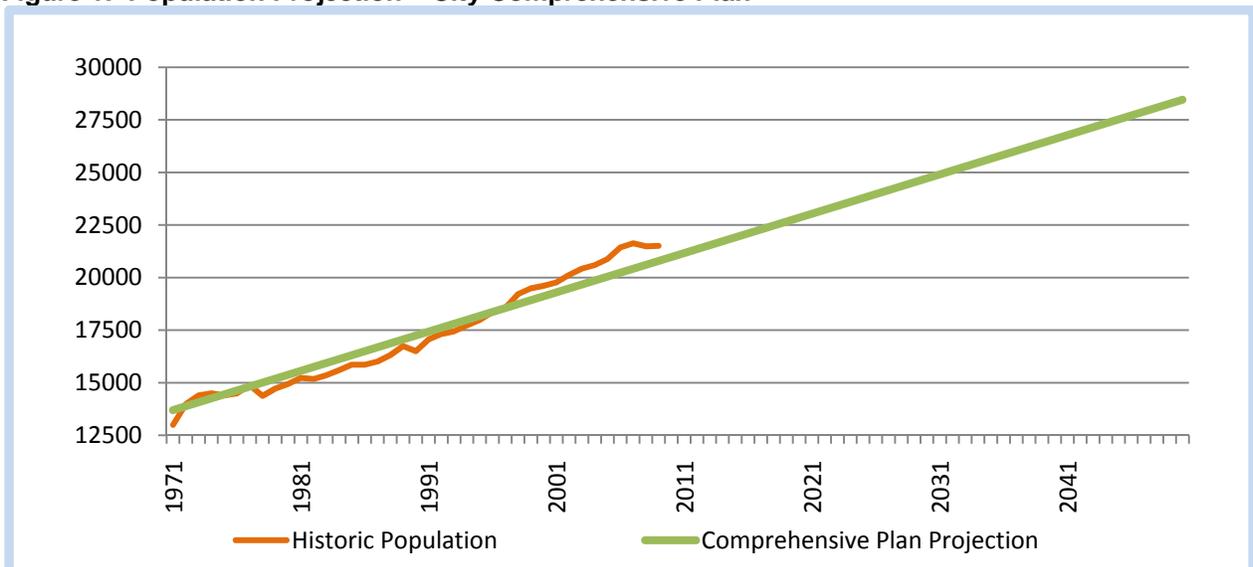
**Table 5. Population Growth Projections**

	2010	2015	2020	2025	2030	Total Change	Avg. %/Yr
<b>Oregon</b>	3,831,074	4,095,708	4,359,258	4,626,015	4,891,225	1,060,151	1.22%
<b>Jackson County</b>	203,206	223,464	238,865	253,881	268,385	65,179	1.40%
<b>Ashland</b>	21460*	21915	22846	23781	24716	3256	0.75%

*Sources: US Bureau of Census; Jackson County; City of Ashland; Urban Land Economics, 2010 PSU Population Estimate for City of Ashland \**

Population forecasts for the State of Oregon, Jackson County and Ashland are shown above in Table 5. Based on historic growth rates, as well as actual population increases since 2005, the City’s forecast appears to be more reasonable than the County’s original 0.32% allocated growth rate, and will thus be used in the analysis.

**Figure 1: Population Projection – City Comprehensive Plan**



### Economic Opportunity Analysis

The City of Ashland Economic Opportunities Analysis (EOA) was completed in April 2007 and adopted by the City Council in August 2010. The EOA includes an analysis of land availability and capacity for employment uses in Ashland. Section 'V' of the EOA presents an analysis of potential growth industries and the overall employment forecast for Ashland. The EOA provides a comparison of land supply and need in terms of sites and acres.

The EOA provided an estimated demand for employment land within Ashland's UGB by land use type, in both the 2007–2027 and 2007-2057 time frames as reflected in the Table below excerpted from the report.

**Table 6. Estimated demand for employment land in the Ashland UGB**

Land Use Type	Total New Emp.	Emp. On Refill Land	Emp. on New Land	Emp. Per Net Acre	Land Need (Net Acres)	Land Need (Gross Acres)
<b>2007-2027</b>						
Retail and Services	890	178	712	17	41.9	55.8
Industrial	780	156	624	12	52.0	69.3
Government	443	89	354	12	29.5	39.4
<b>Total</b>	<b>2,113</b>	<b>423</b>	<b>1,690</b>		<b>123.4</b>	<b>164.6</b>
<b>2007-2057</b>						
Retail and Services	2,067	413	1,654	17	97.3	129.7
Industrial	1,032	206	826	12	68.8	91.7
Government	695	139	556	12	46.3	61.8
<b>Total</b>	<b>3,794</b>	<b>379</b>	<b>3,415</b>		<b>212.4</b>	<b>283.2</b>

Source: ECONorthwest (Ashland EOA, Table 11)

Employment growth in Ashland is expected in each of the categories defined by type of land use: Retail and Services, Industrial, and Government. There are a wide variety of firms within each of these categories, and the required site and building characteristics for these firms range widely. As such, a variety of parcel sizes, building types, and land use designations in Ashland are required to accommodate expected growth. The 2011 Buildable Lands Inventory shows that within the City Limits alone there is a net availability of nearly 125 buildable acres of land with a commercial designation (C-1, C-1-D, E-1, M-1, and CM). In examining all land within the UGB and City Limits with a comprehensive plan designation suitable for commercial development, the amount of employment lands available increases to approximately 199 net acres (exclusive of SOU and Airport lands). The current supply of developable commercial lands is greater than the EOA projected land need of 123.4 net acres by the year 2027.

Subsequent to the completion of the EOA, the City completed a substantial rezone and code amendments related to the future development of the Croman Mill District. A component of the Croman Mill Masterplan was an emphasis on increasing development intensity to accommodate a greater number of employees per acre than the prior industrial (M-1) classification would have provided. Central to the EOA's estimated non-residential land need shown in Table 8 above are assumptions regarding the expected number of employees per acre (EPA). This variable is

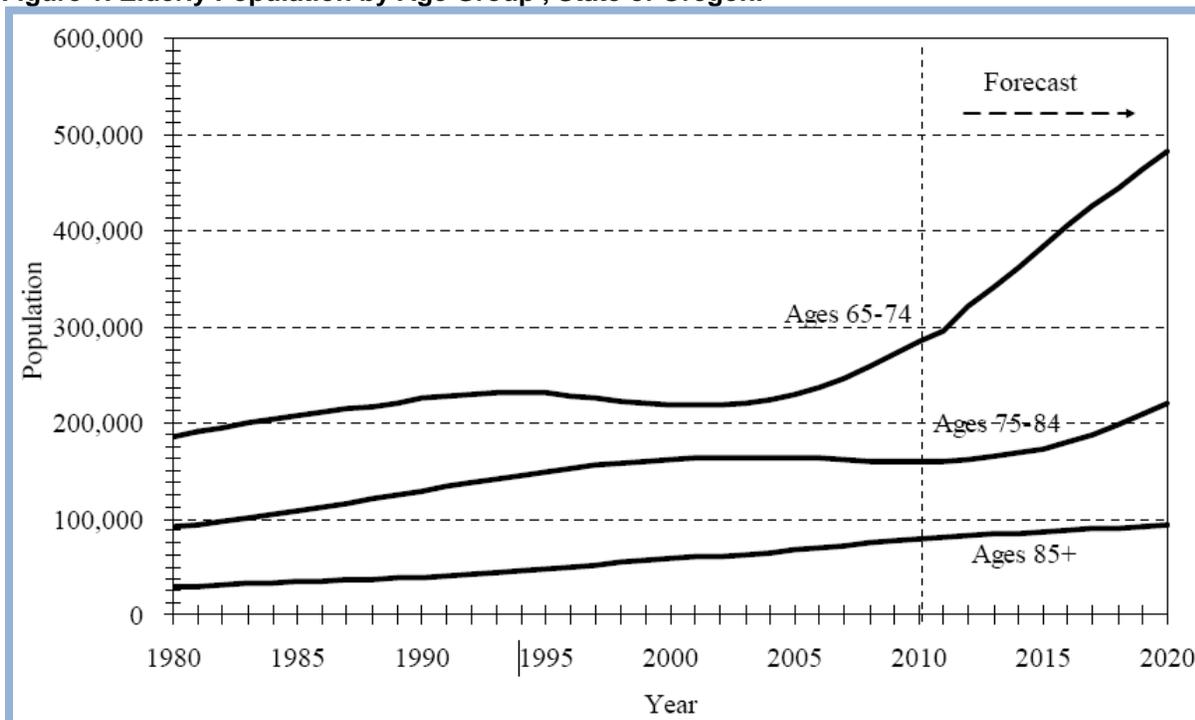
defined as the number of employees per acre on non-residential land that is developed to accommodate employment growth. According to the EOA “There are few empirical studies of the number of employees per acre, and these studies report a wide range of results. The employees/acre assumptions provided in the EOA reflect a judgment about average densities and typically reflect a desire for increased density of development.”

If the City’s Master Planning efforts are successful at accommodating a higher number of employees per acre as is envisioned in the Croman Mill District Plan, the corresponding number of net buildable acres needed to accommodate future commercial development will be reduced proportionally. Additionally, increases in employment in many cases does not require consumption of vacant land. The EOA assumed that 20% of new employees would be located in residential areas as well as employment that locates on land that is already classified as developed.

**People per Household.**

The average household size is approximately 2.47 people per household (pph) for the State of Oregon as a whole. Ashland however has an average household size of only 2.03 according to preliminary 2010 Census data. This difference in pph can be attributed to the large number of single person households within Ashland (37.7%). Roughly a third of these single occupant households are individuals 65 and over. A large senior and student population understandably increases the number of small households given these populations typically do not have children present in their homes.

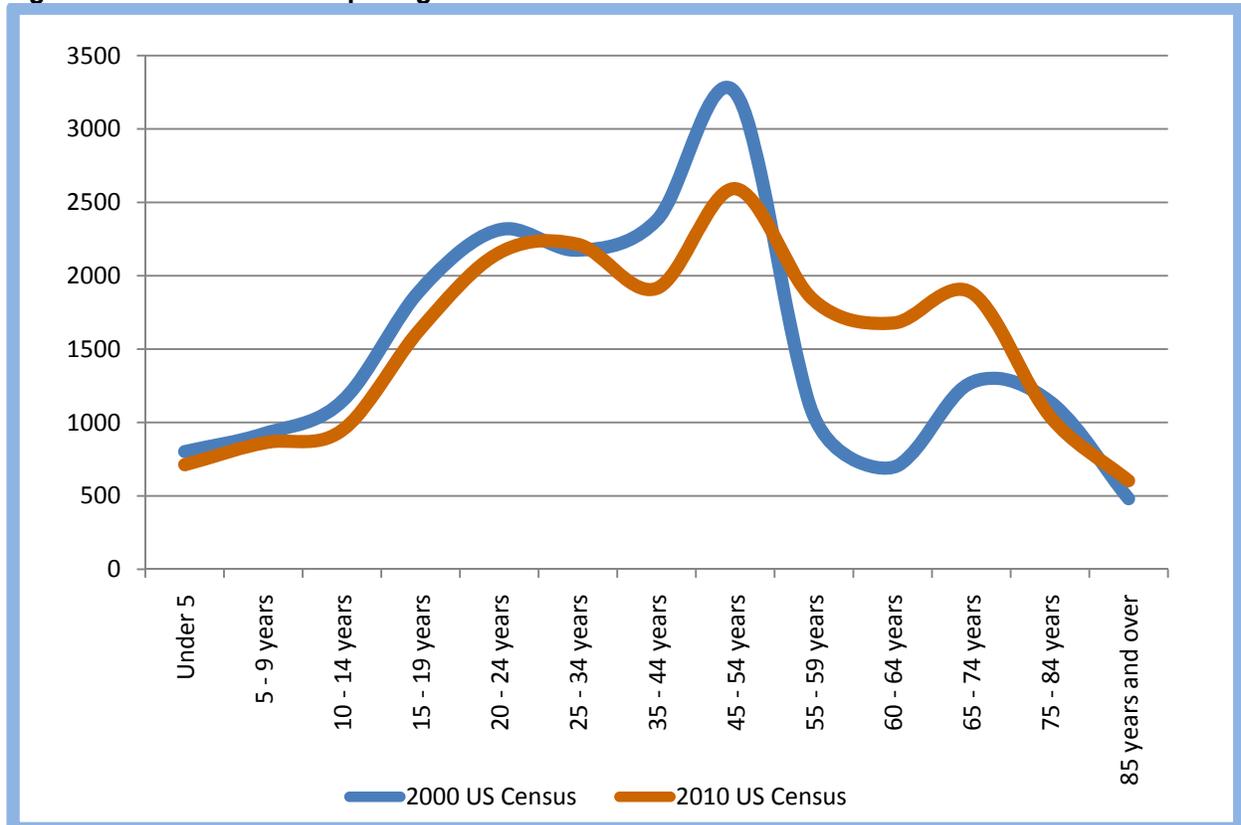
**Figure 1. Elderly Population by Age Group , State of Oregon.**



Source: OREGON'S DEMOGRAPHIC TRENDS February 2010, State Office of Economic Analysis

This trend toward an aging population, and resulting smaller household sizes, is likely to continue into the foreseeable future. According to the State of Oregon’s Office of Economic Analysis, rapid growth in elderly age cohorts is expected statewide. Ashland has experienced a significant aging of our population over the last decade in comparing the age demographics from the 2000 and 2010 Census reports (Figure 2). This reflects a national trend due in large part to the increasing number of baby-boomers reaching retirement age.

**Figure 2. Ashland Persons per Age Cohort 2000-2010**



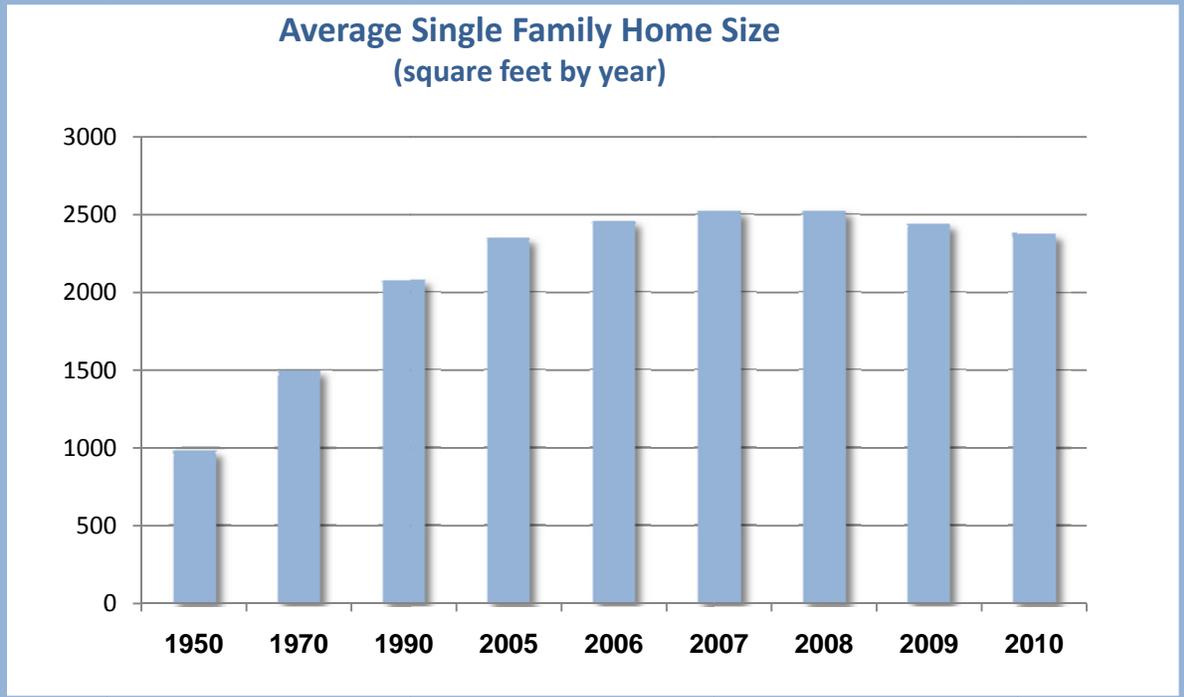
Overall the forecast for Oregon anticipates there will be 53% more elderly in 2020 than in 2010. Given Ashland’s desirability as retirement destination such trending indicates Ashland will likely see a continuation of small household sizes (2.03 pph) over the next decade.

As the number of “persons per household” has decreased over time, the average square footage of floor area had increased. This inverse relationship of large housing units, occupied by smaller households, results in an increase in the consumption of total acreage relative to the number of people housed. Further the depletion of available land, increasing land prices, and more square feet of housing per occupant increases overall housing costs. However, following the recent economic recession national building trends have shown a slight reversal of this decades long pattern of increasing unit size.

According to the National Association of Home Builders the average size of new single-family homes completed declined in both 2009 and 2010. This decline followed home sizes increasing

continually for nearly three decades from only 1400sq.ft in 1970. The average size of single-family homes completed in the United States peaked at 2,521 square feet in 2007, it was essentially flat in 2008, then dropped in 2009 to 2,438, and to 2,380 in 2010. As a result new single-family homes were almost 141 square feet smaller in 2010 than in 2007.

**Figure 3: Average Home Size (National)**



Sources: National Association of Home Builders (Housing Facts, Figures and Trends 2006) and US Census(<http://www.census.gov/const/C25Ann/sfttotalmedavgsqft.pdf>)

The current decline in home size can be attributed to various factors including the desire to keep energy costs down, reductions in equity in existing homes available to be rolled over into new ones, tighter credit standards, less interest in buying a home as an investment and a growing presence of first-time buyers seeking smaller units. The chairman of the National Association of Home Builders expects this downward trend to continue, "A new housing market is emerging, and even with the recession in the rear view mirror we expect the popularity of smaller homes to persist," said Bob Jones, "Builders are responding to a new mindset among home buyers that has been shaped not just by a weak economy, and it is transforming the product they deliver."

## **Student Housing**

The Master Plan for Southern Oregon University for the period 2010-2020 was predicated on projections of enrollment growth to approximately 6,000 students, from a current student enrollment of 5,082. This increase of 918 students would not be comprised entirely of Ashland residents as a number of students travel from nearby communities to attend classes. However the University will utilize its available land to provide new housing and anticipates approximately 25% of all students can be housed on campus.

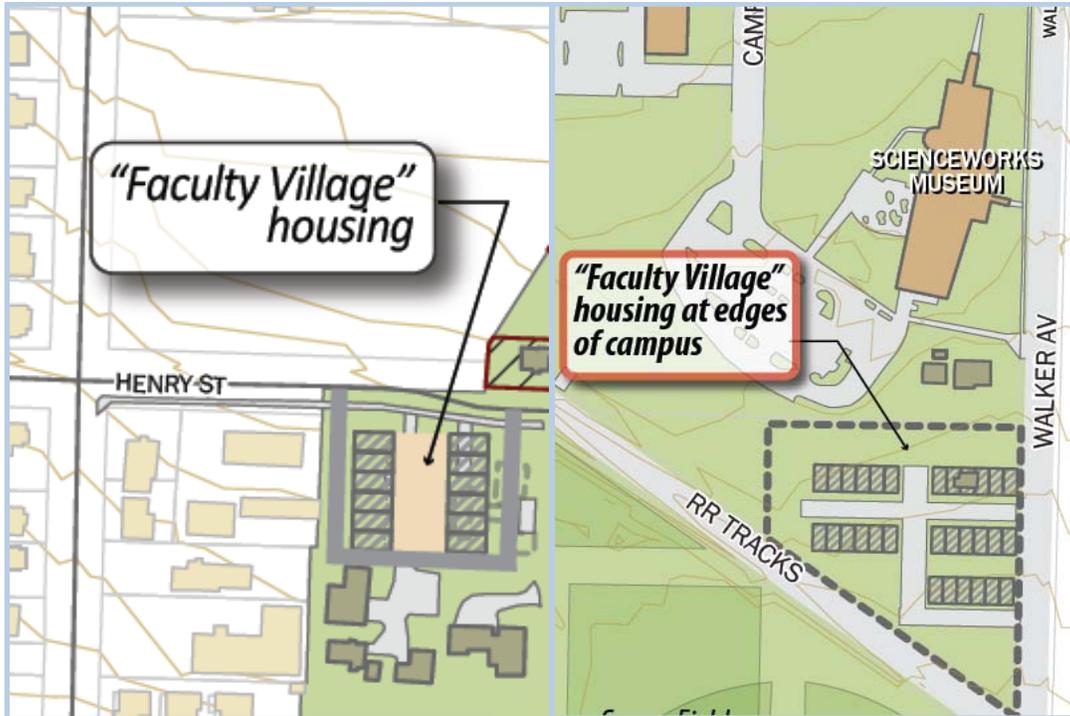
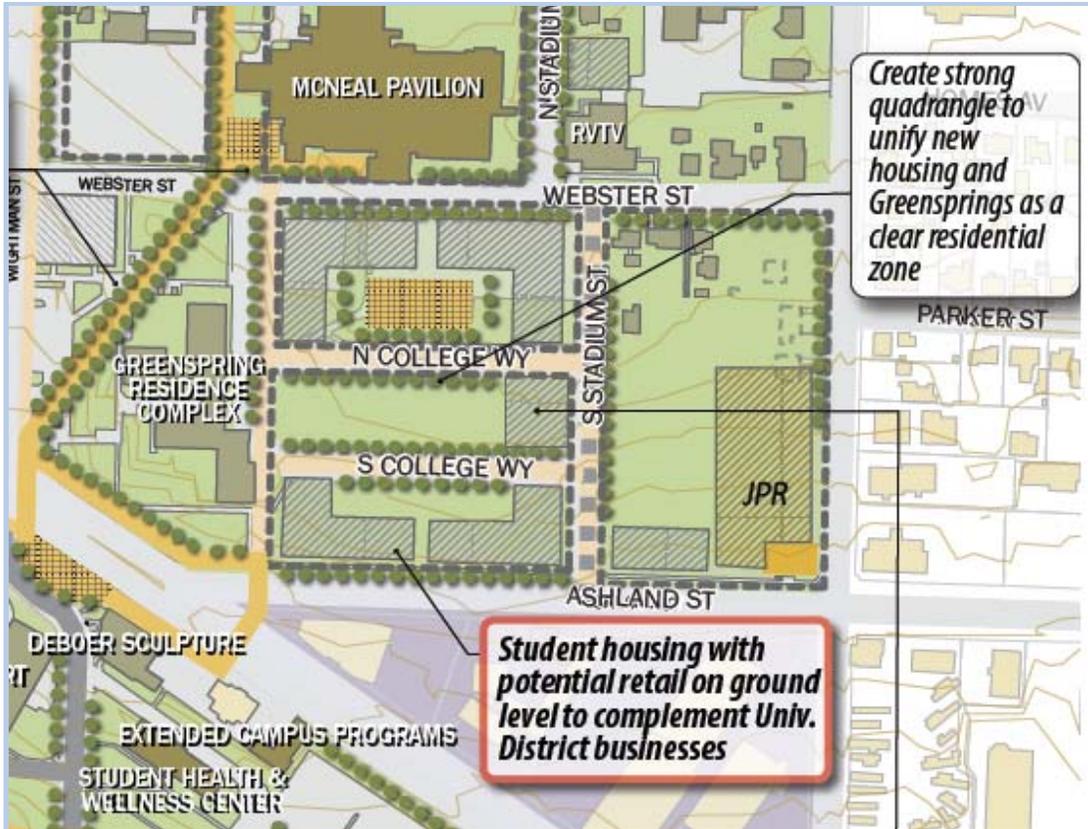
According to the 2010-2020 Plan:

*The University will pursue construction of new housing to current standards to serve three goals:*

- *replace older housing structures that are near the end of their useful life;*
- *expand the percentage of students housed on campus in order to increase the number of upper division students who live in campus housing and to help improve student retention;*
- *maintain a compact campus with housing within a 5-minute walk of the campus core.*

*New student housing will be constructed on the north campus, but within a walkable distance from the heart of campus. The intent is to create a cluster of housing that will support a more pronounced student life zone on campus, and still contribute to a walkable scale.*

SOU maintains 1272 existing group housing beds, and 198 family housing units. The SOU Plan states that a reasonable near term goal would be to develop 670 beds of new housing to serve the existing student body. This figure includes an estimated 400 beds to accommodate students that currently commute to campus and 270 to address on campus demand from current students of residence halls. In large part the development of these new housing on the SOU campus is intended to replace older buildings, not necessarily add capacity. The Plan identifies 800 beds of new student housing, but also identifies 692 beds in the Cascade Complex that need to be replaced and 108 beds in the Susanne Homes Complex to be converted to academic use. The SOU Plan identifies that of the 1272 group housing units available only 980 currently function to provide housing, thus there remains capacity to accommodate approximately 292 students in the event this space is again utilized for residential purposes. Lastly the SOU Plan identifies alternative locations for creation of a Faculty Village (pictured next page) to provide housing opportunities (12-48 potential units) for professors and staff .



Images excerpted from the 2010-2020 SOU Plan

## Dwelling Unit Assessment

The number of potential dwelling units as shown in Table 9 (pg .19) indicates that a total of 1838 new dwelling units could be accommodated upon lands within the existing City Limits using existing zoning and density assumptions. This estimate does not include future Southern Oregon University group housing developed on campus which is discussed in the preceding section. The estimated number of dwelling units assumes that upon remaining buildable lands within the City’s commercially zoned properties, with mixed-use potential (E-1 with a residential overlay, C-1, and C-1-D), that such commercial properties will provide only 50% of the residential units that are otherwise permitted at the base densities. Ashland has experienced a history of mixed use development on commercial lands given the strong market for housing. However to provide conservative estimates of future housing on commercial lands the 50% reduction from permitted densities is intended to recognize that a number of commercial developments may not elect to incorporate housing into their developments. Efforts taken by the City to promote inclusion of residential development within commercially zoned lands along transit routes can function to accommodate more housing on such lands than is presently projected in this BLI.

The City’s Comprehensive Plan population projection anticipates approximately 3,256 new residents by the year 2030. Historically the City’s linear growth rate projection has proven to be largely consistent with actual population growth (Fig. 1).

As the number of occupants per dwelling decreases there are more housing units needed to accommodate that population increase.

**Table 7. Needed Housing Units by year**

Impact of People Per Household on needed Housing Units by Year								
Year	2015		2020		2025		2030	
New residents expected	455		1386		2321		3256	
People per Household (pph)	2.14	2.03	2.14	2.03	2.14	2.03	2.14	2.03
Needed Housing Units	213	224	648	683	1085	1143	1521	1604

Population increase per City of Ashland Comprehensive Plan Projection (see Table 7).  
Census for Ashland = 2.14pph ; 2010 Census = 2.03 pph

2000 US

As stated previously the buildable lands within the City Limits could accommodate approximately 1,883 units. The table above indicates that with a average household size of 2.03 people 1604 units would be needed over the next 20 years. Further it is unlikely that all buildable lands within the City Limits would be developed during the next 20 years given many of the partially vacant sites are 7,000-9,000 sq ft. multifamily zoned properties, with additional development potential per the zoning designation, but are currently occupied by single family homes. However, substantial developable land exists within the Urban Growth Boundary that is presently outside of the City Limits. In consideration of these future urbanizable lands and calculating dwelling unit potential for all lands within the UGB, Table 6 identifies a total potential of 2,853 new unit capacity based on the current Comprehensive Plan designations. Therefore outside of the existing City Limits, yet within the current UGB approximately 970 additional units could be accommodated. Using the assumed 2.03 pph figure, the net buildable lands within the UGB could accommodate up to 5,791 new residents.

According to the City Comprehensive Plan population projection an increase in population of 5700 people is not expected to be reached for approximately 32 years. Modification to base zoning densities, density bonuses, zoning or overlay changes, area master plans, or comprehensive plan changes intended to concentrate development within the UGB, could further extend the supply of buildable lands by effectively accommodating more dwelling units upon less land area. To more accurately project the number and type of needed housing a Housing Needs Assessment should be completed. By carefully examining income and age demographics, household sizes, and local housing costs, a Housing Needs Assessment would help quantify the expected proportions of rental to ownership, household sizes and needed units (Housing type by bedroom number).

**Table 8. Potential Dwelling Units by Comprehensive Plan Designation (UGB and City Limits)**

Comprehensive Plan	Calculated Dwelling Units	Adjusted Dwelling Units
Airport	0	0
Commercial	849	252
Croman Mill	458	340
Downtown	319	53
Employment	723	221
HC	74	15
HDR	393	162
Industrial	0	0
LDR	140	70
MFR	1331	323
NM	na	118
SFR	2276	875
SFRR	260	103
SOU	na	Per SOU Master Plan (see pg 15)
Suburban R	448	311
Woodland	na	10
Total		2853

**Table 9. Potential Dwelling Units by Zoning Designation (City Limits)**

ZONE	Permitted Density units per acre	Calculated Dwelling Units (Gross acres x Density)	Adjusted Dwelling Units
C-1	30	822	251
C-1-D	60	318	53
CM	Master Plan (CM-NC, CM-MU)	215	173
E-1	15	723	221
HC	13.5	74	15
M-1	na	0	0
NM	Master Plan	na	118
R-1-10	2.4	332	71
R-1-3.5	7.2	49	10
R-1-5	4.5	859	365
R-1-7.5	3.6	806	161
R-2	13.5	887	146
R-3	20	394	162
RR-.5	1.2	140	79
RR-1	1	9	3
SO	Master Plan	na	Per SOU Master Plan (see pg 15)
WR	Slope contingent	na	10
Total			1883

### **Housing Needs Analysis**

The City completed a Housing Needs Analysis in 2002 and a Rental Needs Analysis in 2007. A Housing Needs Analysis allows a community to define the supply and demand characteristics for various types of housing, including sales housing, rental needs housing and special needs housing. A comparison of projected housing demand to the existing land availability provides the necessary information to inform decisions, as well as to identify where refinements to land use designations may be necessary to accommodate needed housing types. Ideally, Ashland will have a mix of housing that supports current and future residents as their housing needs and conditions change. Further, having a balance of housing that is affordable and suitable for various income levels plays a supportive role in economic development.

The City will complete an update to the Housing Needs Analysis in the coming year to quantify the projected housing needs in consideration of changing market conditions and the demographic profile of the City. The full 2010 Census data will be available in June-Aug of 2011. A limited set of 2010 Census Data has already been released including information regarding population age, gender, race, and general household make up (people per household, vacancy rates). Subsequent data releases will provide detailed information regarding Ashland’s housing inventory, rent amounts, and household wages. This data, used in conjunction with the Oregon Housing and Community Services Housing Needs Model, will be valuable in projecting future housing needs.

In completing the 2011 BLI, the City reviewed building permit data to summarize land consumption rates by year as shown for residential lands in Table 10 below.

**Table 10. Historic Land Consumption**

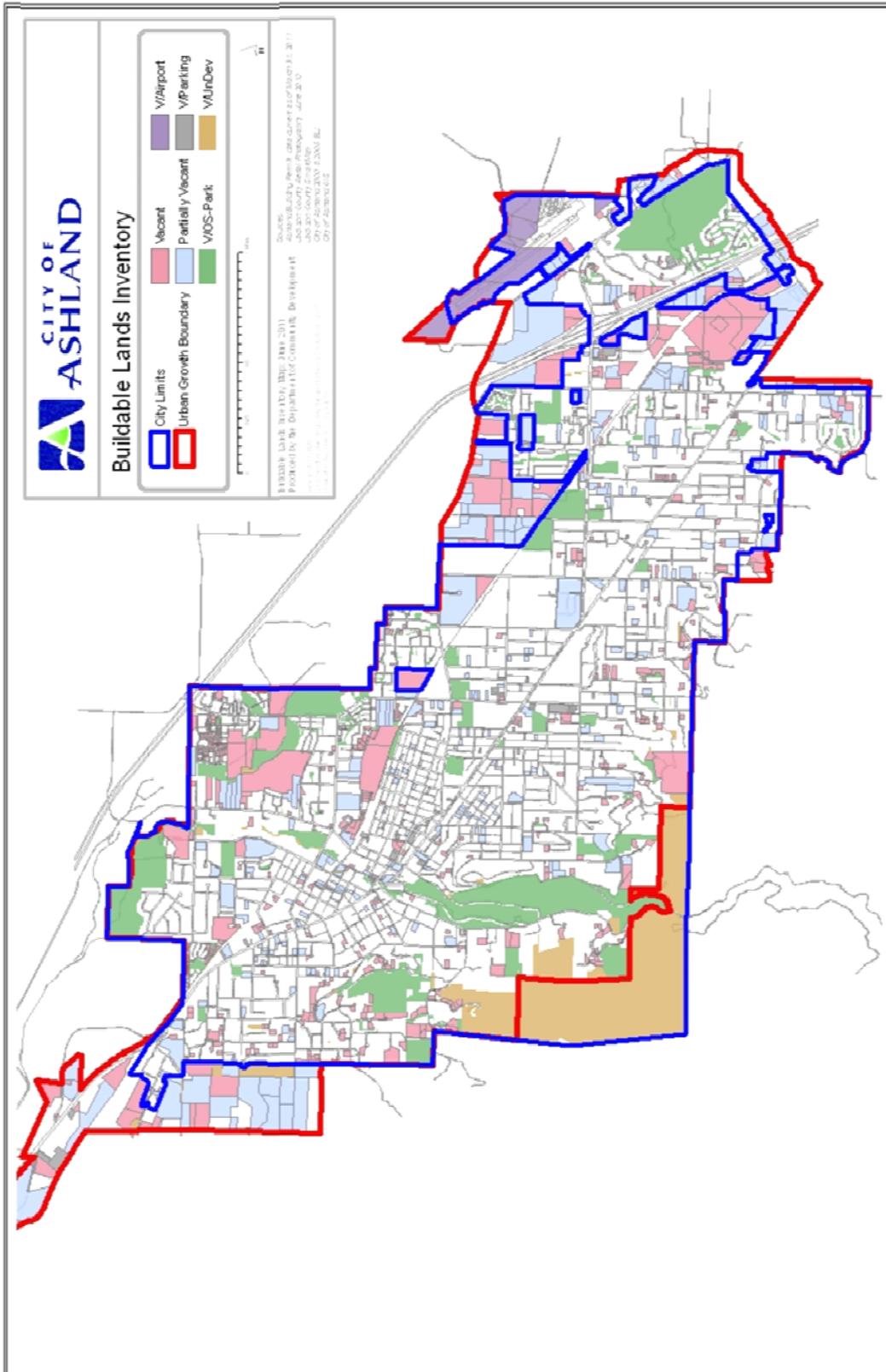
<b>Residential Land Consumption, Acres by Zone 2005-2010</b>							
	<b>2005</b>	<b>2006</b>	<b>2007</b>	<b>2008</b>	<b>2009</b>	<b>2010</b>	<b>2005-2010 Total</b>
NM	0.32	0	1.42	0.16	0.12	0.3	2.32
R-1-10	0.85	0.45	0.46	0.23	1.2	0.74	3.93
R1-3.5	0.98	0.33	0	0	0	0	1.31
R-1-5	6.98	0.89	1.32	1.25	1.38	1.48	13.3
R-1-7.5	3.6	2.82	2.27	1.62	0.95	0.99	12.25
R-2	2.33	0.55	0.31	0.71	0.16	3.94	8
R-3	0.37	0	0.24	0	0.44	0.33	1.38
RR.5	4.05	1.57	3.08	0.79	0.93	5.42	15.84
WR	5.01	0	0	0	0	0	5.01
<b>All Zones</b>	<b>24.49</b>	<b>6.61</b>	<b>9.1</b>	<b>4.76</b>	<b>5.18</b>	<b>13.2</b>	<b>63.34</b>

*Source: City of Ashland EDEN permit data, City of Ashland GIS*

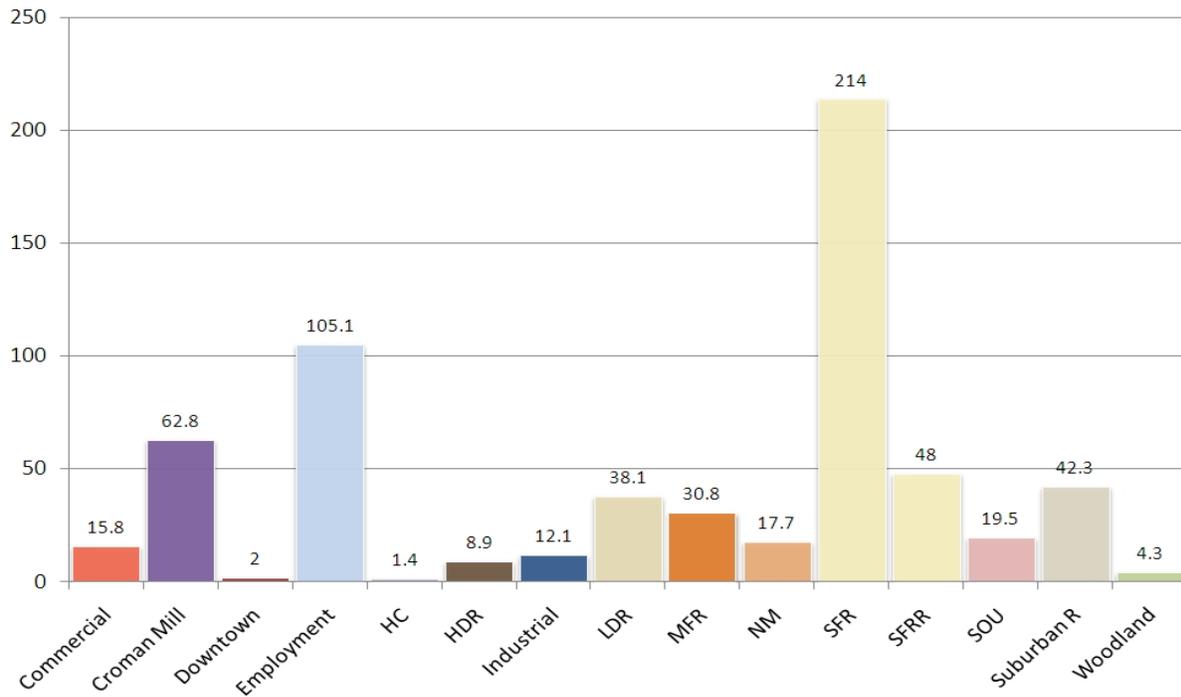
*Note: Acreage is "gross acreage" of developed parcels and includes Infill on partially vacant lots such as Accessory Residential Units. The gross acreage associated with permits issued for the replacement of dwellings following the Oak Knoll fire is not included in this table.*

A housing needs projection exclusively based on projecting past development trends would function to perpetuate any unmet housing needs into the future. For this reason, and in the face of a changing housing market, determining the yearly consumption average and simply multiplying that by 20 to determine a twenty year demand for various housing types would not adequately estimate future housing need. Further changes in the community demographics, including number of “people per household” will have a substantial impact upon the needed land area independent of past consumption rates. The relationship between lot size and square feet of living space is also key in determining how efficiently land will be consumed by future development. In combination an up to date Buildable Lands Inventory and a Housing Needs Assessment can be useful tools in evaluating the appropriate distribution of units by housing type while factoring in income and age information. With this information policy decisions necessary to adequately plan for the housing needs of current and future populations are possible.

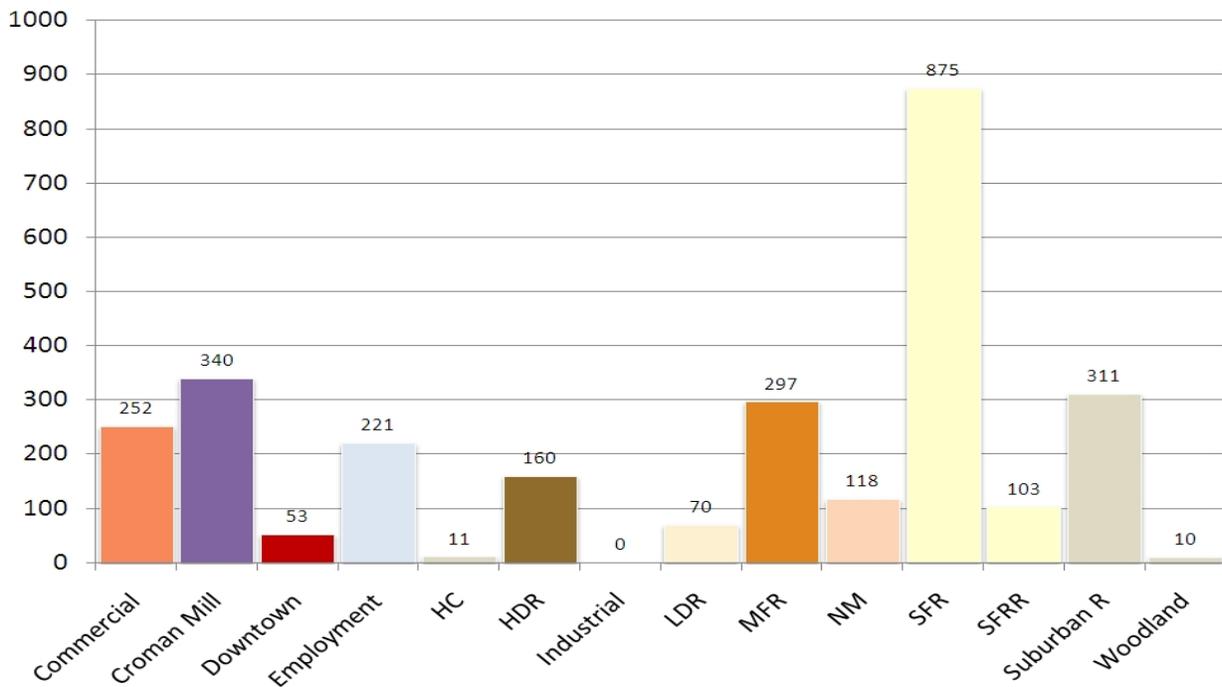
Figure 4: Buildable Lands Inventory Map  
 (Detailed Map available online at [www.ashland.or.us/mapcenter](http://www.ashland.or.us/mapcenter))



**Figure 5. Graphic representation of Table 3.3 (Net acreage by Comprehensive Plan Designation)**



**Figure 6. Graphic representation of Table 8 (Dwelling Units by Comprehensive Plan Designation)**



## Definitions

(Source: Oregon Administrative Rules, 1998 Compilation , LCDC)

(1) A "Net Buildable Acre" consists of 43,560 square feet of residentially designated buildable land, after excluding present and future rights-of-way, restricted hazard areas, public open spaces and restricted resource protection areas.

(2) "Attached Single Family Housing" means common-wall dwellings or rowhouses where each dwelling unit occupies a separate lot.

(3) "Buildable Land" means residentially designated vacant and, at the option of the local jurisdiction, redevelopable land within the urban growth boundary that is not severely constrained by natural hazards (Statewide Planning Goal 7) or subject to natural resource protection measures (Statewide Planning Goals 5 and 15). Publicly owned land is generally not considered available for residential use. Land with slopes of 25 percent or greater unless otherwise provided for at the time of acknowledgment, and land within the 100-year flood plain is generally considered unbuildable for purposes of density calculations.

(4) "Detached Single Family Housing" means a housing unit that is free standing and separate from other housing units.

(5) "Government Assisted Housing" means housing that is financed in whole or part by either a federal or state housing agency or a local housing authority as defined in ORS 456.005 to 456.720, or housing that is occupied by a tenant or tenants who benefit from rent supplements or housing vouchers provided by either a federal or state housing agency or a local housing authority.

(6) "Housing Needs Projection" refers to a local determination, justified in the plan, as to the housing types and densities that will be:

(a) Commensurate with the financial capabilities of present and future area residents of all income levels during the planning period;

(b) Consistent with OAR 660-007-0010 through 660-007-0037 and any other adopted regional housing standards; and

(c) Consistent with Goal 14 requirements for the efficient provision of public facilities and services, and efficiency of land use.

(7) "Manufactured Dwelling" means:

(a) Residential trailer, a structure constructed for movement on the public highways that has sleeping, cooking and plumbing facilities, that is intended for human occupancy, that is being used for residential purposes and that was constructed before January 1, 1962;

(b) Mobile home, a structure constructed for movement on the public highways that has sleeping, cooking and plumbing facilities, that is intended for human occupancy, that is being used for residential purposes and that was constructed between January 1, 1962, and June 15, 1976, and met the construction requirements of Oregon mobile home law in effect at the time of construction;

(c) Manufactured home, a structure constructed for movement on the public highways that has sleeping, cooking and plumbing facilities, that is intended for human occupancy, that is being used for residential purposes and that was constructed in accordance with federal manufactured housing construction and safety standards regulations in effect at the time of construction;

(d) Does not mean any building or structure subject to the structural specialty code adopted pursuant to ORS 455.100 to 455.450 or any unit identified as a recreational vehicle by the manufacturer.

(8) "Manufactured Dwelling Park" means any place where four or more manufactured dwellings as defined in ORS 446.003 are located within 500 feet of one another on a lot, tract or parcel of land under the same ownership, the primary purpose of which is to rent space or keep space for rent to any person for a charge or fee paid or to be paid for the rental or use of facilities or to offer space free in connection with securing the trade or patronage of such person. "Manufactured dwelling park" does not include a lot or lots located within a subdivision being rented or leased for occupancy by no more than one manufactured dwelling per lot if the subdivision was approved by the local government unit having jurisdiction under an ordinance adopted pursuant to ORS 92.010 to 92.190.

(9) "Manufactured Homes" means structures with a Department of Housing and Urban Development (HUD) label certifying that the structure is constructed in accordance with National Manufactured Housing Construction and Safety Standards Act of 1974 (42 U. S. C. Sections 5401 et seq.), as amended on August 22, 1981.

(10) "Mobile Home Park" means any place where four or more manufactured dwellings as defined in ORS 446.003 are located within 500 feet of one another on a lot, tract or parcel of land under the same ownership, the primary purpose of which is to rent space or keep space for rent to any person for a charge or fee paid or to be paid for the rental or use of facilities or to offer space free in connection with securing the trade or patronage of such person. "Mobile home park" does not include a lot or lots located within a subdivision being rented or leased for occupancy by no more than one manufactured dwelling per lot if the subdivision was approved by the local government unit having jurisdiction under an ordinance adopted pursuant to ORS 92.010 to 92.190.

(11) "Multiple Family Housing" means attached housing where each dwelling unit is not located on a separate lot.

(12) "Needed Housing" defined. Until the beginning of the first periodic review of a local government's acknowledged comprehensive plan, "needed housing" means housing types determined to meet the need shown for housing within an urban growth boundary at particular price ranges and rent levels. On and after the beginning of the first periodic review of a local government's acknowledged comprehensive plan, "needed housing" also means:

- (a) Housing that includes, but is not limited to, attached and detached single-family housing and multiple family housing for both owner and renter occupancy;
- (b) Government assisted housing;
- (c) Mobile home or manufactured dwelling parks as provided in ORS 197.475 to 197.490;
- (d) Manufactured home on individual lots planned and zoned for single-family residential use that are in addition to lots within designated manufactured dwelling subdivisions.

(13) "Redevelopable Land" means land zoned for residential use on which development has already occurred but on which, due to present or expected market forces, there exists the likelihood that existing development will be converted to more intensive residential uses during the planning period.

## Types of Housing Defined

TYPE	Definition For the purposes of this Housing Development Trend analysis, the definitions in OAR 660-007-0005, ORS 197.015 and 197.295 shall apply. In addition, the following definitions apply:
MFR	"Multiple Family Housing" means attached housing where each dwelling unit is not located on a separate lot.
MFR-D	"Multiple Family Housing Detached" means detached housing where two (2) or more dwelling units are located on a single lot.
MH	<p>"Manufactured Dwelling" means:</p> <p>(a) Residential trailer, a structure constructed for movement on the public highways that has sleeping, cooking and plumbing facilities, that is intended for human occupancy, that is being used for residential purposes and that was constructed before January 1, 1962;</p> <p>(b) Mobile home, a structure constructed for movement on the public highways that has sleeping, cooking and plumbing facilities, that is intended for human occupancy, that is being used for residential purposes and that was constructed between January 1, 1962, and June 15, 1976, and met the construction requirements of Oregon mobile home law in effect at the time of construction;</p> <p>(c) Manufactured home, a structure constructed for movement on the public highways that has sleeping, cooking and plumbing facilities, that is intended for human occupancy, that is being used for residential purposes and that was constructed in accordance with federal manufactured housing construction and safety standards regulations in effect at the time of construction;</p> <p>(d) Does not mean any building or structure subject to the structural specialty code adopted pursuant to ORS 455.100 to 455.450 or any unit identified as a recreational vehicle by the manufacturer.</p>
MHP	<p>"Manufactured Dwelling" (<i>defined above [MH]</i>) located in a "Manufactured Dwelling Park"</p> <p>"Manufactured Dwelling Park" means any place where four or more manufactured dwellings are located within 500 feet of one another on a lot, tract or parcel of land under the same ownership, the primary purpose of which is to rent space or keep space for rent to any person for a charge or fee paid or to be paid for the rental or use of facilities or to offer space free in connection with securing the trade or patronage of such person. "Manufactured dwelling park" does not include a lot or lots located within a subdivision being rented or leased for occupancy by no more than one manufactured dwelling per lot if the subdivision was approved by the local government unit having jurisdiction under an ordinance adopted pursuant to ORS 92.010 to 92.190.</p>
MU	"Mixed Use Housing" means a housing unit that is attached to a commercial development within a commercial zone
SFR	"Detached Single Family Housing" means a housing unit that is free standing and separate from other housing units.
SFR-A	"Attached Single Family Housing" means common-wall dwellings or rowhouses where each dwelling unit occupies a separate lot.
GA	"Government Assisted Housing" means housing that is financed in whole or part by either a federal or state housing agency or a local housing authority as defined in ORS 456.005 to 456.720, or housing that is occupied by a tenant or tenants who benefit from rent supplements or housing vouchers provided by either a federal or state housing agency or a local housing authority.

ORDINANCE NO. 3055

**AN ORDINANCE AMENDING THE CITY OF ASHLAND  
COMPREHENSIVE PLAN TO ADOPT THE BUILDABLE LANDS  
INVENTORY AS A SUPPORTING DOCUMENT TO THE CITY OF  
ASHLAND COMPREHENSIVE PLAN**

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

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

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

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

**WHEREAS**, the Ashland Comprehensive Plan contains policies regarding the urbanization of land within the urban growth boundary which are based upon the available inventories of specific land classifications.

**WHEREAS**, in 1999, the City of Ashland passed Resolution 1999-058 which adopted the 1998-99 Buildable Lands Inventory as the official inventory in support of the Ashland Comprehensive Plan, and established the methodology for conducting an inventory of available land.

**WHEREAS**, the Buildable Lands Inventory adopted in 1999, and updated in 2005, does not reflect development that has occurred subsequent to its adoption date.

**WHEREAS**, the Buildable Lands Inventory (2011) reflects the supply of developable land within the Ashland City Limits and Urban Growth Boundary based upon specific land classification and constraints to development current as of April 1, 2011.

**WHEREAS**, the City of Ashland Planning Commission considered the above-referenced recommended amendments to the Ashland Comprehensive Plan at a duly advertised public

hearing on September 13, 2011 and, following deliberations, unanimously recommended approval of the amendments; and

**WHEREAS**, the City Council of the City of Ashland conducted a duly advertised public hearing on the above-referenced amendments on \_\_\_\_\_; and

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

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

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

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

**SECTION 2.** The City of Ashland Comprehensive Plan Appendix entitled “Technical Reports and Supporting Documents” is attached hereto and made a part hereof as *Exhibit B*. Previously added support documents are acknowledged on this Appendix.

**SECTION 3.** The document entitled “The City of Ashland Buildable Lands Inventory, (2011),” attached hereto as *Exhibit A*, and made a part hereof by this reference is hereby added to the above-referenced Appendix to support Chapter XII, [URBANIZATION] the Comprehensive Plan.

**SECTION 4.** The document entitled “The City of Ashland Buildable Lands Inventory,” may be updated by Resolution of the City Council to account for consumption of buildable land by development, and re-development, as reflected in the issuance of Building Permits by the City.

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

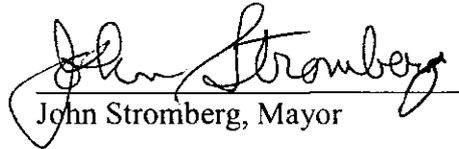
**SECTION 6. Codification.** Provisions of this Ordinance shall be incorporated in the City Comprehensive Plan and the word “ordinance” may be changed to “code”, “article”, “section”, or another word, and the sections of this Ordinance may be renumbered, or re-lettered, provided however that any Whereas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

The foregoing ordinance was first read by title only in accordance with Article X, Section 2(C) of the City Charter on the 1 day of November, 2011, and duly PASSED and ADOPTED this 15 day of November, 2011.



Barbara M. Christensen, City Recorder

SIGNED and APPROVED this 16 day of November, 2011.

  
John Stromberg, Mayor

Reviewed as to form:

  
David Lohman, City Attorney