



# Planning Commission Agenda

Note: Anyone wishing to speak at any Planning Commission meeting is encouraged to do so. If you wish to speak, please rise and, after you have been recognized by the Chair, give your name and complete address for the record. You will then be allowed to speak. Please note the public testimony may be limited by the Chair.

**May 14, 2024**  
**REGULAR MEETING**  
**AGENDA**

**I. CALL TO ORDER:** 7:00 p.m., Civic Center Council Chambers, 1175 E. Main Street

**II. ANNOUNCEMENTS**

**III. CONSENT AGENDA**

**I. Approval of Minutes**

- a. April 9, 2024 Regular Meeting
- b. April 23, 2024 Study Session

**IV. PUBLIC FORUM**

Note: To speak to an agenda item in person you must fill out a speaker request form at the meeting and will then be recognized by the Chair to provide your public testimony. Written testimony can be submitted in advance or in person at the meeting. If you wish to discuss an agenda item electronically, please contact [PC-publictestimony@ashland.or.us](mailto:PC-publictestimony@ashland.or.us) by May 14, 2024 to register to participate via Zoom. If you are interested in watching the meeting via Zoom, please utilize the following link: <https://zoom.us/j/93156865914>

**V. OTHER BUSINESS**

- A. 2024 Update to the Buildable Lands Inventory (BLI)
- B. Election of Planning Commission Officers (Chair and Vice-Chair)

**VI. OPEN DISCUSSION**

**VII. ADJOURNMENT**

**Next Scheduled Meeting Date:** May 28, 2024 Study Session







# Planning Commission Minutes

Note: Anyone wishing to speak at any Planning Commission meeting is encouraged to do so. If you wish to speak, please rise and, after you have been recognized by the Chair, give your name and complete address for the record. You will then be allowed to speak. Please note the public testimony may be limited by the Chair.

**April 9, 2024**  
**REGULAR MEETING**  
***DRAFT* Minutes**

**I. CALL TO ORDER:**

Chair Verner called the meeting to order at 7:00 p.m. at the Civic Center Council Chambers, 1175 E. Main Street. She noted that Commissioner Phillips was attending the meeting remotely via Zoom.

**Commissioners Present:**

Lisa Verner  
Doug Knauer  
Kerry KenCairn  
Eric Herron  
Russell Phillips  
Gregory Perkinson  
Susan MacCracken Jain

**Staff Present:**

Brandon Goldman, Community Development Director  
Derek Severson, Planning Manager  
Aaron Anderson, Senior Planner  
Michael Sullivan, Executive Assistant

**Absent Members:**

**Council Liaison:**

Paula Hyatt

**II. ANNOUNCEMENTS**

Community Development Director Brandon Goldman made the following announcements:

- The City Council chambers have been equipped with a new audio/visual apparatus.
- The Council will be reviewing three items relating to Community Development at their April 16, 2024 meeting: the award of housing trust funds; community development block grants (CDBG); and social service funds.
- Neither the Transportation Advisory Committee nor the Public Works Director will be able to attend the April 23, 2024 Study Session, and have requested to have the planned Transportation Element and Comprehensive Plan discussion at the May 28, 2024 Study Session.

**III. CONSENT AGENDA**

**1. Approval of Minutes**

- a. February 27, 2024 Study Session
- b. March 12, 2024 Regular Meeting
- c. March 26, 2024 Study Session





# Planning Commission Minutes

**Commissioners Perkinson/Russell m/s to approve the consent agenda as presented. Voice Vote: All AYES. Motion passed 7-0.**

**IV. PUBLIC FORUM – None**

**V. UNFINISHED BUSINESS**

**A. Approval of Findings for PA-T2-2024-00046**

**Commissioners KenCairn/Perkinson m/s to approve the Findings as presented. DISCUSSION:**

Commissioner Perkinson pointed out that section 3, paragraph 3.1.2 of the Findings referred to a 6ft buffer with a 6inch curb, stating that it should be a 6.5ft buffer and 6inch curb, totaling 7ft.

Commissioner MacCracken Jain asked a clarifying question regarding the definition of “pedestrian-friendly access.”

**Commissioners Perkinson/Knauer m/s to amend the motion to include the 6inches omitted from the buffer in Condition #2 of the Findings. Roll Call Vote: All AYES. Motion passed 7-0.**

**Roll Call Vote on Motion as Amended: All AYES. Motion passed 7-0.**

**VI. TYPE II PUBLIC HEARING**

**A. PLANNING ACTION: PA-T2-2024-00047**

**SUBJECT PROPERTY: 452 Williamson Way**

**OWNER/APPLICANT: Rogue Planning & Development Services for DeBoer**

**DESCRIPTION: An application is for a four-lot subdivision to allow for the construction of four residential dwelling units. There are four units proposed in two attached wall groups. The proposed residences would be deed restricted affordable housing units for ownership to families with incomes of less than 80% of the area median income. This use of the Employment Zoned property as deed restricted affordable housing is allowed without a zone change per Oregon Revised Statutes (ORS) 197.308. **COMPREHENSIVE PLAN DESIGNATION: Employment; ZONING: E-1; MAP: 39 1E 04 DC, TAX LOT: 3630****

**Ex Parte Contact**

Commissioners Knauer, KenCairn, and Verner conducted site visits. Commissioner KenCairn stated that she had considered developing the lot in the past but had not pursued it. No ex parte contact was declared.





# Planning Commission Minutes

## **Staff Presentation**

Senior Planner Aaron Anderson briefly outlined the location and zoning of the lot near the north side of the railroad, stating that all utilities had already been built out after the lot was subdivided in 1999. He explained that a curb was installed along the subject property but that there is currently no sidewalk in place. Mr. Anderson detailed how the core of the application was predicated on a change in state law that requires affordable housing to be allowed in Employment zones, which would typically require a residential overlay. The affordable housing units are proposed to be at 80% Area Median Income (AMI). He noted that the application is subject to Preliminary Subdivision Plat Criteria rather than Performance Standard Subdivision criteria, and would also require a Site Design Review. Mr. Anderson stated that the application includes a deferred landscape plan, and that the two proposed buildings would be accessed by a shared driveway.

Mr. Anderson informed the Commission that the staff findings had been revised from those presented in the packet (see attachment #1).

## **Applicant Presentation**

Applicant Amy Gunter stated that she also serves on the board for Habitat for Humanity, while her associate Elijah Jordan of KSW Architects assisted with the development of the project.

Ms. Gunter began by outlining the proposed driveway from the existing curb, stating that a new public pedestrian curb was also being proposed, which would include a pedestrian light and street trees that would be in accordance with City codes.

Ms. Gunter stated that the Site Plan had also been adjusted to address some of the concerns raised by neighbors (see attachment #2). Ms. Gunter explained that the proposed plan originally included a closed-ground drainage swale in front of the property, but which was now relocated between the two buildings. This allowed the buildings to be moved forward, reducing the front-yard setback and lengthening the driveways in back. She related how the roof-pitch was adjusted to 4-and-12, and the shared porches on each building were separated to provide more privacy for each tenant and to have each dwelling more closely resemble a townhome. Aesthetic changes were also made to further match the homes with the rest of the neighborhood, and the garage was widened from the initial proposal.

## **Questions of the Applicant**

The Commission asked the following questions of the applicant team:

- **Is there a pathway accessing the garage door at the rear of the property?**  
The door will be a covered back entry into the garage from the rear of the property.
- **Are there individual, private back yards for each unit?**  
There will not be functional backyards based on the lot layout, the main yard will be located





## Planning Commission Minutes

at the front of the property.

- **Will there be fences along Williamson Way or Rogue Place?**

No, neighborhood Covenants, Conditions and Restrictions (CC&Rs) do not allow fences.

- **The storm drain has been relocated between the buildings?**

Yes, it was originally in the front of the property. There is no formal Homeowners Association (HOA) to regulate maintenance, but a maintenance agreement will be reached for the storm drain and all common elements of the development. Ms. Gunter elaborated that the deferred landscaping plan will address the storm drain more fully.

- **What effect did moving the buildings forward 5ft due to the relocation of the swale have on the driveways in the back of the lot?**

The driveway was lengthened which provided greater access to the rear garage.

- **Can you park behind the garage?**

Not indefinitely.

- **How will the inhabitants be prohibited from using the garage for storage instead of utilizing it as parking space?**

No. The Commission could place conditions of approval requiring this, or the neighborhood could rely on CC&Rs to ensure it is enforced.

### **Public Comments**

**Brooke Clifford**/Ms. Clifford thanked staff and Ms. Gunter for their assistance prior to the meeting, and stated that all neighbors of the property support Habitat for Humanity and the need for additional housing. She related how the applicant had been receptive to feedback and adjusted aspects of the proposal, such as including slatted railings on the porches, based on neighborhood input. Ms. Clifford stated that current CC&Rs prohibit residents from utilizing the garage as a bedroom and require cars to be parked in the garage or assigned driveway. She remarked that this, coupled with a prohibition on fences, resulted in the neighborhood being clean and quiet. Ms. Clifford thanked the applicant for adjusting the roof-line of the development. She requested that a condition of approval be added to require that the applicant ensure that cedar siding is used on the dwellings.

**Cliff Williams**/Mr. Williams spoke to the importance of porches in fostering a safe neighborhood, but that frequent speeding can make the street unsafe for children.

**Norman Hale**/Mr. Hale explained that he resides in the property adjacent to the subject lot, and that he purchased his property based on the information that the zone was mixed-use residential. He stated that he would not have purchased his residence if he knew a four-dwelling development was possible. Mr. Hale remarked that he did not receive notice of the planning action and requested information regarding its development timeline.

**John Fields**/Mr. Fields spoke in support of the development, citing the City's need for affordable housing. He stated that his team worked with Habitat for Humanity on the Beach Creek Subdivision



## Planning Commission Minutes

to provide affordable housing. Mr. Fields explained that the deed restriction included in the development ensures that Habitat for Humanity retains the properties.

**Jason Raehl**/Mr. Raehl expressed appreciation to the applicant team for addressing the concerns of the community. He spoke to the clean nature of the neighborhood and requested that the development include pillars on their porches, similar to those found elsewhere in the neighborhood and were included in an artist rendering of the proposed development that was disseminated by Habitat for Humanity (see attachment #3). Mr. Raehl also requested that additional hardscaping be included in the development, citing the City's own lawn replacement program.

**Mary Devlin**/Ms. Devlin expressed support for the development and Habitat for Humanity, and thanked the applicant for addressing concerns from the neighborhood. She drew attention to a discrepancy in the plans, stating that the sidewalk is 5ft-wide while the plans show a 6ft-wide sidewalk.

### **Staff Rebuttal**

Mr. Goldman informed the Commission that the subject development would be reviewed by clear and objective standards, and that any substantial changes after approval are prohibited. He confirmed that all of the applicant's proposals constitute conditions of approval, but that elements of the proposal, such as color and siding, would not be subject to staff review.

Commissioner KenCairn asked if CC&Rs would effect this property. Mr. Anderson responded that CC&Rs are relationship agreements that the City does not enforce, elaborating that the neighborhood CC&Rs prohibit fences but that the City would be compelled to issue a fence permit if one were applied for.

### **Applicant Rebuttal**

The applicant proposed a 6ft sidewalk, while adjacent sidewalks in the neighborhood have sidewalks that are 5.5ft.

Ms. Gunter stated that deed restrictions would require that any new residents qualify for affordable housing considerations and undergo an income-qualification review.

Ms. Gunter explained that the flier presented by Mr. Raehl represented a preliminary design of the dwellings that depicted columns that would not be present in the final design. She stated that all materials and elements proposed are intended to be used.

Ms. Gunter requested that condition 7.b be amended to require a 3-4ft residential walkway rather than the 5ft pathway originally required.



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## **Questions of the Applicant**

Commissioner Knauer asked for clarification regarding the potential inclusion of pillars. Ms. Gunter responded that they were considered but ultimately rejected due to cost.

Commissioner Herron noted that the sidewalk depicted on the revised site plan stops at the driveway and does not achieve connectivity with Rogue Place and asked if that was the applicant's intention. Ms. Gunter responded that the apron of the driveway and the adjoining sidewalk would provide connectivity to the south end of the property.

Commissioner MacCracken Jain asked if the applicant would use columns in their development if they were donated, Ms. Gunter responded that they would.

Chair Verner closed the Public Hearing and Record at 8:28pm.

## **Deliberation and Decision**

Commissioner Perkinson expressed appreciation to Habitat for Humanity for developing a commercial lot into affordable housing and taking the wishes of the neighborhood into consideration.

Commissioner KenCairn asked if the lots adjacent to the Falcon Heights subdivision could be built as a residential development. Mr. Goldman responded that those properties could be an affordable residential development. He noted that this property could have been developed as a 25,000sqft commercial building, and that all the properties around Falcon Heights and utilities installed for the subdivision were in anticipation of a future commercial/mixed-use development.

Citing his history of working with the organization, Commissioner Knauer expressed appreciation to Habitat for Humanity for continuing to develop in Ashland and providing affordable housing and making an attempt to integrate the development with the neighborhood.

## **Commissioners KenCairn/Perkinson m/s to approve the application with the conditions of approval and the amended findings provided by staff. DISCUSSION:**

Commissioner Knauer asked if anything regarding the sidewalk needed to be incorporated into the motion. Mr. Goldman responded that the sidewalk standard, per code, stipulates that a 5ft-wide pedestrian connection to the street be provided. Regarding the sidewalk adjacent to Williamson Way, Mr. Goldman stated that a 6ft standard is established by code and met by the applicant. Mr. Goldman noted that the applicant's assertion that a residential lighting standard would be appropriate for the development would be relayed to the Public Works Department.

**Roll Call Vote: All AYES. Motion passed 7-0.**







# Planning Commission Minutes

## V. OPEN DISCUSSION

Commissioner Herron reminded the Commission to register with the Oregon Ethics Committee to avoid incurring a fine.

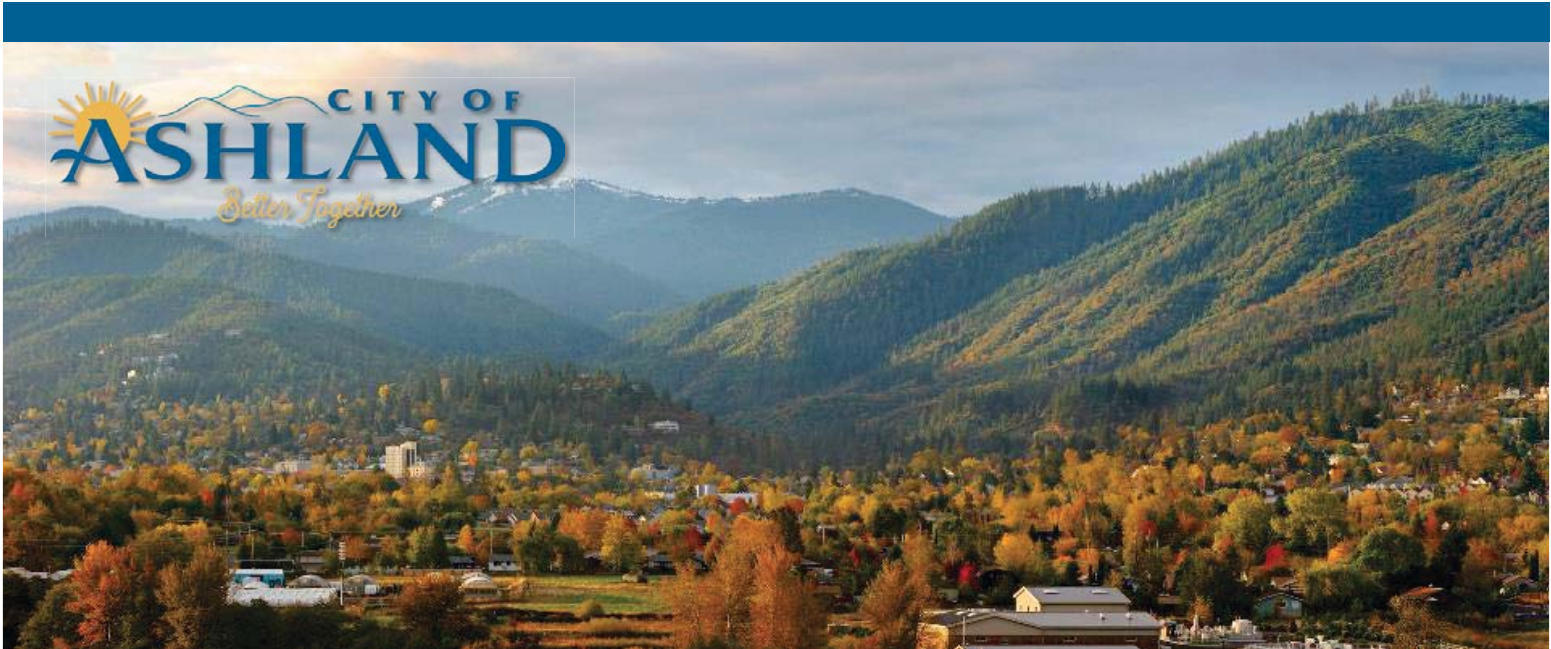
Mr. Goldman stated that staff would develop alternative materials for discussion in absence of the planned speakers for the April 23, 2024 Study session.

## VI. ADJOURNMENT

*Meeting adjourned at 8:38 p.m.*

*Submitted by,  
Michael Sullivan, Executive Assistant*





PA- T2-2023-0047  
452 Williamson

PLANNING  
COMMISSION  
APR 9, 2024



## 452 Williamson Way.

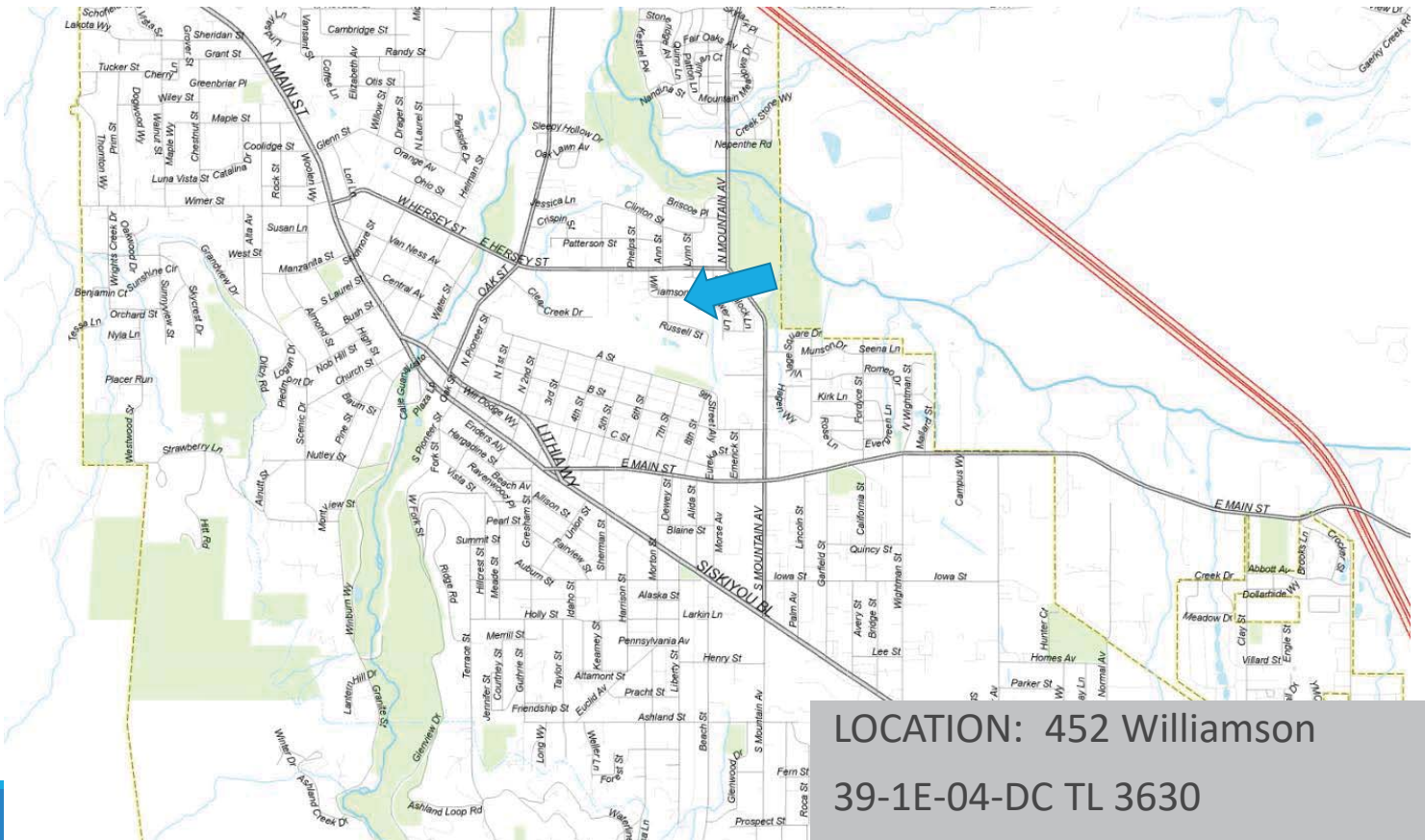
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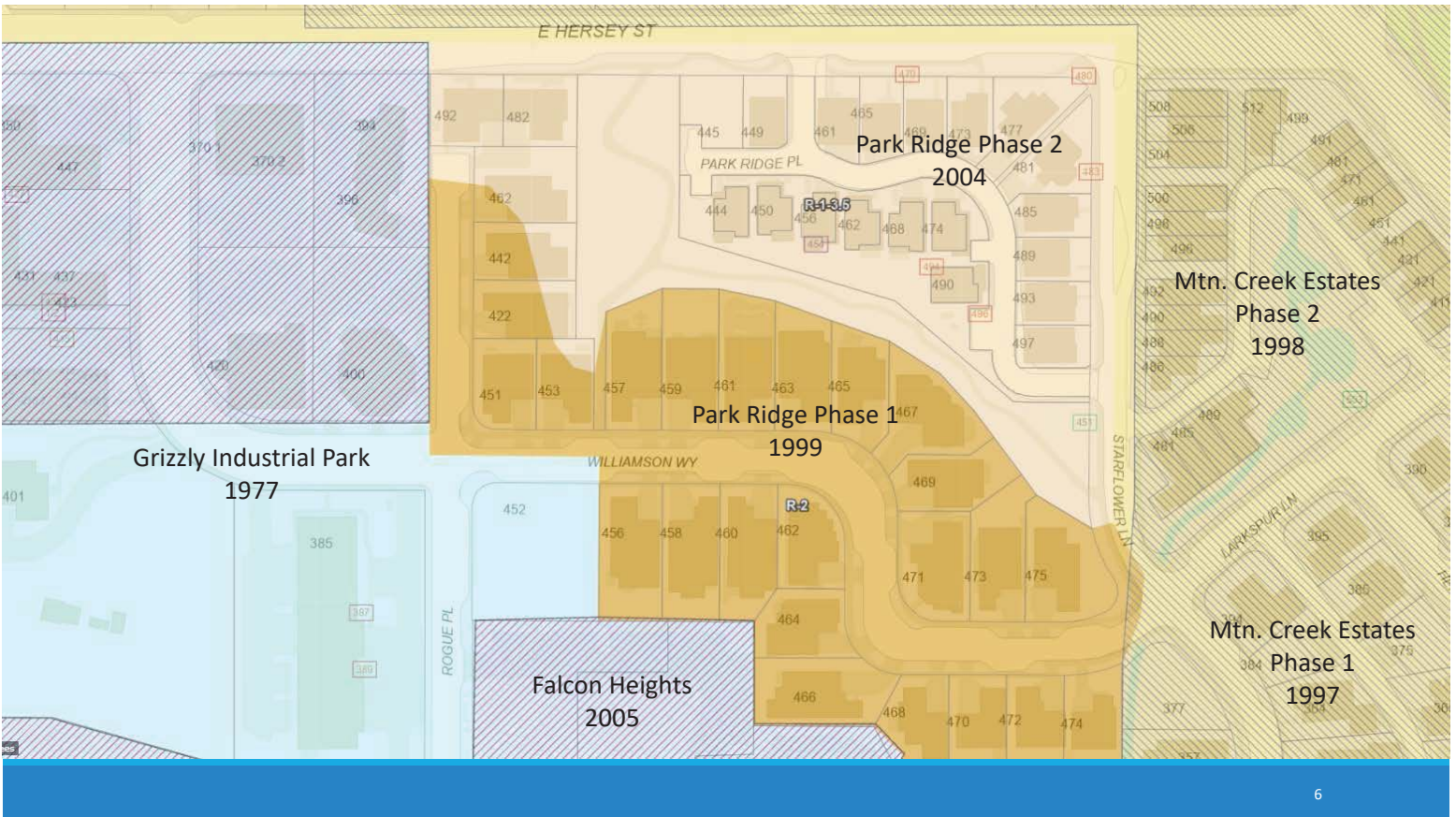
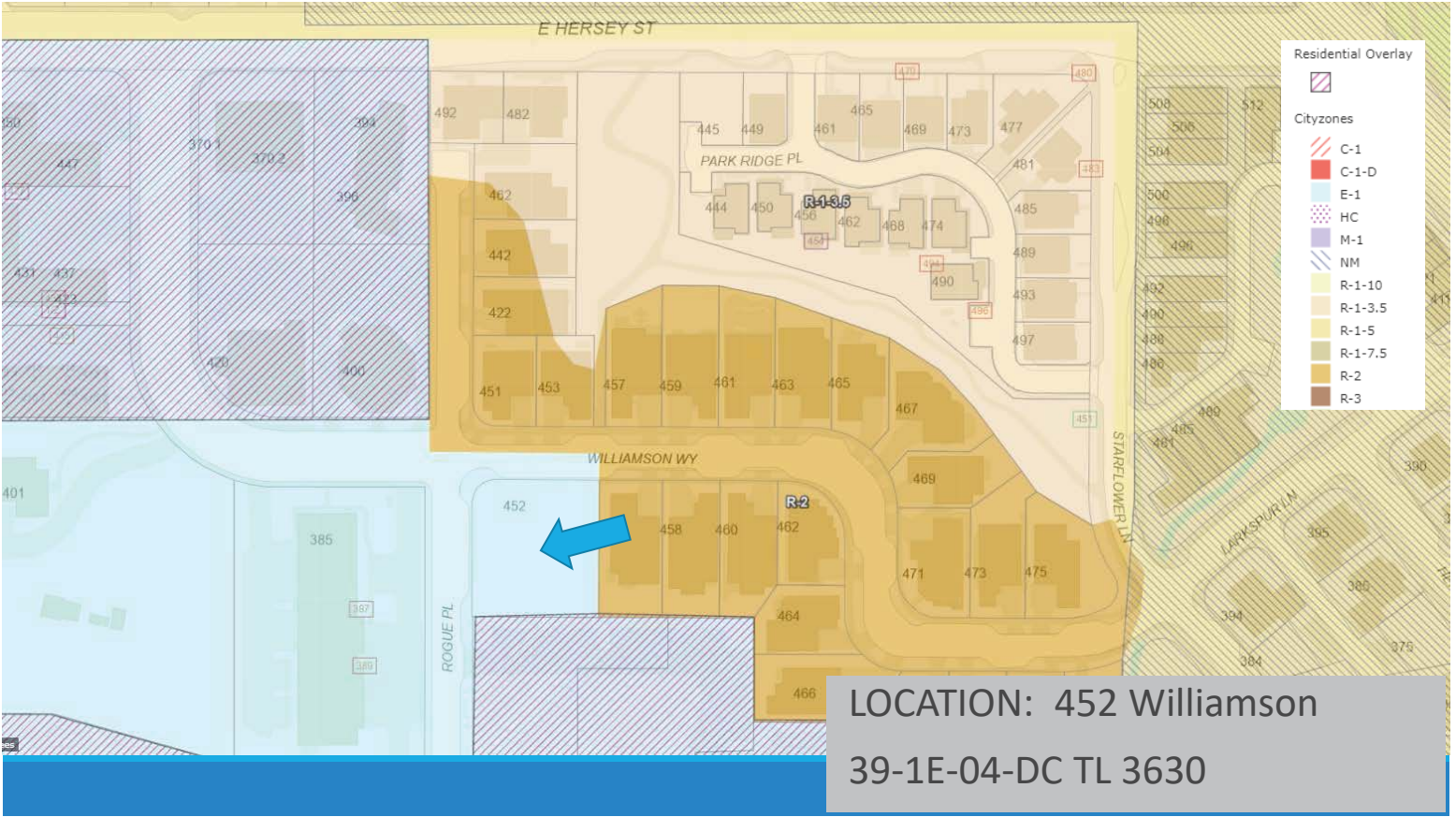
PLANNING COMMISSION  
APRIL 9, 2024

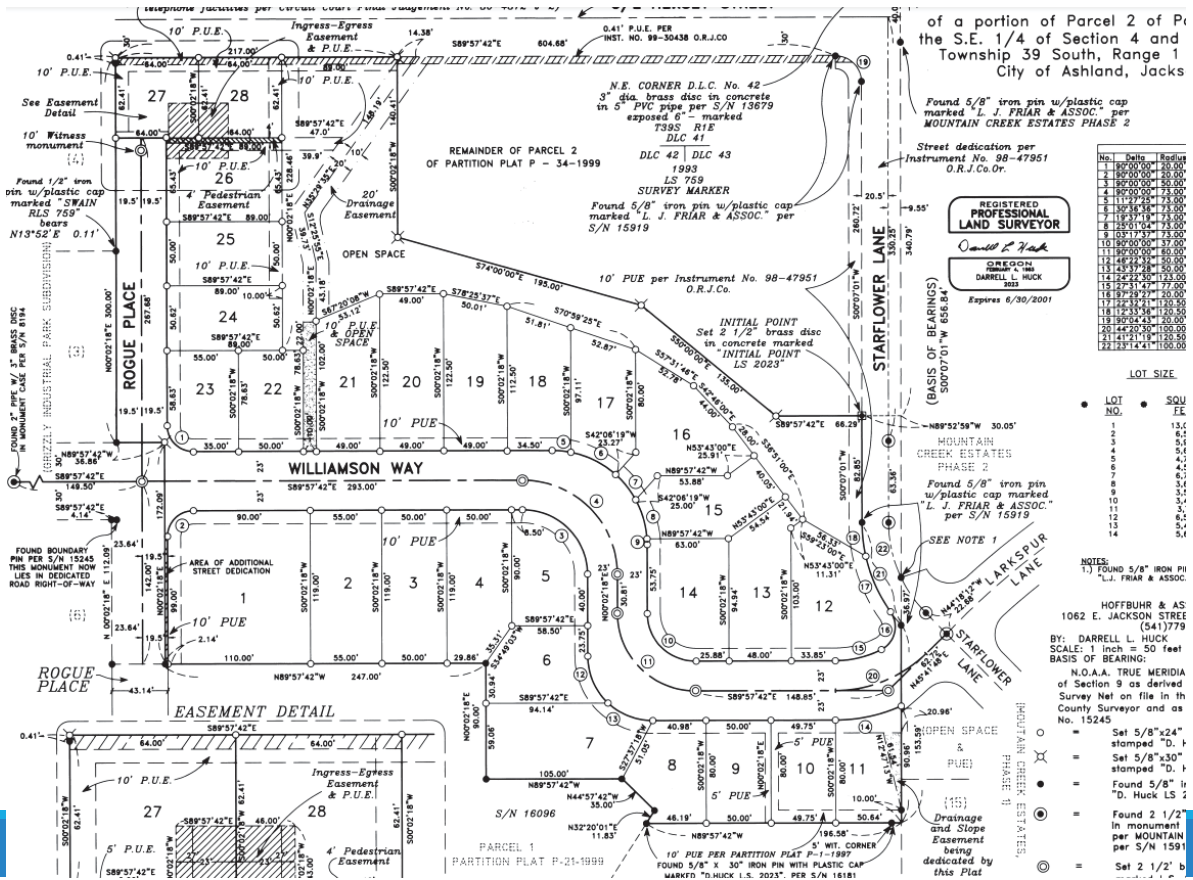
# Application Request

The request is for Preliminary Plat approval for a four-lot subdivision.

Residential Site Design Review for two shared wall townhomes (4 dwellings)







Volume 25, Page 21 Plat Records.

(Code 5-01, Account #1-092910-8, Map #391E04DC, Tax Lot #3630)

Subject To:

1. 2005-06 taxes, a lien in an amount to be determined, but not yet payable.
2. Right(s) of way for the transmission and distribution of electricity, and for other purposes, granted to PacifiCorp, an Oregon corporation, or its predecessor in interest, by instrument(s) recorded January 5, 1948 in Volume 289, page 107, of the Deed Records of Jackson County, Oregon. (No specific location)
3. Public utility easement, 10.0 feet in width, adjacent to streets, as shown on the recorded plat and declaration.
4. Covenants, conditions, restrictions, easements, and/or setbacks imposed by instrument, subject to the terms and provisions thereof, recorded July 22, 1999 as No. 99-38580 of the Official Records of Jackson County, Oregon.

NOTE: This exception omits any covenant, condition or restriction based on race, color, religion, sex, handicap, familial status or national origin as provided in 42 U.S.C. Sec.3604, unless and only to the extent that the covenant (a) is not in violation of state or federal law, (b) is exempt under 42 U.S.C. Sec.3607, or (c) relates to a handicap, but does not discriminate against handicapped people.



## ORS 197.308 – Affordable housing allowed outright

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Residential Use is only allowed in an E-1 Zone when the residential overlay is present. The property is not located within the residential overlay, and even if it were, the Special Use Standards governing dwellings in non-residential properties (AMC 18.2.3.130) require mixed use development where at least 65% of the floor area of the ground floor be permitted commercial uses.

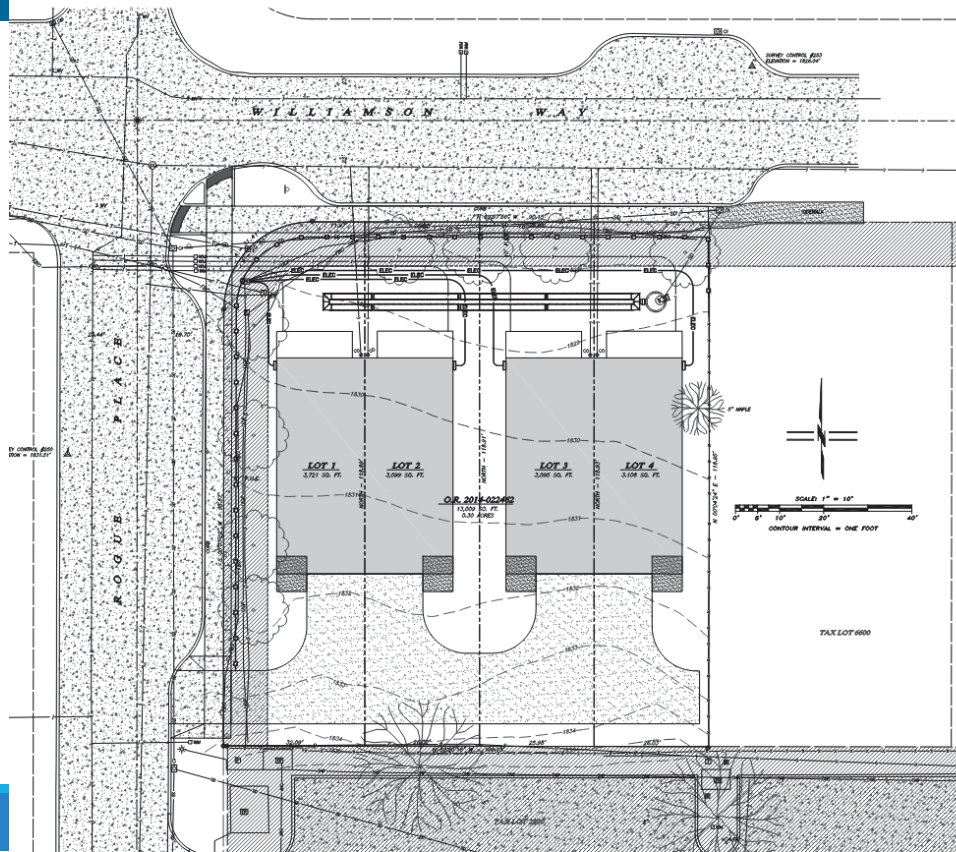
Oregon House Bill 4051 “Relating to housing; creating new provisions; amending ORS 197.308 ...” and others became effective on June 3, 2022. This law requires that “a local government shall allow affordable housing, and may not require a zone change or conditional use permit for affordable housing” on commercial property [subject to certain provisions.]

# Affordable Housing

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- (1) As used in this section, “affordable housing” means residential property:
  - (a) In which:
    - (A) Each unit on the property is made available to own or rent to families with incomes of 80 percent or less of the area median income as determined by the Oregon Housing Stability Council based on information from the United States Department of Housing and Urban Development; or
    - (B) The average of all units on the property is made available to families with incomes of 60 percent or less of the area median income; and
  - (b) Whose affordability is enforceable, including as described in ORS 456.270 (Definitions for ORS 456.270 to 456.295) to 456.295 (Action affecting covenant) , for a duration of no less than 30 years.





**TOPOGRAPHIC SITE SURVEY**

LOCATED AT  
 452 Williamson Way  
 Ashland, Oregon  
 LYNDU STUBBS WETBY  
 SOUTHEAST QUARTER OF SECTION 4  
 TOWNSHIP 39 SOUTH, RANGE 1 EAST, WILLAMETTE MERIDIAN  
 CITY OF ASHLAND, JACKSON COUNTY, OREGON  
 FOR  
 Habitat for Humanity Rogue Valley  
 2377 South Pacific Highway  
 Medford, Oregon 97501

- LEGEND**
- ▲ BENCH CONTROL POINT, AS DESCRIBED
  - IRON PIN ENCLOSURE
  - BREAD CRUMB MONUMENT
  - SUBJECT PROPERTY LINE
  - CONTIGUOUS LINE
  - BOUNDARY LINE
  - FENCE LINE
  - WATER LINE
  - BOUND NATURAL GAS LINE
  - BOUND TELEPHONE LINE
  - BOUND CABLE TV LINE
  - BOUND SEWER LINE
  - FUTURE GAS LINE
  - SANITARY SEWER LINE
  - OVERHEAD POWER LINE
  - BOUND POWER LINE
  - ROCK WALL
  - CONTOUR LINE
  - GOLF GREEN
  - POWER POLE
  - POWER TRANSFORMER
  - POWER METER/CABINET
  - SEWER CHUTE
  - SEWER PUMP
  - AREA LIGHT
  - WATER METER
  - WATER TAP
  - FIRE HYDRANT
  - CABLE
  - CORN PILE
  - FUTURE GAS METER
  - CEMENT
  - TRENCH MOUND
  - GOLF MOUND
  - GOLF FAIRWAY
  - BOUNDARY ROCK
  - CONCRETE PORCH
  - ASPHALT DRIVEWAY
  - BUILDING
  - PUBLIC UTILITY BASEMENT
  - COVER TREE (AS DESCRIBED)
  - DECIDUOUS TREE (AS DESCRIBED)

**SURVEY NOTES**

THE BASIS OF VERTICAL CONTROL FOR THIS SURVEY IS A CITY OF ASHLAND BENCH MARK IN THE TOP OF THE CONCRETE CURB LOCATED AT THE INTERSECTION OF FRONT STREET AND 4TH STREET. A BENT METAL STUD, BENCHMARK OF 10.00 FEET TO THE TOP OF THE METAL STUD, IS LOCATED AT THE INTERSECTION OF FRONT STREET AND 4TH STREET.

BOUNDARY STRUCTURES BOUNDARY MARKS WERE FIELD LOCATED DURING THE SURVEY. BOUNDARY MARKS WERE FIELD LOCATED DURING THE SURVEY. BOUNDARY MARKS WERE FIELD LOCATED DURING THE SURVEY. BOUNDARY MARKS WERE FIELD LOCATED DURING THE SURVEY.



FEDERAL DATE: 4/26/2025  
 SURVEYED BY:  
 POLARIS LAND SURVEYING LLC  
 P.O. BOX 450

# Density Standards

Lot size: 0.30 ac

E-1 @ 15 /ac (AMC 18.2.3.130.B.2)

Base Density: 0.30 x 15 = 4.5

No density bonuses proposed.

Proposed density is 4 lots.



# The approval criteria for Preliminary Subdivision Plat are

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1. The subdivision plan conforms to applicable City-adopted neighborhood or district plans, if any, and any previous land use approvals for the subject area.
2. Proposed lots conform to the requirements of the underlying zone, per part 18.2, any applicable overlay zone requirements, per part 18.3, and any applicable development standards, per part 18.4 (e.g., parking and access, tree preservation, solar access and orientation).
3. Access to individual lots necessary to serve the development shall conform to the standards contained in section 18.4.3.080 Vehicle Area Design.
4. The proposed streets, utilities, and surface water drainage facilities conform to the standards in chapter 18.4.6, and allow for transitions to existing and potential future development on adjacent lands. The preliminary plat shall identify all proposed public improvements and dedications.
5. All proposed private common areas and improvements, if any, are identified on the preliminary plat and maintenance of such areas (e.g., landscaping, tree preservation, common areas, access, parking, etc.) is ensured through appropriate legal instrument (e.g., Covenants, Conditions and Restrictions (CC&Rs)).
6. Required State and Federal permits, as applicable, have been obtained or can reasonably be obtained prior to development.

# Site Design Review

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REQUIRED FOR ALL TOWNHOME STYLE HOUSES



# The approval criteria for Site Design Review are

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A. Underlying Zone. The proposal complies with all of the applicable provisions of the underlying zone (part 18.2), including but not limited to: building and yard setbacks, lot area and dimensions, density and floor area, lot coverage, building height, building orientation, architecture, and other applicable standards.

B. Overlay Zones. The proposal complies with applicable overlay zone requirements (part 18.3).

C. Site Development and Design Standards. The proposal complies with the applicable Site Development and Design Standards of part 18.4, except as provided by subsection E, below.

D. City Facilities. The proposal complies with the applicable standards in section 18.4.6 Public Facilities, and that adequate capacity of City facilities for water, sewer, electricity, urban storm drainage, paved access to and throughout the property, and adequate transportation can and will be provided to the subject property.

E. Exception to the Site Development and Design Standards. The approval authority may approve exceptions to the Site Development and Design Standards of part 18.4 if the circumstances in either subsection 1, 2, or 3, below, are found to exist. ....

## Landscaping

Deferred landscape plan:

#5) That a final size- and species-specific landscaping and irrigation plan shall be submitted for review to ensure compliance with AMC 18.4.4.030 with the submittal of building permit applications.

Tree MAC recommends Zelcova and/or Red Oak along Williamson. Eastern redbud / dogwood along Rouge.

## Staff Recommendation

Findings have been prepared in anticipation of approval for the Planning Commission to consider.

There have been a few light edits.

If Approved, Staff recommends adopting all conditions of approval in the prepared findings.

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## 2.5.4 – Adjacent development

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2.5.4 → The Planning Commission notes that the fourth criterion of approval for Preliminary Subdivision Plat is that “*The proposed streets, utilities, and surface water drainage facilities conform to the standards in chapter 18.4.6, and allow for transitions to existing and potential future development on adjacent lands. The preliminary plat shall identify all proposed public improvements and dedications.*” The Planning Commission notes that the application includes details on utility capacity and drainage, and that there are no proposed streets. The Planning Commission notes that the existing curb line with parking bays is extant, and that the application includes details on proposed sidewalks, street trees, and ADA ramps. The Planning Commission notes that while there are some vacant properties to the south, all adjacent properties are fully developed inasmuch as they have been subdivided and had all associated utilities installed, therefore, and the proposal will not prevent any future development from occurring. The Planning Commission notes that the application materials identify all proposed public improvements and dedications. The Planning Commission finds that this criterion of approval is met. ¶

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## 2.5.5 – Maintenance of Common improvements.

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2.5.5 → The Planning Commission notes that the fifth criterion of approval for Preliminary Subdivision Plat is that “*All proposed private common areas and improvements, if any, are identified on the preliminary plat and maintenance of such areas (e.g., landscaping, tree preservation, common areas, access, parking, etc.) is ensured through appropriate legal instrument (e.g., Covenants, Conditions and Restrictions (CC&Rs).*” The Planning Commission notes that there are no proposed or required common areas, ~~as such there is no need for,~~ however the proposed ‘conceptual’ storm drain detention system is shown crossing all four lots and would qualify as a ‘common improvement.’ The Planning Commission notes that if the final storm drain system is proposed to be common in nature then a recorded copy of a legal instrument to ensure their maintenance shall be required to be provided, and a condition of approval to that effect has been included below. The Planning Commission finds that with the inclusion of the condition of approval this criterion of approval is met.¶

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## 2.6.3 – Pedestrian Connectivity

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2.6.3 → The Planning Commission notes that the third criterion of approval for Site Design Review is that “*The proposal complies with the applicable Site Development and Design Standards of part 18.4, except as provided below.*” The Planning Commission notes that the application includes detailed responses to each of the Site Development and Design Standards. The Planning Commission notes that the building orientation, garage standards, proposed building materials, preliminary landscape plan and open space standards all met. The Planning Commission notes that the application appears to not include a pedestrian connection to the sidewalk. The Planning Commission notes that AMC 18.4.3.090.B.4 requires a pedestrian connection that is concrete or other durable surface at least five feet in width and will be required to be included on the site plan when the building permit is applied for. A condition of approval to that effect has been included below. The Planning Commission notes that a final landscaping plan with irrigation details will be required and a condition of approval to that effect has been included below. The Planning Commission finds that with the forgoing that this criterion of approval is met.¶

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# Questions?

Additional slides on procedure available



## Timeline / Procedure

<b>SUBMITTAL DATE:</b>	March 1, 2024
<b>DEEMED COMPLETE DATE:</b>	March 15, 2024
<b>HEARING NOTICE:</b>	March 20, 2024
<b>PUBLIC HEARING:</b>	April 9, 2024

If we receive a request for a continuance the Planning Commission shall either:

- ❖ grant the continuance to a date and time certain

--or--

- ❖ leave the record open

<b>120-DAY DEADLINE:</b>	July 13, 2024
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Section 197.797 - Local quasi-judicial land use hearings; notice requirements; hearing procedures



ORS 197.797(6) (a) Prior to the conclusion of the initial evidentiary hearing, any participant may request an opportunity to present additional evidence, arguments or testimony regarding the application. The local hearings authority shall grant such request by continuing the public hearing pursuant to paragraph (b) of this subsection or leaving the record open for additional written evidence, arguments or testimony pursuant to paragraph (c) of this subsection.



(b) If the hearings authority grants a continuance, the hearing shall be continued to a date, time and place certain at least seven days from the date of the initial evidentiary hearing. An opportunity shall be provided at the continued hearing for persons to present and rebut new evidence, arguments or testimony. If new written evidence is submitted at the continued hearing, any person may request, prior to the conclusion of the continued hearing, that the record be left open for at least seven days to submit additional written evidence, arguments or testimony for the purpose of responding to the new written evidence.

Codified at: AMC 18.5.1.060.D.5

## AMC 18.5.1.060.D.5

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5. If the hearing body decides to continue the hearing, the hearing shall be continued to a date that is at least seven days after the date of the first evidentiary hearing; where the date is announced during the proceedings of the subject hearing, the City is not required to issue new notices. An opportunity shall be provided at the continued hearing for persons to present and respond to new written evidence and oral testimony. If new written evidence is submitted at the continued hearing, any person may request, before the conclusion of the hearing, that the record be left open for at least seven days, so that they can submit additional written evidence or arguments in response to the new written evidence. In the interest of time, the hearing body may close the hearing and limit additional testimony to arguments and not accept additional evidence.





(c) If the hearings authority leaves the record open for additional written evidence, arguments or testimony, the record shall be left open for at least seven days. Any participant may file a written request with the local government for an opportunity to respond to new evidence submitted during the period the record was left open. If such a request is filed, the hearings authority shall reopen the record pursuant to subsection (7) of this section.

Codified at: AMC 18.5.1.060.D.6

## AMC 18.5.1.060.D.6

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6. If the hearing body leaves the record open for additional written testimony, the record shall be left open for at least seven days after the hearing. Any participant may ask the hearing body in writing for an opportunity to respond to new evidence (i.e., information not disclosed during the public hearing) submitted when the record was left open). If such a request is filed, the hearing body shall reopen the record, as follows.

- a. When the record is reopened to admit new evidence or arguments (testimony), any person may raise new issues that relate to that new evidence or testimony.
- b. An extension of the hearing or record granted pursuant to this section is subject to the limitations of subsection 18.5.1.090.B (ORS 227.178 - “120-day rule”), unless the applicant voluntarily waives his or her right to a final decision being made within 120 days of filing a complete application.
- c. If requested by the applicant, the hearing body shall grant the applicant at least seven days after the record is closed to all other persons to submit final written arguments, but not evidence, provided the applicant may expressly waive this right.

**GENERAL NOTES - SITE PLAN**

- A. SITE PLAN NOTES APPLY TO SHEET A00X.
- B. FINISH GRADE ELEVATION 100'-0" ON SURVEY AND ALL DOCUMENTS.
- C. REFERENCE CIVIL AND LANDSCAPE DRAWINGS FOR ADDITIONAL SITEWORK INFORMATION.
- D. WORK IN THE RIGHT OF WAY IS SHOWN FOR REFERENCE ONLY. INFORMATION IN THE RIGHT OF WAY IMPROVEMENT DRAWINGS FOR INFORMATION.
- E. REFERENCE ELECTRICAL DRAWINGS FOR SITI LIGHTING SCHEDULE.

**KEYNOTES - SITE PLAN**

- 1. FINISH
- 2. UNIT (1) STAIRS - 7 RISERS / 6 TREADS TO MEET GRADE OF SIDEWALK
- 3. UNIT (2) STAIRS - 8 RISERS / 7 TREADS TO MEET GRADE OF SIDEWALK
- 4. UNIT (3) STAIRS - 9 RISERS / 8 TREADS TO MEET GRADE OF SIDEWALK
- 5. EXTERIOR METAL HANDRAIL TOP PER CODE



**BUILDING (A) & (B) TOTAL AREAS (M<sup>2</sup>):**

LEVEL	UNIT (1)	UNIT (2)	UNIT (3)	UNIT (4)
FLOOR 1	1,200 SF	1,200 SF	1,200 SF	1,200 SF
FLOOR 2	673 SF	673 SF	673 SF	673 SF
TOTALS	1,200 SF	1,200 SF	1,200 SF	1,200 SF
COVERED PATIO	224 SF	224 SF	224 SF	224 SF
GARAGE	300 SF	300 SF	300 SF	300 SF

**SITE - PLAN 1**  
 SCALE: 1" = 10'-0" (24 X 36)  
 SCALE: 1" = 20'-0" (11 X 17)

**ksw**  
 ARCHITECTS  
 48 WATER STREET  
 SUITE 101  
 NEWTON, MA 02459  
 TEL: 781.468.8300

**FOR CONSTRUCTION**  
 THESE DRAWINGS MAY BE USED FOR PERMIT APPLICATION, CONSTRUCTION RECORDATION AND AS-BUILT RECORDATION. NO LIABILITY FOR RESUBMISSION OF PERMIT.  
**PLANNING**

**REGISTERED ARCHITECT**  
 KENNETH J. O'NEILL  
 LICENSE NO. 10000  
 452 WILLIAMSON WAY  
 ASHLAND, MA 01921

**WILLIAMSON WAY DEVELOPMENT**  
 HABILITAT FOR HUMANITY  
 452 WILLIAMSON WAY ASHLAND OR 97520  
 REVISIONS

**SITE PLAN & ZONING SUMMARY**  
 PROJECT NO.: 24-031  
 ISSUE DATE: 04/01/2024  
 SHEET

**A0.1**



**GENERAL NOTES - EXT ELEVATIONS**

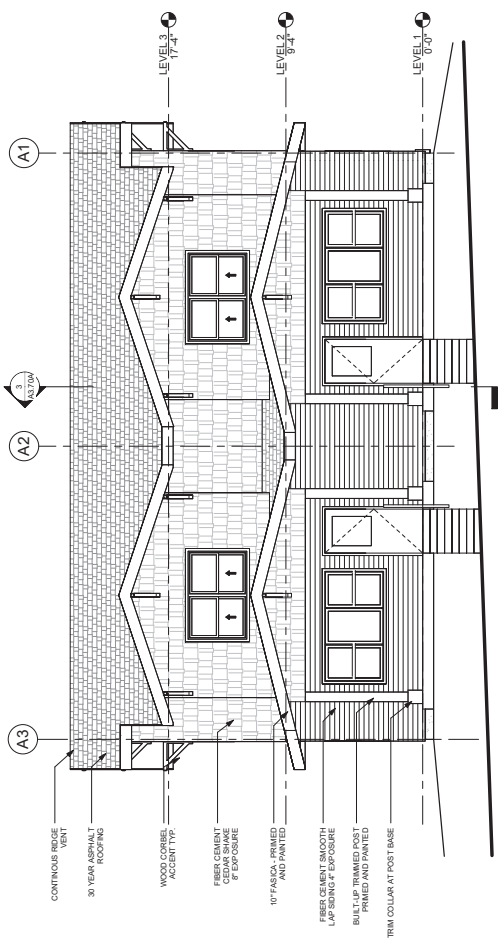
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B. SEE A11 FOR WALL ASSEMBLIES

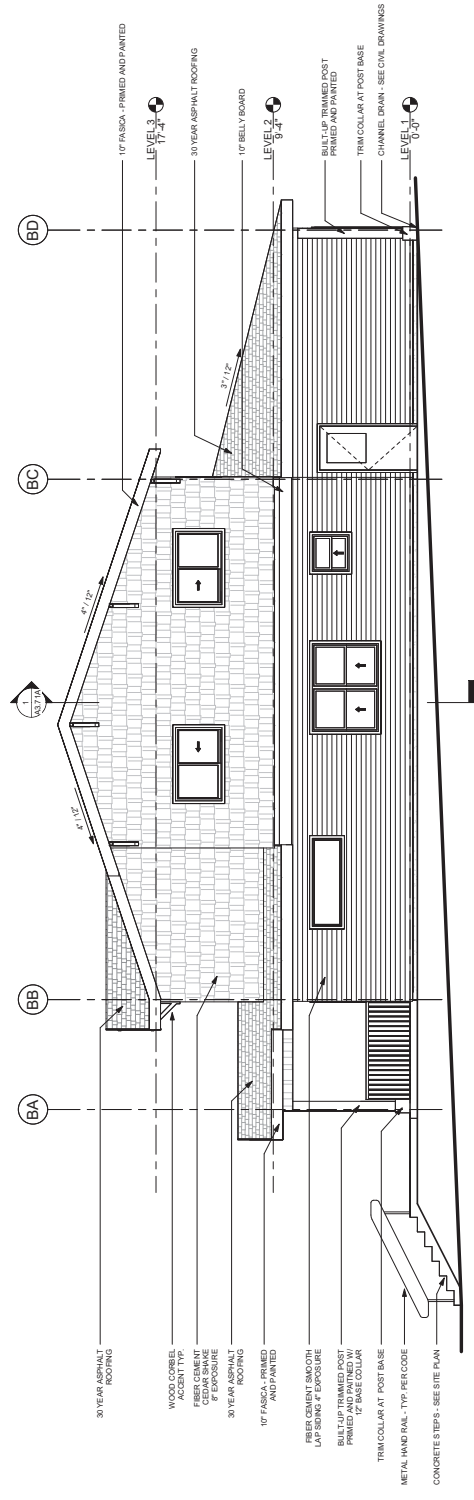
C. GRID ARE FOR REFERENCE ONLY. CONTRACTOR TO SET CONTROL POINTS FOR LAYOUT.

**KEYNOTES - EXTERIOR ELEVATIONS**

1. ALIGN



**EXT ELEV - NORTH - A 2**  
SCALE: 1/8" = 1'-0" (11 X 17)  
SCALE: 1/4" = 1'-0" (24 X 36)



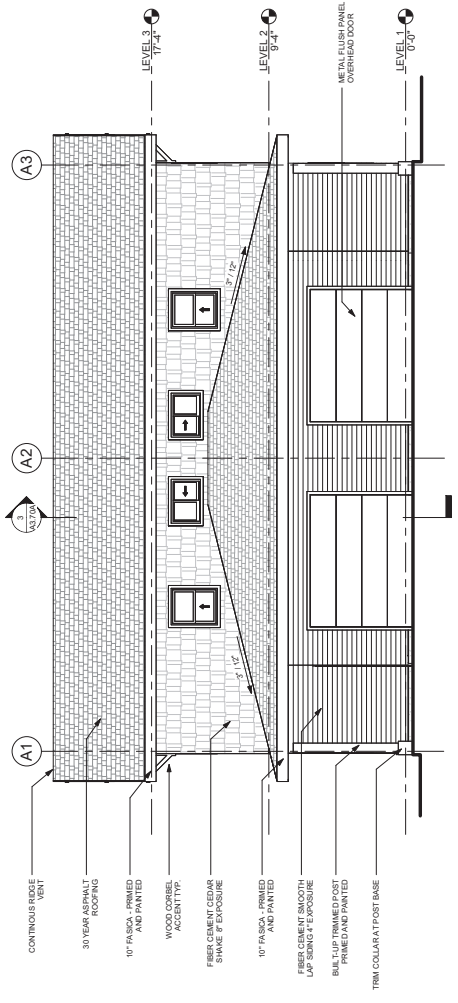
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**GENERAL NOTES - EXT ELEVATIONS**

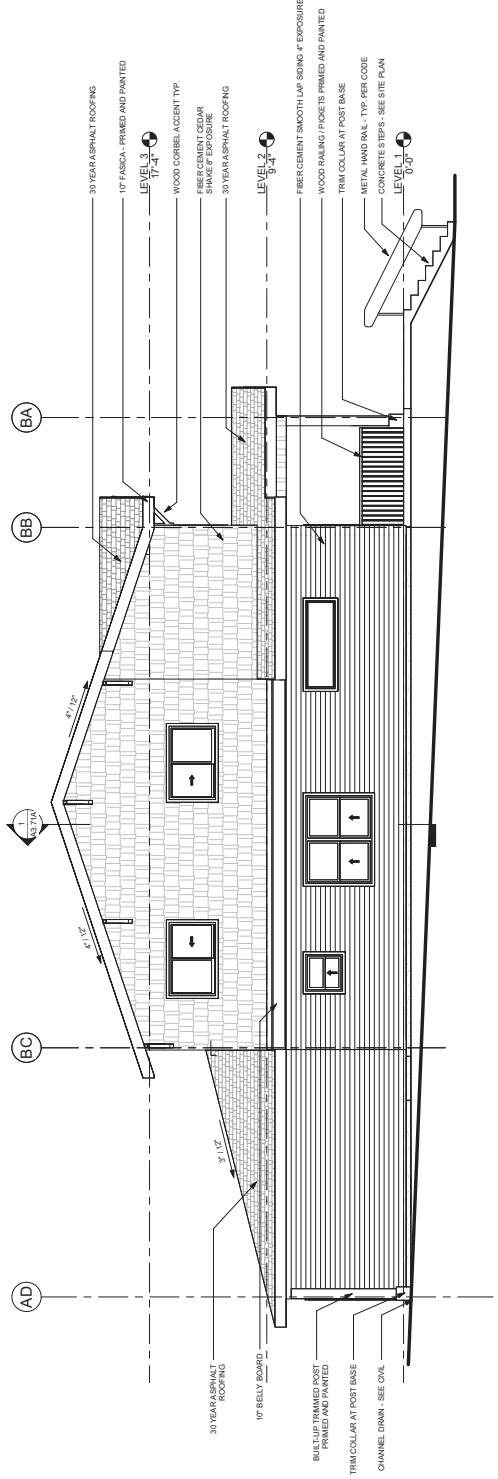
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- B. SEE A1.1 FOR WALL ASSEMBLIES.
- C. GRID AREAS FOR REFERENCE ONLY. CONTRACTOR TO SET CONTROL POINTS FOR LAYOUT.

**KEYNOTES - EXTERIOR ELEVATIONS**

- 1. ALIGN



**EXT ELEV - SOUTH - A 2**  
SCALE: 1/4" = 1'-0" (24 X 36)  
SCALE: 1/8" = 1'-0" (11 X 17)



**EXT ELEV - EAST - A 1**  
SCALE: 1/8" = 1'-0" (11 X 17)  
SCALE: 1/8" = 1'-0" (11 X 17)



**GENERAL NOTES - EXT ELEVATIONS**

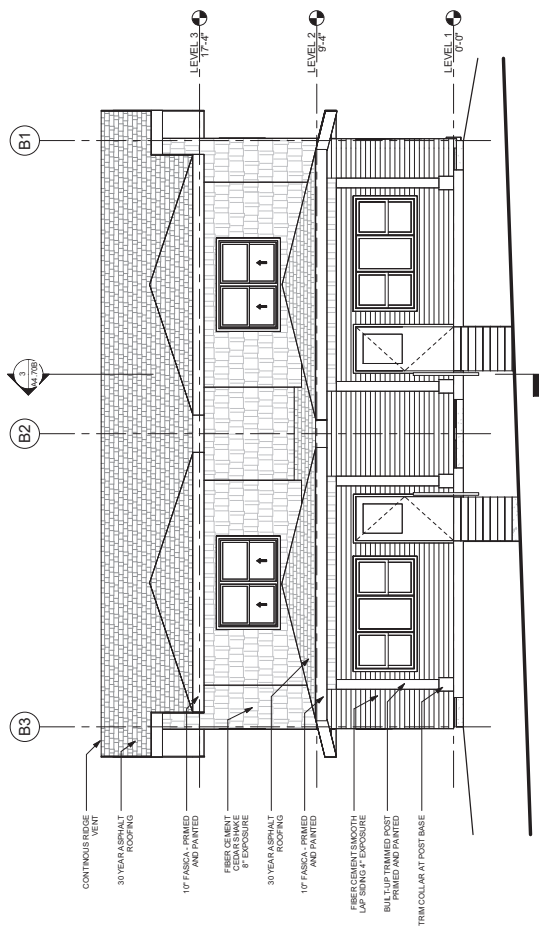
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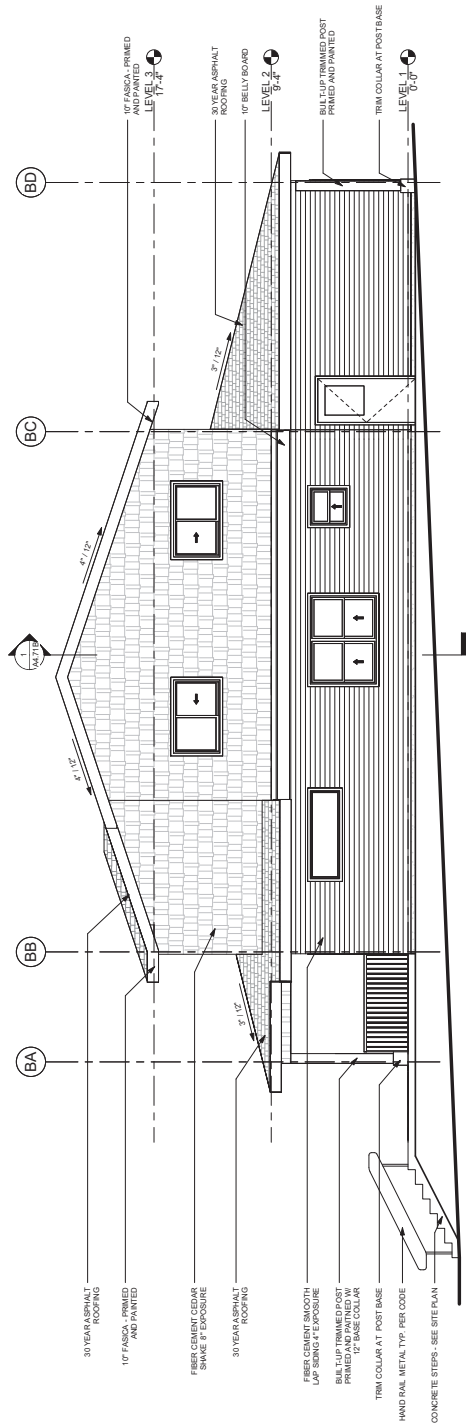
C. GRID ARE FOR REFERENCE ONLY. CONTRACTOR TO SET CONTROL POINTS FOR LAYOUT.

**KEYNOTES - EXTERIOR ELEVATIONS**

1. ALIGN



**EXT ELEV - NORTH - B 2**  
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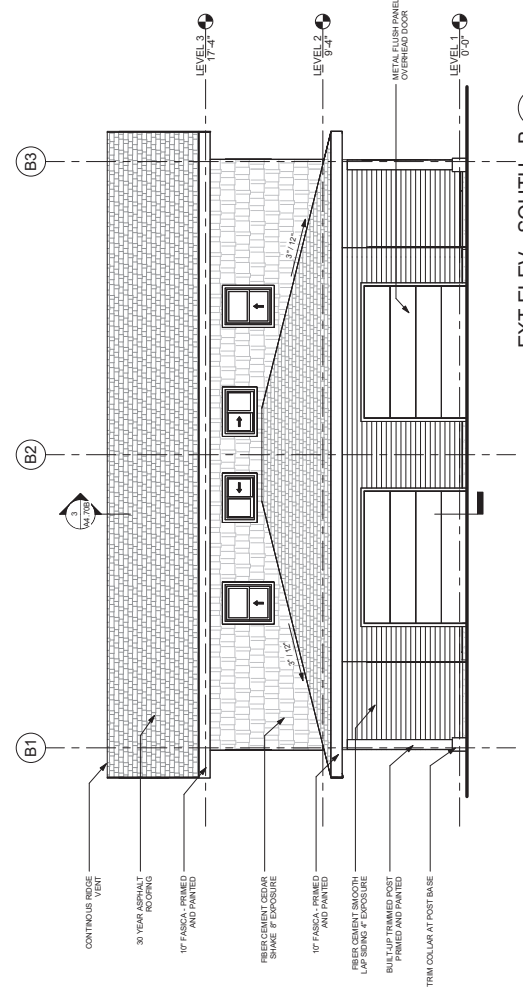
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**GENERAL NOTES - EXT ELEVATIONS**

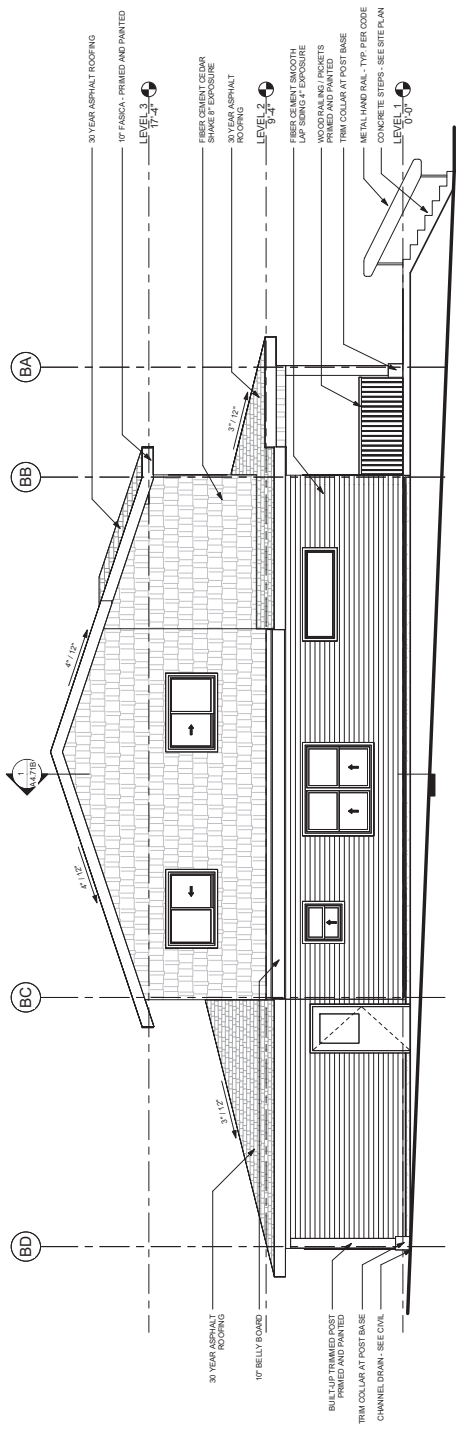
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**KEYNOTES - EXTERIOR ELEVATIONS**

- 1. ALIGN



**EXT ELEV - SOUTH - B 2**  
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SCALE: 1/8" = 1'-0" (11 X 17)

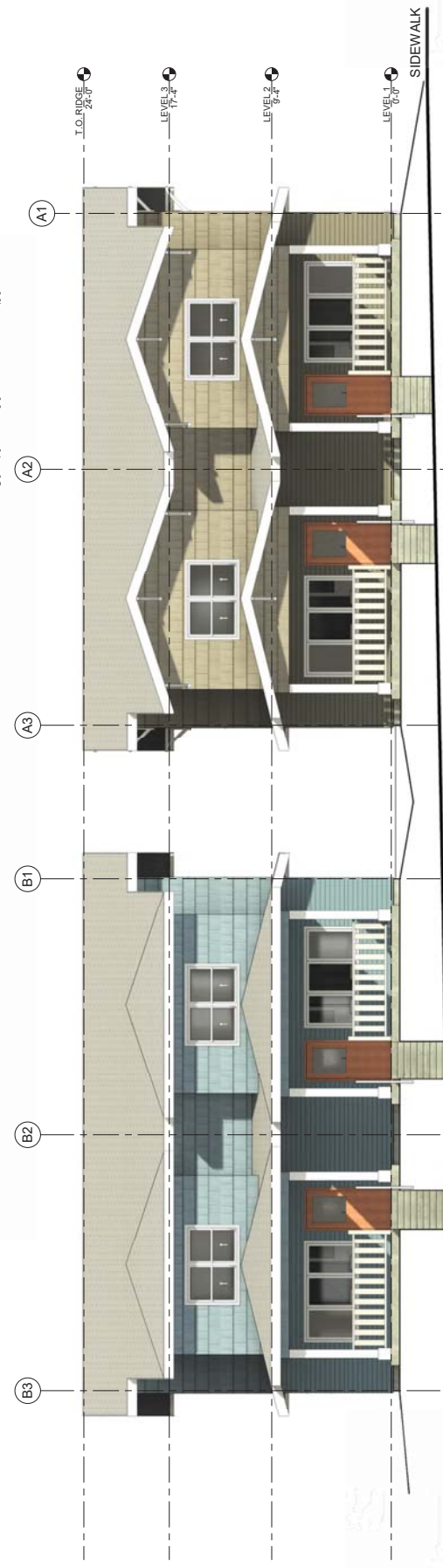


**EXT ELEV - EAST - B 1**  
SCALE: 1/4" = 1'-0" (24 X 36)  
SCALE: 1/8" = 1'-0" (11 X 17)



PREX EXT ELEV - EAST 1

SCALE: 1/4" = 1'-0"  
1/4" = 1'-0"  
2'-0" 4'-0" 8'-0" 16'-0"



PREX EXT ELEV - NORTH 2

SCALE: 1/4" = 1'-0"  
1/4" = 1'-0"  
2'-0" 4'-0" 8'-0" 16'-0"

**WILLIAMSON WAY DEVELOPMENT**

PLANNING  
ARCHITECTS





PRES EXT ELEV - SOUTH 1

SCALE: 1/4" = 1'-0"  
 2'-0" 4'-0" 8'-0" 16'-0"



PRES EXT ELEV - WEST 2

SCALE: 1/4" = 1'-0"  
 2'-0" 4'-0" 8'-0" 16'-0"

WILLIAMSON WAY DEVELOPMENT

PLANNING  
 ARCHITECTS





 **Habitat for Humanity**<sup>®</sup>  
Rogue Valley



Artist rendering for illustration purposes only.



# Planning Commission Minutes

Note: Anyone wishing to speak at any Planning Commission meeting is encouraged to do so. If you wish to speak, please rise and, after you have been recognized by the Chair, give your name and complete address for the record. You will then be allowed to speak. Please note the public testimony may be limited by the Chair.

**April 23, 2024**

**STUDY SESSION**

**DRAFT Minutes**

## **I. CALL TO ORDER:**

Chair Verner called the meeting to order at 7:08 p.m. at the Civic Center Council Chambers, 1175 E. Main Street. Commissioner KenCairn attempted to attend the meeting remotely via Zoom but was prohibited from doing so due to technical difficulties.

### **Commissioners Present:**

Lisa Verner  
Doug Knauer  
Susan MacCracken Jain  
Russell Phillips  
Gregory Perkinson  
Eric Herron

### **Staff Present:**

Brandon Goldman, Community Development Director  
Derek Severson, Planning Manager

### **Absent Members:**

Russell Phillips  
Kerry KenCairn

### **Council Liaison:**

Paula Hyatt (absent)

## **II. ANNOUNCEMENTS**

Community Development Director Brandon Goldman made the following announcement:

- The City Council reviewed and awarded a Community Development Block Grant (CDBG), Housing Trust Fund, and social service grants for Community Development projects. The Housing Trust Fund was primarily directed towards the Sunstone Housing Collective, for the purpose of purchasing the ball fields across from the Council Chambers and develop affordable and family housing. \$40,000 was also granted to a new Ashland Community Land Trust organization to acquire property and develop affordable housing.

## **III. PUBLIC FORUM – None**

## **IV. DISCUSSION ITEM**

### **A. Discussion of changes proposed by the Development Process Management Advisory Committee (DPMAC)**





# Planning Commission Minutes

Chair Verner noted that Commissioner KenCairn is the Commission's representative on the Development Process Management Advisory Committee (DPMAC) but is unable to attend tonight's meeting due to the aforementioned technical difficulties.

## **Staff Presentation**

Mr. Goldman informed the Commission that the (DPMAC) was initiated by the previous City Manager in response to a City-held roundtable with local developers. This group included architects, designers, representatives of Southern Oregon University (SOU), local contractors, and Commissioner KenCairn to determine if there are efficiencies that can be gained in departmental processes, the issuance of building permits, or development code changes. Mr. Goldman explained that this process began with a survey of applicants who had applied for a building permit or planning action between 2018-2022. Staff received 71 responses, 93-97% of which were positive, though some spoke to the difficulty of the development process.

Mr. Goldman described how questions arose from the survey about how to streamline the application and permitting process. The City subsequently implemented its Citizen Self-Service (CSS) portal, which allows customers to apply for permits and planning actions online, as well as check the status of applications and request permit inspections. He noted that the CSS portal had seen 80 new registrants in the last month. He added that the City's permitting and application fees are higher than some neighboring cities, but are lower than the state median.

Mr. Goldman outlined several proposed changes to Land Use applications, including: making tree removals applications an administrative decision and removing the noticing requirement; streamlining the Outline Plan/Final Plan review process with regards to the number of units proposed for a development; reviewing the creation of private drives/requiring a street dedication depending on the number of lots proposed; solar ordinance amendments to allow intra-parcel shading; greater allowances for the conversion of buildings from commercial to residential use; and not requiring a permit for the construction, repair, or replacement of fences provided that they meet City standards.

The Commission discussed the impacts these suggested changes could have on the City and requested that staff provide a report on the DPMAC suggestions at the next Commission meeting. Mr. Goldman remarked that formal report would be presented to the Council at its May 20, 2024 meeting. He added that the City is also reviewing other priorities, such as the development of CFAs, an Economic Opportunity Analysis, and a Manufactured Park Zone Ordinance, which would then be followed by the DPMAC suggestions.

## **B. Discussion of video "Smart Cities: Toward a New Model for Urban Communities"**

( <https://alum.mit.edu/forum/video-archive/smart-cities> )





## Planning Commission Minutes

Chair Verner related how the speaker in the video regarded zoning as an under-recognized platform cities could utilize, and discussed how cities could use incentives to achieve their desired outcomes. The Commission discussed shared-equity ownership and solar co-op arrangements, where people would invest a share and receive a proportional share of benefit. Commissioner MacCracken Jain cautioned against relying on complicated optimization strategies, stating that zoning and taxes are among the strongest levers the City can use to enact change, particularly in reducing CO2 emissions and improving quality of life. The Commission discussed how zoning could be used to impact climate change. Mr. Goldman expressed appreciation for the state's guidelines regarding Climate Friendly Areas (CFAs) and its use of zoning changes to address systemic issues.

### **V. OPEN DISCUSSION**

Commissioner MacCracken Jain commented that she had forwarded an article from the New York Times to staff regarding the housing crisis in New Jersey. Mr. Goldman stated that the article would be included in the May 14, 2024 Regular Meeting packet as an informational item.

### **VI. ADJOURNMENT**

*Meeting adjourned at 8:22 p.m.*

*Submitted by,  
Michael Sullivan, Executive Assistant*



# **OTHER BUSINESS**

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## **2024 Update to the Buildable Lands Inventory (BLI)**



# Memo

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**DATE:** May 14, 2024  
**TO:** Planning Commission  
**FROM:** Aaron Anderson, Senior Planner  
**DEPT:** Community Development  
**RE:** 2024 Update to the Buildable Lands Inventory (BLI)

The purpose of conducting an update of the “Buildable Lands Inventory” (BLI) is to quantify the amount vacant and partially-vacant land available within the City of Ashland (City Limits and Urban Growth Boundary). In combination with the Housing Capacity Analysis (2021), Housing Production Strategy (2023), 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.

The BLI was last updated in 2019.

## Key Findings

- Within the City limits there are 288 net buildable acres across all zones. There are 630 net buildable acres of land within the UGB out of a gross area of 985 acres.
  - Over the last 13 years the city has consumed 10.2 acres per year.
- Within the City it is estimated that 1,407 dwellings can be accommodated. The area in the UGB is projected to be able to support an additional 1,303 possible dwellings for a total of 2,710 dwellings in the combined City Limits and UGB.
  - Over the last six fiscal years the city has produced 90 dwellings units per year.
- The 2021 Housing Capacity Analysis determined that the needs 43 dwellings produced per year to meet expected demand. (858 over the twenty-year planning period)

The BLI is scheduled to be presented to the Council on June 3rd to be approved by resolution.

**Request:** To review the attached document and forward the recommendation of the Planning Commission to the City Council.

Attachment: 2024 BLI

## Community Development Department

51 Winburn Way  
Ashland, Oregon 97520  
[ashland.or.us](http://ashland.or.us)

Tel: 541.488.5305  
Fax: 541.552.2050  
TTY: 800.735.2900



CITY OF  
ASHLAND

**Buildable Lands Inventory**



*Better Together*

2024



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Acronyms used in this Document:

BLI	Buildable Lands Inventory
CFA	Climate Friendly Area
CFEC	Climate Friendly and Equitable Community
DLCD	Department of Land Conservation & Development
EOA	Economic Opportunity Analysis
FEMA	Federal Emergency Management Agency
GIS	Geographic Information System
HDR	High Density Residential
HCA	Housing Capacity Analysis
HPS	Housing Production Strategy
LDR	Low Density Residential
MFR	Multi-Family Residential
OAR	Oregon Administrative Rule
ORS	Oregon Revised Statute
PPH	Persons per Household
SFR	Single Family Residential
SR	Suburban Residential
UGB	Urban Growth Boundary



# 2024 Buildable Lands Inventory

## Executive Summary

This technical document, and corresponding map, provides detailed information regarding the amount of buildable lands within the City and Urban Growth Boundary (UGB) as of the end of 2023. The process of conducting a Buildable Lands Inventory (BLI) is essentially an exercise in quantifying available land suitable for development within the City of Ashland’s political boundary. Under statewide planning goals a BLI is utilized to assess whether the combined City Limits & UGB contain enough land to satisfy the community’s twenty-year housing and commercial land need. The inventory should not be construed to mean all properties identified are presently "readily developable," but rather over the next fifty-years are likely to become available for development.

In May of 2021, the City completed a Housing Capacity Analysis (HCA) which determined that Ashland has a demand for 858 new dwellings over the next twenty-year period. This Buildable Lands Inventory shows that the City of Ashland has the potential development capacity of 1,407 dwellings within the city limits, and an additional 1,303 possible dwellings possible within the UGB. This capacity exceeds the forecasted demand for new dwellings and demonstrates that there is sufficient buildable land for the projected demand over the twenty-year period.

## Introduction

The purpose of conducting an update of the “Buildable Lands Inventory” (BLI) is to quantify the amount vacant and partially-vacant land available within the political boundaries of the City of Ashland (City Limits and Urban Growth Boundary). In combination with the Housing Capacity Analysis (2021), Housing Production Strategy (2023), 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. The BLI was last updated in 2019.

The BLI is prepared in accordance with OAR 660-038-0060 requiring that cities maintain a buildable lands inventory within the urban growth boundary (UGB) sufficient to accommodate the residential, employment and other urban uses such as public facilities, streets, parks and open space needed for a 20-year planning period. The BLI is effectively an analysis of existing development capacity. The use of the City’s geographic information systems (GIS) enables the City to evaluate development potential using 4 basic steps:

1. Identify both developed and vacant properties throughout the City and Urban Growth Boundary.
2. Calculate development potential in terms of number of future single-family residential lots, multifamily housing units, and available commercial lands.

3. Identify development parcels that significantly underutilize their allowed (or proposed) development capacity;
4. Quantify physical constraints to development (steep slopes, floodplains, etc) to refine estimated development capacity on a parcel by parcel basis.

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. As a companion document to the BLI the Housing Capacity Analysis provides data necessary to determine the mix of housing types will be needed to accommodate population growth and demographic changes. The City recently completed a Housing Capacity Analysis in 2021 and a Housing Production Strategy in 2023. In combination with this BLI, those documents will allow the City to assess whether the supply of available residential land is sufficient to accommodate each needed housing types through the 20-year planning period. In 2024-2025 the City will complete an Economic Opportunity Analysis update, which will forecast the demand for employment, commercial and industrial lands, This 2024 BLI will inform whether an adequate supply of land zoned for commercial uses is available to meet this forecasted demand.

## Section 1: Buildable Land Inventory

A buildable lands inventory (BLI) is a state-required assessment of a city's development capacity, including the amount of buildable land available, and how that capacity can accommodate future housing. The BLI is used to assess if the Urban Growth Boundary (UGB) has enough land to meet the community's 20-year housing needs. The inventory does not indicate that all properties are immediately ready for development, but rather that they are capable of development.

### Land Use Classifications

The BLI maintains an accounting of all lands within Ashland’s Urban Growth Boundary (UGB) by Comprehensive Plan designation and by zoning designation within the city limits. Each City zone relates to a specific Comprehensive Plan designation as shown below. The BLI provides an assessment of buildable land for both the Comprehensive Plan and Zoning designations.

<u>Comprehensive Plan</u>	<u>Zoning</u>
Suburban Residential	Residential - Suburban (R-1-3.5)
Single Family Residential	Residential - Single-family (R-1-10, R-1-7.5, R-1-5)
Low Density Residential	Residential Low Density (R-1-10) Residential - Woodland (WR) Residential - Rural (RR)
Multi-Family Residential	Residential - Low Density Multiple Family (R-2)
High Density Residential	Residential - High Density Multiple Family (R-3)

Commercial	Commercial (C-1)
Downtown	Commercial - Downtown (C-1-D)
Employment	Employment (E-1)
Industrial	Industrial (M-1)
Health Care	Health Care Services Zone (HC)
Croman Mill	Croman Mill District Zone (CM) includes various district zones (CM-NC, CM-MU, CM-OE, CM-CI, CM-OS)
Normal Neighborhood	Normal Neighborhood District (NN) includes various district zones (NN-1-3.5, NN-1-3.5 C, NN-1-5, NN-2)
North Mountain Neighborhood	North Mountain Neighborhood (NM) includes various district zones (NM-R-1-7.5, NM-R-1-5, NM-MF, NM-C, NM-Civic)
Southern Oregon University	Southern Oregon University (SOU)
City Parks	Various zones
Conservation Areas	Various zones

The residential densities used to determine the number of dwelling units expected per acre of land for all zones and Comprehensive Plan designations is provided in Table 1.

*Table 1 - Residential Density*

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 R-2)	Health Care
WR	Slope contingent	Woodland Residential
RR-1	0.6 units per acre	Rural Residential, Low-Density (LDR)

## Definitions and common terms

The following definitions were used in evaluating land availability:

### Buildable Land

Residentially and commercially designated *vacant*, *partially 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 35-percent or greater and land within the 100-year flood plain was not considered buildable in conducting this BLI. For the purposes of updating the Buildable Lands Inventory, “redevelopable lands” as defined below were not included as “Buildable Land”. This is consistent with the methodology used in previous Buildable Lands Inventory’s methodologies for identifying properties with additional development potential. Properties considered “Redevelopable” that otherwise had further development potential, were included instead in the “Partially Vacant” category in order to capture that net buildable land area.

### Residential Density

The number of units per acre (density) for residential properties with development potential was determined by referencing the base densities established in the City’s zoning ordinance. The density allowance coefficient (e.g. 13.5 dwelling unit per acre in the R-2 zone) was initially established to include accommodations for needed public facilities land, thus a “gross buildable acres”- to- “net buildable acres” reduction, specifically to accommodate future public facilities, has been omitted.

### 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 due to physical constraints including:

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

Vacant/Airport = Land reserved for Ashland Municipal Airport uses.

Vacant/Open Space = land reserved as private open space

Vacant/Parks = land reserved as public 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 traditionally defined as property on which there are structures valued at 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 re-developable:  $\$100,000/(\$100,000+\$300,000) = 25\%$

Within Ashland, the high land cost relative to building valuations makes the above standard calculation method a poor indicator of future supply of land for housing and commercial land needs in our community. However, in mapping all such “redevelopable” 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 many properties that were underdeveloped and more appropriately defined as “Partially Vacant”.

## **Land Inventory**

The City of Ashland contains a grand total of 4,258 acres within the City Limits. This is an increase of 7.9 acres from the 2019 BLI. This increase was associated with the Beach Creek Annexation and Subdivision which is the only annexation to have taken place in that time. The Urban Growth Boundary (UGB) contains a total of 4,732 acres. An area of 226 acres in the southwest corner of the city is inside the city limits but outside the UGB. For this reason, the combined total area of Ashland political boundaries is 4,958 acres. When dedicated public rights-of-way are removed, there remains 4,161 (84%) net acres within the City’s urban area\*. Public rights-of-way, parks/open space and civic uses accounted for 27.8% of the City’s total gross acreage. The remaining land is classified as Residential (60.1%), commercial (11.4%), and industrial (0.4%).

## **Quantifying Land Availability & Methodology**

The primary data sources used in order to determine the amount of land available within Ashland’s UGB included:

- 2019 Buildable Lands Inventory data and map
- Jackson County assessor parcel data
- Citywide Aerial photos (Nearmap June 2023)
- City of Ashland GIS database (for building footprints, slope, flood, and impervious areas)
- Ashland Building Permit data (July 1, 2019 through December 22, 2023) [this time series begins immediately after the data used for the 2019 BLI]

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\* ‘Within the City’s Urban Area’ includes both land within the City Limits and Urban Growth Boundary combined. If reference is being made to the UGB area exclusive of land within City Limits, we will refer to ‘UGB alone’.

Each of these data sources were used to closely examine properties designated as available and to identify physical or other constraints to future development. Properties were analyzed for their available buildable land, and to ascertain whether the property was suitable for further development.

Building Permit data, current as of December 22, 2023, was paired in GIS to county assessor parcel data, along with the 2019 BLI's dataset. Because the present parcel configuration has changed since the 2019 BLI, and because building permits are frequently issued to a subdivision 'parent parcel' before the new tax lot number has been created it is not a 1:1 match. By using definition queries those properties were able to be easily identified and thus reclassified accordingly. This method ensures an accurate accounting of lands represented as "vacant" in the Jackson County Assessor's records, but for which building permits had already been issued.

In the 2024 BLI's GIS project, each parcel within the City and UGB has been categorized as one of the following:

- Developed =D
- Vacant = V
- Partially-Vacant = PV
- Undevelopable = UnDev

In addition to the primary categories above there are several sub-types of vacant lands that were classified to indicate they are not available for future development such as Airport, Parks, Open space, parking lots, and other public or quasi-public land.

In general, a vacant parcel from the 2019 BLI was classified as developed if there was an existing building, or a recent building permit issued, unless the property was large enough to be further subdivided, or otherwise able to support additional dwelling units due to multi-family zoning. If a property had previously been categorized as 'partially vacant' in the 2019 BLI, it was evaluated to determine the number of additional dwelling units (or sub-dividable lots) that currently could be provided.

Using the spatial analysis tools in the GIS, the area of each individual parcel that was constrained by steep slopes (over 35%), flood zones (FEMA 100yr. floodplain), and impervious surface was calculated to better assess the likely level of future development on the property. The resultant figure was called 'Net Buildable Acres' and informed an adjustment to the number of dwelling units (Adjusted DU) in the tables provided in this inventory that present future dwelling potential.

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 2019. The 'ground truthing' and examination of an aerial photography, allowed for refinement of the BLI to appropriately represent the consumption of property within the City.

## **Buildable Land**

Due to the careful reassessment of each individual parcel within the Urban Growth Boundary and City Limits, and the use of improved GIS spatial analysis tools, severe constraint areas not suitable for development were more readily identified and therefore this 2024 BLI provides a more accurate assessment than a simple calculation of density by area. The difference between

Gross Acreage and Net Buildable Acres in the tables below represents reductions in available land area due to severe physical constraints, developed portions of properties, and other constraints to development.

In total, there are approximately 630 net buildable acres of land within the UGB that are developable (across all Comprehensive Plan designations) out of a gross area of 985 acres. When considering properties within the city limits alone there are 288 net buildable acres that are classified as developable across all zones. These data are shown in Tables 2 through 8. Tables 9 and 10 show the estimated number of dwelling units that could be supported by each zone / comprehensive plan designation in the City, the UGB, and the combined City & UGB.

It is crucial to acknowledge the significant shifts in state law over recent years that have impacted local land use regulation. These legislative changes include mandating cities to permit duplexes and Accessory Dwelling Units (ADUs) without restriction<sup>\*</sup>, enabling Middle Housing Land Divisions<sup>†</sup>, eliminating parking requirements<sup>‡</sup>, allowing residential development on commercial lands<sup>§</sup>, and requiring the allowance of 'adjustments' to local regulations<sup>\*\*</sup>. Collectively, these changes provide the potential for thousands of additional dwellings beyond the numbers previously reported. It's important to note, however, that while these laws make it possible to add dwelling units such as duplexes or ADUs on all properties with a single-family home, the actual redevelopment of established neighborhoods to this extent is unlikely. Ultimately, the Buildable Lands Inventory (BLI) provides only a conservative estimate of the number of homes that could be constructed within Ashland's urbanizing area.

Additionally, it should be noted that the Climate Friendly and Equitable Community (CFEC) rule making is still being implemented. The Climate Friendly Areas which will be created will be required to accommodate 30 percent of the future population in areas with increased height allowances and no residential density limitations. When combined with the removal of off-street parking requirements this potentially opens substantial areas of existing paved parking to redevelopment. As yet there has been no associated change from the State to the established methodology prescribed for BLI's and no direction from the state in terms of if or how these changes are to be factored into BLI preparation. Ashland has opted to look at this BLI based on the prescribed methodology, relying on existing densities for residential zones without factoring in the anticipated - but yet to be completed - creation of Climate Friendly Areas. It is assumed that once Climate Friendly Areas have been established statewide, the ramifications of new middle housing rules fully understood, and the effects of eliminating parking mandates can be quantified through changes in development patterns that the methodology for conducting future BLI's will be updated.

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\* HB 2001 80<sup>th</sup> OR Leg – 2019 Regular Session

† SB 458 81<sup>st</sup> OR Leg – 2021 Regular Session

‡ CFEC rulemaking Nov 2023 (OAR Division 8, Division 12, and Division 44). On March 6, 2024, the Oregon Court of Appeals ruled in *City of Cornelius v. Dept. of Land Conservation* finding in favor of the DLC and affirming the validity of the rules adopted by the commission 331 Or App 349.

§ HB 2984A 82<sup>nd</sup> OR Leg – 2023 Regular Session

\*\* SB 1537 82<sup>nd</sup> OR Leg – 2024 Regular Session

The tables on the following pages show Vacant and Partially Vacant land by comprehensive plan or zoning designation. These data are shown in tables identical to the 2019 BLI for easy comparison.

*Table 2 - Total Net Buildable acreage (V&PV) City Limits*

BLI_STATUS	# of Parcels	Gross Acreage	Net Buildable Acres
Vacant	304	224.8	139.2
Partially Vacant	308	243.8	149.7
Vacant/Airport	9	94.2	54.5
Vacant/UnDevelopable	78	236.7	0
Vacant /Open Space or Park	409	610.8	0
Vacant /Parking	77	20.7	0

*Table 3 - Total Net Buildable Acreage (V&PV) UGB alone*

BLI_STATUS	# of Parcels	Gross Acreage	Net Buildable Acres
Vacant	59	168.2	110.7
Partially Vacant	112	348.6	230.7
Vacant/Airport	1	21	per plan
Vacant/UnDevelopable	8	8	0
Vacant /Open Space or Park	2	8.3	0
Vacant /Parking	3	1.8	0

*Table 4 - Total Net Buildable acreage (V&PV) UGB & City Limits*

BLI_STATUS	# of Parcels	Gross Acreage	Net Buildable Acres
Vacant	363	393	250
Partially Vacant	420	592.4	380.4
Vacant/Airport	10	115.2	per plan
Vacant/UnDevelopable	86	244.7	0
Vacant /Open Space or Park	411	619.1	0
Vacant /Parking	80	22.4	0

The following tables show the number of net-buildable acres by Comprehensive Plan Designations for City Limits, UGB alone, and total Ashland urban area (UGB & City Limits), and net-buildable acres by zoning designation for properties within the City Limits.

*Table 5 - Total Net Buildable Acreage by Comprehensive Plan (V&PV) City Limits*

Comprehensive Plan	# of Parcels	Net Buildable Acres
Commercial	18	10.8
Croman Mill	5	43.8
Downtown	7	0.4
Employment	33	48.3
HC	3	1.2
HDR	52	10.8
Industrial	3	5.4
LDR	46	15.1
MFR	108	21.2
NM	10	12.3
SFR	259	108.5
SFRR	3	2.5
SOU		1.8
Suburban R	1	0.1
Woodland	10	6.6
<b>Totals</b>	<b>555</b>	<b>288.9</b>

*Table 6 - Total Net Buildable Acreage By Comprehensive Plan (V&PV) UGB alone*

Comprehensive Plan	# of Parcels	Net Buildable Acres
Airport	1	Per Airport Master Plan
Commercial	3	4.4
Croman Mill	2	17.3
Employment	1	41.7
Industrial	3	9.2
MFR	5	21.1
Normal NBHD	27	69.7
NM	1	0.7
SFR	34	77.4
SFRR	33	94.1
Suburban R	5	7.5
Totals	111	343.1

*Table 7 - Total Net Buildable Acreage by Comprehensive Plan (V&PV) UGB & City Limits*

Comprehensive Plan	# of Parcels	Net Buildable Acres	Gross Acres
Airport	10	Per Airport Master Plan	115.2
Commercial	24	15.2	25.3
Croman Mill	22	61.1	85.7
Downtown	8	0.4	2.9
Employment	89	90.0	136.7
HC	3	1.2	1.8
HDR	54	10.8	13.6
Industrial	6	14.6	16.3
LDR	46	15.1	38.7
MFR	115	41.3	63.5
Normal Neighborhood	14	12.4	20.5
NM	32	69.7	87.9
SFR	303	185.8	301.3
SFRR	48	96.7	157.9
SOU	3	1.8	2.3
Suburban R	6	7.5	8.0
Woodland	10	6.6	23.2
Totals	783	630.4	985.4

**Table 8 - Total Net Buildable Acreage By City Zone (V&PV) City Limits**

ZONE	# of Parcels	Net Buildable Acres
C-1	19	11.0
C-1-D	8	0.4
CM	12	42.9
E-1	58	48.1
HC	3	1.2
M-1	4	6.3
NM	12	11.7
R-1-10	54	18.9
R-1-3.5	1	0.1
R-1-5	79	45.5
R-1-7.5	128	36.7
R-2	111	21.6
R-3	54	10.8
RR-.5	44	14.5
RR-1	3	2.5
SO	5	2.0
WR	11	6.8
Totals	612	288.9

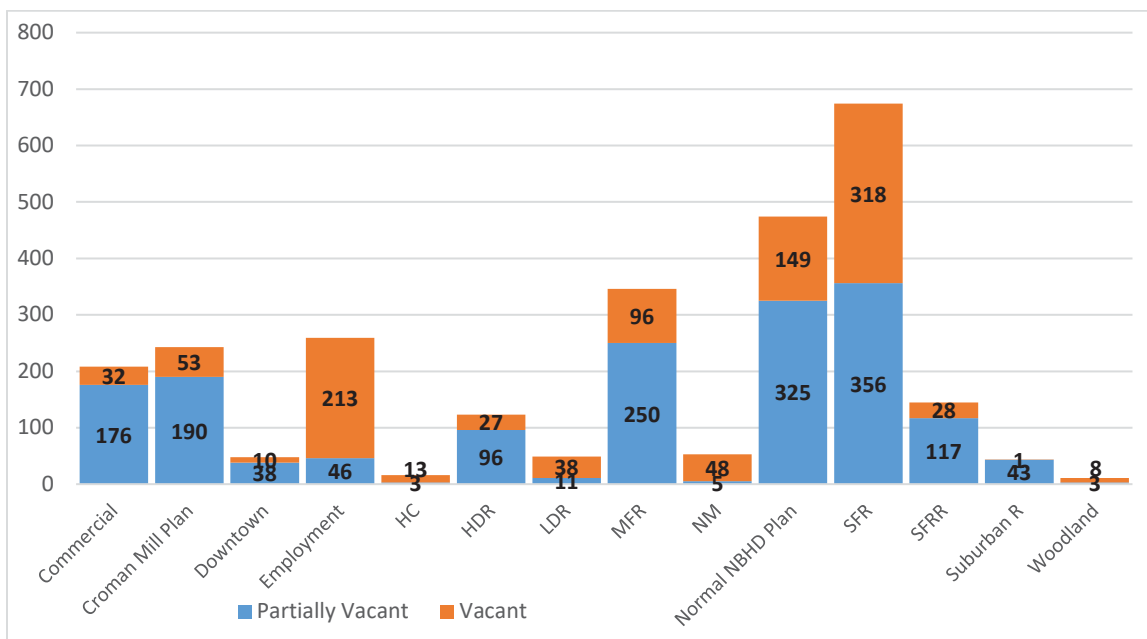
## Dwelling Unit Assessment

Tables 9 & 10 on the following pages show the estimated number of dwelling units that can be developed on vacant and partially vacant land in the urbanizing area. Within the City it is estimated that 1,407 dwellings can be accommodated. This constitutes a reduction of 137 dwelling units from what was shown in the 2019 BLI. The area in the UGB is projected to be able to support an additional 1,303 possible dwellings for a total of 2,710 dwellings in the combined City Limits and UGB.



Additionally, it's worth emphasizing that recent changes in both local and state laws mandate the allowance of duplexes and Accessory Dwelling Units (ADUs) without the need for special permissions. These regulatory adjustments, along with other legislative efforts aimed at fostering housing development, have the potential to expand the capacity of land for accommodating more housing. This expansion relies on property owners and developers actively seeking to enhance densities through utilizing these measures.

The estimated number of dwelling units assumes that upon remaining buildable lands within the City's commercially zoned properties, with mixed-use potential\*, that such commercial properties will likely provide only 50% of the residential units that are otherwise permitted at the base densities. This 50% reduction was done at the Calculated Dwelling Unit stage of the analysis, and then further adjusted based on site constraints and existing development to estimate the number of Adjusted Dwelling Units. 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 as housing is not a requirement within the zones. This 50% reduction in expected production was also included in prior BLI updates (2011, 2019) and as such provides for ready comparisons between the documents. Efforts taken by the City to promote inclusion of mixed-use developments within commercially zoned lands along transit routes can function to accommodate more housing on such lands than is presently projected in this BLI.



**Figure 1 – Potential Dwelling Units by Comprehensive Plan Designation**

\* E-1 with a residential overlay, C-1, and C-1-D

*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	538	162
C-1-D	60	172	48
CM	Master Plan		88
E-1	15	936	251
HC	13.5	24	16
NM	Master Plan		53
R-1-10	2.4	85	66
R-1-3.5	7.2	1	1
R-1-5	4.5	306	209
R-1-7.5	3.6	245	155
R-2	13.5	420	174
R-3	20	272	123
RR-.5	1.2	45	46
RR-1	1	4	3
SO	Master Plan		
WR	Slope contingent		12
Total			1407

*Table 10 - Potential Dwelling Units by Comprehensive Plan Designation UGB & City Limits*

Comprehensive Plan	Calculated Dwelling Units	Adjusted Dwelling Units
Commercial	737	208
Croman Mill	237	243
Downtown	172	48
Employment	2085	272
HC	24	16
HDR	272	124
Industrial	79	N/A
LDR	51	49
MFR	857	346
NM	114	53
Normal NBHD	607	474
SFR	1202	676
SFRR	363	146
SOU	2	N/A
Suburban R	57	44
Woodland	7	11
<b>Total</b>		<b>2710</b>

### **City Property- Public Use**

Properties under public ownership are regarded as unlikely to be developed for additional residential uses because they are dedicated for public purposes such as public rights-of-way, parks, power substations, public works yards, or other public facilities. These city owned lands are therefore excluded from the inventory of vacant and partially vacant lands. That said, in the last year there have been discussions with both SOU and the school district regarding development of housing on SOU/School District land showing that there is an interest at every corner to address the housing crisis.

In the event the City determined a property was not needed for public uses, the City could proceed with disposition of the property through procedures set forth in Oregon Revised Statutes (ORS 270.100-140). At such time the property was no longer restricted for public use, it would then be added to the inventory of buildable lands provided it had further development potential.

Municipalities in Oregon are currently authorized to provide transitional housing on public lands in the form of campgrounds within their urban growth boundaries for persons who lack permanent housing but for whom there is no available low-income alternative, or for persons who lack safe accommodations. [House Bill 2916](#) enacted in 2019 expands the allowance for transitional housing campgrounds with the expressed intent that such housing is temporary and may include yurts, huts, tents, and other similar structures. Such temporary housing units on public property would not be considered permanent dwellings, and as such the potential for such campgrounds does not increase dwelling unit capacity of inventoried buildable lands.

## Section 2: Demographics

Demographics is the statistical study of populations, including their size, structure, and distribution. It encompasses factors such as age, gender, ethnicity, income, education, and household composition. In the context of a town's population growth, demographics provide valuable insights into the underlying trends driving changes in population size and composition. To that end, both the Housing Capacity Analysis (HCA)(May 2021) and the Housing Production Strategy (HPS)(April 2023) have extensive analysis on demographics providing context on housing need\*. These reports examine race, disability status, income, and other characteristics to help understand housing impacts on different groups. It is beyond the scope of the BLI to completely update all the demographic analysis that has previously been done in those recent studies, however both of those reports relied on the 2014-2018 and 2015-2019 American Community Survey (ACS). Since that time, the 2018-2022 5-year ACS data has become available, and the PSU population forecast has been updated as well. Therefore, we take this opportunity to update those data at a high level with regard to population, age, gender and race.

### American Community Survey (ACS)

The American Community Survey (ACS) is an annual demographics survey program conducted by the U.S. Census Bureau. ACS estimates are period estimates that describe the average characteristics of the population and housing over the period of data collection. The 2018-2022 ACS 5-year period is from January 1, 2018 through December 31, 2022. These estimates cannot be used to describe what is going on in any particular year in the period, only what the average value is over the full period. The ACS, like any statistical activity, is subject to error, and those margins of error increase as the geographical area decreases, as such care should be used when interpreting the data to not confuse precision with accuracy.

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\* Housing Capacity Analysis pages 35-59, Housing Production Strategy pages 85-118

## Population Growth

Oregon's land use planning program relies on population forecasts as a primary tool for determining urban growth boundary (UGB) expansions and for crafting new land use planning policies. By estimating future populations based on historic and current trends, as well as assuming the likelihood of future events, population forecasts provide necessary information to help planners, public officials, private firms, and developers better understand the short and long term effects of population growth in local areas. In the recent past, Oregon law required counties to create their own population forecasts. This resulted in widespread inconsistencies in the forecast methods used. Additionally, the costs of creating a forecast kept some communities from updating their forecast on a regular basis. Therefore, the legislature passed a law (ORS 195.033) that assigned the forecast creation task to the Population Research Center at Portland State University (PSU). In 2015, the Land Conservation and Development Commission adopted rules (OAR 660-032) to implement the new law.\*

Therefore, all data regarding population totals and estimates are from Population Research Center at PSU. The data is updated on a four-year cycle with Jackson County's report most recently released on June 30, 2022, and will be updated next in 2026. Ashland's certified population provided by PSU is 21,457 as of 7/1/2023 which reflects a 0.5% annual rate of change between 2020-2023.

*Table 11 – Table 2 from PSU Jackson County Coordinated Population Forecast 2022-2072*

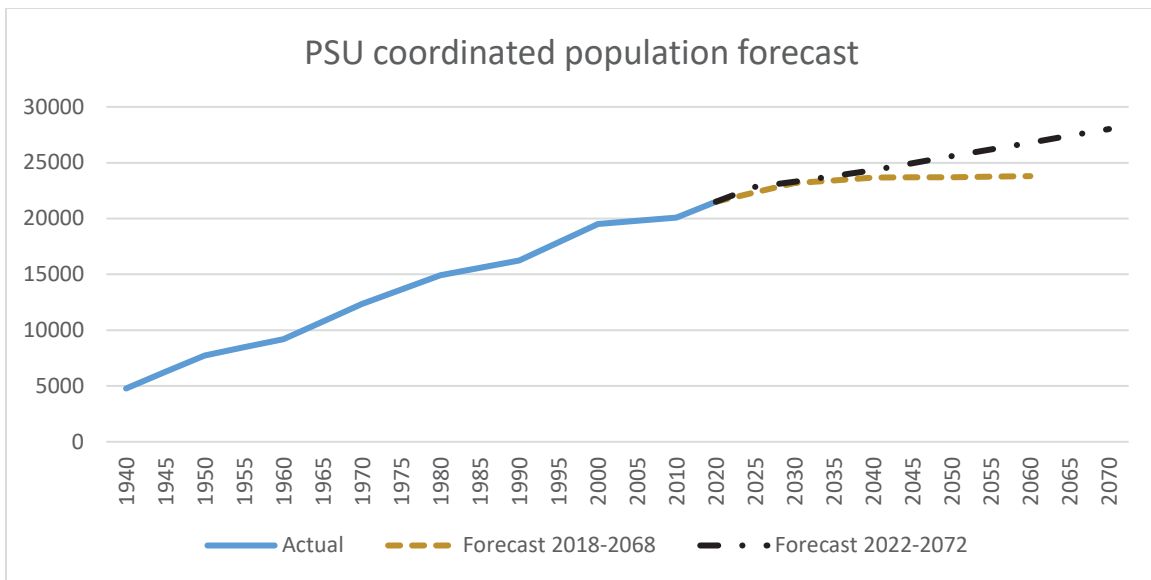
**Table 2. Historical and forecasted population and AAGR in Jackson County and its sub-areas.**

	Historical			Forecast				
	2010	2020	AAGR (2010-2020)	2022	2047	2072	AAGR (2022-2047)	AAGR (2047-2072)
<b>Jackson County</b>	203,206	223,259	0.9%	228,380	276,013	318,713	0.8%	0.6%
<b>Larger Sub-Areas</b>								
Ashland	20,626	21,897	0.6%	22,553	25,208	28,257	0.4%	0.5%

Shown above is a portion of Table 2 from the PSU Jackson County Coordinated Population Forecast 2022-2072. According to their projections Ashland's population within the UGB will increase to 24,963 in 2050 and continue to grow to an estimated 28,257 in 2072, with an average annualized growth rate of between 0.4 and 0.5%.†

\* For more information see: <https://www.oregon.gov/lcd/about/pages/population-forecasts.aspx>

† Chen, C., Sharygin, E., Whyte, M., Loftus, D., Rynerson, C., Alkitkat, H. (2022). Coordinated Population Forecast for Jackson County, its Urban Growth Boundaries (UGB), and Area Outside UGBs 2022-2072. Population Research Center, Portland State University



**Figure 2 - Ashland Historic and Projected Population 1940-1972**

While Ashland is projected to grow the rate of growth is less than Medford and other surrounding communities, as such Ashland’s projected share of the county population will decrease from 9.9% to 9% over the forecast period. In contrast Medford’s share of the county population is projected to increase from 40.2% to 52.1% by 2072. This is because Medford grows at a faster pace than the other UGBs, taking a larger proportion of the county population growth.

Ashland’s historical and forecasted population are shown in Figure 2 including both the 2018-2068 forecast as well as the 2022-2072 forecast for comparison. The 2022-2072 forecast show a larger expected population in the future than what had previously been forecasted.

## Population Makeup

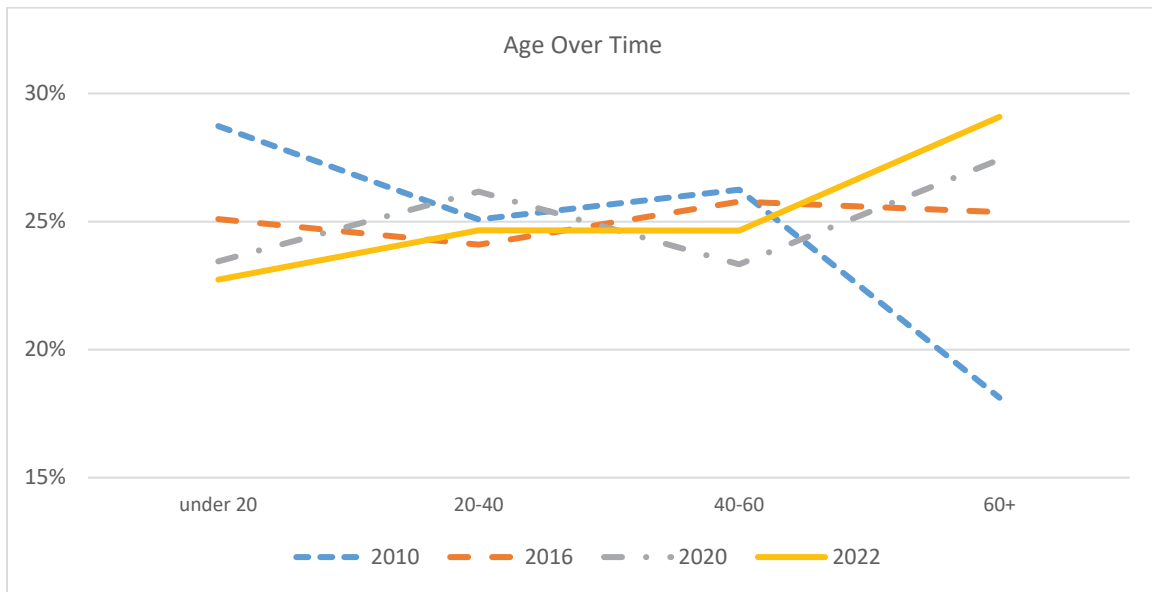
To examine the composition of Ashland’s population, and how it is changing overtime, below are updates to a number of charts that were previously presented in both the HCA and HPS using updated 2022 ACS data\*. Where possible all the following charts have been formatted in the same manner to the data presented in both the HCA and HPS for direct comparison.

The City of Ashland is being affected by population and demographic trends that will have significant impacts on the housing needs of the future. Of most significance is the slowdown in population growth and changes in the age distribution of residents, including fewer children and higher numbers of seniors. In addition to these trends there continues to be an increase in diversity. The age distribution of a city is an important factor in determining current and future housing needs. An aging population generally signals the need for more senior housing, while growing numbers of children and young families would point to the need for more large family housing.

As illustrated in figure 3, Ashland’s collective population has been shifting older over time. The shifting age cohort line shows a significant increase in Ashland’s residents that are 60 years or

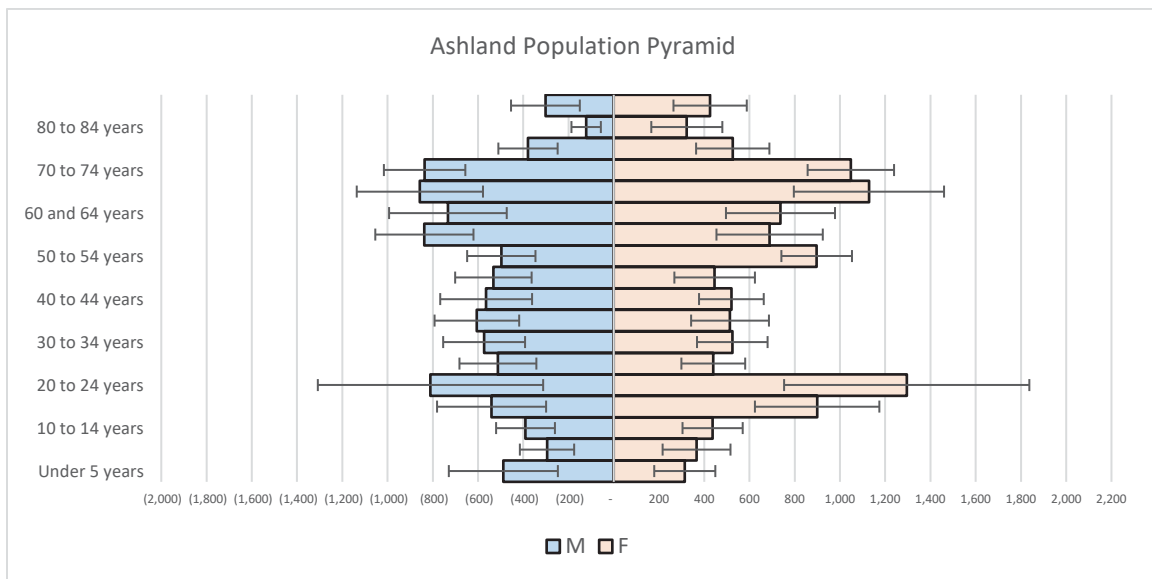
\* US Census ACS 5-year estimates 2018-2022

older as a percentage of the total population. This trend toward an aging population, is likely to continue into the foreseeable future.



**Figure 3 - Age Cohort over time.**

The ‘Sex by Age’ Tables\* allow an examination of the population make up. The population pyramid below as well as the following three charts are generated from these data.

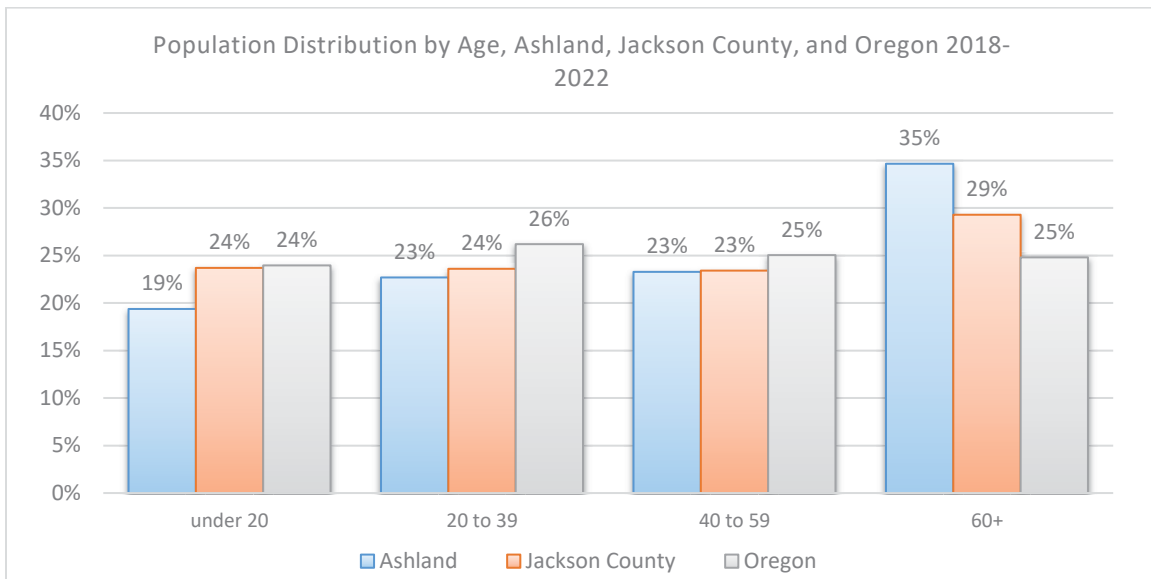


**Figure 4 - Ashland Population Pyramid**

The following charts are updates from demographic analysis that was conducted in the HPS. Figure 5, below, is an update of Exhibit 19 from the HPS (at 87). Once again, the trend of an aging population is showing with 34.7% of the COA population aged 60+. This compares to 29.3% of Jackson County, and 24.8% of Oregon who are 60+. By comparison the US average of

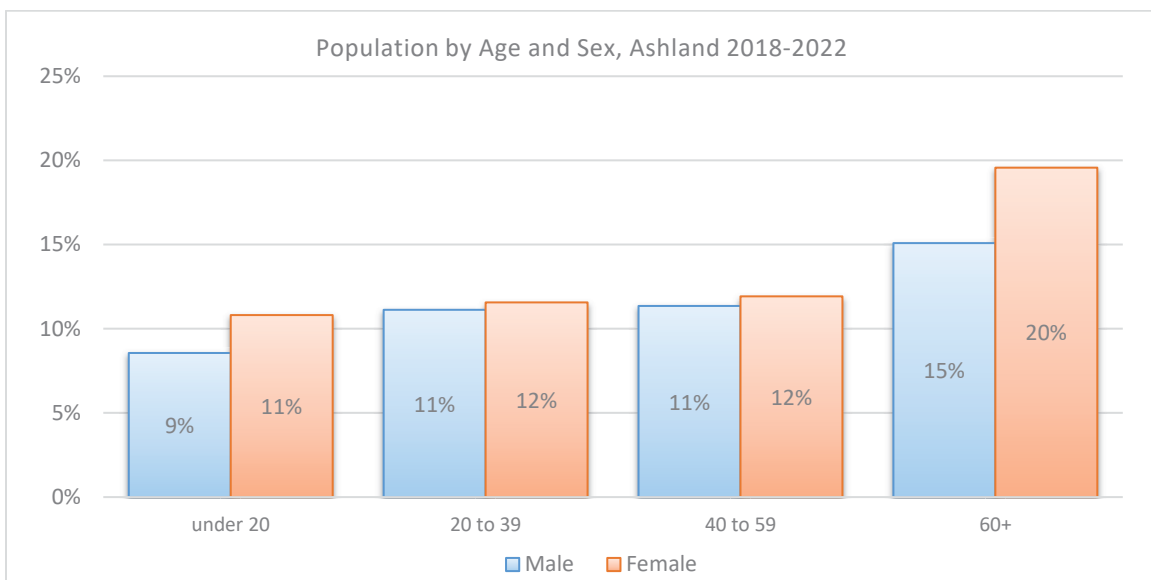
\* U.S. Census Bureau. "Sex by Age." American Community Survey, ACS 5-Year Estimates Detailed Tables, Table B01001, 2022

the population aged 60+ is 16.8% showing that as a proportion of population Ashland is more than twice the national average for aged 60+.



**Figure 5- Comparing Population Distribution by Age**

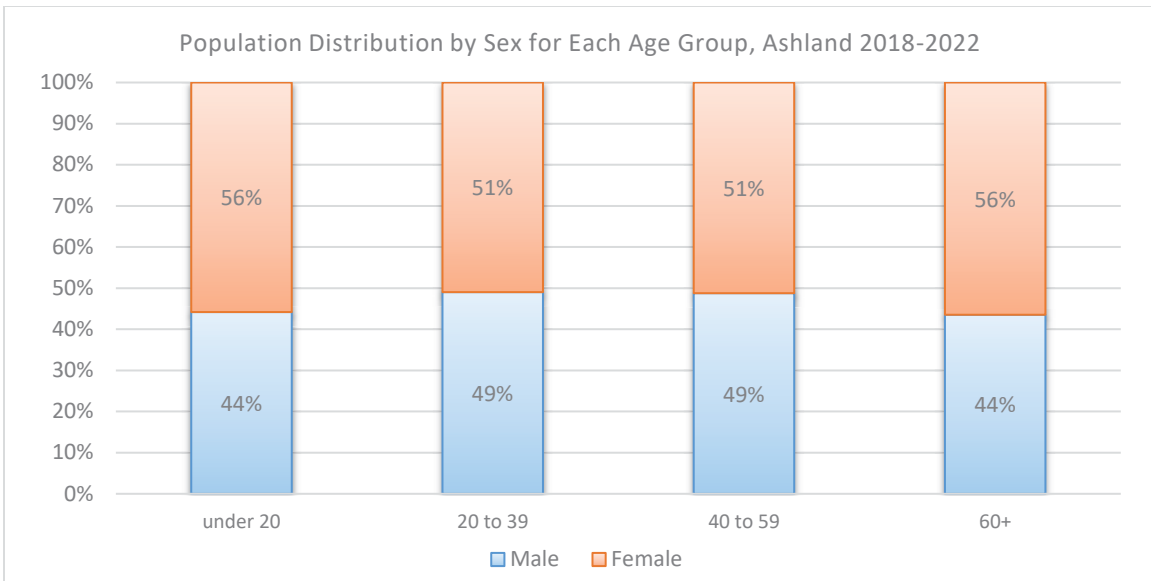
Figure 6 is an update of Exhibit 20 from the HPS (at 87). The data are very similar and show the expected pattern of a population that is aging with a notable decrease in population in the 20-39 age bracket, and in increase in 60+ especially among females.



**Figure 6 - Population by Age and Sex**

Figure 7 is an update of Exhibit 21 from the HPS (at 88). The percentage of female population has increased in each age group when compared to the 2015-2019 ACS data.





**Figure 7 - Population Distribution by Sex per Age Group**

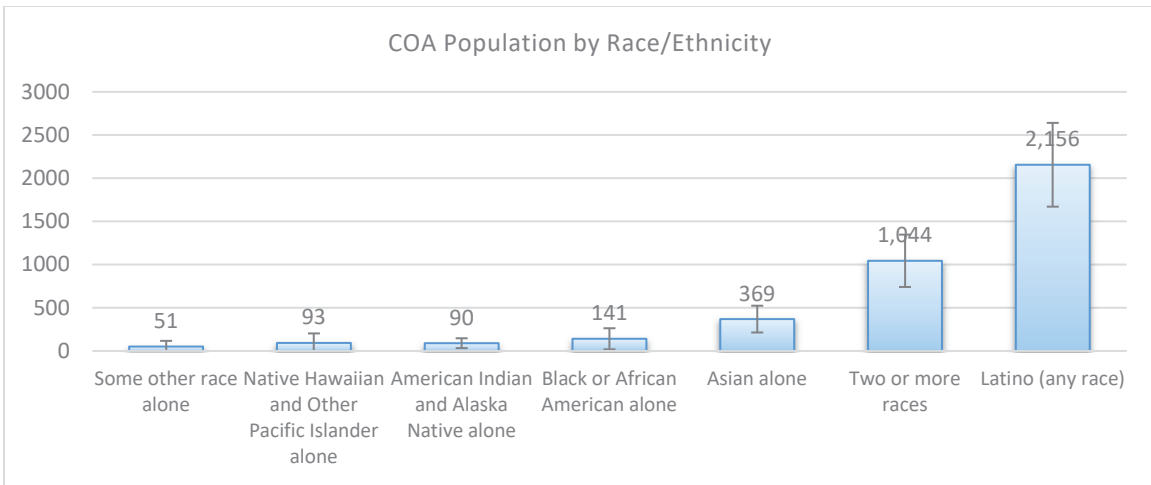
The US Census Bureau collects and reports data on race and ethnicity in several categories. Individuals are asked to identify their race and whether they are of Hispanic origin, with the option to select one or more categories. The Census distinguishes between race and Hispanic origin, recognizing that Hispanic origin is an ethnicity and can be of any race. The main racial categories include White, Black or African American, American Indian or Alaska Native, Asian, Native Hawaiian or Other Pacific Islander, and Some Other Race. Respondents can also select multiple races or choose "Some Other Race" if their identity does not fit into the listed categories. Additionally, individuals are asked whether they are of Hispanic, Latino, or Spanish origin, which is considered separately from race. They can identify as Hispanic or Latino regardless of their race.

The data table “Hispanic or Latino Origin by Race”<sup>\*</sup> was used to create the following two charts. Figure 8 is an update of Exhibit 23 from the HPS (at 89) with the inclusion of error bars for the reported margin of error. As mentioned above, as the geography gets smaller the sampling error will increase. Figure 9 is an update of Exhibit 24 from the HPS comparing race and ethnicity between the City of Ashland and Jackson County.

As was done in the HCS those reporting ‘white alone’ are not shown in the charts because this makes up such a large percentage of the population in Ashland (86%) and Jackson County (81%). These percentages have not changed from those values reported in the HCS with the older ACS data.

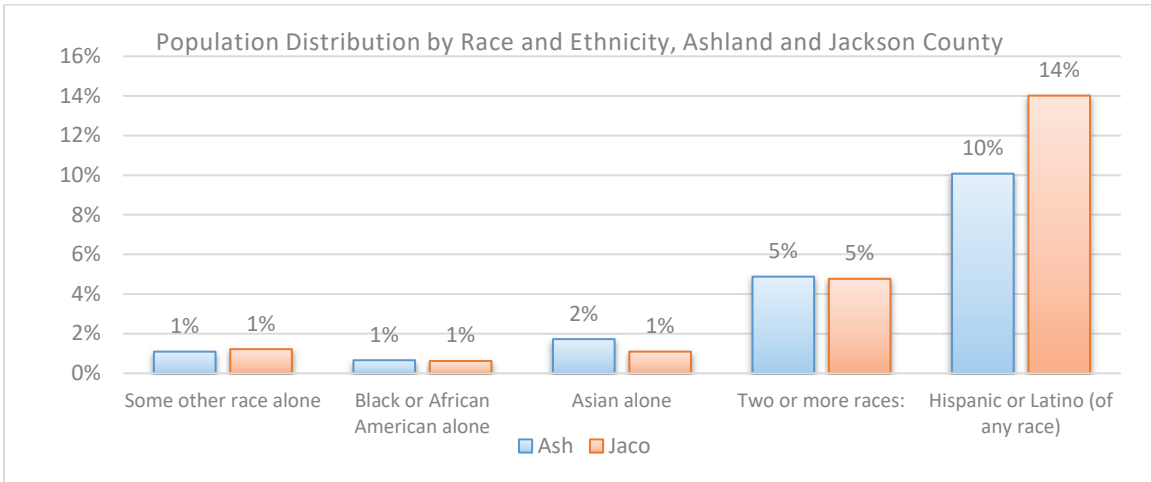
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<sup>\*</sup> U.S. Census Bureau. "Hispanic or Latino Origin by Race." American Community Survey, ACS 5-Year Estimates Detailed Tables, Table B03002, 2022



**Figure 8 - Ashland Population by Race/Ethnicity**

Figure 9 below, an update of Exhibit 24 from the HPS (at 89), compares the racial makeup of Ashland and Jackson County. It's important to highlight that in this chart, the consultants who prepared the HPS chose to consolidate categories such as 'Some other race alone,' 'Native Hawaiian and Other Pacific Islander alone,' and 'American Indian and Alaska Native alone' into the category labeled 'some other race.' This consolidation was done due to the limited diversity in Ashland. To ensure comparability with the HPS, the same procedure is followed in this chart.



**Figure 9 – Comparing Ashland vs Jackson County Race/Ethnicity**

These data show an increase in reporting of both ‘two or more races’ (5% now an increase from 3%) and ‘Hispanic or Latino of any race’ (10% now, an increase from 7%). Jackson County also showed virtually the same increase in ‘two or more races’ and to a lesser extent with the Hispanic and Latino population (increase from 13% to 14%). The changes in the data of Asian alone, and ‘some other race alone’ & ‘Black or African American alone’ are very minor and not likely to be statistically significant when considering the margin of error.

Jackson County as well Ashland are well below the national averages for several of these categories; ‘Hispanic or Latino (any race)’ ~ 18.7%, Asian Alone ~ 5.7%, Black or African American alone = 12.1%. In terms of ‘some other race alone’ when grouping the data as discussed above we are in line with the national average of 1.2%. That said, when considering

the size of our geography, as well as the general lack of diversity care should be used when interpreting these data.

## Persons Per Household

In the United States, there's been a gradual decline in the average number of persons per household over recent decades. The average household size has decreased as more individuals opt for living alone, delaying marriage, or having fewer children. This trend has continued in Ashland as well. Over the last five decades persons per household (PPH) in Ashland has dropped from 2.84 persons in 1970, to 2.36 in 1980, 2.07 in 2010, and 2.03 with the most recent 5-year ACS data. This compares to Jackson County at 2.43 PPH and Oregon at large 2.46 PPH\*. This illustrates that Ashland has smaller household sizes than the region as a whole.

These PPH numbers are combined totals including both owner and renter occupied units. When looked at individually renter-occupied household size is smaller (1.84 PPH) when compared to owner-occupied household (2.19 PPH). It is also worth noting that this trend is statistically significant in both renter and owner-occupied housing when compared to the previous 5-year data† showing that the trend to smaller household size is continuing.

*Table 12 - Ashland Housing Tenure, Comparison 2013-2017 vs 2018-2022*

Label	Ashland city, Oregon		
	2018-2022 Estimates	2013-2017 Estimates	Statistical Significance
HOUSING TENURE			
Occupied housing units	10,120	9,719	
Owner-occupied	52.8%	54.1%	
Renter-occupied	47.2%	45.9%	
Average household size of owner-occupied unit	2.19	2.02	*
Average household size of renter-occupied unit	1.84	2.11	*

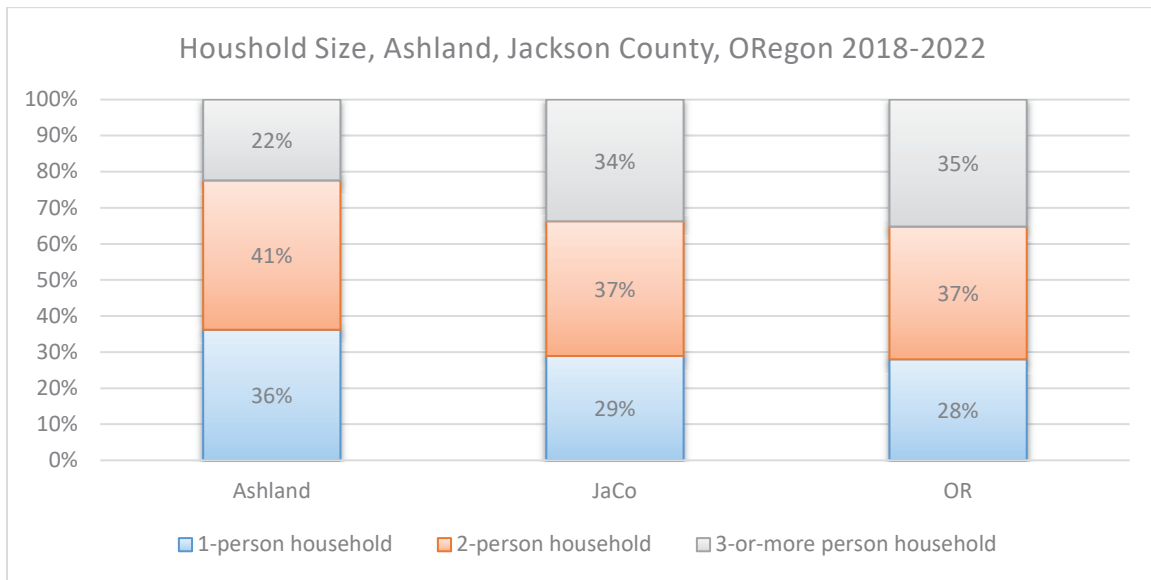
Figure 10 is an update of Exhibit 22 from the HPS (at 92). The HPS chose to group three-person and four-or-more person households into a single category so we do the same here. One and two person households represent the largest segments of Ashland's housing market. Combined, these small households comprise 76% of owner households and 79% of renter households in Ashland‡. This compares to 79% owner and 74% renter in the 2019 BLI, however it should be noted that this has a margin of error of +/- 4%. Less than a quarter of all households within Ashland have 3 or more occupants which is much lower than both the state and county of 35% and 34% respectively.

\* U.S. Census Bureau. "Average Household Size of Occupied Housing Units by Tenure." American Community Survey, ACS 5-Year Estimates Detailed Tables, Table B25010, 2022

† U.S. Census Bureau. "Comparative Housing Characteristics." American Community Survey, ACS 5-Year Estimates Comparison Profiles, Table CP04, 2022

‡ U.S. Census Bureau. "Occupancy Characteristics." American Community Survey, ACS 5-Year Estimates Subject Tables, Table S2501, 2022

With regard to four-or-more person households, Ashland only has 10% households of this size. This is less than half of the county (20%), state (20%) and US average (22%). A large senior and student population within Ashland understandably increases the number of small one and two person households given these populations typically do not have children present in their homes.



*Figure 10 – Comparing Household Size*

## Single Family Home Sizes

The average size of single-family homes in the United States has generally trended upwards over the decades, propelled by factors such as suburbanization and increasing household incomes. This trend persisted until the late 2000s recession, during which economic uncertainty and changing demographics led to a shift towards smaller, more affordable homes. In recent years, there has been a divergence in housing preferences, with some buyers still favoring larger homes while others opt for smaller, more energy-efficient options. This shift reflects evolving preferences influenced by considerations such as sustainability, walkability, and affordability, particularly among younger buyers and urban dwellers.

The Census Bureau's Characteristics of Households US Census Characteristics of Households (CHARS) data provides detailed information on housing characteristics, including the size of single-family homes. Figure 11 shows the Median size of new single family homes. Over the reporting period there has been a trend in larger and large homes peaking in 2014. Looking at recent building permit data the City of Ashland has seen a reduction in average SFR home size from a 2020 high of 2,317 sq ft and now averaging 1,550 in both 2022 and 2023 which reflects this recent trend to smaller home sizes seen nationally.

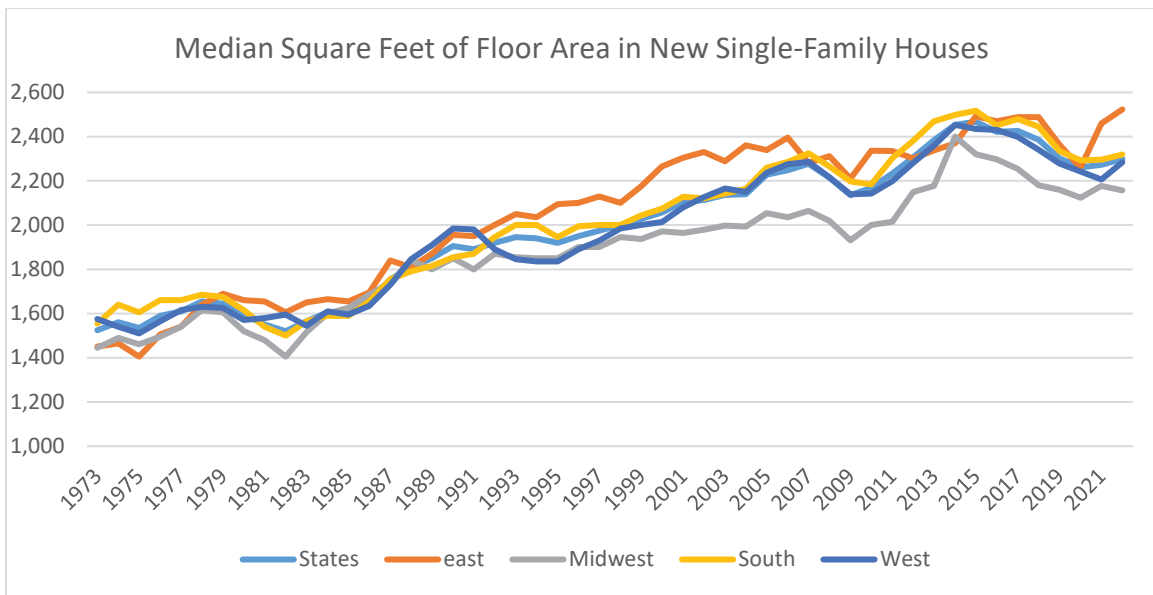


Figure 11 - Home Size (National, by region; US Census CHARS)

## Student Population and Housing

Southern Oregon University (SOU) can accommodate up to 1,094 students in residence halls, 165 in apartments (with two reserved for faculty), and 9 in detached units. In spring of 2019, 763 students were in dormitories, with 146 in student apartments and family housing units. Presently, there's room for about 331 students in dorms and 28 households in apartments and family housing. When the 2010-2020 Master plan was adopted it predicted that enrolment would grow from a 2009 enrolment of 5,082 students to approximately 6,000 students by 2020. SOU's complete enrolment in fact exceeded 6000 in both 2017 and 2018 but has since seen a decline over to ~5000 in recent years.

The 2010-2020 SOU Master Plan proposed building new housing to replace old structures, limited increases on-campus residency, and maintain a compact campus exclusive of the development of McLoughlin Hall. While McLoughlin Hall, with 704 beds, was completed in 2013, the older Cascade Complex (692 beds) is subject to demolition, resulting in minimal net gain in housing capacity. Future plans include a student life zone near the campus core and potential faculty housing in a proposed Faculty Village. However, since the master plan hasn't been updated since 2010, it doesn't detail this additional housing capacity. Discussions of development of proposed senior housing complex have occurred, but no formal proposal has been made, so this BLI doesn't reflect a change in campus housing capacity.

## Section 3: Conclusion, Sufficiency of Land, Housing supply

### Sufficiency of Land

As mentioned above the city completed a Housing Capacity Analysis (HCA) in May of 2021. 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.

Shown at right is Exhibit 66 from the HCA showing the complete calculations for how the number of new required dwelling units was established. The HCA determined that Ashland will have demand for 858 new dwelling units over the 20-year period, with an annual average of 43 dwelling units\*. This was determined by first establishing the change in population over the planning period from the official population forecast discussed above, minus the change in persons in group quarters to determine the number of people in households. Then the average household size (2.06 PPH) was used to find the number of new dwellings needed. Finally, the vacancy rate is then used to calculate the number of vacant dwellings to calculate the final number of dwellings needed over the twenty-year period.

**Table 13 - HCA Forecast of demand of dwellings.**

Exhibit 66. Forecast of demand for new dwelling units, Ashland UGB, 2021 to 2041

Source: Calculations by ECONorthwest.

Variable	New Dwelling Units (2021-2041)
Change in persons	1,691
minus Change in persons in group quarters	58
equals Persons in households	1,633
Average household size	2.06
New occupied DU	793
times Vacancy rate	8.2%
equals Vacant dwelling units	65
<b>Total new dwelling units (2021-2041)</b>	<b>858</b>
<b>Annual average of new dwelling units</b>	<b>43</b>

The 2024 BLI estimates that the City of Ashland has the potential development capacity of 1,407 dwellings within the city limits, and an additional 1,303 dwellings possible within the UGB. This exceeds the forecast demand for new dwellings and demonstrates that there is sufficient buildable land for the projected demand over the twenty-year period.

## Housing Production

Monthly permit activity reports from the last six fiscal years are summarized in table 14 showing total and average residential units built per year (2017-2023). The present fiscal year is not shown as the year is not yet complete. It should be noted that this makes some of the current construction appear under-reported as 54 of the 70 units under construction at the Mid Town urban lofts were issued earlier this fiscal year. Additionally, it is worth noting that these data are recorded at the time of permit issuance rather than C of O which is important when considering the lag between the beginning of construction and when the housing unit becomes available to the market. Construction timelines for larger developments can often extend over multiple years.

**Table 14 - Residential Production**

Residential Units built per fiscal year								average	total
	2017-18	2018-19	2019-20	2020-21	2021-22	2022-23			
SFR	36	39	32	44	32	17	33.3	200	
ARU	13	19	12	12	15	12	13.8	83	
MultiFamily	29	34	3	96	4	20	31.0	186	
Mixed-Use	2	2	36	30	1	0	11.8	71	
	80	94	83	182	52	49	90.0	540	

Between FY 2017-18 through FY 2022-23 200 Single Family homes were built for an average of 33.3 per year. When ARU's, Multifamily and Mixed-use development dwelling units are

\* 2021-2041 City of Ashland Housing Capacity Analysis at 69

included the average number of dwellings produced over the period is 90 per year. This exceeds the annual average demand for new dwelling units calculated in the HCA. While past trends in housing production do not necessarily predict future production it is worth noting that over the last six years of data the lowest number of residential units produced (49 dwellings in FY 2022-23) which exceeds the average annual demand of 43 calculated by the HCA.

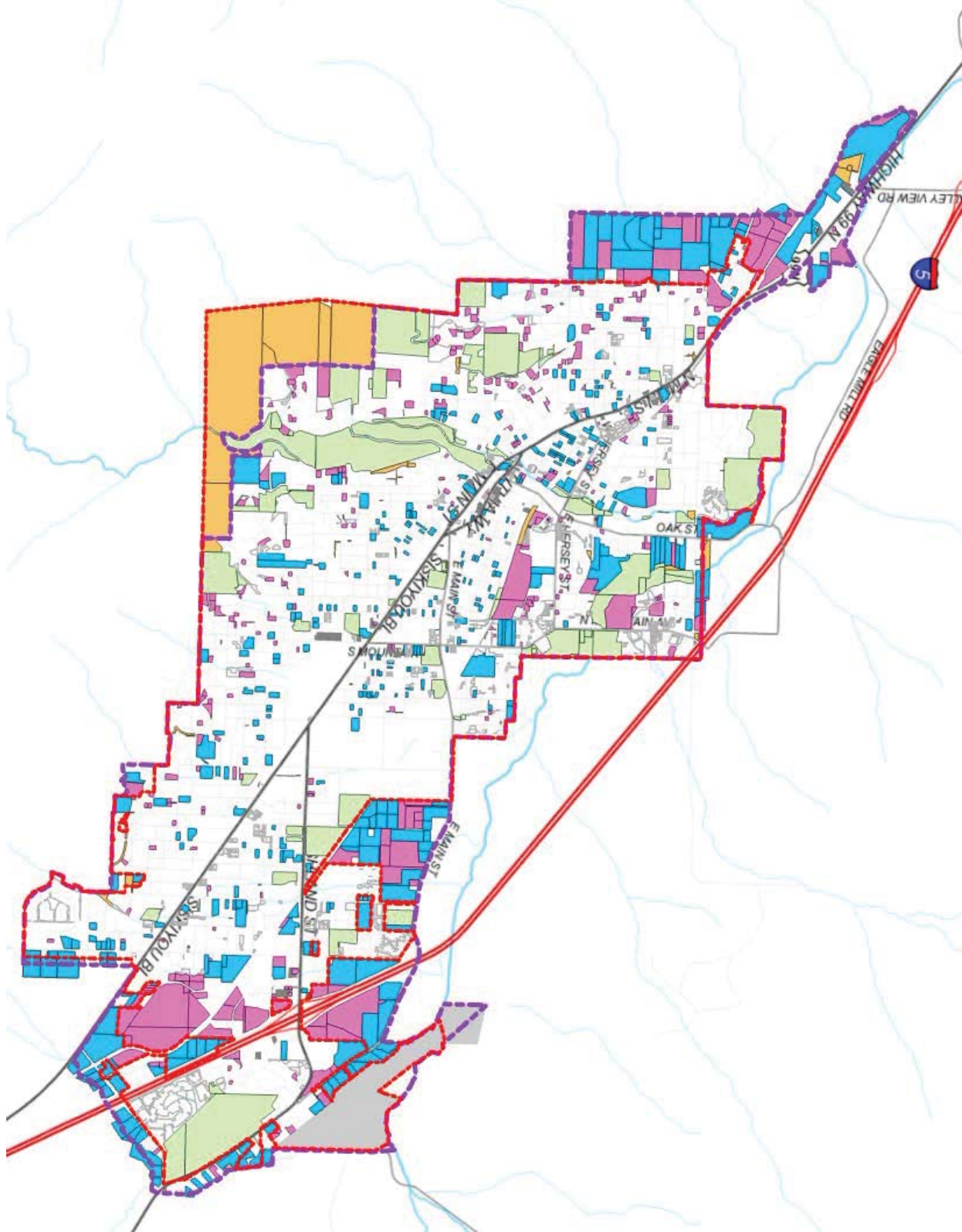
To better understand the city's land requirements, one approach is to analyze the total land utilized across different categories and compare it with the available land. For the Buildable Lands Inventory (BLI), we utilized building permit data, which was then matched with assessor lot data to outline land consumption annually and by zone. As illustrated in Table 15, the city consumed an average of 10.2 acres of land per year between 2011 and 2023.

As stated above there are 288 net buildable acres within the city and a total of 630 net buildable acres of land within the combined city limits and UGB. Based on a consumption rate of 10.2 acres per year the urbanizing area has a surplus of land for the twenty-year planning period

*Table 15 - Land Consumption*

Historic Land Consumption per year														
	2011	2012	2013	2014	2015	2016	2017	2018.0	2019	2020	2021	2022	2023	Total
NM	1	3.5	0.7	0.7	0.9	0.5	0.3	0.3		1.7	1.1	0.5		11
R-1-10	1	0.2	1.6	1.8	1.9	2.5	0.4	2.4	0.7	0.2	0.6	0.6	0.8	14.6
R-1-3.5		0.4		0.1	0.1	0.8	0.6							2
R-1-5	1.2	1.6	4.1	3.4	1.6	1.3	2.1	3.3	2.1	1.6	3	3.4	4	32.6
R-1-7.5	1.4	1.6	2.3	0.5	2.5	1.7	3	1.2	1.6	0.7	2.7	0.6	1.1	20.8
R-2	0.5	0.8	0.3	0.7	0.5	1.5	0.3	0.2	0.8	3.6	0.6	0.5	1.4	11.7
R-3	0.6	0.1		0.6	0.3	0.5	0.2	1.4	1.9	0.7	0.6	0.6	2.3	9.7
RR-.5		1.7	2.4	1.2	3.6	1.1	0.5	3.8	0.9	0.6		0.2	3.2	19.2
RR-5		0.5				0.6								1.1
WR			4.6		0.5	2.3		2.1						9.5
Grand Total	5.6	10.3	16	9	11.8	12.8	7.4	14.7	8	9	8.6	6.3	12.9	132.3

# Appendix A –Buildable Lands Inventory Map





## Appendix B – Oregon Administrative Rules

OAR 660-038-0060

### Buildable Lands Inventory (BLI) for Residential Land within the UGB

A city must determine the supply and development capacity of lands within its UGB by conducting a buildable lands inventory (BLI) as provided in this rule.

(1) For purposes of the BLI, the city shall classify the existing residential comprehensive plan and zoning designations within its UGB based on allowed density. The classification shall be based on either:

(a) The allowed density and housing types on the comprehensive plan map; or

(b) If the comprehensive plan map does not differentiate residential districts by density or type of housing, the applicable city or county zoning map, as follows:

(A) For cities with a UGB population less than 2,500, districts shall be classified as follows:

(i) Districts with a maximum density less than or equal to eight dwelling units per acre: low density residential. A city may classify a district as low density residential despite a maximum density of greater than eight dwelling units per acre if the majority of existing residences within the district are single-family detached and if the city has a medium density residential district as determined by subparagraph (ii);

(ii) Districts with a maximum density greater than eight dwelling units per acre: medium density residential.

(B) For cities with UGB populations greater than or equal to 2,500, districts shall be classified as follows:

(i) Districts with a maximum density less than or equal to eight dwelling units per acre: low density residential. A city may classify a district as low density residential despite a maximum density of greater than eight dwelling units per acre if the majority of existing residences within the district are single-family detached and the city has a medium density residential district as determined by subparagraph (ii);

(ii) Districts with a maximum density greater than eight dwelling units per acre and less than or equal to 16 dwelling units per acre: medium density residential, unless the district has been classified as low density residential pursuant to subparagraph (i). A city may classify a district as medium density residential despite a maximum density of greater than 16 dwelling units per acre if the majority of development within the district is developed at densities of between eight and 16 dwelling units per net acre and the city has a high density residential district as determined by subparagraph (iii);

(iii) Districts with a maximum density greater than 16 dwelling units per acre: high density residential, unless the district has been classified as medium density residential pursuant to subparagraph (ii);

(iv) A city may not classify as low density a district that allows higher residential densities than a district the city has classified as medium density. A city may not classify as medium density a district that allows higher residential densities than a district the city has classified as high density.

(2) The city must identify all vacant lots and parcels with a residential comprehensive plan designation. A city shall assume that a lot or parcel is vacant if it is at least 3,000 square feet with a real market improvement value of less than \$10,000.

(3) The city must identify all partially vacant lots and parcels with a residential comprehensive plan designation, as follows:

(a) For lots and parcels at least one-half acre in size that contain a single-family residence, the city must subtract one-quarter acre for the residence, and count the remainder of the lot or parcel as vacant land, and

(b) For lots and parcels at least one-half acre in size that contain more than one single-family residence, multiple-family residences, non-residential uses, or ancillary uses such as parking areas and recreational facilities, the city must identify vacant areas using an orthophoto or other map of comparable geometric accuracy. For the purposes of this identification, all publicly owned park land shall be considered developed. If the vacant area is at least one-quarter acre, the city shall consider that portion of the lot or parcel to be vacant land.

(c) The city shall exclude the following lots and parcels from the BLI for residential land:

(A) Lots and parcels, or portions of a lot or parcel, that are designated on a recorded final plat as open space, common area, utility area, conservation easement, private street, or other similar designation without any additional residential capacity.

(B) Lots and parcels, or portions of a lot or parcel, that are in use as a school, utility, or other public facility, or are dedicated as public right of way.

(C) Lots and parcels, or portions of a lot or parcel, which are in use as a non-public institution or facility, including but not limited to private schools and religious institutions. The excluded lots and parcels or portions of lots and parcels may not include vacant or unimproved lands that are owned by the non-public institution or facility.

(4) The city must determine the amount and mapped location of low density, medium density, and high density vacant and partially vacant land in residential plan or zone districts within the city's UGB.

(5) The city must, within the city limits:

(a) Identify all lots and parcels within a residential district that are developed;

(b) Identify all portions of partially vacant lots and parcels within a residential district that are developed with residential uses;

(c) Calculate the total area of land identified in (a) and (b);

(d) Calculate the total number of existing dwelling units located on the land identified in (a) and (b); and

(e) Calculate the net density of residential development on the land identified in (a) and (b).

(6) For lots and parcels that are split:

(a) Between a residential and a non-residential comprehensive plan designation or zoning district, the BLI shall include only the area that is residentially designated or zoned for purposes of determining lot and parcel size or development capacity.

(b) Between two different types of residential comprehensive plan designations or zoning districts, the BLI shall include each portion of the parcel separately for purposes of determining lot and parcel size or development capacity.

## **OTHER BUSINESS**

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### **Election of Planning Commission Officers (Chair and Vice-Chair)**



# Memo

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DATE: May 14, 2024  
TO: Planning Commissioners  
FROM: Derek Severson, *Planning Manager*  
RE: Election of Officers (Chair/Vice Chair)

## **Background**

Chair Verner and Commissioner Kencairn were reappointed to terms ending April 30, 2028 at the May 7<sup>th</sup> City Council meeting.

[AMC 2.10.050](#) provides that:

At its first meeting following the appointment or reappointment of members each year, the advisory commission or board shall elect a chair and a vice-chair who shall hold office at the pleasure of the advisory body. Neither the chair nor vice-chair shall serve as an officer for more than three consecutive annual terms. Without the need for an appointment, the head of the City Department staffing the commission, committee or board shall be the Secretary and shall be responsible for keeping an accurate record of all proceedings.

## **Next Steps**

The Planning Commission will need to conduct elections for a chair and vice-chair at the May 14<sup>th</sup> meeting.

### **COMMUNITY DEVELOPMENT DEPARTMENT**

51 Winburn Way  
Ashland, Oregon 97520  
[ashland.or.us](http://ashland.or.us)

Tel: 541.488.5305  
Fax: 541.552.2050  
TTY: 800.735.2900





# **INFORMATIONAL ONLY**

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## **This Small New Jersey Town Became a Different Kind of Suburb**





BINYAMIN APPELBAUM

# This Small New Jersey Town Became a Different Kind of Suburb

March 25, 2024

**By Binyamin Appelbaum**

Mr. Appelbaum is a member of the editorial board and covers economic policy and business. He reported from Palisades Park, N.J., for this essay.

A potential remedy for New York’s housing crisis — and the similar crises in other coastal cities — is on display in this small New Jersey town two miles west of the George Washington Bridge.

Palisades Park is one of the few places in the New York metropolitan area where it is legal to replace a single-family home with something other than another single-family home. Over the last few decades, developers have bulldozed many of the old houses and replaced them with bigger, fancier duplexes.

There have been some growing pains, but many more people are now able to live in Palisades Park. Since 1990, the population has increased by 40 percent. The main street has revived and flourished, becoming a destination for Korean food. And the growth has allowed Palisades Park to reduce its tax rates.

One of the most important causes of the region’s housing crisis is the dearth of construction in communities around New York City, where most residential land is reserved exclusively for single-family homes. It is illegal to build more housing on that land, and so it has become impossible to provide enough.

The homes get larger, and the prices go up, but the number of residents does not increase.

Opponents of allowing more homes in suburban communities have sought to scare voters — so far, quite successfully — by insisting any changes in building rules will end in skyscrapers. Last year, after New York’s governor, Kathy Hochul, proposed some minor leniencies to allow a little more housing construction, one Long Island politician said the plan would “turn Nassau County into New York City.”

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Palisades Park shows that a little more density can deliver big benefits. A quirk in the town's zoning code, which dates back to 1939, allows two homes on most residential lots — but no more than two. The reasons for that unusual provision are lost to history, and for a long time it didn't really matter. But in the 1980s, Korean immigrants began moving to the area, and as demand increased, developers discovered that they could turn a single house into two homes.

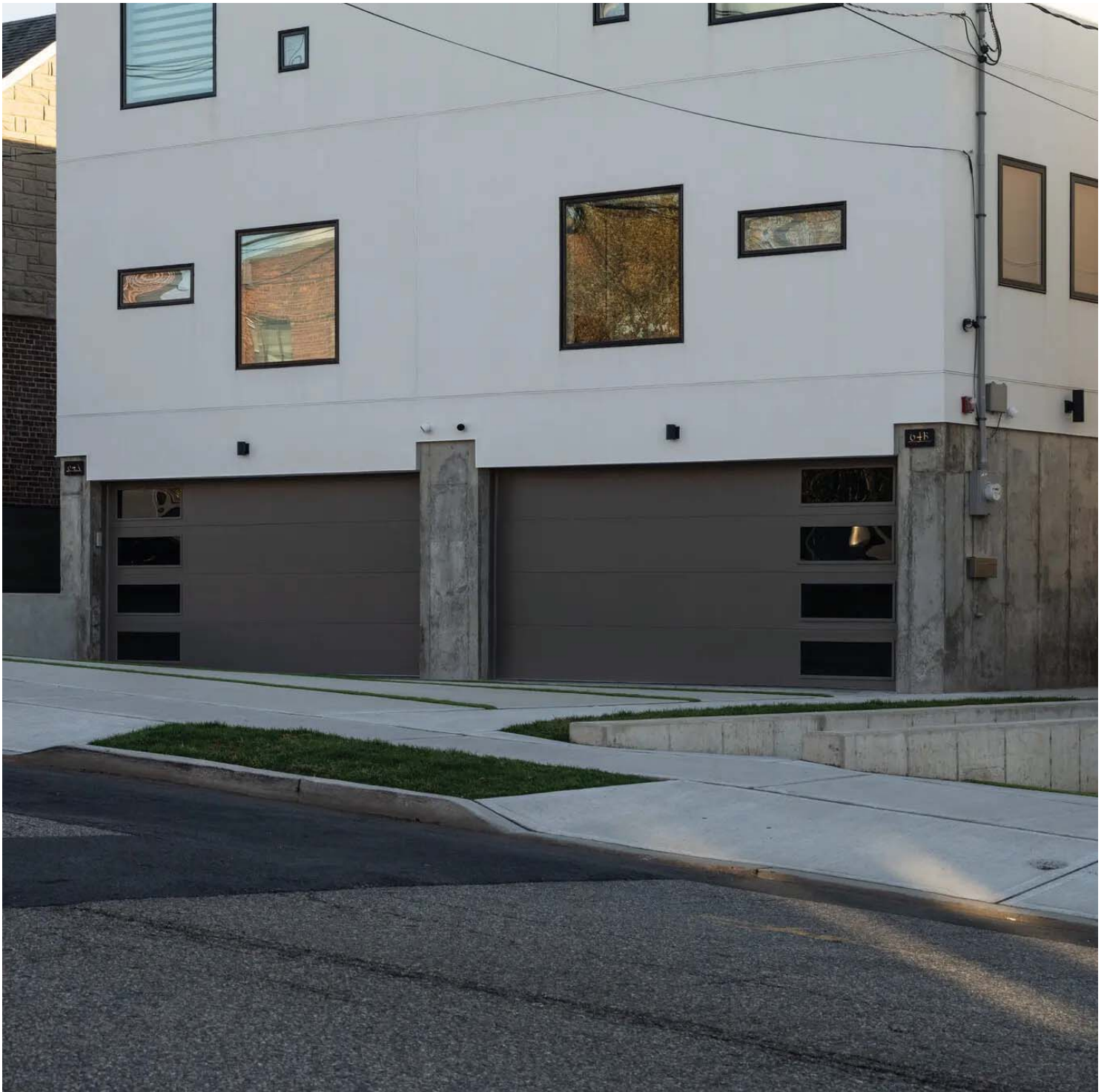
The new duplexes are typically both more valuable than the homes they replace. That has allowed Palisades Park to cut property tax rates even as its budget has increased. In the early 2000s, Palisades Park and the adjacent town of Leonia, where it is illegal to build duplexes, both taxed homes at roughly the same rate. Last year, Palisades Park's property tax rate was less than half of Leonia's.





Carl Wooley for The New York Times





Carl Wooley for The New York Times

Allowing more density does not mean that existing homes are immediately torn down and replaced. It will take a few more decades before the supply of single-family homes in Palisades Park is exhausted. Edward Pinto, a co-director of the housing center at the American Enterprise Institute, a center-right think tank, has found that a typical annual rate of redevelopment is about 2 percent of the parcels in a given area that are legally available and economically attractive.

Mr. Pinto grew up in Palisades Park, in a single-family home built by his father, and I first heard about the changes in the town from him.

Like many proponents of increased housing construction, Mr. Pinto used to focus on the need to make room for larger apartment buildings. But on a visit to Palisades Park a few years ago, he was struck by how the town had changed. His childhood home had been replaced by a duplex, as had many of the other homes. It caused a shift in his thinking — a recognition of the value of what he calls “light-touch density,” meaning the replacement of single-family homes with a few more units.

One key benefit is that this kind of construction doesn’t require large-scale government coordination or investment.

“You don’t need a renewal plan,” said Mr. Pinto. “You don’t need subsidies. All you need is the right to build duplexes.” He added that if duplexes had been legal across northern New Jersey — not to mention suburban counties in New York and Connecticut — “we would be in a very different situation today.”

Versions of this idea are increasingly popular in other parts of the United States. While the specifics vary, the common theme is allowing the construction of a little more housing in areas previously reserved for single-family homes. California passed a law in 2021 allowing the construction of up to four units on single-family lots, although local governments have found other ways to stymie development. California has been more successful in allowing homeowners to add an apartment to any residential property. More than 80,000 of these “accessory dwelling units” have been permitted since 2016.

The cities of Minneapolis and Charlotte, and the states of Washington, Montana and Maine are among those that eliminated most single-family zoning in recent years. Communities across the country have made it easier to build accessory dwelling units.

In the New York region, however, politicians continue to sit on their hands. Ms. Hochul deserves credit for her blunt diagnosis that the state needs more housing, but she hasn’t made any discernible progress in building a political coalition sufficient to overcome the intransigence of the suburbs.

It is understandable that residents like their communities and fear change. A few years ago, Halyna Lemekh, a professor of sociology at St. Francis College who has lived in Palisades Park for two decades, decided to study her own community, interviewing dozens of residents about its transformation. “Many people expressed their resentment that it became a citylike place with less greenery,” she said. “This wasn’t just a face lift. It’s a very different place from what they knew as children.”

But Ms. Lemekh also found that the current residents of Palisades Park are generally pretty happy to be living there. And the important point is that more people are now able to live there.

New York and New Jersey should end single-family zoning so more people can build the communities they want and need.

And to those wary of change, I'd encourage you to take the opportunity to see what the future could look like. Visit Palisades Park.

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Binyamin Appelbaum is the lead writer on economics and business for The Times editorial board. He is based in Washington. [@BCAppelbaum](#) • Facebook

A version of this article appears in print on , Section SR, Page 9 of the New York edition with the headline: New Jersey Has a Lesson for New York's Housing Crisis