



Council Business Meeting

November 7, 2023

Agenda Item	Croman Mill Development Update Presentation by Townmakers LLC		
From	Brandon Goldman, AICP	Community Development Director	
Contact	Brandon.goldman@ashland.or.us		
Item Type	Requested by Council <input checked="" type="checkbox"/> Update <input checked="" type="checkbox"/> Request for Direction <input type="checkbox"/> Presentation <input type="checkbox"/>		

SUMMARY

Townmakers LLC is in the process of developing a conceptual plan for the redevelopment of the 61-acre former Croman Mill site. The City Council has requested Townmakers LLC provide quarterly updates to the City Council regarding the ongoing design process before a formal proposal to amend the Croman Mill District is prepared and presented to the City for consideration.

POLICIES, PLANS & GOALS SUPPORTED

The Croman Mill District currently includes five zones, Compatible Industrial (CM-CI), Mixed Use (CM-MU), Neighborhood Center (CM-NC), Office Employment (CM-OE), and Open Space/Conservation (CM-OS) and is regulated as a special district within Ashland’s Land Use Ordinance ([chapter 18.3.2](#)).

BACKGROUND AND ADDITIONAL INFORMATION

In September 2021, the owners of the former Croman Mill site, along with the development team known as Townmakers LLC, began planning for a mixed-use development on the property. This development will include commercial, employment, light industrial, and residential components.

The property covers 60.92 acres, with almost all of it falling within the City Limits except for a 6-acre section along Siskiyou Blvd., which is inside the Urban Growth Boundary and will be brought into the city as part of the development proposal.

Townmakers LLC has created a preliminary concept for the site's development and has shared this concept with the Planning Commission, the City Council, and the public in an open house held in January 2022. After presenting an update to the City Council on October 3, 2022, the Council requested periodic updates from Townmakers LLC on the project’s progress. The most recent presentation to the City Council by Townmakers LLC occurred on February 6, 2023. Following this update, Townmakers LLC has refined their phasing plan for the development, conducted reviews of transportation infrastructure, and prepared a pre-application for City Staff to review, including proposed code amendments and conceptual designs for the annexation of the southern part of the property.

FISCAL IMPACTS

Approval of amendments to the Land Use Ordinance and the Transportation System Plan (TSP) in relation to a redevelopment plan for the Croman Mill District will be necessary. It’s crucial to emphasize that this consideration of the formal proposal is a legislative decision and will involve public hearings before the





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Planning Commission and City Council. However, it's important to stress that, at this point, there are no immediate fiscal implications to be taken into account.

Additionally, it's worth noting that if either the City or the applicant decides to explore the possibility of establishing an urban renewal district, this would carry significant fiscal implications. Such an endeavor would necessitate the allocation of both staff time and specialized expertise to conduct a thorough evaluation of the fiscal impacts and opportunities associated with the creation of the urban renewal district. This evaluation would be a distinct and consequential phase of the project, which would require careful consideration and analysis in the future.

DISCUSSION QUESTIONS

Townmakers LLC is available at this Council meeting to briefly present their current concept plan, and to address questions the Council may have prior to formalizing a development proposal to submit for consideration.

REFERENCES & ATTACHMENTS

- Croman Preapplication Submittal Excerpt Oct. 2023



APPLICATION FOR CROMAN MILL REDEVELOPMENT

Background narrative for pre-application conference, City of Ashland, OR

Summary

The subject area is 60.92 acres comprising a former timber mill site and adjoining homestead, lying at the southern end of Ashland, Oregon. The proposed development includes approximately 500 residences and 150,000 square feet of light industrial and commercial, as well as ancillary civic uses.

In a recent report on economic diversification of the City, the economics consulting firm ECONorthwest describe the Croman Mill site as “Perhaps the property with the most potential to redefine its area,” by creating a mixed-use development that provides family-wage jobs, employment and needed housing.¹

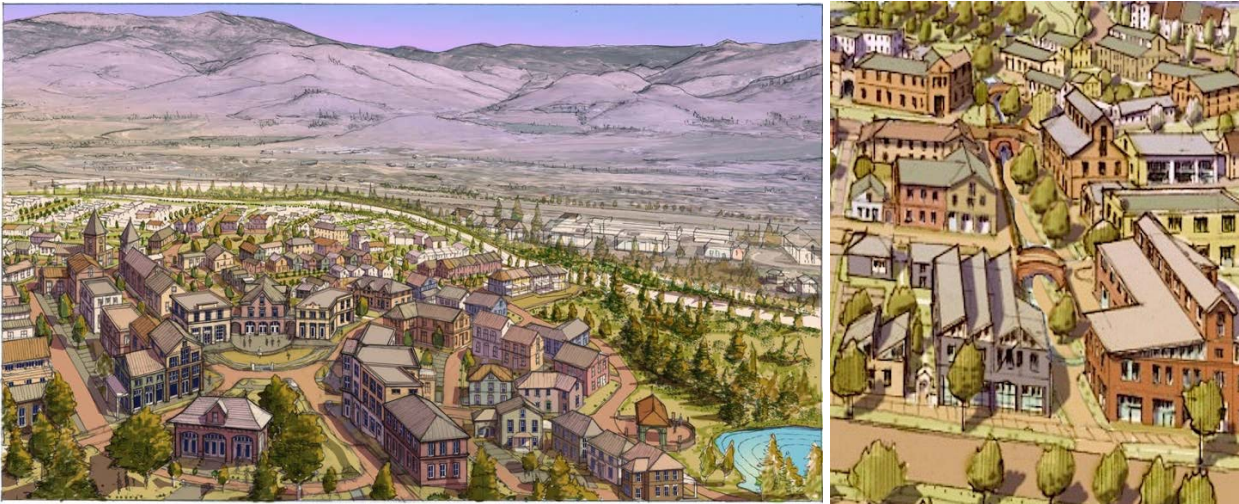
Accordingly, the Townmakers team’s draft master plan features a walkable, mixed-use, live-work-play, sustainable form of urbanization that will incorporate climate-friendly strategies, seek to add core employment and family wage jobs, and provide much-needed housing supply, including affordable and workforce housing.

The proposed applications include a Land Use Ordinance Amendment (AMD 18.3.2), a Transportation System Plan Amendment, a Comprehensive Plan Amendment, a Zone and Comprehensive Plan Map Change, an Annexation Application for the southern (County) portion of the site, and other related Development Applications. Concurrently, we are also submitting a Transportation Impact Analysis, Economic Opportunities Analysis Update, and a Housing Capacity Analysis Review.



Left: the site. Right: the current master plan showing potential use areas.

¹ <https://www.ashlandchamber.com/files/2022AshlandEconDiversificationStrategy.pdf>



Left: Bird's-eye view of "civic core" looking north from Siskiyou Boulevard. Right: The compatible industrial or "makerspace" district, integrated with nearby housing. Illustrations by Laurence Qamar for Townmakers LLC.

Also associated with the application will be a draft Development Agreement, to be finalized as part of the entitlement. This agreement will establish a framework of phasing and delivery of employment-related lands and uses. It may also include agreements on any deviations from City standards for streets, lots, parking, and related features (although as many of those as possible will be included in the draft Land Use Ordinance Amendment).

The draft Land Use Ordinance Amendment (18.3.2.) proposes modifications only to the relevant sections that deal with the Townmakers site. Other parts of the Croman Mill district would remain largely unmodified, except as required to comply with the Townmakers master plan (e.g. street alignment).

Another key feature of the draft Land Use Ordinance is to preserve as much flexibility as possible in responding to the market, while providing additional baseline commitments of land uses and buildouts by phase through the Development Agreement.

The Development Agreement would commit to a formula of delivery for each of three phases, prior to commencement of subsequent phases, corresponding to the takedown schedule agreed to in the Townmakers' purchase and sale agreement for the property, as follows:

	<i>Minimum Employment Land Area²</i>	<i>Minimum Employment Buildings³</i>	<i>Maximum Housing Area⁴</i>	<i>Minimum Affordable Units (80% AMI)⁵</i>
Phase 1	150,000 SF	10,000 SF	300,000 SF	10
Phase 2	150,000 SF	10,000 SF	300,000 SF	10
Phase 3	(n/a) ⁶	(n/a) ⁶	(Maximum Per Entitlement)	(n/a) ⁶

In addition, the draft Land Use Ordinance will set the terms of achieving the State's "Climate Friendly Area" designation as sought by the City for the Townmakers property specifically.

² Net lot areas served by completed infrastructure. Surpluses carry over to reduce required minimums in subsequent phases.

³ Tenant-ready shell spaces. Surpluses carry over to reduce required minimums in subsequent phases.

⁴ Net lot areas served by completed infrastructure (number of units to be determined per density parameters)

⁵ Minimum as required by statute, in addition to "middle housing" and "attainable housing"

⁶ (Last phase would not have minimum conditions for subsequent phases)

Following is a draft phasing map that illustrates the phases and their units (to be finalized and agreed to in the Development Agreement):



Croman Mill Neighborhood, Ashland, Oregon
Town Makers LLC., Developers

Qamar and Associates Inc. - Urban Design
Structura Naturalis Inc. - Planning

0 100 200 400ft.



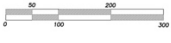
3. EXISTING CONDITIONS AND TOPOGRAPHY



MAP NARRATIVE:

PURPOSE: TO GRAPHICALLY DEPICT THE RECORD BOUNDARIES OF THE VARIOUS PROPERTIES AND OVERLAY 1998 CITY OF ASHLAND AERIAL MAPPING TOPOGRAPHY AND RECENT AERIAL PHOTOGRAPHY.

PROCEDURE: COMPUTED THE BOUNDARY OF THE SUBJECT TRACTS USING SURVEY NO. 17207 WHICH SURVEIRED THESE TRACTS USING SURVEY 4847 AND 17207; COMPUTED THE POSITIONS OF TWO CONTROL POINTS USED IN THE 1998 CITY AERIAL MAPPING CONTROL; THEN ROTATED AND TRANSLATED THE AERIAL MAPPING ONTO THE CALCULATED RECORD BOUNDARY; THEN BEST FIT THE AERIAL PHOTOGRAPHS ONTO THE RECORD BOUNDARY. THE TRACK LINES ARE SHOWN FOR INFORMATIONAL PURPOSES.



REGISTERED PROFESSIONAL LAND SURVEYOR
James E. Kauffman
 JULY 17, 1986
 JAMES E. KAUFFMAN
 2324
 GENERAL DATE: 6-30-21

RECORD BOUNDARY MAP
 ASSASSY'S MAP # 391E14AC TL'S 800,900,1600,1700
 391E14D TL'S 800,900,1000,1200,1300
 FOR CROSS & KAUFMAN
 801 AVE
 WHITE CITY, OR 97503

L.J. FRAP & ASSOCIATES P.C.
 REGISTERED LAND SURVEYORS
 112 S. 10TH ST., SUITE 200
 WHITE CITY, OR 97503

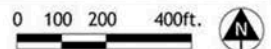
DATE: 21 AUG 2020
 SCALE: 1 inch = 100 feet
 DRAWN BY: JEF
 CHECK BY: JEF
 LOCATION OF JOB: 20176

4. PROPOSED ILLUSTRATIVE MASTER PLAN

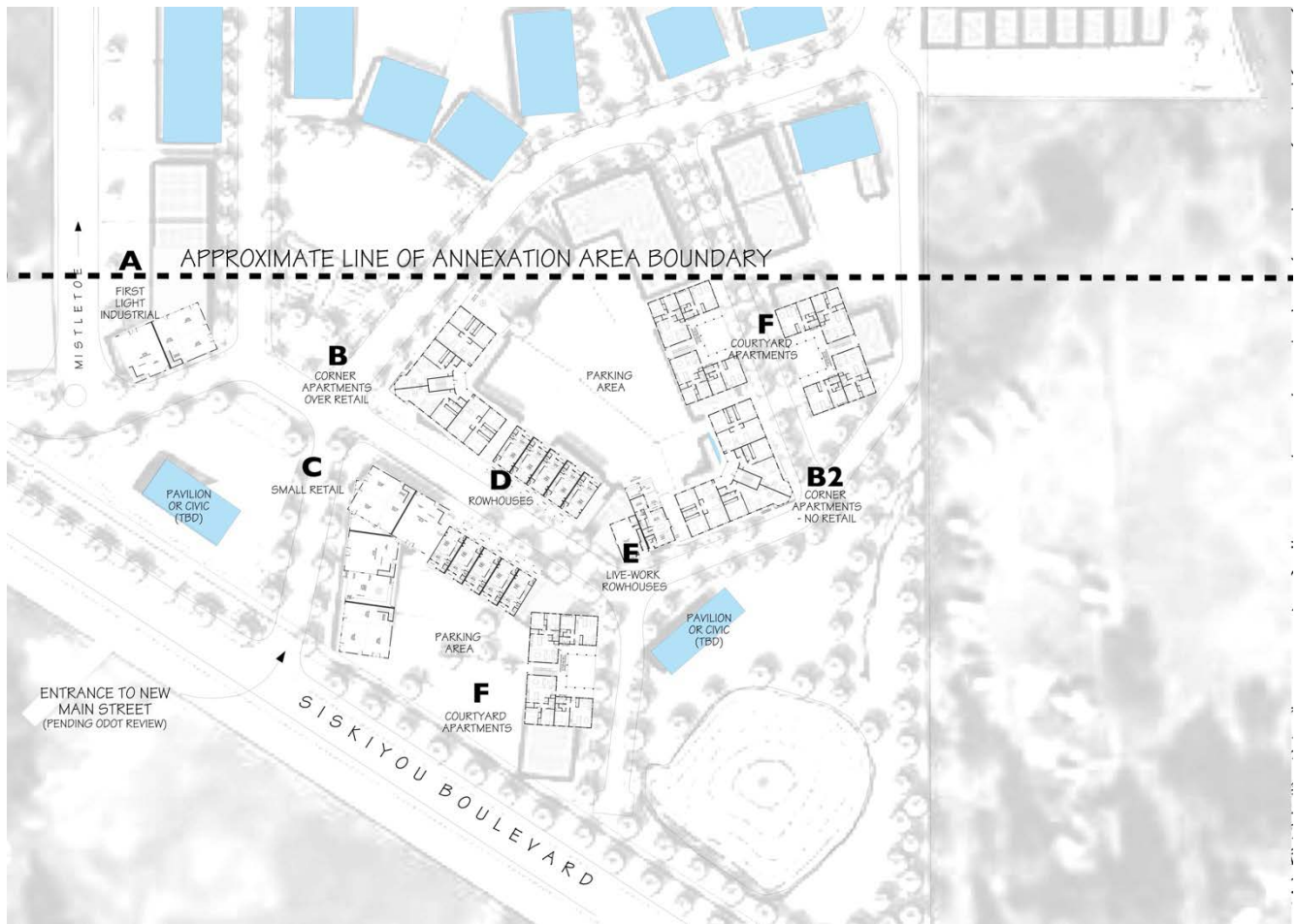


Croman Mill Neighborhood, Ashland, Oregon
Town Makers LLC., Developers

Qamar and Associates Inc. - Urban Design
Structura Naturalis Inc. - Planning

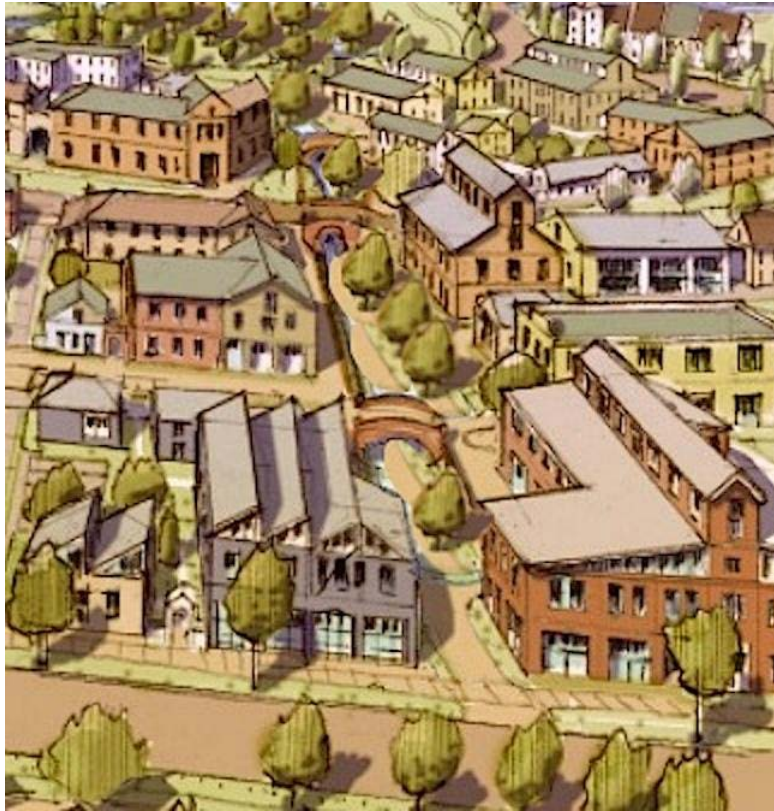


5. PROPOSED PHASE ONE (INCLUDING BUILDINGS AND LANDSCAPE)

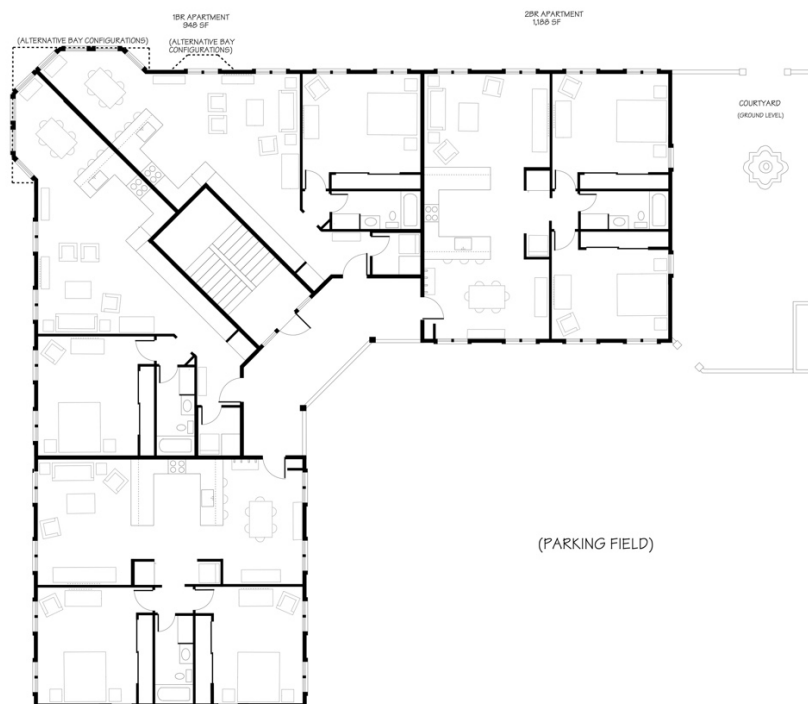


Phase One includes a representative sampling of all buildings in future phases, including “compatible industrial,” commercial, and residential, as well as parks and open space. The residential includes single-family as well as multi-family.

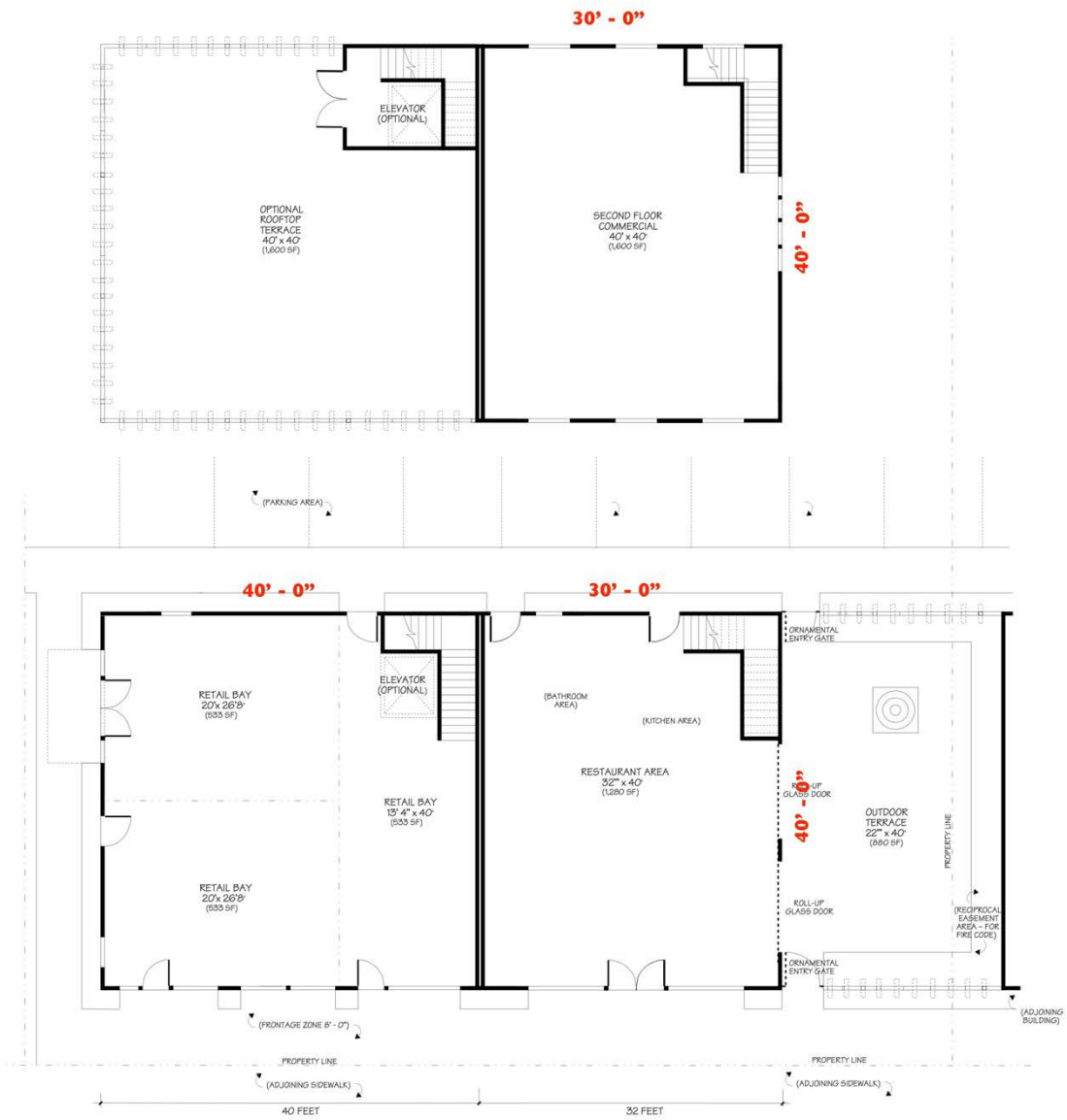
A. Compatible Industrial:



B. Corner Apartments Over Retail:
(Elevation pending)



C. Small Retail:

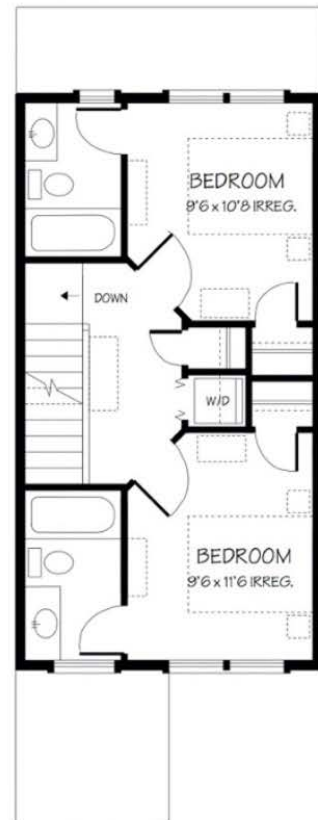


D. Rowhouses:



FIRST FLOOR

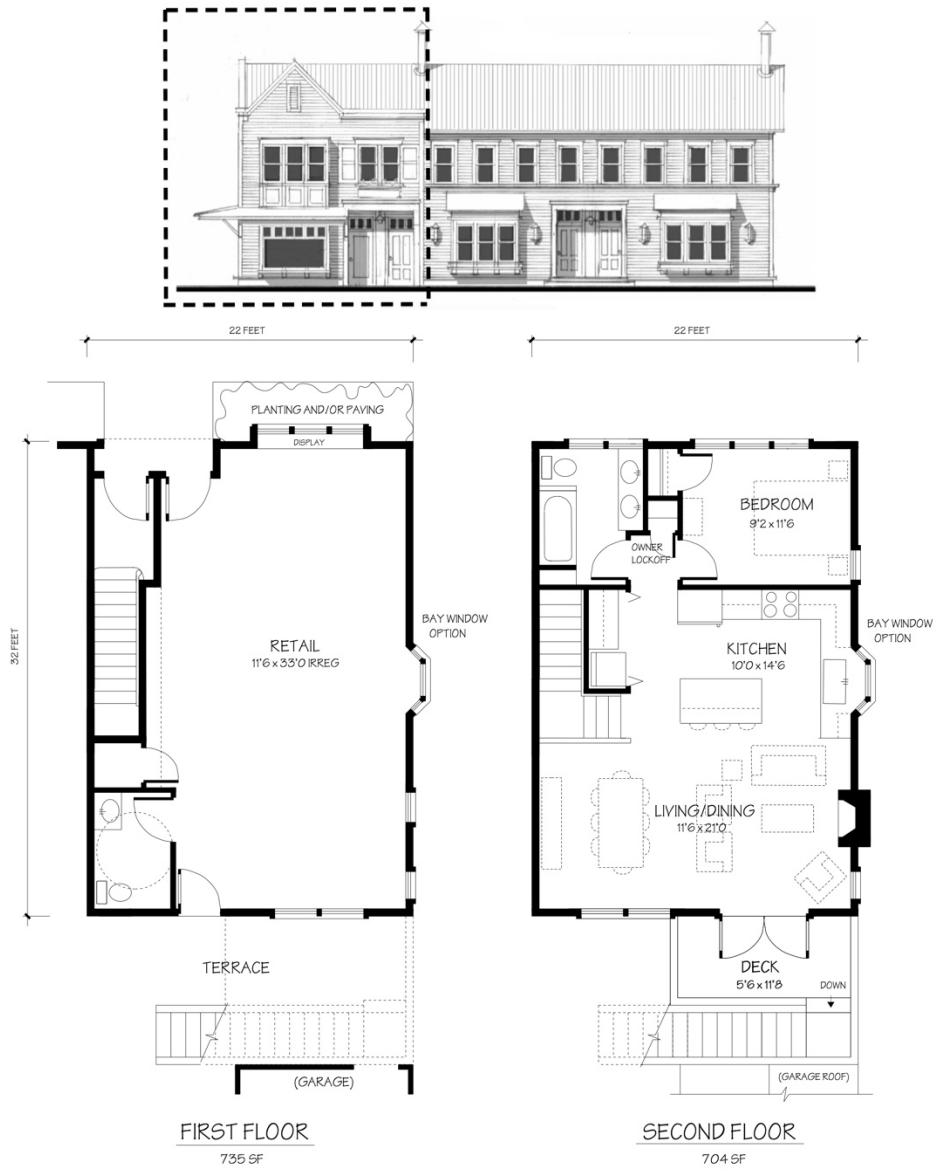
512 SF



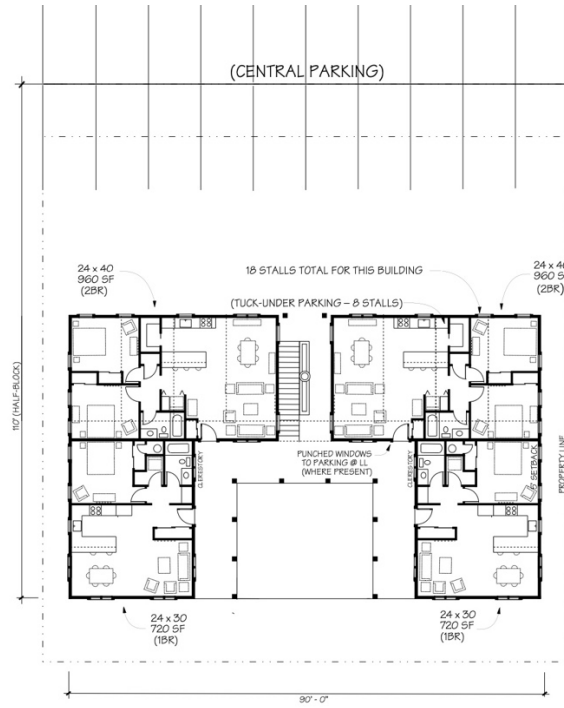
SECOND FLOOR

480 SF

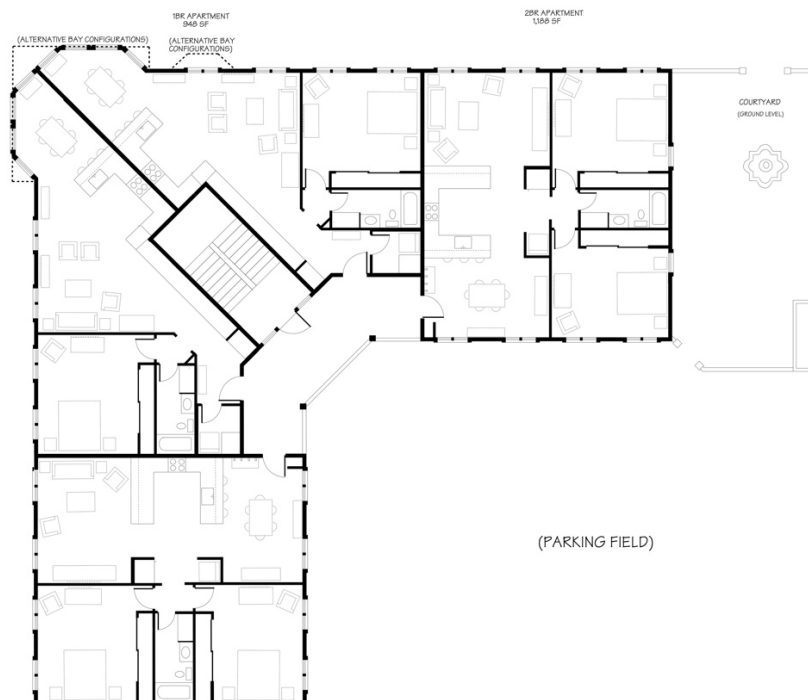
E. Live/Work Rowhouses:



F. Courtyard Apartments:
(Elevation Pending)



B2: Corner Apartments (No Retail):
(Elevation Pending)



**6. JOHNSON ECONOMICS RECOMMENDED LAND USES MEMO
(ADDENDUM TO ECONOMIC OPPORTUNITIES ANALYSIS UPDATE)**



August 3, 2023

Mike Weinstock
TOWNMAKERS

Dear Mr. Weinstock,

The purpose of this letter is to report on the findings of our Economic Opportunities Analysis (EOA) update for the City of Ashland, Oregon, as they apply to your proposed redevelopment of the Croman Mill site in Ashland.

As you know, we recently completed an addendum to update the City's 2007 EOA. Following are our key findings as they apply to your site:

- *The current buildable acres inventory of industrial/office in the city is more than enough to satisfy the State's requirements and support City's Comprehensive Plan goals, even without adding any new industrial/office at the Croman Mill site.* This reflects the fact that employment growth and demand for employment land has been sluggish since 2007. Using a reasonable forward projection from this data, my report shows a current surplus of 101.6 acres of industrial/office buildable acres, whereas there is 61.1 buildable acres available at your Croman Mill site. Therefore, even with a total rezone of the industrial/office land at the Croman Mill site, the City would retain a surplus of 40.5 buildable acres.
- *In addition, I reported a modest deficit of commercial buildable land (retail, office, health) of 3.6 acres, which could be accommodated at Croman Mill.* This might work well in conjunction with surrounding mixed use industrial/office and residential, as your plan proposes.
- *Notwithstanding the State's land use requirements, the City has goals for employment growth, and has expectations that the Croman Mill site can provide an opportunity to grow the city's employment capacity.* Your plan aims to meet those goals with a mix of industrial, office, commercial, and residential. You also note that there is now a critical need for more diverse residential (as reported in the City's 2022 Housing Needs Analysis) and this housing can be complementary to compatible industrial, office and retail, by providing an economically competitive "live-work-play" neighborhood for employees as well as employers. In my opinion and based on my findings, this is a reasonable approach that is responsive to the City's stated goals.
- *For the purposes of establishing employment density estimates and targets, I recommend the values of 18 employees per acre for light industrial, office and/or retail land use zones, and 6 employees per acre for residential land uses.* The relatively high value for residential land use comes from the greatly increased patterns of working from home as well as home-based businesses and live-work formats, particularly in the wake of the COVID pandemic. The evidence suggests that these trends were already developing before the pandemic, have accelerated during the pandemic, and are likely to persist.



- *You have proposed a land use allocation formula of 1/3 light industrial, office and retail, and 2/3 mixed use residential, which I believe is a reasonable target.* Under this formula, an average employment density would be 10 employees per acre (1/3 @ 18 + 2/3 @ 6, divided by 3), which in my opinion is a reasonable project-wide target.
- *You have also proposed to deliver completed industrial/office sites totaling 1/3 of all sites in each phase, over three total phases, which I believe is a reasonable market-facing approach.* With shovel-ready sites, and with appropriate recruitment and marketing efforts, I believe Croman Mill will be well-positioned to capture the maximum potential market response with a competitive offering.

A copy of our EOA update is attached. I will be happy to answer any questions you may have.

Sincerely,

Jerry Johnson
Principal
Johnson Economics LLC