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Prepared by the City of Ashland  
Department of Community Development  
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**CITY OF  
ASHLAND**  
*2005 Buildable Lands Inventory Update*

The purpose of conducting a “Buildable Lands Inventory” (BLI) is to allow a community to increase the probability that needed housing will be built. Through the process of inventorying vacant and underdeveloped (partially vacant) properties, a community can determine whether or not there exists an adequate supply of buildable land within their Urban Growth Boundary (UGB). If it is determined that future housing needs will require more buildable land than is available, the community’s governing bodies can make informed decisions, and implement the appropriate measures to provide for the housing need.

To a certain extent, the methodology and assumptions used in this analysis are based on state policies. The City of Ashland must comply with the requirements of House Bill 2709 as codified in Oregon Revised Statutes. House Bill 2709 provides definitions of buildable lands (ORS 197.295), requirements for coordination of population projections (ORS 195.036), and sets forth specific requirements regarding the assessment of buildable lands for needed housing (ORS 197.298). In addition ORS 197.296 established specific requirements for planning and plan implementation for needed housing types.

The process of conducting a BLI can be divided into two components. This *land component* is a broad-brush assessment of whether the Urban Growth Boundary (UGB) contains enough land to satisfy the community’s 20 year housing need, assuming development continues at the average density that has recently occurred. The second component is the *housing needs analysis*. Through an analysis of past development trends, population projections, and local demographic information, we can estimate the quantity and types of housing units likely to be needed within the planning period.

## Land Component

In order to determine the actual amount of land available within Ashlands UGB, the 1999 and 2001 Buildable Lands Inventory data bases were used as primary references. Building Permit data was collected to identify all properties that were developed since the prior update (2001) and those developed properties were subtracted from the BLI available categories. Further, aerial photos and the City of Ashland Geographic Information System were used to closely examine properties remaining as available to identify physical constraints to development. This examination yielded a gross percentage of each lot that would be suitable for development. This percentage was used to determine the ‘net’ buildable acres on each parcel. To verify the accuracy of the draft BLI map staff conducted site visits to 6 areas that had experienced significant development since 2001. The ‘ground truthing’ allowed for refinement of the BLI to appropriately represent the consumption of property within the City.

The following definitions were used in evaluating land availability:

“Buildable Land” means residentially 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 unless otherwise provided for at the time of acknowledgment, and land within the 100-year flood plain was not considered buildable in conducting this BLI. For the purposes of the 2005 update of the Buildable Lands Inventory “redevelopable lands” were not included as net buildable area. Typically the “redevelopment” functions to merely replace one structure with a new one satisfying the same use.

### *Vacant:*

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

Vacant/Undevelopable = Unbuildable acres include vacant areas:

- 1) with slopes in excess of 35%
- 2) within the flood way
- 3) within the 100 year flood plain
- 4) in resource protection areas
- 5) not expected to have service availability within 20 years (City Capital Improvement Plan, Future Street Dedication Map)

Vacant/Airport = land reserved for Ashland Municipal Airport expansion

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

Vacant/Parking = Paved parking lots

### *Partially Vacant:*

Partially vacant lots were determined to have buildable acreage if the lot size was equal to, or greater than, the minimum lot size requirements set for residential density [in each

zone]. These parcels account for a considerable amount of Ashland’s future land supply. For instance a five-acre parcel occupied by only one home is considered partially vacant, however the percentage of land that is available may be 80%. Thus in this hypothetical example the partially vacant property would yield four acres of net buildable land.

*Residential Density*

Density of potential residential development was determined by referencing the City’s Comprehensive plan. The number of dwelling units allowed per acre, for each zone, includes accommodations for public facilities (see Table 1). The density allowance coefficient (ie. “13.5” du per acre in R-2) was initially determined to include accommodations for needed public facilities land, thus a “gross buildable acres”- to- “net buildable acres” reduction, for public facilities, has been omitted.

Table 1: Residential density assumptions:

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

**Buildable Acres**

Within the following tables the amount of ‘net’ buildable acres are provided for both the City Comprehensive Plan Designations, as well as the City zoning types. The primary distinction between the two is that within the UGB, but outside the City Limits, there exists a considerable amount of buildable land that is not currently zoned to urban densities. All told there is approximately 580 net acres of land within Ashlands UGB that is considered buildable. There is only 338 acres within the City Limits that is currently available.

<b>COMPREHENSIVE PLAN</b>	<b>2005 Net BA UGB</b>
Airport	3.95
Commercial	5.68
Downtown	0.10
Employment	92.42
Industrial	56.66
SOU	17.68
HC (R-2 for Residential)	0.22
NM	22.95
Suburban R	35.62
LDR	35.29
SFR	205.47
SFRR	51.84
MFR	41.63
HDR	6.92
Woodland	3.22

<b>CITY ZONES</b>	<b>2005 Net BA City</b>
C-1	5.68
C-1-D	0.10
E-1	41.59
HC	0.22
M-1	49.21
NM	22.95
R-1-10	20.18
R-1-3.5	0.39
R-1-5	84.32
R-1-7.5	35.27
R-2	8.29
R-3	6.92
RR- .5	38.08
RR-1	3.19
SO	17.82
WR	3.22
county	242.22

## **Housing Needs Component**

This 2005 update primarily addresses the consumption of land since the prior (2001) inventory to quantify the amount of land available within the UGB and City Limits as of November 2005. A comprehensive housing needs analysis is not provided at this time, nor is a projection of needed housing types. A projection of 'needed units' based only on recent development trends would by definition continue to anticipate that unmet housing needs would be continued into the future. For this reason it may not be appropriate to simply determine the yearly consumption average and multiply that by 20 to determine a twenty year supply need.

A housing needs projection based solely on past development trends would continue to anticipate that any unmet housing needs would be continued into the future. For this reason it may not be appropriate to simply determine the yearly consumption average and then multiply that by 20 to determine a twenty year supply need. Further changes in the community demographics, including number of "people per household" have a dramatic impact upon the needed land area independent of past consumption rates. However as a simplified methodology, assuming past development patterns are consistent with the community need, the annual consumption rate can provide general insight into the City's supply standing based on a snapshot of current development patterns. Statistically, the longer the period of consumption that is used to determine the annual rate, the better the forecast of future development patterns will be.

The relationship between lot size and square feet of living space is key in determining how land will be consumed by future development. As persons per household have decreased over time, the average square footage of floor area has increased. This disparity results in an increase in the consumption of total acreage relative to the number of people housed. A secondary result of this inverse relationship between smaller households in larger dwelling units is an increase in housing costs per person. The construction of "oversized" housing units, occupied by smaller households, thus accelerates the depletion of available land, thereby increasing land prices and housing prices.

The Buildable Lands Inventory, and housing needs projection can be useful tools in evaluating the appropriate distribution of units by housing type. With this information policy decisions necessary to equate the percentage of units by housing type with the limited amount of land available and zoned appropriately to satisfy that need are possible.

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

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

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

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

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

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

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

- (a) Commensurate with the financial capabilities of present and future area residents of all income levels during the planning period;
- (b) Consistent with OAR 660-007-0010 through 660-007-0037 and any other adopted regional housing standards; and
- (c) Consistent with Goal 14 requirements for the efficient provision of public facilities and services, and efficiency of land use.

(7) "Manufactured Dwelling" means:

- (a) Residential trailer, a structure constructed for movement on the public highways that has sleeping, cooking and plumbing facilities, that is intended for human occupancy, that is being used for residential purposes and that was constructed before January 1, 1962;
- (b) Mobile home, a structure constructed for movement on the public highways that has sleeping, cooking and plumbing facilities, that is intended for human occupancy, that is being used for residential purposes and that was constructed between January 1, 1962, and June 15, 1976, and met the construction requirements of Oregon mobile home law in effect at the time of construction;
- (c) Manufactured home, a structure constructed for movement on the public highways that has sleeping, cooking and plumbing facilities, that is intended for human occupancy, that is being used for residential purposes and that was constructed in accordance with federal manufactured housing construction and safety standards regulations in effect at the time of construction;
- (d) Does not mean any building or structure subject to the structural specialty code adopted pursuant to ORS 455.100 to 455.450 or any unit identified as a recreational vehicle by the manufacturer.

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

(9) "Manufactured Homes" means structures with a Department of Housing and Urban Development (HUD) label

certifying that the structure is constructed in accordance with National Manufactured Housing Construction and Safety Standards Act of 1974 (42 U. S. C. Sections 5401 et seq.), as amended on August 22, 1981.

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

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

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

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

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



# MEMO

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2005 Buildable Lands Inventory update  
Available Multi Family Residential Land

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TO: Bill Molnar, Interim Community Development Director  
From : Brandon Goldman, Housing Program Specialist  
Date: 12/8/2005

Pursuant to our discussion regarding the inventory of buildable land in the R-2 and R3 zones I have obtained a listing of all Permits issued between July 1<sup>st</sup>, 2005 and December 1<sup>st</sup>, 2005. The 2005 Buildable Lands Inventory was developed utilizing data from the City GIS system and the EDEN Building Permit database and was current through 6-30-2005.

Given the limited amount of multifamily zoned land (R-2 and R-3) available within the City it is imperative that decision makers evaluating annexation and zone change requests have the most up to date information available. Further the Ashland Housing Commission has an ongoing desire to evaluate the rate of consumption of residentially zoned lands as they evaluate strategies to address Ashland's affordable housing needs.

During the five month period (7-1-05 to 12-1-05) three properties within the R-2 zone previously considered vacant or partially vacant obtained building permits and can now be considered consumed:

391E15AD300 = 0.52 acres (9 new units, of which all nine are to be affordable ownership units issued 7/27/05)

391E11CC100 = 1.86 acres (32 new units, of which eight are to be affordable rental units – pending engineered median plan)

391E09AC3300 = .08 acres (was previously identified as partially vacant, 1 market rate unit added - issued 7/15/05)

Additionally, one parcel in the R-3 zone received a building permit within the last 5 months to create additional units and thus removing the acreage from the inventory.

391E10BC5100 = 0.43 acres (4 new units, of which all are market rate dwelling units – issued 9/30/05)



Cumulatively in the MFR zones 2.9 acres was consumed in the last five months. The 2005 BLI update recently released identified a combined total supply of 15.11 acres

Zone	2005 BLI	Consumed 7-1-05 thru 12-01-05	Remaining Buildable acreage
R-2	8.29	2.46	5.83
R-3	6.92	0.43	6.49
<b>Totals</b>	<b>15.11</b>	<b>2.89</b>	<b>12.32</b>

Although the above numbers provide a general over view of the amount of land remaining it is valuable also to consider the availability of both large parcels and small properties. This has relevance in terms of assessing the potential for actual development in the coming years.

Potential Dwelling units per buildable lot	Total number of lots
1	51
2	13
3	4
4	5
5	2
6	1
7	2
10	4
12	1
17	1

Of all the R-2 and R-3 properties with further development potential, over half (6.33 acres) of the net buildable land is from lots (51) with potential for only one additional dwelling. These lots can be envisioned as a 7000 square foot (R2) lot that currently contains a single family home, where a second dwelling could be added in the rear of the property. In the table above it is evident that there remain relatively few lots (11) that could be developed with 5 or more units. It appears that available supply of large lots necessary to create mid-sized attached rental housing projects (10-20 units) is limited, and there is no single R-2 or R-3 parcel available, within the City, that can currently accommodate a development of greater than 20 apartment units.

The Land Use Ordinance approval standards for annexations (18.106.030) establishes a criteria that there be less than a five year supply of vacant and redevelopable land in the proposed classification within the current city limits. The 1983 Comprehensive Plan's Housing Element provides an estimated that the land need for a 20 year supply of multi-family residential land was 54 acres. Utilizing this projection a 5-year supply would be approximately 13.5 acres. Under this methodology it currently appears that Ashland's City Limits contains a 4.56-year supply of multi-family residential.



The Comprehensive Plan's Housing Element also established a goal (6.11.4.a) that the City establish and maintain a database system which in part includes a measurement of vacant land and land consumption. This system was modernized in 1998 to be a Geographic Information System (GIS) based inventory. As part of this process the City examined the prior land inventory, then current aerial photographs, topography and GIS data, and the current zoning code to refine the methodology for determining what was considered vacant, partially vacant, redevelopable, and un-developable. The result of this undertaking was an inventory that more accurately assessed development potential, factoring in environmental constraints as well as careful examination of established neighborhoods where the zoning of these small lots would permit additional dwellings.

The 1998-1999 Buildable Lands Inventory quantified consumption of land from 1990-1998 to assist in projecting future distribution of housing types, and thus ensure an adequacy of the supply. Between 1990 and 1998 a combined 35.88 acres of multifamily land was developed. Since the conclusion of the 1998-99 BLI (through 12/01/05) an additional 23.7 acres of multifamily land has been consumed. Thus in a 16 year period (1-1-90 to 12-1-05) approximately 59.4 acres of R-2 and R-3 lands were developed. The consumption rate established by these past development trends is essentially 3.71 acres annually. Using this methodology a 5-year supply of multi-family lands would be 18.56 acres. Therefore the current 12.32 acre supply translates into an estimated 3.3 year supply of multi-family residential.

Therefore by examining the BLI assessment of available property zoned either R-2 or R-3 it appears there is presently a deficit of appropriately zoned land to satisfy a 5 year supply at this time. Although neither methodology examines the distinction between developments that would be very small (1-4 units), small (5-10), medium (5-20), or large (20 or more) it is worthy of consideration when assessing the availability of land suitable for the types of developments that would have an economy of scale to effectively target low and median income renters.

