

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 that the public testimony may be limited by the Chair and normally is not allowed after the Public Hearing is closed.

**ASHLAND PLANNING COMMISSION  
ASLAND HOUSING & HUMAN SERVICES COMMISSION  
JOINT STUDY SESSION  
OCTOBER 25, 2016  
AGENDA**

- I. **CALL TO ORDER:** 7:00 PM, Civic Center Council Chambers, 1175 E. Main Street
  
- II. **ANNOUNCEMENTS**
  
- III. **AD-HOC COMMITTEE UPDATES**
  
- IV. **PUBLIC FORUM**
  
- V. **DISCUSSION ITEMS**
  - A. **Local Housing, Employment and Income Trends.**  
Guy Tauer, State of Oregon Employment Department
  
  - B. **Housing & Human Services Commission Update.**
  
  - C. **Comprehensive Plan Housing Element Update.**
  
- VI. **ADJOURNMENT**

**CITY OF  
ASHLAND**



In compliance with the Americans with Disabilities Act, if you need special assistance to participate in this meeting, please contact the Community Development office at 541-488-5305 (TTY phone is 1-800-735-2900). Notification 48 hours prior to the meeting will enable the City to make reasonable arrangements to ensure accessibility to the meeting (28 CFR 35.102-35.104 ADA Title 1).

# Memo

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DATE: 10/25/2016

TO: Planning Commission and Housing & Human Services Commission

FROM: Brandon Goldman, Senior Planner

RE: Local Housing, Employment and Income Trends

## **Summary**

Guy Tauer, Regional Economist with the Oregon Employment Department, will present data at the joint study session regarding current trends in housing, employment and incomes within the Southern Oregon region. Analysis of current demographic trends allows for forecasting which an essential tool is in planning for the future growth of a community.

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## **Attachments:**

- Article: Rogue Valley's Economic Activity on the Upswing
  - Article: Rogue Valley Components of Population Change
- 



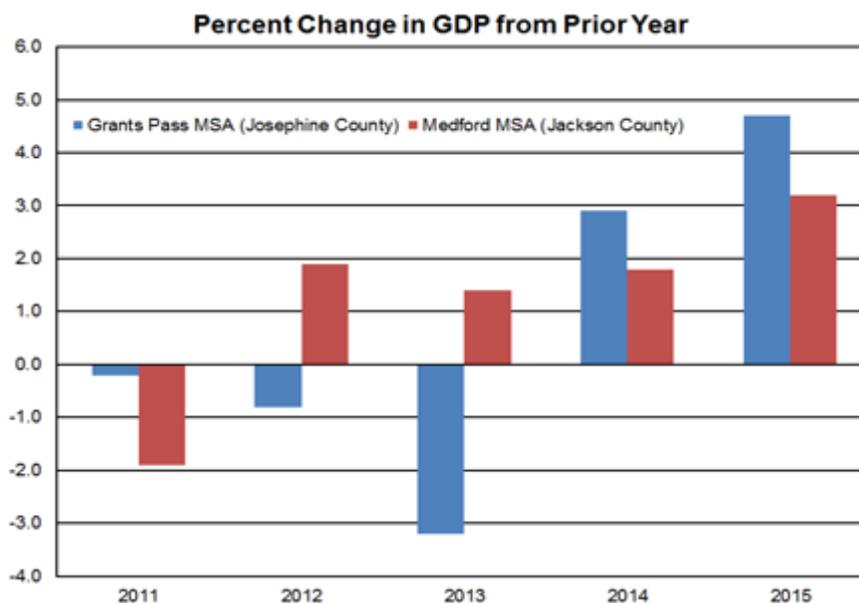


# Rogue Valley's Economic Activity on the Upswing

by Guy Tauer

October 18, 2016

The Federal Bureau of Economic Analysis (BEA) recently published the Gross Domestic Product (GDP) estimates for 2015. These preliminary estimates showed solid growth in economic output for the Grants Pass and Medford metropolitan areas (Jackson and Josephine counties). Rates of growth were not too surprising considering the levels of job growth

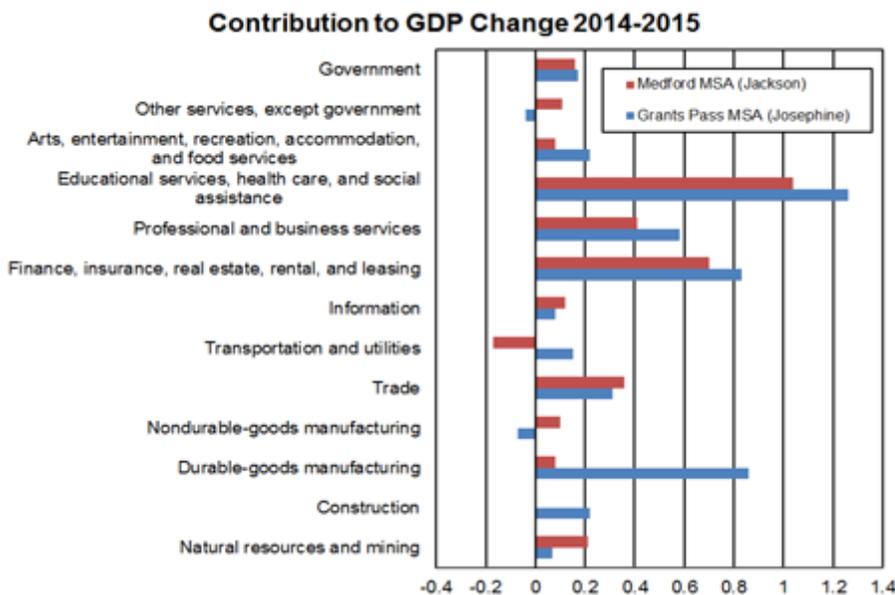


over the same period. In fact, Josephine County had the 29<sup>th</sup> fastest GDP growth among 292 U.S. metro areas. Josephine's GDP growth rate was 4.7 percent from 2014 to 2015, almost double the U.S. metro area average of 2.5 percent increase. Jackson County had the 86<sup>th</sup> fastest growth among all metro areas over that time. Even as U.S. metro area economies were expanding following the end of the Great Recession in 2011, it took until 2014 before Josephine County's GDP showed an increase.

As a reminder, gross domestic product represents an estimate of the total dollar value of all goods and services produced in a given geography over a specific time. It is the economy's output. The majority of this output is market production, meaning those goods and services produced for sale in the market. However, a portion of GDP is non-market production, such as education services provided by local governments or management of our public lands. Gross domestic product is equal to the value of final goods. For instance, if a business produces cogs (intermediate product) for clocks (final product) then their production is not directly counted in GDP. Instead GDP measures the value of the clock (final product), which theoretically includes the production value of the individual cog.

Jackson County's gross domestic product rose to \$7.16 billion in 2015. Levels of production in our

economy are relatively small compared with other metropolitan areas, ranking 241<sup>st</sup> out of 382 metro areas nationally, just behind Bend MSA's total GDP ranking. Jackson County's GDP rose by \$379 million from 2014 to 2015. Josephine's increased by \$132 million to reach \$2.02 billion, impressive increases for an economy the size of the Rogue Valley's. In terms of GDP growth rates, over the past five years Jackson County ranked 159<sup>th</sup> out of 382 areas. Josephine's five-year growth rate ranking was a bit lower, at 250<sup>th</sup> among U.S. metro areas.



Despite the rapid growth in GDP, levels of economic activity remain below pre-recession levels. Josephine County GDP figures were \$130 million lower than the previous peak in 2006, in inflation-adjusted dollars. Jackson County's 2015 GDP was \$556 million below the peak in 2006. Although total economic output remains below pre-recession levels, total nonfarm

employment regained nearly those pre-recession levels by August 2016.

One reason that the Rogue Valley economy has yet to reach peak inflation-adjusted levels of economic output is the nature of the last recession and what led up to such a steep drop once the recession hit. The Rogue Valley, particularly the Medford MSA (Jackson County) has been frequently cited as one of the "housing bust metro areas." See this post for more data from Josh Lehner with the Oregon Office of Economic Analysis.

With such a frothy housing market, soaring prices and construction activity during the mid-2000s, the Great Recession and associated housing bust and decline in construction, real estate and finance activity was particularly acute in the Rogue Valley. All of these factors have conspired to create additional hurdles to reach pre-recession levels of overall economic output in the Rogue Valley.

Faster growth in the Rogue Valley's GDP over the past year was due to continued growth in health care and social assistance, which contributed the largest share of GDP growth in both counties. Financial activities and professional and business services also contributed to economic output in Jackson and Josephine counties. Construction is still contributing very little to GDP growth. Construction contributed just 5 percent of Josephine's GDP growth and none of Jackson County's in 2015.

As employment continues its strong gains in 2016, it is probable that the Rogue Valley's GDP growth will show continued expansion as well when the data are released in September 2017.

# Rogue Valley Components of Population Change

by Guy Tauer

August 24, 2016

Jackson County's population grew by 7,769 between 2010 and 2015 to reach 210,975. During those five years, there were 11,808 deaths and 12,180 births for a natural population increase of 372. The remainder of the population change resulted from net migration – the difference between population leaving the county and the total migrating to Jackson County. Josephine County was even more dependent on net migration. All of Josephine County's gain of just over 1,000 new residents was a result of net migration totaling 2,851. There were 1,844 more deaths than births in Josephine County between 2010 and 2015. In contrast, Oregon statewide had 63,179 more births than deaths over that time. Josephine County's population was estimated at 83,720 as of July 1, 2015. Oregon's total population grew by 4.8 percent, while Jackson nearly equaled that rate, up by 3.8 percent. Josephine County's population growth was slower, at 1.2 percent between 2010 and 2015.

County Where People Migrated From	Number of Returns	Number of Exemptions
Josephine County	448	817
Lane County	157	275
Klamath County	141	275
Multnomah County	183	257
Los Angeles County-CA	134	239
San Diego County-CA	111	206
Washington County	116	190
Deschutes County	92	179
Douglas County	87	172
Shasta County-CA	61	130
Siskiyou County-CA	73	128
Orange County-CA	69	125
Maricopa County-AZ	62	125
Santa Clara County-CA	63	124
King County-WA	75	121
Coos County	57	115
Clark County-WA	49	107
Marion County	56	106
Clark County-NV	60	104
San Bernardino County-CA	41	95
Clackamas County	57	93
Riverside County-CA	48	91
Sonoma County-CA	52	90
Alameda County-CA	53	85
Pierce County-WA	38	83
Curry County	47	81
Humboldt County-CA	46	81
Sacramento County-CA	49	76
Salt Lake County-UT	33	75

## Where Are They All Coming From?

Information about where people move to and from is obtained when federal income taxes are filed. If someone files their taxes in one county in one year and another the next, the Internal Revenue Service publish that data in their county-to-county migration flow data. Information is only published where there were a minimum of 15 tax filers who migrated during the reference calendar year. The most recent data available are from the 2013-2014 calendar years.

Many people have the idea that net migration from California is the cause of Jackson County's population growth. That is true to some degree, but less than some people may presume. Totals where the county of in-migration is published show 2,848 in-migrated "exemptions" – a proxy for people – from other Oregon counties to Jackson. California supplied far fewer of Jackson County's net in-migrants, at 1,992 between 2013 and 2014. Other states contribute far less to Jackson County's growth. There were 410 Washington "exemptions" that migrated to Jackson County, 171 from Arizona, and a handful from Hawaii, Idaho, Nevada and a few other states.

Looking at what counties had the most residents migrating to Jackson County it was near neighbor Josephine County that had 817 "exemptions" move from Josephine to Jackson County between 2013 and 2014. Interestingly, there were 717 Jackson County residents who migrated to Josephine County that year. Too bad they didn't know who they were; maybe there could have been some house swapping. Lane and Klamath County each contributed 275 to Jackson's total. The next two Portland area counties, Multnomah and Washington counties added 257 and 190 new exemptions to the Jackson County total. Coos, Curry and Douglas counties were in the top 11 counties with Jackson as the in-migration destination.

The top California county with out-migration to Jackson was Los Angeles county, 239 exemptions migrating to Jackson. San Diego County was the second highest, with 206 migrating to Jackson. The next two counties were a bit closer to home: Shasta and Siskiyou counties each out-migrated about 130 to Jackson County.

The total adjusted gross income of those tax files migrating between areas is also available. Total adjusted gross income of Jackson County in-migrants was \$226.5 million. Total AGI of those out migrating from Jackson County was \$154.3 million between 2013 and 2014.

This wealth of migration data also includes migration between states, but does not include city or finer geographic area data. Historical data back to 1990 are available online from the Internal Revenue Service. A one year-snap shot is published, along with state-to-state migration and historical data at <https://www.irs.gov/uac/soi-tax-stats-migration-data>.

# Planning Commission Memo

## October 25, 2016 study session

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### Housing and Human Services Commission Update

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**FROM:**

Linda Reid, Housing Program Specialist, Planning Department, reidl@ashland.or.us

**SUMMARY**

One of the primary powers and duties of the Housing and Human Services Commission is to monitor and assess the continuum of housing and human services needs of the community, and utilize this information to advise the City Council regarding policy and funding strategies relating to housing and human services. Many of the actions undertaken by the Housing and Human Services Commission in support of this duty relate to Land Use policy.

**GOALS AND ACTIONS THE H&HS COMMISSION HAS UNDERTAKEN IN RECENT YEARS:**

In December of 2015 the Housing and Human Services Commission identified nine goals to prioritize throughout the next year; of the nine prioritized goals six were housing related.

- Affordable Housing/Inclusionary Zoning.
- Housing Trust fund permanent funding source.
- Diversity (increasing diversity through the provision a more and affordable housing types)
- Transitional Shelter
- Research Rental Issues

Over the course of the year, the Housing and Human Services Commission has taken several actions toward these goals. These actions are detailed below:

- Worked with City staff to identify funding resources to fund the Affordable Housing Trust fund. Presented those funding options to the council.
- Provided a recommendation to the council regarding the state legislature's ban on the ability of individual jurisdictions to pass inclusionary zoning laws.
- Hosted a presentation on Tiny Houses and the barriers to implementing them in Ashland.
- Worked with Unite Oregon and the Social Justice Committee of Unitarian Universalist Fellowship Church to plan and hold a forum focused on solutions to the housing crisis experienced by many in the community. The forum was attended by approximately 80 individuals.
- Discussed the ideas for encouraging the development of ARU's; one idea discussed was a program that would allow SDC's to be waived or reduced for the development ARU's. Another idea discussed was a program funded with the Affordable Housing Trust Fund that helped moderate income homeowners to fund the development of ARU's in certain circumstances.
- Worked with ASSOU students to amend the City's Fair Housing Ordinance to provide protections for youth and households with federally assisted incomes.



# Joint Planning and Housing & Human Services Commission Memo

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TITLE: Comprehensive Plan Housing Element Update  
DEPT: Community Development  
DATE: October 25, 2016  
SUBMITTED BY: Linda Reid, Housing Program Specialist

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## Background

The City is undertaking the process of updating the Housing Element of the City of Ashland Comprehensive Plan. This element includes outdated references to conditions as they existed in 1980, and as Ashland's housing market and demographic profile has changed substantially in recent decades, it is appropriate to review and update the element's narrative and policies. The City Council established a goal to update the Comprehensive Plan (*adopted Strategic Plan 2015-17 - goal 12*) which will be addressed in part by this undertaking.

The City's Comprehensive Plan is required to be consistent with the State of Oregon's Planning goals. Goal ten of the Statewide Planning goals specifies that each city must plan for and accommodate needed housing types:

*"...plans shall encourage the availability of adequate numbers of needed housing units at price ranges and rent levels which are commensurate with the financial capabilities of Oregon households and allow for flexibility of housing location, type and density."*

The statewide goal (OAR 660-015-0000(10)) further requires each city to inventory its buildable residential lands, project future needs for such lands, and plan and zone enough buildable land to meet those needs. Updating the housing element to reference the adopted Buildable Lands Inventory (BLI) and Housing Needs Analysis (HNA) will address this requirement.

A primary outcome of the update would be to provide a more accurate view of changing demographic and housing needs. Updating the housing element will allow the City to remove existing language including outdated population, income, rental rate, and housing cost data, and replace such temporal data with references to regularly updated technical supporting documents including the BLI and HNA. Such revisions will further enable the plan to continually review housing need projections and land supplies. Lastly, revising the Housing Element provides the City with the opportunity to evaluate and update the existing housing goals and policies to ensure they remain relevant and responsive to current conditions.

City staff would like the Planning and Housing and Human Services Commissions to select two representatives to serve on a Technical Advisory Committee to advise on the development and implementation of a citizen engagement plan as part of this Comprehensive Plan Element update process. Ultimately the Planning Commission, in its role as the Committee for Citizen Involvement (CCI), will review and approve of the public participation and formal hearing process. This process is expected to be completed by January 2018, as such a draft preliminary timeline has been provided as a guide.

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### Draft Citizen Participation Timeline

- October 25, 2016: Joint Planning and Housing and Human Services Commission meeting
- November 2016: Technical Advisory Committee –Advise on a Plan for Public Participation
- December 2016: Roll out Public Participation Plan Components
  - Open City Hall
  - Public Engagement activities: surveys/events
- January 2017: Public Meeting Review of existing policies/goal ten
- February-April 2017: Draft Plan
- May 2017: Technical Advisory Committee Meeting (Re: Public Participation Process)
- June 2017: Planning and Housing and Human Services Commission meetings
- July-August 2017: Final Draft amendments, legal review, public noticing
- September 2017: City Council Study Session
- September -October 2017: Planning Commission and Housing Commission public hearings
- November-December 2017: City Council hearings





Fred Stockwell Photography

*The City has a responsibility to inventory its land and ensure that the proper amounts of land are set aside to accommodate the various housing needs in the City.*

## 6.01 Introduction

The City's Housing Element is an important part of the overall Comprehensive Plan, as housing makes up the vast majority of land use in an urban area. Cities have taken various roles in housing, ranging from the very active role of being a housing provider and landlord to one of simply allowing the housing market to freely determine what should occur in a given area with very little regulation. The role Ashland has chosen is more toward the latter than the former, although certainly Ashland has not adopted an entirely laissez-faire housing policy.

While Ashland does not see itself as a provider or major developer of housing, its policy and land development ordinances will have an impact on land availability, development sites, and housing types which will be used to meet the City's housing needs.

In addition, LCDC Goal 10 requires that: Buildable lands for residential use shall be inventoried, and plans shall encourage the availability of adequate numbers of housing units at price ranges and rent levels which are commensurate with the financial capabilities of Oregon households and allow for flexibility of housing location, type, and density. Because of this, the City has a responsibility to inventory its land and ensure that the proper amounts of land are set aside to accommodate the various housing needs

in the City, and that its land development ordinances are broad enough to allow for variation in housing type and density.

## 6.02 Historical Trends

Table VI-1 shows that Ashland has grown from 4774 persons in 1940 to 14,922 in 1980. The City's housing stock has grown from 1785 in 1940 to 6312 in 1980. The number of persons per household increased steadily from 1940 to 1960, reaching a high of almost 3 persons per household in the 1960 Census. Since that time, it has declined dramatically, dropping from 2.84 persons per household in 1970 to 2.36 in 1980.

This dramatic drop in persons per household unit has a very significant impact on Ashland. While population growth will be rather moderate in the future, growth in housing units will continue to escalate, as the number of persons per household drops and levels off at about 2.3 or 2.2 persons per household. Also interesting are the ownership patterns, which are changing in the City. Table VI-1 shows that the percent of owner-occupied housing has dropped steadily from 1950 to 1970, and the trend is expected to continue, leveling out in the 1980s at about 50%. This is because the increased cost of financing and purchasing new housing has put the goal of owning a home beyond the reach of many citizens in Ashland.

**TABLE VI-1  
 HOUSING AND POPULATION DATA 1940-1980, U.S. DEPARTMENT OF CENSUS**

	1940	1950	1960	1970	1980*
Persons	4,774	7,739	9,119	12,342	14,922
Housing Units	1,785	2,747	3,043	4,337	6,312
Persons/Household	2.675	2.817	2.997	2.846	2.364
% Owner Occupied	N/A	63.7%	66.7%	57.7%	N/A

\*Preliminary 1980 Census Data.

Table VI-2 shows the difference in the housing mix in Ashland over the last decade. In 1970, single-family detached units accounted for almost 77% of all the units in Ashland. In 1980, they accounted for only 64%. Multi-family units rose from 21% to 33% in the same period. Mobile homes account for an insignificant amount of Ashland’s housing stock, from a little less than 2% in 1970 to 3% in 1980. These figures indicate that much of the growth in Ashland is in higher-density housing types, with smaller-sized units. This corresponds to the decrease in the number of persons per household which has occurred over the last decade and the increase in non-owner-occupied housing units in the City.

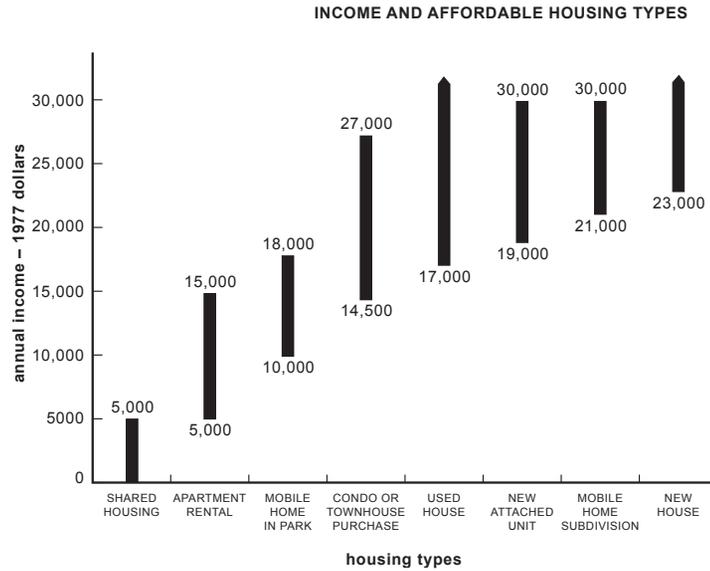
Housing quality in Ashland is fairly good compared to the rest of the state. Ashland, in 1975, rated 182nd in all the cities in the state in the percentage of substandard units. The City had only 233 substandard units lacking adequate plumbing facilities in 1975. The City also has a relatively old housing stock. Out of the

1785 housing units existing in 1940, 1526 still exist today and are still used for housing. This represents a demolition rate of about 0.36% of the housing stock per year, about one-third lower than the national average of about 1% per year. Undoubtedly, this accounts for the large numbers of older homes in Ashland which have become more valuable in the past decade, as an appreciation for their uniqueness increases.

### 6.03 Income and Housing

The major determinant of the housing types that will be desired in the City of Ashland is the income range of existing and new occupants of Ashland between 1980 and the year 2000. The income groups estimated in the City for 1977 are shown in Table VI-3. This is an update of the income ranges from 1970 Census data, assuming that increases in personal income in Ashland were the same as increases in personal income in the State of Oregon. Given this assumption, Ashland shows a profile typical of many Oregon cities.

*The major determinant of the housing types that will be desired in the City of Ashland is the income range of existing and new occupants of Ashland between 1980 and the year 2000.*



**TABLE VI-2  
HOUSING MIX**

	1970*		1980**	
	Units	% Total	Units	% Total
Single Family	3,332	76.8%	3,993	63.7%
Multi-Family	923	21.3%	2,091	33.3%
Mobile Homes	81	1.9%	187	3.0%
Group Quarters	N/A		1,080	

\*U.S. Dept. of Census.

\*\*Portland State Center for Population Research & Census.

**TABLE VI-3  
INCOME HOUSING LEVELS IN ASHLAND, 1977  
(ESTIMATE USING 1970 CENSUS DATA)**

Income Range	% of Households
Less than \$2,000	1.2%
\$2,000-4,000	2.4%
\$4,000-6,000	5.9%
\$6,000-8,000	8.2%
\$8,000-12,000	16.0%
\$12,000-15,000	13.9%
\$15,000-20,000	15.35%
\$20,000-30,000	26.8%
Greater than \$30,000	11.1%

The severity of the problem resulting from the high cost of housing is shown in Figure VI-1. Several housing types have been graphed to indicate the income ranges which normally occupy such units. For rental units, it was assumed that 25% of the monthly gross income would be applied towards rent. For purchase units, it was assumed that 28% of the monthly gross income would be used to make payments, assuming 12% mortgage interest rates and a 10% down-payment. The cost of the units in this case and the estimated rent levels are in 1977 dollars.

As can be seen, a large proportion of Ashland's population falls in the range of apartment rentals, subsidized housing and mobile homes in parks. In the very low range of income are persons who can only be helped through subsidized housing, either through subsidized mortgages or direct subsidies to the per-

sons occupying the household. This will be an activity not carried out directly by the City, but rather one in which the City can simply support and indirectly participate in the placement of such housing units.

As mobile homes in parks are not a very efficient use of higher density land, and, as they have significant problems in locating in Ashland, as will be explained later, they are not expected to form a very significant portion of the lower-cost housing for the City. Therefore, the major contributor to housing for the lower income households in Ashland will be apartments that have been built expressly for the purpose of rentals, as well as some townhouse condominiums and single-family attached and detached homes held as rental properties.

For persons with incomes ranging from between \$14,000 and \$20,000 (in 1977 dollars), there are four options in the City for purchase, in addition to renting. These four options are condominium or townhouse purchases, used home purchases, new attached unit purchases, or mobile homes in subdivisions. In these ranges are the majority of persons in Ashland that would be purchasing new homes for the first time— young families and other groups which contribute to the lower population per household figures which have been mentioned above.

Unfortunately, the group able to purchase single-family detached homes is much smaller than even a decade ago. As the graph indicates, it is the highest cost option available. Undoubtedly, persons in this category will also consider all of the other options available to persons of lower income, especially condominiums, townhouses, used houses, and new attached unit purchases.

While it is important to discuss housing types in Ashland, it is impossible to accurately predict how the marketplace will allocate housing units. Therefore, it is necessary for the City simply to set aside amounts of land that are correctly zoned so that the housing needs of Ashland can be met. The marketplace will then be the major determinant of which type of housing will be built in the various zones, within limits imposed by the City based on density, aesthetics, and neighborhood compatibility.

*While it is important to discuss housing types in Ashland, it is impossible to accurately predict how the marketplace will allocate housing units.*

**TABLE VI-4  
 ESTIMATED HOUSING DEMAND FOR NEW MIGRANTS**

	Subsidized	Rental	Moderate Income Purchases	High Income Purchases
% Total	5%	38%	43%	14%
Persons	300	2400	2700	900

## 6.04 Estimating Housing Demand

For the purposes of estimating demand for various housing categories, four general types of housing demand are assumed. These are summarized in Table VI-4. The first demand type is for households with extremely low incomes. This would be the “subsidized” housing type. As mentioned before, this housing type would not be impacted directly by the City, as we would not directly participate in the development of this housing type. However, the City could cooperate with the implementation of low-cost housing. A majority of the persons in the low-income, subsidized group are college students who have a very low income but also very limited housing needs, as they typically do not have families and often share more expensive housing forms with other students. As the College is not expected to grow significantly in enrollment, Table VI-4 shows that our estimated housing demand in Ashland for this category would be only 5% of the population increase, rather than the 9.5% of the population presently represented in Ashland. If the College enrollment were to increase significantly, this figure would have to be increased.

The second group are those persons most likely to rent. Based on past trends and existing income levels in the City, we estimate that 38% of the population increase expected in Ashland will be in the market for rental housing units.

The third category is the broadest, that of moderate income purchase homes. These homes would be ranging in monthly payments from \$250 to \$630 per month (1977 dollars). This accommodates the broadest section of the City and ranges from relatively low-cost attached housing and condominium units to the traditional single-family home on a large lot.

Approximately 14% of the increase in population will be in the market for high-income purchase. These are homes that would require, with the above criteria of 10% down-payment and 12% mortgage money, greater than \$630 per month payments for a home. Approximately 14% of all the new households are estimated to be in this category, called high-income purchase. Table VI-4 summarizes the various housing demands estimated above.

### HOUSING DEMAND IN DIFFERENT ZONES (6.04.01)

Assuming that each type of housing would be provided in several zones, an estimate must be made of the percentage of total housing demand in each zone. We estimate the following to be the types of housing and the zones in which the housing will be provided:

### SUBSIDIZED OR SHARED HOUSING (6.04.02)

Subsidized housing depends primarily on the type of assistance which will form the subsidy. Most sub-

sized housing is higher-density apartments and, therefore, the majority of this housing type would be met in the R-2, or Urban Low Residential zone.

#### RENTAL (6.04.03)

Rental housing types form a large cross-section in the City. In Ashland there are single-family homes which have been built primarily for the purpose of renting. About 27% of the single-family housing stock was rental in 1970.<sup>a</sup> Assuming that this practice will continue in the single-family detached housing market, and in the attached, townhouse and condominium markets, then we estimate that about 40% of this demand would be met in the R-2, or Urban Low Residential zone, 30% in the townhouse zone (R-1-3), and another 30% in the R-1-5 Planned Unit Development areas, specifically by smaller, inexpensive housing units, and duplexes with the owner occupying one unit and renting the second unit.

#### MODERATE COST PURCHASE (6.04.04)

The moderate cost purchase units will also be spread across several zones. We estimate that 20% of it will be met in the R-1-3, or townhouse, zone, and 80% in the single-family residential areas in the R-1-5, R-1-7.5, and R-1-10 zones.

#### HIGH COST PURCHASE (6.04.05)

Most of the high cost housing would involve rela-

tively large lot sizes and correspondingly low densities. As such, we would expect that 50% of this demand would be met in the single-family residential areas and 50% in the low-density residential areas.

### 6.05 Housing Types

Various housing types each have a place in Ashland in providing for housing demand. However, it should be recognized that some of these are more compatible than others with the City and with the neighborhoods in which they would locate, so that care must be exercised in allowing some housing types.

#### A) MULTI-FAMILY, MULTI-UNIT APARTMENTS

Multi-unit apartments refer to those units in which one individual living quarter is placed above another, also commonly referred to as flats or garden apartments. These have the advantage of relatively low cost per unit and relatively high density without a great deal of lot coverage.

Densities in this type of garden apartment usually range from 15-22 dwelling units per acre in Ashland. However, they are most successful in the range of 15-20 dwelling units per acre. Because of this, Ashland will use the R-2, or Multi-Family Residential, zone to meet its new housing needs for this type of housing. The user and income groups in multi-family apartments would include households ranging from subsidized housing up

*Townhouses differ from multi-unit apartments in that each individual living unit is contained in a separate structure, attached by common walls to other structures.*

*Attached single-family houses are one of the major components of Ashland's housing strategy.*

through the \$15,000 to \$20,000 per year income groups.

#### B) TOWNHOUSES

Townhouses differ from multi-unit apartments in that each individual living unit is contained in a separate structure, attached by common walls to other structures. These units are usually grouped in clusters of four or more and are associated with higher density developments. They have the advantage of providing greater privacy and sometimes an opportunity for individual ownership. Densities can range from 7 to 8 dwelling units per acre up over 20 dwelling units per acre. However, as these units typically have a larger lot coverage per square foot of interior living space than multi-family, multi-unit apartments, the lower densities are preferable for townhouse developments. Very attractive and desirable homes can be built with this housing type. It is used for moderate to high cost rental units, and low to moderate cost purchase units in Planned Unit Developments or condominium developments.

#### C) MOBILE OR MANUFACTURED HOMES

This housing type forms an insignificant part of Ashland's housing stock at present and is expected to continue to be a small percentage in the future. Presently, all mobile homes are situated in mobile

home parks. In other communities around Ashland, mobile home subdivisions have grown to be increasingly popular. But mobile or manufactured housing has certain disadvantages in locating in Ashland, limiting its usage to certain areas of the City. The disadvantages are:

- 1) Because of the uniformity of design, they are incompatible for difficult siting or development choices, especially any siting on hillsides or siting on properties which have unusual features or are irregularly shaped. This typifies all of Ashland south of Siskiyou Boulevard, and much of the area set aside for single-family development north of Siskiyou Boulevard.
- 2) They are incompatible with existing neighborhoods. While great progress has been made in making mobile homes resemble site-built housing, they possess certain design features which immediately tell the observer that they are indeed manufactured housing. The general rectangular shape, low pitched roof, and window orientations form a monotonous and undesirable appearance. Because of this and the materials used in exterior siding, they were almost unanimously rejected during the citizen involvement phase of the Comprehensive Plan development as a major provider of new, low-cost housing in Ashland.

3) They are usually energy-inefficient. While additional insulation in newer units has increased the thermal performance of mobile homes, they are still less thermally efficient than a comparable site-built house. As they are constructed mostly of kiln-dried wood and aluminium, they also have a large amount of embodied energy compared to a site-built home. Some experimental solar units have been constructed, but passive design techniques cannot be successfully implemented in a lightweight structure.

4) They have a limited lifespan of twenty years or so, and are meant to be disposed of after this fairly short time. Ashland considers it better to have housing types which make a permanent contribution to the built environment of the City, as homes have in the past.

However, realizing that the marketplace may demand these, even if cost-competitive alternatives are provided, there should be land set aside for mobile home developments at densities relatively consistent with their needs. The R-2 and R-1-3.5 zones are the areas which can most easily accept mobile or manufactured housing.

The new lands within the Urban Growth Boundary which have these zoning designations are relatively flat and have large, regularly shaped parcels available. Also, these areas have little existing development so that neighborhood compatibility is not a problem. Thus, they are the most suitable location for mobile home development.

#### D) ATTACHED SINGLE-FAMILY HOMES

Ashland considers the attached single-family home to be a more suitable low-cost alternative. Since they are attached by one or two walls, there are some savings over the same square footage built as detached units. They are also more energy-efficient than either mobile homes or detached single-family housing, and can be easily adapted to passive solar applications. Therefore, attached single-family houses are one of the major components of Ashland's housing strategy. They should be allowed in most un-developed portions of the City as an out-right permitted use, along with single-family detached housing.

#### E) DETACHED SINGLE-FAMILY HOMES

Detached single-family homes, which include the vast majority of the existing housing units in Ashland, will unfortunately only be available to persons of relatively high income. However, changes

*There should be at least a five years' supply of land for each of the Comprehensive Plan designations shown in Figure VI-2 vacant and available for development.*

*Existing, older residential neighborhoods will be preserved and will experience relatively few shifts in housing types and styles.*

in development standards may alter this situation, as discussed below. Single-family homes will continue to be built and are encouraged in conjunction with other housing types, especially in Planned Unit Developments. Alternatives to the conventional subdivision home, such as lot-line homes, or small cottages on small lots in developments with common open space, should help reduce the cost of some units. They typically work best in relatively low-density situations of less than 5 dwelling units per acre.

## 6.06 Estimating Land Needs

Future availability of housing in Ashland will be heavily influenced by the availability of land for development. The City should therefore ensure that there is sufficient land set aside for the development of housing. In general, there should be at least a five years' supply of land for each of the Comprehensive Plan designations shown in Figure VI-2 vacant and available for development.

Figure VI-2 shows how the City has estimated its land needs, based on the number of housing units we believe will be necessary between 1980 and the year 2000. The bottom line shows that approximately 54 acres of multi-family residential land, 83 acres of

townhouse residential, 388 acres of single-family residential, and 127 acres of low-density residential land will be needed to meet the City's housing demand.

## 6.07 Development Standards

The City's development standards also have an impact on the provisions of housing and on the expense of each house. In the past, conventional subdivision development has resulted in attractive but sometimes monotonous neighborhoods. The attractiveness decreases as the density increases. At the present time, the cost of developing land is usually too high for moderate-cost housing to be located in areas that are zoned for 7500-10,000 square foot lot size. Also, because of the changes in housing patterns and market perceptions, conventional subdivision regulations no longer can accommodate the full range of housing types and residential environments desired in the marketplace. As a result, Ashland has adopted a performance standards approach which will govern development on most new land. The performance standards approach will be used in the future to guide residential development. It emphasizes quality of life, overall density, and the residential environment created in each neighborhood, and compatibility with surrounding neighborhoods, with less emphasis on the type of housing to be built on the site, within the

ESTIMATED LAND NEED

	subsidized	rental	moderate cost	high cost
1. housing type				
2. persons	300	2400	2700	900
3. persons/du	1.8	1.8	2.4	2.4
4. occupied units	167	1333	1125	375
5. total units (line 4 + vacancy rate)	179	1425	1159	386
	100%	40%	30%	20%
6. land category	MFR	SR	SFR	LDR
		30%	80%	50%
7. units	750	660	1550	190
8. density-du/acre	14	8	4	1.5
9. acres needed	54	83	388	127

**Land Category Key**  
 MFR – Multi-family, High Density Residential (R-2, R-3 & NN-2 zoning)  
 SR –Suburban Residential (R-1-3.5 & NN-1-3.5 zoning)  
 SFR – Single-family Residential (R-1-5, R-1-7.5, R-1-10 & NN-1-5 zoning)  
 LDR – Low Density Residential (RR-.5 zoning)

guidelines established by the City. Several different housing types may be compatible with an existing neighborhood. Subdivision standards should continue to be used where development occurs in neighborhoods which have largely been developed under subdivision standards and for minor land partitioning needs.

### 6.08 Energy and Housing

The residential sector uses more energy than any other in Ashland. The detailed analysis of this use is contained in the Energy Element of this Plan. Older

houses use between 10 and 20 therqs\* of energy, new homes from 6 to 8 therqs, as do older apartments. New, passive solar homes can be constructed which use from 1 to 3 therqs, and can be built for about the same cost as conventional units. This form of space heating is obviously one of the best from the City’s perspective of energy conservation. One therq (thermal requirement) is equal to one BTU per degree day per square foot.

Residential neighborhoods can also contribute to a reduction in energy use by providing solar access and

encouraging trips by bicycle and foot. The more functions of day-to-day life that can occur at the neighborhood level, the greater the savings in energy. This type of development shall be encouraged.

### 6.09 Assumption

Ashland will continue to increase in the number of housing units. Existing, older residential neighborhoods will be preserved and will experience relatively few shifts in housing types and styles. New housing areas will contain housing types other than single-family residential detached units, and much of the City's new housing demands will be met by single-family detached units in unconventional Planned Unit Developments, attached units in Planned Unit Developments, and housing in higher densities than experienced in the past, such as townhouse developments and garden apartments. Rising new home construction costs and smaller households will result in housing units with relatively small living spaces in each unit compared to past housing.

### 6.10 Goal

**Ensure a variety of dwelling types and provide housing opportunities for the total cross-section of Ashland's population, consistent with preserving the character and appearance of the city.**

### 6.11 Policies

- 1) Given the scarcity and cost of land as a limited resource, conserve land and reduce the impact of land prices on housing to the maximum extent possible, using the following techniques:
  - a) Use the absolute minimum street widths that will accommodate traffic adequately in order to reduce aesthetic impacts and lot coverage by impervious surfaces.
  - b) Allow a wide variation in site-built housing types through the use of the City's Performance Standards Ordinance. The use of attached housing, small lots, and common open spaces shall be used where possible to develop more moderate cost housing and still retain the quality of life consistent with Ashland's character.
  - c) Consistent with policies relating to growth form, City policy should encourage development of vacant available lots within the urban area, while providing sufficient new land to avoid an undue increase in land prices. This shall be accomplished with specific annexation policies.

- d) Zone lands in the single-family designation consistent with the surrounding neighborhood if the area is mostly developed. Generally, lands south of Siskiyou Boulevard-North Main should be R-1-7.5 and R-1-10, and lands south of the Boulevard should be R-1-5.
- 2) Using the following techniques, protect existing neighborhoods from incompatible development and encourage upgrading:
- a) Do not allow deterioration of residential areas by incompatible uses and developments. Where such uses are planned for, clear findings of intent shall be made in advance of the area designation. Such findings shall give a clear rationale, explaining the relationship of the area to housing needs, transportation, open space, and any other pertinent Plan topics. Mixed uses often create a more interesting and exciting urban environment and should be considered as a development option wherever they will not disrupt an existing residential area.
  - b) Prevent inconsistent and disruptive designs in residential areas through use of a limited design review concept, in addition to using Historic Commission review as part of the site review, conditional use permit, or variance approval process.
- c) Develop programs and efforts for rehabilitation and preservation of existing neighborhoods, and prevent development which is incompatible and destructive.
- 3) Regulation of residential uses shall be designed to complement, conserve, and continue the aesthetic character of Ashland through use of the following techniques:
- a) Slope protection and lot coverage performance standards shall be used to fit development to topography, generally following the concept that density should decrease with an increase in slope to avoid excessive erosion and hillside cuts. This objective shall be used consistent with the desire to preserve land by using the smallest lot coverage possible.
  - b) Site and design review shall be used to ensure compatible multiple-family structures. Density incentives shall be used to encourage innovative, non-standardized design in single-family areas.

- c) Performance standards shall be used to regulate new development in Ashland so that a variety of housing types built for the site and imaginative residential environments may be used to reduce cost and improve the aesthetic character of new developments and decrease the use of traditional zoning and subdivision standards.
- d) Street design and construction standards shall promote energy efficiency, air quality, and minimal use of land. To this end, the City shall:
  - 1) Adopt a master conceptual plan of future streets by size and use category.
  - 2) Adopt minimum street width standards which provide only what is needed for adequate traffic flow and parking.
  - 3) Incorporate bicycle and pedestrian traffic planning in street design.
  - 4) Limit street slopes, requiring curvilinear streets along contours in steeper areas.
- 4) Create and maintain administrative systems that will assist in all phases of housing and neighborhood planning through use of the following techniques:
  - a) Establish and maintain a data base system which includes measurement of: vacant land and land consumption; housing conditions; land use, land values, and any other pertinent information. Simplify and strengthen the processing approval mechanism so that the intent of state and local laws is fulfilled with the greatest possible thoroughness and efficiency.
  - b) Cooperate fully with the Jackson County Housing Authority in locating low-income units in Ashland when this can be done in low-impact, relatively small developments, or through funding of individual home-owner loans or rental assistance.
- 5) The residential sector is the major user of energy in Ashland. Consistent with other housing goals, the City shall strive to promote, encourage or require energy- efficiency design in all new residential developments.

[Additional policies relating to housing are in Chapter XI - Energy.]