

Council Study Session

March 18, 2019

Agenda Item	Housing Element Update	
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Item Type	Requested by Council <input type="checkbox"/> Update <input checked="" type="checkbox"/> Request for Direction <input type="checkbox"/> Presentation <input type="checkbox"/>	

SUMMARY

The Housing Element is a chapter of the City's Comprehensive Plan that sets forth goals and policies which provide guidance for a community's growth and development over time. Staff is providing information to the Council regarding feedback obtained from the Planning and Housing and Human Service Commission public hearings. Staff is also providing a revised draft of the Housing Element for Council to review and discuss prior to moving forward with ordinance adoption to update the Comprehensive Plan Housing Element.

POLICIES, PLANS & GOALS SUPPORTED

City Council Goals and Objectives

12. Update the Comprehensive Plan.

- Consider an update of the Housing Element of the Comprehensive Plan in order to incorporate background information and key findings of recent studies.

BACKGROUND AND ADDITIONAL INFORMATION

The Comprehensive Plan covers 12 individual areas such as Transportation, Parks, Environmental Resources, Public Services, Housing, etc. Individual sections of the plan are updated over time. The Housing Element (Chapter VI) was last updated in 1989, although documents such as the 2011 Buildable Land Inventory and 2012 Housing Needs Analysis have been adopted as technical supporting amendments to the Housing Element providing more current data and demographic information. The body of the original Housing Element chapter references data from the 1980 census, the most recent at the time it was drafted. Consequently, the data and assumptions contained in the existing Housing Element are dated. In looking to update the Housing Element it was an opportune time to revisit the existing goals and policies included in the element.

The purpose of the City's Comprehensive Plan is to have a document which sets forth general, long-range, goals and policies on how the community's future development should occur. In recognition that there will be continued changes in the City over time, the goals and policies in the plan should be flexible enough to address that long term vision. The Comprehensive plan attempts to proceed from the very general (goal statements) to areas of focus (policies) which are intended to address the overarching goals. Implementing actions are separate from the Comprehensive plan and are reflected in adopted ordinances (i.e. zoning), resolutions, City program development, and funding priorities.

Goal: A goal statement is an attempt to illustrate what the City is striving for; it sets City direction.

Policies: Policies are statements supportive of the goals, as they are to aid in achieving listed goals. They have a strong effect on a city, because city ordinances and programs should not directly contradict the policies. Policies do not have to be implemented if they require funds that are not available, since funding is dependent on Council priorities and available money.

The City's Comprehensive plan is required to be consistent with the State of Oregon's Planning goals. Goal 10 of the Statewide Planning goals specifies that each city must plan for and accommodate all needed housing types (OAR 660-015-0000(10)) The State requires each city to inventory its buildable residential lands, project future housing needs, and provide the appropriate types and amounts of land within the urban growth boundary necessary to meet those needs. The statewide housing goal also prohibits local plans from discriminating against needed housing types.

The City is undertaking this update for a variety of reasons: the current document contains data and language that is limited to specific time periods and conditions which are no longer representative of those existing within the city. More importantly, it is an appropriate time to revisit the housing assumptions, goals, and policies contained within the element. This draft of the housing element which is being presented omits dated demographic data and has a revised narrative to better reflect current conditions. With this update the draft Housing Element presents a broader more generalized view of demographic changes over time, and where needed, specific data has been replaced with references to technical supporting documents that are updated on a more regular basis. These changes will allow the document to remain relevant over time, as Comprehensive Plan Elements are not routinely updated.

The attached draft Housing Element includes a completely revised narrative and goals and policies section. The proposed Goals and Policies as presented fall into four main categories:

- Diversity of Housing Types
- Production and Preservation of Affordable Housing
- Environmental Stewardship and Sustainability
- Data, Inventories, Projections and Permitting

The newly proposed policies included in the revised element reference the Climate Energy Action Plan (CEAP), the need to provide universal housing accessible to elderly and disabled residents, promotion of fair housing, and more directly address the need for affordable housing within the community. These revisions were informed by public comments and recommendations by the Housing and Human Services Commission and Planning Commission.

As part of this Housing Element update a lengthy public participation process was undertaken. A summary of the public outreach process, the feedback received, and the changes implemented as a result, are more fully detailed in the Public Outreach Overview attachment.

Commission Recommendations

The Housing and Human Services Commission held a public hearing to review the draft element at a special meeting held on [November 15, 2018](#). The Commission unanimously recommended approval with no changes.

The Planning Commission held a public hearing and reviewed the draft element at a special meeting held on [November 27, 2018](#). The Planning Commission recommended approval of the document with some alterations.

- Suggested an additional policy under proposed Goal 1 to encourage the retention and development of rental housing.

- Suggested that a definition for Universal Housing/Universal Design be added to the Housing Types section of the element.
- Suggested wording changes within the document's narrative and to various policies intended to improve clarity.

The suggestions recommended by the Planning Commission have all been incorporated into the draft Housing Element as presented to the City Council for consideration.

FISCAL IMPACTS

This item is presented for adoption of an updated Housing Element and will have no fiscal impact on the City. This update will not necessitate additional staff.

DISCUSSION QUESTIONS

Does the Council have questions or comments regarding the Draft Housing Element and the proposed goals and policies?

SUGGESTED NEXT STEPS

If the City Council directs staff to move forward, staff will schedule a public hearing and First Reading of the proposed update to the Housing Element of the Comprehensive Plan.

REFERENCES & ATTACHMENTS

Attachment 1: Draft Comprehensive Plan Housing Element

Attachment 2: Planning Staff Report

Attachment 3: Public Outreach Overview

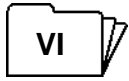
Attachment 4: Oregon's statewide Planning Goals and Guidelines. Goal 10, OAR 660-015-0000(10)

[Current Housing Element](#)

[Planning Commission minutes November 27, 2018](#)

[Housing and Human Services minutes November 15, 2018](#)

[City Council Study Session minutes October 1, 2018](#)



Chapter VI Housing

6.01 Introduction

The City's Housing Element is an important part of the overall Comprehensive Plan, as housing makes up the largest land use in an urban area. Cities have taken various roles in housing, ranging from the active role of being a direct 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 that the City of Ashland has traditionally taken includes enacting policies that seek to temper the fluctuations of the market through zoning land to accommodate a variety of housing types. These land use policies aim to preserve the unique character of the City and enhance the quality of life which continues to draw families and individuals to Ashland. The City does not see itself as a provider or major developer of housing, but does recognize the impact that its policies and land use ordinances will have on land availability, development review, and the construction of housing types which will be used to meet the City's housing needs and the requirements

of State of Oregon's planning guidelines. Statewide Planning 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.

The City has a responsibility to inventory its land and ensure that the proper amount of land is available to accommodate the various housing needs in the City, and that its land use ordinances are broad enough to allow for variation in housing type and density.

In evaluating housing needs the City must be aware of changing demographics and provide for the full cross-section of age, income and household sizes. Changing demographics, projected population growth, household sizes, condition and type of existing housing stock, and fluctuations in housing market demands, are all factors to



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be considered in planning for Ashland's future housing mix to ensure that the supply of appropriately zoned land is available to accommodate the housing needs of Ashland residents.

Total population growth offers only a very crude insight into future development. What will most determine future development patterns is the intersection between growth in specific population's segments and the available supply that is attractive to those segments. An important determinant of the... [arrangement] of new housing supply has been the extent to which the existing housing stock matches or, most importantly, fails to match, the demands of growing numbers of households." (Myers and Pitkin, 2006)¹

6.02 Historical Trends

As stated in the introduction to the Population Element; Population Projections and Growth, "A community's population change constitutes an important part of a comprehensive plan [as] housing, economic growth, public services, and land requirement projections are based on population size and characteristics." The population of the City of Ashland historically has been measured using census population counts and the percentage of Ashland's population in proportion to the County's population. The Population Element of the Comprehensive plan, using those measures, as well as birth rates, death rates and migration rates, projected that Ashland's population will grow at rate of 0.75% annually. In 2015 the City began utilizing population counts and estimates based on the Portland State University (PSU) Population Research Center's Coordinated Population Forecast, which estimates that the City's population will grow at rate lower than that of previous estimates. The PSU report notes an annual average growth rate of .4% from 2018-2043.

¹ Myers, D. and Pitkin, J. 2006. U.S. Housing Trends, Generation Changes the

Outlook to 2050.

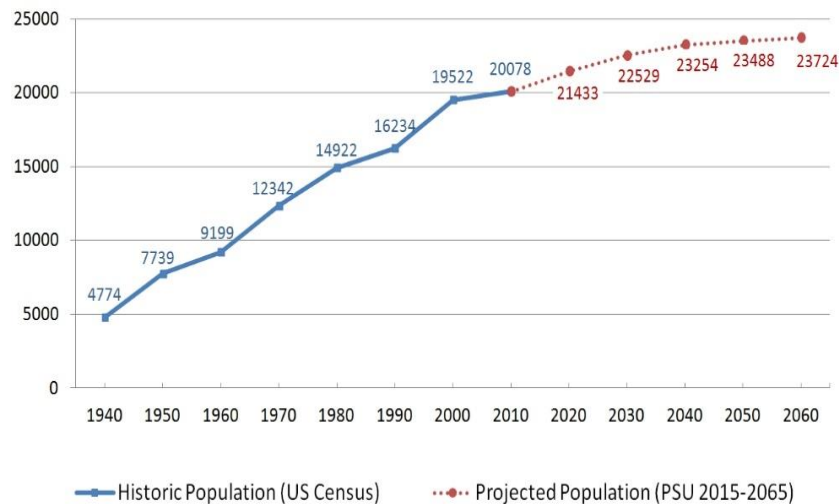


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HISTORIC AND FUTURE POPULATION GROWTH GRAPH



Household Size

The number of persons per household increased steadily from 1940 to 1960, reaching a high of almost three persons per household by the 1960 Census. Since that time the average household size has declined steadily, dropping from 2.84 persons per household in 1970, to 2.36 in 1980, and to a low of 2.03 persons per household

by 2010.² PSU's Coordinated Population Forecast expects persons per household to decline further, as "smaller household size is associated with an aging population in Jackson County and its sub-areas."³ Conversely, while the number of persons per household has declined, average square footage of a single family housing unit has increased. For example, Census data reports that the average square footage of a single family housing unit in the U.S. was 1,660 square feet in 1973 and had grown to 2,392 square feet by 2010. While housing units within the City of Ashland did not exhibit such large increases in square footage in that same period, Ashland did see a modest increase in square footage over the same period. These increases in the size of homes, coupled with a reduction in persons per household, resulted in a net increase in square footage per person.

Housing Stock

The City's housing stock has grown at varying rates throughout the City's history and is influenced by several factors. These factors include land value and availability, housing market fluctuations,

² U.S. Census Bureau: Profile of General Population and Housing Characteristics: 2010 Demographic Profile Data.

³ Population Research Center; PSU: Coordinated Population Forecast 2015 Through 2065.



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income, age, household size, household composition, immigration, economic conditions, and employment options, just to name a few. The City's housing stock is also impacted by the Southern Oregon University student population. Table VI-1 shows the change over time in population, persons per household, and household tenure. While past housing trends alone cannot be used to accurately predict future housing trends, a comparison of data over long periods of time can be valuable to show trends which have existed, or which are occurring, that may impact the development of future needed housing types.

**TABLE VI-1
HOUSING AND POPULATION DATA**

YEAR	1940	1950	1960	1970	1980	1990	2000	2010
PERSONS	4,774	7,739	9,119	12,342	14,922	16,234	19,522	20,078
HOUSING UNITS	1,785	2,747	3,043	4,337	6,312	7,204	9,050	10,455
PERSONS PER HOUSEHOLD	2.675	2.817	2.997	2.846	2.364	2.14	2.14	2.03
% OWNER OCCUPIED	Not Available	63.7%	66.7%	57.7%	Not Available	52%	52.2%	51.6%

US Department of Census: 1940-2010

⁴ 2006-2010 ACS 5-yr. estimates: Percentage of owner-occupied housing units in the U.S. was 66.6%, 2010 Census: percentage of owner-occupied housing units was 51.9 for Medford and 62.6 for Jackson County.

While it is anticipated that future population growth will be moderate to slow in comparison with surrounding areas, it is expected that future growth in housing units will continue to rise, as the number of persons per household continues to drop. Another trend is the decrease in the percentage of owner occupied households since the 1960's. Table VI-1 shows that the percent of owner-occupied housing has dropped steadily from 66.7% in 1960 to 51.6% in 2010. The percentage of owner-occupied housing in Ashland has dropped below that of Jackson County, the State of Oregon, and the United States as a whole⁴.

Table VI-2 shows the difference in the development of various housing types over time in Ashland. In 1970, single-family detached units accounted for almost 77% of all the units in Ashland, by 1980, single-family detached units accounted for only 64%. Multi-family units rose from 21% to 33% in the same period. Between 1980 and 2010 the level of multi-family development stagnated, and the percentage of multi-family housing decreased to 26.6%⁵ of the

⁵ This percentage does not entirely represent a loss of multi-family units but is somewhat reflective of the margin of error (+/- 1.5%) in data from Community Survey versus decennial census data.



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overall housing stock. This ratio mirrors the 1970's housing mix due to the development of single family units outpacing that of multi-family units.

**TABLE VI-2
HOUSING MIX 1970-2010**

Year	1970	1980	1990	2000	2010
Single-Family Detached/Attached	76.8%	63.7%	Not Available	65%	71.9%
Multi-Family 2+ Units	21.3%	33.3%		32%	26.6%
Mobile Homes	1.9%	3.0%		2.4%	1.5%

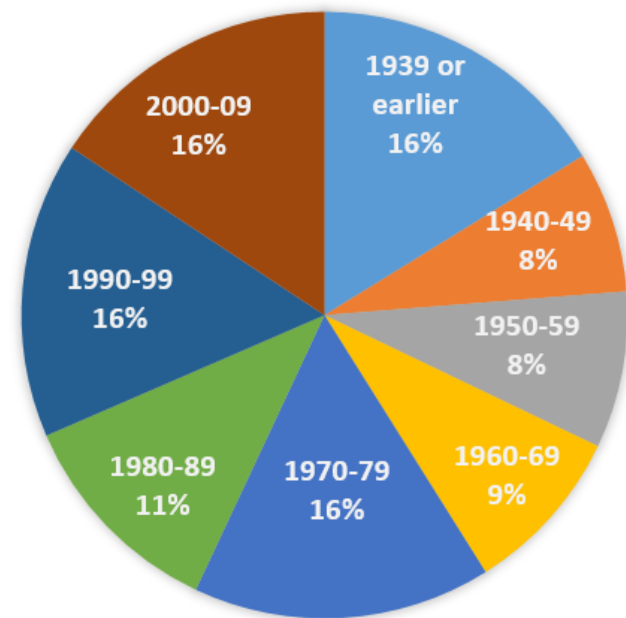
US Department of Census; Portland State University Center for Population Research.

Age of Housing Stock

The City maintains a large percentage of its historic housing stock. Out of the 1,785 housing units existing in 1940, 1,526 of those units still exist today and are still used for housing. The majority of these homes are located within Ashland's designated historic districts. The historic housing stock contributes to the character of the community and are recognized as cultural resources worthy of preservation under the National Historic Preservation Act of 1966 through their inclusion in districts listed on the National Register of Historic Places. Chart VI-1 shows a breakdown of housing stock by

age. This chart shows both the fluctuations in housing construction by decade as well as the high percentage of housing stock which was built prior to the adoption and implementation of current energy and Americans with Disabilities Act building code requirements. Older housing stock may require energy efficiency and/or accessibility upgrades to continue to meet future housing needs.

**CHART VI-1
HOUSING STOCK BY YEAR BUILT**





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6.03 Income and Housing

A 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. Table VI-3 shows estimates of income by percentage of population in Ashland using census data.

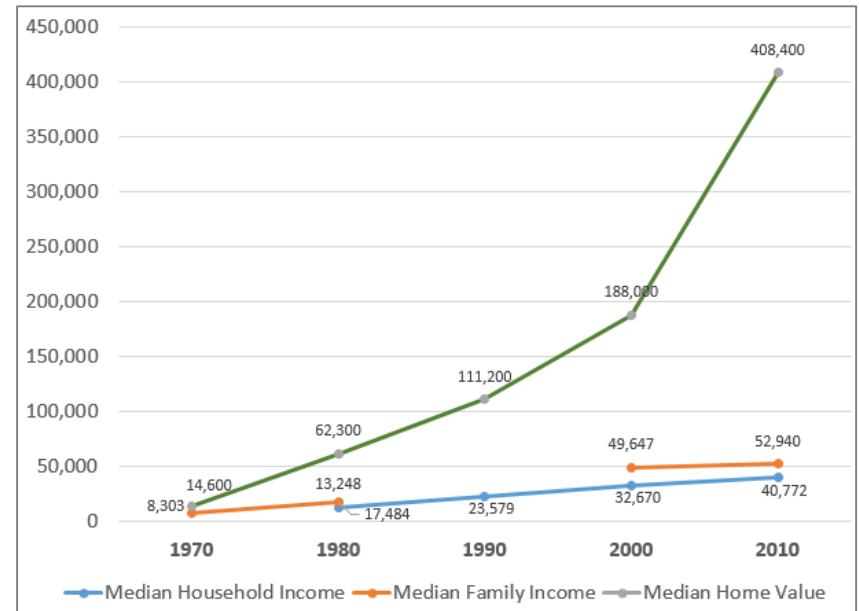
**TABLE VI-3
HOUSING MIX 1970-2010**

	Number of Households (2000)	Percentage of Households (2000)	Number of Households (2010)	Percentage of Households (2010)
All Households	8,552	100%	9,339	100%
Less than \$10,000	1,173	13.7%	906	9.7%
\$10,000-\$14,999	918	10.7%	677	7.2%
\$15,000-\$24,999	1,300	15.2%	1,203	12.9%
\$25,000-\$34,999	1,090	12.7%	1,286	13.8%
\$35,000-\$49,000	1,141	13.3%	1,490	16.0%
\$50,000-\$74,999	1,309	15.3%	1,553	16.6%
\$75,000-\$99,999	789	9.2%	799	8.3%
\$100,000-\$149,999	545	6.4%	819	8.8%
\$150,000-\$199,999	166	1.9%	294	3.1%
\$200,000 or More	121	1.4%	332	3.6%
Median Household Income	\$32,670		\$40,140	

The disparity between the increase in median home value and income growth is shown in the Chart VI-2. The value of homes in Ashland has been increasing at a rate that has been dramatically greater than that of median incomes in the Ashland area. The median

home value was less than twice the annual median income in 1970. Three decades later the median home value is nearly ten times greater than the annual median income.

**CHART VI-2
INCOME AND HOUSING COST ALL MEASURES 1970-2010**



For rental units, to be considered within financial means of the tenants it expected that no more than 30% of a household's monthly gross income should be applied toward rent (Department of Housing and Urban Development definition of housing cost burden). The graph below (Chart VI-3) illustrates the increasing percentage of



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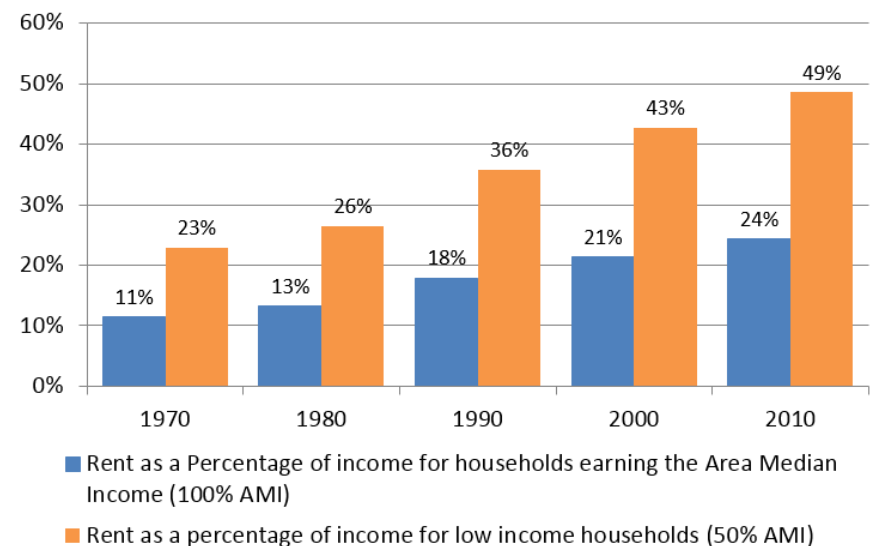
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household income that is applied toward rent for both median income and low income households. The changes demonstrate that for low income households (defined by HUD and the Census Bureau as those earning below 50% of gross median income) housing cost burden has been growing at a faster rate than for median income households. If the historic rates of increase for both home values and rental amounts continue to increase at a rate greater than that of incomes, housing cost burden for all populations will continue to rise.

As can be seen by the figures throughout this section, an increasing proportion of Ashland's population does not earn enough to afford to purchase a median valued home. Consequently, much of the population falls in the income range that necessitates renting; either single family rentals, apartment rentals, subsidized housing or mobile homes in parks. Very low income households can only afford rental housing which is offered below fair market value or housing which is subsidized. These housing types have traditionally not been provided directly by the City, but rather by affordable housing providers and the private market.

For households earning the median income or below there are very few housing options in the City that are affordable for purchase. The primary purchase housing options affordable for households earning median income or below are condominiums, townhouse units, cottage housing units, or mobile homes in parks.

CHART VI-3
RENT AS A PERCENTAGE OF INCOME 1970-2010



While it is important to discuss housing types in Ashland, it is difficult to accurately predict how the marketplace will allocate housing units. Therefore, it is necessary for the City to provide an



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adequate supply of appropriately zoned land to accommodate a variety of housing types as well as to support innovative actions. The marketplace will then be the significant factor in determining which type of housing will be built in various zones, consistent with zoning densities, design standards, and neighborhood compatibility.

Section 6.04 Housing Types

Various housing types each have a place in Ashland in providing for housing need and demand. This section defines each of these distinct housing types. The demand for, and distribution of, each specific housing type is discussed in section 6.05.

Detached Single-Family Homes: A detached structure containing one dwelling unit located on its own lot. Detached single-family homes make up the largest percentage of housing in Ashland. However, changes 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 residential subdivision developments. Alternatives to the conventional subdivision home, such as zero lot-line homes, or small cottages on small lots in developments

with common open space, should help reduce the cost of some units. Manufactured homes or modular prefabricated dwellings can also be used as single family homes on single family lots.

Attached Single-Family Homes: Attached Single Family homes are units which are attached by 1 or 2 walls, but are located on individual parcels. Since they are attached by one or two walls, there are some savings over the same square footage built as detached units. 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.

Townhouses and Condominiums: 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 on separate privately owned parcels or lots. These units are usually grouped in clusters of three or more and are associated with higher density developments. Townhome and condominium developments are a housing type where the City will see higher densities. They have the advantage of providing greater privacy and sometimes an opportunity for individual ownership. Very attractive and desirable



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homes can be built as townhomes or condominiums. These housing types may be used as moderate to high cost rental units, and as purchase units offer a wide variety of price points in residential subdivision developments or condominium developments.

Cottage Housing: Cottage housing units are small dwellings grouped around a common open space which maintain a visual and pedestrian connection between the residences. Cottage housing developments can consist of as few as three or as many as twelve units developed as a cohesive plan for the entire site. Cottage housing is typically built upon partially vacant and undeveloped properties within established residential zones. Cottage housing developments allow an increased density due to the smaller unit sizes and are a lower-cost alternative to traditional detached single family housing on individual lots.

Mobile or Manufactured Homes in Parks and in Developments:

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. Mobile homes are structures that are constructed for movement on public highways that have sleeping, cooking, and plumbing facilities that are intended for human occupancy, that are

being used for residential purposes, and that were constructed between January 1, 1962 and June 15, 1976, and met the construction requirements for Oregon mobile home law in effect at the time of construction. Manufactured homes are similar to Mobile homes delineated above, but were constructed in accordance with federal manufactured housing construction and safety standards and regulations in effect at the time of construction. Manufactured homes are typically located in parks but can be sited on single family lots. This housing type can be built to a wide variety of specifications and its method of prefabrication can lead to greater efficiencies in both time, materials, and energy efficiency. Manufactured housing, both on lots and in manufactured dwelling parks, can assist in offering lower-cost ownership opportunities.

Realizing that the marketplace may demand manufactured housing, and mobile homes, land should be zoned to accommodate manufactured home developments. The City's multifamily residential zones are the areas which can most readily accept mobile or manufactured housing at densities relatively consistent with typical manufactured dwelling parks. Manufactured homes located



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on individual lots can be accommodated within the City's single family residential zones.

Accessory Residential Units (ARUs) (Also called Accessory Dwelling Units, ADUs): An accessory residential unit is a small secondary dwelling unit located on a property where the primary use is a single family dwelling. The ARU can be either attached to, or located within a single family dwelling, or in a detached building located on the same lot. ARUs are allowed in most residential areas as an out-right permitted use and provide additional rental housing stock for small households.

Multi-family, multi-unit apartments: Multi-unit apartments refer to those dwelling units in a structure or grouping of structures containing two or more rental dwelling units located on one lot. These have the advantage of relatively low construction cost and relatively high density which provides for a more efficient use of land. Densities in this type of apartment usually range from 13.5-20 dwelling units per acre in Ashland. Ashland will use the R-2 and R-3, or Multi-Family Residential zones, to meet the housing needs for this type of housing. Additionally, multi-unit apartments can also be developed in conjunction with commercial developments as

mixed-use projects with commercial uses on the ground floor and residential uses above. The inclusion of apartments within commercial developments can accommodate residential densities of 15 units per acre to 45 units per acre or more, depending on unit size. Ashland's commercial zones with residential overlays, such as E-1 and C-1 zoned properties, are well suited for such mixed-use developments. The user and income groups in multi-family apartments would include households of all ages, compositions and sizes, from those with the lowest incomes (30% of the Area Median Income or less) through those earning 120% of Area Median Income and above.

Group Housing and Senior Housing: Group housing is characterized by the long-term residential occupancy of a structure by a group of people. The size of the group typically is larger than the average size of a single family household. Group housing structures do not include self-contained units but rather have common facilities for residents including those for cooking, dining, social and recreational, and laundry. Residential care homes, residential care facilities, senior living and senior care facilities, and room and board facilities are types of group living.



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Residential Care Homes: A residential treatment or training or adult foster home licensed by or under the authority of the state department defined in various Oregon Revised Statutes.

Residential Facility: Residential facilities provide housing and care for 6-15 individuals who need not be related as defined by the Oregon Revised Statutes for alcohol and drug abuse programs and for persons with disabilities. Staff persons required to meet State-licensing requirements are not counted in the number of facility residents and need not be related to each other or the residents.

Room and Board Facility: Group living establishment located in a dwelling or part thereof, other than a travelers' accommodation or hotels where lodging, with or without meals, is provided for compensation for a minimum period of 30 days. Personal care, training, and/or treatment is not provided at a room and board facility. Examples include dormitories, fraternities, sororities, and boarding houses.

Senior Housing: Housing designated and/or managed for persons over a specified age. Specific age restrictions vary, and uses may include assisted living facilities, retirement homes, convalescent or

nursing homes, and similar uses not otherwise classified as Residential Homes or Residential Facilities.

Government Assisted Housing/"Subsidized" Housing:

Government assisted housing is housing that is financed in whole or in part by either a federal or state housing agency or a local housing authority as defined by the Oregon Revised Statute, 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.

Universal Housing/Universal Design: Universal housing, also known as Universal Design, is not a specific a housing type, but refers to the design of products and environments to be usable by all people without the need for adaptation or specialized design. Universal housing refers to homes that are practical and flexible, meet the needs of people of different ages and abilities over time, and helps facilitate independent living for persons with disabilities.



6.05 Estimating Housing Demand

In order for the Housing Element to more accurately reflect housing demand over time, housing demand data are contained in the Housing Needs Analysis. The Housing Needs Analysis is regularly updated to reflect the changing real estate market, population, and demographic conditions within the City of Ashland. The City of Ashland Housing Needs Analysis is adopted by the City Council as a technical supporting document to the Comprehensive Plan.

The methodology used to estimate future housing demand is more fully described within the Housing Needs Analysis. In general, a projection of housing needs utilizes a methodology based on several factors including: population changes (births, deaths, migration), age and income demographics, demographic trends, housing tenure, housing costs, and available housing types. In some cases, estimating housing need may include a review of historic housing production trends then projecting those trends forward. However, because past development trends may not have

been meeting housing need, a simple projection of historic trends may not provide a complete picture of future housing needs.

Housing Demand by Type and Cost

The housing market is not static. Consequently, future housing needs are not expected to be the same as the needs of the previous planning period. Changing lifestyles and demographic composition of the community will lead to a wide variety of housing options such as single family homes on individual lots, cottage housing developments, accessory residential units (accessory dwelling units), townhomes, senior housing, assisted living, manufactured housing, and a variety of rental housing types including, duplexes, triplexes, and apartment complexes. For the purposes of estimating demand for various housing categories, by type and by cost, with consideration to the historic and current income and housing tenure trends, four general types of housing demand are assumed.

Single Family Housing (Detached and Attached): Single family residential units provide ownership and rental housing stock for family households as well as unrelated individuals sharing a home. Single family residential dwellings include single homes on



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individual lots, cottages within a cottage housing development, and attached townhomes. Single family housing is found throughout the City in all residential zones.

Multiple Family Housing: This housing type can accommodate the broadest housing needs within the City and includes condominiums, duplexes, triplexes, apartment complexes, and mixed-use developments with residential dwellings above a commercial ground floor. As can be seen in comparing Chart VI-4 with Chart VI-5, the percentage of multiple family housing stock needs to be increased to meet the demands of the City's residents for a moderate priced housing option⁶. Multiple family housing can be located in several zones throughout the city including multiple-family zones, and all employment and commercial zones with a residential overlay. Additionally, Accessory Residential Units (ARUs) provide rental housing opportunities within single family residential zones. Based on past housing tenure and income trends, multiple family housing has been and will continue to be a highly sought-after housing type that will serve much of the City's population.

Government Assisted Housing/"Subsidized" Housing: This housing type is in high demand as it serves a need unmet by the private market – that is, the housing needs of low-income, extremely low-income, and special needs populations. Government assisted housing is primarily comprised of multiple family rental units developed with federal or state funding, and can be found primarily in multi-family zones. Low and moderate income ownership housing units have been developed within the City using direct government subsidy and include condominiums, townhomes, and single family homes within single family residential zones. While government assisted housing types are a highly sought after housing type they represent only a fraction of all multi-family housing stock within the City

Manufactured Housing: This housing type provides for low and moderate-income purchase homes. The population which falls into this category includes many of those households occupying rental housing at any given time. Due to escalating housing costs low and moderate income populations seeking ownership will most likely be

⁶ This conclusion is based on data on household income levels and housing stock taken from the 2012 Housing Needs Analysis.



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in the market for manufactured homes in parks. This housing type has been decreasing as a percentage of the City's overall housing stock for a number of decades for a variety of reasons. However, this housing type may need to be accommodated through City policies to incentivize the market to retain existing and provide more of this housing choice. Furthermore, manufactured housing has changed substantially over the decades, incorporating green building technologies and materials, and offering greater energy efficiency. Such changes in the design and construction of manufactured housing may prove to be an economical and environmentally conscious choice for homeowners over time.

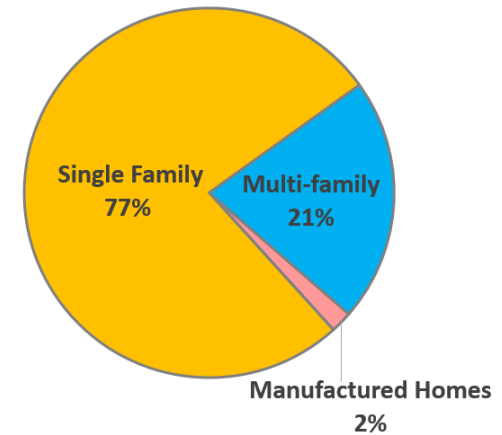
Housing Demand in Different Zones

Assuming that each type of housing would be provided in several zones, an estimate of total housing demand in each zone is provided in the Housing Needs Analysis.

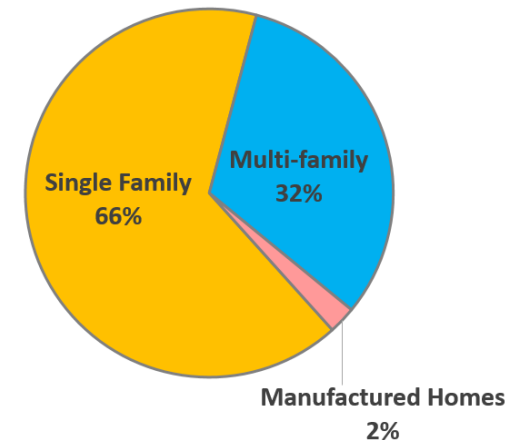
Subsidized Housing – The type of subsidized housing developed depends primarily on the requirements and type of the subsidy, provided. Most subsidized housing is higher-density apartments and therefore the majority of this housing type would be met in the

City's multifamily zones (R-2and R-3).

**CHART VI-4
HISTORIC HOUSING MIX**



**CHART VI-5
FUTURE HOUSING MIX**





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Rental Housing - Rental housing occurs across all housing types within 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 used as rental housing in 1970. According to the 2012-2016 ACS, 46 % of all occupied housing units in Ashland are renter occupied, while only 13.3% of housing units are in structures consisting of 5 units or more, indicating that there continues to be a large percentage of single family homes in the rental housing pool. Assuming that this practice will continue in the single-family detached housing market, and in the attached townhouse and condominium markets, then it is estimated that about 40% of this rental demand would be met in multifamily residential zones, 30% in the townhouse zone (R-l-3.5), and another 30% in the single-family residential zones. Specifically, rental units in the single family zones are anticipated to be provided in smaller less expensive housing units, cottages, and Accessory Residential Units with the owner occupying one unit and renting the second unit.

Moderate Cost Purchase Housing - The moderate cost purchase units are also spread across several zones. It is estimated that the majority of new units addressing this demand will be in medium and

high density zones, such as townhomes and condominiums, as well as within cottage housing developments within the single-family residential zones.

High Cost Purchase Housing- Most of the high cost housing would involve single family detached homes on individual lots with lower residential densities (e.g. 5 units per acre). 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.

6.06 Estimating Land Needs

Future availability of housing in Ashland will be heavily influenced by the availability of land for development. In accordance with Oregon's statewide planning goals, a local government shall demonstrate that its comprehensive plan or regional framework plan provides sufficient buildable lands within the urban growth boundary to accommodate estimated housing needs for 20 years. The City should therefore ensure that there is sufficient land set aside for the development of housing to meet the needs of the population. In general, there should be at least a five years' supply of land for each comprehensive Plan Designation



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within the City limits and a 20-year supply within the Urban Growth Boundary.

The most recent adopted Buildable Lands Inventory details the methodology that the City used to estimate its land needs, based on the number of housing units necessary to meet the current and future needs for residential development, future population growth, and demographic forecasts. The estimate of future land needs will invariably take into account the changing demographics of the Ashland community in relation to the population's housing needs. To ensure an adequate supply of needed housing types, the City may enact policies to increase, protect, and preserve land set aside to accommodate identified needed housing types. Historically the City's demand has primarily been for single family detached and attached housing. However, over time both the need and demand for multi-family and government assisted housing has increased. Similarly, consumption of multi-family zoned land for single family attached and detached housing has reduced the supply of land available for these needed housing types. As is shown in table VI-5, in section 6.4, single family housing made up a majority of the historic housing stock within the City at 77%. The

housing mix needed to accommodate Ashland's changing demographics would increase the percentage of multi-family housing from 22% to 32% while decreasing the City's overall percentage of single family housing to 66%.

The Residential Land Supply Table, an appendix to the Buildable Lands Inventory, details the number of acres necessary to accommodate needed housing types in each comprehensive plan designation.

Regional Plan Coordination

Regional Problem Solving (RPS) is a term identified in Oregon Revised Statute (ORS 197.652-658). The statute specifies that "Local governments and those special districts that provide urban services may enter into a collaborative regional problem-solving process. A collaborative regional problem-solving process is a planning process directed toward resolution of land use problems in a region."

Various entities within Jackson County were identified as potential stakeholders within the regional planning process, and invitations



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were extended to every incorporated jurisdiction, school district and irrigation district in the planning area, plus the Medford Water Commission, the Metropolitan Planning Organization, Rogue River Valley Sewer Services, Rogue Valley Transportation District, and the appropriate state agencies. Invitees chose to exercise different levels of participation and responsibility within the planning process.

The Regional Plan establishes a system to guide long-term planning for the next 50 years in the Greater Bear Creek Valley. The plan designates approximately 8,529 acres of urban reserves for the cities of Ashland, Central Point, Eagle Point, Medford, Phoenix, and Talent to accommodate urban growth to the year 2060. The plan also establishes an Agricultural Task Force and an agricultural buffering program, commits the region to developing at certain minimum densities and in mixed-use/pedestrian friendly form, and requires conceptual land use and transportation planning to be conducted prior to UGB amendments.

The Regional Plan developed and adopted through the Regional Problem Solving (RPS) required the development of a regional housing strategy. The Regional Plan was acknowledged on March

7, 2013. The requirement in the Regional Plan is broad and does not specify what a housing strategy would include. The requirement is as follows:

Participating jurisdictions shall create regional housing strategies that strongly encourage a range of housing types throughout the region within 5 years of acknowledgement of the RPS Plan.

Six communities and Jackson County signed the RPS: the cities of Ashland, Central Point, Eagle Point, Medford, Phoenix, and Talent. Together, they are the local governments that implement the plan. The requirement is that participating jurisdictions create regional housing strategies. It is both appropriate and desirable that local governments establish their own strategies and think regionally about strategies. The RPS communities will coordinate to ensuring alignment among regional strategies that are adopted by several local governments.



6.07 Development Standards

The City's development standards also have an impact on the provision of housing and on the expense of each house. In the past, conventional subdivision development has resulted in attractive but sometimes monotonous neighborhoods. 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 5,000-10,000 square feet lot sizes. 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 flexibility in subdivision regulation which emphasizes quality of life, overall density, and compatibility with surrounding neighborhoods. Additionally, the City has adopted standards to allow cottage housing developments to provide opportunities for creative, diverse, and high quality infill development that preserves the scale and character of existing single-family neighborhoods. Cottage housing offers a choice for those needing moderately priced home ownership opportunities within units that are of a size and function suitable for a single

person or small families. Cottage housing is generally considered more affordable because of substantially smaller unit and lot sizes. A variety of housing types can be developed with these flexible subdivision standards. Flexible 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 Climate & Energy, Transportation and Housing

The consumption of natural resources is a very important topic for the Ashland community. Many policies have been implemented which address the reduction of energy usage and promote a reduction in a historic reliance on automobiles and automobile oriented communities. The City of Ashland's Climate and Energy Action Plan lays out a foundation for the City of Ashland to "reduce its emissions and improve its resilience to future impacts of climate change on its environment, infrastructure, and people". Arguably, there is no stronger correlative relationship than the relationship between energy, transportation, and housing. The residential sector



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uses more energy than any other in Ashland. Similarly, the impact of housing availability and affordability impacts the inflow and outflow of residents by means of transportation including automobile, bus, or bicycle. Lastly, the impacts of transportation costs upon U.S. households is nearly equal to housing costs in some instances, making those two areas the biggest expenses in the budgets of American households.⁷

Neighborhood design can promote a reduction in energy use by encouraging trips by bicycle and foot. The City of Ashland has long worked to maintain a compact urban form and provide multimodal transportation options that allow residents to use less energy and spend less on transportation costs, whether by making fewer or shorter car trips, or by using other less expensive modes of transportation like bicycling, walking, or transit. However, the City recognizes that due to topographic constraints such as steep slopes, transit routes, and the aging of Ashland's population, the full range of multi-modal options may be limited for some households.

Transportation costs typically represent the second highest household expense, following housing. It is anticipated that efficient urbanization and improved multi-modal transportation options will result in a decrease in transportation costs. By decreasing transportation costs, the City can improve the overall affordability and livability of Ashland. Workers who routinely commute to work put added strain on both the environment, through the production of pollution and the demand for fossil fuels, and public infrastructure such as roadways and parking. 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.

Encouraging energy efficiency and green building practices in housing can reduce overall housing costs by lowering consumption and the expenses of utilities such as gas, electricity, and water. These actions can help to enhance the policies identified in the Energy Element of the Comprehensive Plan, thereby reinforcing Ashland's commitment to conservation of resources. Older housing

⁷ Lipman, Barbara J., Center for Housing Policy, "A Heavy Load, The Combined Housing and Transportation burden of Working families", October, 2006. (pg. 5) [https://community-wealth.org/sites/clone.community-](https://community-wealth.org/sites/clone.community-wealth.org/files/downloads/article-lipman.pdf)

[wealth.org/files/downloads/article-lipman.pdf](https://community-wealth.org/sites/clone.community-wealth.org/files/downloads/article-lipman.pdf)



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tends to be less energy efficient as older housing stock was built to different construction and energy efficiency standards than exist today. New housing is constructed to higher energy efficiency standards often featuring a tighter building envelope and incorporating additional energy saving features such as passive solar design. Promoting greater energy efficiency in the existing housing stock can help to maintain the stock of more moderately priced older housing, while incentivizing energy efficiency in new construction can serve to offset long term energy usage and promote overall community conservation.

Due to numerous factors including livability, the high cost of housing, low vacancy rates, as well as Ashland's success as a tourist destination, many of the people who work in Ashland live outside of the city. Given the small geographic size of the Rogue Valley, the regions encompassing Medford and Ashland often function as one regional market for both housing and employment. Consequently, while many Ashland employees reside outside of the City the savings realized through reduced housing costs are

often offset by increased transportation, environmental, and public facilities costs which are borne not just by the individual household but by the community as a whole.⁸ When families and individuals devote ever-increasing amounts of time, energy, and resources, commuting to and from their residences and places of employment, community and family engagement must bear the cost. Similarly, individuals who do not live within a community have more challenges to contribute to the fabric and economy of that community in the same ways and to the same extent as the residents of that community. These opportunity costs can negatively impact the community in a myriad of less overt and measurable ways.

⁸ 2012 Housing Needs Analysis, pg. 22,
https://www.ashland.or.us/SIB/files/Adopted_2012-2040_HNA.pdf



6.09 Assumptions

Ashland will continue to increase in the number of housing units commensurate with population growth. Existing, older residential neighborhoods will experience relatively few shifts in housing types and styles. New housing areas are expected to contain housing types other than single-family residential detached units, and much of the City's new housing demands will be met by attached units in residential subdivision developments, and housing in higher densities than experienced in the past, such as townhouse developments, apartment complexes, accessory residential units, and cottage housing. Rising land costs and smaller households could result in housing units with relatively small living spaces in each unit compared to past housing.

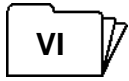
Ashland's population is expected to grow at less than one half percent per year over the forecast period. As a community with high housing costs, Ashland is not expected to experience an influx of residents at a rate comparable to the rest of Jackson County or the State of Oregon. Ashland's share of the total countywide population is forecast to decline.

The aging of Ashland and the County's population is expected to continue throughout the forecast period. An aging population will necessitate the renovation of existing housing, and development of new housing, that is accessible and promotes aging in place safely and independently.

Ashland is expected to continue to have relatively small household sizes of two people per household or less. Smaller household sizes are associated with the aging of the population in both Ashland and the rest of Jackson County.

The mix of housing types and lot size are major factors in determining how much land is required to accommodate future housing growth. In response to decreasing household sizes, and as smaller units are generally more affordable than larger units, smaller housing units are expected to be an increasingly preferred housing choice of residents in the future.

Although the City does not have a great amount of vacant land for housing, key locations offer potential for significant infill and redevelopment including mixed-use opportunities in key locations.



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Over half of Ashland's existing housing stock was built prior to 1980. Often older homes can be more expensive to maintain and rehabilitate. Although Ashland's housing stock is older, most homes remain in relatively good condition. Ashland's high housing prices within designated historic districts indicate the age of the homes may be an appeal rather than a drawback of the housing stock. It is assumed that most of the existing housing stock will be maintained over the planning period.

Rents and purchase prices have tended to grow at a significantly faster rate than area incomes, consequently the number of households overburdened by housing costs, or needing subsidized housing, is expected to increase over time.



6.10 Goals and Policies

DIVERSITY OF HOUSING TYPES (6.10.01)

(1) Goal: Ensure a range of different dwelling types that provide living opportunities for the total cross section of Ashland's population.

Policy 1: Provide for a mix of housing types that are attractive and affordable to a diversity of ages, incomes, household sizes, and household types.

Policy 2: Support accessible design and housing strategies that provide housing options for seniors and for disabled persons.

Policy 3: Integrate housing with other compatible land uses through flexible zoning provisions.

Policy 4: Housing opportunities should be available to all residents without discrimination and consistent with local, state, and federally recognized protected classes under fair housing law.

Policy 5: Zone sufficient land at densities to accommodate an adequate supply of housing by type and cost to meet population growth and projected housing needs.

Policy 6: Promote methods to use or adapt the City's existing housing stock to provide needed housing types.

Policy 7: Protect Ashland's historic neighborhoods through programs and efforts that promote preservation, rehabilitation, and the use of limited design review to maintain the quality of neighborhoods.

Policy 8: Use design standards to promote neighborhood compatibility and maintain consistency with the character of the surrounding built environment.

Policy 9: Support the retention and development of rental housing.



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PRODUCTION AND PRESERVATION OF AFFORDABLE HOUSING (6.10.02)

(2) Goal: Support the creation and preservation of housing that is affordable to low and moderate income households and that is commensurate with the incomes of Ashland's workforce.

Policy 10: Encourage the preservation of affordable housing, including housing that is subject to a term of affordability, to avoid the net loss of safe, healthy, affordable housing.

Policy 11: Utilize Ashland's Housing Trust Fund and other financial incentives to encourage the creation and retention of housing for homeownership or rent at a cost that will enable low and moderate income families to afford quality housing.

Policy 12: Cooperate with for-profit and non-profit affordable housing providers in locating low and moderate income units in Ashland.

Policy 13: Work in partnership among various levels of government, public agencies, and non-profit organizations to address homeless and low-income housing needs.

Policy 14: Provide for minimal off-street parking requirements in locations where it is demonstrated that car ownership rates are low for resident populations in order to help reduce housing costs and increase affordability and where the impact on neighborhoods allow.

Policy 15: Consider prioritizing permitting processes for affordable housing developments, multifamily rental housing, and other needed housing types as documented in the Housing Needs Analysis.

Policy 16: Discourage demolition and conversion of needed housing types as identified by the Housing Needs Analysis.

Policy 17: Evaluate the cost of public infrastructure in relation to the impact on the cost of housing.



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ENVIRONMENTAL STEWARDSHIP AND SUSTAINABILITY (6.10.03)

(3) Goal: Encourage the development of housing in ways that protect the natural environment and encourage development patterns that reduce the effects of climate change.

Policy 18: Development standards shall be used to fit development to topography, generally following the concept that density should decrease on physically and environmentally constrained lands.

Policy 19: Promote infill and compact development patterns to encourage housing affordability, maximize existing land resources, and conserve habitat and environmentally sensitive areas.

Policy 20: Promote building and site design that supports energy efficiency, renewable energy generation, and water conservation in new residential developments.

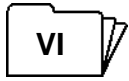
Policy 21: Ensure that city housing efficiency policies, programs and standards support the implementation strategies and actions described in the Ashland Climate and Energy Action Plan.

DATA, INVENTORIES, PROJECTIONS, AND PERMITTING (6.10.04)

Goal: Forecast and plan for changing housing needs over time in relation to land supply and housing production.

Policy 22: Maintain a data base that includes, measurement of the amount of vacant land and land consumption, housing conditions, land use, land values, and any other pertinent information.

Policy 23: Encourage development of vacant land within the City Limits, while looking to the lands within the Urban Growth Boundary to provide sufficient land for future housing needs. This shall be accomplished with specific annexation policies.



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Policy 24: Coordinate growth management planning with other jurisdictions in the region to accommodate expected residential growth and anticipated demand for different types of housing.

Policy 25: Strive to minimize the time taken to process land use and building permits so that the intent of state and local laws is fulfilled with the greatest possible thoroughness and effectiveness.

ASHLAND PLANNING DIVISION
STAFF REPORT
March 18, 2019

PLANNING ACTION: PA-L-2018 -0004

APPLICANT: City of Ashland

ORDINANCE REFERENCES:

AMC 18.5.9
Comprehensive Plan Chapter VI, Housing Element

REQUEST: Amend the Housing Element of the City of Ashland Comprehensive Plan (Chapter VI). Revisions include repealing and replacing Chapter VI of the Comprehensive Plan thereby providing a new narrative, updated charts and tables, and amendments to the existing goals and policies.

I. Relevant Facts

A. Background

The Comprehensive Plan covers 12 individual areas such as Transportation, Parks, Environmental Resources, Public Services, Housing, etc. Individual sections of the plan are updated over time. The Housing Element (Chapter VI) was last updated in 1989, although documents such as the 2011 Buildable Land Inventory and 2012 Housing Needs Analysis have been adopted as technical supporting amendments to the Housing Element to provide more current data and demographic information. The body of the original Housing Element chapter referenced data from the 1980 census, the most recent at the time it was drafted, consequently the data and assumptions contained in the Housing Element are dated. In looking to update the Housing Element it was also an opportune time to revisit the existing goals and policies included in the element.

The purpose of the City's Comprehensive Plan is to have a document which sets forth general, long-range policies on how the community's future development should occur. The hope is that decisions will then have long-term consistency. In recognition that there will be continued changes in the City over time, the goals and the policies in the plan should be flexible enough to address that long-term vision. The Comprehensive Plan attempts to proceed from the very general (goal statements) to areas of focus (policies) which are intended to meet the overarching goals. Implementing actions are separate from the Comprehensive Plan and are ultimately reflected in adopted ordinances (i.e. zoning), resolutions, City program development, and funding priorities.

The City is undertaking an update of the Housing Element for a variety of reasons: the current document contains language that is limited to specific time periods and conditions which are no longer representative of existing conditions within the city, the data and language is outdated, and it is an appropriate time to revisit the housing assumptions and policies contained within the element. The

proposed Housing Element presents a broader more generalized view of demographic changes in Ashland over time, and where needed, specific data has been replaced with references to technical supporting documents that are updated on a more regular basis.

The attached draft Housing Element includes a completely revised narrative and goals and policies section. Given changes in demographics, and housing market conditions since the Housing Element adoption in 1989, the draft policies included in the revised element newly reference the Climate Energy Action Plan (CEAP), the need to provide universal housing accessible to elderly and disabled residents, fair housing, and more directly addresses the need for affordable housing within the community. These revisions were informed by public comments and recommendations by the Housing and Human Services Commission and Planning Commission.

The Planning Commission and Housing and Human Services Commission held a joint study session on [October 25, 2016](#) in which the process for updating the Housing Element was discussed and a public outreach subcommittee was formed of both commissions.

The Housing and Human Services Commission (HHSC) held a study session on [June 22, 2017](#) and [July 27, 2017](#) to discuss and refine the Housing Element of the Comprehensive Plan. Additionally the HHSC reviewed and discussed the ECONorthWest Ashland Housing Strategies on [August 23, 2018](#).

The Planning Commission held study sessions on [April 25, 2017](#) and [July 25, 2017](#), and a special meeting on [September 26, 2017](#), to discuss and suggest refinements the Housing Element of the Comprehensive Plan.

The draft Housing Element was presented to the City Council at a study session on [October 1, 2018](#). The City Council directed Staff to initiate the adoption of the draft Housing Element to include public hearings before the Housing and Human Services Commission and the Planning Commission.

The Housing and Human Services Commission held a public hearing to review the draft element at a special meeting held on [November 15, 2018](#). The Commission unanimously recommended approval with no changes.

The Planning Commission held a public hearing and reviewed the draft element at a special meeting held on [November 27, 2018](#). The Planning Commission recommended approval with specific changes that have been incorporated into the final draft of the Housing Element presented to the Council for Consideration.

B. Policies, Plans and Goals Supported:

The City's Comprehensive plan is required to be consistent with the State of Oregon's Planning goals. Goal 10 of the Statewide Planning goals specifies that each city must plan for and accommodate all needed housing types (OAR 660-015-0000(10)) The State requires each city to inventory its buildable residential lands, project future housing needs, and provide the appropriate types and

amounts of land within the urban growth boundary necessary to meet those needs. The statewide housing goal also prohibits local plans from discriminating against needed housing types. To ensure that the City is continuing to meet the requirements of Goal 10 the City is undertaking the process of updating the Housing Element of the City of Ashland Comprehensive Plan.

The City Council's "Ashland 2020" goals and objectives include direction to update the Housing Element of the Comprehensive Plan and to incorporate recent housing studies:

- *12. Update the Comprehensive Plan: Consider an update of the Housing Element of the Comprehensive Plan in order to incorporate background information and key findings of recent studies.*

C. Comprehensive Plan Amendments

The proposed update to the Housing Element of the Comprehensive Plan includes the following:

- Amendments to the Housing Element of the Comprehensive Plan narrative
- Revisions to the Housing Element Goals and Policies

II. Procedural

18.5.9.020 Applicability and Review Procedure

Applications for Plan Amendments and Zone Changes are as follows:

B. Type III. It may be necessary from time to time to make legislative amendments in order to conform with the Comprehensive Plan or to meet other changes in circumstances or conditions. The Type III procedure applies to the creation, revision, or large-scale implementation of public policy requiring City Council approval and enactment of an ordinance; this includes adoption of regulations, zone changes for large areas, zone changes requiring comprehensive plan amendment, comprehensive plan map or text amendment, annexations (see chapter 18.5.8 for annexation information), and urban growth boundary amendments. The following planning actions shall be subject to the Type III procedure.

1. Zone changes or amendments to the Zoning Map or other official maps, except where minor amendments or corrections may be processed through the Type II procedure pursuant to subsection 18.5.9.020.A, above.
2. Comprehensive Plan changes, including text and map changes or changes to other official maps.
3. Land Use Ordinance amendments.
4. Urban Growth Boundary amendments.

III. Conclusions and Recommendations

Ashland's Land Use Ordinance (18.5.9.020.B) permits legislative amendments to address changes in circumstances and conditions. The Planning Commission found the proposed amendments to the Comprehensive Plan Housing Element are supported by

the minutes from the prior study sessions as included in the record, the Planning Staff Report dated November 15, 2018, the *2012 City of Ashland Housing Needs Analysis*, the *2011 Buildable Lands Inventory*, and the *2018-2068 Jackson County coordinated population forecast (Population Research Center PSU)*.

The Planning Commission reviewed the recommendations of the City of Ashland Housing and Human Services Commission and considered the public testimony and written comments provided at the public hearing, as well as comments received online through a community survey relating to the proposed Housing Element goals and policies.

After careful thought and consideration, the Planning Commission voted to recommend the City Council approve first reading of the ordinance amending the Housing Element.

The Housing and Human Services Commission and the Planning Commission have forward favorable recommendations to Council in support of adoption of the proposed Housing Element of the Comprehensive Plan.

Attachments:

- Draft Housing Element of the Comprehensive Plan
- Public Outreach Summary

Housing Element Update Public Outreach Efforts

As part of the Comprehensive Plan's Housing Element update process a Public Participation Planning Group (PPPG) comprised of two Planning Commissioners and two Housing Commissioners was established. The PPPG decided upon a public involvement plan to gain feedback from the community on the efficacy and relevancy of the current housing policies within the Housing Element. The public involvement plan included a questionnaire posted on the City's website and two outreach events; an open house and a community forum intended to elicit feedback and suggest changes to make the policies more effective for the community in the coming years.

City staff and the PPPG developed and posted two online questionnaires. The first questionnaire was posted on the City website through Open City Hall from January through March, 2017 to allow residents to review and provide feedback on the existing adopted policies in the Housing Element. The second online questionnaire was issued in December of 2017 to allow the public to evaluate the revised goals and policies which are proposed for inclusion in the Housing Element. Availability of the questionnaires were advertised in the City Source utility bill mailer, on the City's website, and on public access channels. The first questionnaire received 357 visits and 144 responses (56 registered respondents and 88 unregistered respondents). The second questionnaire generated 113 responses (54 registered and 59 unregistered respondents) and was visited by 337 unique visitors.

The City held one open house and one facilitated public forum. The City also held two study sessions to obtain feedback on the revised policies; one before the Planning Commission on [July 25, 2017](#) and one before the Housing and Human Services Commission on [July 27, 2017](#). The feedback from the public forum and each commission was utilized in the policy refining process.

Advertising and Outreach Activities:

City Source News Item

City Website News Item

Ashland Daily Tidings Article

Open City Hall Questionnaire to elicit comments on currently adopted policies (January - March 2017)

Open City Hall Questionnaire to elicit comments on revised policies (December 2017 - current)

Open House & Community Listening Forum March 8, 2017

Housing and Human Services Commission Meeting Public Hearing September 28, 2017

Planning Commission Hearing Public Meeting September 26, 2017

Summary of Open City Hall Feedback from Online Questionnaires

The first online questionnaire (January through March, 2017) presented the existing Housing Element policies for public evaluation and comment. Respondents identified several key issues with the existing policies, some of which were simple word changes, some of which were specific to overarching land use policy.

- Respondents either agreed or strongly agreed with the majority of the policies.
- Respondents suggested using language which is friendlier to lay people and to remove professional jargon from the text.
- Respondents suggested policies that encourage infill
- Respondents suggested removing subjective language from policies subject to interpretation.

- Respondents supported inclusion of environmental and conservation measures related to housing and development.
- Respondents supported the promotion of universal housing that is accessible to elderly and disabled populations.
- Written responses to the questionnaire are included as attachments
- [Questionnaire #1 Summary Results](#)

The second online questionnaire (opened December 2017) presented the revised Housing Element policies for public evaluation and comment. As the refined policies largely addressed issues identified in the first questionnaire the responses to each policy were generally favorable.

- The majority of respondents either agreed or strongly agreed with each of the proposed policies.
- Policy number thirteen had the most respondents disagree; one in four respondents were not in favor of providing minimal off street parking in areas where car ownership rates are shown to be lower.
- Respondents reiterated support for conservation measures, affordable housing and universal/accessible housing as well as concerns about increased congestion and transportation issues related to growth, sprawl and infill.
- Written responses to the questionnaire are included as attachments
- [Questionnaire #2 Summary Results](#)

Summary of Open Housing and Forum Feedback

The City of Ashland Planning Department hosted an Open House and a Housing Forum on March 8, 2017 which was attended by approximately 20 people. Planning Commissioners and Housing and Human Services Commission members assisted by facilitating table discussions with participants in the forum. After a brief orientation about the City's interest in updating the Housing Element of the Comprehensive Plan, and the schedule for the planning process, two workgroups were created to discuss the four topic areas:

1. Promoting Development of Affordable Housing
 - Promote incentives/tools to encourage private market developers
 - Deed restrictions and inclusionary zoning were favored
2. Encourage Housing Diversity, Quality and Compatibility
 - More flexibility in zoning/development standards
 - Increase densities
 - Allow/encourage mixed uses
 - More housing type diversity/population diversity
3. Encouraging Conservation and Environmental Protection
 - Protect slopes/don't build in flood plains
4. Accommodating Future Population Growth and Demographic Changes
 - Need to do more to accommodate the range of income and household types
 - Promote universal housing/aging in place

Summary of Planning and Housing and Human Services Commission Feedback (goal refining)

Staff worked with the Planning and Housing and Human Services commissions to revise the adopted goal and policies of the Housing Element based on the feedback provide through the public outreach efforts. Below are highlighted changes that were made as a direct result of the public outreach process:

- Added goals and policies to address the community's desire for more affordable housing types.
- Added goal to address the community's desire for greater environmental and conservation measures including referencing the CEAP.
- Added policies to address the development universal housing that is accessible to elderly and disabled populations.
- Added policies to be consistent with the Regional Problem Solving and Regional Housing Strategy efforts.
- Made the language plainer, more user friendly for lay people, and removed wording from within policies that was considered jargon, subjective, or was considered open to alternative interpretations by the public and Commissioners. For example, the term "compatibility" was not considered as clear as simply referencing the City's adopted design standards to address the issues of character.

Attachments

2017 Housing Goals Summary Comments-Adopted Goals

2018 Housing Goals Summary Comments

Written Comments received online in the 2017 Housing Element Goals and Policies Open City Hall Questionnaire:

The Comments below were provided by all respondent to the online questionnaire, registered and unregistered (anonymous). These comments relate to the existing adopted goals of the Housing Element.

Please provide any further general comments that you feel should be considered in updating the Housing Element of the Ashland Comprehensive Plan (optional):

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- 1 Ashland has 20% of its population living in poverty. Ashland needs to allow, encourage, and support workforce housing. This means using zoning and all other available means to build homes that the people who wash our dishes and cook our meals can afford. We must work on this end of the spectrum.

 - 2 Ashland has a severe housing crises, it's too expensive, so not everyone can live here I can't live some places also they are too expensive, however reducing our standards, relaxing laws, increasing substandard housing crammed everywhere takes away from the aesthetic value of our city. If this were to happen we wouldn't have a housing crises no one would want to move here. This would certainly lower property value and costs, I don't think that is what most of the citizens of the city really want.

 - 3 Ashland is a small town that needs to remain one, instead of increasing density to urban levels in some misguided quest to lower housing prices (which won't happen) or to increase mass transit usage (which also won't happen). Once all the back yards are gone, there's no way to bring them back.

 - 4 Ashland need to provide housing and service for its population at risk ands stop moving the homeless around town via punitive ordinances
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- 5 Ashland should encourage infill of low income housing throughout our entire town....not just in an isolated specific area. Garage apartments. Small accessory houses behind existing homes. Allow a percentage of apartments or homes in specific developments to be available for low-income residents. But integrate the entire town with smaller homes, rental properties using the existing real estate, instead of isolating those families into one section of town into a "planned development" of public/subsidized/low income housing.

I witnessed large cities building these public housing high rise apartments. Although they looked acceptable from a distance, they became places which were drug and crime invested, because they isolated a segment of our society. It was a curse to isolate any segment of society. No one wanted to live there. Ultimately they were torn down.

Give tax incentives to existing property owners who are willing to build small auxiliary units on their property for rental or ownership to those of lower incomes! Relax the development fees for infill or expansion of this existing land, without expanding the urban growth boundaries. Personally I have loved walking the small alleys of Ashland and seeing that much of this situation already exists. And I realize that if the city would consider this option it would achieve the goal.

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- 6 Ashland should not have growth as a goal. A wide range of housing types and costs, charm, safety, walkability, environmental preservation, and energy efficiency should be the goals.
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- 7 Businesses in Ashland are in decline. Ashland is a pleasant place, and almost everybody in the United States wants to live in this town. We cannot offer housing for the entire country. Since living in the mountains, there are few real jobs. Since my family still has one child at home, I know families are not moving to Ashland. Without the college, we would be a retirement community. This town is not a growing town compared to Bend. Also, there is not enough new housing in this town. The city promotes keep your old ugly house. We would like to sell our house for a smaller new home with a yard in Ashland, which would save energy. The city does not promote these houses. Also, I encourage all of my three boys to get out of this town. You do not want to be 30 years old and live in this town. When the city does allow a new structure in the downtown core, it is high quality and stylish. Our house has a beautiful garden. All of our neighbors compliment us. People are happy to live near us. This is positive for the neighborhood. The cost of water in Ashland is through the roof. Ashland city is negative on private gardens. As for water problems in Ashland, the city should fine SOU for wasting water. There sprinklers water cement, and broken sprinklers run for long times. Also, when designing new communities, creating community areas with a vacant lot with a lawn for use of the neighborhood is mostly a failure. Big parks are a success in Ashland. As for housing is the same as golf, when you have a golf course that is poor designed, out of the time, old and not repairable, you do not add to it. You go to Medford and play and live on a well designed golf course. In essence, remove our old inefficient homes with new small efficient homes with back yards, children, gardens and flowers (minus deers)! If we do this, this community would cheer up!
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- 8 Can you make apartment managers and owners to professionally remove toxic black mold from apartment buildings. Every single one I have been to has mold or painted over mold. I have a serious mold allergy that is slowly building up in my brain.
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- 9 Decent-paying jobs are crucial to being able to afford housing in Ashland, but I realize that encouraging that may be beyond the scope of the Plan.
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- 10 Don't exclude any "exclusive" neighborhoods. Make this a family intended city, not just a retirement community for older people from California who have cash to buy homes here because it is safe but contribute nothing to local schools, the breathing room of this community. We need working families to bring vitality back to our city and our citizens.
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- 11 I answer this survey with some reservation because the policies tend to be vague enough that they could be applied in specific ways that could be harmful.
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- 12 I appose the affordable housing proposal for Normal Avenue. I do support attractive, affordable housing along Ashland Street.
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- 13 I believe that development on existing private land to support housing for seniors and low income should be allowed.
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- 14 I do understand the forces at work in the creation of these goals and policies. I think that you should include some measurable objective with each policy. Some of the policies seem so internally contradictory that it will be very hard 5-10 years down the road to tell if they were met or not.
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- 15 I recommend removing all the pretty real estate photos along the blvd. I worry that tourists will be encouraged to move here and this will keep housing prices inflated because after they sell their property elsewhere, they will be able to afford our "expensive" homes, thus pushing up property values. I am a home-owner and can't even find a decent place in Ashland that I could afford to change to. Just a small new home on a tiny lot near corner of Hershey & Oak was sold for over \$500,000 dollars. The new homes that sprouted up below the old church near the corner of Mountain Ave and E. Main with no space between each other, nothing other than a small apt. could have been efficiency housing for what one sees from driving by, but these were listed for over \$300,000. This type of housing mold should not be acceptable unless it is for low-income families. Thank you.
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- 16 I understand that the state of Oregon does not provide much help for keeping housing costs down, but the state of housing costs in the City is truly approaching (if not already at) crisis levels.

We are a low-income family and our rent has gone up by \$325 through 3 increases in barely over a year. In response to the most recent \$115 increment, our SNAP assistance was increased by a meager \$5. Five. Dollars. The 3 affordable housing wait-lists we are on (our only options to remain in town) are estimated to last between 8 months (at the absolute most optimistic) and 3 1/2 years. What we, and other renters in the same dire straights, have been told, by CPM - the universally loathed property manager - and other sources, is that they can't do anything about our rent because someone out of state owns the property. They're just following orders. It appears as though out of state investors are buying up the whole damn town, and they are blithely driving out low-income, and lifelong residents, because Ashland is such a desirable and up-and-coming town. In other words, they are after the profitability of the town, and have no actual investment in the town itself.

The mere stress of a high rent hurts the people struggling to pay it, mentally and even physically. And the act of trying - or failing - to keep up with such crippling payments, can have drastic and lasting consequences for the renters, and the city as a whole, should they become homeless, or turn to crime or other compromising situations trying to meet this rent ransom.

If it sounds like I'm being overly dramatic, the sad fact is, it's still true. Housing is an inelastic good, and people will pay far more than they can afford for far longer than they can, in order to keep it.

Whatever measures the city can legally take, they should take, without hesitation. Thank you.

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- 17 I understand your reasoning for keeping housing in Ashland affordable, but so what if prices in Ashland go up? It isn't the duty of the council or the city to become the babysitter for the public. If you can't afford to live here, we don't have to subsidize housing to make it affordable. Enough spending, enough government, enough regulations, enough record-keeping.

"We noticed you have a sprinkler system installed in your residence. Please respond, and we will also have one of our city personnel stop by your residence and contact you to talk about your system". I've got a good idea, keep out of my business, and keep out of the housing business. I'll bet this city could save a bunch, maybe living here would become affordable.

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- 18 I worked in Ashland and commuted from Rogue River for over two years while I was waiting for an open apartment in my income level. I work full-time as a bank teller here in Ashland. The current waiting period for an open low income housing unit is close to three years! That is unacceptable. Build more low income housing. Also, duplexes, townhomes, and quad-plexes are nicer than big apartment complexes. Make new housing more energy efficient, and create more bike paths so we don't all have to use cars to get downtown. Parking is terrible in downtown, especially near the plaza.
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- 19 I would like to see incentives for builders and home owners to develop ARUs. (make them an outright permitted use, reduce parking regulations, streamline the redtape and associated planning costs to make them more financially viable). Perhaps reduce or eliminate SDCs on units under 500SF?
To go through an application process for an ADU takes months of time and thousands of dollars just to get an ok from the planning dept. to move forward with construction. A homeowner must hire a planning consultant to investigate feasibility, a designer to draw initial plans, and a builder to estimate costs then pay extensive application fees just get approval to build the ARU. This is a major barrier to entry for all but the wealthiest homeowners.
If ARUs were out-right permitted and incentivized, then the result would be lower income homeowners being able to afford to buy in Ashland because they can build an ARU and rent it out. This solves two problems by helping them afford the mortgage and adding a unit to help with the rental shortage.
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- 20 I would like to see more energy efficient sustainable building practices in urban design. Keeping a high level of beauty is often compromised when developing. It is more pleasing to see a piece of beautiful art. Thank you
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- 21 I would like to see more non-smoking areas added. My apartments have no smoking in the central area now. I would hate to move into an area where there are a lot of smokers.
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- 22 I would like to see rental amount caps and stiff penalties for landlords who do not repair dangerous situations and take advantage of their renters. There are many "slumlords" in Ashland
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- 23 I would like to see us discuss ways to get more village feel with new development. What we are seeing on the north side of the railroad district is hardly increasing density or affordability in this most central area. I hear the Ashland/Tolman area plan contains many innovative ideas to change that big intersection.
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- 24 I would like to understand better why we don't limit rent increases and property value increases. Speculation and greed are pushing the workers out of our town. Very sad. Not interested in building more if there's no protection from speculators.
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- 25 I'd like to see the City outlaw no-cause evictions. Is this appropriate to put into this plan?
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- 26 include statements on Housing Trust Fund defining it and stating a commitment from the city to fund annually

include statements on the unhoused community including references to the city's commitment to working toward providing shelter for unhoused year round
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- 27 Infill is an excellent option and we should be looking at mixed use in areas where that is appropriate.
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- 28 It should not be legal for Rent to be raised by more than 10% in a year and landlords should not be able to only offer month to month rental agreements with no option of leasing so they can raise the rent any time they like.
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- 29 It'd be nice to have the option of including our name on this response without it being public and without signing in. I hope you will reach out to a wide variety of people for responses to these questions, especially those most affected by the housing shortage.
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- 30 I've lived in Ashland 20 yrs, raised my youngest who's grade school closed due to lack of affordability for families with kids and now increasingly less options for less wealthy retirement age local seniors.
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- 31 Looking to the research and best practices on successful urban planning that includes effective efficient energy use and generation, climate impact mitigation and integrated multi-income neighborhoods with needed affordable housing will increase the quality of life for all Ashland residents.
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- 32 Low-end housing (less than \$300.000)... doesn't much exist.
- .. yet it could be built.
- Anything to encourage developers to build high-density housing in this price range would help keep Ashland from becoming gentrified.
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- 33 More sprawling development will hurt Ashland. Don't let this happen. If more people are coming we must learn to live closer and more efficiently...
- I'd give whoever wrote this questionnaire a C-. Too many of the questions were vague and without necessary background information.
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- 34 My concerns and reason for participating are: I feel it is time to expand and improve upon the way we use our city land. I'd like to see ways to increase opportunity for lower income individuals and families... to increase ways to share land and resources by moving away from single-family zoning and towards more properties available for multiple dwellings and multiple adults living together. In addition, any changes that support energy efficiency and ecological design should be incentivized and supported. It's time to be a working model for sustainability!
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- 35 Need to address need for lower cost (rent or mortgage payment) housing. Smaller square footage on smaller lots or multiple small units on one lot - NOT apartment buildings - would help this
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- 36 Needs to be more inexpensive student housing
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- 37 Obviously, land use restrictions have driven Ashland housing into the stratosphere. The people who perform the majority of lower-paid jobs in this community either commute or find ways to reduce other normal life expenses- or both. Until this community comes to grips with its' own hypocrisy in wanting the benefits of the money that flows here from out of town while expecting the poor to figure out how they will make a living without adequate housing opportunities, the real costs (economic, social, environmental), of keeping it running will always be on the entire Rogue Valley. Valuing your community should mean valuing the contributions of all who make it so- and making space for them.
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- 38 Please look at senior housing at a low cost, rentals on the land near Bimart
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- 39 PLEASE PLEASE start asking questions that won't produce an immediate yes.... There are costs and effects of saying yes to something.....IE:
Do you want X? If so are you willing to give up Y?
Between X and Y which is more important to you?
My sense is that we pose softball questions to the public, get a yes, then Staff runs with the new "mandate". The public is smarter than the credit it's given. Try a different approach, like this for example. Do you want affordable housing in town? Of course the answer will be yes. But if you put qualifiers you'll get better data back. Do you want more affordable housing in town? If yes, are you willing to pay higher taxes, how much higher? Higher utility rates, how much higher? Would you want multi family units or low income units built next to your house? What are YOU (citizen) willing to sacrifice to get this affordable housing? Less police, fire, public art, trail upkeep, where will you give something up in order to get affordable housing?
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- 40 Please provide any further general comments that you feel should be considered in updating the Housing Element of the Ashland Comprehensive Plan (optional)
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- 41 Please require apartment managers to remove toxic mold from apartments. Every single one I have seen has mold in the open or painted over black mold.
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- 42 Please strive to stop the impression that Ashland is a Mecca for homeless people. Please don't offer more housing services for more homeless people to flock to and remain in Ashland at the detriment of the tax-paying citizens and business owners. I am supportive of a variety of housing sizes and locations to allow those with limited funding of their own to be able to live and work in Ashland, but I don't want to supplement other residents if they won't work hard to help themselves.
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- 43 Please use renewable energy in new developments, at any income level.
- As well, please prioritize construction of low and moderate income housing over high-end, home-ownership construction.
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- 44 Protection of open spaces and wildlife corridors should be strongly considered when zoning regulations are designated within the UGB. Also, commercial residential buildings like large nursing homes or huge apt complexes should not be allowed in single family residential neighborhoods because of allowed density bonuses or zoning variances. Keep neighborhood character intact!
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- 45 Put solar panels on the roofs of all new housing--low- or high-income and both single and multiple family.
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- 46 Regardless of the policy City staff in the planning & building departments need to be flexible and understanding when projects are proposed by citizens. Sometimes City staff doesn't even return citizens' phone calls.
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- 47 Sustainability is really key along with lowering rental costs and capping housing cost increases would really help keep Ashland beautiful and diverse. And providing means for businesses to thrive with incentives to have stores and locations at lower rents.
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- 48 Taxes without services is one of my major complaints of living here. The streets are in horrid shape - best examples are streets such as Hersey which has become a major street to avoid the congestion of downtown. I hate the "road diet" on North Main. It is like it is all for the tourist and not the resident. Also the lack of parking downtown makes me not want to shop downtown.
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- 49 Thanks for asking for community input! I really look forward to Ashland addressing the housing crisis with progressive and creative ideas. Things that can happen NOW, not part of a "5 year goal" kind of thinking. Yes, let's have long term goals, but it's also important to realize we can make changes NOW that will positively affect community members who need transitional and affordable housing. WE CAN DO THIS! So many creative people in this community. Karen Logan with the Angel House project is leading the grassroots effort in this area. If grassroots efforts can gain some support from local government, it's a WIN-WIN!
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- 50 The best idea to increase housing availability, affordability, and yet preserve a small town feel would be a major effort to create zoning that encourages single family homeowners to build ADUs that can be rented. It would simultaneously increase rental units available, and the income from an ADU makes a home more affordable to buyers. More yards, trees and plantings could be preserved consistent with the aesthetic of a small town (compared to other types of multiple dwelling units) . It preserves optimum density within the city limits, without resorting to a crowded big city feel.
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- 51 The City MUST listen to the current residents of the area being considered for development as to how they want their neighborhood developed instead of riding rough shod over the desires of the current residents to meet some altruistic goals.
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- 52 The city should hire a liaison to help developers negotiate project through the cities planning process. Someone who has understand the cities priorities yet can be an advocate for Ashland's citizens and businesses.
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- 53 The city should make an effort to become 100% energy efficient as well as provide seriously affordable housing. As costs rise, Ashland will not be able to grow as young families will not be able to stay within the city. It is appalling that most people who work in Ashland cannot afford to live in Ashland. Property taxes should be kept down and there should be policies that prevent landlords and property management companies from gouging the rent prices, especially for tenants who have lived in the residency for more than a year. Not only is lack of housing a serious problem, the city needs to think about student housing and affordability. Average rent prices should NOT be higher than the average salary made IN Ashland.
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- 54 The plan should require seizing the property across from Lithia park being built on by the DeBoers, and demolishing whatever they've built and returning it to the city to be made into a community center.
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- 55 The reason we are in a housing crises is partially due to the involvement of the cities and developing conclusions derived from costly surveys and consultants that are predisposed to give answers that those in power today want to hear and only support their political goals. Most of the time they have nothing to do with the reality of peaceably living in Ashland. Where is our needed real traffic solutions not congestion development and adequate parking?
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56 The various building requirements are way, way too complex for all but the best-heeled developers to comply with. I've done a couple of SFR projects in Ashland and I've pretty much given up; it's just too hard to comply given the typical lot complexities. Parking compliance is especially difficult given the typically narrow lot dimensions; you lose a lot of space to driveways and parking that could have been used for residential recreational area. The setbacks are also based on an antiquated concept of kids playing in a front yard; no one does that anymore. Front yard setbacks should be reduced to a minimum, maybe to as little as eight feet, to allow more actually usable recreational area in backyards. Current policy of 15 to 20' is social engineering that only serves to reduce usable square footage on lots.

57 There need to be policy changes that will allow diverse, in-fill housing, which need to be done with environmental and aesthetic concerns in mind. Fun, funky, colorful and artistic would be ideal!

58 These are tricky questions - ensuring that we have an adequate supply of a variety of housing types when housing is primarily a private market enterprise is a challenge. To the extent possible, we should present a clear vision for housing in Ashland and then set the structure in such a way that it encourages creativity in reaching those goals to the extent possible while preserving the character of Ashland.

59 This survey was very poorly worded. The average citizen would most likely not know what zoning designations mean, as well as density incentives or HUD housing location techniques. Most responses will give a skewed reply due to confusing and vague questions. How was this survey distributed to the citizens of Ashland? Though I am on the list of City notifications, I only heard about this survey through a neighbor.

I would hope that the Comp Plan updates for Housing consider keeping Ashland a quaint and historic community and not change things to satisfy developers needs rather than the citizens it serves.

60 Upsides to development, especially large, high-density density development, is easy to show with the numbers. Downsides are, in my opinion, ultimately more important, but they are subtle, happen over time, diffuse (more services needed, more cops needed, more road maintenance needed, and so on) and hard to reflect in financial calculations. The cost is borne by the community as a whole and is irreversible. If Ashland isn't serious about preserving its character and willing to do the unconventional by setting and keeping to growth limits it will not preserve its character but eventually become an Ashland-Talent-Phoenix-Medford sprawl. . . Sadly, what so many Californians have come up here to escape. We CA refugees will simply create over-crowded CA up here if there isn't a strong, clear and abiding determination over time not to let that happen.

61 Very concerned about our infrastructure needs matching the increasing density.

I thought there was talk of promoting one car or no car developments,,,?

62 We need to be more equipped to help the poor and homeless

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- 63 We need to seriously look at new affordable, workforce housing. Southern Oregon is in a housing crisis and too many families are being squeezed out of Ashland. We need to create new housing projects such as tiny homes, we need to support our 7-night shelter program and create incentives for working class families.
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- 64 We need to take aggressive action to solve the homeless crisis in this town and to prevent home insecurity. We need a renters bill of rights which you do not even mention in this survey. There needs to be some protections for renters related to rent increases, eviction, and long term housing being turned into vacation homes. We need minimum standards and best practices for repair and cleanliness of rentals.
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- 65 Working in the Building Field, I see over and over again where the City would like to encourage density and infill. However, The Planning department and current regulations consistently stand in the way of innovation and infill, density and innovation of maximizing lots in a healthy way. Santa Barbara is a City that has maintained its 'Character' while providing maximum infill and density in a good way. Narrow drives, minimized parking requirements, homes behind homes. It has come with the price tag of parking and parking complaints, however, What you find due to parking complaints and constraints is that people leave their cars where they are and walk more. Not a bad thing. You are never going to appease everyone and everything. So stop thinking you will or can. Density and infill is the primary importance. Parking will work itself out, and if people can't park directly in front of where they want to go... Too bad! Walk!
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- 66 You need to work on making these survey questions understandable to the general public. It is also difficult to locate these polls on the website or via search engines. There should be much greater participation.
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The Comments below were provided by all respondent to the online questionnaire, registered and unregistered (anonymous). These comments relate to the amended proposed goals and policies that are presented as part of the Housing Element Update.

Please provide any further general comments that you feel should be considered in updating the Housing Element of the Ashland Comprehensive Plan (optional):

Respondent	Comment
1	Affordable housing for the working class in Ashland is sorely needed, many people who are from Ashland and work in Ashland are forced to commute from talent/Phoenix due to the lack of affordable housing here. The non working class is buying up properties and renting them out at higher and higher prices. This artificially increases the cost of living for many people.
2	Air conditioning in low cost housing needs to be addressed. In the past air conditioning was optional but with global warming and wildfires a regular part of summer, homes without air conditioning are unlivable for families with young children, those with health issues or disabilities, and seniors. Children living in unconditioned homes at 104° with hazardous air conditions are put at great risk.
3	Airbnb private room rentals should be allowed if owner lives there too, regardless of zoning. Roommates (even nightly) should not be regulated to allow people to remain in Ashland.
4	All new/repurposed/remodeled land development shall: be zero emissions, maximize energy efficiency including solar directional placement, utilize water conservation and run-off capture design, discourage single occupancy and encourage multi-family and mixed use residential middle-rise (4 to 8 level) development, be focused on working family affordable options, include low income affordable options, consider and encourage low impact transportation planning alignment.
5	All PUD's over three units should have to have 25% affordable units and some rental units within them. Affordable units should not just be apartments and condos. Some people need single family houses and yards.

- 6 Ashland is now confined within the existing urban growth boundaries which are historical precedents and which were valuable and right. Keep those boundaries, but work within them, because the original town was planned that way and those boundaries are a vital part of what has kept Ashland the desirable and attractive town that still exists in its core. They should not be extended. But at the same time infill should be encouraged within the City itself. Perhaps this should be made possible by the City in simply encouraging development of those existing privately-owned vacant lots in lessening the current development fees, which have been on the books for so many years? Also by making the building/development process easier when new projects are proposed to the Building and Planning Departments. But then.....most importantly.....charge those department personnel to strictly monitor ANY new developments of any kind!!!! Those staff personnel.....and they alone.....need to inspect each project to make sure the agreed upon regulations have been met! (Including surveys that are current.)

I agree that it would be good to have low cost housing and rentals. But I also think that concept may no longer be a viable option, because of the factors that have made Ashland become so attractive for recent years.

Those of us who have lived here for a long time (22 in my case) are astounded and appalled at housing and land costs now and our property taxes. And if we should chose to sell we will profit from the decision to move here and support this town years ago. Why should we now be penalized for our insights of the past.....when we moved here and have supported this town? The taxes here and utility fees have escalated, understandably, as has everything else in our country.

Yes.....as predicted....this town is moving toward the Carmel-by-the Sea of California where a 800 s.f. home is now over \$1million. We can't go back to what it was before. In my opinion, the City should work to preserve what we had.....and also plan to integrate as much as possible with NO expansion beyond what existed. The town should become more dense. The housing will become more expensive. The taxes will continue to go up.

The responsibility of Ashland is huge now. Decisions will have impacts for the history of this town.

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- 7 Ashland must fund Code Enforcement to protect tenants against substandard living conditions imposed by slum lords -- just like Medford does.

Ashland must enact relocation assistance protections to penalize no-fault evictions and dramatic rent increases to protect low-income workers against displacement.

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- 8 Ashland should unequivocally pass resolutions and laws that state interpretation of Goal 10 that Oregon requires housing needs be satisfied. Then Ashland should lobby state legislature and executive for means to accomplish this Goal. Currently, the buildable lands survey does not use economics--the cost of land within the city limits and the urban growth boundary. However cost is a primary constraint that prevents housing needs from being met. The state seems to mandate that housing needs be met, but pretends that expensive vacant land is available to meet that need. With this flawed process, the state guarantees that housing needs will not be met. We should remember that the state is sovereign in these matters and has all powers necessary to accomplish legitimate goals--including the power of eminent domain. So the state is responsible for the current lack of housing and must be engaged if solutions are to be found.
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9	Communities require all levels of income and ability to accomplish a thriving infrastructure. Only wealthy residents do not make a well-rounded society.
10	Consider including a requirement that a certain percentage of new housing be "certified LifeLong housing" as defined by this website: http://rvcog.org/lifelong-housing-program/ . Central Point has done this in the Twin Creeks development to great success.
11	Consider policies that increase affordable housing available for college students, young professionals, and young families. Consider policies that minimize the amount landlords can increase rent in one year. Extend bus service and bike lanes to any new apartment housing.
12	Current and trending economic conditions mean that home ownership will be unattainable for an increasing number of people. Any housing plan that does not address work force housing, i.e. apartment buildings with studio and one bedroom apartments, will result in more people being homeless.
13	Develop housing now. Make it the priority over other issues. it is the crisis.
14	Do not expand the city's footprint. Infill, yes, but sprawl is not a good option
15	Don't neglect the lower middle class. You don't have to be a minimum wage worker to find Ashland no longer affordable. When I moved here for a job in 2011 my housing cost one-half of what the same condo costs now. It's an untenable situation.
16	Don't like overcrowding due to infill. There is land across the freeway and other places to provide low cost, but livable housing. Make sure that housing units are non-smoking, and that people can only smoke well away from housing units in a designated place. Make sure that noise ordinances are equally enforced in dense residential areas as compared to single family areas.
17	Emergency, transitional and temporary housing should be included in the comprehensive plan, including support for 24/7 winter and day shelter.
18	Having lived in Marin and Sonoma counties (Santa Rosa) prior to Ashland, I don't envy your position because it's difficult to balance the current wonder of Ashland with expansion for affordable housing. Santa Rosa became a big sprawl and I hope you won't go that direction. Marin has so much nimby-ism that it's impossible to build affordable housing anywhere, but it's a wonderful place to live if you can afford it (we couldn't) and don't have to drive (traffic is terrible). I'd suggest studying how other jurisdictions are solving (or not solving) their problems and look for lessons learned. It would be terrible for Ashland to succumb to traffic congestion, sprawl, and lack of water due to climate change. I wonder how creative solutions like more granny units could help. We live in Quiet Village and I like the new development there -- it looks good, is energy-efficient, affordable, and has great livability due to the bike path, dog park, ponds, and Helman School. It's relatively high density, but isn't a high-rise and it's within an existing land use area (versus a natural area). I'd support more areas like that, but the question is how to do it without creating sprawl, traffic, parking, and water-supply problems.
19	Help put a cap on rising rents for currently available units.

20	<p>I am concerned about the way in which several council members and planners talk housing being needed at "all levels" Looking at Ashland's current deficit it is largely low-middle income housing, I appreciate that many of these goals seem to reflect that.</p> <p>Approving the development of larger single family homes could very well serve to increase the crisis, forcing the working class to live in homes that are well beyond their current means while simultaneously driving up the market rate for all units.</p> <p>The council, planners, and housing commission should be willing dispel the myth that any development is a good development and deter developments for upper income levels until housing can be provided for the people who actually keep our town running (baristas, dish washers, cooks, housekeepers, teachers, construction workers etc...) and the people who make this community home (seniors, disabled folks, students, etc...)</p>
21	I am in favor of government intervention to mitigate the impact of market conditions on the cost of housing, be it to rent or to own. For example: rent control, and limits on the increase in value of real-estate (in order to decrease the value of housing as a commodity).
22	I have always had to live where I could afford to live. No entity stepped in to make it possible for a convenient commute or to help me live where I could not afford to live. I do not understand why we would try to do this now since there is a wide range of housing in the Rogue Valley. I would add that when we add lots of low income housing then the infrastructure cost will fall on others who are struggling.
23	I think the City should set numerical goals for affordable units/year.
24	I want to preserve our residential trails. That is the beauty of living here in Ashland are the plentiful trails nearby. You don't even need to drive to one! Improvements, need to be a mindful planning process, to keep Ashland unique. A mixed affordable housing is needed but not at the cost of over developing & 'chopping' away at what is so special. I do not want to sacrifice that!
25	<p>I would like affordable to be defined. Affordable, for my single income professional family would be a home that is less than \$150k. Rent would need to be \$800 for 1/3 of my annual income. Cost of living index in this area has not been changed to reflect updated costs. Wages have not significantly increased. As a person eligible for HUD, I have declined because there are no rentals within the monetary limit they require (\$810 for an apartment).</p> <p>I like the Ithaca housing development for intentional living as a model: small townhomes with shared solar and recycled water with community meetings and community gardens. Low impact. Large populations on rural land tracts. It was relatively inexpensive to build and is sustainable.</p>
26	In tandem with housing growth, a long term analysis of roadways, streets, congestion and traffic flow needs to be considered and mapped out.
27	Increase densities (multi-dwelling housing) along public transport corridors. Retain larger 1/4 acre allotments in distal residential neighborhoods so that families with kids still have a yard for kids to play in. Yards in new developments are too small.
28	Increase SDC's for housing developments with large, expensive homes; decrease SDC's for private and public multiuse with workforce housing developments. Discourage (by taxing?) building large, expensive homes that will not be an owner occupied, primary residence.
29	Infill and a dense urban footprint are mandatory. Cars and parking will be with us. Plan for conversion to an all-electric fleet using existing electrical resources (hydro). All new construction to be zero net energy and have car charging capability. Solar is cool, but hydro is here.

30	It's a little hard to answer these questions the way they are written because it feels like there needs to be more context provided (like this question: "Do you agree with the following policy? Promote infill and compact development patterns to encourage housing affordability, maximize existing land resources, and conserve habitat and environmentally sensitive areas" ... are five story buildings considered "Compact development patterns"? If so, then I would have strongly disagreed with this policy.
31	<p>It's difficult to get a sense of specifics through the survey, but it seems like the focus is on zoning and new builds and not converting existing cheaper housing to higher housing. All good ideas, in general, but focusing solely on housing supply does not address the fundamental problem of pricing. There is no discussion here of stopping new landlords from coming in and raising existing affordable rents to aspirational (and malicious) "market value." Our rent is 150% of what it was a short time ago. There are no prohibitions on landlords doing this, no restrictions on the astronomical amount of the increase, and few on the time - which still is not commensurate with a tenant's ability to find alternative housing - and there are no policies to assist tenants with the new punitive rent while they linger in the purgatory of the affordable housing wait lists. It's forced relocation without cause. And the effects can outright alter the course of a person's life for decades to come. It has even been lethal to some I've personally known. Assistance (and outreach) for those in this forced wait-list purgatory should be part of the city's housing plan. And also concerning price, the city should explore the possibility of price-capping the retail market.... Frankly, I've never heard of it anywhere. But as quickly as the city tries to address the shortfall of affordable housing, they will always be outrun by the rising prices of the housing market. So long as desirability goes up, so will the asking price. And the top price homes will drag all other types of housing upward and out of reach of affordability. But perhaps if there were some kind of max price tied to ... something ... some kind of metric, like the lowest cost of living price range, or quantities of various home-value tiers based on percentages of jobs/incomes of various tiers... Something to keep the top-most home prices from running away without the rest of the city.</p> <p>If the city lacks the authority to implement any of these kind of regulations, then the city needs to add a policy of directly engaging/coordinating with state-level representatives to change existing laws to allow them more freedom to respond to the needs of the city.</p> <p>Finally, unrelated to price, if the city wants to implement progressive actions to combat climate change, then it has to expand incentives to rehabbing existing rental units, not just new builds and planned remodels. Any resident should be able to advocate for the safest, most habitable, and cost-effective home.</p>
32	Look carefully at Ashland's System Development Charges and create the opportunity to reduce those charges for low income housing.
33	More than anything else, I'd like to encourage reduced fees, limited paperwork and requirements, and faster approval timelines for infill, ARUs, and small homes. These measures would help increase density, provide more housing, and reduce rents making Ashland more accessible for a crosssection of residents.
34	Not everyone will be able to afford to live in Ashland. Please don't turn this small town into an urban sprawl or tiny house mega village.
35	Our city faces competing values regarding support of any housing plan. In my responses, I don't mean to convey historic preservation is not an important components of the plan, just less important than other goals: Lower environmental impact while encouraging low-income and

affordable housing. This could be achieved through policy encouraging infill, mixed-use, and car-free living arrangements.

36	Our leaders are working in an anti affordable housing manner by the continued adding of taxes and fees on our utilities. Then they build trust funds to fight the difficulty in finding affordable housing. Which is it? High taxes and fees that raise the monthly cost of housing or housing for all as many of these questions imply is the goal? We cannot have both.
37	Partner with Talent and Phoenix for low income units. We all have to live where we can afford to live, that will not be Ashland for everyone. Strongly consider infrastructure costs and quality of life of current residents in the headlong attempt to pack more people into our small town.
38	Please plan!!! We need to avoid things like the giant mansion being built right next to the ice rink. That was a bad example of planning. Most important in Ashland now is providing the worker bees a place to live. They should be able to live in the community they help maintain. Affordable housing is so important for the workers and for the families!
39	Please, in the interests of all Ashland citizens and the established Ashland neighborhoods, promote compatibility consistent with the character of the surrounding neighborhoods. Please do not change already zoned neighborhoods to meet the government's goals of infill and affordable housing. Those goals can be accomplished without disrupting whole neighborhoods. Increases in density and adding structures such as apartments and condos that don't already exist in those neighborhoods can lead to problems with traffic, noise, and water, to name a few, not to mention property values. It is not in the best interests of those neighborhoods or for the city of Ashland. Certainly affordable housing is needed and necessary, and adding some affordable single family homes can be done without changing the nature of the whole neighborhood.

Please take individual surveys of each neighborhood that will be impacted. Get feedback and work together.

Question. I'm wondering about this survey. Most of the questions can't be answered by simple multiple choice answers. Further explaining would be necessary for me and perhaps others. Are these answers going to be used to justify what the city already plans or wants to do? If so will there be enough people filling out this survey compared to our total population to honestly show what the total population is thinking and strongly feels? This is the reason I feel the surveys need to be given to the citizens most affected, in this case each neighborhood.

40 Policy 13 (parking) I think at least one off street parking space should be required for every unit, in addition to any garage space (which is usually used for storage.)
 Goal 4 (forecasting) it would seem impossible to forecast housing with the current economy and climate chaos. More effort should be spent addressing current needs
 Policy 21 (database) Jackson County maintains such a database. How would this differ?
 Policy 22 (development) For now AND future, all building should be within the Urban Growth Boundary.
 Policy 24 (minimizing permit time) Sufficient time must be allowed for neighborhood input, evaluation of projects by concerned committees/commissions (trees, historical, climate, etc.)
 Our most pressing need is for a permanent full time homeless shelter, and for staff to work on helping the homeless find shelter.
 Also, statistics show that almost 50% of people live alone, so priority should be given to creating studio or 1 bedroom units, either conversions or new construction.
 We do not need more motels.
 I do hope that no consultants will be required for this process.

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| 41 | Policy 6 is too broad. Exactly what do you have in mind? Are you going to add two or three stories to existing houses? Annex another house to create a duplex? Goal 4 is completely jargon. What do you intend to actually do? All of these questions are jargon for most people. A poorly executed survey that doesn't really collect much useful input because no details are explained. Very bureaucratic. |
| 42 | Priority should be given to Mutli family rental development. |
| 43 | Provide caps on rentals to owners so people who work and live can afford to do so. |
| 44 | Questions in the survey have multiple interpretations. Could easily be misinterpreted. |
| 45 | Require new building and remodel plans to include universal, lifelong housing design elements. |
| 46 | Several of the policies seem too broad, such as infill, planned limited parking, etc. I live on the lower part of upper Clay (above Siskiyou) and parking overflow from the Ashland Apartments crowd around our driveways and fill the curb. It seems like such a plan does not take into account how it might change in ten years plus, and we end up living with the consequences. |
| 47 | The City should evaluate the impact of its system development charges and other fees that discourage developers and public institutions from bringing projects in within budgets (available resources). For existing properties, the utility fee should not be used as an open bank account to expand the City's spending on needs that rightly should be met through property taxes. |
| 48 | The corporations at present...here...that are allowed to impose their monopoly business tactics is without ethics...and I assume totally supported by the Council....namely CPM....previously Pacific Properties Mgmnt.....Ron DeLuca....shameful all around!!!! |
| 49 | The devil is in the details. Goals should be somewhat general, but when the list is so agreeable that it is non controversial, it may not drive improvements. These goals seem that way.
Ashland is in a housing crisis. Let's strive to be better. Also, all of these should have objective measurements. That would make things less subjective. |
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50	The fact that there are people in this town wanting to make this place an exclusive little Southern Oregon-Beverly Hills wannabe community is extremely ignorant and poisonous to this beautiful home. Ashland was built on the eccentric types of locals that have shaped this town and now work two or three jobs just to afford rent. This elitism mentality of "if you cant afford it, move" that I hear from so many public officials today is what makes Portland such a bad place to live in. Im not having it! You make housing more expensive, us locals will just find more tax free/tip based incomes to suffice for this BS, we're not going anywhere.
51	The survey repeatedly asked about "all kinds" of housing. We're past that point and in a full-on housing crisis, and no construction permits should be granted to build single-family or luxury housing until enough rentals and lost-cost housing has been created that the rental vacancy rate is above four percent.
52	These question have a predetermined result in favor of the goal of affordable housing. It would not be difficult to design a questionnaire with neutral content.
53	This survey is terrible. Asking respondents if they agree or not does not promote dialogue or allow respondents to prioritize their answers. Sure, I strongly agree with a number of statements, but I believe some are much more crucial to Ashland's future than others. The survey should also have the option to give comments after each question. Please prioritize affordable, quality housing for Ashland's workforce within walking distance to downtown to minimize the need and environmental effect of cars.
54	Traffic, navigation planning. Alongside the providing mindful housing for all. At the present time having trucks delivering goods right in front of the shops or businesses, it is a true inconvenience for all. Also a hazard to our main streets and dear old buildings. It is about time to think of a Depot with a small town with so many restaurants and businesses.
55	Universal design of dwellings should have a high priority to improve accessibility for aging residents in Ashland. Ashland should be Age Friendly throughout our town; transportation options, walkability, easy access to businesses and within buildings, good lighting, maintained sidewalks, affordability.
56	We have not done a good job with low income and work force housing. I am especially interested in the city addressing this.
57	We need more affordable housing. But traffic analysis MUST be done. Given the layout of Ashland Streets, we are already starting to feel impacts at certain times of day on Siskiyou, Main and Lithia. This could deteriorate quickly and significantly affect the feel of the town for residents, merchants downtown and tourists (our life blood). We don't need a creeping Orange County dynamic. Everyone would lose. Perhaps an approach would be to allow access to affordable housing to those who have no cars and set up a car share program when cars are needed. Frankly, we should ALL be in a car share program!
58	While I wholeheartedly support affordable housing, I also support maintaining the character of the town that makes Ashland the place we love today. I would not like to see Ashland become the new Levittown with a plethora of identical houses.
59	Why does the City of Ashland feel obligated to provide low income housing? Not everyone can live where they might want to live. I cannot afford to live in Beverly Hills and don't expect Beverly Hills to provide housing for me. There is plenty of low-income housing in surrounding communities.

Oregon's Statewide Planning Goals & Guidelines

GOAL 10: HOUSING

OAR 660-015-0000(10)

To provide for the housing needs of citizens of the state.

Buildable lands for residential use shall be inventoried and 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.

Buildable Lands -- refers to lands in urban and urbanizable areas that are suitable, available and necessary for residential use.

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.

Household -- refers to one or more persons occupying a single housing unit.

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

Needed Housing Units -- 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 units" also includes government-assisted housing. For cities having populations larger than 2,500 people and counties having populations larger than 15,000 people, "needed housing units" also includes (but is not limited to) attached and detached single-family housing, multiple-family housing, and manufactured homes, whether occupied by owners or renters.

GUIDELINES

A. PLANNING

1. In addition to inventories of buildable lands, housing elements of a comprehensive plan should, at a minimum, include: (1) a comparison of the distribution of the existing population by income with the distribution of available housing units by cost; (2) a determination of vacancy rates, both overall and at varying rent ranges and cost levels; (3) a determination of expected housing demand at varying rent ranges and cost levels; (4) allowance for a variety of densities and types of residences in each community; and (5) an inventory of sound housing in urban areas including units capable of being rehabilitated.

2. Plans should be developed in a manner that insures the provision of appropriate types and amounts of land within urban growth boundaries. Such land should be necessary and suitable for housing that meets the housing needs of households of all income levels.

3. Plans should provide for the appropriate type, location and phasing of public facilities and services sufficient to support housing development in areas presently developed or undergoing development or redevelopment.

4. Plans providing for housing needs should consider as a major determinant the carrying capacity of the air, land and water resources of the planning area. The land conservation and development actions provided for by such plans should not exceed the carrying capacity of such resources.

B. IMPLEMENTATION

1. Plans should provide for a continuing review of housing need projections and should establish a process for accommodating needed revisions.

2. Plans should take into account the effects of utilizing financial incentives and resources to (a) stimulate the rehabilitation of substandard housing without regard to the financial capacity of the owner so long as benefits accrue to the occupants; and (b) bring into compliance with codes adopted to assure safe and sanitary housing the dwellings of individuals who cannot on their own afford to meet such codes.

3. Decisions on housing development proposals should be expedited when such proposals are in

accordance with zoning ordinances and with provisions of comprehensive plans.

4. Ordinances and incentives should be used to increase population densities in urban areas taking into consideration (1) key facilities, (2) the economic, environmental, social and energy consequences of the proposed densities and (3) the optimal use of existing urban land particularly in sections containing significant amounts of unsound substandard structures.

5. Additional methods and devices for achieving this goal should, after consideration of the impact on lower income households, include, but not be limited to: (1) tax incentives and disincentives; (2) building and construction code revision; (3) zoning and land use controls; (4) subsidies and loans; (5) fee and less-than-fee acquisition techniques; (6) enforcement of local health and safety codes; and (7) coordination of the development of urban facilities and services to disperse low income housing throughout the planning area.

6. Plans should provide for a detailed management program to assign respective implementation roles and responsibilities to those governmental bodies operating in the planning area and having interests in carrying out the goal.