

# Council Business Meeting

June 4, 2019

<b>Agenda Item</b>	Comprehensive Plan Housing Element Update Public Hearing and First Reading	
<b>From</b>	Brandon Goldman	Senior Planner
	Linda Reid	Housing Program Specialist
<b>Contact</b>	Brandon.goldman@ashland.or.us	

## **SUMMARY**

The City Council is being asked to review an ordinance amending the Housing Element and the Policies and Implementations chapters of the Ashland Comprehensive Plan (Chapters VI and XIII), to hold a public hearing, and to take action on first reading of the amendments. This action is a legislative planning action (PA-L-2018-004) for enactment of an ordinance amending the Comprehensive Plan.

The ordinance and Comprehensive Plan amendments are proposed 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 existing conditions within the city; to revisit and update the housing assumptions, goals, and policies contained within the element; to omit dated demographic data and revise the elements 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.

## **POLICIES, PLANS & GOALS SUPPORTED**

The project addresses a variety of City Council goals and adopted City policies and is consistent with the *Ashland Comprehensive Plan*.

### **City Council Goals and Objectives**

2019-2021 City Council Biennial Goals

- Tier 2: Moderate Priority
  - Housing Needs

2015-2017 Adopted Strategic Council Goals

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.

### **Ashland Land Use Ordinance**

18.5.9.020 Applications for Plan Amendments and Zone Changes

### **State of Oregon**

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 further specifies that each city must plan for and accommodate needed housing types:

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

The update of the Housing Element of the City of Ashland Comprehensive Plan addresses the requirements of statewide planning Goal 10.

### **PREVIOUS COUNCIL ACTION**

The City Council held a Study Session on [October 1, 2018](#) to review the initial draft of the Housing Element and directed staff to initiate the formal public hearing process to update the Housing Element . Public Hearings were held before the Planning Commission and the Housing and Human Services Commission.

Following the Public Hearings before the advisory commissions, the City Council held a study session on [March 18, 2019](#) to review the final draft of the Housing Element including an overview of the proposed goals and policies contained within the draft element.

### **BACKGROUND AND ADDITIONAL INFORMATION**

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 Ashland Comprehensive Plan was adopted in 1982, and acknowledged by the State of Oregon in 1983. The plan covers 13 individual areas such as Transportation, Parks, Environmental Resources, Public Services, etc. Individual sections of the plan are updated over time and the Housing Element’s last major update was in 1989 with technical supporting housing documents adopted in 2011 (Buildable Land Inventory) and 2012 (Housing Needs Analysis).

The Comprehensive Plan attempts to proceed from the very general (goal statements) to the areas of focus (policies) which are intended to meet the overarching goals. Implementing measures are separate from the Comprehensive Plan and are reflected in adopted ordinances (i.e. zoning), resolutions, City program development, and funding priorities.

The Housing Element is a chapter of the City’s Comprehensive Plan that sets forth general goals and policies which provide guidance for a community’s growth and development over time. The proposed Housing Element includes a completely revised narrative and updated 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 addresses the need for affordable housing within the community.

### **Public Meetings and Public Hearings**

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 study sessions on [May 25, 2017](#), [June 22, 2017](#) and [July 27, 2017](#) to discuss and refine the Housing Element of the Comprehensive Plan. 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 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 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.

### **Public Involvement**

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.

In addition to the numerous advisory commission public meetings noted above, the public involvement plan also included two questionnaires posted on the City's website, a community forum and an open house. The Open House and a Housing Forum were attended by approximately 20 people. Planning Commissioners and Housing and Human Services Commission members assisted by facilitating table discussions with participants in the forum. Citizen feedback regarding the update of the Housing Element fell into four primary 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
  - a. More flexibility in zoning/development standards
  - b. Increase densities
  - c. Allow/encourage mixed uses
  - d. More housing type diversity/population diversity
3. Encouraging Conservation and Environmental Protection
  - a. Protect slopes/don't build in flood plains
4. Accommodating Future Population Growth and Demographic Changes
  - a. Need to do more to accommodate the range of income and household types
  - b. Promote universal housing/aging in place

Two online questionnaires were issued to provide an opportunity for citizens to evaluate the existing adopted goals and policies, and then the revised goals and policies which are proposed for inclusion in the Housing Element. The first questionnaire received 357 visits and 144 responses. The second questionnaire, on the proposed goals and policies, generated 221 responses and was visited by 553 unique visitors. The comments and survey responses assisted the Housing and Human Services Commission, Planning Commission, and staff in developing housing goals and policies that were strongly supported by a majority of the respondents. A summary of the survey responses, and the public comments received are attached to this communication.

**Reasons for Proposed Ordinance and Comprehensive Plan Amendments**

Ashland Municipal Code (AMC) 18.5.9.020.B permits legislative amendments to meet changes in circumstances and conditions.

The original Comprehensive Plan Housing Element was acknowledged in 1983 and contains language and data that is limited to specific time periods and conditions which are no longer representative of existing conditions within the city. There has been a change in community demographics and in the housing market that necessitates amendments to the Comprehensive Plan Housing Element to better reflect current conditions. Additionally, the update presented an opportunity to amend and revise the City’s housing policies to reflect current community values.

The second change in circumstances involves the City accommodating future housing needs within the existing boundaries. The City of Ashland participated in the regional planning process that resulted in the adoption of the *Greater Bear Creek Valley Regional Plan* in 2012. Cities throughout the region identified urban reserve areas (URAs) to accommodate housing for future population growth. The City of Ashland decided to accommodate housing for future population with the Ashland’s current boundaries rather than identify future growth areas on the perimeter of the city.

The third change in circumstances involves the adoption of the City of Ashland 2017 Climate and Energy Action Plan (CEAP) which identified that regulation of new housing development was considered beneficial to be more resilient to climate change impacts. Addressing environmental stewardship and sustainability directly as Housing Element Goals and Policies with the Comprehensive Plan better aligns these community objectives to address potential changes in climate.

**FISCAL IMPACTS**

There is no direct cost to the City relating to the adoption of the proposed amendments to the Comprehensive Plan.

**STAFF RECOMMENDATION**

Staff recommends adoption of the ordinance amending the Housing Element, and the Implementation and Policies Chapters of the Comprehensive Plan.

**ACTIONS, OPTIONS & POTENTIAL MOTIONS**

A motion for approval of first reading of the ordinance is included below should the Council decide to move the proposed ordinance and Comprehensive Plan amendments to second reading as presented.

**Motion for Approval**

I move to approve first reading of an ordinance titled, “An Ordinance repealing and restating the entirety of Chapter VI [Housing Element] of the Ashland Comprehensive Plan, and amending Chapter XIII [Policies & Implementation] Sub-Chapter VI Housing of the Ashland Comprehensive Plan to incorporate new housing goals and policies”, and to move the ordinance to second reading.

**REFERENCES & ATTACHMENTS**

- Attachment 1: Draft Ordinance
- Attachment 2: Draft Comprehensive Plan Housing Element (Exhibit A)
- Attachment 3: Housing Element Update Public Comment Letters
- [Planning Staff Report \(PA-L-2018-0004\) dated Nov 15, 2018](#)
- [Online Survey summary and Public Comments](#)
- [Current Housing Element](#)
- [City Council Study Session Minutes March 18, 2019](#)
- [Planning Commission minutes November 27, 2018](#)
- [Housing and Human Services minutes November 15, 2018](#)
- [City Council Study Session minutes October 1, 2018](#)



1 **WHEREAS**, the City of Ashland Planning Commission considered the recommended  
2 amendments to the Ashland Comprehensive Plan at a duly advertised public hearing on  
3 November 27, 2018 and following deliberations, recommended approval of the amendments by a  
4 unanimous vote; and

5 **WHEREAS**, the City Council of the City of Ashland conducted a duly advertised public hearing  
6 on the above-referenced amendments on June 4, 2019; and

7 **WHEREAS**, the City Council of the City of Ashland, following the close of the public hearing  
8 and record, deliberated and conducted first and second readings approving adoption of the  
9 Ordinance in accordance with Article 10 of the Ashland City Charter.

10 **WHEREAS**, the City Council of the City of Ashland has determined that in order to protect and  
11 benefit the health, safety and welfare of existing and future residents of the City, it is necessary  
12 to amend the Ashland Comprehensive Plan in the manner proposed, that an adequate factual  
13 basis exists for the amendments, the amendments are consistent with the comprehensive plan and  
14 are fully supported by the record of this proceeding.

15 **THE PEOPLE OF THE CITY OF ASHLAND DO ORDAIN AS FOLLOWS:**

16 **SECTION 1.** The above recitations are true and correct and are incorporated herein by this  
17 reference.

18 **SECTION 2.** Chapter VI, [HOUSING ELEMENT] of the City of Ashland Comprehensive  
19 Plan is repealed.

20 **SECTION 3** A replacement Chapter VI, [HOUSING ELEMENT] of the City of Ashland  
21 Comprehensive Plan, is hereby adopted to read as follows: Attached as Exhibit A.

22 **SECTION 4.** Chapter XIII, [PLAN POLICIES & IMPLEMENTATION], sub-chapter VI  
23 Housing, of the City of Ashland Comprehensive Plan is hereby amended to read as follows:

24 Chapter VI Housing

25 **Goal**

26 ~~Ensure A Variety Of Dwelling Types And Provide Housing Opportunities For The Total  
27 Cross-Section Of Ashland's Population, Consistent With Preserving The Character And  
28 Appearance Of the City.~~

29 **Policies**

30 ~~VI.1. Given the scarcity and cost of land as a limited resource, conserve land and reduce  
the impact of land prices on housing to the maximum extent possible, using the following  
techniques:~~

- ~~a. Use the absolute minimum street widths that will accommodate traffic  
adequately in order to reduce aesthetic impacts and lot coverage by  
impervious surfaces.~~

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2 **1a) Chapter 18.88 (Performance Standards)**

3 ~~b. — Allow a wide variation in site-built housing types through the use of the City's~~  
4 ~~Performance Standards Ordinance. The use of attached housing, small lots,~~  
5 ~~and common open spaces shall be used where possible to develop more~~  
6 ~~moderate cost housing and still retain the quality of life consistent with~~  
7 ~~Ashland's character.~~

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9 **1b) Same as VI-1a**

10 ~~e. — Consistent with policies relating to growth form, City policy should encourage~~  
11 ~~development of vacant available lots within the urban area, while providing~~  
12 ~~suffieient new land to avoid an undue increase in land prices. This shall be~~  
13 ~~accomplished with specific annexation policies.~~

14 **1c) Urban Growth Boundary; see also Urbanization goals (Chapter XII).**

15 ~~d. — Zone lands in the single-family designation consistent with the surrounding~~  
16 ~~neighborhood if the area is mostly developed. Generally, lands south of~~  
17 ~~Siskiyou Boulevard North Main should be R-1-7.5 and R-1-10, and lands south~~  
18 ~~of the Boulevard should be R-1-5.~~

19 **1d) Zone Map.**

20 **VI-2. Using the following techniques, protect existing neighborhoods from incompatible**  
21 **development and encourage upgrading:**

22 ~~a. — Do not allow deterioration of residential areas by incompatible uses and~~  
23 ~~developments. Where such uses are planned for, clear findings of intent shall~~  
24 ~~be made in advance of the area designation. Such findings shall give a clear~~  
25 ~~rationale, explaining the relationship of the area to housing needs,~~  
26 ~~transportation, open space, and any other pertinent Plan topics. Mixed uses~~  
27 ~~often create a more interesting and exciting urban environment and should be~~  
28 ~~considered as a development option wherever they will not disrupt an existing~~  
29 ~~residential area.~~

30 **2a) Conditional uses allowed in R-2 zones (18.24)**

~~b. — Prevent inconsistent and disruptive designs in residential areas through use of~~  
~~a limited design review concept, in addition to using Historic Commission~~  
~~review as part of the site review, conditional use permit, or variance approval~~  
~~process.~~

**2b) Chapter 18.74 of the AMC**

~~e. — Develop programs and efforts for rehabilitation and preservation of existing~~

1 neighborhoods, and prevent development, which is incompatible and  
2 destructive.

3 ~~2e) Council Policy, Zoning Code.~~

4 ~~VI-3. Regulation of residential uses shall be designed to complement, conserve, and~~  
5 ~~continue the aesthetic character of Ashland through use of the following techniques:~~

6 ~~a. Slope protection and lot coverage performance standards shall be used to fit~~  
7 ~~development to topography, generally following the concept that density~~  
8 ~~should decrease with an increase in slope to avoid excessive erosion and hillside~~  
9 ~~cuts. This objective shall be used consistent with the desire to preserve land~~  
10 ~~by using the smallest lot coverage possible.~~

11 ~~3a) Zoning Map, Chapter 18.62, 18.88, AMC~~

12 ~~b. Site and design review shall be used to ensure compatible multiple family~~  
13 ~~structures. Density incentives shall be used to encourage innovative, non-~~  
14 ~~standardized design in single family areas.~~

15 ~~3b) Chapters 18.88 (Performance Standards); 18.72 (Site Review).~~

16 ~~c. Performance standards shall be used to regulate new development in Ashland~~  
17 ~~so that a variety of housing types built for the site and imaginative residential~~  
18 ~~environments may be used to reduce cost and improve the aesthetic character~~  
19 ~~of new developments and decrease the use of traditional zoning and~~  
20 ~~subdivision standards.~~

21 ~~3c) Chapter 18.88 (Performance Standards).~~

22 ~~d. Street design and construction standards shall promote energy efficiency, air~~  
23 ~~quality, and minimal use of land. To this end, the City shall:~~

- 24 ~~1. Adopt a master conceptual plan of future streets by size and use~~  
25 ~~category.~~
- 26 ~~2. Adopt minimum street width standards which provide only what is~~  
27 ~~needed for adequate traffic flow and parking~~
- 28 ~~3. Incorporate bicycle and pedestrian traffic planning in street design.~~
- 29 ~~4. Limit street slopes, requiring curvilinear streets along contours in~~  
30 ~~steeper areas.~~

~~3d) Chapter 18.68, '18.82. Chapters 18.88 and 18.80, Transportation Plan.~~

~~VI-4. Create and maintain administrative systems that will assist in all phases of housing~~  
~~and neighborhood planning through use of the following techniques:~~



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~~a. — Establish and maintain a data base system, which includes measurement of: vacant land and land consumption; housing conditions; land use, land values, and any other pertinent information.~~

~~4a) Not implemented by law; Planning Dept. function.~~

~~b. — Simplify and strengthen the processing approval mechanism so that the intent of state and local laws is fulfilled with the greatest possible thoroughness and efficiency.~~

~~4b) Chapter 18.108 (Procedures).~~

~~c. — Cooperate fully with the Jackson County Housing Authority in locating low-income units in Ashland when this can be done in low-impact, relatively small developments, or through funding of individual home-owner loans or rental assistance.~~

~~4e) Council policy.~~

~~VI-5. — The residential sector is the major user of energy in Ashland. Consistent with other housing goals, the City shall strive to promote, encourage or require energy efficiency design in all new residential developments.~~

~~5) Council policy, density bonuses for energy efficiency in residential zones.~~

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

**DIVERSITY OF HOUSING TYPES**

**VI-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.**

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**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.**

**PRODUCTION AND PRESERVATION OF AFFORDABLE HOUSING**

**VI-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.**

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

**ENVIRONMENTAL STEWARDSHIP AND SUSTAINABILITY**

**VI-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**

**VI-4 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.**

**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**

1 **SECTION 5. Severability.** The sections, subsections, paragraphs and clauses of this ordinance  
2 are severable. The invalidity of one section, subsection, paragraph, or clause shall not affect the  
3 validity of the remaining sections, subsections, paragraphs and clauses.

4 **SECTION 6. Codification.** Provisions of this Ordinance shall be incorporated in the City  
5 Comprehensive Plan and the word “ordinance” may be changed to “code”, “article”, “section”,  
6 or another word, and the sections of this Ordinance may be renumbered, or re-lettered, provided  
7 however that any Whereas clauses and boilerplate provisions (i.e. Sections 1, 5-6) need not be  
8 codified. In preparing this ordinance for publication and distribution, the City Recorder shall not  
9 alter the sense, meaning, effect, or substance of the ordinance, but within  
10 such limitations, may:

- 11 (a) Renumber sections and parts of sections of the ordinance;
- 12 (b) Rearrange sections;
- 13 (c) Change reference numbers to agree with renumbered chapters, sections or other parts;
- 14 (d) Delete references to repealed sections;
- 15 (e) Substitute the proper subsection, section, or chapter numbers;
- 16 (f) Change capitalization and spelling for the purpose of uniformity;
- 17 (g) Add headings for purposes of grouping like sections together for ease of reference; and
- 18 (h) Correct manifest clerical, grammatical, or typographical errors.

19  
20 The foregoing ordinance was first read by title only in accordance with Article X,  
21 Section 2(C) of the City Charter on the \_\_\_\_ day of \_\_\_\_\_, 2019,  
22 and duly PASSED and ADOPTED this \_\_\_\_ day of \_\_\_\_\_, 2019.

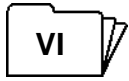
23  
24 \_\_\_\_\_  
25 Melissa Huhtala, City Recorder

26 SIGNED and APPROVED this \_\_\_\_ day of \_\_\_\_\_, 2019.

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29 John Stromberg, Mayor

30 Reviewed as to form:

\_\_\_\_\_  
David Lohman, City Attorney



## 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



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)<sup>1</sup>*

## 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.

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

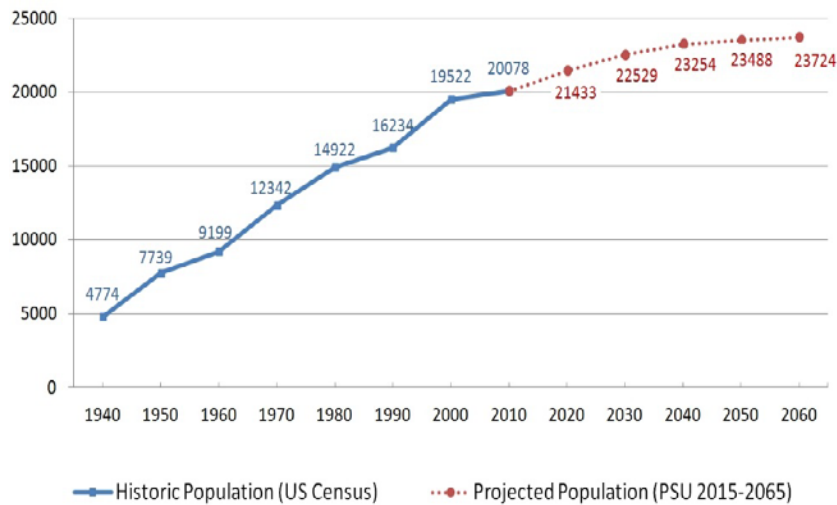
Outlook to 2050.



# Housing Element

Adopted \_\_\_\_\_ 2019

## 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

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

by 2010.<sup>2</sup> 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.”<sup>3</sup> 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,

<sup>3</sup> Population Research Center; PSU: Coordinated Population Forecast 2015 Through 2065.



# Housing Element

Adopted \_\_\_\_\_ 2019

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*

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 whole<sup>4</sup>.

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%<sup>5</sup> of the

<sup>4</sup> 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.

<sup>5</sup> 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%

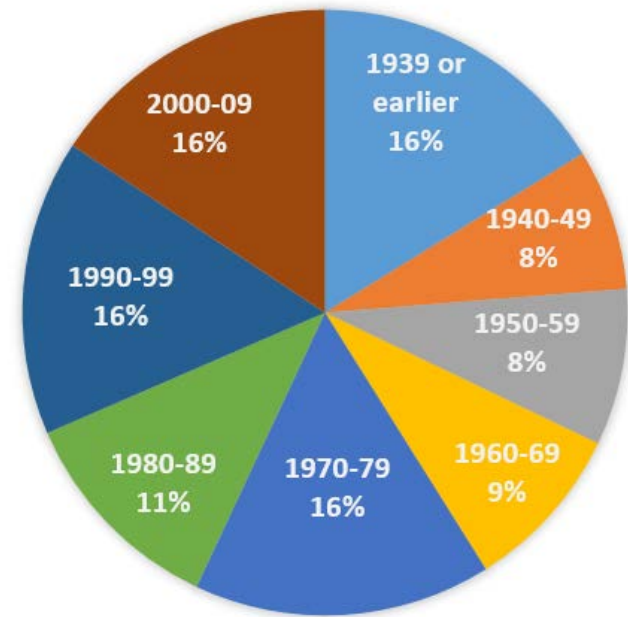
*US Department of Census; Portland State University Center for Population Research.*

## 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**





### 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.

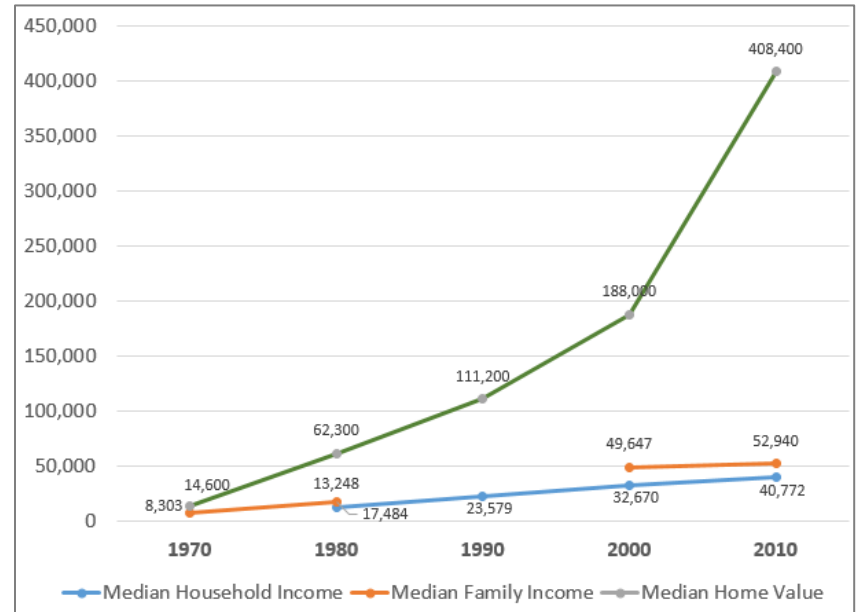
**TABLE VI-3  
HOUSING MIX 1970-2010**

	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%
<b>Median Household Income</b>	<b>\$32,670</b>		<b>\$40,140</b>	

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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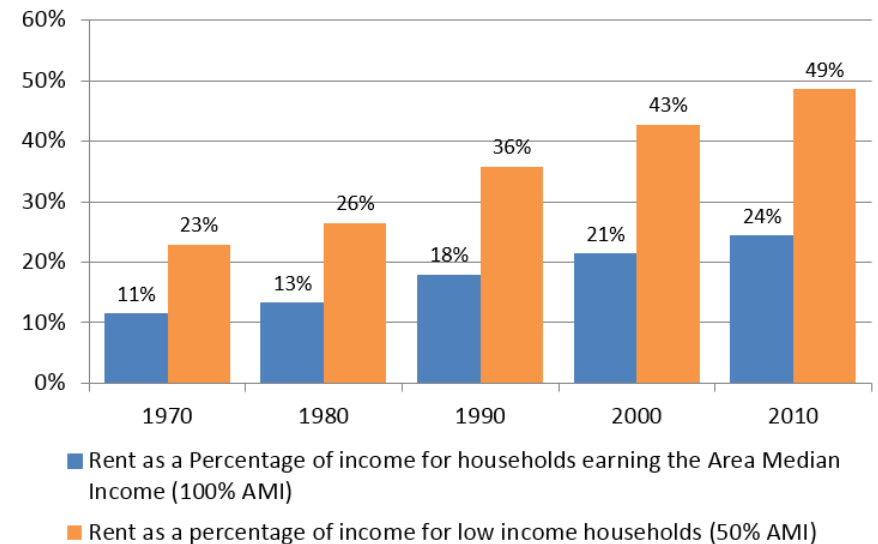
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household income that is applied toward rent for both median income and low income households. The changes demonstrate that for low income households (defined by HUD and the Census Bureau as those earning below 50% of gross median income) housing cost 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



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.

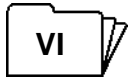
**Senior Housing:** Housing designated and/or managed for persons over a specified age. Specific age restrictions vary, and uses may include assisted living facilities, retirement homes, convalescent or

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 option<sup>6</sup>. 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

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<sup>6</sup> 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.

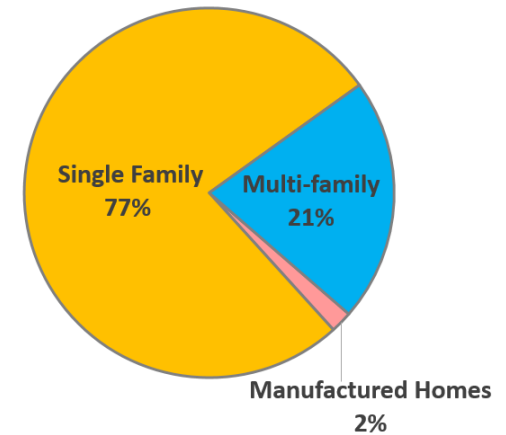
### Housing Demand in Different Zones

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.

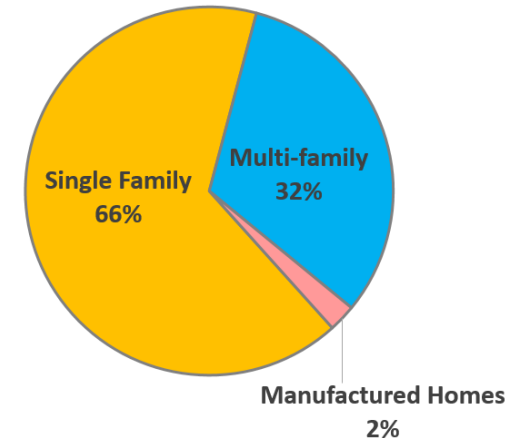
**Subsidized Housing** – The type of subsidized housing developed depends primarily on the requirements and type of the subsidy, provided. Most subsidized housing is higher-density apartments and therefore the majority of this housing type would be met in the

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-1-3.5), 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.

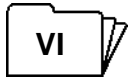
**Moderate Cost Purchase Housing** - The moderate cost purchase units are also spread across several zones. It is estimated that the majority of new units addressing this demand will be in medium and

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 foot 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.<sup>7</sup>

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

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<sup>7</sup> 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.

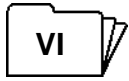
Due to numerous factors including livability, the high cost of housing, low vacancy rates, as well as Ashland's success as a tourist destination, many of the people who work in Ashland live outside of the city. Given the small geographic size of the Rogue Valley, the regions encompassing Medford and 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.<sup>8</sup> 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.

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<sup>8</sup> 2012 Housing Needs Analysis, pg. 22,  
[https://www.ashland.or.us/SIB/files/Adopted\\_2012-2040\\_HNA.pdf](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.

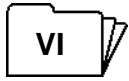
Ashland's population is expected to grow at less than one half percent per year over the forecast period. As a community with high housing costs, Ashland is not expected to experience an influx of residents at a rate comparable to the rest of Jackson County or the State of Oregon. Ashland's share of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



## Housing Element

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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.



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.



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City of ASHLAND, OREGON  
COMPREHENSIVE PLAN

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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.

Housing Element Update  
Public Comment Received 5/28/2019

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**From:** Jesse Longhurst [mailto:jesselonghurst@hotmail.com]  
**Sent:** Tuesday, May 28, 2019 3:01 PM  
**To:** Linda Reid <linda.reid@ashland.or.us>  
**Subject:** Housing Element Comments

Good afternoon, after reviewing the City's Draft Housing Element and I have the following concerns and would like them entered into the record.

I am most concerned about Proposed Policy 13 (Parking) which reads: *Provide for minimal off-street parking requirements in locations where it is demonstrated that car ownership rates are low for resident populations to help reduce housing costs and increase affordability and where the impact on neighborhoods allows.*

Reduced off-street parking requirements for new developments (especially dense developments with a higher number of units than we may have seen in Ashland prior to this Housing Element) while a seemingly-simple solution to increasing density and decreasing housing costs, comes with several problems.

Nowhere in the process of approving a development (and its associated parking) is there a mechanism to address pedestrian safety as it may be impacted by increased on-street parking. On Garfield and Iowa Streets, for example, sidewalks do not exist for long stretches and children walking to school (and adults walking to SOU) are forced to walk either in the street or in front yards. Increasing on-street parking without regard to pedestrian safety is a recipe for pedestrian injuries and potential fatalities as it reduces visibility of pedestrians and forces more of them into walking in the street.

While developers may be required to add sidewalks around the perimeter of their own developments, the parking impact will not stay neatly within the property boundaries and problems of visibility and safety can still exist beyond the boundaries of the project. Unless the city is prepared to invest in sidewalks and other pedestrian safety measures, this is a potentially deadly problem.

I am also perplexed about the phrase "where it can be demonstrated that car ownership rates are low for resident populations". How will this be demonstrated? By what metric will ownership rates be considered "low"? This requires much more detail. Are we to take the developers' word for this low rate of car ownership or will there need to be a study completed? Who will pay for such studies? Will the public be allowed to participate in developing this metric?

Additionally, in some areas (such as those adjacent to SOU and the high school) the *resident* population of car-owners is not the issue. *Non-resident* parking is the primary source of parking congestion, particularly when games and other events increase the already high number of parked cars on streets in the vicinity. Merely documenting the number of cars that residents own will tell the City nothing about parking on Friday afternoons during football season and whether the neighborhood can support even more cars.

Too many cars is a problem. However, outsourcing the problem to neighborhood streets in order to (in theory) create less expensive housing in dense developments. Nowhere in Policy 13 does it require developers to keep those housing costs low when they are granted more parking credits. Unless that is built into the policy, I'm afraid we will continue to see high housing costs, but developers will be allowed (even encouraged) to push the parking associated with their developments onto Ashland's streets in precisely the neighborhoods that already see heavy parking impact.

Again, I am concerned less about the inconvenience of crowded streets than I am the safety ramifications for pedestrians and cyclists. I suspects that many of the streets that are still without sidewalks are those that are within the zoning areas that will be most impacted by Proposed Policy 13.

This proposed policy is vague, incomplete and potentially dangerous.

Thank you for considering my concern,

Jesse Longhurst

280 Garfield St.

Ashland OR 97520



Housing Element Update  
Public Comment Received 5/28/2019

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**From:** Genevieve Pisarski [mailto:gzpinoly@gmail.com]  
**Sent:** Tuesday, May 28, 2019 10:59 AM  
**To:** Linda Reid <linda.reid@ashland.or.us>  
**Cc:** Bill Molnar <bill.molnar@ashland.or.us>  
**Subject:** Proposed Housing Element - Comments

Linda Reid  
Bill Molnar  
City of Ashland  
Department of Community Development  
[linda.reid@ashland.or.us](mailto:linda.reid@ashland.or.us)  
[bill.molnar@ashland.or.us](mailto:bill.molnar@ashland.or.us)

Re: Draft Housing Element

We have reviewed the Draft Housing Element and 2012 Housing Needs Analysis and have the following comments.

1. Retain the Existing Housing Element Goal as Proposed Goal 1 and Strengthen It

The Existing Housing Element Goal and Proposed Goal 1 are the same except that the phrase "consistent with preserving the character and appearance of the city" has been removed. Keeping this phrase, and the policy direction it provides, as part of Goal 1 is essential to keeping Ashland Ashland.

The omitted phrase is essential to ensure that new development is compatible with existing development, in order to preserve the character of the City as a whole, and to prevent the eventual loss of small single family homes in areas currently zoned R-2 and R-3.

This is not just about structures and appearances. It's about community and maintaining a scale that enables, rather than erases, that community.

This Goal has been and should remain an overarching policy directive that guides the balancing of other goals and policies. To that end, a suitable statement of Goal 1 would be:

*Ensure a range of different dwelling types that provide living opportunities for the total cross section of Ashland's population and are consistent with preserving the character and appearance of the city, which consistency must be expressly provided for in housing-related development regulations.*

2. Proposed Policy 13 (Parking): The Least Popular Policy

Proposed Policy 13 reads: "Provide for minimal off-street parking requirements in locations where it is demonstrated that car ownership rates are low for resident populations to help reduce housing costs and increase affordability and where the impact on neighborhoods allows."

Parking and traffic have been a common theme in land use appeals to council. In the city's survey results, this particular policy garnered the least amount of support, despite the restrictions written into the policy.

Additionally, it is not likely that developers of for-profit / market-rate housing will pass on cost-savings to residents; as the 2012 Needs Analysis points out, developers seek to maximize profits. Property owners may for example charge for use of their few convenient off-street spaces while the surrounding neighborhood bears the remaining parking burden.

The council should remove this policy from the list of proposed policies.

### 3. Public Participation

We have noted previously that public participation has been low thus far in the development of this Housing Element. We suggest that council delay the second reading of the ordinance until staff have an opportunity to reach out to the neighborhoods affected by the new goals, policies and Housing Implementation Strategy. While the strategy affects mostly neighborhoods zoned R-2 and R-3, probably all of Ashland's neighborhoods have an interest in the city's plans to densify.

### 4. The City's Implementation Strategy Needs Re-Assessment

It is clear from the 2012 Needs Analysis that Ashland's service-sector wages have not kept pace with the cost of market-rate housing. It is also clear from the Analysis that the large number of student households is clouding the Needed Housing picture. Finally, the increase in the median price of a home from \$280,000 at the time of the study to (approaching) \$500,000 today means there is a broader segment of the workforce to consider.

The city's largest employers depend upon a professional work force that seeks ownership opportunities. If the city wants to recruit and retain this work force, it will need housing goals and policies that promote home ownership, especially ownership for small families, compatible with existing neighborhood characteristics.

To that end, aspects of the city's housing strategy need re-assessment. Cottage housing has met with resistance in areas of single family homes. It may be a better fit in areas now zoned R-2 and R-3, where it is not now a permitted use. Similarly, the R-3 zoning east of Ashland High School has a stock of single family housing that should be protected. The city should re-zone this area R-2 with cottage housing as a permitted use.

We have commented previously on the Housing Strategy and will hold additional comment for the appropriate forum.

Sincerely,

Gregory Zentner  
Genevieve Pisarski

cc: Neighbors

Sent from my iPad