



**CITY OF
ASHLAND**

2000-2004 Consolidated Plan
for Community Development Block Grant (CDBG) Funds

Adopted by the Ashland City Council on May 2, 2000
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Section 1: INTRODUCTION

The City of Ashland (City) is an entitlement community under the U.S. Department of Housing and Urban Development's (HUD) Community Development Block Grant (CDBG) Program. Entitlement communities include local governments with 50,000 or more residents, other local governments designated as central cities of metropolitan areas, and urban counties with populations of at least 200,000. Ashland is an entitlement community because it is considered a central city in the Medford-Ashland Metropolitan Statistical Area (MSA). The Medford-Ashland MSA includes all of Jackson County. Ashland received entitlement community status in 1994, and began receiving an annual allocation of CDBG funds in the same year.

Ashland annually receives approximately \$220,000 in CDBG funds. HUD determines Ashland's annual allocation of CDBG entitlement funds according to relative need on the basis of the higher of two formulas. The first considers the presence of overcrowded housing in the locality, its population and poverty rate. The second uses housing age, population growth lag, and poverty rate.

The City is required by HUD to have an approved **Consolidated Plan** (Plan) to receive the annually CDBG entitlement grant, and the Plan must be updated every five years. The Plan fulfills the application and reporting requirements for entitlement communities and contains a strategic plan describing how the jurisdiction will use its CDBG funds. Ashland's first and previous Consolidated Plan covered 1995-1999, and was approved by the City Council on June 20, 1995. This Plan will address the time period of 2000-2004.

The overall goal of the CDBG program is to develop viable urban communities by providing decent housing and a suitable living environment and expanding economic opportunities principally for low-and moderate-income persons. Low- and moderate- income persons are defined as members of families earning no more than 80 percent of the area median income. This overall goal of the CDBG program is further defined by HUD as outlined below.

- **Provide Decent Housing**
Included within this broad goal are the following: assist homeless persons to obtain affordable housing and assisting persons at risk of becoming homeless; retain the affordable housing stock; increase the availability of permanent housing that is affordable to low-income and moderate-income families particularly to members of disadvantaged minorities; and increase supply of supportive housing for persons with special needs.
- **Provide a Suitable Living Environment**
This includes improving the safety and livability of neighborhoods; increasing access to quality facilities and services; reducing the isolation of income groups with areas by de-concentrating housing opportunities and revitalizing deteriorating neighborhoods; restoring and preserving naturally and physical features of special value for historic, architectural, or aesthetic reasons; and conserving energy resources.

- **Expand Economic Opportunities**
This goal includes creating and retaining jobs for low- and moderate-income persons, establishment, stabilization and expansion of small businesses; the provision of public services concerned with employment; providing mortgage financing for low-income persons at reasonable rates using nondiscriminatory lending practices; and empowering low-income persons in federally assisted and public housing to achieve self-sufficiency.

The federal regulations determine what types of projects are eligible to use CDBG funds. Examples of activities that entitlement communities, often referred to as grantees, may use CDBG funds are described below. It is important to keep in mind that in addition to being an eligible project under federal regulations, that 51% or more of the people who benefit from a project funded by CDBG dollars must qualify as low- or moderate-income.

Examples of Eligible Activities

- Acquiring real property for public purposes: This type of activity might include buying abandoned houses for rehabilitation or an old industrial site in a distressed neighborhood for redevelopment. CDBG funds can also be used to demolish property and clear sites to prepare land for other uses.
- Reconstructing or rehabilitating housing and other property: CDBG funds can be used to improve properties such as homeless shelters, single-family homes and playgrounds that have become less usable, whether due to age, neglect, natural disaster or changing needs.
- Building public facilities and improvements: Constructing streets, sidewalks, sewers, water systems, community and senior centers, and recreational facilities.
- Helping people prepare for and obtain employment: Education and job training, welfare-to-work activities and other services.
- Assisting for-profit businesses for special economic development activities: Such projects might include microenterprise loans to low-income entrepreneurs, assembling land to attract new industry, or business expansion loans to help retain existing businesses that employ low-income workers.
- Providing public services for youth, seniors or the disabled: These might include day care centers, meals on wheels for the elderly, health care facilities, transportation or counseling.
- Carrying out crime reduction initiatives: This type of activity might include

establishing neighborhood watch programs, providing extra police patrols, rehabilitating or constructing police substations and clearing abandoned buildings used for illegal activities.

- Home buyer assistance: Assisting low-income home buyers directly through, for example, down payment assistance, subsidizing interest rates or helping with closing costs.
- Planning and administrative expenses: Funding costs related to managing CDBG funds, for preparing required reports for HUD including the Consolidate Plan.

Section 2: COMMUNITY PROFILE

Ashland is a unique city located in southern Jackson County, approximately 14 miles from the Oregon/California border. The city is located at the southeast end of the Bear Creek Valley, nestled between the Siskiyou Mountains to the south and the Cascade Range to the northeast. Due to the topography of the area and the City's location on two major transportation routes, Ashland has developed in a lineal fashion, 4.4 miles long and 1.7 miles wide.

Ashland combines a small town atmosphere with the cultural and educational opportunities of a larger urban center. Entrepreneurs and small business, artisans, students and families have all come to Ashland to enjoy the lively town center, the mild climate and sense of community. Tourism and students have been essential to the evolution of Ashland's character by supporting the town's two largest industries, the Oregon Shakespeare Festival and Southern Oregon University.

In 1999, the population of Ashland was 19,490 residents. The population grew 18% from 1990 to 1999 at an average of 1.64% per year. According to the 1990 Census, 24% of Ashland's populations is age 18 and under, 62% from age 19 through 64, and the remaining 14% is age 65 and older.

Southern Oregon University (SOU) students are a significant portion of Ashland's population. The fall head count for 1998-99 was 5,017 students, of which 51% live in Ashland. The remaining 49% of the students live in the following other cities/areas: Medford 18%, Talent 4%, Phoenix 1% and other locations not specified 26%. SOU provides a broad spectrum of housing for its students. There are 850 dorm style rooms, 38 university-owned homes for student families, 10 studio units for single students and a multi-unit complex providing 157 units for student families. Fifty percent of the students are considered non-traditional students. A non-traditional student is defined as a person who is not single without children coming directly from high school.

Fifty-three percent of Ashland residents age 16 and over are employed, and of these workers, 97% work in Jackson County. In 1999, the median income for a four-person family for the

Medford-Ashland Metropolitan Statistical Area (MSA) was \$38,800, and the median price of a home in Ashland was \$172,000. Of the 8,283 households in Ashland in 1998, 43% (3,562 households) have annual incomes of 80 % or less of the area median family income. The map on the following page delineates the areas of concentration of low-income families in Ashland.

Table 1

Number of Households by Income Level¹ in Ashland for 1998	
Income Level	Number of Households
Extremely Low-Income, \$0 to \$11,650 (0 to 30% of the median)	1,160 (14% of Total Number of Households)
Low-Income, \$11,651 to \$19,400 (31 to 50% of the median)	1,077 (13% of Total Number of Households)
Moderate-Income, \$19,401 to \$31,050 (51 to 80% of the median)	1,325 (16% of Total Number of Households)
Middle-Income, \$31,051 - \$36,860 (81% to 95% of median)	497 (6% of Total Number of Households)
Households with annual incomes of 80% or less of the median income	3,562 (43%)
Total Number of Households in Ashland	8,283

According to the 1990 Census, the majority of Ashland’s population is white. Asian American and Hispanic residents both comprise approximately 3% of the population with African American and Native-American community members comprising closer to 1% of the total population. Racial and ethnic subpopulations are not concentrated in any particular area in Ashland.

The map on the following page delineates the areas of low- and moderate-income concentration – those census blocks where over 50% of the families are 80% or less of the area median family income.

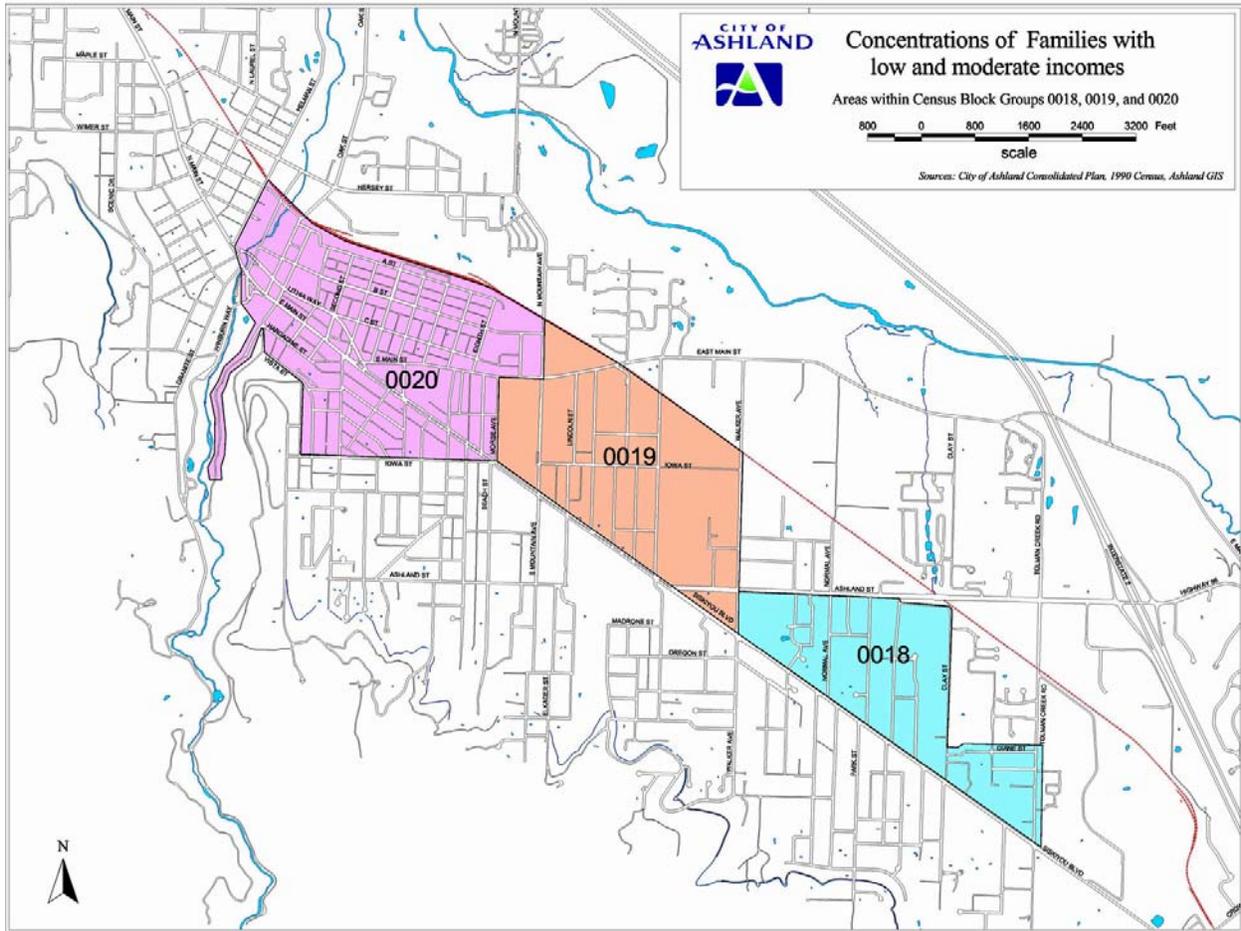
¹ Based on percentages from 1990 Census. All income figures are based on a four-person family income for the Medford-Ashland Metropolitan Statistical Area for the year 2000 from the income limit figures provided by the U.S Department of Housing and Urban Development. The median income for a four-person family was \$38,800 for 2000 for the Medford-Ashland MSA.

Areas of low-income concentration is defined as any census tract where the median family income is less than 80% of the median family income of the City of Ashland as defined by HUD. Using that definition, there are no areas of Ashland that have high concentrations of low-income households. An area of minority concentration is defined as a census tract where the total percentage of minority population is 20 percent or more of the total population in the census tract. Using that definition, there are no areas of Ashland that have high concentrations of racial and ethnic populations.

Table 2

Reported Racial/Ethnic Subpopulations²	
Ashland Residents in 1999	
White (non-Hispanic)	18,048 (92.6%)
African American	78 (.4%)
Hispanic (all races)	487 (2.5%)
Asian American/Pacific Islander	585 (3%)
Native-American	195 (1%)
Other	97 (.5%)
Total 1999 Ashland Population	19,490

² Based on percentages from 1990 Census.



Section 3: HOUSING MARKET ANALYSIS

Key Findings

Ashland's housing prices have been rising rapidly since 1989 while household income has increased at a slower rate during the same time period. From 1989 to 1999, the average home sales price in Ashland increased 77% while median household income for the Medford-Ashland MSA increased 55% during the same time period. Though more difficult to track, average rental prices for single-family homes has increased around 40% since 1990's. The median home sales price in Ashland in 1999 was \$11,800 higher than the Portland Metro Area (\$172,000 Ashland/\$160,200 Portland Metro Area), but the median household income in 1999 was \$14,900 lower in Ashland than the Portland Metro Area (\$38,800 Ashland/\$53,700 Portland Metro Area).

There are more than twice as many renting low- and moderate-income households (2,509) than low- and moderate-income households that own their home (1,053). In 1998, Ashland had 8,283 housing units and 43% of these (3,562 households) are low- and moderate-income because they have annual incomes of 80% or less of the area median family income. Forty-eight percent of the units were renter-occupied and 52% were owner-occupied. Of the 3,976 renter-occupied households in Ashland, 63% were occupied by low- and moderate-income households in 1998. Of the 4,307 owner-occupied households in Ashland, 24% were occupied by low- and moderate-income households in 1998.

Nearly 67% of Ashland's low- and moderate-income households are burdened by housing costs. Generally, a healthy household budget is considered one that spends up to 30% of household income on housing costs. Federal regulations define overburdened housing costs as households spending more than 30% of their disposable income for housing costs, exclusive of taxes, and severe cost burden as households spending more than 50% of their disposable household income for housing costs. Of the 2,509 low- and moderate-income renter-occupied households in Ashland, 67.6% were burdened (total overburdened and severe burden) by housing costs. This translates into 21.4% of all renter-occupied households in Ashland being burdened by housing costs. Of the 1,053 low- and moderate-income owner-occupied households in Ashland, 53.9% were burdened by housing costs. This translates into 7.3% of all owner-occupied households in Ashland being burdened by housing costs.

There is a significant gap between the amount low- and moderate-income households have to spend on housing and the rental and sale prices in Ashland. Low- and moderate- income households have a range of approximately \$300/month to \$780/month to spend on housing costs. The average 3-bedroom, 2-bath single family home rents for \$1,130, and the average 2-bedroom, 1-bath apartment rents for \$600. The mortgage for a 3-bedroom, 2-bath home based on the Ashland 1999 median sales price is \$1,635/month (includes taxes, home insurance and mortgage insurance).

Constantly increasing demand for housing in Ashland combined with a short supply of rental and ownership housing raises the prices and decreases the options for low- and moderate-income households. Approximately 285 new units would need to be immediately constructed to maintain the desirable vacancy rates considered necessary to provide both adequate availability and price stability. Based on percentages from the 1990 Census and estimates by local real estate and property management professionals, the vacancy rates have declined from 1989 at 2.6% for ownership units and 2.8% for rental units to currently less than 1% for homes for sale and 1% for units for rent. A 2.5% vacancy rate for single-family units and a 5% vacancy rate for multi-family units is generally considered necessary to provide both adequate availability and price stability. The current demand/supply situation in Ashland would require the immediate construction of approximately 145 single-family units and 140 multi-family units to maintain a the desirable vacancy rates.

First-time home buyers from low- and moderate-income households do not having the buying power to afford a home in Ashland. Based on the current area median household income and housing market in Ashland, extremely low-income households can purchase a home at approximately \$39,000, low-income households can afford a home at the \$65,000 level and moderate-income households are able to purchase a home up to \$104,043 in cost. In 1999, 15 (3.5%) of the 425 units sold through realtors using the Multiple Listing Services (MLS) in Ashland were less than \$105,000.

The cost of land in Ashland is the primary element driving up housing costs. Residential construction costs in Ashland in 1999 ranged from \$68 per square foot to \$74 per square foot which is comparable to costs throughout Oregon. The State of Oregon Building Codes Division sets a rate of \$64.66 per square foot for single-family and \$54.70 per square foot for multi-family units set for use on building permits.

Roughly an equivalent number of housing units will be needed from 1998 through 2008 as were required from 1990 to 1998. From 1990 to 1998, 1,407 residential housing units were built in Ashland. The largest proportion of the total units built were detached single-family units (51.1%). Multi-family units followed at 32.6% of the total units built. Based on the number of housing units built in this ten year period and population projections, 1,309 housing units will be needed for 1998 through 2018. This projection assumes the same proportion of housing unit types will continue for 1998 through 2018.

Land zoned for multi-family units is being used for single-family attached units sold for ownership. One trend worth noting is the number of single-family attached units built significantly increased in 1999, and the number of multi-family units built has been decreasing in 1998 and 1999. Because these units are built for sale as ownership units on multi-family zoned land (R-2 and R-3), less multi-family zoned land is available for building rental units. The net impact is the total number of ownership units is increasing, and the total number

new rental units is decreasing. Since the total new number of new rental units being built is decreasing, the proportionate number of affordable rental units can also be assumed to be decreasing.

Ashland's population is increasing at a similar rate to the state, and slower than the Portland Metro Area, Salem, and the Bend region. Ashland's population grew at an average of 1.64% per year from 1989 to 1999, and 24.2% over the ten-year period. Oregon overall grew 23.2% from 1989 to 1999. During the ten-year time period, the Bend region increased more than 55%, the Salem MSA grew more than 30%, the Portland PMSA grew 29%. Ashland's population is projected to grow at an average of 1% per year from 1998-2018, and increase by a total of 17.6%.

Employment growth in Southern Oregon lags behind the state, but the number of new jobs is expected to increase at a rate comparable to the state from 1998 to 2008. Jackson County's employment totals increased by 16% from 1990 to 1996, while those for neighboring Josephine County's employment totals rose by 6%. During the same time period, employment increased by 18% in Oregon. The number of jobs is expected to increase by 19.6% in Jackson and Josephine Counties from 1998 to 2008. During the same time period, the number of jobs is expected to increase by 18.2% in the state. Nearly half of the new jobs in the two-county region will be in two categories: professional and technical occupations and service occupations.

The Medford-Ashland MSA's (Jackson County) median household income and per capita income have lagged behind the nation and state since 1989. In 1989, Medford-Ashland MSA's median household income was \$4,987 less than the U.S. and \$2,181 less than Oregon. In 1995, Medford-Ashland MSA's median household income was \$2,539 less than the U.S. and \$5,673 less than Oregon. Compared to other urban areas in Oregon (Corvallis, Eugene-Springfield, Portland-Vancouver and Salem), Medford-Ashland MSA's median household income is \$2,900 to \$15,000 less a year. In 1996, Medford -Ashland MSA's per capita income lagged the nation by \$3,404 and the state by \$1,079.

Net earnings as a portion of personal income is declining in Jackson County. Net earnings in Jackson County have declined from 73% of personal income in 1967 to 58% in 1997. By comparison, net earnings accounted for 65% of total personal income statewide in 1997. In contrast to net earnings, dividends, interest and rent have risen sharply in proportion from 15% to 23% during the last three decades. This category made up 18% of personal income for Oregon in 1997. Transfer payments have jumped from 12% to 20% of personal income for Jackson County. This category made up 17% of personal income for Oregon in 1997. The reduction in the proportion of earnings and the strong rise in the proportion of non-earned income resulted from two factors: 1) the decrease in the number of higher paying jobs in heavy industry, and 2) the rapid growth in retirement and other non-earned income.

Housing Prices

Housing prices throughout Oregon have increased rapidly during the 1990's. By 1997, the Portland Metro Area's median house sale price increased to \$155,000 surpassing the U.S. median of \$127,000. Prior to and during the early 1990's, Oregon had relatively low median house prices. For example, the Portland region's 1991 median house sale price, according to the National Association of Homebuilders, was only \$80,000 compared with \$100,000 for the U.S. as a whole.

Ashland home prices began to rise before the Portland region, and has been one of the most expensive communities in Oregon. There has been an 77% increase in the average home sales price in Ashland from 1989 to 1999. These figures are based on data limited to homes sold through realtors using the Multiple Listing Services (MLS), and does not include homes sold that are not listed with brokers. Average home price is not as reliable a measure of central tendency as median home price because it can easily be skewed by relatively low or high sales figures. However, median home price data is not consistently calculated and available.

Table 3

% Change in Average Ashland Home Sales Price vs. % Change in Median Income				
Year	Average Home Sales Price	% Change Per Year	Median Income	% Change Per Year
1989	\$112,328		\$25,069	
1990	\$126,467	0.1258724		
1991	\$143,410	0.1339717		
1992	\$142,885	-0.0036608		
1993	\$155,720	0.0898274		
1994	\$148,412	-0.0469303		
1995	\$160,903	0.0841644	\$31,537	
1996	\$125,940	-0.217292	\$34,600	0.097124
1997	\$130,720	0.0379546	\$36,200	0.046243
1998	\$189,327	0.44834	\$38,000	0.049724
1999	\$198,738	0.0497076	\$38,800	0.021053
	% Change from 1989 to 1999	0.769265		.5477282

In 1999, the median home sales price in Ashland was \$172,000. In comparison, the median home sales price in Portland was \$160,200. Again, these figures are based on data limited to homes sold through realtors using the MLS, and does not include homes sold that are not listed with brokers. According to the National Association of Home Builders (NAHB), the median sales price (based on all home sales) in the U.S. as a whole in the first quarter of 1998 was \$129,000.

Table 4

Ashland Home Sales 1999 (Averages and Medians)				
	Median Cost	Avg. Cost	Median Sq.Ft.	Avg. Sq.Ft.
All Sales (all houses)	\$172,000	\$198,422	1599	1715
3-bedroom 2 bath (Average Home)	\$174,000		1618	
3-bedroom with 2 or less baths	\$169,900		1582	
3-bedrooms or less, with 2 baths or less	\$160,000		1478	

Data on rental costs in Ashland, the state and U.S. are not consistently collected and analyzed with the exception of during the census. According to the 1990 Census, in 1989 the median rent in Ashland was \$400/month. According to local property management companies, the current-day typical rent for a 3-bedroom, 2-bath home is approximately \$1,130, and for a 2-bedroom, 1-bath apartment is \$600.00. Rental prices of single-family homes vary with the age of the home and location. One property management professional cited a 3-bedroom, 2-bath home in the Fordyce neighborhood built in the early 1990's as a typical example of increasing rental costs in Ashland. The rent for the home has increased 48% from \$575.00 in 1995 to \$850.00 in 2000.

Demand and Supply

Demand

Population Trends

Overall, Oregon has experienced a relatively moderate rate of population growth since 1980. The state's overall rate of growth from 1980 through 1997 was 23.2 percent, compared to a U.S. rate of 18.1 percent. However, Oregon's population grew more slowly than the U.S. rate for most of the 1980's and early 1990's, but surpassed the U.S. rate in 1991 through today. Ashland's population paralleled the state trend by growing more slowly from 1980 to 1990 at 10.4%, and increasing to 24.2% over the entire time period from 1980 through 1997.

Table 5

Oregon Population Growth					
	1980	1990	% Change 1980-1990	1997	% Change 1980-1997
United States	226,542,250	148,765,170	9.8%	267,636,061	18.1%

Oregon	2,633,156	2,842,337	7.9%	3,243,487	23.2%
Portland PMSA ³	1,141,396	1,277,399	11.9%	1,471,023	28.9%
Salem PMSA ⁴	249,895	278,024	11.3%	325,253	30.2%
Eugene-Springfield PMSA ⁵	275,226	282,912	2.8%	311,356	13.1%
Medford-Ashland MSA ⁶	132,456	146,387	10.5%	170,960	29.1%
Bend Region ⁷	86,832	102,763	18.3%	134,912	55.4%
Eastern Region ⁸	90,301	90,472	0.2%	99,456	10.1%
Coastal Region ⁹	88,917	93,760	5.4%	105,517	18.7%
Ashland	14,943	16,500	10.4%	18,560	24.2%

Table 5 illustrates the rates of population growth within each region of Oregon since 1980. The Bend region experienced the most rapid rate of growth during the period, increasing more than 55 percent. In contrast, Salem’s population grew more than 30 percent, and both Medford and Portland population grew approximately 29 percent. Coastal Oregon has been growing at rates similar to the U.S. (18 to 19 percent), while Eugene and Eastern Region have been growing relatively slowly. It is interesting to note that Ashland’s population growth since 1980 is closely follows the state rate of 23.2 percent, and is lower than all of the MSA’s and the Bend area.

In the time period of 1989 through 1999, Ashland’s population grew at an average of 1.64 percent a year. The biggest increase was in 1998, and the population actually decreased in 1990. Ashland’s population is projected to be 22,472 in 2018 (official projection adopted by the City of Ashland and Jackson County in accordance with ORS 195.036). According to this projection, Ashland will grow an average of 1% a year over the projected time periods, and increase by 17.6 percent from 2000 to 2018.

Table 6

City of Ashland Population Trends			
Year	Pop	# Change	% Change
1989	16740	430	2.63
1990	16500	-240	-1.43

3 The Portland PMSA includes the counties of Clackamas, Columbia, Multnomah, Washington and Yamhill in Oregon, as well as the county of Clark in the state of Washington.

4 Includes the counties of Marion and Polk.

5 Includes the single county of Lane.

6 Includes the single county of Jackson.

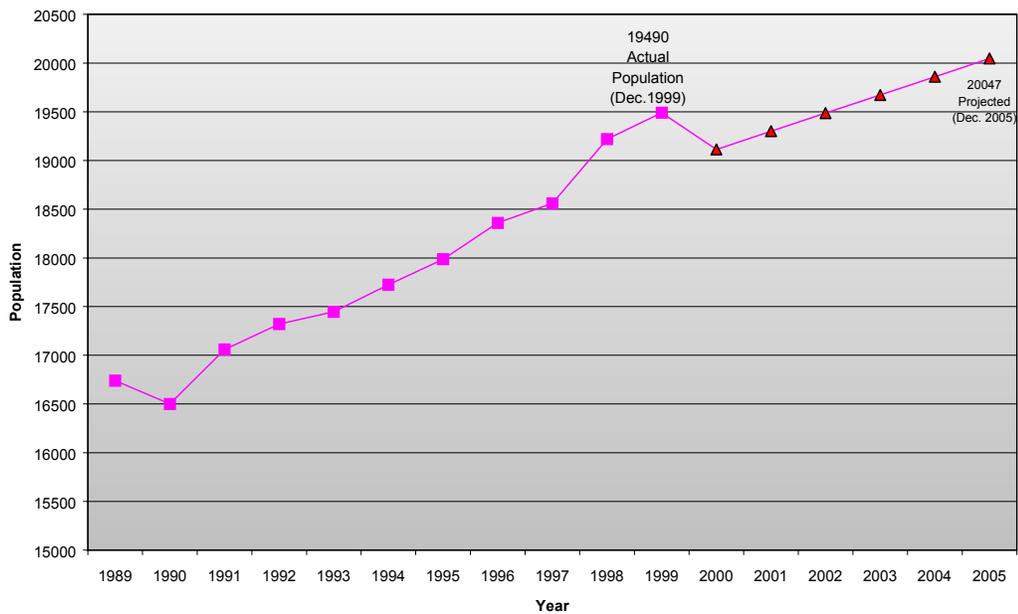
7 The region includes the counties of Crook, Deschutes and Jefferson.

8 This region includes the counties of Morrow, Umatilla and Union.

9 Includes the counties of Clatsop, Lincoln and Tillamook.

1991	17060	560	3.39
1992	17320	260	1.52
1993	17445	125	0.72
1994	17725	280	1.6
1995	17985	260	1.47
1996	18360	375	2.09
1997	18560	200	1.09
1998	19220	660	3.55
1999	19490	270	1.4
Average % Change per Year			1.64

Ashland Population Trends (1989-1999) and Projected Population (2000-2005)



Household Growth and Average Household Size

There is a nationwide trend towards smaller average household sizes since 1980. This trend is more pronounced in Oregon than the U.S. overall in that the average household size decreased from 2.6 persons/household in 1980 to 2.5 persons/household in 1998 while nationwide it went from 2.75 persons/household to 2.61 in the same time period. In Ashland, the number of persons per household has decreased from 2.36 persons/household in 1980 to 2.20 persons/household in

1998. The demand for additional housing units is increases as the number of people per household declines.

Table 7

Household Growth 1980-1998					
	1980	1990	% Change 1980-1990	1998	% Change 1980-1998
United States	2.75	2.63	-4.4%	2.61	-5.1%
Oregon	2.60	2.52	-3.1%	2.50	-3.8%
Ashland	2.36	2.22	-5.9%	2.20	-6.8%

Some interesting comparisons with implication for the housing market in Ashland can be made between population growth and household growth. For example, while Ashland experienced an increase of 24.2 percent in population from 1980 to 1998, the number of households rose even more rapidly up 30.9 percent from 1980 to 1998. At the same time, Ashland’s average household size declined from an average of 2.36 persons per house in 1980 to 2.20 in 1998. These changes in Ashland illustrate the type of long-term demographic shifts that strongly impact housing demand. When household growth exceeds population growth, due to shrinking household size, demand for housing units can be very strong, creating an increase in production where possible, and usually concurrent increases in housing prices.

Table 8

Ashland Households and Average Household Size					
	1980	1990	% Change 1980-1990	1998	% Change 1980-1998
Total Households	6,330	7,204	13.8%	8,283	30.9%
Average Household Size	2.36	2.22	-5.9%	2.20	-6.8%

Employment Trends

Over the past 20 years, Oregon has generally mirrored the direction of the U.S. economy. From 1980 to 1985, the rate of employment growth in Oregon at 0.1% was substantially lower than 0.8% for the U.S. Then, from 1985 to 1990, Oregon’s rate of employment growth at 2.2% began to catch up to the U.S. rate of employment increase of 2.8% for the same time period. Finally, from 1990 to 1996, Oregon’s rate of employment growth began to exceed the U.S. rate of 1.4% to 2.6% hovering above 3% (3.2% to 3.8%). While the total employment increase in Oregon overall has slightly exceeded the U.S. during the last decade, it has virtually matched the rate for the Western states.

During the past decade, the economy of Southern Oregon has tended to lag slightly behind the trends of the state. Jackson County’s employment totals increased by 16% from 1990 to 1996,

while those for neighboring Josephine County rose by 6%. During the same time period, employment increased by 18% in Oregon.

Oregon’s unemployment rate has averaged just under 6% during the past ten years, a figure approximately the same as the national rate. During the same time period, Jackson County’s unemployment rate averaged 7.3% and Josephine County’s rate averaged 8.8%. Oregon’s unemployment rate was 5.6% in 1998, compared with 4.9% for the United States. Again Southern Oregon’s rates were slightly higher than the state and national trends with Jackson County at 6.8% in 1998 and Josephine County at 8.7%. To be considered unemployed, a person must have done no work in the most recent month and be able to work, available for work and conducting an active work search.

Unemployment in Southern Oregon has fluctuated considerably over the last decade. In 1998, the unemployment rate in Jackson County was 6.8%, down from a recent high of 8.6% in 1993, closely followed by 8.3% in 1992 and 8.2% in 1996.

Table 9

Civilian Labor Force 1988-1998 Jackson County¹⁰				
Year	Labor Force (Persons)	Employment (Persons)	Unemployment (Persons)	Unemployment Rate
1988	71,250	66,590	4,660	Low 6.5
1989	73,160	68,230	4,930	6.7
1990	73,030	68,200	4,830	6.6
1991	74,370	68,780	5,590	7.5
1992	76,340	70,020	6,320	8.3
1993	79,520	72,670	6,850	High 8.6
1994	82,700	77,160	5,540	6.7
1995	82,510	77,110	5,400	Low 6.5
1996	86,200	79,110	7,090	8.2
1997	86,690	80,110	6,580	7.6
1998	88,090	82,110	5,980	6.8
				Average Rate 7.3

While local data do not exist for all of the unemployed in the region, there is information about those who have received unemployment insurance (UI) payments. This information provides a snapshot of claimants by industry and occupation. From July 1998 to June 1999, the largest proportion of UI recipients in Jackson and Josephine Counties previously worked in trade (28%) and services (22%). About 20% had worked in manufacturing with nearly three-fifths of this group coming from the lumber and wood products industry. Approximately 11% of the UI recipients had worked in the construction industry.

10 From 2000 *Regional Economic Profile: Region 8, Jackson County/Josephine County* by the Oregon Employment Department

Nearly 20% of the UI recipients in the two-county region during July 1998 to June 1999 were in the general laborer category. This group includes jobs such as transportation equipment operator, material handler and laborer. Nearly 16% of UI recipients had professional, technical or managerial skills, while 15% had clerical and administrative skills. Just over 12% had skills in service operations. Those who had been employed in structural work (construction, welding and related jobs) accounted for just under 12% of the total. The remaining 25% of UI recipients were evenly distributed by occupation category in sales, agriculture and forestry, processing, machine trades and bench work.

In Oregon, the number of jobs is expected to increase by 18.2% from 1998 to 2008. The occupational groups expected to have the fastest expansion rates over the ten year period are professional and technical jobs (+25%), sales-related jobs (+22%) and service occupations (+25%). Expected to have the slowest growth are clerical and administrative support jobs (+11%), agriculture, forestry and fishing occupations (+14%) and production and related worker category (+14%).

Forty-five percent of the job openings created from 1998 to 2008 in Jackson and Josephine Counties will come from growth in the economy, while 55% will come from the need to replace those workers who retire or otherwise leave the labor force. For the decade there will be, in addition to the more than 18,000 job openings generated by growth, another 22,000 that will come from replacement needs.

The number of jobs is expected to increase by 19.6% from 1998 to 2008 in Jackson and Josephine Counties. Table 10 shows that nearly half of the 18,000 net new jobs in the two-county region will be generated in two categories: professional and technical occupations and service occupations. Approximately 20% of the total job growth will be in production and related occupations. Smaller job growth is expected for clerical and sales positions. The least growth will occur in agriculture, forestry and related jobs.

Table 10

Jackson and Josephine County Employment Trends¹¹							
Occupational Title	Employment		Change: 1998-2008		Projected Annual Openings: 1999		
	1998	2008	Number	Percent	Growth	Replace	Total
Total, All Occupations	92,220	110,310	18,090	19.6	1,810	2,230	4,040
Managers & Administrators	4,240	4,930	690	16.3	70	70	140
Professional & Technical	17,450	21,430	3,980	22.8	400	270	670
Sales Related	12,160	15,210	3,050	25.1	400	430	830

¹¹ From *2000 Regional Economic Profile: Region 8, Jackson County/Josephine County* by the Oregon Employment Department.

Clerical - Administrative Support	14,430	16,500	2,070	14.3	210	310	520
Service Occupations	15,600	19,550	3,950	25.3	400	430	830
Agriculture, Forestry, Fishing	3,510	3,930	420	12.0	40	90	130
Production, Construction, Operations, Maintenance, Labor	22,770	26,290	3,520	15.5	340	510	850
NonClassifiable Employment	2,060	2,470	410	19.9	40	210	250

Fifty-four percent of the new jobs in the professional and technical worker category will be comprised of teachers and other education workers, and health care specialists and technicians. Ten percent of the new jobs in the professional and technical worker category will be in management support specialist (i.e. accountants, buyers and personnel specialists) and another 10% will be in social workers and social scientists. Nine percent of the new jobs will be in computer-related occupations.

Nearly half (46%) of the new jobs in the service occupations category will be in food service. Personal service workers, including home care aides and child care workers, are projected to account for 16% of the new jobs in the service sector, and health service workers (i.e. nurse aides, medical assistants and dental assistants) are projected to be 14% of the new jobs. Twenty-five percent of the new jobs in the production and related workers category will be transportation and material moving occupations, 17% of the new jobs will be mechanics, repairers and installers, and 14% of the new jobs will be construction craft workers.

Household Income and Per Capita Personal Income

Household income is generally the best measure of income in relation to housing prices because it reflects the buying power of a household toward its dwelling unit, and can grow or decline at different rates than the per capita figures depending on underlying household size and labor force participation trends. Reliable household income data is available only from the U.S. Census, which collects this information at the beginning of every decade.

While household income best reflects buying power of a typical household in a community, per capital personal income is a useful comparative measure of the overall economic well-being of an area, because it takes population into account. Per capita personal income is defined as total personal income divided by population.

Table 11

Household and Per Capita Personal Income			
Median Household	1989	1995	% Change

Income			1989-1995
U.S.	\$30,056	\$34,076	13.4%
Oregon	\$27,250	\$37,300	36.9%
Medford-Ashland MSA (Jackson County)	\$25,069	\$31,537	25.8%
Per Capita Personal Income	1989	1996	% Change 1989-1996
U.S.	\$18,712	\$24,436	30.6%
Oregon	\$16,387	\$23,111	41.0%
Medford-Ashland MSA (Jackson County)	\$15,308	\$22,894	49.6%

While Oregon’s median household income was less than the U.S. in 1989, it surpassed the nationwide level in 1995. In contrast, Medford-Ashland MSA’s median income was less than the U.S. and Oregon in 1989, and continued to remain at a lower level than both the nation and state in 1995. In 1995, Medford-Ashland MSA’s median household income lagged the nation by \$2,539 and Oregon by \$5,763.

The median income of the Medford-Ashland MSA continues to lag behind the state today. The gap is especially large when the Medford-Ashland MSA is compared to the other Metropolitan Statistical Areas in Oregon. As shown in Table 12, Medford-Ashland MSA’s median household income in 1999 is ranged from \$2,900 to \$15,000 less than the median household income for Corvallis, Eugene-Springfield, Portland-Vancouver and Salem. The comparison of the Medford-Ashland MSA with other urban areas in Oregon with larger populations may seem invalid. However, the housing costs in the MSA’s including Medford-Ashland are of similar levels and therefore, for the purpose of studying income as related to housing costs, the comparison is valid.

Table 12

1999 Median Income Medford-Ashland MSA Compared to Other Metropolitan Statistical Areas	
MSA	Median Income
Medford-Ashland	\$38,800
Corvallis	\$53,800
Eugene-Springfield	\$41,700
Portland-Vancouver, OR-WA	\$53,700
Salem	\$43,800

Oregon’s per capita personal income lagged the nation in 1989 by almost \$1,700 and continued

the trend by being \$1,325 lower than the nation in 1996. The Medford-Ashland MSA paralleled the state trend, but the gap was even greater for per capita personal income. In 1989, Medford-Ashland MSA's per capita personal income lagged the nation by \$3,404 and the state by \$1,079. This pattern continued in 1996 when the Medford-Ashland MSA's per capita income was below the U.S. by \$1,542 and Oregon by \$217. In 1997, per capita income for Jackson County averaged \$21,933, nearly 92% of Oregon's \$23,920. Jackson County ranked seventh out of 36 counties in 1997.

Table 13

Per Capita Personal Income: 1987-1997¹²				
Year	Oregon	Jackson County	% of Oregon	Rank
1987	\$14,282	\$13,235	92.7	11
1988	15,313	14,325	93.5	10
1989	16,387	15,308	93.4	8
1990	17,423	16,173	92.8	8
1991	17,895	16,623	92.9	9
1992	18,678	17,342	92.8	7
1993	19,518	18,152	93.0	6
1994	20,508	19,317	94.2	6
1995	21,618	20,109	93.0	7
1996	22,894	21,120	92.3	7
1997	23,920	21,933	91.7	7

Net earnings in Jackson County have declined from 73% of personal income in 1967 to 58% in 1997. Net earnings consists primarily of the wages and salaries earned by workers, but it also includes the net earnings of business owners. By comparison, net earnings accounted for 65% of total personal income statewide in 1997. In contrast to net earnings, dividends, interest and rent have risen sharply in proportion from 15% to 23% during the last three decades. This category made up 18% of personal income for Oregon in 1997. Transfer payments have jumped from 12% to 20% of personal income for Jackson County. This category made up 17% of personal income for Oregon in 1997. The reduction in the proportion of earnings and the strong rise in the proportion of non-earned income resulted from two factors: 1) the decrease in the number of higher paying jobs in heavy industry, and 2) the rapid growth in retirement and other Anon-earned income.

Table 14

Jackson County/Oregon Personal Income by Source¹³			
Year	% of Total		
	Net	Dividends, Interest,	Transfer

12 From 2000 Regional Economic Profile: Region 8, Jackson County/Josephine County by the Oregon Employment Department, based on data from the U.S. Department of Commerce, Bureau of Economic Analysis

13 From 2000 Regional Economic Profile: Region 8, Jackson County/Josephine County by the Oregon Employment Department, based on data from the U.S. Department of Commerce, Bureau of Economic Analysis

	Earnings	and Rent	Payments
1967 Jackson County	73%	15%	12%
1997 Jackson County	58%	23%	20%
1997 Oregon (statewide)	65%	18%	17%

Supply

In 1998, Ashland had 8,283 occupied housing units, referred to as households. Of the 8,611 housing units in Ashland in 1998 (includes vacant units), 2,808 are multi-family units and 5,803 single-family units. Forty-eight percent of the occupied units were renter-occupied and 52% were owner-occupied. Of the 3,976 renter-occupied households in Ashland, 63% were occupied by low- and moderate-income households in 1998. Of the 4,307 owner-occupied households in Ashland, 24% were occupied by low- and moderate-income households in 1998.

Table 15

Number of Multi-Family and Single-Family Units in Ashland			
Unit Type	Number of Units In 1990	Number of Units Added from 1990-1998	Total Units As of 1998
Multi-family units	2,201	607	2,808
Single-family units	5,003	800	5,803

Table 16

Number of Households by Tenure Type¹⁴ in Ashland for 1998		
Tenure Type	Number of Households	% of Total Households
Renter-occupied	3,976	48%
Owner-occupied	4,307	52%
Totals	8,283	100%

¹⁴ Based on percentages from 1990 Census

Table 17

Number of Households by Income Level and Tenure Type¹⁵ in Ashland for 1998			
Income Level	Renters	Owners	Total Households in Income Level
Extremely Low-Income, \$0 to \$11,650 (0 to 30% of the median)	969 (83.5%)	191 (16.5%)	1,160
Low-Income, \$11,651 to \$19,400 (31 to 50% of the median)	732 (68%)	345 (32%)	1,077
Moderate-Income, \$19,401 to \$31,050 (51 to 80% of the median)	808 (61%)	517 (39%)	1,325
Middle-Income, \$31,051 - \$36,860 (81% to 95% of median)	253 (51%)	244 (49%)	497
Total	2,762 (68%)	1,297 (32%)	4,059

Based on percentages from the 1990 Census and estimates by local real estate and property management professionals, the vacancy rates have declined from 1989 at 2.6% for ownership units and 2.8% for rental units to currently less than 1% for homes for sale and 1% for units for rent. A 2.5% vacancy rate for single-family units and a 5% vacancy rate for multi-family units is generally considered necessary to provide both adequate availability and price stability. The current demand/supply situation in Ashland would require the immediate construction of approximately 145 single-family units and 140 multi-family units to maintain a the desirable vacancy rates vacancy rates.

Table 18

Vacancy Rates by Tenure Type		
Tenure Type	1990¹⁶	2000¹⁷
Owner Occupied	2.6%	less than 1%
Renter Occupied	2.8%	1.05%

From 1990 to 1998, 1,407 residential housing units were built in Ashland. The largest proportion of the total units built were detached single-family units (51.1%). Multi-family units followed at 32.6% of the total units built. Based on the number of housing units built in this ten year period and population projections, 1,309 housing units will be needed for 1998 through

¹⁵ Based on percentages from 1990 Census

¹⁶ From the 1990 Census.

¹⁷ From estimates from local property management companies.

2018. This projection assumes the same proportion of housing unit types will continue for 1998 through 2018. The projection is adjusted to provide a 2.6% vacancy rate for single-family units and a 5% vacancy rate for multi-family units.

One trend worth noting is the number of single-family attached units built significantly increased in 1999, and the number of multi-family units built has been decreasing in 1998 and 1999 (Table 19). The single-family attached units tend to be town homes and condominiums, and are developed in multi-family zones in Ashland (R-2 and R-3). Because these units are built for sale as ownership units on multi-family zoned land, less multi-family zoned land is available for building rental units. The net impact is the total number of ownership units is increasing, and the total number new rental units is decreasing. Since the total new number of new rental units being built is decreasing, the proportionate number of affordable rental units can also be assumed to be decreasing.

The use of multi-family zoned land for ownership rather than rental units is an indication the value of land in Ashland has become high enough that it is more profitable for developers to build high-density ownership units than it is to build any type of rental unit. While data was not formally collected, Planning Division staff has followed the single-family attached developments from the Planning Approval process through the building of the units. The units tend to be relatively large (1,500 square feet and over), and have high-end interior materials. As a result, the units are by no means affordable, tending to run in price from Ashland's 1999 median home price of \$172,000 and upwards. It is important to note that the use of R-2 and R-3 for high-end ownership units is not what the land was intended for when it was zoned in 1984. Rather, demand for ownership units in Ashland and the accelerated housing market is driving this trend.

Table 19

Residential Housing Units Built 1990-1998 by Housing Unit Type¹⁸		
Housing Unit Type	Number of Units Built (1990-1998)	% of Total Units Built
Multi-family residential (MFR)	458	32.6
Multi-family residential detached (MFR-D)	62	4.4
Manufactured housing units (MH)	6	0.5
Manufactured housing units in Parks (MHP)	23	1.6
Mixed Use, commercial with residential units (MU)	20	1.4
Single-family residential detached (SFR)	719	51.1
Single family residential attached (SFR-A)	75	5.3
Government assisted housing (GA)	44	3.1
Total Units Built = 1407		

¹⁸ from City of Ashland Buildable Lands Inventory, adopted September 21, 1999

Table 20

Household Growth 1980-1998					
	1980	1990	% Change 1980-1990	1998	% Change 1980-1998
United States	2.75	2.63	-4.4%	2.61	-5.1%
Oregon	2.60	2.52	-3.1%	2.50	-3.8%
Ashland	2.36	2.22	-5.9%	2.20	-6.8%

Residential construction costs in 1999 were \$72.76 per square foot for single-family detached units, \$68.59 per square foot for single-family attached units and \$73.83 per square foot for multi-family units. The square footage construction cost does not include the value of the land. These figures are slightly higher than the \$64.66 per square foot for single-family and \$54.70 per square foot for multi-family units set by the State of Oregon Building Codes Division for use on building permits. It can be deduced from the relatively normal construction costs in Ashland and Ashland's high median home price, that the bulk of the high cost of homes is not the cost of the structures, but the cost of the land.

Table 21

Residential Construction Costs Per Square Foot¹⁹					
	1999	1998	1997	1996	1995
SFR Units Built	117	62	82	81	79
SFR impsqft (avg)	2068	1898	1764	1701	1835
SFR costsqft (avg)	\$72.76				
SFR-Attached Built	93	22	8	23	5
SFR-A impsqft (avg)	1617	1279	1279	1327	1577
SFR-A costsqft (avg)	\$68.59				
MFR Built	38	30	124	69	139
MFR impsqft (avg)	1206	1004	985	792	907
MFR costsqft (avg)	\$73.83				

Public Housing

The Housing Authority of Jackson County (Housing Authority) assists 88 households in Ashland with rental housing costs through the Section 8 program. Of the 88 households, 28 have a member(s) with a disability, 12 are elderly and 48 are families. Under the Section 8 program,

¹⁹ based on valuation at construction from building permits, does not include value of land

households are required to use 30% of their income for rent and utilities. Housing costs above 30% of household income are paid by the program. The household units are located throughout Ashland in privately-owned structures. In addition, the Housing Authority owns eight units (4 homes and 2 duplexes) in Ashland.

There are 187 Ashland residents on the waiting list for assistance through the Housing Authority. Overall, there are 3,020 households on the Housing Authority waiting list. As units become available, the household that has been on the list the longest is offered assistance. As a result, Ashland residents are not necessarily offered units in Ashland. The most demand is for units in Medford. Generally, households spend two years on the waiting list. The housing authority does not have plans expand the Section 8 program or build new units in Ashland.

In addition to the Housing Authority units, the Farmers Home Administration, the Oregon Housing and Community Services Department and HUD operate subsidized housing in Ashland. In total, there are 64 family households, and 98 senior households assisted by these programs (Tables 22 and 23). At this time, there are no anticipated losses from this assisted housing inventory and no plans to expand the programs in Ashland.

Table 22

Assisted Family Housing Units in Ashland City Limits				
Facility	Program	Total Units	Total Assisted	Vacancies
Ashley Gardens 245 Tolman Creek Road	Fm/HA	40	40	0
Stratford Apartment 585 Clay Street	Fm/HA	51	14	0
Sun Village 721 North Main Street	OHCS/8	12	12	0
Takilma Village 99 Emerick Street	HUD/8	18	18	0
Total		121	84	0

Table 23

Assisted Senior Housing Units in Ashland City Limits				
Facility	Program	Total Units	Total Assisted	Vacancies
Ashley Senior 2301 Siskiyou Boulevard	Fm/HUD	62	41	0
Johnston Manor 607 Park Street	OHCS	17	17	0
Don E. Lewis 500 YMCA Way	HUD	40	40	0

Total		119	98	0
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Housing Stock Condition

Very little data is available to judge housing conditions in Ashland. Age of housing is an indicator of condition. Generally, as housing stock reaches 25 years, the need for rehabilitation, weatherization and major system upgrades increases. According to the 1990 Census, the median year an Ashland home was built was 1965. Approximately half (4,334 units, 50%) of Ashland's housing stock is at least 21 years old, and 35% (3,051 units) were built prior to 1960. The high percentage of units approaching the 25-year mark indicates that the condition of housing will become a more important issue for Ashland in the future.

In the 1995 Consolidated Plan, it was estimated that 1,575 housing units, or approximately 18% of the current housing stock, in Ashland were considered substandard, and 94% of those units were rented by low-income households. In 1983, the City received a CDBG Housing Grant and rehabilitated 88 homes through a loan program. Any house that had one of the following conditions was considered eligible for a rehabilitation loan: 1) no electric breaker boxes, but fuse boxes, 2) major plumbing problems, 3) major electrical problems, 4) major structural problems, and/or 5) no continuous foundation.

For purposes of this plan, a home is in substandard condition but suitable for rehabilitation if it lacks one or more significant habitability elements such as a complete kitchen, complete bathroom, etc. Substandard condition and not suitable for rehabilitation is defined as a dwelling unit that is in such poor condition that it is neither structurally or financially feasible to rehabilitate the home. Standard condition is defined as a dwelling unit containing a foundation with no major electric, plumbing, structural problems, or emergency repairs required (i.e. leaking roof) and containing all significant habitability elements (i.e. complete kitchen, complete bathroom, etc.).

Housing With Lead-Based Paint Hazards

Of the 8,611 housing units in Ashland, 6,079 (71%) were built prior to 1980. All of these homes have the potential of being a lead-based paint hazard. Lead-based paint was banned nationwide for consumer use in 1978. No additional surveys of lead-based paint hazards have been done in Jackson County to date.

Consultation with the Jackson County Health and Human Services was conducted and the following information was obtained. In May 1995, the Jackson County Health and Human Services Department completed a state-funded two and one-half year pilot program which tested the lead levels in approximately 380 children in the county. Blood-lead levels of between 10 and 19 are considered reportable, while levels greater than 20 are considered poisonous. Of the 380 children tested, 12 had levels above 10, and 5 had levels greater than 20. Several of the last

group were from Hispanic families who had recently moved to the area from Mexico where the incidence of high lead-levels is much higher than the U.S.

The risk of lead-based paint poisoning can be estimated by determining the number of housing units by age. According to HUD, typically 90 percent of houses built before 1940 have lead-based paint in them, while only 62 percent of houses built between 1960 and 1979 have lead-based paint. Houses built after 1979 should be free of lead-based paint. It is estimated that 4,334 housing units in Ashland contain lead-based paint.

Table 24

Estimated Housing Units in Ashland Containing Lead-Based Paint			
Age of Unit	Number of Housing Units by Year Structure Built*	% with Lead-Based Pain (National Average)	Estimated Number of Housing Units Containing Lead-Based Paint
Pre 1940	1,462	90%	1,316
1940-1959	1,589	80%	1,271
1960-1979	2,817	62%	1,747
Total			4,334

***Based on 1990 Census data**

HUD issued a new regulation on lead-based paint hazards that applies to housing that is financially assisted by the federal government in September 1999. The intent of the regulation is to protect young children from lead-based paint hazards. Lead poisoning can cause permanent damage to the brain and many other organs, and can result in reduced intelligence and behavioral problems. Lead can also harm the fetus. More than 800,000 children younger than 6 years old living in the United States have lead in their blood that is above the level of concern set by the Centers for Disease Control and Prevention (CDC). A large portion of these children are in families of low income and are living in old homes with heavy concentrations of lead-based paint. The most common sources of childhood exposure to lead are deteriorated lead-based paint and lead-contaminated dust and soil in the residential environment.

HUD's new regulation sets hazard reduction requirements that give much greater emphasis than existing regulations to reducing lead in house dust. Since exposure to lead in dust is the most common way young children become lead poisoned, the new regulation requires dust testing after paint is disturbed to make sure the home is lead-safe. If housing is being assisted or disposed of with federal dollars, the hazard reduction requirements may apply depending on the age of the structure. The types of housing which are covered by the new regulations are outlined

below.

Types of Housing Covered by Lead-Based Paint Hazard Regulation

- federally-owned housing being sold
- housing receiving a federal subsidy that is associated with the property, rather than the occupants (project-based assistance)
- housing occupied by a family (with a young child) receiving a tenant-based subsidy
- multifamily housing for which mortgage insurance is being sought
- housing receiving federal assistance for rehabilitation, reducing homelessness and other special needs

Types of Housing Not Covered

- housing built since January 1, 1978 when lead paint was banned for residential use
- housing exclusively for the elderly or people with disabilities, unless a child under age 6 is expected to reside there
- zero-bedroom dwellings, including efficiency apartments, single-room occupancy housing, dormitories or military barracks
- property that has been found to be free of lead-based paint by a certified lead-based paint inspector
- property where all lead-based paint has been removed
- unoccupied housing that will remain vacant until it is demolished
- non-residential property
- any rehabilitation or housing improvement that does not disturb a painted surface

The City of Ashland will review all projects funded with CDBG dollars in the future to determine if the new lead-based paint regulations if apply. Prior to the signature of the subrecipient agreement, City Staff will inform projects covered by the regulation and work with the subrecipient to ensure compliance with the regulation.

Housing Needs Assessment

Households with housing needs are defined by HUD as those that are experiencing one or more than one housing problem that include cost burden, substandard housing and overcrowding.

As suggested in the previous section, Ashland's greatest housing need is for units that are affordable. Historically, and as is still the case in Ashland, for low and extremely low income households, housing affordability continues to surpass housing conditions or overcrowding as the principle housing need. However, housing conditions are an important element in addressing housing needs in Ashland. As explained above, housing condition has the potential of becoming a more serious factor in the future because of an aging housing stock.

Housing Needs by Income and Family Type

The CDBG program requires housing affordability to be considered according to three primary factors: household income category (extremely low-, low- and moderate-income), households size (small-related, large-related, elderly and all others) and the extent to which various households are housing cost burdened. The program also requires housing need estimates for persons with HIV/AIDS and persons with disabilities.

Table 1 below expands on Table 25 on page 27 of the Plan, adding additional 1990 data for renter households of various types and sizes, and including the number of affordable units needed for each group. The discussion that follows the table examines each income group in greater detail and adds additional information related to housing need. The projections of housing units needed by each income/household size group [are based on an analysis of Census data provided for Consolidated planning purposes by HUD's Portland office.

Table 25

Ashland Housing Needs by Income Range				
	Income Range	Number of Households	Percent Paying Greater Than 30% of Income for Housing	Number Needing Affordable Housing
RENTERS Small Related (2-3 persons)	0-30% of MFI	157	88%	138
	31-50% of MFI	202	89%	180
	51-80% of MFI	199	42%	84
Large Related (5+ persons)	0-30% of MFI	6	100%	6
	31-50% of MFI	27	55%	15
	51-80% of MFI	8	100%	8
Elderly (1 or 2 persons, At least 1 is 62+)	0-30% of MFI	99	49%	49
	31-50% of MFI	63	65%	41
	51-80% of MFI	61	54%	33
All Other (1+ persons, unrelated)	0-30% of MFI	548	79%	433
	31-50% of MFI	293	77%	256
	51-80% of MFI	393	46%	181
ALL RENTERS	0-30% of MFI	810	77%	624
	31-50% of MFI	585	79%	462
	51-80% of MFI	661	46%	305
OWNERS	0-30% of MFI	164	79%	130
	31-50% of MFI	280	58%	162
	51-80% of MFI	420	42%	176

Needs of Extremely Low-Income Households

Extremely low-income (ELI) households are those earning less than 30% of the median family income. As Table 1 above shows, there were 974 ELI households in Ashland in 1990. ELI households comprised 13.8% of total households in Ashland in 1990. Seventy-nine percent or

750 ELI households in 1990 were experiencing a housing cost burden, paying more than 30% of income for housing costs. Most extremely low-income households (56%) are single persons or are living with other unrelated persons. Small-related households are the second largest subset (16%) in the extremely low-income group. The fewest extremely low-income households fall into the large family/renter category, followed by elderly households. A complete family/households size breakout follows in Table 2. Clearly, the primary need for ELI households is relief from housing cost burden.

Table 26

Extremely Low-Income Households by Family/Household Size and Occupancy Type		
Household Size/Occupancy Type	Number of Households	Percent of Total
Small Related Renters (2-4 persons)	157	16.1%
Large Related Renters (5+ persons)	6	1%
Elderly Renters (1 or 2 persons, at least 1 is 62+)	99	10.2%
All Other Renters (1+ persons, unrelated)	548	56.3%
ALL RENTERS	810	83.2%
ALL OWNERS	164	16.8%

Needs of Low-Income Households

Low-income (LI) households are those earning from 31% to 50% of the median family income. As Table 1 shows, there were 865 LI households in Ashland in 1990. LI households comprised 12.6% of total households in Ashland in 1990. Very similar to the ELI households, seventy-two percent, or 623 LI households in 1990 were experiencing housing cost burden, paying more than 30% of income for housing costs. As with those in the extremely low-income households, most low-income renter households (34%) are single persons are living with other unrelated persons. Small related households are the second largest subset (23%) in the extremely low-income group. Similarly, the fewest low-income households fall into the larger family/renter category, followed by elderly households. As the income range shifts from extremely low-income to low-income, the percentage of the range that is homeowners increases (16.8% to 32.4%). A family/household size breakout follows in Table 3. Clearly, as is the case for ELI households, the primary need for LI households is relief from housing cost burden.

Table 27

Low-Income Households by Family/Household Size and Occupancy Type		
Household Size/Occupancy Type	Number of Households	Percent of Total
Small Related Renters (2-4 persons)	202	23.4%
Large Related Renters (5+ persons)	27	3.1%
Elderly Renters (1 or 2 persons, at least 1 is 62+)	63	7.3%
All Other Renters (1+ persons, unrelated)	293	33.9%
ALL RENTERS	585	67.6%
ALL OWNERS	280	32.4%

Needs of Moderate-Income Households

Moderate-income (MI) households are those earning from 51% to 80% of the median family income. As Table 1 shows, there were 1,081 MI households in Ashland in 1990. MI households comprised 15.8% of total households in Ashland in 1990. To a lesser degree than ELI and LI households, but nonetheless approaching half of this group, 44%, or 476 MI households in 1990 were experiencing a housing cost burden, paying more than 30% of income for housing costs. The renter category that includes one or more unrelated persons continues to be the largest proportionally (36%). Once again, the fewest households fall into the large family/renter category, followed by the elderly category. This income group sees an even larger shift in the balance of renters to owners, with ownership increasing to almost 39%. A family/households size breakout follows in Table 4. The primary need for MI households is relief from housing cost burden.

Table 28

Moderate-Income Households by Family/Household Size and Occupancy Type		
Household Size/Occupancy Type	Number of Households	Percent of Total
Small Related Renters (2-4 persons)	199	18.4%
Large Related Renters (5+ persons)	8	1%
Elderly Renters (1 or 2 persons, at least 1 is 62+)	61	5.6%
All Other Renters (1+ persons, unrelated)	393	36.4%
ALL RENTERS	661	61.1%
ALL OWNERS	420	38.9%

Housing Needs of Minority Households

A review of HUD-provided 1990 Census data reveals that there are four income/minority status

groups with disproportionately high incidences of housing problems. For purposes of this discussion, a group with a disproportionate problem is one in which the problem exists at a rate 10 or more percentage points higher than for households in the population as a whole. A housing problem is most frequently caused by housing cost burden; overcrowding and substandard living conditions may also contribute to a housing problem condition. The four groups with disproportionate housing problems, along with the comparative figure for total population, follow in Table 6.

Table 29

Disproportionate Housing Problems Among Minority Income Groups		
Groups	Percent w/Housing Problems	Percent Point Variance
All Renters 0-30% MFI	79%	
Black/Non-Hispanic Renter Households 0-30% MFI	100%	+21
Hispanic Renter Households 0-30% MFI	85%	+15
All Renters 31-50% MFI	82%	
Black/Non-Hispanic Renter Households 31-50% MFI	100%	+18
All Renters 51-80% MFI	48%	
Hispanic Renter Households 31-50% MFI	100%	+52

Housing Needs of Special Populations (Non-Homeless)

This section describes the number of people, other than homeless persons, who have special needs for housing that includes supportive services. Special need populations represent a number of subgroups within the low- and moderate- income groups including persons with disabilities, persons with HIV/AIDS, elderly, frail elderly, persons with mental illness, developmentally disabled persons, and persons with alcohol or other drug dependency.

The information presented in the following subsections attempts to describe the housing needs and priorities for special populations . Very little demographic information is available. It is certainly not possible, because of the limitations of available information, to provide a thorough and comprehensive analysis of needs for these groups particularly compared to one another. It should not be inferred, because of a lack of information, that one group might be more or less in need of housing. Affordable housing, particularly housing that also offers needed supportive services, is a major concern of all the groups listed as special populations.

Elderly and Frail Elderly Persons

Approximately 14% of Ashland’s population is 65 and older according to the 1990 Census. The

application of this percentage to Ashland's 1999 population results in approximately 2,729 residents being age 65 and older. Almost half of the elderly, 6% of the total population, are considered to be living below the poverty level. This is the equivalent to 1,169 elderly Ashland residents living below the poverty level using 1990 percentages applied to 1999 population figures. Finally, approximately 350 elderly residents of Ashland (1.8% of the total population) are considered frail using the 1990 percentages applied to 1999 population figures.

Based on national and state trends, it is projected that there will be a doubling of those age 65 years or older in the next 25 years. This long-term shift in the age makeup of the population is due in large part to aging baby boomers. According to Don Bruland, Director of Area Agency on Aging, Jackson and Josephine Counties are expected to be ten years ahead of national trends due to in-migration of retirees to Jackson and Josephine Counties. The implications of growth in this magnitude in this population, that has proven historically more vulnerable in terms of both income and health related needs, is vast.

According to the 1990 Census, elderly households accounted for 20.8% of households in Ashland, or approximately 1,723 households in 1998 (based on percentage from the 1990 Census). In 1990, the elderly households that were extremely low-, low- and moderate-income (0 to 80% of median income) was 607 households, or 8.8% of total households. The elderly households were split with 19% being renters and 81% owner households. The elderly accounted for 8.2% of all renter households, and 32.7% of all owner households.

According to the 1990 Census, over half (60%) of the elderly that were renters were extremely low- and low-income (0 to 50% of median income). In addition, a majority (55%) of the elderly extremely low- and low-income renters were experiencing housing problems. In the owner category, 17.7% of total elderly owner households are extremely low- and low-income. More than half (64.4%) of the elderly extremely low- and low-income owner households were experiencing housing problems.

If the percentages from the 1990 Census are applied to 1998 elderly households, approximately 443 or 25.7% of all elderly households would qualify as extremely low- and low-income (0 to 50% of median). Currently, there are 98 subsidized elderly units available in Ashland (see Table 23 on page 24 of the Plan). If the current percentage of elderly households is currently the same as 1990 levels of 25.7%, there is short fall of approximately 345 assisted housing units for extremely low- and low-income seniors.

However, the popularity of Ashland as a community to retire in combined with the high price of housing is attracting what seems to be an affluent senior population. This trend is further emphasized by several new retirement communities built in Ashland during the last five years that sell units priced above the median home price. As a result, even though there appears to be a trend of a rapidly increasing senior segment of the population, it appears that it may be primarily an in-migration in Ashland, specifically of affluent elderly. Until data from the 2000

Census is available, it will be very difficult to determine the proportion of extremely low- and low-income elderly in Ashland.

Determining an accurate percentage of extremely low- and low-income elderly households in Ashland is necessary before a “need” can be identified. If the trend of an increasing, affluent elderly population is accurate, the true need may be preventing displacement of extremely low- and low-income Ashland residents as they age.

A sub-population among the elderly is the “frail elderly.” These are individuals that for either physical, mental or a combination of these reasons begin over time to have increasing difficulty with instrumental activities of daily living. These are listed as needs in the areas of meal preparation, house keeping, shopping and medical management. In the private market in Ashland, there has been considerable growth in developing alternatives for seniors that need housing that also offers supportive services that assists residents with activities of daily living. This is less true for housing that is assisted in some way to serve extremely low- and low-income clients.

Two percent of the elderly population in Ashland was considered “frail elderly” in the 1990 Census. There are three facilities in Ashland that provide nursing home care or assisted living. There are also four foster care homes in Ashland providing spaces for 16-20 frail elderly.

- **Linda Vista Care Center** – a nursing home facility with 87 beds. They accept private pay, private insurance and Medicaid. They estimate that Medicaid subsidizes 70% of their residents. In January 2001, there were four beds available.
- **Mountain View Retirement Residence** – has 28 assisted living units. They accept private pay, but do not accept Medicaid clients.
- **Skylark Assisted Living and Enhanced Care** – has 74 assisted living apartments and 32 apartments in the Alzheimer unit. They accept private pay, private insurance and Medicaid. Medicaid subsidizes Seventy-five percent of their residents. In January 2001, there were five assisted-living apartments available and two apartments in the Alzheimer unit.

There are a total of 205 nursing home/assisted-living units in Ashland, of which 177 are available to Medicaid clients. An additional 32 units are available for persons with Alzheimer disease, and all are available to Medicaid clients. As there are almost four times as many units as frail elderly Ashland residents, it seems this need is addressed at present. However, there are two issues regarding the frail elderly population that need to be followed. First, the actual number of frail elderly must be more accurately determined, hopefully through the 2000 Census.

As discussed with the elderly population, it is projected that there will be a doubling of those age 65 years or older, and that this trend is already happening in Jackson and Josephine Counties due to in-migration. As a result, it is expected that the frail elderly segment of the population

will also follow similar trends. Second, determining an accurate percentage of extremely low- and low-income frail elderly households in Ashland is necessary before a need can be identified. If the trend of an increasing, affluent elderly population is accurate, the true need may be preventing displacement of extremely low- and low-income Ashland residents as they age.

Developmentally Disabled/Physically Disabled

According to the Developmental Disability Program of Jackson County Health and Human Services, approximately 1.5% of the residents of Ashland are persons with developmental disabilities. According to the 1990 Census, approximately 6% of residents are persons with physical disabilities.

There are four group homes for persons over the age of 15 with developmental disabilities in Ashland. According to the Developmental Disability Program, there are 163 persons on the residential waiting list in Jackson County.

- **Pathway Enterprises, Inc. (PEI)** – operates two group homes in Ashland that accommodate 10 people total.
- **Advocates for the Severely Handicapped (ASH)** - operates two group homes in Ashland that accommodate 15 people total.

It is difficult to determine the extent of the gap in housing for persons with developmental disabilities because of a lack of data. If 1.5% of Jackson County residents, or 2,618 persons, have developmental disabilities, approximately 6% of this population are on the Jackson County waiting list for housing. If these percentage of the population is applied to Ashland residents, it would mean approximately 18 of the persons with developmental disabilities on the residential housing waiting list are residents of Ashland. However, using the number of people on the waiting list as a measure of “housing need” is most likely a base line estimate.

Outside of the units described above for frail elderly residents, there aren't facilities with residential units specifically designed for persons with physical disabilities in Ashland. The Affordable Accessible Housing Workgroup through the Senior and Disability Services of the Rogue Valley Council of Governments conducted an “Affordable Accessible Housing Survey of People With Disabilities Who Have Very Low Incomes for Jackson and Josephine Counties” in June 1999. Two hundred and five people were surveyed with approximately 60% being persons with physical disabilities and the remaining 40% comprised of persons with mental illness, with developmental disabilities or with substance abuse conditions. Fifty-six percent (116 respondents) said affordability was their main difficulty finding housing and 10% said accessibility was their main difficult finding housing. Fifty-seven percent of respondents' primary income source was either Supplemental Security Income (SSI) or Social Security Disability Income (SSDI). Based on this information, it seems the primary housing need for

people with physical disabilities is affordable, accessible units.

Severe Mental Illness

The State of Oregon Mental Health and Developmental Disability Services Division, estimates that 5.9% of the total age 18 and over population are adults with severe mental illness. According to the same statistics, 12% of the total under age 18 population are children with severe mental illness. These percentages applied to Ashland's 1990 population translate into 885 adults and 507 under the age of 18 with severe mental illness. According to the Jackson County Health and Human Services Department there are 23,180 persons with severe mental illness in the County. They have major mental illnesses such as schizophrenia, bi-polar disorders and organic brain disorders.

Most chronically mentally ill persons need affordable housing since most depend on Supplemental Security Income (SSI), and are in the extremely low-income category. Most persons with severe mental illness can live in the community if they are provided support services.

There is one facility for adults with severe mental illness in Ashland that provides apartments with support services at affordable prices.

- **StarThistle Apartments** – a 12-unit apartment building. A manager lives on-site, and support services are provided for residents. Eleven persons with severe mental illness live at StarThistle, and as of December 2000, nine of the residents were extremely low-income and two were low-income.

If the State of Oregon's percentages are accurate, there is a substantial gap in housing for persons with severe mental illness. However, there is a lack of data on the number of Ashland residents with severe mental illness and income data for this population.

Persons with Alcohol or Other Drug Dependencies

Data regarding the number of persons with alcohol or other drug dependencies is not available in Jackson County or Ashland. The National Institute of Alcohol Abuse and Alcoholism estimates the number of men with drinking problems at 14-16% and the number of women at 6%. National estimates are not available for other drug dependency conditions. There isn't any type of housing facility in Ashland, whether it is transitional or permanent, with residential units specifically designed for persons with alcohol or other drug dependencies.

Persons with HIV/AIDS or Related Diseases

According to Jackson County Health and Human Services, there are 129 reported cases of persons with HIV/AIDS in Jackson County. There is no supportive housing specifically serving

persons with AIDS or related diseases in Ashland. OnTrack Inc. operates two housing facilities in Medford. Alan’s House is a home for persons with AIDS who are unable to live independently, and Fairfield Place, is a transitional housing facility for other HIV patients. There are 3-4 persons combined on the waiting list for the facilities. The housing stock available to persons with disabilities and persons with HIV/AIDS is described on the Plan on pages 45 and 46. The table below summarizes this information.

Table 30

Housing Stock Available In Ashland to Persons with Disabilities and with HIV/AIDS	
Special Need	Housing Stock Available
Persons with HIV/AIDS	none located in Ashland
Persons with Physical Disabilities	none located in Ashland
Persons with Mental Illness	Star Thistle Apartments, 13 units Operated by Options for Southern Oregon, Inc.
Developmentally Disabled	Pathway Enterprises, Inc. (PEI) operates two group homes in Ashland that accommodate 10 people total. Advocates for the Severely Handicapped (ASH) operates two group homes in Ashland that accommodate 15 people total.

Table 31

Housing Needs Summary			
Household Type	Number of Households or Persons in 1990	Percent of Total Ashland Households or Population in 1990	Housing Need
Extremely Low-Income (ELI)	947 households	13.8% of households	750 ELI households experiencing housing cost burden in 1990
Low-Income (LI)	865 households	12.6% of households	623 LI households experiencing housing cost burden in 1990
Moderate-Income (MI)	1,081 households	15.8% of households	476 MI households experiencing housing cost burden in 1990
Black/Non-Hispanic Renter ELI Households	21 households	.3% of households	disproportionate problem
Hispanic Renter ELI Households	40 households	.6% of households	disproportionate problem
Black/Non-Hispanic Renter LI Households	4 households	.06% of households	disproportionate problem
Hispanic Renter MI Households	19 households	.2% of households	disproportionate problem
Elderly ELI, LI and MI Households	607 households	8.8% of households	287 ELI, LI and MI Elderly households experiencing housing cost burden in 1990
Frail Elderly (ELI & LI data not available)	49 persons	.003% of population	current data needed – likely to need affordable assisted housing as senior population doubles in next 25 years
Developmentally Disabled	244 persons	1.5% of population	need for more group home spaces
Physically Disabled	974 persons	6% of population	need for affordable and accessible units
Severe Mental Illness	1,392 persons	8.5% of population	need for affordable units with supportive services
Persons With Alcohol or Other Drug Dependencies	data unavailable	N/A	unclear, lack of data
Persons With HIV/AIDS or Related Diseases	129 persons in Jackson County	N/A	Need for transitional and assisted living units for Jackson County

Affordability

Ashland’s housing prices are rising at a faster rate than area household income. From 1989 to 1999, the average home sales price in Ashland increased nearly 77% while median household income for the Medford-Ashland MSA increased 55% during the same time period. The median home sales price in 1999 was \$11,800 higher in Ashland than the Portland Metro Area (\$172,000 Ashland/\$160,200 Portland Metro Area), but the median household income in 1999 was \$14,900 lower in Ashland than the Portland Metro Area (\$38,800 Ashland/\$53,700 Portland Metro Area).

Table 32

% Change in Average Ashland Home Sales Price vs. % Change in Median Income				
Year	Average Home Sales Price	% Change Per Year	Median Income	% Change Per Year
1989	\$112,328		\$25,069	
1990	\$126,467	0.1258724		
1991	\$143,410	0.1339717		
1992	\$142,885	-0.0036608		
1993	\$155,720	0.0898274		
1994	\$148,412	-0.0469303		
1995	\$160,903	0.0841644	\$31,537	
1996	\$125,940	-0.217292	\$34,600	0.097124
1997	\$130,720	0.0379546	\$36,200	0.046243
1998	\$189,327	0.44834	\$38,000	0.049724
1999	\$198,738	0.0497076	\$38,800	0.021053
	% Change from 1989 to 1999	0.769265		.5477282

In 1998, Ashland had 8,283 occupied housing units and 43% of these (3,562 households) are low- and moderate-income because they have annual incomes of 80% or less of the area median family income. Forty-eight percent of the units were renter-occupied and 52% were owner-occupied. Of the 3,976 renter-occupied households in Ashland, 63% were occupied by low- and moderate-income households in 1998. Of the 4,307 owner-occupied households in Ashland, 24% were occupied by low- and moderate-income households in 1998. There are more than twice as many renting low- and moderate-income households (2,509) than low- and moderate-income households that own their home (1,053).

Table 33

Summary of Housing Cost Burden by Tenure Type²⁰ in Ashland for 1998				
Tenure Type	Total Number of	Overburdened²¹	Severe Cost	% of All

²⁰ Based on percentages from 1990 Census

	Households in Ashland		Burden ²²	Households with Burden
Renters	3,976	750	1,023	21.4%
Owners	4,307	287	320	7.3%
Combined/Total	8,283	1,037	1,343	28.7%

Table 34

Number of Households by Tenure Type ²³ in Ashland for 1998		
Tenure Type	Number of Households	% of Total Households
Renter-occupied	3,976	48%
Owner-occupied	4,307	52%
Totals	8,283	100%

Table 35

Number of Households by Income Level and Tenure Type ²⁴ in Ashland for 1998			
Income Level	Renters	Owners	Total Households in Income Level
Extremely Low-Income, \$0 to \$11,650 (0 to 30% of the median)	969 (83.5%)	191 (16.5%)	1,160
Low-Income, \$11,651 to \$19,400 (31 to 50% of the median)	732 (68%)	345 (32%)	1,077
Moderate-Income, \$19,401 to \$31,050 (51 to 80% of the median)	808 (61%)	517 (39%)	1,325
Middle-Income, \$31,051 - \$36,860 (81% to 95% of median)	253 (51%)	244 (49%)	497
Total	2,762 (68%)	1,297 (32%)	4,059

Generally, a healthy household budget is considered one which spends up to 30% of household

21 "Overburdened housing cost" is defined in federal regulations as families or individuals who are spending more than 30% of their disposable income for housing costs, exclusive of taxes.

22 "Severe cost burden" is defined in regulations as families or individuals who are spending more than 50% of their disposable income for housing costs, exclusive of taxes.

23 Based on percentages from 1990 Census

24 Based on percentages from 1990 Census

income on housing costs. Fifty-nine percent of the low- and moderate-income households in Ashland are considered burdened by housing costs. Federal regulations define overburdened housing costs as households spending more than 30% of their disposable income for housing costs, exclusive of taxes, and severe cost burden as households spending more than 50% of their disposable household income for housing costs. Of the 2,509 low- and moderate-income renter-occupied households in Ashland, 67.6% were burdened (total overburdened and severe burden) by housing costs. This translates into 21.4% of all renter-occupied households in Ashland being burdened by housing costs. Of the 1,053 low- and moderate-income owner-occupied households in Ashland, 53.9% were burdened by housing costs. This translates into 7.3% of all owner-occupied households in Ashland being burdened by housing costs.

Table 36

Number of Households by Housing Costs for Renters²⁵ (in Ashland for 1998)				
Income Level	No Burden	Overburdened²⁶	Severe Cost Burden²⁷	Total Renting Households in Income Level
Extremely Low-Income, \$0 to \$11,650 (0 to 30% of the median)	222 (23%)	107 (11%)	640 (66%)	969
Low-Income, \$11,651 to \$19,400 (31 to 50% of the median)	154 (21%)	300 (41%)	278 (38%)	732
Moderate-Income, \$19,401 to \$31,050 (51 to 80% of the median)	436 (54%)	275 (34%)	97 (12%)	808
Middle-Income, \$31,051 - \$36,860 (81% to 95% of median)	177 (70%)	68 (27%)	8 (3%)	253
Total	989 (36%)	750 (27%)	1,023 (37%)	2,762

²⁵ Based on percentages from 1990 Census

²⁶ "Overburdened housing cost" is defined in federal regulations as families or individuals who are spending more than 30% of their disposable income for housing costs, exclusive of taxes.

²⁷ "Severe cost burden" is defined in federal regulations as families or individuals who are spending more than 50% of their disposable income for housing costs, exclusive of taxes.

Table 37

Number of Households by Housing Costs for Owners²⁸ (in Ashland for 1998)				
Income Level	No Burden	Overburdened²⁹	Severe Cost Burden³⁰	Total Owned Households in Income Level
Extremely Low-Income, \$0 to \$11,650 (0 to 30% of the median)	40 (21%)	55 (29%)	96 (50%)	191
Low-Income, \$11,651 to \$19,400 (31 to 50% of the median)	145 (42%)	48 (14%)	152 (44%)	345
Moderate-Income, \$19,401 to \$31,050 (51 to 80% of the median)	300 (58%)	145 (28%)	72 (14%)	517
Middle-Income, \$31,051 - \$36,860 (81% to 95% of median)	205 (84%)	39 (16%)	0 (0%)	244
Total	690 (53%)	287 (22%)	320 (25%)	1,297

28 Based on percentages from 1990 Census

29 "Overburdened housing cost" is defined in federal regulations as families or individuals who are spending more than 30% of their disposable income for housing costs, exclusive of taxes.

30 "Severe cost burden" is defined in federal regulations as families or individuals who are spending more than 50% of their disposable income for housing costs, exclusive of taxes.

Table 38

Monthly Mortgage Costs³¹ for 3-Bedroom, 2-Bath Home at 1999 Ashland Median Cost ³²	
Loan Amount	\$168,780.00
Required Down Payment	\$5,220.00
Approximate Closing Costs	\$5,907.00
Required Gross Monthly Income	\$4,200.00
Total Monthly Payment	\$1,635.33
Principal and Interest	\$1,297.77
Property Taxes	\$181.00
Home Insurance	\$30.56
Mortgage Insurance	\$126.00

Table 31 shows the monthly income available for housing costs based on the Medford-Ashland median household income for the income categories below median households income. This amount ranges from \$291.25 for extremely-low income households up to \$776.25 for moderate income households. In contrast, average apartment rental cost is \$600 per month, the average home rental costs run at \$1,130 per month and monthly mortgage costs (based on 1999 Ashland median home sales price) are \$1,635. As a result, low- and moderate-income households face from \$115 to \$839 per month more in housing rental costs than their monthly incomes, and from \$860 to \$1,344 per month more in mortgage costs.

Obviously, most low- and moderate- income households coming into the current Ashland housing market will not be able to buy a home. The exception tends to be households that have previously owned homes in other locations or in Ashland, and have large amounts of equity to leverage on a new purchase. The possibility of buying a market-rate home in Ashland for first-time home buyers in the low- and moderate income households is virtually non-existent.

31 30-year fixed rate loan at 8.5% with 3% down payment. Mortgage insurance is not required with a 20% down payment, mortgage insurance rate increases as % down payment decreases. Loan quote based on applicant with no assets, no debt, good credit rating.

FHA loan cap is \$134,900, 30-year fixed rate loan at 8.625% with 3% down payment – mortgage insurance is about half the rate as on a conventional loan, closing costs are the same, allows a higher debt ration.

32 \$174,000 = median cost of 3-bedroom 2-bath home in Ashland for 1999

Table 39

Income Available for Housing³³ by Income Levels Median Income = \$38,800 for a 4-Person Family for 2000 for the Medford-Ashland MSA			
Income Level	Income Range (Annual)	Yearly Income Available for Housing Cost³⁴	Monthly Income available for Housing Costs
Extremely-Low Income (0 to 30% of median)	\$0 - \$11,650	\$3,495.00	\$291.25
Low-Income (31 to 50% of median)	\$11,651 - \$19,400	\$5,820.00	\$485.00
Moderate-Income (51% to 80% of median)	\$19,401 - \$31,050	\$9,315.00	\$776.25
Middle-Income (81 to 95% of median)	\$31,051 - \$36,860	\$11,058.00	\$921.50

33 "Income Available for Housing" is defined by federal regulations as 30% of annual or monthly income.

34 Based on 30% of the top of the income range (i.e. \$11,650 * .30 = yearly income available for housing cost for the extremely-low income level).

Table 40

Income Available for Housing by Ashland Rental Costs				
Income Level	Income Range (Annual)	Monthly Income Available for Housing Costs³⁵	Average Monthly Rental Costs for 3-Bedroom, 2-Bath Home³⁶	Average Monthly Rental Costs for 2-Bedroom, 1-Bath Apartment³⁷
Extremely-Low Income (0 to 30% of median)	\$0 - \$11,650	\$291.25	\$1,130.00 <838.75>	\$600.00 <291.25>
Low-Income (31 to 50% of median)	\$11,651 - \$19,400	\$485.00	\$1,130.00 <645.00>	\$600.00 <115.00>
Moderate-Income (51% to 80% of median)	\$19,401 - \$31,050	\$776.25	\$1,130.00 <353.75>	\$600.00
Middle-Income (81 to 95% of median)	\$31,051 - \$36,860	\$921.50	\$1,130.00 <208.50>	\$600.00

35 Income Available for Housing” is defined by federal regulations as 30% of annual or monthly income.

36 Based on average price in 2000 of single-family detached and attached (townhome) units.

37 Based on average price in 2000 of multi-family attached (townhomes and complex) units.

Table 41

Income Available for Housing by Ashland Mortgage Costs			
Income Level	Income Range (Annual)	Monthly Income Available for Housing Costs³⁸	Monthly Mortgage Costs for 3-Bedroom, 2-Bath Home at 1999 Ashland Median Cost³⁹
Extremely-Low Income (0 to 30% of median)	\$0 - \$11,650	\$291.25	\$1,635.33 <\$1,344.08>
Low-Income (31 to 50% of median)	\$11,651 - \$19,400	\$485.00	\$1,635.33 <\$1,150.33>
Moderate-Income (51% to 80% of median)	\$19,401 - \$31,050	\$776.25	\$1,635.33 <859.08>
Middle-Income (81 to 95% of median)	\$31,051 - \$36,860	\$921.50	\$1,635.33 <713.80>

Table 34 outlines the housing buying power by income level given the current area median household income and housing market in Ashland. Based on using a maximum of 30% of monthly income for housing costs, extremely low-income households can purchase a home at approximately \$39,000, low-income households can afford a home at the \$65,000 level and moderate-income households are able to purchase a home up to \$104,043 in cost. In 1999, 15 (3.5%) of the 425 units sold through realtors using the Multiple Listing Services (MLS) in Ashland were less than \$105,000. Fifteen units per year does not provide an adequate supply for the 3,561 low- and moderate-income households in Ashland.

Table 42

Housing Buying Power by Income Level		
Income Level	Monthly Income Available for Housing Costs	Cost of Home That Can Be Afforded⁴⁰
Extremely-Low Income (0 to 30% of median)	\$291.25	\$39,016 (\$300/month)
Low-Income (31 to 50% of median)	\$485.00	\$65,027 (\$500/month)
Moderate-Income (51% to 80% of median)	\$776.25	\$104,043 (\$800/month)
Middle-Income (81 to 95% of median)	\$921.50	\$117,048 (\$900/month)
Median-Income	\$970.00	\$123,551 (\$950/month)

Policies Affecting Affordable Housing

38 Income Available for Housing” is defined by federal regulations as 30% of annual or monthly income.

39 \$174,000 = median cost of 3-bedroom 2-bath home in Ashland for 1999, monthly amount based on 30-year fixed rate loan at 8.5% with 3% down, includes taxes, home insurance and mortgage insurance

40 Payments are based on a 30-year fixed rate loan at 8.5%, and include principal and interest only.

As in other cities in Oregon, producing low-cost housing is challenging. Affordable housing is affected by many factors, some of which are beyond the control of local government. General factors affecting the cost of developing low-cost housing include:

- shortage of willing and capitalized sponsors, either public, private or nonprofit
- local forces which often resist locations selected for assisted housing
- supply and cost of developable land
- development and permit fees
- material and labor costs
- availability and cost of financing
- complex and time-consuming local, state and federal regulations

As stated previously, housing costs in Ashland are some of the highest in Oregon, and this is due primarily to the high price of land. The cost of land is largely affected by market conditions and the desirability of Ashland as a place to live and retire. The cost of land is also affected by the supply available for development. The City's adopted Buildable Lands Inventory for 1998-2018 shows there is a 20-year supply of residentially zoned land in the city limits. However, the inventory must count all vacant land whether or not it is available for development currently. As a result, developable acreage may in fact not be currently developable because a property owner may not wish to sell it at this time. For this reason, the supply of land is greatly affected by interests beyond the City's control.

Annexation of land can also affect the supply of land available for development. Ashland has strict annexation criteria that require a need (less than 5-year supply of residential land by zone) be shown before additional land can be annexed. Again, the Buildable Lands Inventory may show a 20-year supply of a particular type of residential land, and an annexation can not be justified. However, in reality, there may not be developable land available on the market despite an adequate supply of vacant land in the city limits. Since the problem depends highly on the desire of private land owners to hold or sell land, this is a very difficult issue for a local jurisdiction to control or influence. At first look, it seems that if annexation criteria were relaxed and more vacant land permitted to be added to the supply, the supply of developable land would increase and therefore the cost of raw land would decrease. This is probably true to some degree. However, given the desirability of Ashland as a place to live and retire demonstrated by the publication of articles on the subject in national periodicals such as *Time* and *USA Today*, it is extremely difficult to determine the amount of land that would need to be annexed to keep up with the external pressures for residential units. In fact, it is not even clear if the outside demand for residential units can be outpaced by adding more land to the developable supply.

There are several land uses that are permitted under the *Ashland Land Use Ordinance* in the multi-family residential zones (R-2 and R-3) that may be affecting the availability of affordable

rental units. As discussed previously, the number of single-family attached units built in R-2 and R-3 has increased in the last several years. The trend in the local market seems to be one of building units for sale rather than rental units. As a result, there is a decrease in interest on the part of developers to build rental units, they are instead using the R-2 and R-3 land for building single-family attached units for ownership. Therefore, less R-2 and R-3 land is available for the development of affordable rental units.

Another trend that has been occurring for a longer period of time is the use of R-2 and R-3 land for professional offices and travelers accommodations through the conditional use permit process. Often times these are existing homes that are converted to a commercial use. Once the homes are converted to either professional offices and travelers accommodations, they rarely revert to a residential use. As a result, the units are taken out of the inventory of residential units.

Building permit fees and system development charges are often cited as increasing the cost of affordable housing. System development fees currently are \$7,900 for a 1,500 square foot home with 2 bathrooms. The system development charges pay for the increased impact the new development puts on city services, and therefore lessens the burden on existing residents to subsidize new development. While building permit fees and system development charges are added costs to affordable housing that the City has some control over, Ashland's fees are comparable to other communities in Oregon. In addition, the City has a program to defer systems development charges for the purchase of a home for households under 130% of median income. The systems development charges must be paid back to the City if the home is sold to a household over the income limits.

Section 4: HOMELESS AND HOMELESS NEEDS ASSESSMENT

Key Findings

Ashland's poverty rate at 16% in 1989 was higher than the Jackson County average of 13.2% and Oregon average of 12.4%. The poverty rate for children from age 5 to 17 was 15.4% for the Ashland School District in 1995 compared to the Jackson County average of 14.9% and average for Oregon of 13%. Jackson County's poverty rate was 14.6% in 1995, a nearly 1.5% increase from 1989. In 1995, Jackson County ranked 23rd out of the 36 counties in the state. Oregon's poverty rate was 12.5% in 1995, barely changed from the 1989. Within the state of Oregon, the lowest poverty rates were generally in the Portland metro area, with Clackamas and Washington counties having the lowest rates, 6.8% and 7.1%, respectively. Oregon ranked 24th in the nation in 1995. In 1989, 16% of Ashland's residents were below the poverty level.

In general, women and children are most likely to live in poverty. Two-thirds of all the poor adults in the U.S. are women. Thirty percent of the households headed by single women in Oregon live below the poverty level, almost twice the rate for households headed by single men. Children under 5 years old have the highest poverty rate of all age groups with one in five living in poverty. Minorities have much higher poverty rates with Blacks, Native Americans and Hispanics experiencing poverty rates of 25% or more compared to 10% of whites.

Up to 70% of the people who are living in poverty in Oregon are the “working poor.” The working poor are people who usually work full time, but don’t earn enough to leave the ranks of poverty. Full-time employment at minimum wage (\$6.50/hour) translates into gross pay of \$260 a week from which to pay for groceries, rent, heat, electricity and transportation. Faced with this sort of budget, working poor households are forced to constantly give up items, such as food, so they can pay their bills.

Changes in the economy, high housing prices, lack of public transportation and inadequate education have made many people worse off despite Oregon’s strong economy. Employment in the lumber and wood products industry dropped 35% between 1986 and 1996. New jobs created by the high tech industry are largely concentrated in the Portland area, but in the rest of the state the new jobs are primarily in the service sector. While wages barely kept up with inflation, home prices in Oregon jumped 88% between 1990 and 1997. About 12.6% of Oregon households, compared to the national average of 9.7%, have difficulty meeting their basic needs for food.

The number of potentially homeless people in Ashland is growing. In recent years, the Interfaith Care Community of Ashland (ICCA) has seen an increase in potential homeless, those individuals who currently have housing, but are struggling to meet their basic needs and are in jeopardy of losing their housing. ICCA estimates that 60% of their current client population are potential homeless. Since 1996, the requests for rental and utility assistance have steadily increased. The coupling of high housing costs and low-paying service sector jobs in Ashland contribute to the increase in potential homeless.

There is limited emergency housing and no transitional housing in Ashland. ICCA operates an Overnight Family Shelter Service that currently has 10 beds and runs mid October through April 1. The beds are housed in participating churches. Shelter is provided for up to 12 weeks. ICCA also provides shelter referrals for the Salvation Army and the Gospel Mission, and transportation services to the shelters.

The key to escaping poverty has been demonstrated to being able to improve ones financial security. The ability to build a foundation of financial security requires: 1)

obtaining job training or post-secondary education to enable persons in poverty to obtain higher-paying employment, 2) the ability to purchase a home, or 3) having enough capital to start a small-business venture. One of the limitations of many programs for the poor is that they concentrate on ensuring that the basic needs are met for food, housing and health, but do nothing to help people to leave the ranks of poverty.

Poverty

Jackson County's poverty rate was 14.6% in 1995, a nearly 1.5% increase from 1989. In 1995, Jackson County ranked 23rd out of the 36 counties in the state. Oregon's poverty rate was 12.5% in 1995, barely changed from the 1989. Within the state of Oregon, the lowest poverty rates were generally in the Portland metro area, with Clackamas and Washington counties having the lowest rates, 6.8% and 7.1%, respectively. Oregon ranked 24th in the nation in 1995. In 1989, 16% of Ashland's residents were below the poverty level. The largest proportion of these households were headed by single-women.

Table 43

Poverty Estimates⁴¹			
Percent in Poverty			
Location	1989	1995	Rank 1995
Jackson County	13.2	14.6	23 ⁴²
Oregon	12.4	12.5	24 ⁴³

Table 44

1999 Federal Poverty Guidelines⁴⁴		
Size of Family	Annual Income	Approximate Hourly Income
1	\$8,240	\$3.96

41 From *2000 Regional Economic Profile: Region 8, Jackson County/Josephine County* by the Oregon Employment Department, based on data from the U.S. Census Bureau.

42 Jackson County ranked 23rd in the state (36 counties in Oregon) in 1995.

43 Oregon ranked 24th in the nation in 1995.

44 Assumes a full-time job for a full year (2,080 hours). From Oregon Center for Public Policy, 1999.

2	\$11,060	\$5.32
3	\$13,880	\$6.67
4	\$16,700	\$8.03
5	\$19,520	\$9.38
6	\$22,340	\$10.74
7	\$25,160	\$12.10
8	\$27,980	\$13.45
For each additional person, add	\$2,820	\$1.36

The Census Bureau produces estimates of poverty rates for school age youth (5-17 years of age). The Ashland School District had a higher percentage, at 15.4%, of school age youth at or below the poverty level than the Jackson County average (14.9%) and average for the state (13%).

Table 45

Estimates of Poverty by School District: 1995⁴⁵		
Area/School District Name	Poverty Rate for Children, 5 to 17 Years of age	Statewide Rank⁴⁶
Oregon	13.0	
Jackson County	14.9	
Eagle Point	21.4	208
Rogue River	17.9	189
Pinehurst	16.7	170
Ashland	15.4	149
Medford	14.8	138
Phoenix-Talent	13.9	127
Butte Falls	13.3	115
Prospect	9.4	67
Central Point	7.0	39

In general, women and children are the most likely to live in poverty. Two-thirds of all the poor adults in the U.S. are women. Thirty percent of the households headed by single women in Oregon live below the poverty level, almost twice the rate for households headed by single men. Children under 5 years old have the highest poverty rate of all age groups with one in five living in poverty. Minorities have much higher poverty rates with Blacks, Native Americans and Hispanics experiencing poverty rates of 25% or more compared to 10% of whites.

On one hand, Oregon has a strong economy, the lowest unemployment rate in years and declining welfare numbers. On the other hand, food banks report an alarming increase in the

⁴⁵ From 2000 *Regional Economic Profile: Region 8, Jackson County/Josephine County* by the Oregon Employment Department, based on data from the U.S. Census Bureau.

⁴⁶ Out of 236 school districts for which data was estimated.

number of people seeking emergency food. When asked why many people appear to be worse off in a booming economy, a number of people who work for agencies that serve the poor throughout the state pointed to four major causes: changes in the economy, high housing prices, lack of public transportation and inadequate education.

Up to 70% of the people who are living in poverty in Oregon are the “working poor.” The working poor are people who usually work full time, but don’t earn enough to leave the ranks of poverty. Full-time employment at minimum wage (\$6.50/hour) translates into gross pay of \$260 a week from which to pay for groceries, rent, heat, electricity and transportation. Faced with this sort of budget, working poor households are forced to constantly give up items, such as food, so they can pay their bills.

About 12.6% of Oregon households, compared to the national average of 9.7%, have difficulty meeting their basic needs for food, according to U.S. Department of Agriculture statistics released in October 1999. Oregon tied with Arkansas for the sixth highest percentage of households threatened with hunger among the states. The study also found that 5.6% of all Oregon households experience hunger on a regular basis, giving Oregon the worst ranking in the nation in that category.

Oregon’s economy is undergoing a basic long-term change. The once dominant natural resource-based economy, especially timber, has declined significantly while high tech has flourished. Employment in the lumber and wood products industry dropped 35% between 1986 and 1996, according to a report by the Oregon Employment Department. The new jobs created by the high tech industry are largely concentrated in the Portland area. In the rest of the state, especially the rural areas, the new jobs are primarily in the service sector.

The main problem with service industry jobs is that they don’t pay enough to cover the basic costs of living. A study of job placements by the Central Oregon Community Action Agency Network in Redmond found only 12% of retail sales positions paid enough after two years on the job to lift a family of four out of poverty. One factor in the low wages associated with service industry jobs has been the failure of the federal minimum wage to keep up with inflation, according to Laura Connolly, an Economist at Oregon State University (OSU). According to Connolly, in the 1970s, a full-time worker earning the federal minimum wage made enough money to keep a family of three out of poverty. In contrast, that same family would be poor today.

Oregon has one of the highest rates of home price appreciation in the United States, according to a 1997 report by the Oregon Employment Department. While wages barely kept up with inflation, home prices jumped 88% between 1990 and 1997. The 1999 Oregon Bench mark Performance Report estimates that nearly 40% of Oregon’s lowest income homeowners spend

more than 30% of their income on housing. A report by the National Low Income Housing Coalition estimates that 45% of Oregon renters spend more than 30% of their income on housing costs.

Public transportation that gets people around locally – from home to work, to shopping, to school, to medical and other services – is very important to low-income households. When it isn't available, the working poor must depend on an automobile to get around. Often times this means driving a car in a state of disrepair with no insurance.

The lack of appropriate education and experience is a major obstacle that keeps many from escaping the ranks of the poor. However, often times the solution is not as simple as sending people to a community college or vocation training. Often, people need help in building their self-esteem and confidence. Others need help with improving their basic literacy skills.

In the 1990's, government assistance programs were reworked with an emphasis on briskly ushering people who receive public assistance into the working world. The case load of Adult and Family Services (AFS), the division of the Oregon Department of Human Services that administers Temporary Assistance to Needy Families (TANF) – what many people think of when they think of welfare, saw a reduction of 44,000 families to less than 18,000 in 1999. The TANF dollars that were previously spend on temporary assistance were shifted to create new programs focusing on job training, job placement and child care. The Ashland Branch of the Adult and Family Services Division currently serves 661 families with food stamps, 65 families receive cash assistance and 116 families receive day care assistance.

Suggestions for approaches for dealing with poverty in the future cover a broad spectrum. In Oregon, some 24 agencies including the Oregon Employment Department, Adult and Family Services, the Oregon Vocational Rehabilitation Department and local community action agencies are working together to provide "one-stop centers" that provide a range of services to the poor, including emergency social services, job training and placement and education assistance. Several one-stop centers are now operating in Oregon including Coos bay, Newport and White City. The entire statewide network of one-stop centers is scheduled to open in July 2000.

There is a new emphasis being placed on poverty programs aimed at children. Head Start and the Oregon Pre-Kindergarten Program are examples of successful poverty programs aimed at children. Another promising program provides in-home nursing visits to teach parents with newborn babies about health care, child development, parenting skills and community resources. These programs are particularly successful because they work with the whole family and all kinds of education happens through the contact revolving around the child. Other programs focusing on making schools community centers that offer their neighborhoods health and social services in addition to academic and recreation programs. In Multnomah County SUN Schools

(Schools Uniting Neighborhoods) reach children and families by conducting programs at public schools before and after regular school hours. Similar efforts are underway through the Alliance for Lighted Schools, a group that aims to keep the lights on in public schools to bring families and communities together when classes are not in session.

One of the limitations of many programs for the poor is that they concentrate on ensuring that the basic needs are met for food, housing and health, but do nothing to help them build a solid foundation of financial security. The ability to build financial assets - to obtain job training or post-secondary education, to purchase a home, or for a small-business venture – has been demonstrated to be the key to escaping poverty. A pilot project in Multnomah County is allows participants to establish Individual Development Accounts in which every dollar the participants put in is matched as much as five to one. This provides an incentive for low-income families to save. Account holders must enroll in a personal development plan that includes appropriate financial counseling, career or business planning and other services designed to increase their independence.

Current Homeless Facilities and Services Provided

The Interfaith Care Community of Ashland (ICCA) located at 144 North Second Street is the primary provider of services specifically targeted at the homeless that is located in Ashland. There are two homeless shelters in Medford operated by the Salvation Army and the Gospel Mission. Table 38 outlines the accommodations and services currently provided by ICCA, the Salvation Army and the Gospel Mission.

Ashland Emergency food bank provides food boxes through ICCA. The Salvation Army distributes food boxes and miscellaneous clothing and household items at the Ashland Thrift Store located at 1668 Ashland Street. ACCESS, Inc. also provides service to Ashland residents through a series of local food banks. Caring Friends and Uncle Food's Diner (Peace House), both in Ashland, provide prepared hot meals once a week. Caring Friends serves homeless and low-income people. Uncle Food's Diner is done through ACCESS, Inc., and provides hot meals to displaced youth that are age 21 and younger. The Dunn House offers safe shelter for abused women and children. Community Works provides transitional housing, case management and referral information for homeless youth.

ICCA provides a spectrum of both emergency and support services for homeless individuals and families. Emergency services include bathroom, shower and laundry facilities at the 144 North Second Street location. Clothing, toiletries and food boxes are distributed for immediate needs also at the 144 North Second Street location. Food boxes are provided by the Ashland Emergency Food Bank. The boxes are a three to five day supply and are provided one to two times a month per household. ICCA operates an Overnight Family Shelter Service that currently

has 10 beds and runs mid October through April 1. The beds are housed in participating churches. Shelter is provided for up to 12 weeks. ICCA also provides shelter referrals for the Salvation Army and the Gospel Mission, and transportation services to the shelters.

ICCA also provides a range of support services targeted at assisting homeless individuals and families to obtaining self-sufficiency. Direct payments are distributed for rental and utility assistance. Vouchers are distributed for prescriptions. ICCA assists clients in getting coverage under the Oregon Health Plan. They also provide job support by assisting clients in obtaining drivers licenses and food handling cards. Case management services are provided to teach clients skills for coping with being homeless and also for clients with mental health conditions. ICCA staff refers clients for health, mental health and alcohol and drug addiction services to the appropriate agencies.

In addition to ICCA, many agencies and non-profit organizations in the Rogue Valley provide services to low-income households that may fall into the potential homeless category. The Community Health Center located at 99 Central Street in Ashland provides health care for low-income individuals and families. Jackson County Health and Human Services provides a wide variety programs including an HIV program, alcohol and drug addiction programs and mental health assistance. On Track also provides alcohol and drug addiction counseling and treatment. Options for Southern Oregon, Inc. provides services to people with mental disabilities. Senior and Disabled Services provides assistance to senior and disabled populations. As discussed previously, Adult and Family Services (AFS) provides food stamps, cash assistance and day care assistance. AFS also runs the JOBS program which provides employment preparation, training and placement services to people using AFS assistance. AFS also conducts the Oregon Child Support Program which helps families obtain child support from absent parent. ACCESS, Inc. provides a wide variety of programs that serve low-income and elderly households including food boxes, senior outreach, home ownership workshops on the basic principals of buying and owning a home, a rent subsidy program, weatherization and home repairs, and assistance with heating bills for low income households.

Location	Facility/Services	Current Inventory
Interfaith Care Community Association, 144 N. Second St., Ashland	Emergency Shelter	10 beds, Oct – April 1 up to 12 weeks
	Transitional Housing	None
	Permanent Housing	None
	Support Services	Yes
	Life Skills Training	Referrals
	Case management	Yes
	Substance Abuse Treatment	Referrals
	Mental Health Care	Referrals
	Housing Placement	No
	Job Training	Referrals

	Other	No
Salvation Army, 1065 Crews Road, Medford	Emergency Shelter	None
	Transitional Housing	5 rooms for families for up to 90 days 22 beds for single men (10 are for up to 20 days, 12 are for up to an additional 5 months) 4 beds for single women for up to 6 months
	Permanent Housing	None
	Support Services	Yes
	Life Skills Training	Referrals
	Case management	Yes
	Substance Abuse Treatment	Referrals
	Mental Health Care	Referrals
	Housing Placement	No
	Job Training	Yes through on-site visits by OED 3 times per week
	Other	No
Gospel Mission, 409 Front Street (mens), Medford 534 W. Bartlett (women's and family units), Medford	Emergency Shelter	22 beds for single women 5 family units 50 beds for single men all are for up to 10 days
	Transitional Housing	No
	Permanent Housing	No
	Support Services	No
	Life Skills Training	No
	Case management	No
	Substance Abuse Treatment	No
	Mental Health Care	No
	Housing Placement	No
	Job Training	No
	Other	No

Extent of Homeless and Potential Homeless

From July 1998 through June 1999, ICCA served 6,004 clients. ICCA estimates that 80% of their clients are White, 12% are Native American, 8% are Hispanic and 2% are African American. In recent years, the ICCA client base has seen an increase in potential homeless, those individuals who currently have housing, but are struggling to meet their basic needs and are in jeopardy of losing their housing. ICCA estimates that 60% of their current client population are potential homeless. Since 1996, the requests for rental and utility assistance have steadily increased. In addition, the proportion of clients with mental health conditions has also increased.

People With Special Needs

HUD groups people with special circumstances such as the elderly, people with disabilities, and people with developmental disabilities into one large category called “Special Needs”. These are people who may be in need of supportive housing and services. Table 39 details the number of Ashland residents in each of the categories. In some cases, data specific to Ashland was not available and the numbers for Jackson County had to be used.

Elderly

Approximately 14% of Ashland’s population are 65 and older according to the 1990 Census. Almost half of the elderly, 6%, are considered to be living below the poverty level. Almost 2% of the elderly in Ashland are considered frail. In 1999, 550 of Ashland’s residents participated in the Medicare program. Clients of the Medicare program are from low-income households, and either over 65 years of age or persons with disabilities. Given the increasing popularity of Ashland as a community to retire in, it is unclear if the proportion of elderly residents will remain the same in the 2000 Census. Also, since housing costs in Ashland have continued to rise in the past 10 years, it will also be interesting to see if the proportion of elderly residents living below the poverty level will remain at 6%.

Persons with HIV/AIDS

There are currently 129 reported cases of persons with HIV/AIDS in Jackson County. OnTrack in Medford conducts programs for those who are at-risk of contracting HIV/AIDS as well as those who are infected with HIV/AIDS. Jackson County Health and Human Services also provides services for persons diagnosed with AIDS/HIV. There is not supportive housing specifically serving persons with AIDS or related diseases in Ashland.

Persons With Physical Disabilities/Persons With Severe Mental Illness

Approximately 6% of Ashland’s population are person with physical disabilities. Adults with severe mental illness comprise approximately 5.9% of Ashland’s residents and 12% of the children under age 18 have severe mental illness. The StarThistle Apartment Complex is a 13-unit multi-family facility for adults with severe mental illness. The facility is located in Ashland and is operated by Options for Southern Oregon, Inc.

Developmental Disabled

Approximately 1.5% of the residents of Ashland are persons with developmental disabilities. Pathway Enterprises, Inc. (PEI) operates two group homes in Ashland that accommodate 10 people in total. Advocates for the Severely Handicapped (ASH) operates two group homes in Ashland that accommodates 15 people. The Developmental Disability Program of Jackson County Health and Human Services administers the residential services program and contracts with PEI and ASH to provide the group home services. Currently, there are 163 persons with developmental disabilities waiting list to be placed in assisted residential homes in Jackson

County. PEI provides vocational training and horticultural therapy at Hollyhock Nursery, and provides supported employment at the Fairview Training Center. Both PEI and ASH provide life skills training, community access training and safety training for people with developmental disabilities.

Persons with Alcohol/Other Drug Addictions

The National Institute of Alcohol Abuse and Alcoholism estimates the number of men with drinking problems at 14-16% and the number of women with similar problems at 6%. National estimates are not available for drug usage problems.

Table 46

Special Needs Categories in Ashland for 1998	
Characteristic	Number
Families (Related Households)	4,721 (57% of total households)
Single Person Households	2,651 (32% of total households)
Female-Headed Households	911 (11% of total households)
Elderly Persons	2,691 (14% of total population)
Frail Elderly Persons	346 (1.8% of total population)
Persons with HIV/AIDS ⁴⁷	129 in Jackson County
Persons with Physical Disabilities	1,153 (6% of total population)

⁴⁷ according to Jackson County Public Health Services

Adults with Severe Mental Illness ⁴⁸	885 (5.9% of total 18 and over population)
Children with Severe Mental Illness ²	507 (12% of total under 18 population)
Developmentally Disabled ⁴⁹	288 (1.5% of total population)
Persons with Alcohol/Other Drug Addictions	data unavailable

Section 5: STRATEGIC PLAN FOR 2000- 2004

Needs

The housing and community development needs for Ashland are based on the key findings of Section 3: Housing Market Analysis and Section 4: Homeless and Homeless Needs Assessment.

Housing Needs

Key Findings

- *Ashland's housing prices have been rising rapidly since 1989 while household income has increased at a slower rate during the same time period.*
- *There are more than twice as many renting extremely low-, low- and moderate-income households (2,509) than extremely low-, low- and moderate-income households that own their home (1,053).*
- *Nearly 67% of Ashland's extremely low-, low- and moderate-income households are burdened by housing costs.*
- *There is a significant gap between the amount extremely low-, low- and moderate-income households have to spend on housing and the rental and sale prices in Ashland.*
- *Constantly increasing demand for housing in Ashland combined with a short supply of rental and ownership housing raises the prices and decreases the options for extremely low-, low- and moderate-income households. Approximately 285 new units would need to be immediately constructed to maintain the desirable vacancy rates considered necessary to provide both adequate availability and price stability.*
- *First-time home buyers from extremely low-, low- and moderate-income households*

48 from state statistics from the State of Oregon Mental Health and Developmental Disability Services Division according to Jackson County Mental Health Services, based on 14,992 persons age 18 and over and 4,228 persons under age 18

2 from state statistics from the State of Oregon Mental Health and Developmental Disability Services Division according to Jackson County Mental Health Services, based on 14,992 persons age 18 and over and 4,228 persons under age 18

49 according to Jackson County Developmental Disability Program

- do not having the buying power to afford a home in Ashland.*
- *The cost of land in Ashland is the primary element driving up housing costs.*
 - *Roughly an equivalent number of housing units will be needed from 1998 through 2008 as were required from 1990 to 1998.*
 - *Land zoned for multi-family units is being used for single-family attached units sold for ownership.*
 - *Ashland's population is increasing at a similar rate to the state, and slower than the Portland Metro Area, Salem, and the Bend region*
 - *Employment growth in Southern Oregon lags behind the state, but the number of new jobs is expected to increase at a rate comparable to the state from 1998 to 2008.*
 - *The Medford-Ashland MSA's (Jackson County) median household income and per capita income have lagged behind the nation and state since 1989.*
 - *Net earnings as a portion of personal income is declining in Jackson County.*

HUD Table 2A. Priority Needs Summary Table

PRIORITY HOUSING NEEDS (households)		Priority Need Level (High, Medium, Low)	Unmet Need *1 (Estimated Housing Units)	Goals *2 (Estimated Housing Units, 2000-2005)
	Percent of Median Family Income			
Renter	Small Related			
	0- 30%	H	138	1
	31- 50%	H	180	2
	51-80%	H	199	2

	Large Related	0- 30%	M	6	-
		31- 50%	M	15	-
		51-80%	M	8	-
	Elderly	0- 30%	M	49	1
		31- 50%	M	41	-
		51-80%	M	33	-
	All Other	0- 30%	H	433	4
		31- 50%	H	256	3
		51-80%	H	181	2
Owner	0- 30%	H	130	1	
	31- 50%	H	162	2	
	51-80%	H	176	2	
Special Populations *3	0-80%	H	439 individuals 443 families	4 individuals 4 families	
TOTAL GOALS					28

Priority Codes:

H = City has committed or will commit CDBG funds for these types of activities.

M = City may commit CDBG funds or will assist on locating other funds for this type of activity.

L = City does not plan to commit funds, but will consider certificates of consistency for applications for other Federal funds

*1. Source: 1994 Comprehensive Housing Assistance Strategy. Data provided by HUD as part of the CHAS data tables.

*2. Goal for 2000-2005 is 1% of the unmet need with the understanding that limited resources combined with the high cost of land and residential units in Ashland makes meeting the priority housing needs difficult.

*3. Continuum of Care: GAP Analysis, Jackson County, Oregon 1999.

The most important housing needs are to increase the supply of permanent affordable rental

housing and homeownership opportunities for extremely low-, low- and moderate-income households. A related need is to preserve and maintain the supply of existing affordable housing. Specifically, there is a need to improve the deteriorating condition of existing rental units in Ashland. There isn't any existing data on the number of substandard rental units in Ashland. However, the need has been identified by occupants of rental units via compliance complaints and by local public service agencies.

Because land for affordable housing is difficult to obtain in Ashland, it is important to give highest priority to housing projects that retain the affordable units rather than a subsidy that is simply paid back to the program when the recipient leaves the program. This system is referred to as the "sustainable affordable housing model." A sustainable affordable housing model retains all of the land, the housing unit and the majority of the equity in the program. The benefit of a sustainable affordable housing model is that it maintains an affordable housing stock in perpetuity even if recipients become upward and outward mobility. In addition, since the housing and land stays in the program, the units stay even more affordable over time, as the property values in Ashland continue to rise.

The drawback of a subsidy system such as the City of Ashland's affordable housing program (units provided through the density bonus program) or the Jackson County Housing Authority emergency home repair program is that when a participating homeowner sells a unit, they are simply required to pay back the systems development charges and the home repair loan respectively to the program. The units are not required to stay in the programs. In fact, the housing units are almost always taken out of the program and sold at market rates.

HOMELESS AND POVERTY-RELATED NEEDS

Key Findings

- *Ashland's poverty rate at 16% in 1989 was higher than the Jackson County average of 13.2% and Oregon average of 12.4%. The poverty rate for children from age 5 to 17 was 15.4% for the Ashland School District in 1995 compared to the Jackson County average of 14.9% and average for Oregon of 13%.*
- *In general, women and children are most likely to live in poverty.*
- *Up to 70% of the people who are living in poverty in Oregon are the "working poor."*
- *Changes in the economy, high housing prices, lack of public transportation and inadequate education have made many people worse off despite Oregon's strong economy.*
- *The number of potentially homeless people in Ashland is growing.*
- *There is limited emergency housing and no transitional housing in Ashland.*
- *The key to escaping poverty has been demonstrated to being able to improve ones financial security.*

Homeless Needs – HUD Table 1A

As with most small cities, there is no single system in place for collecting and analyzing data concerning homeless needs in Ashland. As a result, Table 1A is for all of Jackson County, and is taken from the Oregon Continuum of Care 2000 Application Summary. The Jackson County Continuum of Care operates through a network of social services planning coalitions. ACCESS, Inc. is the lead agency for planning for homeless. The contact person for Continuum of Care planning is Nola Hale, Community Works (541)779-2393. The Continuum of Care system now includes for Jackson County integration sites: West Medford, Central Point, Ashland and White City.

The Continuum of Care includes the following components:

- Prevention: Financial and other assistance to prevent eviction.
- Outreach and Assessment: identification of persons and families who are homeless including youth, homeless
- Emergency Shelter: Provision of shelter to homeless individuals and families by the Salvation Army, Community Works Dunn House, Youth Diagnostic Shelter, Gospel Mission shelter, and St. Vincent de Paul shelter. Solutions for Teens in Trouble is working to create another youth shelter in Medford. None of the emergency shelters are located in Ashland.
- Transitional Housing: Several agencies provide transitional housing for homeless persons including ACCESS Inc. and Jackson County Mental Health, Community Works, and the Salvation Army. No transitional housing is located in Ashland.
- Permanent Housing: Agencies providing permanent housing for homeless include ACCESS Inc., Habitat for Humanity, the Housing Authority of Jackson County, Rogue Valley Community Development Corporation, and On Track.
- Permanent Supportive Housing: On Track and the Housing Authority of Jackson County provide supportive housing. The Accessible and Affordable Housing Work Group is working to create a SRO development for the hardest to house individuals which will include supportive services.
- Supportive Services: Several community agencies provide supportive services to homeless including ACCESS Inc., Disability Advocates for Social and Independent Living, On Track, Community Works Counseling Services, Jackson County Mental Health Department, and the Jackson County Service Integration Sites.

HUD Table 1A. Homeless and Special Needs Population

Continuum of Care: Gaps Analysis Jackson County, Oregon 1999

	Estimated	Current	Unmet	Relative
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		Need	Inventory	need/ Gap	Priority
Individuals					
Beds/Units	Emergency Shelter	109	51	58	M
	Transitional Housing	167	71	58	M
	Permanent Supportive Housing	89	22	67	M
	Total	451	144	307	
Supportive Services Slots	Job Training	159	57	102	M
	Case Management	365	144	221	H
	Substance Abuse Treatment	131	29	102	M
	Mental Health Care	143	60	83	M
	Housing Placement	158	41	117	H
	Life Skills Training	175	93	82	M
	Other	70	51	19	L
	Other	15	12	3	L
Sub-populations	Chronic Substance Abuse	155	38	117	H
	Seriously Mentally Ill	223	81	142	H
	Dually-Diagnosed	63	10	53	M
	Veterans	27	14	13	L
	Persons with HIV/AIDS	48	12	36	M
	Victims of Domestic Violence	83	23	60	H
	Youth	34	19	15	L
	Other	10	7	3	L

Persons in Families with Children

Beds/Units	Emergency Shelter	28	4	24	H
	Transitional Housing	304	109	195	H
	Permanent Supportive Housing	97	0	97	H
	Permanent Affordable Housing	187	0	187	H
	Total	616	113	503	
Supportive Services Slots	Job Services & Training	217	45	172	M
	Case Management	392	114	278	H
	Child Care	189	46	143	M
	Substance Abuse Treatment	176	45	131	M
	Mental Health Care	89	30	59	M
	Housing Placement	66	58	8	H
	Life Skills Training	211	54	157	M
Other	12	9	3	L	
Sub-populations	Chronic Substance Abuse	193	49	144	H
	Seriously Mentally Ill	85	6	79	M
	Dually-Diagnosed	95	16	79	M
	Veterans	5	1	4	L
	Persons with HIV/AIDS	29	2	27	L
	Victims of Domestic Violence	126	28	98	M
	Parenting or Pregnant Youth Under 21	28	16	12	L

Source: Jackson County, Oregon Continuum of Care, 2000 Application Summary, Pg 15.

The most important needs related to homelessness involve housing. According to the Continuum of Care Gaps Analysis for Jackson County, the largest unmet need is housing for homeless families including emergency shelter, transitional housing, permanent supportive and affordable housing. Support services identified, as a high priority need are case management, housing placement and chronic substance abuse for both individuals and families.

Another important need is assistance for the “potential homeless” in Ashland. CDBG funds are limited to a series of emergency grant payments made over a period of up to three consecutive months, and may not be used for a series of subsistence-type grant payments for items such as food, clothing, housing (rent or mortgage) or utilities. Providing affordable rental units or programs such as job training may be the best way to help those struggling to stay in permanent housing.

The need most important to people in poverty next to affordable housing, is the creation and retention of “living wage” jobs for lower income residents. Because a relatively high proportion of people with disabilities lives in poverty, a related need is the creation of jobs for people with disabilities. An important need tied into the creation of living wage jobs is education and job skills development to prepare workers for employment. Unfortunately, CDBG dollars are quite limited in the ability to apply them to economic development projects because any dollars used must guarantee that ultimately 51% of the jobs created are given to low- and moderate-income residents. Finally, a related need is assisting people in poverty in the process of building financial assets (i.e. for further education, to purchase a home) so that they are able to break out of the poverty cycle.

Needs of Special Populations (Non-Homeless)

Key Findings (from pages 13-18 of corrections document)

- *Approximately 14% of Ashland’s population was 65 and older in 1990, and 2% of the elderly population was considered frail elderly (individuals that for either physical, mental or a combination of these reasons begin over time to have increasing difficulty with instrumental activities of daily living).*
- *The elderly and frail elderly populations are projected to double in the next 20 years in Jackson and Josephine Counties due largely to in-migration. There is likely to be a shortfall of housing units with supportive services (nursing home care or assisted living) for the elderly and frail elderly. However, it is not clear at this time the percentage of the projected elderly and frail elderly population that will be extremely low-, low- and moderate-income.*
- *It seems the expanding senior population due to in-migration may be affluent. If the trend is an increasing, affluent over 65 population from in-migration, the need in Ashland is likely to be preventing displacement of extremely low-, low- and*

- moderate-income residents as they age.*
- *Approximately 1.5% of Ashland residents have developmental disabilities, and approximately 18 residential units with supportive services are needed.*
 - *Approximately 6% of Ashland residents had physical disabilities in 1990. According to a survey of very-low income people with disabilities in Jackson and Josephine Counties sponsored by the Rogue Valley Council of Governments in June 1999, the most important need was affordable, accessible units. People with physical disabilities need support services, but these services aren't strictly housing related and don't necessarily need to be located with the housing units.*
 - *The State of Oregon Mental Health and Developmental Disability Services Division estimates that 5.9% of the age 18 and over population are adults with severe mental illness, and 12% of the under age 18 population are children with severe mental illness. There appears to be a substantial gap in housing units with supportive services on-site for these populations. However, a precise count of adults and children with severe mental illness is not available.*
 - *Data regarding the number of persons with alcohol or other drug dependencies is not available in Jackson County or Ashland.*
 - *According to Jackson County Health and Human Services, there are 129 reported cases of persons with HIV/AIDS in Jackson County. There are 3-4 persons on the waiting list for the transitional and assisted-living housing facilities in Medford for persons with HIV/AIDS.*

There are housing and supportive service needs for the elderly, frail elderly, persons with developmental disabilities, persons with physical disabilities, persons with severe mental illness, persons with alcohol and drug addictions and persons with HIV/AIDS. Although each group generally has similar needs, such as affordable and accessible housing, the groups differ somewhat in the mix of supportive services they require.

Community Development Needs

Key Findings

- *Public service agencies that provide affordable housing and community and social services to low-income residents, including special populations, need grants for capital improvements and repairs.*
- *There is an ongoing need to upgrade city buildings to meet accessibility requirements of the American with Disabilities Act.*
- *Many existing neighborhood streets in low-income areas of Ashland lack sidewalks and/or need sidewalk repairs. These sidewalks are necessary to complete the transportation system making trips by foot and/or trips by foot to the public transportation system safe and practical for people who do not own or use automobiles.*

Facilities used by public service agencies, whether they are offices such as community health centers or housing units such as group homes for people with developmental disabilities, can be considered to be public facilities. Many of these agencies operate on “shoe string” budgets, and funding capital expenditures can be a difficult task. In the past, CDBG funds have been used to assist public service agencies meet capital requirements such as roof repairs and facility renovation. It is expected that these service and housing facilities will continue to need renovation and repair.

With the passage of the Americans with Disabilities Act, municipalities and other agencies must now make modifications to their buildings and other facilities to provide accessibility to people with disabilities. In most cases, this involves retrofitting, which is very expensive. The City of Ashland has phased program underway to provide the required accessibility. This will continue until all requirements are met.

Many existing neighborhood streets in low-income areas of Ashland lack sidewalks and/or need sidewalk repairs. These sidewalks are necessary to complete the transportation system making trips by foot and/or trips by foot to the public transportation system safe and practical for people who do not own or use automobiles. In “A Portrait of Poverty in Oregon, Winter 2000”, a special report by the Oregon State University Extension Service, a lack of public transportation was identified as one of the four major causes for low-income persons being worse off despite the booming economy.

The ability get around locally without a car – from home to work, to shopping, to school, to medical and other services – is very important to low-income households. In a small community such as Ashland where many residential areas are within ½ mile of shopping, schools and services, trips made by foot are a practical alternative for many people. However, a connected network of sidewalks is necessary to make the trips a safe alternative. In addition, low-income residents benefit from a network of sidewalks connecting their residences to the bus route on the main arterials in Ashland.

In the past, improvements in the public right-of-way have been strictly limited by the City to the installation of sidewalks. However, some residents in neighborhoods undergoing CDBG sidewalk projects have inquired about the possibility of doing traffic calming improvements in addition to the sidewalks. This is an eligible use of CDBG funds. Given that traffic-calming measures are intended to reduce excessive motor vehicle speeds and enhance the livability of the immediate neighborhood, the CDBG sidewalk improvement program will be expanded to include traffic calming measures. CDBG funds will be used for traffic calming measures for streets in low income areas when it can be clearly documented that there are excessive vehicle speeds, and the conditions are threatening the safety of the residents of the low-income areas.

Community Development Needs – HUD Table 2B

HUD Table 2B: PRIORITY COMMUNITY DEVELOPMENT NEEDS	Consolidated Plan Reference to Strategies	Priority Need Level * High, Medium, Low, No Such Need	Estimated Dollars to Address Per Year
PUBLIC FACILITY NEEDS			
Neighborhood Facilities		NSN	
Parks and/or Recreation Facilities		NSN	
Health Facilities		NSN	
Parking Facilities		NSN	
Solid Waste Disposal Improvements		NSN	
Lead-Based Paint Removal	10.1, 10.2	M	\$40,000 (staff person)
Asbestos Removal		NSN	
Non-Residential Historic Preservation		NSN	
Other Public Facility Needs (Accessibility Improvements to City Facilities)	8.1	H	\$11,000
Other Public Facility Needs (Community Kitchen, Facilities for Public Service)	5.2, 6.2	M	As needed & available

Providers)			
INFRASTRUCTURE			
Water/Sewer Improvements		NSN	
Street Improvements		NSN	
Sidewalks	7.1, 7.2	H	\$16,000
Sewer Improvements		NSN	
Flood Drain Improvements		NSN	
Other Infrastructure Needs (Wheel-Chair Ramps)	7.3	H	\$4,000
Other Infrastructure Needs (Traffic Calming Measures)	7.4	M	\$2,000
PUBLIC SERVICE NEEDS			
Handicapped Services	6.1, 6.2	M	As needed and available
Transportation Services		NSN	
Substance Abuse Services		NSN	
Employment Training	12.2	M	As needed and available
Health Services	6.1, 6.2	M	As needed and available
Other Public Service Needs		NSN	
ANTI-CRIME PROGRAMS			
Crime Awareness		NSN	
Other Anti-Crime Programs		NSN	
YOUTH PROGRAMS			
Youth Centers		NSN	
Child Care Centers	12.4	M	As needed & available
Youth Services		NSN	
Child Care Services	12.4	M	As needed & available
Other Youth Programs		NSN	
SENIOR PROGRAMS			
Senior Centers		NSN	
Senior Services		NSN	
Other Senior Programs	6.1, 6.2	M	As needed and

			available
ECONOMIC DEVELOPMENT			
Rehab; Publicly- or Privately – Owned Commercial/Industrial		NSN	
CI Infrastructure Development		NSN	
Other Commercial/Industrial Improvements		NSN	
Micro-Enterprise Assistance		NSN	
ED Technical Assistance		NSN	
Other Economic Development	12.1, 12.2, 12.3	M	As needed and available
PLANNING			
Planning	4.1, 9.1, 9.2, 9.3, 13.1, 13.2, 14.1	H	\$40,000 (staff person)
TOTAL ESTIMATED DOLLARS NEEDED PER YEAR:			\$73,000

Table Notes:

Priorities indicated in Table 2B have been established based on the needs analysis of the 2000-2005 Consolidated Plan. Priority codes refer to the relative priority in using CDBG funds as shown below. Other factors may influence priority codes including the role of the City in funding programs, and responsibilities of other organizations in providing social services, anti-crime programs, youth programs, senior programs, and economic development. Estimated dollars to address needs are provided for strategies specifically described in the Consolidated Plan.

* Priority Codes:

H = City has committed or will commit CDBG funds for these types of activities.

M = City may commit CDBG funds or will assist on locating other funds for this type of activity.

L = City does not plan to commit funds, but will consider certificates of consistency for applications for other Federal funds.

Other Needs

Lead-Based Paint

Sixty-nine percent of all low-income households live in housing units, which have a potential lead-based paint hazard (based on national averages). However, based on testing conducted by the Jackson County Health and Human Services Department, the incidence of reportable lead-levels in the blood of children in the county is about 4%. This is below the national average and below the average for Multnomah County, Oregon. (Multnomah County is used as a reference

because it is one of the only counties to participate in the same screening program the Jackson County completed.)

While there is always a need to address anything with toxic potential, the relatively low incidence of elevated lead-levels in the blood of children in Jackson County indicates there probably is not a widespread public health problem.

Removing Barriers to Affordable Housing

Barriers to affordable housing in Ashland include the following.

- The supply and cost of developable land.
- Strict local annexation criteria.
- Increasing demand for housing in Ashland combined with a short supply of rental and ownership housing.
- The low vacancy rates in both rental and ownership housing caused by the in-migration to the area of households with higher incomes. In-migration of higher income households drives up the price of housing.
- Land zoned for multi-family units which has been traditionally used for rental housing is being used for single-family attached units for ownership.
- Conversion of existing residential units to professional offices and travelers accommodations.
- The gap between housing costs (rental and ownership) and the household income of extremely low-, low- and moderate-income residents.
- Lack of up-front costs for rental or ownership housing.
- Net earnings as a portion of personal income is declining in Jackson County. The reduction in the proportion of earnings and the strong rise in the proportion of non-earned income is the result of two factors: 1) the decrease in the number of higher paying jobs in heavy industry, and 2) the rapid growth in retirement and other non-earned income.

There are several measures, which could assist in removing the above barriers. It should be noted that some of these measures have many other affects that are not necessarily predictable or consistent with the City of Ashland's long-range planning goals. For example, it seems that if annexation criteria were relaxed and more vacant land permitted to be added to the supply, the supply of developable land would increase and therefore the cost of raw land would decrease. This is probably true to some degree. However, given the desirability of Ashland as a place to live and retire demonstrated by the publication of articles on the subject in national periodicals such as *Time* and *USA Today*, it is extremely difficult to determine the amount of land that would need to be annexed to keep up with the external pressures for residential units. In fact, it is not even clear if the outside demand for residential units can be outpaced by adding more land to the developable supply. It also should be noted that many of the barriers are state and national trends of which Ashland has little or no control over. Possible measures for removing barriers to

affordable housing follow.

- Relax local annexation criteria.
- Institution of “no net loss of affordable housing” local policy to prevent elimination of existing affordable housing and to prevent conversion of residential units to commercial uses.
- Modify local land use ordinance to include minimum density requirements to prevent under-utilization of residential land.
- Modify local land use ordinance to include a density bonus for subdivision that includes affordable rental units.
- Modify local land use ordinance to require subdivisions of multi-family zoned land to have a certain percentage of units be affordable units, possible affordable rental units.
- Use of the Ashland Community Land Trust to obtain and develop residential units (rental and ownership) for extremely low-, low- and moderate-income households.

Mission Statement

The following mission statement is taken from the City of Ashland 2000-2001 Strategic Plan.

Housing

The City has a responsibility to ensure that proper amounts of land are set aside to accommodate the various housing needs in the City, and that its land development ordinances are broad enough to allow for variation in housing type and density.

Economy

The City seeks to provide opportunities for a variety of economic activities in the City, while continuing to reaffirm the economic goals of Ashland citizens. Economic development in Ashland should serve the purpose of maintaining and improving the local quality of life.

Social and Human Services

To ensure that all people in Ashland live in a safe, strong, and caring community, the City seeks to enhance the quality of life and promote self-reliance, growth and development of people. To these ends, the City will strive to provide resources and services to meet basic human needs.

Goals and Strategies

The projects that CDBG funds can be spent on is very restricted by the federal regulations. In addition to the requirement that 51% or more of the beneficiaries/clients of a project must qualify as low- or moderate-income, there is a list of “eligible” projects. For example, CDBG funds can be used to acquire vacant land or existing housing, but can not be used to for the construction of new housing. Another example of a requirement that severely restricts the manner in which the City of Ashland can allocate CDBG funds is that only 15% of the yearly

allocation (approximately \$30,000 per year) can be spend on public services, sometimes referred to as soft costs. The spending priorities have been developed with the federal restrictions in mind.

The following are the City of Ashland goals for housing and community development for the next five years. For each area, goals are listed with strategies for achieving these goals. Also included are proposed accomplishments, time periods and amount of resources needed.

The strategies are ranked according to priority for spending HUD funds from the City of Ashland's CDBG annual entitlement according to the following designations. The priorities are based on the needs identified in the previous section. Funding requirements identified are approximate costs, and will need further revisions, as projects are refined. In cases where there are competing projects for limited funds, the project(s) that are ranked the highest will be funded.

- A: The City of Ashland plans to use CDBG funds for projects that meet these needs.**
- B: The City of Ashland may use CDBG for projects that meet these needs.**
- C: The City of Ashland does not plan to use CDBG funds for projects meeting these needs but will consider certifications of consistency for other entities which are applying for federal assistance to meet these needs.**

Housing Goals

Goal 1: *To increase the supply of affordable rental housing for extremely low-, low- and moderate-income families. Where possible, give funding priority to those projects that will provide benefits to residents with the lowest incomes.*

Accomplishments: Provide funding to assist in obtaining and/or creating five affordable rental units.

Target Date for Completion: June 30, 2004

Funding Requirements: \$300,000 – CDBG funds will be used to assist in the development of five units, projects will have to obtain additional funding from other sources.

Strategies

- 1.1 Encourage the acquisition and construction of affordable rental housing (B).**
- 1.2 Support the acquisition and development of affordable rental housing units through**

a sustainable program, which retains the units as affordable in perpetuity, such as a land trust (A).

1.3 Support providers of public housing (C).

Goal 2: *To increase the homeownership opportunities for extremely low-, low- and moderate-income households. Where possible, give funding priority to those projects that will provide benefits to residents with the lowest incomes.*

Accomplishments: Provide funding to assist in obtaining and/or creating five units for ownership.

Target Date for Completion: June 30, 2004

Funding Requirements: \$300,000 - CDBG funds will be used to assist in the development of five units, projects will have to obtain additional funding from other sources.

Strategies

2.1 Encourage the acquisition and construction of affordable housing by private developers (B).

2.2 Support acquisition and development of affordable rental housing units through a sustainable program, which retains the units as affordable in perpetuity, such as a land trust (A).

2.3 Support home ownership through down payment and home ownership assistance (B).

Goal 3: *To maintain the existing affordable housing supply. Where possible, give funding priority to those projects that will provide benefits to residents with the lowest incomes. Also, give funding priority to those programs which retain the units as affordable in perpetuity, or recapture the rehabilitation costs for further use in Ashland.*

Accomplishments: Provide funding to assist in the rehabilitation of five rental or ownership units.

Target Date for Completion: June 30, 2004

Funding Requirements: \$50,000 - CDBG funds will be used to assist in the development of five units, projects will have to obtain additional funding from other sources.

Strategies

- 3.1 **Retain existing affordable housing, rental and ownership, by supporting rehabilitation programs, which recapture the rehabilitation costs for further use in Ashland (B).**
- 3.2 **Retain existing affordable housing, rental and ownership, by supporting rehabilitation programs using a sustainable program, which retains the units as affordable in perpetuity (A).**

Homeless Goals

Goal 4: *Encourage the development of emergency and transitional housing for homeless families with children and/or individuals.*

Accomplishments: Determine the current and future need for emergency and transitional housing in Ashland.

Target Date for Completion: June 30, 2004

Funding Requirements: \$40,000 per year – CDBG funds used for city staff person for administration of the CDBG program.

Strategies

- 4.1 **Coordinate with local providers of homeless services to determine the number and type of units needed in Ashland. Work with service providers to define homeless housing project plans and financial needs (C).**

Goal 5: *Support services for homelessness prevention and transition. Where possible, give funding priority to services that are part of a comprehensive approach that improves the living conditions of clients. Safety net services, or services that meet basic needs shall only be funded with CDBG dollars if it can be demonstrated that clients receiving those benefits are part of a program that will eventually help them obtain self-sufficiency.*

Accomplishments: Provide support for programs with self-sufficiency orientation.

Target Date for Completion: June 30, 2004

Funding Requirements: As needed.

Strategies

- 5.1 Provide assistance non-profit organizations that assist the homeless provide transition assistance to the homeless, and help prevent homelessness (B).**
- 5.2 Provide assistance to establish a permanent community kitchen for the preparation of meals for the homeless and potential homeless (B).**

Special Populations Goals

Goal 6: *To support housing and supportive services for people with special needs. People with special needs include the elderly, the frail elderly, persons with developmental disabilities, persons with physical disabilities, persons with severe mental illness, persons with alcohol or other drug dependencies and persons with HIV/AIDS or related illnesses.*

Accomplishments: Provide funding and/or technical assistance for the creation of one project to provide housing for families and/or individuals with special needs.

Target Date for Completion: June 30, 2004

Funding Requirements: As needed and available - CDBG funds may be used to assist in the development of one housing project, projects will have to obtain additional funding from other sources.

Strategies

- 6.1 Encourage development of transitional and supportive housing for extremely low- and low-income special needs populations (B).**
- 6.2 Provide assistance to non-profit organizations that provide support services for extremely low- and low-income special needs populations (C).**

Community Development Goals

Goal 7: *To provide safe and convenient access to alternative transportation routes in extremely low-, low- and moderate-income neighborhoods.*

Accomplishments: Provide transportation options and links to the public transit system in extremely low-, low- and moderate-income neighborhoods.

Target Date for Completion: June 30, 2004

Funding Requirements: \$110,000

Strategies

- 7.1 Replace hazardous sidewalks in extremely low-, low- and moderate-income neighborhoods (B).**
- 7.2 Construct 3,800 lineal feet of new sidewalks on existing streets in extremely low-, low- and moderate-income neighborhoods (A).**
- 7.3 Install 10 wheel-chair ramps in existing sidewalks (A).**
- 7.4 Install traffic-calming measures on streets in extremely low-, low- and moderate-income neighborhoods with excessive vehicle speeds and unsafe conditions for residents (B).**

Goal 8: To make city facilities easier and safer to use for people with disabilities.

Accomplishments: Complete accessibility changes to city facilities as recommended by the Oregon Department of Justice.

Target Date for Completion: June 30, 2004

Funding Requirements: \$110,000

Strategies

- 8.1 Make accessibility improvements to city-owned facilities (A).**

Other Goals

Fair Housing

Goal 9: To affirmatively further fair housing.

Accomplishments: Develop understanding of fair housing requirements at local level.

Target Date for Completion: June 30, 2004

Funding Requirements: \$40,000 per year – CDBG funds used for city staff person for administration of the CDBG program.

Strategies

- 9.1 Establish a local means for citizens to get specific information about fair housing, and report fair housing violations. Review current fair housing violation process, improve as needed. Develop and provide brochures and advertisements on how to file fair housing complaints (B).**
- 9.2 Gain a thorough understanding of fair housing issues, and impediments to fair housing. Staff will attend at least one training on fair housing issues (A).**
- 9.3 Continue to support the activities of the Fair Housing Council of Oregon (C).**

Lead-Based Paint

Goal 10: Assure activities assisted by the City are conducted in compliance with state and federal laws that apply to lead-based paint hazards, and the information distributed about lead-based paint is in compliance with current state and federal laws.

Accomplishments: Provide information needed to assess contractor compliance with lead-based paint analysis and reduction requirements. Maintain compliance of City of Ashland CDBG program with lead-based paint requirements.

Target Date for Completion: June 30, 2004

Funding Requirements: \$40,000 per year – CDBG funds used for city staff person for administration of the CDBG program.

Strategies

- 10.1 Review practices used to evaluate and abate lead-based paint hazards in housing projects assisted with CDBG funds through the City (A).**
- 10.2 Keep updated on state and federal laws that relate to lead-based paint (A).**

Anti-Poverty

The Housing and Community Development Act of 1992 requires communities to include in their Consolidated Plan a description of an anti-poverty strategy. This strategy takes into consideration factors over which the City has control. The City of Ashland has limited resources for addressing the issues involved in reducing poverty and improving the self-sufficiency of low-income residents. Affordable housing is one of the factors directly related to poverty that the City of Ashland does have some ability to influence, and the related goals are covered in the Housing Goals section. In addition, the City supports housing and service programs targeted at the continuum of care needs of the homeless. The goals related to housing and support services are addressed in the Homeless Goals section.

The City of Ashland operates a variety of funding and other assistance programs which, together, strategically address the goals of reducing poverty and improving the self-sufficiency of low-income residents. The activities undertaken in conjunction with this anti-poverty strategy can be separated into two primary areas of effort: human services programs targeted at the continuum of care needs; and affordable housing programs. The City of Ashland has limited influence on many of the factors that affect opportunities for workers to earn a living wage. For example, the city does not directly affect wages or income assistance such as Social Security or Aid to Families with Dependent Children.

In addition to the CDBG funds used to support homeless services, the City of Ashland provides funding to agencies that address the needs of low income and homeless residents through a Social Service Grant program. The goal of this program is to improve living conditions and self sufficiency for residents by meeting such basic needs as food, shelter, clothing, counseling and basic health care. The goal is carried out by providing funds to area agencies whose focus meets one or more of these targeted needs.

The Social Service Grant program is funded with general fund dollars from the City of Ashland budget. The award process is coordinated through the United Way of Jackson County. Local agencies and organizations providing continuum of care activities in the Rogue Valley coordinate their applications through a Community Services Consortium. The coordination of services and related funding requests through the consortium attempts to insure that the broad range of needs is met without overlap or duplication of services.

The second element of the City's anti-poverty strategy targets the development and retention of affordable housing. The City of Ashland has made a serious effort to address the issues of housing affordability. An Affordable Housing Committee was formed in 1990 and reconvened in 1994 to search for ways to provide economical housing in Ashland. In 1995 a formal Housing Commission was formed. The Housing Commission has endeavored to create policies that will allow additional housing opportunities for low- and moderate- income Ashland households. The following programs/projects have been developed in an effort to create and retain affordable housing units in Ashland.

- **Ashland Community Land Trust** – The City of Ashland has recently worked to assist in the establishment of the Ashland Community Land Trust (ACLT). The purpose of the land trust is to create and sustain long-term affordable housing in the city limits of Ashland for low- and moderate-income families. The land trust acquires and holds land, while the improvements are sold to the low-income residents. In FY 1999-2000, land trust purchased 3 vacant lots with \$90,000 of CDBG funds from the City of Ashland. The homes were subsequently built on the lots, and all of the buyers were at 60% or less of median income. In addition, two of the three families were female-headed households. ACLT is a non-profit organization, and is directed by a board including representatives from social service agencies, the Ashland Housing Commission, participants in the trust, City Staff, local developers and local realtors.
- **Accessory Apartments** - The Conditional Use Permit Procedure was changed in 1990 to allow an accessory apartment or cottage within single family residential zones. This provided valuable affordable housing units without unreasonable impacts on the neighborhood. A total of 66 units have been made legal or been newly constructed since 1990.
- **Residential Density Rollbacks with Incentives for Affordable Housing** - In 1980, Ashland increased development densities in order to encourage the building of more affordable homes. What occurred, however, was that expensive homes were built on smaller lots. Modification of densities in single-family zones were reduced from that level back to the 8,000 to 10,000 square foot lot size and in multi-family zones to 12 dwelling units per acre. Higher densities are allowed when affordable housing is guaranteed. All density bonuses (for energy efficiency, landscaping, etc.) were limited to 60%. An additional 35% density bonus was granted for providing affordable housing.
- **Deferred System Development Charges for Homes Constructed under the Affordable Housing Program** - This provision of the affordable housing program works in conjunction with the affordable housing density bonus. To increase the affordability of newly constructed homes or rentals the City defers the system development charges which can be between \$7,000 and \$9,000 for a three bedroom two-bath unit. This fee becomes a "sleeping second" on the mortgage. This second is not awakened unless the home or rental is sold outside of the program. In the event the home or rental is sold outside the program the SDCs are paid back plus six percent interest accrued annually. If the home or rental remains affordable for 20 years the SDCs are forgiven and if it is sold within the program the SDCs are simply transferred to the next owner.

- **Manufactured Housing** - Manufactured housing can involve significantly lower costs than conventional housing. Ashland adopted standards and overlay zone that complied with state law and permitted manufactured homes on individual lots in areas outside the historic district.

- **Ashland Rental Assistance Program** - The initial costs of rental housing in Ashland, including first and last month's rent and a security deposit, are barriers preventing some low-income residents from improving their living conditions. In May 1998, the Housing Commission began the Ashland Rental Assistance Program. The purpose of the Ashland Rental Assistance Program is to provide low- to moderate-income Ashland households with the up-front cost of obtaining rental housing. Currently, ten households are participating in the program.

Rental assistance is made in the form of short-term loans to qualified applicants for use toward the first or last month's rent, security deposit and other move-in fees. The maximum amount is \$750 and the loan must be repaid in full within 15 months at a rate of five percent per annum. The participant(s) must be a resident of Ashland and must have resided, or worked in Ashland for a period not less than six months prior to the date of application for assistance. The household income of the participant(s) shall not exceed 100 percent of the median income level for Jackson County, Oregon, and is required to be at a level commensurate with monthly payment obligations. The participant(s) is billed through the City utility billing process. The program is administered by ACCESS, Inc., a local non-profit organization.

- **Ashland Home Ownership Program** - The down payment and/or closing costs associated with purchasing a home are barriers preventing some low-income residents from owning their homes. In May 1998, the Housing Commission began the Ashland Home Ownership program. The purpose of the Ashland Home Ownership Program is to provide qualified participants assistance with down payments, closing costs, and in some cases, renovation funds for the first time purchase of a residence in the City of Ashland. The maximum amount of assistance provided by this program is \$2,500 per household.

The assistance is made in the form of short-term loans to qualified applicants. The maximum amount is \$2,500. The loan payments are deferred for five years, then amortized over ten years at a rate of five percent per annum. The participant(s) must be a first time home buyer, and the household income can not exceed 100 percent of the median income for Jackson County, Oregon. In addition, the participating household must not have liquid assets in excess of \$5,000, excluding any such asset used toward the purchase of the home, nor have ownership in any other real property. The participant(s) must complete a home ownership program approved by the City of Ashland. The participant(s) must be a current resident of the City of Ashland, and must have resided, or worked in Ashland for a period not less than six months prior to the date of application. The dwelling must be located within the Ashland city limits. The program is administered by ACCESS, Inc., a local non-profit organization.

Goal 11: To reduce the number of people living in poverty in the City of Ashland.

Strategies

See Goals and Strategies under Housing Goals and Homeless Goals.

Goal 12: Promote and support activities in the community that improve or provide access to economic opportunities for extremely low- and low-income residents of Ashland.

Accomplishments: Support programs that provide extremely low- and low-income persons economic opportunities.

Target Date for Completion: June 30, 2004

Funding Requirements: As needed and available.

- 12.1 Encourage the creation and retention of living wage jobs for extremely low- and low-income persons and people with disabilities (B).**
- 12.2 Support organizations that provide job training and access to employment for extremely low- and low-income persons, homeless persons and persons with special needs (B).**
- 12.3 Support programs that assist individuals living at or below the poverty level in building financial assets (B).**
- 12.4 Support affordable and flexible childcare services for extremely low-, low- and moderate-income Ashland residents (B).**

Barriers to Affordable Housing

Goal 13: Remain aware of the barriers to affordable housing in Ashland, and where it is within the City's ability, take steps to overcome such barriers.

Accomplishments: Identification of existing and potential barriers to housing affordability and modification of local ordinances where possible.

Target Date for Completion: June 30, 2004

Funding Requirements: \$40,000 per year – CDBG funds used for city staff person for administration of the CDBG program.

Strategies

- 13.1 Consider the potential impacts on housing affordability prior to enacting changes to requirements for residential development in the Ashland Land Use Ordinance (A).**

Encouraging Resident Initiatives

The City of Ashland has limited influence over the management of the public housing units in Ashland, and the degree those residents are involved in management and working towards home ownership. However, the City of Ashland will support efforts made by the public housing providers (Housing Authority of Jackson County, Farmers Home Administration, Oregon Housing and Community Services Department and HUD) to encourage resident initiatives.

Though not public housing in the classic sense, the City of Ashland has financially contributed to residential units provided through the Ashland Community Land Trust (ACLT). ACLT involves residents of the units in the Board of Directors for the organization. In addition, ACLT is based on a model of self-sufficiency in which participants learn financial management and work towards home ownership.

Institutional Structure and Coordination

Within the preceding narrative of this Plan a large number and wide variety of public and private entities have been identified as the City's partners in the delivery of community development resources throughout the Rogue Valley. This group of agencies and organizations constitutes a highly effective network, providing coordinated housing, human services and economic development assistance to low income members of the community.

Goal 14: To provide institutional structure and intergovernmental cooperation.

Accomplishments: Continued support of local coordination structure.

Target Date for Completion: June 30, 2004

Funding Requirements: \$40,000 per year – CDBG funds used for city staff person for administration of the CDBG program.

Strategies

14.1 Continue to provide staff support to the City of Ashland Housing Commission (A).

The Housing Commission was established in 1995 to monitor the accomplishments of the City's housing program, to make recommendations to the City Council on housing policy and to serve as an advocate for affordable housing in the City's political process. The Commission also provides coordination and continuity to programs to meet housing and community development needs. The Housing Commission oversees specific affordable housing projects undertaken by the City in partnership with private groups. The Commission promotes cooperation between local non-profit organizations and governmental agencies for projects in Ashland to insure that the resources are used as efficiently as possible and that there are not duplication of efforts. The Housing Commission is comprised of private developers, social service agency staff, real estate professionals and interested Ashland residents.

Allocation of CDBG Funds

The annual Community Development Block Grant (CDBG) that the City receives has been allocated using the following percentages – 65% for the competitive grant program, 10% for sidewalk/traffic calming measures improvements and construction, 5% for accessibility improvements to City-owned buildings and 20% for program administration. This allocation breakdown will continue to be used for the 2000-2004 time period.

The CDBG funds available for grants (65% of the annual CDBG allocation) will be announced through a Request for Proposals (RFP) at the beginning of each year. The grants will be awarded through a competitive process. The availability of grant funds will be announced in the *Ashland City Source*, posted on the City of Ashland web page and advertised in the *Ashland Daily Tidings*. In addition, the RFP shall be sent to the mailing list of public agencies and non-profit organizations in Jackson County maintained by the Planning Divisions of the City of Ashland Department of Community Development.

The CDBG Budget Subcommittee will review the grant requests and make a recommendation for grant awards to the full Budget Committee. The grant awards shall be based on the Goals and Strategies on pages 75 - 86, and the Criteria for Awarding Grants on pages 87 - 89. The Budget Committee reviews and finalizes the budget, including the grant awards, in mid-May. In early June, the final budget is presented to the City Council for review and approval.

The Annual Action Plan is due to the U.S. Department of Housing and Urban Development by May 15. Unfortunately, the City's budget process does not coincide with the federal deadline. As a result, a second public hearing must be held by the City Council before the budget document is adopted on the Annual Action Plan and the grant awards made by the CDBG Budget Subcommittee, so that the federal May 15 deadline is satisfied.

Criteria for Awarding Grants

The City of Ashland has a limited amount of CDBG funds to use each year in comparison to the scope of the housing and community development needs of the community. As a result, it is essential that the funding is used in a manner that best meets the City's priorities and is efficient and cost-effective. To this end, the spending priorities have been ranked by importance and a set of award criteria has been established.

In the previous, 1995 Consolidated Plan, the spending priorities were not ranked by importance. As a result, since the grant request inevitably exceed the funds available, the award process has been difficult. In response, the priorities have been ranked in the 2000-2004 Consolidated Plan. In addition, the following criteria will be used to further refine the decision making process.

CDBG Grant Award Criteria

The steps for making the annual grant awards decision are outlined below.

1. The first step is for Staff to assess the project proposals to determine if the eligibility criteria are met.
2. The second step is to determine the spending priority that the proposed projects addresses. Higher priority projects will be awarded CDBG before lower priority projects.

3. The final step in the process is for the CDBG Budget Subcommittee to use the following criteria to determine the projects which best meet the City's spending priorities. Each application will be rated on a high-medium-low scale for each criterion.

CDBG Project Proposal Rating Criteria

A. The project provides benefit to a demographic group that has a need documented in the City of Ashland CDBG Consolidated Plan.

B. The project assists low- and moderate-income households in substantially improving their living conditions. The proposed project must have or be part of a comprehensive approach that takes clients from the beginning to the end of the process that improves their living conditions. "Safety net" services, or services that meet basic needs shall only be funded if it can be demonstrated that clients receiving those benefits are part of a program that will eventually help them obtain self sufficiency. The exception to this requirement is projects targeted at helping people with special needs - Elderly, Persons with HIV/AIDS, Persons with Physical Disabilities, Persons with Mental Illness, Developmentally Disabled, and Persons with Alcohol and Drug Addictions.

C. The project is a proven effective strategy to improve conditions or solve an identified problem.

D. If the project is related to affordable housing, the project retains the units as affordable. The longer period of time the units remain affordable, the higher ranking the project shall be given.

E. If the project is related to economic development for jobs for low- and moderate-income people, at least 51% of the jobs shall be held by low- and moderate- income people. The longer period of time the jobs are held by low- and moderate-income persons, the higher ranking the project shall be given. The larger percentage of jobs held by low- and moderate –income persons, the higher ranking the project shall be given.

F. The project maximizes partnerships in the community (volunteers, in-kind contributions, cash contributions, multiple organizations involved, etc.).

G. The project has at least 10% of the total project in matching funds. The larger the amount of matching funds, the higher ranking the project shall be given.

H. The project utilizes already existing resources in effective and innovative ways. The project shall not duplicate service provided by another organization.

I. The agency submitting the proposal has the capacity to carry out the project.

J. The budget and time line are well thought out and realistic.

K. The project is ready for implementation.

L. The proposal demonstrates Community Development Block Grant (CDBG) funds are the most appropriate funding source for the project.

Section 6: CITIZEN PARTICIPATION PLAN

Consolidated Plan Update

Agency Consultation

On January 4, 2000, a survey was sent to 45 housing, public service and community development agencies and non-profit organizations in Jackson County. Nine were returned with comments. In addition, Staff contacted a wide variety of agencies and non-profit organizations to obtain data for the Plan. The comments were incorporated into the Plan. Exhibit A contains the survey and cover letter sent to the local agencies. Exhibit B is a summary of the survey responses.

Publication of Materials

The draft Consolidated Plan was made available to the public on April 10, 2000. The availability of this document was announced in the April 2000 edition of the city newsletter, *Ashland City Source*. *Ashland City Source* is mailed to every mailing address in the city limits, and distributed throughout the City of Ashland offices. In addition, a newspaper advertisement announcing the availability of the Plan on April 10, 2000 and the May 2, 2000 public hearing was run in the *Ashland Daily Tidings* on April 6, 2000 and April 20, 2000. The draft Plan was available at the offices of the City of Ashland, Department of Community Development. Copies of the draft plan were also available for review at the Ashland Public Library.

A summary of the draft Plan was published in *the Ashland Daily Tidings* on April 26, 2000. The summary, including information on obtaining a copy of the draft Plan, was also posted on the City of Ashland web page.

In addition to sending a copy of the draft Plan to the Ashland Mayor and City Council, Ashland Housing Commission, Ashland Social and Human Services Committee, and local newspapers, a copy of the draft Plan was mailed to 45 housing, public service and community development agencies and non-profit organizations in Jackson County. A cover memo was included which invited agencies to the May 2 public hearing, and/or to comment in writing by May 10.

Exhibit C contains copies of the *Ashland City Source* April 2000 announcement, *Ashland Daily Tidings* advertisements and the summary published in the *Ashland Daily Tidings* and on the City of Ashland web page.

Citizen Comment Procedures

Citizens were invited to comment on the plan from April 10 through May 10. No comments were received.

Public Meetings and Hearings

The first public hearing was held on March 22, 2000 in front of the Ashland Housing

Commission and Ashland Social and Human Services Committee. Minutes from the meeting are attached in Exhibit D. No written comments were received.

The March 22, 2000 public hearing was announced in the March 2000 edition of the *Ashland City Source*. *Ashland City Source* is mailed to every mailing address in the city limits, and distributed throughout the City of Ashland offices. A public notice was published in the *Ashland Daily Tidings* on March 15, 2000. In addition, a flyer announcing the meeting was sent to 45 housing, public service and community development agencies and non-profit organizations in Jackson County.

A press release was sent to the *Ashland Daily Tidings*, *Medford Mail Tribune*, Rogue Valley TV and Jefferson Public Radio. Both newspapers, the *Ashland Daily Tidings* and the *Medford Mail Tribune*, printed articles about the community development block grants funds received by the City and the March 22, 2000 public hearing.

Exhibit C contains copies of the *Ashland City Source* March 2000 announcement, *Ashland Daily Tidings* legal notice, the flyer sent to 45 local agencies and non-profit organizations, the article published in the *Ashland Daily Tidings* and the article published in the *Medford Mail Tribune*.

The second public hearing was held on May 2, 2000 in front of the Ashland City Council. No public testimony or written comments were received. Minutes from the meeting are attached in Exhibit D.

A newspaper advertisement announcing the availability of the Plan and the May 2, 2000 public hearing was run in the *Ashland Daily Tidings* on April 6 and April 20, 2000. In addition, the May 2, 2000 public hearing date was highlighted in the summary printed in the *Ashland Daily Tidings* on April 25, 2000 and on the City of Ashland web page.

In addition, the cover memo included with the draft Plan sent to 45 housing, public service and community development agencies and non-profit organizations in Jackson County invited agencies to the May 2, 2000 public hearing, and/or to comment in writing by May 10, 2000.

A press release was sent to the *Ashland Daily Tidings*, *Medford Mail Tribune*, Rogue Valley TV and Jefferson Public Radio. The *Ashland Daily Tidings* printed an article on April 24, 2000 about the draft plan and the May 2, 2000 public hearing.

Exhibit C contains copies of the *Ashland Daily Tidings* advertisements and the summary published in the *Ashland Daily Tidings* and on the City of Ashland web page.

Annual Action Plan

Publication of Materials

The availability of the Annual Action Plan for review and comment, and announcements for public meetings and hearings will have extensive public notice, including:

- notice in the *Ashland City Source* (*Ashland City Source* is produced by the City of Ashland, and mailed to every mailing address in the city limits. This newsletter is

- also distributed throughout the City of Ashland offices.);
- announcement on the City of Ashland web page;
 - advertisements in the non-legal section of the local newspaper, the *Ashland Daily Tidings*; and
 - mailed notice to mailing list of public agencies and non-profit organizations in Jackson County maintained by the Planning Division of the City of Ashland Department of Community Development.

Citizen Comment Procedures

The draft Annual Action Plan will be available for public review and comment for 30 days. Comments will be accepted in writing or orally at the public hearings. All comments that are received in writing or orally at the public hearings will be considered in the preparation of the final Annual Action Plan. A summary of these comments will be attached to the final Annual Action Plan. In addition, meeting minutes will be attached to the final Annual Action Plan.

Public Meetings and Hearings

At least two public hearings will be held to obtain views of citizens, public agencies and other interested parties on the annual use of the CDBG funds and the activities to be undertaken to pursue the priorities in the Consolidated Plan. The Housing Commission, the Social and Human Services Committee, the CDBG Budget Subcommittee, and the Ashland City Council may separately or jointly sponsor public hearings on the Annual Action Plan or related CDBG issues.

Public hearings will be conveniently timed and located so as to ensure the maximum participation by people who might or will benefit from program funds, including people with disabilities and minorities.

Meeting Accessibility

The public meetings and hearings will be held in locations that are accessible to people with disabilities. Upon reasonable request, the City will provide special assistance to participate in the public meetings and hearings, such as signing translators, for people with disabilities. To arrange this service, please contact the Planning Division at least 48 hours prior to the meeting at 488.5305 (TTY phone number 1.800.735.2900).

Bilingual Opportunities

Upon reasonable request, or upon identification of a specific need, the City will provide public notices and summaries of basic information in other languages. Also, upon reasonable request, the City will provide translators to facilitate participation of non-English speaking citizens. To arrange this service, please contact the Planning Division at least 48 hours prior to the meeting at 488.5305.

Technical Assistance Provision

The Planning Division will provide technical assistance as appropriate to groups representative of persons of low and moderate income that request such assistance for the preparation of CDBG grant applications to the City or HUD. Technical assistance may consist of one on one assistance, or information and referral. The Planning Division's provision of technical assistance does not include the preparation of grant applications for individuals or organizations. The

Planning Division's provision of technical assistance will be limited by funds and staff availability.

Access to Information/Records

The Planning Division shall ensure full public access to program information provided such information does not infringe upon any individual's rights. Upon request and given reasonable time to respond to requests, information will be available during the Department of Community Development office hours, 8:30 a.m.-3:00 p.m., Monday through Friday at City Hall, 20 East Main Street, 488.5305.

Examples of information available include the amount of funds available, prior and current year applications, prior and current year performance reports, copies of federal regulations, records of meetings and hearings, audits, and other key policy documents that influence the CDBG program.

Copies of the Consolidated Plan, the Annual Action Plan and any performance reports will be made available at no charge to citizens who request them.

Complaint Procedures

Complaints, inquiries and other grievances related to the CDBG program can be made by writing to the Director of Community Development, City of Ashland, Department of Community Development, 20 East Main Street, Ashland, OR 97520, by telephoning the Director of Community Development at 552.2043, or by email at mac@ashland.or.us. Planning Division staff will make every effort to provide a written response to every written citizen complaint within 15 days of its receipt.

Process for Substantial Amendments

A substantial change to the Consolidated Plan or Annual Action Plan is defined as: 1) changing the spending priorities; 2) changing the allocation breakdown of CDBG funds, 3) changing the amount budgeted for a project by 25%; 4) changing the purpose, scope, or intended beneficiaries of a project; and 5) canceling or adding a new project. A change in location is not a substantial change if the purpose, scope and intended beneficiaries remain essentially the same. Also, if capital dollars are simply used for a different portion of the project (i.e. for rehabilitation of an existing structure rather than for acquisition of the structure) this does not constitute a substantial change.

Prior to amending the Consolidated Plan or Annual Action Plan, the City shall provide citizens with 30 days notice to review a document on the substantial amendment(s). All comments that are received in writing or orally at the public hearings will be considered, and if deemed appropriate, the City shall modify the amendment(s). A summary of these, and a summary of the comments shall be attached to the substantial amendment(s). The final step in the substantial amendment process will be a public hearing held by the City Council on the proposed substantial amendment. The City Council shall make the final decision on the substantial amendment.

Exhibit A: AGENCY SURVEY

The following cover letter and survey were sent to 45 housing, public service and community development agencies and non-profit organizations in Jackson County. The responses are summarized in Exhibit B.

Cover Letter

January 4, 2000

Dear Local Agency:

Enclosed is a survey about the housing and community development needs in Ashland. We would greatly appreciate you filling it out and returning it to our office. Since your agency deals with housing and community development issues on a daily basis, the information you provided is vital to accurately assessing and prioritizing community needs.

The City of Ashland is beginning the process of updating the Consolidated Plan, and the survey information will be used in the update. The Consolidated Plan outlines the housing and community development needs in Ashland, and prioritizes the areas in which the federal funds will be used.

The City of Ashland annually receives approximately \$220,000 of Community Development Block Grant (CDBG) funds from the Department of Housing and Urban Development. As a condition of receiving the CDBG funds, the City is required to update the Consolidated Plan every five years.

Thank you for taking the time to fill out the survey. If you have questions, comments or need more information, feel free to contact me at 552.2045 or maria@ashland.or.us.

Sincerely,

Maria Harris
Associate Planner

Agency Survey

Housing and Community Development Needs Survey

January 2000

Please return this survey by February 4, 2000 to Maria Harris by one of the following methods.

- FAX to 541.488.5311
- e-mail to maria@ashland.or.us
- mail to Maria Harris, City of Ashland, Department of Community Development, 20 East Main Street, Ashland, OR 97520

If you would like an electronic version of the survey, please contact Maria Harris at the contact information listed below. Thank you for taking the time to fill out the survey and to assist us with the update of the Ashland Consolidated Plan.

Questions or Comments?

Maria Harris, Associate Planner
City of Ashland, Department of Community Development
20 East Main Street, Ashland, OR 97520
541.552.2045
maria@ashland.or.us

Name/Address of Agency Responding

Agency Contact Person

Telephone Number/Email Address

What target population(s) does your agency serve (select all that apply)?

Low Income	
Children	
Youth	
Elderly	
Persons w/Disabilities and/or their families	
Persons with HIV/AIDS and their families	
Homeless	
Other (specify)	

What geographical area do you serve (select all that apply)?

Ashland	
Medford	
Jackson County	
Josephine County	
Other (specify)	

PART I Housing Needs

1. In the past, we have invested in permanent housing (e.g.: permanent rental and homeownership). What housing needs do you believe are the most urgent in Ashland now or might become so in the next five years?

2. Which target populations(s) in Ashland has the most urgent housing problems? Why?

3. What housing market conditions (rent, vacancy rates, new apartment construction, home prices, admission criteria, prevailing wage, types of jobs available, etc.) most impact affordability of housing in our community?

4. Which populations should local government efforts and limited funding focus on?

Families with children	
Single adults	
Persons with special needs	
Youth	
Elderly	
Homes	
Other (specify)	

5. What are the major housing issues local government should address?

6. What programs could be improved or added to address the following types of housing needs?

Emergency Housing	
--------------------------	--

Transitional Housing	
-----------------------------	--

Permanent Housing	
--------------------------	--

Other (specify)	
------------------------	--

7. Ashland receives federal funds to support a variety of housing efforts for low-income people. Rate the following in order of priority to the local community (with 1 being the highest priority and so on).

Acquisition of land for construction of new affordable housing units	
Increasing the number of new affordable rental units	
Increasing the availability of affordable units for homeownership	
Rehabilitating existing rental units occupied by low-income tenants	
Rehabilitating existing low-income owner occupied homes	
Providing no-cost emergency minor repairs to very low-income homeowners	
Providing no-cost accessibility improvements for very low-income homeowners and/or tenants with disabilities	

8. Aside from the services your organization provides, in what other housing area do you see the greatest need in the community?

PART II Community Development Needs

1. Which community development programs could be improved or added to the existing programs?

Job Creation	
---------------------	--

Support for Local Service Providers	
--	--

Neighborhood Capital Improvements	
--	--

Accessibility Improvements	
-----------------------------------	--

Other (specify)	
------------------------	--

2. Which target population(s) has the most urgent need for job creation?

3. Please rate the following activities in order of importance to Ashland. (with 1 being the highest priority and so on).

Job Creation for Low-Income Residents	
Housing (All types described in Part I)	
Supporting Local Service Providers	
Accessibility Improvements	
Neighborhood Capital Improvements in Low-Income Areas	
Other (specify)	

PART III Other Issues (Information collected as required by HUD)

1. Lead-Based Paint Hazards – Describe how your agency complies with regulations regarding lead-based paint.
2. Do you maintain any data on lead-based paint hazards or poisonings?
Yes ___ No ___ If yes, could we get a copy?
3. HUD, our funding agency, has asked us for the addresses of housing units in which children have been identified as lead poisoned. Do you have this information?
Yes ___ No ___ If yes, could we get a copy?

Exhibit B: SUMMARY OF AGENCY RESPONSES

The following Agencies submitted completed surveys:

- 1) Lithia Springs Programs: 695 Mistletoe Rd, Suite #4, Ashland, OR 97520
- 2) CERVS Interfaith Care Community of Ashland: 144 N Second St. Ashland, OR 97520
- 3) Adult and Family Services: 1658 Ashland St., Ashland, OR 97520
- 4) Senior and Disability Services of the Rogue Valley Council of Governments
- 5) Saint Vincent DePaul, Ashland OR
- 6) Rogue Valley Community Development Corp.
- 7) Access Inc.
- 8) Center for NonProfit Legal Services

9) Peace House: P.O. Box 524, Ashland, OR. 97520

The responses contained in this compilation are an aggregate of all nine reporting agencies. In many cases similar comments/answers have been consolidated into one general response.

What target population does your agency serve ? (# Indicates the number of agencies serving that target population)

Low Income	7 of 9
Children	5 of 9
Youth	6 of 9
Elderly	4 of 9
Persons w/Disabilities and/or their families	5 of 9
Persons with HIV/AIDS and their families	4 of 9
Homeless	5 of 9
Other (specify)	None specified

What geographical area do you serve (select all that apply)?

Ashland	9 of 9
Medford	6 of 9
Jackson County	6 of 9
Josephine County	3 of 9
Other (specify): Talent	3 of 9
State of Oregon	1 of 9

PART I Housing Needs

1. In the past, we have invested in permanent housing (e.g.: permanent rental and homeownership). What housing needs do you believe are the most urgent in Ashland now or might become so in the next five years?

Every respondent replied citing an urgent need for low-income rental housing. Particular groups needing affordable rentals included students, seniors, single parents, and single-income families with children. Low-cost short-term housing was also identified as a need for seasonal workers and individuals in transition from welfare to work.

Two reporting agencies responded citing a need for “Emergency Housing”.

Other housing needs identified included; Affordable housing for home ownership, mobile-home spaces, subsidized rentals, and group co-housing opportunities (2-4 family with shared kitchen facilities)

2. Which target populations(s) in Ashland has the most urgent housing problems? Why?

Five reporting agencies listed the working poor (low-income @ less than 80% median income) as the target population that has the most urgent housing problems. The high cost of rentals relative to incomes within Ashland was cited as the primary reason for the need. Other target populations identified include:

- Young Adults and Students
- Single Head of Households
- Homeless individuals
- Disabled individuals
- Welfare to work transitional families
- Elderly
- Mobile Home Owners or renters (lack of available spaces)

3. What housing market conditions (rent, vacancy rates, new apartment construction, home prices, admission criteria, prevailing wage, types of jobs available, etc.) most impact affordability of housing in our community?

Of the respondents, seven concluded that the prevailing wage in Ashland is low relative to the cost of housing. High rent was cited by six of the nine reporting agencies as contributing to the inability of low-wage earners to secure affordable housing in Ashland. "The disparity between cost of living and wages " was attributed to the lack of "family wage" job types, primarily due to the number of low paying tourist based service jobs. Additional conditions identified by the respondents included the low vacancy rate (for rental and owner occupied housing), the amount of buildable land available for development, supply and demand market forces that escalate housing costs, and admission criteria (particularly very high deposits for rentals that function to discriminate against students).

4. Which populations should local government efforts and limited funding focus on? (# indicates number of agencies identifying the population type)

Families with children	8 of 9
Single adults	5 of 9
Persons with special needs	4 of 9
Youth	5 of 9

Elderly	6 of 9
Homeless	3 of 9
Other (specify): Low Income	1 of 9
Unemployed (no income)	1 of 9
Students	1 of 9

Of the respondents that ranked their responses, the population groups most needing government efforts and funding were “Families with children”, followed by the “Elderly” and then “Homeless”. However, as not all respondents ranked the groups this information is not indicative of the entire sample.

5. What are the major housing issues local government should address?

The responses to this question primarily focused upon the high cost of housing and the absence of living wage jobs. Nearly all agencies suggested the government should work toward providing affordable housing either through subsidy, acquisition, or rent control. Other housing issues requiring government focus identified by the agencies include; Maintaining the stock of affordable housing, Home repair assistance for low income residents, homeless accommodations, and seasonal worker housing.

The response to this question from Access Inc. is included below in its entirety: “A sustainable affordable housing model and sustained sources of support for that model. Most models of affordable housing target the household. Any subsidy provided for affordability is lost with the upward and outward mobility of the recipient. A more sustainable model would place any assistance with the edifice, controlling the outflow of equity with a resale formula, thereby retaining the majority of the accruing equity in the housing itself. These models prove to be even more affordable with time, as the value of the property, as well as median incomes escalate. A continued funding source, such as those supporting open spaces, would assure an affordable housing stock for the City of Ashland in perpetuity.”

6. What programs could be improved or added to address the following types of housing needs?

Emergency Housing	Responses and Recommendations included: -Homeless resources – shelters, camping areas (“repeal of the no-camping ordinance”) -Extended time period emergency housing -Cash rental assistance -Proper management, creation of housing -Expansion of emergency Family Shelter program to include additional sites for single adult housing -Increased funding of ICCA -City owned houses leased to non-profits to support single head of households
Transitional Housing	Responses and Recommendations included: -City owned houses leased to non-profits to support transitional housing -Special grant money -rental deposit assistance (City subsidy) -loan program -well managed transitional housing program
	Responses and Recommendations included:

Permanent Housing	-City sponsored low interest loan program -Expand Land Trust for home ownership -Senior and Adults with disabilities often need assistance with retrofitting their homes -low percentage rates [home loan subsidy]
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Other (specify)	Responses and Recommendations included: -Expansion of public transportation -Monitor and ensure the quality of affordable housing -Preservation of land for future development of affordable housing, rental and ownership.
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7. Ashland receives federal funds to support a variety of housing efforts for low-income people. Rate the following in order of priority to the local community (with 1 being the highest priority and so on).

The numbers provided below are the averages of all responses. Of the respondents, 4 of 9 cited the increase in affordable rental units as the highest priority, followed by increased affordable homeownership units, and one agency identified accessibility improvements has the number 1 priority.

Acquisition of land for construction of new affordable housing units	3.625
Increasing the number of new affordable rental units	1.75
Increasing the availability of affordable units for homeownership	2.375
Rehabilitating existing rental units occupied by low-income tenants	5.25
Rehabilitating existing low-income owner occupied homes	5
Providing no-cost emergency minor repairs to very low-income homeowners	4.75
Providing no-cost accessibility improvements for very low-income homeowners and/or tenants with disabilities	5.25

8. Aside from the services your organization provides, in what other housing area do you see the greatest need in the community?

Responses included the following:

- Homeless Shelter (listed as a need by multiple agencies)
- Tenant advocacy for stronger statutory protection under the Oregon Landlord Tenant Act (ex. More notice time for no-cause terminations)
- Community development and technical assistance to nonprofit agencies that are developing housing and economic development efforts.
- Advocacy for students [to obtain off campus housing opportunities]
- Poor rental housing conditions [due to low vacancy rates, landlords are often unwilling to repair defects (often unlivable) as renters are fairly desperate]

PART II Community Development Needs

1. Which community development programs could be improved or added to the existing programs?

Job Creation	Responses and Recommendations included: -More higher paying jobs ("family wage") -Working with State Agencies such as AFS -Welfare reform -Job training programs and job advocacy programs -Living Wage standards & Job ladder concept
Support for Local Service Providers	Responses and Recommendations included: -Recognition of local programs (nonprofits) for the critical services they provide -Maintain "safety net" services -Coordination between the City and entities providing services -Continued funding local service providers
Neighborhood Capital Improvements	Responses and Recommendations included: -Continued cooperation with residents to ensure improvements reflect an overall goal
Accessibility Improvements	Responses and Recommendations included: -Assist disabled individuals in modifying their homes for accessibility
Other	No responses

2. Which target population(s) has the most urgent need for job creation?

Responses and Recommendations included:

- Unskilled workers
- Families
- People with disabilities
- Young adults (ages 19-28)
- Adults over age 45
- Unemployed & underemployed
- Homeless

3. Please rate the following activities in order of importance to Ashland. (with 1 being the highest priority and so on).

The numbers provided below are the averages of all responses. Of the respondents, 3 of 9 cited Job Creation for Low Income Residents as the highest priority, 3 agencies listed Housing as most important, 2 agencies listed Support of Local Service providers as paramount, and 1 agency identified Neighborhood Capital Improvements as the number 1 priority.

Job Creation for Low-Income Residents	2.44
Housing (All types described in Part I)	1.77
Supporting Local Service Providers	3.0
Accessibility Improvements	4.0
Neighborhood Capital Improvements in Low-Income Areas	4.125
Other (specify): Community Meals Program	Received one agency ranking of #2

PART III Other Issues (Information collected as required by HUD)

1. *Lead-Based Paint Hazards – Describe how your agency complies with regulations regarding lead-based paint.*

All reporting agencies responded “not applicable”

2. *Do you maintain any data on lead-based paint hazards or poisonings?
Yes ___ No X If yes, could we get a copy?*

All agencies reported that they do not maintain such data.

3. ***HUD, our funding agency, ahs asked us for the addresses of housing units in which children have been identified as lead poisoned. Do you have this information? Yes ___ No X If yes, could we get a copy?***

All agencies reported that they do not maintain such data.

Exhibit C: CONSULTATION

The agency survey was mailed to the following housing, public service and community development agencies and non-profit organizations. Nine surveys were returned (denoted by *). The surveys were sent on January 4, 2000 and asked to be returned a month later on February 4, 2000.

Agency/Organization	Address	Type of Organization
VA Domiciliary	8495 Crater Lake Hwy White City, OR 97503	Federal Facility
Adult and Family Services*	1658 Ashland Street Ashland, OR 97520	State
RVCOG Disabled Services	28 West Sixth Street Suite D, Medford, OR 97501	State
RVCOG Senior Services*	PO Box 3275 Central Point, OR 97502	State
Services to Children and Families	909 Royal Court Medford, OR 97504	State
Office of Mental Health Services	PO Box 14250 Salem, OR 97309	State
Oregon Housing and Community Services	673 Market Street Medford, Or 97504	State
Housing Authority of Jackson County	2231 Table Rock Road Medford, OR 97501	County
Jackson County Health & Human Services	1005 East Main Street Medford, OR 97504	County
Jackson County Legal Aid (Center for NonProfit Legal Services)*	PO Box 1586 Medford, OR 97501	County
AARP	565 Allison Street, #1 Ashland, OR 97520	Non-Profit Organization

ACCESS Inc.*	PO Box 4666 Medford, OR 97501	Non-Profit Organization
Advocates for Severely Handicapped	515 ½ East Main Street Ashland, OR 97520	Non-Profit Organization

Agency/Organization	Address	Type of Organization
Ashland Adolescent Center	862 Siskiyou Boulevard Ashland, OR 97520	Non-Profit Organization
Ashland Senior Program	20 East Main Street Ashland, OR 97520	Non-Profit Organization
Caring Friends	PO Box 3051 Ashland, OR 97520	Non-Profit Organization
CERVS	601 North Grape Medford, OR 97501	Non-Profit Organization
Children's Advocacy Center	816 West Tenth Street Medford, OR 97504	Non-Profit Organization
Community Health Center Inc.	99 Central Avenue Ashland, OR 97520	Non-Profit Organization
Community Works	900 East Main Street Medford, OR 97501	Non-Profit Organization
Consumer Credit Counseling Service of Southern Oregon	820 Crater Lake Avenue Medford, OR 97504	Non-Profit Organization
Four Eagles Garden	PO Box 1332 Ashland, OR 97520	Non-Profit Organization
Goodwill	11 West Jackson Medford, OR 97501	Non-Profit Organization
Habitat for Humanity	PO Box 688 Medford, OR 97501	Non-Profit Organization
ICCA*	144 North Second Street Ashland, OR 97520	Non-Profit Organization
Jackson County CASA	1005 East Main Street Medford, OR 97504	Non-Profit Organization
Abdill-Ellis Lambda Center	281 Fourth Street Ashland, OR 97520	Non-Profit Organization
Living Opportunities	PO Box 1105 Medford, OR 97501	Non-Profit Organization
Lithia Springs Programs*	695 Mistletoe Road, Suite 4 Ashland, OR 97520	

Mediation Works	33 N Central Avenue Suite 306 Medford, OR 97501	Non-Profit Organization
On-Track Inc.	221 West Main Street Medford, OR 97501	Non-Profit Organization

Agency/Organization	Address	Type of Organization
Options for Southern Oregon, Inc.	115 NW E St. Grants Pass, OR 97526	Non-Profit Organization
Peace House*	PO Box 524 Ashland, OR 97520	Non-Profit Organization
Rogue Valley Community Development Corporation*	PO Box 1733 Medford, OR 97501	Non-Profit Organization
Rogue Valley Council on Aging	510 East Main Street Medford, OR 97504	Non-Profit Organization
Rogue Valley Manor Community Services	1700 East Barnett Medford, OR 97504	Non-Profit Organization
Rogue Valley Manor	2874 Creekside Circle Medford, OR 97504	Non-Profit Organization
Salvation Army	922 North Central Avenue Medford, OR 97501	Non-Profit Organization
Samaritan Counseling Center of Southern Oregon	212 North Oakdale Avenue Medford, OR 97520	Non-Profit Organization
Southern Oregon Child Study and Treatment Center	1836 Fremont Ashland, OR 97520	Non-Profit Organization
Southern Oregon Lions Sight and Hearing Center	228 North Holly Street Medford, OR 97501	Non-Profit Organization
Southern Oregon Training and Rehabilitation	722 Jefferson Street Ashland, OR 97520	Non-Profit Organization
St. Vincent DePaul*	PO Box 1663 Medford, OR 97501	Non-Profit Organization
Winterspring Center for Living With Loss and Grief	PO Box 8169 Medford, OR 97501	Non-Profit Organization
Ashland YMCA	540 YMCA Way	Non-Profit Organization
Pathway Enterprises	PO Box 386 Ashland, OR 97520	Non-Profit Organization

The Consolidated Plan is built upon a foundation of citizen participation and of consultation with experts in the many areas that drive or are affected by community development activities in Ashland. In compliance with the Consolidated Plan statues, the City has consulted on such topics as community needs and priorities with representatives of state and local government agencies, private non-profit organizations, and for-profit organizations. The entities that were

directly contacted for consultation in the process of developing the Plan are listed below.

Agency Contacted	Contact Topic
Century 21 Main Street Realty	Ashland/Jackson County Housing Market
Adult and Family Services Division	Food & Cash Assistance, Day Care Assistance
Area Agency on Aging	Needs and Population Trends for Elderly
Jackson County Developmental Disability Program	Services and Housing for Persons with Developmental Disabilities
Pathway Enterprises, Inc.	Services and Housing for Persons with Developmental Disabilities
Southern Oregon Regional Services Institute	Population and Housing Data
Klamath First Federal	Housing Financing, Loan Default Rates
Jackson County Mental Health Services	Persons with Mental Illness
Jackson County Health and Human Services	HIV/AIDS, Lead-Based Paint
ACCESS Inc.	Housing Needs, Food Distribution
Salvation Army	Services/Shelter for Homeless Individuals and Families with Children
City of Ashland Senior Program	Housing for Elderly
Ashland Mortgage, Inc.	Housing Financing, Loan Default Rates
Housing Authority of Jackson County	Housing Needs, Section 8 Housing
Options for Southern Oregon, Inc.	Services and Housing for Persons with Severe Mental Disabilities
Ashland YMCA	Concentrations of Low-Income and Minority Populations in Ashland
Senior and Disability Services	Persons with Disabilities, Elderly and Frail Elderly
Interfaith Care Community (ICCA)/CERVS	Services and Shelter for Homeless Individuals and Families with Children
Senior and Disability Services	Persons with Disabilities, Elderly and Frail Elderly, Number of Medicaid Clients
Southern Oregon Regional Services Institute (SORSI)	Census Data, Data by Census Tract, Census Definitions
Roy Wright Appraisal Service	Jackson County Housing Market Past and Present
Jackson County Alcohol and Drug Services	multiple contacts made, but no response
City of Ashland Parks and Recreation	Parks and Open Space

Department	
City of Ashland Public Works Department	Capital Improvement Program

Agency Contacted	Contact Topic
City of Ashland Building Division	Substandard Housing, Lead-Based Paint Hazards
City of Ashland Police Department	Community Safety and Crime Prevention
City of Medford	Jackson County Consolidated Plan Information, Consolidated Plan Requirements and Process

While much of the Plan consultation and outreach activity has been carried out by City staff, the effort has been coordinated with the City's Housing Commission and the ad hoc Social and Human Services Committee. The Housing Commission is comprised of a variety of professions including development, senior housing, appraisers and social service agencies. The Social and Human Services Committee is comprised of variety social service agency representatives. The Housing Commission and Social and Human Services Committee held the first public hearing on March 22, 2000, and participated in the second public hearing in front of the Ashland City Council on May 2, 2000. The final draft adopted by the Ashland City Council had the full support of the Housing Commission and the Social and Human Services Committee.

Notification to Adjacent Local Governments

A copy of the draft Plan was sent to the Housing Authority of Jackson County and the Regional Field Representative of the Oregon Housing and Community Services Department.

Exhibit D: CONSOLIDATED PLAN UPDATE PROCESS ANNOUNCEMENTS

April 2000 Ashland City Source Announcement

Ashland Daily Tidings Advertisement

Consolidated Plan Summary

March 2000 Ashland City Source Announcement

Flyer Sent to Agencies and Non-Profit Organizations

Ashland Daily Tidings Articles

Medford Mail Tribune Articles

Exhibit E: MEETING MINUTES

Minutes from First Public Hearing

March 22, 2000 Housing Commission/Social and Human Services Committee

ASHLAND HOUSING COMMISSION and HUMAN RESOURCES COMMISSION MARCH 22, 2000 MINUTES

CALL TO ORDER – *The meeting was called to order by Housing Commission Vice Chair Jan Vaughn at 4:05 p.m. Other Housing and Human Resources Commissioners present were Madeline Hill, Carlus Harris, Nancy Richardson, Joe McKeever, and Patty Claeys. Staff present were Maria Harris, Bill Molnar and Sue Yates.*

PRESENTATION OF THE CONSOLIDATED PLAN

M. Harris explained the Consolidated Plan and that this meeting is required before a draft plan can be written. We are required to talk to the public and ask agencies for their input. She included her data collection to date with the previous Consolidated Plan. The draft Consolidated Plan should be available April 10, 2000. It will also be on the City's website, a photocopy at City Hall, Department of Community Development, and the Ashland Public Library. The City Council has a public hearing scheduled for the draft plan on April 18, 2000, 7:00 p.m.

M. Harris said she has had to take 1990 census numbers, extrapolate percentages and apply them to our current population numbers. The 2000 census will not be available until this time next year.

The Federal requirements are answered by M. Harris' research findings. Her findings are shown in the tables included in the packet. Total households as of 1998 were 8,283. The City's analysis has shown that 49 percent of Ashland households are below median income. Of those households below median income, 68 percent are renting and 32 percent own their own home. Of the households that are below median income, 26 percent are overburdened for housing payments and 33 percent are experiencing a severe cost burden. "Special Categories" are those people in the population that need "supported housing" (special services due to some sort of disability). This table shows the percentage of the population in each category.

The average rent in Ashland for a single family, three bedroom, two bath home is about \$1130. A two bath, one bedroom is about \$600 per month. The median home price in Ashland based on the home sales in 1999 is \$174,000. A monthly payment, which

would include mortgage insurance and minimum down payment, is a little over \$1600 per month. There has been about a 48 percent increase in rental prices from 1995 to 2000 and a 34 percent increase in average home prices.

M. Harris looked at income levels. Median income has increased about 23 percent in the last five years. The housing costs increase is about 34 percent for home ownership. There is a gap shown on the graph between "Housing Costs and Median Income". Assuming someone had no debt and no assets, they would have to make about \$50,000 a year gross to be able to afford a median income priced home. Only about 15 percent of the population can afford to buy homes.

C. Harris wondered if there is a correlation between being severely burdened, being a homeowner and losing your home because you are severely burdened and not being able to get back into the market. M. Harris said it would be hard to find the data but she could look into it. She said there is a significant part of the population who own homes now that purchased them awhile back and they would no longer be in the income range to buy a home. C. Harris is concerned with the elderly who are on a fixed income. Their tax burden continues to go up and up and up. They could be forced out of their homes.

M. Harris said in 1990 the census showed 2.8 percent of rental units were vacant and 2.6 percent of the homes were available for ownership. In 2000, there is barely over a 1 percent vacancy rate for rentals and less than 1 percent for ownership.

Trends show that the number of persons per household in Ashland is decreasing. The number of units for senior housing has increased from 1990 to 1998. Land zoned multi-family is being used for ownership not rentals. That means land is at such a premium in Ashland, that people can make more money building houses for single ownership than they can rental units.

M. Harris still needs to find statistics on the homeless and quantify their needs. She also needs to do some more work on the economic trends in Ashland.

M. Harris said the other segment of the Consolidated Plan they will be looking at is the process used to give out the grant money each year. There were priorities in the 1995 Consolidated Plan but there are no criteria as to how the committee decides what projects should get the money. She thinks they need a grading system based on specific criteria.

C. Harris complimented Harris on the comprehensive work she has done. He said in looking at the table referring to the number of households by housing costs for renters, it appears if you combine the over-burdened and the severe cost-burdened that the number of low income and middle income in these categories is rising.

McKeever said he finds it astounding that people are hanging onto their dwelling. But, what other part of their family life is dwindling for that?

M. Harris noted that HUD does not require us to look at public services outside the

homeless. Only 15 percent of the CDBG money can be spent for public services. She believes the intent of the program is to put funds into getting folks of median and below into housing and get the job market going.

Schreiber noted that 60 percent of their clients are long-time Ashland residents who have gotten bumped out of housing because of cost or because of the job market. This is not just homelessness involving transients.

Hill mentioned to M. Harris to remember those on Medicaid and to mention Linda Vista Nursing Home as well as Mountain View and Skylark.

PUBLIC HEARING

CHRISTINE BURNS, 621 Oak Knoll Drive, represents Youth Focus. They are working to establish a youth shelter for homeless children in Ashland. Burns said they want to create a shelter for teens, aged 12 to 18. Their first order of business is to get an emergency shelter established and their secondary goal is to have a group home for children who are not able to return home for one reason or another. Their figures show the number of homeless teens in Ashland is really quite large. For many children, it is safer to be out on the street than be at home. They envision their organization being a bridge between their group and the family and ideally get children back in a safe situation in their home. Their goal is for a 20-bed facility. That seems low compared to the need. Most of the kids are not long-term and are in a shelter for less than a week.

CHARLOTTE DORSEY, President of Ashland St. Vincent DePaul and a member of ICCA, said she is aware of at least 20 children who are homeless. There is a tremendous need for service. They are getting a limited amount of money for utilities. Most of the money goes for rental assistance because people oftentimes are one check away from not being able to make it. There is a phenomenal need for services.

ANNA HOWE, 1555 Windsor, said she is a property manager and advocates increasing the rental housing in Ashland. She has people asking to be put on a waiting list to be called if there is a vacancy. She believes City policy has emphasized ownership. Developers are being subsidized to build owner occupied homes to sell to low income people. The emphasis has been on housing equals ownership. The rental market is getting either forgotten or a bad name. Rentals provide services low income families need. It gives them the ability to leave quickly if someone in the family gets a job or training and needs to move. There is especially a lack of rental housing for larger families. She was hoping they could put together ways to encourage rental housing. If you have larger units, you can provide facilities for children that promote the growth of the family. The City could encourage rentals. It is much easier to deal with rental subsidies than resale.

DEBBIE MILLER, represents ICCA. She said they have received CDBG grants in the past and they were able to purchase a resource center with them and with the center, they are able to serve of the very low income people in Ashland. Some of the programs need funding to continue. They have the shelter in the winter months. There is no rental assistance to ICCA because there is not funding available. Many of their clients

cannot make it from one month to another. They come for food from the food bank. They come for prescription money. ICCA provides public restrooms, laundry services and voice mail. ICCA's job is to help folks return to self-sufficiency. They would like to provide more emergency shelter services.

SHARON SCHREIBER represents ICCA and CERVS. She clarified and explained the family shelter program. At this point, it is running six months (winter) of the year. They are able to do ten beds a night. They provide one to twelve weeks of shelter for a family. The family is able to stay together in the faith community site (shared between churches). Every Monday the participants carry their mattress to a new site. Food is provided along with case management and medical care. They line them up with all the other services that they need to become self-sufficient and get into housing. She believes this type of shelter is absolutely critical and we need to be able to do more than ten beds a night. They are at the end of the first year of a three year planning process to enlarge their services and be able to provide more beds and serve more families. They are trying to expand and find additional sites for beds, however, if they had one site, it would be less invasive for the families and the people from the faith communities could come in at dinnertime and do fellowship and mentoring. If they had a larger facility, they could do far more.

THOMAS HEUMANN, 545 Orchard, wondered if the Consolidated Plan would include ordinances about where rentals are permitted. M. Harris said a detailed review of the ordinances is not a general part of the plan. There will be a section mentioned where the City policies affect the market.

Molnar said the Consolidated Plan will identify priorities in terms of rental housing. Then, when the Housing Element update begins in July, the Consolidated Plan will identify the issues and can be used as a framework to identify where accessory units should be placed. This will be a time to look at housing needs in the Orchard area.

Howe said she was hoping there would groups of housing that could have set aside 25 percent that would have their rent subsidized with qualified low income renters so people would mix and it would not be a stigma.

Vaughn asked the human service providers if they see with their agencies, a correlation for the demands on their services with what was reflected in the presentation today? Claeys (from ACCESS) said the tables provided by M. Harris indicate exactly what the situation is. People have to make choices about whether they will pay their rent this month or their utilities or eat, and when the rent is getting paid, they are at the emergency food bank. Families are struggling with how to meet their needs on a limited amount of disposable income.

Schreiber said most of their clients are working. The choice they have is to continue to pay their car insurance or their car payment so they can continue to work and give up their housing. Everything heard today is very relevant.

Medinger wondered how our figures compare with others in the valley. He is surprised we are 49 percent below the valley median because you think of Ashland as the rich end of the valley but obviously we are not. M. Harris does not have the numbers but she can work on that.

C. Harris is still stuck on the 79 percent who are struggling just to pay the rent or mortgage. Overall, the statistics tell him there needs to be a sustained affordable housing base, be it rental or owning, because people who have found rental housing are paying much of their income towards their rent than can be sustained and still have a healthy environment for themselves and their children.

Medinger said this brings up the balance of what you can hire people for and what their most basic needs are. This would be the whole issue of fair wages. It seems there is a national shift since the 60's that has eliminated the middle class. He wondered if fair wages could be addressed and what could be done to get a broader movement towards making local wages more realistic. Richardson said we are not going to find the service industries raising wages.

Hill said she was looking at last year's plan which included ten percent of the funds going to sidewalk construction and another ten percent for accessibility improvements to city owned buildings. She would like to encourage the Commission, when they get to the draft of this year's plan, that they increase the percentage of housing and community services and throw out the sidewalk construction and accessibility improvements to city owned buildings and let someone else find the money for that and let's use our money for housing and community services instead.

McKeever said it is like a quantum leap between the wages and the housing costs. The common thread he sees is the cost of housing. He advocates the Ashland Community Land Trust. Get the land out of the formula and things begin to look economically feasible.

HOUSING COMMISSION

The minutes of the February meeting were approved. The next meeting will be April 26th. Richardson will have a Harvest Built Homes person talk.

The city is sponsoring the second open house for all Commissioners. We could use volunteers to man the tables on April 13th from 4-6 p.m.

ADJOURNMENT – *The meeting was adjourned at 5:30 p.m.*

**Minutes from Second Public Hearing
May 2, 2000 City Council Meeting**

MINUTES FOR THE REGULAR MEETING

ASHLAND CITY COUNCIL
May 2, 2000
Civic Center Council Chambers, 1175 E. Main Street

PLEDGE OF ALLEGIANCE

Mayor Shaw called the meeting to order at 7:00 p.m., in the Civic Center Council Chambers.

ROLL CALL

Councilors Laws, Reid, Hauck, Hanson, Wheeldon and Fine were present.

APPROVAL OF MINUTES

The minutes of the regular meeting of April 18, 2000 and the continued regular meeting of April 19, 2000 were approved as presented.

SPECIAL PRESENTATIONS & AWARDS

1. Mayor's Presentation of James M. Ragland Memorial "Volunteer Spirit" Community Service Award.
Mayor Shaw explained how the Ragland Award came to be, and noted the dramatic example of community service that Jim Ragland had provided. Shaw recounted some of the programs and committees that Ragland was involved with and some of his many accomplishments.

Shaw noted that the individuals and groups nominated for this year's Ragland Award included the Real Corps, Sue Graham, Barbara Ryberg, and Hal Cloer.

Shaw announced Midge Thierolf as the recipient of the 2000 James M. Ragland Memorial Volunteer Spirit Award. Noted the endless hours of volunteerism contributed on Thierolf's part, which included, but were not limited to, YMCA fund drives, the Grove Teen Center, the Ashland Community Health Center, the Ashland Youth Activity Levy, the 1997 flood efforts, the Ashland High School DECA program, and the Ashland High School quad renovation. Shaw shared letters of appreciation that were submitted to recognize and honor Midge Thierolf and her community involvement.

2. Presentation by Mayor of plaque to Officer Lynn Parlette.

Mayor Shaw presented Officer Lynn Parlette with a plaque of appreciation and acknowledged his dedication and outstanding service to the city from 1977-2000.

3. Mayor's Proclamation of May 14 - 20 as "National Emergency Medical Services Week."

4. Mayor's Proclamation of May 14 - 20 as "National Historic Preservation Week."

Mayor Shaw read the proclamations in their entirety.

CONSENT AGENDA

- 1. Minutes of Boards, Commissions and Committees.**
- 2. Confirmation of Mayor's appointments to Ad Hoc Transportation, Transit & Parking Committee (*citizen members*).**
- 3. Quarterly Financial Report.**
- 4. Approval of rental rate for lease extension of city property providing access to the basement of the IOOF building (*Munchies Restaurant*).**
- 5. Transfer of Ashland Greenway property to successors of original dedicator.**
- 6. Approval of street cut on Park Street to install sanitary sewer and water services.**
- 7. Termination of a Public Utility Easement Portion located at 1331 Seena Lane Tax Lot 391E10BB - 407.**

Items #2, #3, #5 and #6 were pulled from the Consent Agenda.

Councilors Hauck/Wheeldon m/s to approve remaining Consent Agenda items. Voice Vote: All AYES. Motion passed.

2. Confirmation of Mayor's appointments to Ad Hoc Transportation, Transit & Parking Committee (*citizen members*).

Colin Swales/163 8th Street/Voiced his disappointment that he had not been contacted and allowed conversation with the Mayor on his possible appointment to this committee. Shaw explained that she only called those individuals that she was not familiar with. She stated that she had appointed individuals who had a strong interest in neighborhood areas.

Swales questioned the appointments of certain individuals to the Ad Hoc Transportation, Transit and Parking Committee and also the recent appointments to the Planning Commission.

Swales also questioned why Donn Todt was not reappointed to the Tree Commission. Shaw recognized Todt's years of dedicated service, and noted that she generally appoints members to only two terms although Todt has been on the commission for her entire tenure. She emphasized that both Todt and Robbin Pearce, the staff liaison to the Tree Commission, was told that Todt was welcomed and encouraged, to continue attending the Tree Commission meetings but that she wanted to encourage further citizen involvement.

Shaw explained the process she uses in appointing members to the Planning Commission, noting state requirements, and stated that if a member of that commission has conflicting interests, that individual has an obligation to either remove themselves from the decision or state for public information their conflict. Noted the difficulty in a small town of finding members to commissions who do not occasionally know people coming before them or have some personal interest in certain matters.

Shaw also noted that her appointment of Don Reynolds to the Transit Committee was not about the library issue but rather about transportation alternatives for the entire city.

Hauck noted that the council has to approve the Mayor's appointments to all committees and that the council submits recommendations to the Mayor.

5. Transfer of Ashland Greenway property to successors of original dedicator.

Councilor Reid noted that there was an opportunity here for the city to plant trees and/or make the creek deeper to cool the water here. Wheeldon noted the work of the Ashland Watershed Partnership in seeking to restore riparian areas; she emphasized that the Partnership is contacting property owners along the creek and working to restore habitats. City Attorney Paul Nolte explained that this item is not an opportunity of the sort Reid is seeking, and that the city would have to seek cooperative agreements from property owners to improve the stream beds and plant trees. He noted that this would possibly require incentives from the city and pointed out that the Planning Department is in the process of strengthening the riparian ordinance to protect habitats.

6. Approval of street cut on Park Street to install sanitary sewer and water services.

Councilor Hanson questioned the street cut on Park Street and why the city has street moratoriums if they are not followed. Public Works Director Paula Brown explained that all property owners are noticed when a moratorium is placed on a city street because of paving. However, street cut requests can come before the council from people who are new to the area, or who have changed plans and are now trying to build on lots. In this case, the owner did not plan to build at the time the moratorium was put in place but now is building and would need to leave the project incomplete and vacant for nine months to comply with the moratorium.

Shaw noted that people could stub in connections when a moratorium is going to be in place, and Brown noted that this is encouraged. Brown noted that any costs from this street cut would fall to the individual requesting it. Discussion was held on the history of these requests, and whether the council has turned them down in the past. Brown noted that it might be appropriate to look at the fees charged, and to consider the possibility of charging more when cuts are in a moratorium area.

3. Quarterly Financial Report.

City Administrator Mike Freeman noted that the Quarterly Financial Report is not completed and asked that this item be pulled from the Consent Agenda.

Councilors Fine/Hanson m/s to approve items #2, #5 and #6 of the Consent Agenda. Voice vote: All AYES. Motion passed.

PUBLIC HEARINGS

1. Public Hearing on and Adoption of the 2000-2004 Consolidated Plan for Community Development Block Grant Funds.

Associate Planner Maria Harris presented a synopsis on the update of the Consolidated Plan for Community Development Block Grant (CDBG) Funds. She explained that in accordance with federal regulations a Consolidated

Plan is required.

Harris noted community needs and housing trends which indicated that 43% of Ashland households are below 80% of the median income (\$38,800 for a four-person family). Also pointed out that 70% of those households are renting and only 30% own their homes. 29% of those households are "overburdened" by housing costs, and 38% experience severe cost burden.

Harris explained housing costs for home sales and rentals, noting that the average rent is approximately \$600 for an apartment and \$1130 for a house and that the median home price is \$174,000 with a \$1635 monthly payment.

Harris pointed out that in terms of homelessness and poverty trends, the Medford-Ashland median income lags behind other metropolitan areas while housing costs are higher. Also stated that the poverty rate and the poverty rate for children are higher than in the county and the state as a whole.

Harris explained that the priorities in this plan are similar to the 1995 plan, and briefly noted the priorities that have been carried over to the new plan. Some of these new priorities include job creation and looking at providing housing and supportive services to those with special needs. Harris concluded by noting the Community Development priorities, which are similar to the last plan, but with the addition of traffic calming measures in eligible neighborhoods.

Harris briefly summarized the changes she had noted, and noted for the council that priorities are ranked in this plan and criteria are included for awarding grants. Harris explained that there is an action plan which will be brought back to the council annually.

Wheeldon asked if there had been any comparison between the types of employment and corresponding pay levels between Ashland and areas with more diverse economies. Harris explained that there are county by county numbers, but that they are not particularly revealing.

Laws stated that he felt that this is a fine report, despite his perception that some of the figures are distorted by the number of students in Ashland and the availability of Ashland-specific statistics. Laws also emphasized that poverty and homelessness are regional issues and need to be addressed accordingly.

PUBLIC HEARING OPEN: 8:27 p.m.

No speakers came forward.

PUBLIC HEARING CLOSED: 8:28 p.m.

Councilors Reid/Hanson m/s to adopt the Consolidate Plan for Community Development Block Grant (CDBG) Funds. Roll call vote: Laws, Reid, Hauck, Hanson, Wheeldon, and Fine, YES. Motion passed.

PUBLIC FORUM

Eric Navickas/711 Faith Ave/Navickas noted he is present to discuss the Ski Ashland issue. Stated that he has spoken to Paula Brown and that she feels that demanding proper mitigation and monitoring are the two major issues for the City. Read a statement regarding the Ski Ashland expansion and questioned if proper monitoring has taken place. He noted that the city had dredged and sluiced several times, and commented on the need for proper mitigation. Also suggested that the Forest Service needs to prove that they will provide proper adequate monitoring and mitigation for the watershed.

Laws commented on Navickas repeatedly appearing before the Council on this matter. Gave a brief history on activities in the watershed, and noted logging and subsequent erosion which went into the reservoir. Explained that the City had to sluice every few years for some time, which caused environmental problems downstream. Emphasized that the City worked with the Forest Service to address this issue by stabilizing the roads and working on catch basins, and stated that this work with the Forest Service has been tremendously successful. Laws stated that this experience in working with the Forest Service gives him confidence in their ability to control erosion for the ski area expansion. Commented on the sewage treatment plant facility for the planned ski area expansion, and noted that the improvements will mean that the situation there is better than it has been in the last decade. Stated that he feels comfortable regarding these concerns over protecting the watershed, and that he does not have the expertise to address the other issues Navickas raises relative to the mountain itself.

Navickas stated some corrections to the information Laws had provided, noting additional logging and dredging that have

occurred and continued to cause problems with erosion.

Councilor Wheeldon/Reid m/s to place this issue on the agenda for discussion. DISCUSSION: Freeman noted that Brown's document will go to the Forest Service as the city's comment on this matter, and that it is the city's responsibility to provide comment on this issue. Shaw objected to adding this item to an already full agenda, and suggested that the matter could be raised under Other Business from Council Members. Roll call vote: Wheeldon and Fine, YES. Laws, Reid, Hauck, Hanson, NO. Motion failed 4-2.

Colin Swales/143 8th St/Voiced his concern with the costs associated with the takeover of jurisdiction over Siskiyou Boulevard and the overall increase in the city's budget. He discussed the Kittleson Study and the findings therein that were relative to the library intersection. Questioned if the voters understood that a portion of the funds from the Library and Fire Station measures included costs related to improving this intersection, and questioned just what the cost will be to make the necessary improvements.

Councilors Laws/Reid m/s to place this item on a future agenda for further discussion prior to final action on the budget. Voice vote: All AYES. Motion passed.

Ryan Navickas/711 Faith Ave/Questioned the lease agreement with Ski Ashland and the lack of power that the city council seems to have with this entity. Suggested that the lease needs to be renegotiated to regain some decision making power. He stated his feeling that the City Council does have the power to stop the ski area's expansion through strong comments or legal action, and if the ski expansion goes through it is the council responsibility.

UNFINISHED BUSINESS (None)

NEW AND MISCELLANEOUS BUSINESS

1. Council meeting Look Ahead.

It was noted by City Administrator Mike Freeman that the quarterly financial report will be ready for the May 16 meeting. He also noted that intersection improvement previously questioned by Swales will be discussed at that meeting and the hotel/motel tax allocation will be added to future items.

Reid explained that the hotel/motel tax collected more money than expected, resulting in a "bonus check" to the chamber and to OSF. A Budget Committee subcommittee suggested looking at the way this was handled to bring forth requests based on needs. Freeman clarified that at the last Budget Committee meeting, Fine had requested that the matter come back to the council. Shaw clarified that this must first be dealt with by the Budget Committee and a request can be made to change the ordinance setting the allocations.

Laws asked that Nolte look at the ordinance to determine if a "bonus check" was appropriate and the council discussed how this should be handled, noting that the allocation is a percentage. Shaw asked that this item be returned to the Budget Committee.

Freeman clarified that the study session for May 17 was left open to allow for the possibility of a continued council meeting on the off-site spray irrigation site.

ORDINANCES, RESOLUTIONS AND CONTRACTS

1. Authorize the City Administrator to sign labor agreement, ratifying the tentative contract between the City and Teamsters Local Union No. 223 (Police).

Councilors Reid/Wheeldon m/s to approve authorization of City Administrator to sign labor contract. Roll Call Vote: Laws, Reid, Hauck, Hanson, Wheeldon and Fine, YES. Motion passed.

NEW AND MISCELLANEOUS BUSINESS (CONTINUED)

2. Continuing discussion of wastewater effluent and bio-solids management options.

Public Works Director Paula Brown provided updates to the requests made previously by council regarding effluent and bio-solids management options. She emphasized that this meeting is devoted to providing information, that council should ask questions and that staff is given clarity for a decision point at the next meeting of May 16. She explained that the decision that will be before the council on May 16 is whether to put treated effluent into the creek or will there be land application of effluent.

Brown explained that there have been four options that have been discussed. These are as follows: 1) Return effluent to the Creek throughout the year through wetlands or natural phosphorous removal means with an identified and accepted temperature reduction methodology; 2) Return effluent to the creek throughout the year by adding filters and chemical precipitation method to remove phosphorous at the Wastewater Treatment Plant (WWTP) and include an identified and accepted temperature reduction methodology; 3) Reuse the treated effluent during the irrigation season (May through November) on the city's hillside property with low head, low trajectories, low pressure land application methods for a grass crop and winter cattle grazing, and 4) Reuse the treated effluent during the irrigation season (May through November) on the city's hillside property with low head, low trajectory, and low-pressure land application methods for a poplar plantation or similar use.

Brown explained that the option of returning effluent to the creek through wetlands has been removed because DEQ in a short time frame does not have the data to make this happen.

Brown clarified that the State Health Division and the Department of Environmental Quality will be at the May 16 council meeting. She stated that if the decision is to go back to the creek the agencies involved would be consulted for return of water to the creek. The primary agency making this decision is the Oregon Department of Water Resources. Laws stated that he would like to invite individuals from the fishery agencies and requested that Brown find someone who could speak with knowledge of this area. Brown explained that if these individuals are invited, and they are not the decision makers on the question that is being asked, it becomes a debate situation.

Reid explained that the reason she brought up the Department of Agriculture is because of a law suit that is currently in the courts and has to do with poplar plantations. She felt that if the poplar plantation is going to be an option to be considered by council, that the council may want to be aware of these proceedings.

Fine stated that there had been two other possibilities discussed and noted them as drip irrigation instead of any kind of spraying and returning water to the creek following its dilution with water obtained from the Lost Creek Dam Water rights. Brown clarified that drip irrigation will be discussed and why it is considered but not really on the table. She explained that the option of the dilution is probably not a solution. Bob Eimstad from Carollo Engineers stated that the Federal Rules that implement the Clean Water Act do not allow dilution to the effluent before it is discharged.

Carollo Engineers' Bob Eimstad explained that the original system that was proposed for the hillside spray irrigation used about 190 heads/170 psi for spraying and did not fall within the category for the Health Division as low pressure load capacity. He stated that they have found a sprinkler head that is a low impact type sprinkler, but smaller in size with a low trajectory spray. He explained that using these sprinkler heads would mean 570 heads to cover the same area. Eimstad stated that his will drive up the cost of the project, with the biggest cost associated with distribution piping. He clarified that this has not been submitted to DEQ or to the Health Division to see if this satisfies their undefined requirements for a low trajectory, low pressure system. He stated that his will be the next step.

Eimstad explained that one of the cost factors is to design an irrigation system that would be protected from cattle damage if this is going to be used for pasture grass. He clarified that one of the assumptions is to continue on with pasture grass and that the sprinklers and piping would need to be protected from cattle.

He explained that they modeled the microorganism densities with the smaller sprinklers which made some conclusions regarding the amount of bacteria due to aerosol spray which is in the report submitted to the council. He stated that using the results of the model indicate a low probability of coming into contact with a pathogenic microorganism.

Eimstad explained for the council that aerosol production is directly related to orifice diameter and the pressure that you operate them in. He clarified that the larger the orifice, and higher pressure, the lesser amount of aerosols is produced. He felt that the concern with the big guns had to do with projecting the aerosol higher into the air and the possibility of the aerosol to migrate.

Eimstad explained that colony forming unit (CFU) is a bacterium that has caused a colony to grow on that particular medium. He stated that they did not run the model showing a breakdown of the automated weather station, continued use of sprinklers and 30-40 mile an hour wind gusts, in order to determine how much bacteria would be found at the nearest homes. He explained that the model is based on empirical data and he is not sure that this included 30 miles an hour wind conditions. Fine voiced his concern and asked for scientific information on the risk level of risk with the

possible situation where the automated weather station breaks down and the spray continues in wind gusts. Eimstad stated that the logical approach would be to add redundancy to the control system and agreed to go back and look at the development of the model to see if it can be stretched to 30 miles an hour winds.

He informed the council that there are a few homes within the 1000 feet of a sprinkler head. He explained that at the May 16 meeting he could bring a drawing of the irrigation system with 1,000 foot radius circle around the perimeter to show which houses may be affected.

Brown reported that there has been no collection of wind data at this site and that the closest wind data would be from the Ashland airport. Eimstad explained that the model is based on assumed wind conditions.

Eimstad presented a draft memorandum on year-around discharge of WWTP effluent to Ashland Creek and explained that the cost numbers need to have additional detail information worked out.

He reported that they had spoken to DEQ and found out what permit limits they would impose in the summer season and it is anticipated that these would be quite stringent limits.

He explained that the city has two options for getting to the level of concentration expected. These options are: 1) A filtration plant following the current WWTP; or 2) Membrane filters. He stated that these figures do not include temperature.

Eimstad explained costs associated with membrane filters, and commented that there is significantly higher operating cost associated with the running of this type of plant. He explained that you have to tailor the system to meet the particular need of the community.

Eimstad explained that the costs presented do not include any of the biosolids costs and that these figures are only for the liquid stream portion. He wants the council to clearly understand the implications of not using the hillside property for anything, what part would then be spent for liquid stream treatment, and how you would discharge into the creek.

He reminded the council that the biosolids would still need to be dealt with in some way. He estimated that instead of \$8.6million cost associated with effluent irrigation and biosolids facilities on the hillside, that the cost would be somewhere around \$16million to discharge to the creek on a year around basis.

Eimstad clarified that there is no way to separate the effluent from the biosolids. Reid voiced her support in continuing to look at alternative options for biosolids. Hanson commented that we may be running out of time for looking at alternate options. Laws felt that it would be appropriate for additional alternative options to submit their ideas in a memorandum to the council prior to the May 16 meeting.

Brown stated that they have asked Clearwater Technologies to submit a proposal and information on their proposed method on disposal of biosolids. She suggested that, if this is of interest to the council, that this could be scheduled for discussion at the May 16 meeting. Shaw emphasized the need for this information to be submitted in writing prior to the May 16 meeting to allow adequate time for council review.

Brown explained that the next phase is to bring back information on wind speeds as requested and cost for the temperature.

Eimstad briefly explained the Total Maximum Daily Load (TMDL) discussed in the background report prepared when DEQ was first developing the permit. Explained that the report gives 0.13 phosphorous limits as a monthly average, but that he has heard from DEQ since then, that 0.08 would be the daily maximum. Eimstad noted that they would check to verify whether DEQ will be concerned with daily maximums or monthly averages.

President of Sylvan Systems John Warinner presented a proposal for utilizing Ashland's Wastewater for economical and ecological Benefit. He explained that the goal would be to manage the wastewater to minimize health risks to Ashland citizens, to minimize financial impact and risk, and to enhance the environment. He stated that the tool that they have developed to meet these goals is to design, build and operate a plantation to grow high-value poplar wood with wastewater. Warinner stated that their goal would be to minimize health risks while optimizing economics and ecology. He explained that Sylvan Systems is the premier poplar grower in the Pacific Northwest, with a decade of experience in poplar breeding and growing, ten poplar-based reuse projects, and a proven intensive culture strategy for growing

poplars as a high value wood and a proven precision irrigation strategy. He explained that their product is called “cambium wood,” and pointed out that there is a fifty-year history of this sort of project in Europe. He emphasized that their focus is growing wood profitably and sustainably with proven value as a solid wood product.

Warinner noted that the farm product will be trees that are 14-18 inches in diameter, 100 feet tall, with an 8-year production cycle. These will produce straight, clear, whitewood logs with value as plywood, molding and veneer-based products. Warinner discussed the nearly identical climates between the Rogue Valley and Walla Walla Valley where they have their model plantation. He discussed value-added end products that would be possible, including plywood, particle board, hardboard, furniture, molding, paper, energy production and emphasized that every part of the tree will be used.

Councillors Hanson/Fine m/s to extend the meeting to 10:30 p.m. Voice vote: All AYES. Motion passed.

Warinner pointed out that the poplar wood industry provides 40% of the wood in Italy, and can be used in the United States for plywood production. Warinner discussed the production system, which uses precision irrigation with smaller sprinklers in a densely planted plantation with very little chance of water migrating off of the site. Emphasized that there are a number of ways to handle buffers and irrigation with a plantation, and pointed out that cover vegetation is also used.

Discussed site suitability and design work they have done, and noted that they have no concerns about growing trees on the site. Suggested that the economic benefits to the city would be a significant reduction in capital costs with income to offset operating costs, and that ecologically, between the crop and irrigation system, concerns over the aerosol effect could be minimized.

Warinner emphasized that their irrigation management procedures are state-of-the-art, meaning that concerns with runoff, leaching, and water management are minimized. Clarified that their herbicide usage is minimal to control weeds while establishing the trees, and stated that the herbicides do not leave the site. Also stated that pesticide use would be localized, and that pesticides would be used only rarely to address any insect problems that might be encountered.

Warinner suggested that this proposal would enhance the area’s hydrology, and would reduce energy used for irrigation while enhancing air quality with long-term carbon sequestration. Also, mentioned the enhancement of wildlife habitats. He stated that they have reason to believe that they can achieve FSC certification, given the city’s preference for certified wood.

Warinner emphasized that they are open to modification of the program to work with the city’s needs and stated that their proposal is to cut trees every eight years, but that harvest would likely be phased with selective cutting to avoid clear cutting of the hillside.

Warinner discussed whether the amount of effluent to be produced could all be used on the site. Warinner stated that the effluent produced is well within the capacity of the site. Laws suggested that the council would also like an answer on whether the bio-solids could also be used by the May 16 meeting. Warinner confirmed that he has experience using bio-solids on poplar plantations and will work with Brown to prepare information for the next meeting.

Warinner stated that it would cost approximately \$60,000 to change the city’s system to accommodate what they are proposing and noted that the irrigation system construction would cost about \$1,500 per acre, versus the “big gun” system estimate of \$3,000 per acre. Stated that operating costs are potentially very low, and would be subsidized by the value of the wood.

Warinner explained that they would like to own and grow the wood, but they can accommodate whatever the council wants. Confirmed that they can design a system to include wind sensors if the council wants such a system, but that wherever possible they prefer to have humans making decisions. Explained that within 45 days the tree canopy will begin intercepting the stream of the sprinkler spray to counteract wind, and confirmed for Fine that effluent leaving the site is a design issue and that reasonable precautions can be taken. It was stated that he did not believe that any risk factor can be reduced to zero, but that they can take all reasonable and prudent precautions to minimize risk.

Warinner concluded that the proposal they are making is that the city would own the conveyance and storage, and the irrigation system, and they would own what is grown. He cited critical risks as: acts of god, contractor performance, design, management, future value of the wood, financing and insurance. Emphasized that his firm has a proven track record and can make assurances to address these risks as needed. Stated that if the city wishes to pursue this, equitable

relationships need to be negotiated and design needs to begin.

Warinner clarified that Sylvan is the only group in the Northwest growing poplar for solid wood, and stated that this is based in their cultural practices in growing poplars. Discussed costs for growing pulp/fiber versus for lumber, noting that poplar used as wood is five times more valuable than that used for pulp or fiber.

OTHER BUSINESS FROM COUNCIL MEMBERS

Council asked that Brown's memo be sent to the Forest Service to provide city input on the issue of the Mount Ashland ski area expansion.

Reid asked that Tolman Creek Road be placed on the agenda for the first meeting in June.

ADJOURNMENT

The meeting was adjourned at 10:30 p.m.

Barbara Christensen, *City Recorder*

Catherine M. Shaw, *Mayor*