

DATE: March 28, 2022
TO: City of Ashland
FROM: ECONorthwest, Beth Goodman and Nicole Underwood
SUBJECT: Contextualizing Housing Needs in Ashland

The Ashland Housing Capacity Analysis (HCA) describes the housing needs of current and future residents of Ashland based on some demographic and socioeconomic characteristics, such as age and income. It does not provide detailed data about housing needs for other demographic characteristics, such as race, ethnicity, people with a disability, or people experiencing homelessness.

This memorandum provides additional information about the housing needs by income, age, race, ethnicity, disability and for people experiencing homelessness. It uses standard sources of information from the U.S. Census. It adds information from other sources, such as Oregon's Housing and Community Services Department, the United States Department of Housing and Urban Development, Costar, and the City of Ashland.

This memorandum presents a description of the housing needs that the Housing Production Strategy is intended to address, as well as existing policies to address Ashland's housing needs.

Stakeholder Engagement

Since 2017, the City of Ashland has undertaken several strategic planning document updates and policy changes which required public engagement processes and community input.

- **Housing Element Update** – From 2017 to 2019 the City undertook an update of the Housing Element of the Comprehensive Plan. This process included a community forum and an online questionnaire as well as several public hearings.
- **5-Year Consolidated Plan** – In 2020, the City updated the 5-year Consolidated Plan for the use of Community Development Block Grant funds. This included an online questionnaire, individual stakeholder interviews and three public hearings.
- **Annual Rent Burden Public Forums** – Since 2018 the City has been holding annual rent burden public forums in accordance with HB 4006.
- **Housing Capacity Analysis** – From 2020-2021 the City worked with a consultant to complete an updated Housing Capacity Analysis which involved a subcommittee comprised of Ashland citizens, developers, land use professionals, and other community stakeholders, as well as several public hearings.
- **Middle Housing Code Update** – In 2021, the City developed new code language to establish a middle housing code in accordance with HB2001. This process took place between 2020-2021 and included several public hearings and a Development Round Table meeting.

- **Affordable Housing Program resolution and ordinance review and update** – Lastly, the City undertook a review and update of the resolution and ordinance that governs the City of Ashland Affordable Housing Program. This process included targeted public meetings with homeowners and affordable and private market housing developers as well as several public hearings before the Housing and Human Services Commission, the Planning Commission, and the City Council.

Summary of Public Feedback Themes from Recent Community Engagement Activities *(The bulleted items below include issues regularly raised by members of the public regarding needed housing and suggested policies and actions the City could explore to assist in the production of needed housing.)*

- Increase density, rezone land to ensure more multi-family zoned land/higher density zoned land, promote infill over sprawl, but only where appropriate (not in historic districts or next to existing single-family neighborhoods).
- City Planning policies should allow for more flexibility in housing type and design. More innovative alternative housing types should be allowed such as container houses, tiny houses, micro cottages. Similarly, more diversity of development and household types should be allowed, co-ops, co-housing, tiny house villages, mixed use/commercial/residential, multi-generational households/seniors renting rooms in their homes to students, and Single Room Occupancy/boarding house type households.
- Need larger houses/units to attract families with children, but also need smaller units for the existing population of seniors and students.
- Need for more affordable housing for both rental and ownership. This is a highly prioritized need. Cost and availability of housing are consistently identified as problem areas and are prioritized for policy solutions/city support.
- The City should support alignment with the Ashland Climate and Energy Action Plan (CEAP) policies. Parks, outdoor recreation, and preservation of and access to natural areas are a high priority for the Ashland community. Eco-friendly/green housing developments, less reliance on cars, more alternative transportation friendly developments are highly prioritized.
- City should reduce parking requirements, plan for more innovative, alternative transportation options.
- Cost of public infrastructure is a barrier to development.
- City processes can be a barrier to development. The City needs to provide more information/resources to help the public learn about City incentives and processes for housing development/ARU's/annexations.

Housing Needs Addressed by the Housing Production Strategy

The housing market produces some types of housing without need for public intervention, such as development of single-family detached housing. The HPS focuses on ensuring that housing is produced for housing that may require public intervention, to ensure future housing production. This section describes the housing needs that are the focus of the HPS: development of income-restricted and middle-income affordable housing and housing to meet the special needs of specific groups. For the most part, information about Ashland's housing needs are based on analysis from the *Ashland's Housing Capacity Analysis* report (May 2021), as well as on additional analysis of unmet housing needs for underserved groups (based on analysis in Appendix A).

The Housing Production Strategy is intended develop policies and actions that address Ashland's housing needs. Throughout this report, we discuss housing affordability based on Median Family Income (MFI) that are defined by the U.S. Department of Housing and Urban Services (HUD) for Jackson County for a family of four people in 2021. The terms used to describe housing affordability by income group are:

- Extremely Low Income: Less than 30% MFI or \$21,900 or less for a family of four and can afford monthly housing costs of \$550¹ or less
- Very-Low Income: 30% to 50% of MFI or \$21,900 to \$36,600 for a family of four and can afford monthly housing costs of \$550 to \$920
- Low Income: 50% to 80% of MFI or \$36,600 to \$58,500 for a family of four and can afford monthly housing costs of \$920 to \$1,460
- Middle Income: 80% to 120% of MFI or \$58,500 to \$87,700 for a family of four and can afford monthly housing costs of \$1,460 to \$2,190
- High Income: 120% of MFI or more \$87,700 or more for a family of four and can afford monthly housing costs of \$2,190 or more.

Financially attainable housing costs for households across the income spectrum in Jackson County are identified in Exhibit 1. For example, a household earning median family income in Jackson County (about \$73,100 per year)² can afford a monthly rent of about \$1,830 or a home roughly valued between \$256,000 and \$292,000 without cost burdening³ themselves.

¹ These estimates of affordable housing costs assume that the household spends no more than 30% of their gross income on housing costs, a standard set by the U.S. Department of Housing and Urban Services to measure housing affordability.

² Note that Median Family Income for the region is different than Median Household Income (MHI) for Ashland (see Exhibit 15). MFI is determined by HUD for each metropolitan area and non-metropolitan county. It is adjusted by family size – in that, 100% MFI is adjusted for a family of four.

³ A household is considered cost burdened if they spends more than 30% of their gross income on housing costs, a standard set by the U.S. Department of Housing and Urban Services to measure housing affordability.

In Ashland, the median home sales price for November 2021-January 2022 was \$549,900. A household would need to earn \$140,000 (192% of MFI for a family of four) to afford the median sales price of a home in Ashland, shown in Exhibit 36 in the appendix.

Fewer than one-quarter of Ashland's households have income sufficient to afford housing sales prices in Ashland. About one-thirds of Ashland households are unable to afford the average asking rent in Ashland without cost burden.

Rent costs also pose a barrier to finding affordable housing for many households. A household would need to earn about \$62,000 (85% of MFI for a family of four) to afford average asking rent for a 2-bedroom unit (\$1,550 per month) shown in **Error! Reference source not found.** in the appendix.

Many residents in Ashland have incomes low enough that they cannot afford market-rate rents. The reason for this is that the local housing market cannot produce income-restricted, subsidized affordable housing (housing affordable at 60% or less of MFI) at sufficient levels – and because it cannot often produce low income/workforce housing (housing affordable at 60% to 80% of MFI) without subsidy, many households in Ashland are cost burdened. A household is defined as cost burdened if their housing costs exceed 30% of their gross income.

Exhibit 1. Financially Attainable Housing, by Median Family Income (MFI) for Jackson County (Medford-Ashland MSA) (\$73,100), Ashland, 2021

Source: U.S. Department of Housing and Urban Development, Jackson County, 2021. Oregon Employment Department.

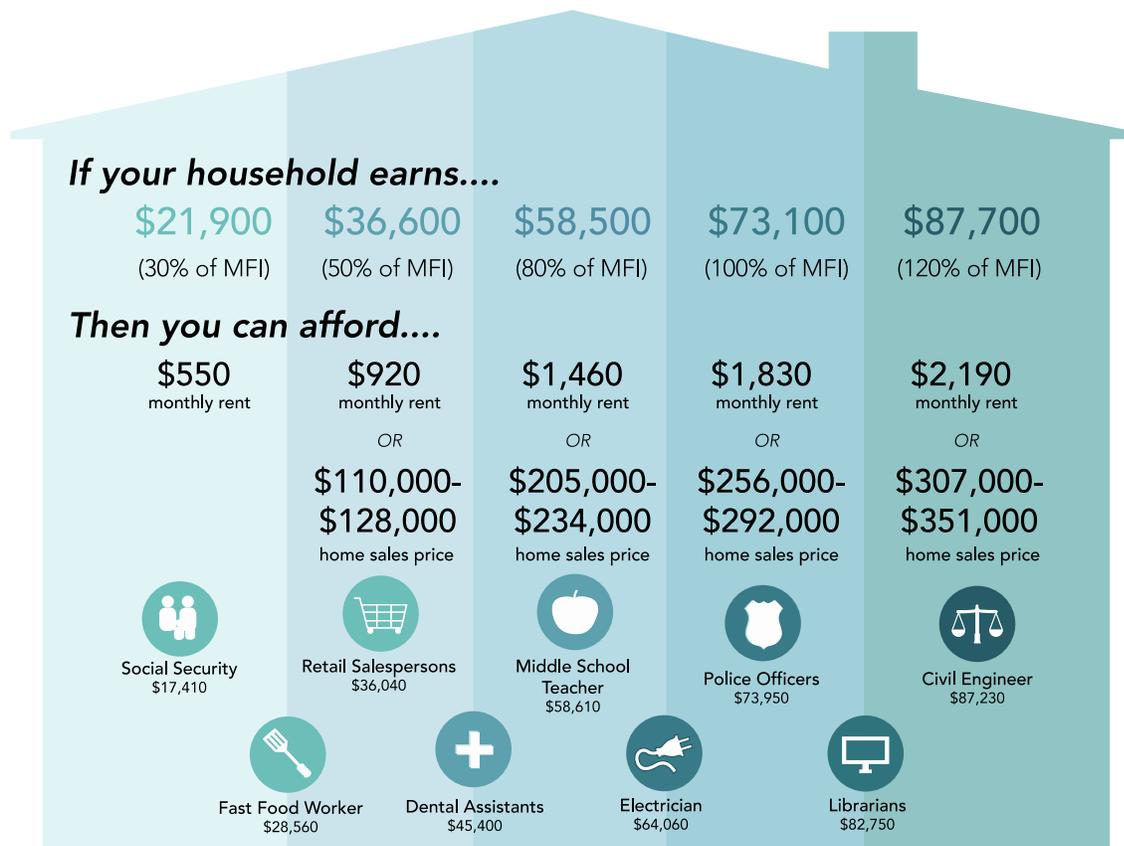
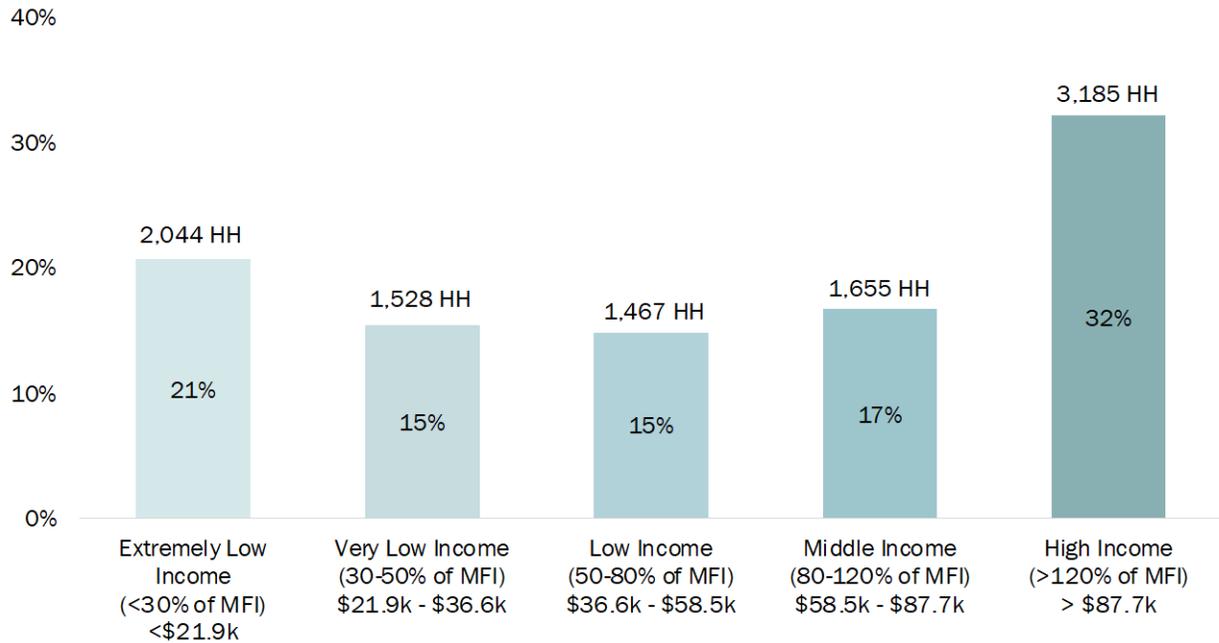


Exhibit 2 shows that 36% of Ashland’s households had incomes less than 50% of Median Family Income (MFI) (\$36,600) and cannot afford a two-bedroom apartment at Jackson County’s Fair Market Rent (FMR) of \$1,195 in 2022.

Exhibit 2 Share of Households by Median Family Income (MFI) for Jackson County (\$73,100), for a household of four, Ashland, 2021

Source: Analysis by ECONorthwest; U.S. Department of HUD, Jackson County, 2021. U.S. Census Bureau, 2015-2019 ACS Table 19001.



The actual income thresholds vary in MFI based on household size. For example, a household of one person with an income of 80% of MFI has an income of \$40,940 compared to the income for a household of four (\$58,480) or a household of six people (\$67,855). The housing needs for a single person are also different than those of a household of four people or six people. Throughout this document, we use the income for a household of four to illustrate housing needs but MFI varies by household size, as does the size and other characteristics of housing need.

Exhibit 3 Median Family Income and housing affordability by Household size, Jackson County (Medford-Ashland MSA), 2021

Source: Analysis by ECONorthwest; U.S. Department of HUD, Jackson County, 2021.

	30% MFI	60% MFI	80% MFI	100% MFI	120% MFI
1-person					
Annual Income	\$ 15,351	\$ 30,707	\$ 40,940	\$ 51,170	\$ 61,404
Affordable Monthly Housing Cost	\$ 384	\$ 768	\$ 1,023	\$ 1,279	\$ 1,535
2-people					
Annual Income	\$ 17,544	\$ 35,106	\$ 46,799	\$ 58,480	\$ 70,176
Affordable Monthly Housing Cost	\$ 439	\$ 878	\$ 1,170	\$ 1,462	\$ 1,754
4-people					
Annual Income	\$ 21,930	\$ 43,860	\$ 58,480	\$ 73,100	\$ 87,720
Affordable Monthly Housing Cost	\$ 548	\$ 1,097	\$ 1,462	\$ 1,828	\$ 2,193
6-people					
Annual Income	\$ 26,906	\$ 50,890	\$ 67,855	\$ 84,796	\$ 101,755
Affordable Monthly Housing Cost	\$ 673	\$ 1,272	\$ 1,696	\$ 2,120	\$ 2,544

The housing needs in Exhibit 4 are the basis for the policies and actions presented in Chapter 3.

Exhibit 4. Ashland’s Housing Needs that are Addressed in the HPS

Description of Need	Ashland’s Housing Need
New housing to accommodate population growth	The HCA projects growth of 858 new dwelling units in Ashland between 2021 and 2041.
Housing Need by Income	
Existing households with income under 120% MFI ⁴	Extremely Low Income (< 30% MFI): 2,044 households (21% of households) Very-Low Income (30-50% MFI): 1,528 households (15% of households) Low Income (50-80% MFI): 1,467 households (15% of households) Middle-income (80-120% MFI): 1,655 households (17% of households)
New households with income under 120% MFI ⁵	Extremely Low Income: 180 households (21% of new households) ⁶ Very-Low Income: 129 households (15% of new households) Low Income: 129 households (15% of new households) Middle-income: 146 households (17% of new households)
Housing Needs for Extremely-Low (< 30% MFI) and Very-Low Income (30-50% MFI) Households	At a minimum, Ashland has housing need for: <ul style="list-style-type: none"> ▪ 309 new households earning less than 50% of MFI <ul style="list-style-type: none"> ▪ Ashland also has 3,572 existing households earning less than 50% of MFI ▪ These households can afford rents (including basic utility costs) of not more than \$920 per month. <ul style="list-style-type: none"> ▪ A household would need to earn \$62,000 to afford asking rents for a two-bedroom unit of about \$1,550 (about 85% of MFI for a family of four). These households cannot afford this rent. ▪ Meeting the housing needs of these households will require a combination of preserving existing income-restricted affordable housing and development of new income-restricted affordable housing. Development of income-restricted affordable housing typically requires extensive subsidy, with funding from state and federal sources, in addition to any support from the city and other partners.

⁴ The HPS does not anticipate building new units for all existing households in Ashland that have problems affording housing costs. But the HPS does propose actions to stabilize the housing costs of existing lower income households and may result in development of housing that is more affordable to these households, enabling them to stay in Ashland. Information about lower income households and cost burden for existing households illustrates the existing housing need in Ashland.

⁵ This assumes that future residents of Ashland have an income distribution that is the same as existing residents. Given the fact that incomes have grown at a relatively slow pace over the last two decades in comparison to housing costs (especially home sales prices) this seems like a conservative assumption about the future affordability of housing.

⁶ The *Ashland HCA* document used MFI from 2020 and this document uses 2021 MFI. As a result the number of new households are slightly different by MFI category in Exhibit 4 than in Exhibit 69 in the *Ashland HCA*. The differences are minor and are based on growth of 858 new households, as forecast in the *Ashland HCA*.

<p>Housing Needs for Low Income (50-80% MFI) Households</p>	<p>At a minimum, Ashland has housing need for:</p> <ul style="list-style-type: none"> ▪ 129 new households earning between 50% and 80% of MFI <ul style="list-style-type: none"> ▪ Ashland also has 1,467 existing households earning between 50% and 80% of MFI ▪ These households can afford rents (including basic utility costs) of between \$920 and \$1,460 per month. <p>A household would need to earn \$62,000 to afford asking rents for a two-bedroom unit of about \$1,550 (about 85% of MFI for a family of four). These households cannot afford this rent.</p> ▪ Meeting the housing needs of these households will require a combination of preserving existing “naturally occurring affordable housing” and development of new income-restricted affordable housing in this price range. While these households can afford the average asking rent, some households in this income range may need rent assistance, such as a Housing Choice Voucher. Development of new housing affordable in this price range generally requires some subsidy or public support, such as tax exemptions, government funding (typically federal, state, or county, with some level of local contribution being critical) reduced systems development charges, low-interest loans, philanthropic contributions, or other financial support. Funding for rental housing affordable at 60% to 80% of MFI is scarce. Homeownership opportunities for this income range will likely be related to housing developed by nonprofit organizations, possibly with some subsidy, such as through a community land trust.
<p>Housing Needs for Middle Income (80-120% MFI) Households</p>	<p>At a minimum, Ashland has housing need for:</p> <ul style="list-style-type: none"> ▪ 146 new households earning between 80% and 120% of MFI <ul style="list-style-type: none"> ▪ Ashland also has 1,655 existing households earning between 80% and 120% of MFI ▪ These households can afford rents (including basic utility costs) of between \$1,460 to \$2,190 per month. <ul style="list-style-type: none"> ▪ These households can afford rents higher than the asking rents for a two-bedroom unit of about \$1,550. ▪ However, households in this range cannot afford the median home sales price in Ashland of \$549,000. ▪ Some households with income in the higher part of this range are likely to live in rental housing and some may be homeowners, especially people who have owned their home for years. Households with incomes in this income range are likely need assistance in attaining homeownership. ▪ Meeting the housing needs of these households will be a combination of development of rental housing (without subsidy from local or state government) and lower cost housing for homeownership. Some homeownership opportunities for this income range will likely be related to housing developed by nonprofit organizations, possible with some subsidy, such as land banking or a community land trust.

Housing Need of Specific Populations	
<p>Housing Needs of People of Color (POC)</p>	<p>POC are more likely to rent their homes and to live in multifamily housing (except Asian) than the overall average in Ashland. POC in general are cost burdened more frequently than the average household. However, in Ashland the difference in cost burden rates for POC is smaller than in many of Oregon’s communities. Part of the reason for this may be the small population of POC in Ashland.⁷</p> <p>About 7% of Ashland’s population identified as non-Hispanic Black, Asian, two or more races, or another race. About 7% of Ashland’s population identified as Latino (any race). Meeting the housing needs of these households will require addressing the affordability issues, discussed above, as well as ensuring that people of color have access to housing without discrimination. This will require increasing awareness of Fair Housing rules for property owners and managers, tenants, City decision makers, and City staff. It will also require careful decision making to change policies that have created barriers to access housing by people of color.</p>
<p>Housing Need of People with Disabilities</p>	<p>Disabilities include those that are visible, such as ambulatory or vision disabilities, and those that are not readily apparent, such as self-care, independent living, or cognitive disabilities. Other conditions may require special accommodations, such as disabling diseases or mental health conditions.</p> <p>The Census reports that about 10% of Ashland’s population have one or more disability, such as ambulatory, vision, hearing, cognitive, self-care, or independent living disabilities. Meeting the housing needs of these households will require addressing the affordability issues, discussed above, as well as ensuring that people with disabilities have access to housing that addresses their disability and that they have access to housing without discrimination. This will require increasing awareness of Fair Housing rules for property owners and managers, tenants, City decision makers, and City staff. It will also require approaches that encourage development of housing with specialized design standards to accommodate special needs.</p>
<p>Housing Need of People Experiencing Homelessness</p>	<p>The number of people experiencing homelessness in Ashland is not clearly known. In part, this number is not known because people experiencing homelessness may move between neighboring cities.</p> <p>There are approximately 831 people experiencing homelessness in Jackson County in 2021. In addition, 125 students in the Ashland School District experienced homelessness. Meeting the housing needs of people experiencing homelessness ranges from emergency assistance (including rent and utility assistance), permanent supportive housing (including supportive housing with services), and improved access to an affordable unit (as discussed above).</p>

⁷ People of Color includes Black, Latino, American Indian or Alaska Native, Asian, Native Hawaiian and Pacific Islanders, and people of another or multiple races. These categories were combined due to limited data availability.

Existing Policies to Address Ashland’s Housing Needs

This section lists existing measures that Ashland’s has implemented to support housing development and presents preliminary draft measures (or policies or strategies) that may be included in the HPS.

The City of Ashland has the following housing measures (or policies or strategies) currently in place to address Ashland housing needs.

Zoning

Action/Strategy	Description
Allow Middle Housing types (Duplexes, Cottage housing, Townhomes, Row Houses, and Tri- and Quad-Plexes) in low density zones	<p>Ashland allows Duplexes and Accessory Residential Units wherever a single-family dwelling unit is permitted per the requirements of HB2001. Code amendments were enacted in June 2021.</p> <p>Ashland adopted cottage housing ordinance in November 2017 which allows cottage housing developments within single family zones. Following adoption Ashland has approved a number of cottage housing developments.</p>
Allow Middle Housing types in medium density zones	<p>Ashland’s cottage housing ordinance allows cottage housing developments in the R-1-5 and R-1-7.5 zones on lots that are greater than 1.5 times the minimum lot size for the zone. Cottage Housing developments can be between 3 to 12 units depending on lot size.</p> <p>Tri- and Quad-Plexes Townhomes, Row Houses, Stacked Townhomes are permissible in Ashland’s Medium Density zone (R-2), and Townhomes are further permitted in the R-1-3.5 zone or other residential zones (R-1-5, R-1-7.5, R-1-10) through planned unit developments.</p>
Allow Stacked Townhomes, Garden Apartments, and larger-scale Apartments in high density zones	<p>Stacked townhomes, condominiums, garden apartments and larger-scale apartments are permitted in R-2 and R-3 zones. However due to small lot sizes of vacant/partially vacant properties available in these zones, larger scale apartments are not often achievable given existing lot sizes, height limitations, and density allowances.</p>
Allow Live-Work housing or Mixed-use housing in commercial zones	<p>Live-work housing and mixed-development would be a permitted use within commercial zones although not specifically listed in the allowable use table for either commercial or residential zones. Home Occupations are special permitted in all zoning designations except for industrial (M-1).</p> <p>Current Action(s): A private developer is presently working on a legislative proposal to amend the Croman Mill Masterplan which would include live-work housing and mixed-use development. The amended masterplan is intended to focus on providing more flexibility in providing both residential and commercial uses than does the existing zoning.</p>
Allow small or “tiny” homes	<p>Small, or tiny, units that are built on a foundation are permitted in Ashland and have been developed as ARUs. Tiny homes on wheels would have to be located in an RV park, and there are thus limited opportunities for their placement in Ashland.</p> <p>Current Action: As an emergency provision in response to the Almeda fire, RVs, campers, and trailers can be located on residential properties in Ashland as temporary shelter provided, they are connected to sanitation and utilities. The declaration of emergency remains in effect, and this allowance will end upon the declaration no longer being in effect.</p>

Allow Small Residential Lots	<p>Planned Unit Developments in all SFR and MFR zones will allow for small lots (up to zero lot line and no minimum lot size) at allowable Densities for the zone. Additionally, cottage housing developments in SFR zones (R-1-5 & R-1-7.5) allow lots smaller than the minimum lot size for the zone in conjunction with common open space. Ashland’s R-1-3.5 zone has a minimum lot size of 3,500 SF.</p> <p>Current Action: Middle Housing legislation (State) will allow expedited land divisions of middle housing (Duplexes) to enable independent lots smaller than the minimum lot sizes within the zone (July 2022)</p>
Mandate Maximum Lot Sizes	<p>Ashland does not have a maximum lot size or minimum density requirement in Single Family Residential zones, although market development typically maximizes the number of units provided.</p> <p>In cases where lot sizes are proposed that exceed the minimum lot size it is often in response to physical or environmental constraints that limit the buildable portion of a site (e.g. steep slopes, floodplains, wetlands and riparian areas)</p>
Mandate Minimum Residential Densities	<p>Minimum Density requirements (80% base density) are in place in multifamily residential zones (R-2 and R-3) on lots large enough to accommodate 3 or more units.</p> <p>Minimum densities and are required of any residential annexation equal to 90% Base Density exclusive of environmentally constrained lands.</p>
Increase Allowable Residential Densities	<p>Ashland recently removed the maximum residential densities within the Transit Triangle Overlay area (Ashland Street, portions of Siskiyou Blvd, and Tolman Creek Road). A form-based approach is used where limitations on height, lot coverage, and setback requirements create the 3D envelope in which units can be developed. This allows for many smaller units within the same space when compared to a base density approach which can produce fewer, large apartments or condominiums.</p> <p>Current Action: Draft Ordinance removing maximum residential densities in E-1, C-1 and C-1-D zones for mixed-use development has been reviewed and recommended for approval by the Planning Commission. The City Council is expected to review the draft ordinance in May-June 2022</p>
Allow Clustered Residential Development	<p>Ashland permits Planned Unit Developments in SFR and MFR zones which allows clustering of units and transfer of density from naturally constrained areas to the developable portion of the site.</p>
Re-designate or rezone land for housing	<p>Rezoning land in Ashland is not a common practice. The City has implemented a number of master planning Efforts (Normal Neighborhood, North Mountain Plan, Croman Mill District) which have identified lands to be developed as multifamily or mixed-use development. Individual property owners have requested and received rezoning of their properties to multifamily zones for specific development proposals. However, there has not been an effort to examine vacant low density and employment properties within the City Limits as candidates for a comprehensive plan and zone change to increase the supply of multifamily zoned properties.</p> <p>Current Action(s): A Draft Ordinance which would allow an increased allowance for ground floor residential in employment zoned lands (E-1, C-1) for mixed-use development has been reviewed and recommended for approval by the Planning Commission. The City Council is expected to review the draft ordinance in May-June 2022.</p> <p>A private developer is presently working on a legislative proposal to amend the Croman Mill Masterplan which would include rezoning the district to allow for a variety of housing types on lands currently zoned for commercial, employment, and industrial uses.</p>
Transit Triangle Overlay	<p>Implements recommendations of an infill strategy to promote more housing within an area surrounding the bus route in the southeastern part of Ashland that circulates</p>

<p>(Ordinances 3166, 3167,3168) (adopted: December 2020)</p>	<p>on Ashland St., Tolman Creek Rd., and Siskiyou Blvd. The approved Ordinance creates a Zoning Overlay, known as the Transit Triangle, that allows for a reduced amount of required commercial or employment uses from 65% to 35% of the ground floor in mixed-use buildings, a reduced parking requirement for small units, elimination of housing density maximums, and a requirement to provide rental housing in exchange for utilizing the optional Transit Triangle Overlay provisions.</p>
<p>Middle Housing Ordinance amendments (Ordinance 3199) (adopted 6/2021)</p>	<p>Ordinance Amendments to the duplex and accessory residential unit (ARU) standards to meet the requirements of new state laws and administrative rules included in House Bill (HB) 2001 from the 80th Oregon Legislative Assembly, 2019 Regular Legislative Session. The primary changes to the land use code for duplexes are that duplexes are permitted in all residential zones including the single-family zones, are required to have two on-site parking spaces, and the approval process requires a building permit prior to construction or conversion of an existing structure. The primary changes to the land use code for ARUs are that ARUs do not require on-site parking spaces and the approval process requires a building permit prior to construction or conversion of an existing structure</p>
<p>Cottage Housing Standards (Ordinance 3147) (adopted 11/2017)</p>	<p>The Cottage Housing Ordinance adopted allows cottage housing in single family residential zones (R-1-5, R-1-7.5, and NN-1-5) and established the following provisions:</p> <ul style="list-style-type: none"> ▪ A minimum of 3, and a maximum of 12, cottages can be provided in a cottage housing development depending on lot size. ▪ Cottages shall be no larger than 1000sq.ft., and at least 75% of the cottages shall be less than 800sq.ft. <p>The parking requirements for cottage housing units was reduced to be as follows: Units less than 800 sq. ft. - 1 space/unit; Units greater than 800 square feet and less than 1000 square feet -1.5 spaces/unit.</p>

Reduce Regulatory Impediments

Action/Strategy	Description
<p>Reduced Parking Requirements</p>	<p>Ashland provides parking reductions for small units city-wide (one space per unit for units 500 SF or less). Within the Transit Triangle Overlay parking requirements are reduced to one space per unit for units 800 SF or less. Cottages of 800 SF or less within approved cottage housing developments require one space per unit.</p> <p>Many parking credits may be allocated to projects including:</p> <ul style="list-style-type: none"> ▪ Off-street parking credit (1 for 1) for each on-street space along the property’s frontage; ▪ joint use and mixed-use development credits (sharing the same space between a commercial use and residential use when demonstrated their time of use is not in conflict); ▪ off-site shared parking; ▪ transit facilities credit; ▪ Transportation Demand Management plan implementation.
<p>Reduce Street Width Standards</p>	<p>Ashland has long implemented a “Narrow Street” standard through the Street Standards and Transportation System Plan. The narrow street and interconnected grid pattern promoted by Ashland’s Street Standards both reduces development costs associated with new streets in subdivisions and retains developable land are for new housing.</p>

Encourage multifamily residential development in commercial zones	Mixed use projects are permitted and encouraged in Ashland Commercial, and Employment zoned. Current Action(s): There is currently a draft ordinance under consideration that would increase the percentage of the ground floor that could be used as residential, as well as elimination of residential density caps in such mixed -use projects. Ordinance review expected in May 2022 in consideration of an economic study being undertaken by ECONorthwest for the Ashland Chamber of Commerce.
Remove barriers to Development of Accessory Dwelling Units (ADUs) in single-family zones	Ashland allows Accessory Residential Units (ARU or ADU) as an accessory use to single-family homes throughout the City with only Building Permit approval. Ashland further provides reduced SDCs for small units of less than 500 SF. No additional parking is required for ARUs in Ashland, and there has never been any owner-occupied requirement for the development of an ARU within the City.
Affordable Housing Standards (Ordinance 3195) (adopted 2020)	Provides a clear and predictable methodology for calculating maximum rent and purchase prices for covered affordable housing units; incentivizing affordable housing production through removing barriers to coordination between non-profit and for-profit housing developers; achieving a mixture of unit types commensurate with community housing needs; and improving administrative efficiency and effectiveness of the affordable housing program.

Financial Incentives

Action/Strategy	Description
Reduced / Waived Building Permit fee, Planning fees, or SDCs	Programs that reduce various development fees as an incentive to induce qualifying types of development or building features. Ashland waives or defers 100% of System Development Charges including Parks, Transportation, Water, Sewer and Storm Water SDCs for qualified affordable housing units targeted to households earning 80% AMI or less and meeting the rent or sale requirements of the Ashland Housing Program. Ashland waives Community Development Fees, and Engineering Services fees for voluntarily provided affordable housing units that remain affordable for 60 years. Affordable ownership units that leave the program after 30 years, but less than 60 years, must repay a prorated amount of SDCs, Community Development Fees, and Engineering Services Fees that were deferred.
Scaling SDCs to Unit Size	Cities often charge a set SDC per dwelling unit, charging the same SDCs for large single-family detached units as for small single-family detached units or accessory dwelling units. Ashland's SDC methodology charges 50% of the calculated per unit SDC amount for units less than 500sq.ft., and 75% of the calculated per unit SDC amount for units between 500 and 800sq.ft. Thus, smaller units pay proportionately less SDCs for Transportation, Parks, and Sewer and Water compared to full size units due to their potential for smaller household sizes and commensurate impacts. Storm Water SDCs are based on lot coverage and thus, smaller units have lower Storm Water
Provide Density Bonuses to Developers	Ashland has four density bonuses, one of which is for development of affordable housing at higher densities and another for energy-efficient housing. <ul style="list-style-type: none"> Affordable housing projects meeting eligibility requirements (including rental or ownership housing affordable to households at 80% or less of AMI for a min. of 30 years) receive a density bonus of two units for each affordable unit provided, up to a max. of a 35% increase in density.

	<ul style="list-style-type: none"> ▪ The max. density bonus inclusive of other bonuses (open space, conservation) can be 60% over the base density within the zone. ▪ Ashland's Cottage Housing Development ordinance effectively provides a doubling of the allowable density in the zone for provision of the small cottage housing units. <p>Ashland classifies small units, of 500 SF or less, as only 75% of a unit for the purposes of density calculations. A greater number of small units can be developed within existing density allowances without employing a density bonus.</p>
SDC Deferral Resolution (Resolution 2020-24) (adopted 2020)	Establishes the terms of affordability and recapture provisions for deferred fees and charges for qualified affordable ownership units and affordable rental units that remain in the affordable housing program for at least 30 years.
Vertical Housing Tax Credit (adopted 12/2020)	A Vertical Housing Development Zone has been established for designated Commercially zoned properties within the Transit Triangle to promote the development of mixed-use projects that incorporate multiple floors of housing.
SDC Financing Credits	<p>Ashland amended the SDC collection of charge provisions in 2019 within the Ashland Municipal Code (4.20.090). These amendments allow SDCs to be paid over a 10-year period in semi-annual installments.</p> <p>A one-year installment loan shall not be subject to an annual interest rate provided all charges are paid prior to the City's issuance of the Certificate of Occupancy, time of sale, or within one year of when the charge was imposed, whichever comes first.</p> <p>For installments that exceed one year, repayment interest on the unpaid balance at annual rate of six percent (6%) is assessed for a five-year installment loan or seven percent (7%) for a 10-year installment loan.</p>

Financial resources

Action/Strategy	Description
CDBG	Ashland is a direct Community Development Block Grant (CDBG) entitlement community and receives HUD allocations of approx. \$175,000/year. The 5-year Consolidated Plan for use of CDBG funds prioritizes capital restricted CDBG funds toward affordable housing and shelter and 15% of the award is typically provided to service providers benefiting extremely low-income individuals.
General Fund Grants or Loans	Ashland's Affordable Housing Trust Fund is part of the General Fund and is used to support the development of affordable housing. The City has not issued a bond to generate revenue for affordable housing
Transient Lodging Tax (TLT)	Ashland collects Transient Occupancy Taxes (TOT), and applies them toward tourism related activities, economic development grants, and social service grants annually in accordance to the restricted/unrestricted use parameters.
Fees or Other Dedicated Revenue	Ashland has an Affordable Housing Trust Fund, and the City Council has dedicated Marijuana Tax revenue (up to \$100,000 annually) to support the AHTF through the annual budgeting process.
Local Improvement District (LID)	Ashland has utilized LIDs for specific public improvement projects within the City, which has enabled a group of property owners to share the cost of a project or infrastructural improvement on a pro-rata basis, where the City contributes the majority of the costs of public improvements.

Reimbursement District	<p>Ashland’s municipal code (13.30.0150) was amended in 2010 to enable a developer to request the City establish a Reimbursement District to collect public improvement costs that exceed those attributable to service the property owned by the applicant.</p> <p>Examples of excess costs include (but are not limited to): Full-street improvements instead of half street improvements; Off-site sidewalks; Connection of street sections for continuity; Extension of water lines; and Extension of sewer lines</p> <p>To date, no Reimbursement District has been requested or formed.</p>
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Tax Exemption and Abatement

Action/Strategy	Description
Vertical Housing Tax Abatement (Locally Enabled and Managed)	On December 15, 2020, Ashland passed a Vertical Housing Tax Credit and designated Commercially zoned properties within the Transit Triangle overlay area as an eligible Vertical Housing Development Zone.

Land, Acquisition, Lease, and Partnerships

Action/Strategy	Description
Land Trusts	<p>A land trust is typically a nonprofit organization that owns land and sells or leases the housing on the land to income-qualified buyers.</p> <p>There are 49 units within Ashland that are operated under the land Trust model.</p> <p>The Ashland Community Land Trust operated in Ashland from 2000 until 2015 when the non-profit organization formally dissolved. And transferred their 18 affordable land trusted housing units to ACCESS Inc.</p> <p>Rogue Valley Community Development Corporation developed 31 units under the land trust model which were transferred to NeighborWorks Umpqua for administration.</p>
Public Land Disposition	<p>Ashland has dedicated surplus City property for the development of affordable housing or sold surplus City property and directed the proceeds into the Ashland Housing Trust Fund to support affordable housing development.</p> <p>Current Action: The City of Ashland is presently evaluating the disposition of surplus property, as well offering the air rights above a city owned parking lot to develop needed housing. Affordable and workforce housing providers will be extended the opportunity to respond to any Request for Proposals or purchase/sale solicitation efforts.</p>
Parcel Assembly	<p>Parcel assembly involves the city’s ability to purchase lands for the purpose of land aggregation or site assembly</p> <p>The City has experience acquiring property for the future development of affordable housing, having acquired 10 acres on Clay Street in cooperation with the Housing Authority of Jackson County. Over the last decade this property provided a location for 120 units of affordable housing.</p> <p>The City typically relies on affordable housing partners to identify property for a proposed development and has provided financial assistance (CDBG or Affordable Housing Trust Fund (AHTF) to assist in acquisition. Most recently the City helped purchase a parcel using AHTF for Columbia Care to develop a 30-unit affordable housing project</p>

Requirements

Action/Strategy	Description
Preserving Existing Housing Supply	<p>Ashland has an ordinance that regulates conversion of apartments into condominiums, providing for preservation of multi-family rentals and providing for longer notice periods prior to tenant displacement and relocation assistance can be required.</p> <p>Ashland's demolition ordinance does regulate demolitions of housing, requiring replacement dwellings be provide as part of the demolition proposal. Further, the demolition of a house (over 45 years old) must demonstrate it is not financially viable to retain the structure versus replacement, thus promoting renovation as opposed to removal.</p>
Inclusionary Zoning	<p>Ashland requires a percentage of affordable housing (25% of the base density exclusive of unbuildable areas) as part of residential annexations, as well as for zone changes that increase residential density by 4 units or more: https://ashland.municipal.codes/LandUse/18.5.8.050.G</p> <p>Ashland has not implemented an inclusionary zoning ordinance for residential developments within the City Limits for proposed structures containing 20 units or more under the State's 2020 inclusionary zoning legislation.</p>
Condominium Conversion Ordinance	<p>An Ordinance establishing that conversion of existing rental units into for-purchase units (Condominium Conversions) requires that half of the units in an existing apartment complex are to be retained as rentals upon conversion in the event any relief from current land use requirements is requested. In the event the applicant chooses to convert all the apartments in a complex into for purchase housing, the ordinance establishes a requirement that 25% of the total number of units be designated as affordable ownership housing.</p>

Other

Action/Strategy	Description
Comprehensive Plan Housing Element (adopted 2019)	<p>In 2019 the City of Ashland rewrote the entirety of the Housing Element of the Comprehensive Plan. The Housing Element sets forth general goals and policies which provide guidance for Ashland's growth and development over time. The adopted Housing Element includes Goals and Policies under four main categories:</p> <ul style="list-style-type: none"> ▪ Diversity of Housing Types ▪ Production and Preservation of Affordable Housing ▪ Environmental Stewardship and Sustainability ▪ Data, Inventories, Projections and Permitting
Tenant Rights (Ordinance 2939)	<p>An Ordinance establishing Chapter 10.115 of the AMC which provides for Tenant Rights and relocation benefits for residents facing displacement due to condominium conversions.</p>

Appendix A: Contextualizing Ashland's Housing Needs

This appendix provides information to contextualize Ashland's housing needs. It provides an understanding of the issues before solutions are proposed. This appendix draws its information and findings from other planning efforts, described in the main report. Where appropriate, this appendix also draws on information gathered through the City of Ashland's past engagement efforts with housing producers and consumers, including underrepresented communities.

As a part of providing context to better understand Ashland's housing needs, this appendix presents information about housing in Ashland for race, ethnicity, age, disability status, and other characteristics of the community to understand disproportionate housing impacts on different groups.

Demographic and Socio-Economic Characteristics Affecting Ashland's Housing Needs

This section describes unmet housing needs for people in Ashland by age, race and ethnicity, disability, household size and composition, and household income.

Data Used in this Analysis

Throughout this analysis data is used from multiple well-recognized and reliable data sources. One of the key sources for housing and household data is the U.S. Census. This report primarily uses data from two Census sources:⁸

- The **Decennial Census**, which is completed every ten years and is a survey of *all* households in the U.S. The Decennial Census is considered the best available data for information such as demographics (e.g., number of people, age distribution, or ethnic or racial composition), household characteristics (e.g., household size and composition), and housing occupancy characteristics. As of 2020, the Decennial Census does not collect more detailed household information, such as income, housing costs, housing characteristics, and other important household information.
- The **American Community Survey (ACS)**, which is completed every year and is a *sample* of households in the U.S. The ACS collects detailed information about households, including demographics (e.g., number of people, age distribution, ethnic or racial composition, country of origin, language spoken at home, and educational

⁸ It is worth commenting on the methods used for the American Community Survey. The American Community Survey (ACS) is a national survey that uses continuous measurement methods. It uses a sample of about 3.54 million households to produce annually updated estimates for the same small areas (census tracts and block groups) formerly surveyed via the decennial census long-form sample. It is also important to keep in mind that all ACS data are estimates that are subject to sample variability. This variability is referred to as "sampling error" and is expressed as a band or "margin of error" (MOE) around the estimate.

This report uses Census and ACS data because, despite the inherent methodological limits, they represent the most thorough and accurate data available to assess housing needs. We consider these limitations in making interpretations of the data and have strived not to draw conclusions beyond the quality of the data.

attainment), household characteristics (e.g., household size and composition), housing characteristics (e.g., type of housing unit, year unit built, or number of bedrooms), housing costs (e.g., rent, mortgage, utility, and insurance), housing value, income, and other characteristics.

This report primarily uses data from the 2014-2018 and 2015-2019 ACS for Ashland and comparison areas.⁹ Where information is available and relevant, we report information from the 2000 and 2010 Decennial Census.¹⁰ Among other data points noted throughout this analysis, this report also includes data from Oregon's Housing and Community Services Department, the United States Department of Housing and Urban Development, Costar, and other sources.

Age of People in Ashland

Population growth is the primary driver of growth in housing. Between 2000 and 2021, Ashland's population grew by 2,032 people (10%) with most of the growth occurring between 2010 and 2021 where Ashland's population grew by 1,476 new residents. Between 2000 and 2021, Ashland grew at a slower rate than Jackson County.¹¹

Growth in Ashland's senior population, as well as other age cohorts, will continue to shape the city's housing needs. Seniors account for 31% of Ashland's existing population and Jackson County expects to have more than 18,458 more people over 60 years old by 2040 than in 2020.¹²

Growth in the number of seniors will result in demand for housing types specific to seniors, such as small and easy-to-maintain dwellings, assisted living facilities, or age-restricted developments. Senior households will make a variety of housing choices, including remaining in their homes as long as they are able, downsizing to smaller single-family homes (detached and attached) or multifamily units, moving in with family, or moving into group housing (such as assisted living facilities or nursing homes), as their health declines.

⁹ Five-year 2020 ACS data was not available when this report was compiled.

¹⁰ The 2020 Census was completed at the end of 2020. However, extenuating circumstances brought on by the COVID-19 pandemic has led to some challenges with the data. The Census Bureau is undergoing a post-enumeration survey to understand the accuracy of the 2020 Census which was not complete as of February 2022. The 2020 Decennial Census data is more limited than usual as a result of the COVID-19 pandemic.

¹¹ Certified Population Estimates July 1, 2021, prepared by the Population Research Center at Portland State University.

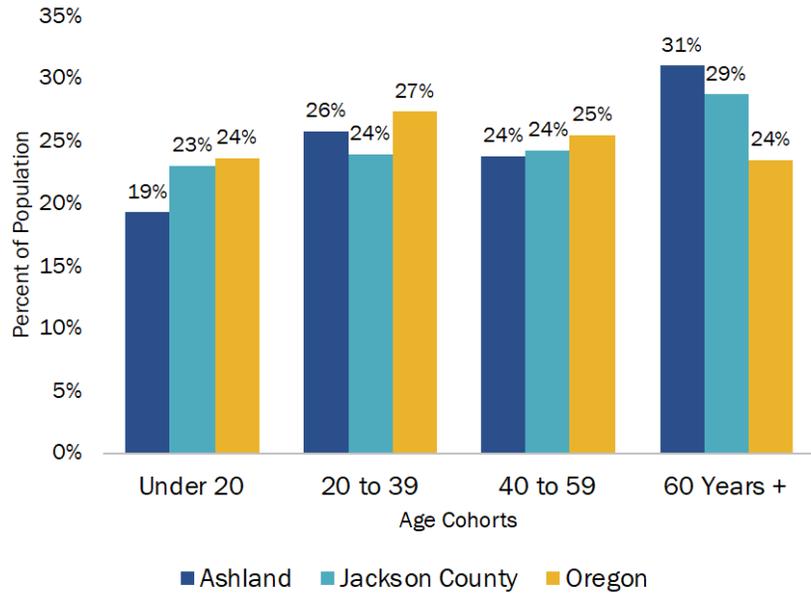
¹² Final Population Forecast for Jackson County, prepared by the Population Research Center at Portland State University, June 20, 2017.

50% of Ashland’s residents were between the ages of 20 and 59 years.

Ashland had a larger share of people over the age of 60 than the county and state and a smaller share of residents under the age of 20.

Exhibit 5. Population Distribution by Age, Ashland, Jackson County, and Oregon, 2014-2018

Source: U.S. Census Bureau, 2014-2018 ACS, Table B01001.

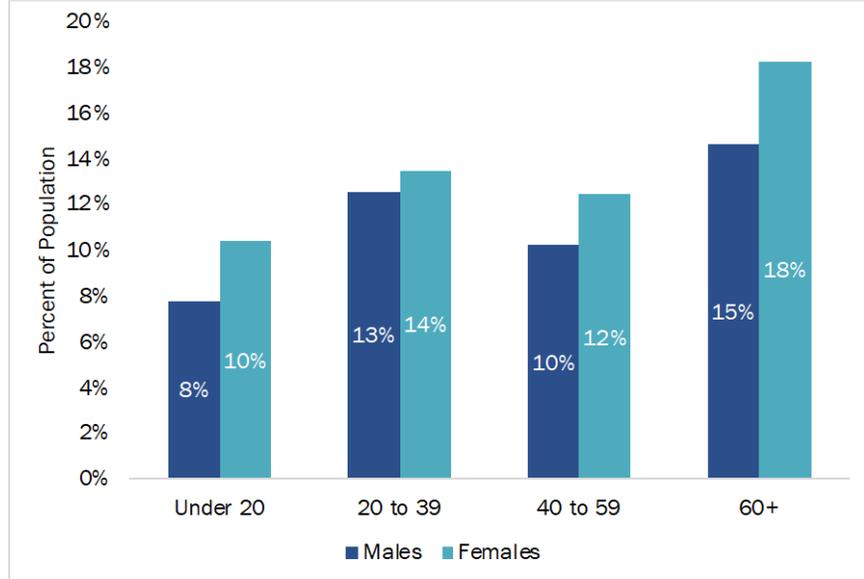


About 55% of Ashland’s population is female and 45% is male.

Females account for a larger share of population among each age group, with the largest different for people 60 years and older.

Exhibit 6. Population by Age and Sex, Ashland, 2015–2019

Source: U.S. Census Bureau, 2014–2018 ACS, Table B01001.

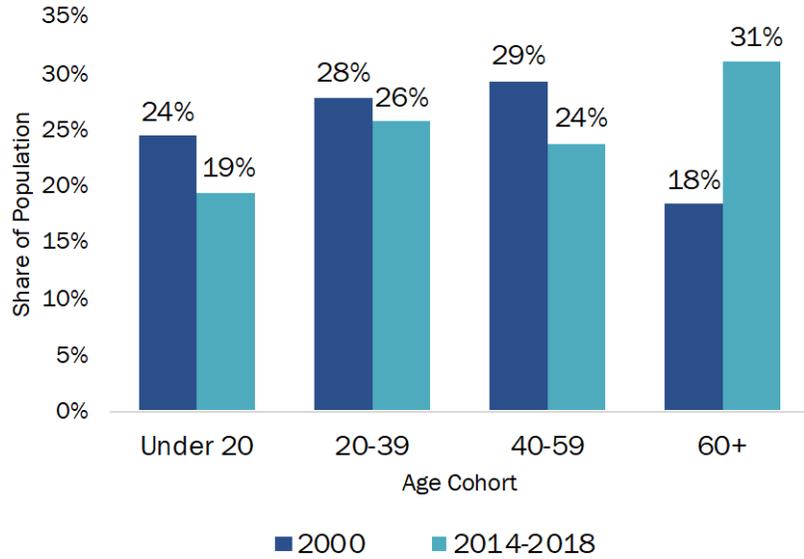


Between 2000 and 2018, the population aged 60 and older grew the most.

In this time, those aged 60 years and older grew by 2,909 people (from 3,509 people in 2000 to 6,499 people in 2018).

Exhibit 7. Population Growth by Age, Ashland, 2000, 2014–2018

Source: U.S. Census Bureau, 2000 Decennial Census Table P012 and 2014–2018 ACS, Table B01001. B01001.



Race and Ethnicity

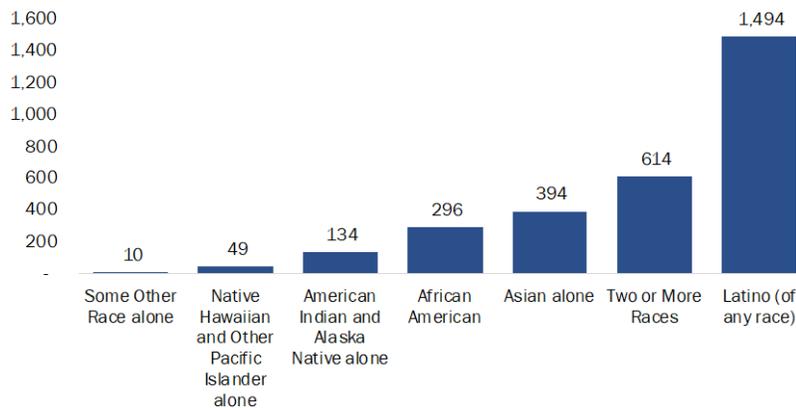
Understanding the race and ethnicity characteristics¹³ in Ashland is important for understanding housing needs because people of color often face discrimination when looking for housing.

About 3,000 people identify as a race or ethnicity other than White, non-Hispanic in Ashland. Nearly 1,500 people identify as Latino.

Not shown in the exhibit are the 18,065 people identifying as White, non-Hispanic in Ashland.

Exhibit 8. Population by Race/Ethnicity, Ashland, 2015-2019

Source: U.S. Census Bureau, 2015-2019 ACS, Table B03002.



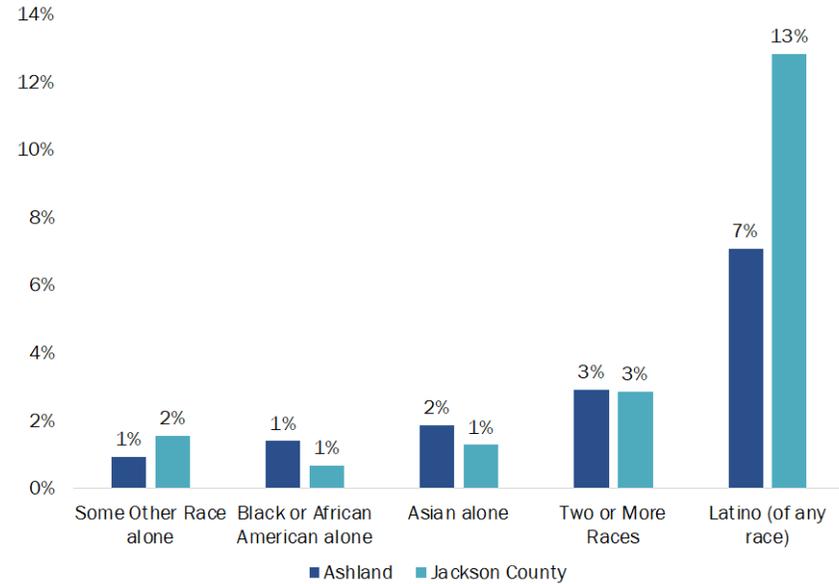
¹³ The U.S. Census Bureau considers race and ethnicity as two distinct concepts. Latino is an ethnicity and not a race, meaning individuals who identify as Latino may be of any race.

Residents who identify as Latino (of any race) account for 7% of Ashland's population. The largest racial group in Ashland besides White, non-Hispanic are Two or More Races accounting for 3% of Ashland's population.

Not shown in the exhibit, is about 86% of Ashland's population and 81% of the Jackson County's population identifying as White, non-Hispanic.

Exhibit 9. Population Distribution by Race and Ethnicity, Ashland, 2015-2019

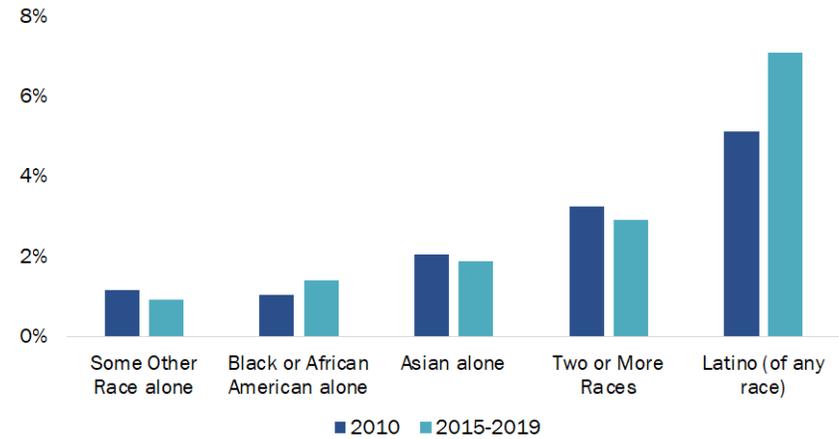
Source: 2015-2019 ACS, Table B03002.



The share of Ashland's households that identified as Latino (of any race) increased from 1,028 people in 2010 to 1,494 people in 2018, consistent with regional trends.

Exhibit 10. Change in Population by Race and Ethnicity as a Percent of the Total Population, Ashland, 2010 and 2015-2019

Source: U.S. Census Bureau, 2010 Decennial Census Table P005001, 2015-2019 ACS Table B03002.



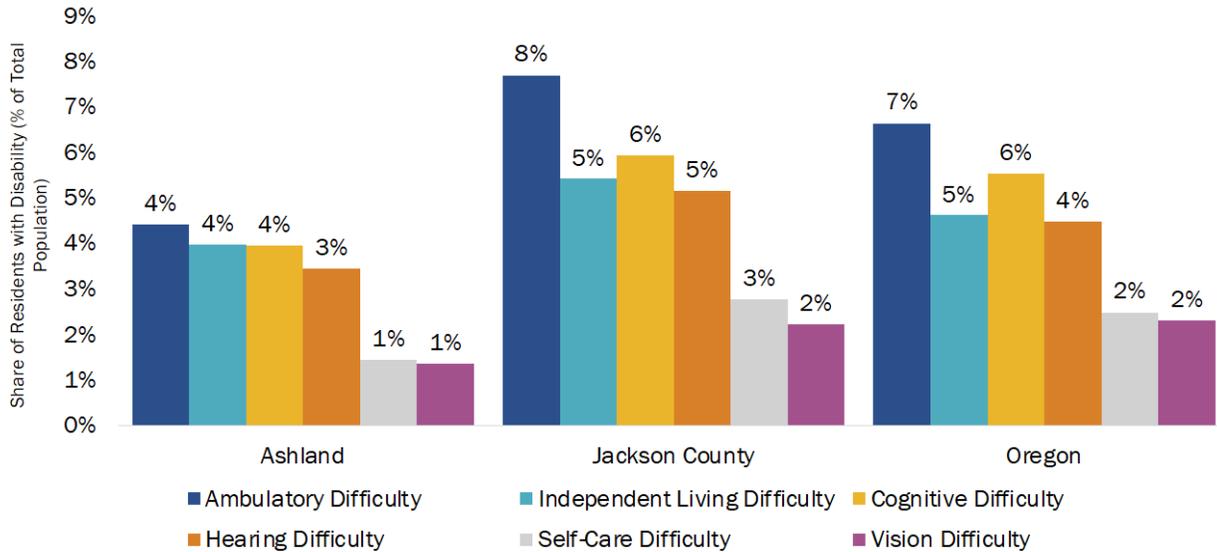
People with a Disability

People with one or more disabilities have special housing needs because they may need housing that is physically accessible, housing that meets the needs of people with cognitive disability, or housing with specialized services.

About 10% of Ashland's population has one or more disabilities (about 2,100 people).

Exhibit 11. Persons Living with a Disability by Type and as a Percent of Total Population, Ashland, Jackson County, Oregon, 2014-2018

Source: U.S. Census Bureau 2014-2018 ACS, Table S1810.



Household Size and Composition

Housing need varies by household size and composition. The housing needs of a single-person household are different than those of a multi-generational family. On average, Ashland's households are smaller than Jackson County's and Oregon's.

Ashland's average household size was smaller than Jackson County's and Oregon's.

Exhibit 12. Average Household Size, Ashland, Jackson County, Oregon, 2014-2018

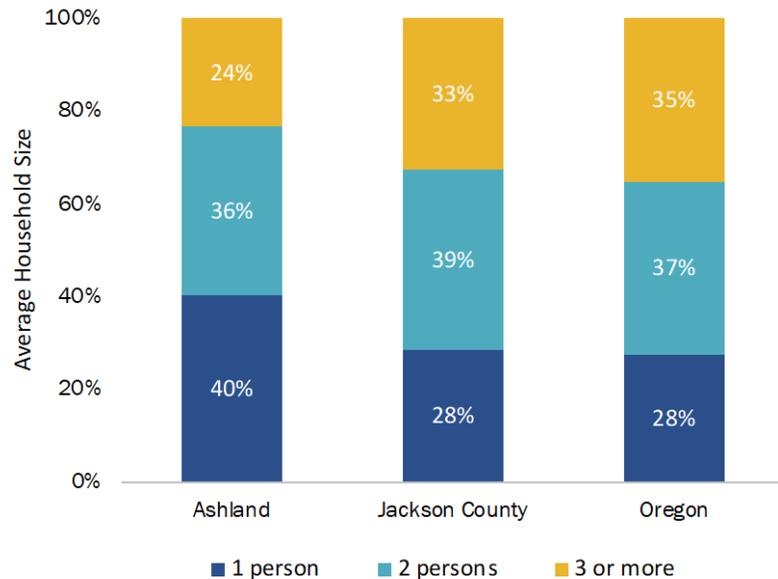
Source: U.S. Census Bureau, 2014-2018 ACS 5-year estimate, Table B25010.

2.06 Persons Ashland **2.41 Persons** Jackson County **2.51 Persons** Oregon

Ashland had a larger share of one-person households compared to the County and State.

Exhibit 13. Household Size, Ashland, Jackson County, and Oregon, 2014-2018

Source: U.S. Census Bureau, 2014-2018 ACS 5-year estimate, Table B25010.

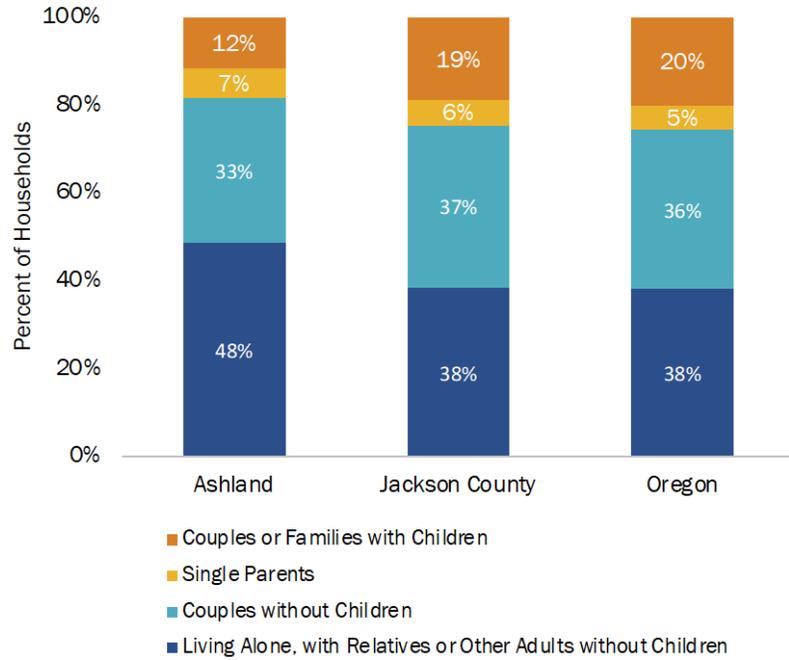


Ashland has a larger share of households with adults only that live alone or with others (non-couples) than Jackson County and Oregon.

About 19% of Ashland's households have children, compared with 25% of Jackson County households and 25% of Oregon households.

Exhibit 14. Household Composition, Ashland, Jackson County, and Oregon, 2015-2019

Source: U.S. Census Bureau, 2015-2019 ACS 5-year estimate, Table DP02.



Household Income

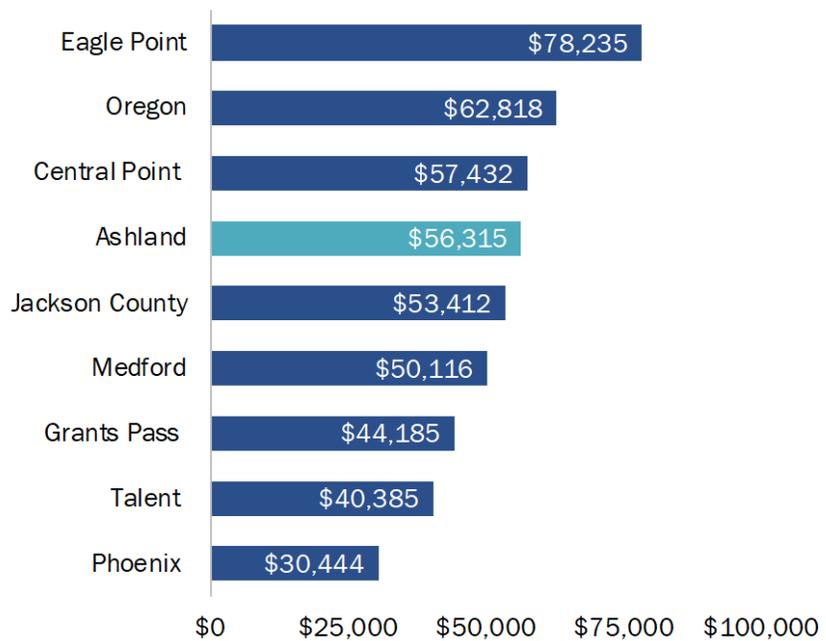
Income is one of the key determinants in housing choice and households' ability to afford housing. Income for residents living in Ashland was slightly lower than the Jackson County median household income and the state's median household income.

Median household income or median earning data is available for many groups of people, as shown in the exhibits below, but is not available by sex at the city level. Median earnings is available by sex for the U.S. as a whole. On average, median earnings for males is \$52,989, compared with \$43,215 for females, \$9,774 less than males' incomes on average.¹⁴

Ashland's median household income (\$56,315) was similar to the county's, but about \$6,500 less than the state's median household income (MHI).

Exhibit 15. Median Household Income, Ashland, Jackson County, Oregon, Comparison Cities, 2015-2019

Source: U.S. Census Bureau, 2015-2019 ACS 5-year estimate, Table B25119.



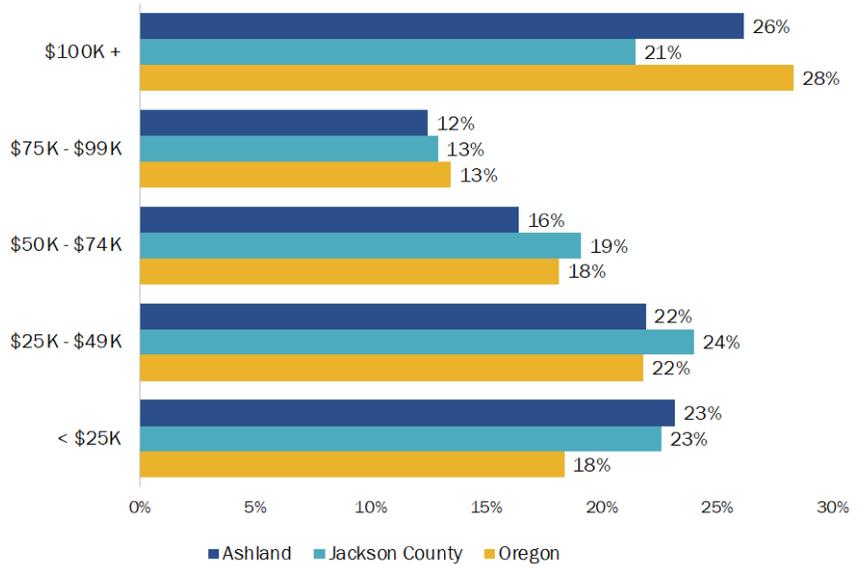
¹⁴ U.S. Census Bureau, 2019 ACS 1-year estimate, Table S2002.

45% of all households in Ashland earned less than \$50,000, compared to 47% of Jackson County households, and 40% of Oregon households.

Ashland has more households earning \$75,000+ compared to Jackson County.

Exhibit 16. Household Income Distribution, Ashland, Jackson County, Oregon, 2015-2019

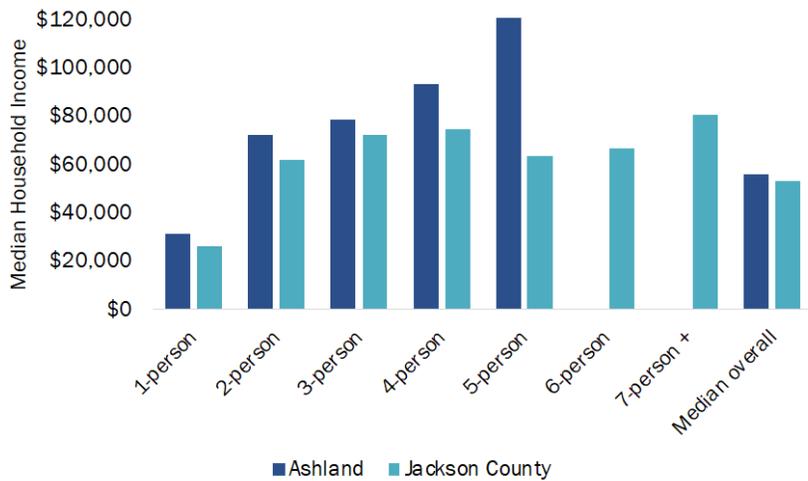
Source: U.S. Census Bureau, 2015-2019 ACS 5-year estimate, Table B19001.



Median household income in Ashland tends to increase with household size and peaks with 5-person households.

Exhibit 17. Median Household Income by Household Size, Ashland, Jackson County, 2015-2019

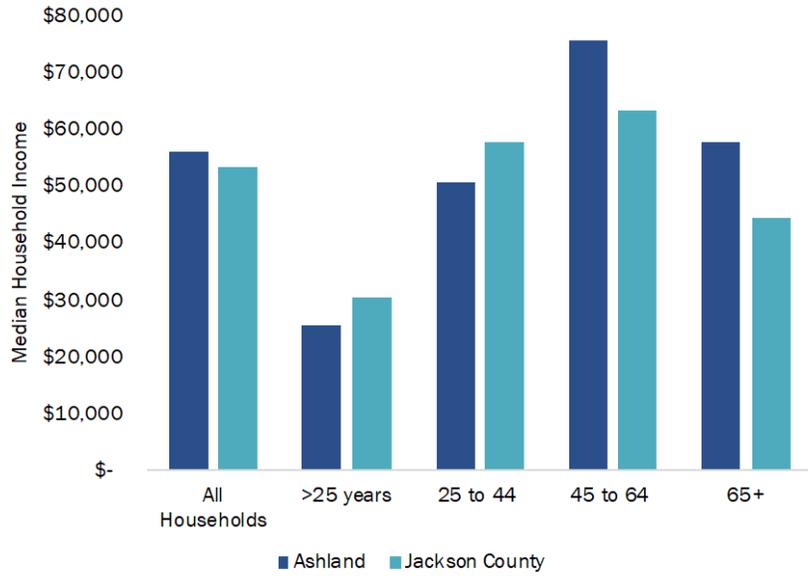
Source: U.S. Census Bureau, 2015-2019 ACS 5-year estimate, Table B19019
 Note: Exhibit 17 displays median household income for households in Ashland, with Jackson County information providing additional context. Data for 6- and 7-person households was not available at the City level.



Median household income in Ashland increases with age and peaks with for households 45 to 64 years old.

Exhibit 18. Median Household Income by Age, Ashland, Jackson County, 2015-2019

Source: U.S. Census Bureau, 2015-2019 ACS 5-year estimate, Table B19049



Forty-four percent of households with a head of householder aged 65 or older earned less than \$50,000 per year.

Exhibit 19. Household Income Distribution for Householders Aged 65 Years and Older, Ashland, 2015-2019

Source: U.S. Census Bureau, 2015-2019 ACS 5-year estimate, Table B19037.



Latino and some other race alone households had incomes below the City's median.

Exhibit 20. Median Household Income by Race and Ethnicity for the Head of Household, Ashland, 2015-2019

Source: U.S. Census Bureau, 2015-2019 ACS 5-year estimate, Table S1901.

Note: Black/African American, American Indian/Alaska Native, Asian, and two or more races were not included for Ashland due to high margins of error. Black bars denote the potential upper and lower bound of the estimate using the margin of error reported by the Census.

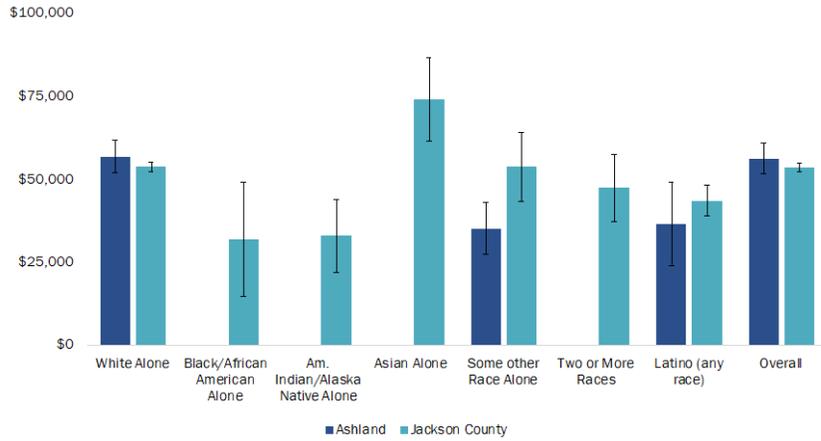


Exhibit 21 to Exhibit 23 compare household income for POC households with White non-Hispanic households to show disparities in come levels. The income levels shown in these graphs are the same used through out this report:

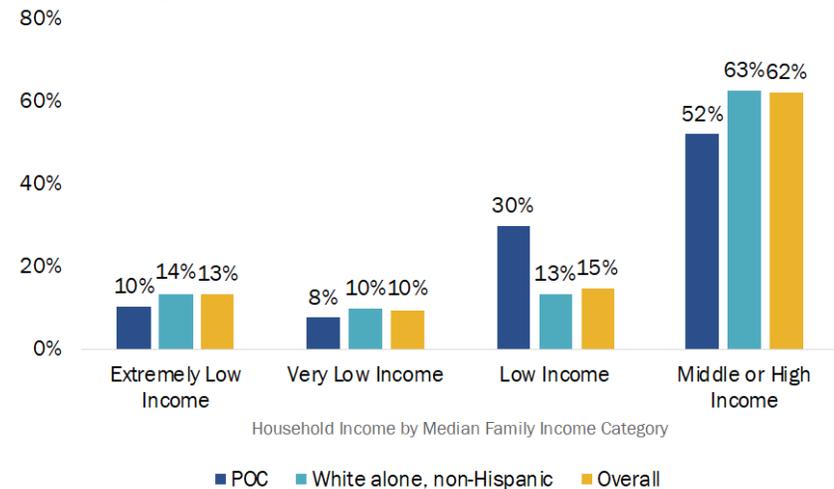
- Extremely Low Income: Less than 30% MFI
- Very-Low Income: 30% to 50% of MFI
- Low Income: 50% to 80% of MFI
- Middle Income: 80% to 120% of MFI
- High Income: 120% of MFI or more

Households headed by a person of color were more likely to be low income than the average household in Ashland.

About 48% of households headed by a person of color had an income below 80% median family income compared to 37% of households with a head of household who identifies as White.

Exhibit 21. Household Income by Income Grouping POC, White non-Hispanic, and All Households, Ashland, 2014-2018

Source: CHAS, Table 2.
Note: POC category includes Hispanic.

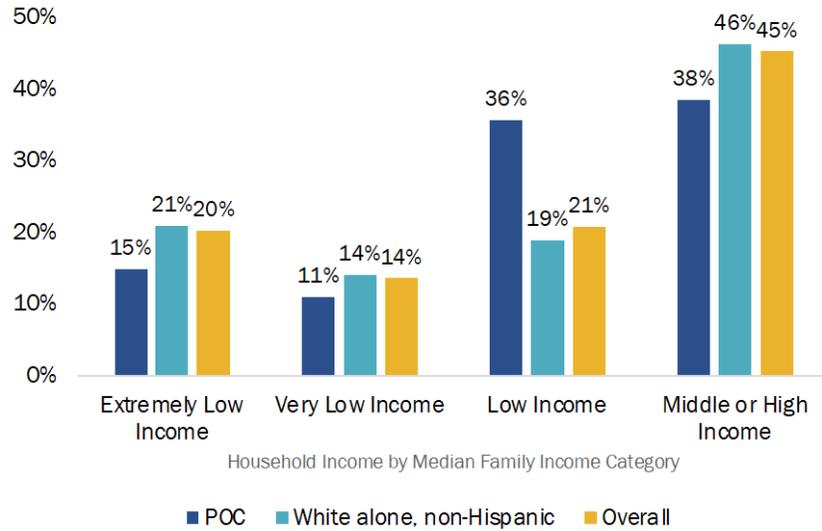


Over 50% of all renter households make below 80% MFI (have low, very low, or extremely low income).

Sixty-two percent of POC renter households are low income compared to 54% of White households.

Exhibit 22. Renter Income by Income Grouping for POC, White non-Hispanic, and All Households, Ashland, 2014-2018

Source: CHAS, Table 2.
Note: POC category includes Hispanic.

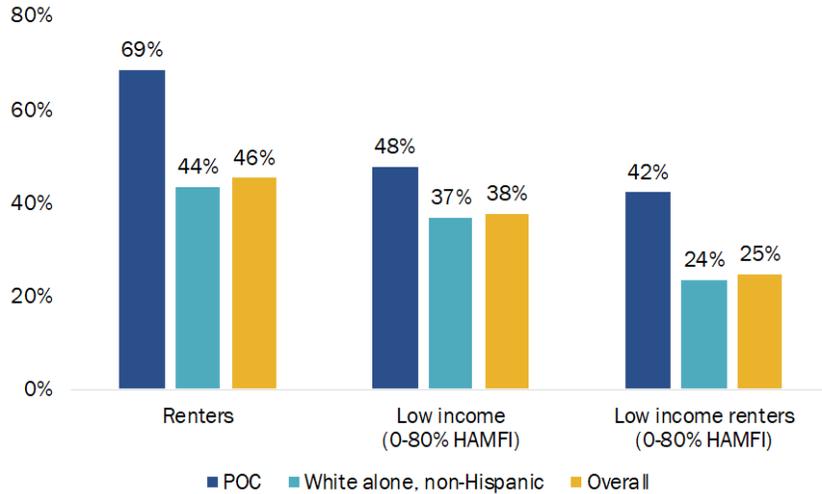


Nearly 70% of POC households are renters compared to 44% of White households.

Over 40% of POC households that rent are low income.

Exhibit 23. Comparison by Tenure and Income POC, White non-Hispanic, and All Households, Ashland, 2014-2018

Source: CHAS, Table 2.
Note: POC category includes Hispanic.



Housing Market Conditions and Trends

An analysis of housing market conditions and trends in Ashland provides insight into the functioning of the local housing market. The housing types used in this analysis are consistent with needed housing types as defined in ORS 197.303:

- **Single-family detached** includes single-family detached units, manufactured homes on lots and in mobile home parks, and accessory dwelling units.
- **Single-family attached** is all structures with a common wall where each dwelling unit occupies a separate lot, such as row houses or townhouses.
- **Multifamily** is all attached structures (e.g., duplexes, tri-plexes, quad-plexes, and structures with five or more units) other than single-family detached units, manufactured units, or single-family attached units. This analysis groups multifamily units into two sub-categories: (1) duplexes, triplexes, and quadplexes and (2) multifamily units in buildings with five or more units per structure.

Existing Housing Stock

According to the 2014-2018 American Community Survey (ACS) from the U.S. Census, Ashland had 10,705 dwelling units, an increase of 1,634 dwelling units from 2000. Most new units built were single-family units.

About 66% of Ashland's housing stock was single-family detached housing.

Ashland had a larger share of multifamily housing than Jackson County.

Exhibit 24. Housing Mix, Ashland, Jackson County, and Oregon, 2014-2018

Source: U.S. Census Bureau, 2014-2018 ACS Table B25024.

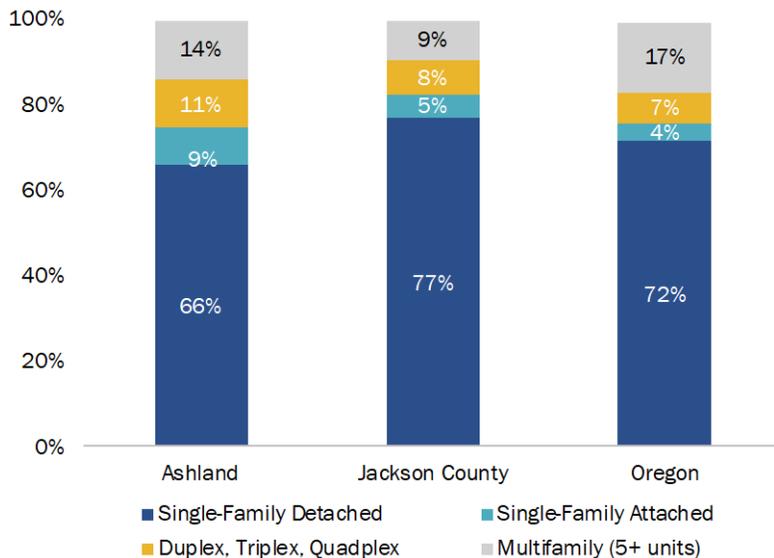


Exhibit 25 shows the types of dwelling units by race and ethnicity in Ashland. It shows that households that identified as Asian Alone were most likely to live in single-family detached housing (78%). Households that identified as Black/African American Alone or Some other Race Alone were most likely to live in multifamily housing. Of any race, about 41% of the households that identified as Latino lived in single-family detached housing.

Exhibit 25 includes an indication of margin of error (the “whisker” lines shown in the graph). The number of people of color in Ashland is relatively small. Exhibit 8 shows that groups like Black or American Indian include a small number of people living in Ashland. Exhibit 25 shows a high margin of error in the data for these groups, with either a long “whisker” line or an asterisk (*) to indicate that the margin of error exceeds 50% (indicating high uncertainty about the data).

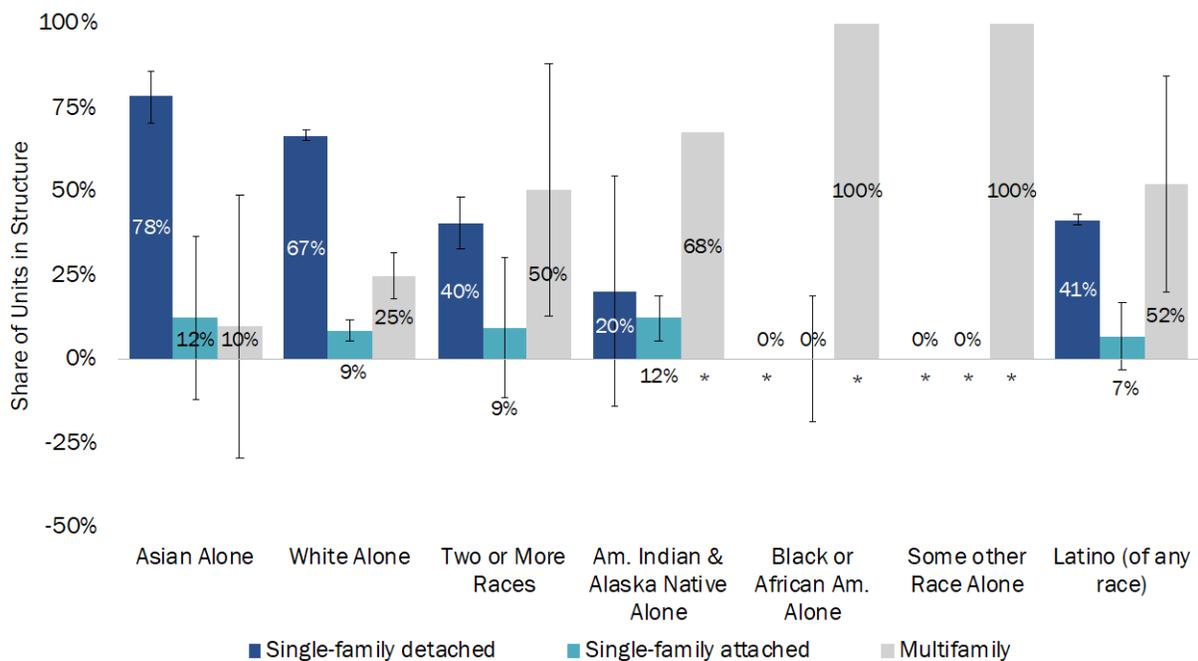
The take-away point from Exhibit 25 is that some people of color (not including Asians) are more likely to live in multifamily housing than the Ashland average in Exhibit 24, which shows that 14% of households live in multifamily housing.

Exhibit 25 shows that some people of color (not including Asians) are more likely to live in multifamily housing than the Ashland average (14%). While this exhibit reflects the types of housing these groups *currently* live in and/or what they can currently afford to live in, it may not reflect their housing preferences.

Exhibit 25. Occupied Housing Structure by Race and Ethnicity, Ashland, 2014-2018

Source: U.S. Census Bureau, 2014-2018 ACS Table B25032 A-I.

Note: Margin of errors marked with an asterisk (*) indicate the value exceeds 50%.



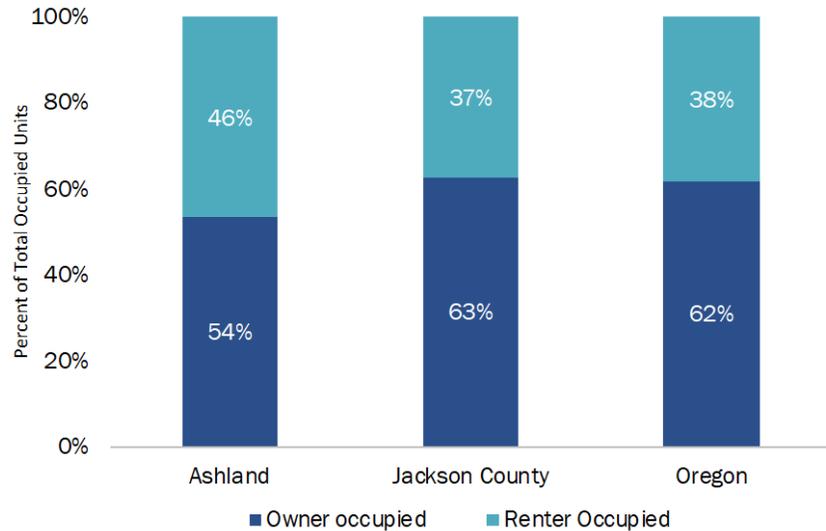
Housing Tenure

Housing tenure describes whether a dwelling is owner- or renter-occupied. In the 2014-2018 period, about 54% of Ashland's housing stock was owner occupied and 46% was renter occupied. Ashland's homeownership rate increased by two percentage points since 2000.

Ashland had a lower homeownership rate than Jackson County and Oregon.

Exhibit 26. Tenure, Occupied Units, Ashland, Jackson County, and Oregon, 2014-2018

Source: U.S. Census Bureau, 2014-2018 ACS 5-Year Estimates, Table B24003.

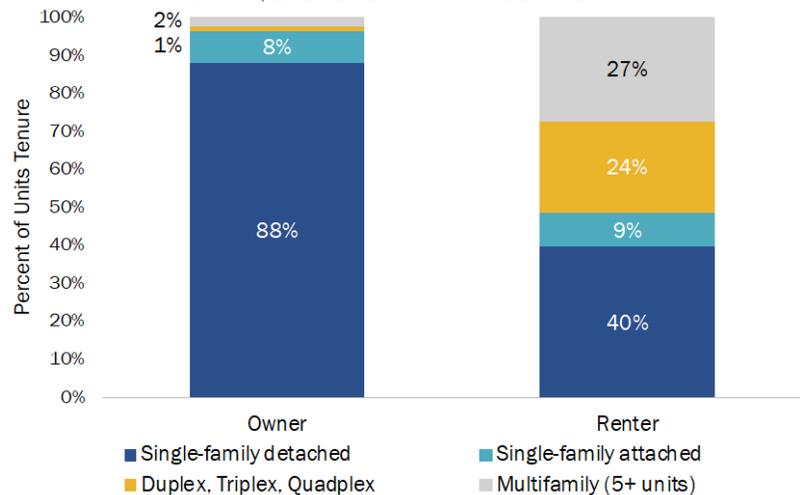


The majority of homeowners (88%) lived in single-family detached housing.

In comparison, less than half of Ashland's renters (40%) lived in single-family detached housing; over half lived in some form of multifamily housing (51%).

Exhibit 27. Housing Units by Type and Tenure, Ashland, 2014-2018

Source: U.S. Census Bureau, 2014-2018 ACS Table B25032.

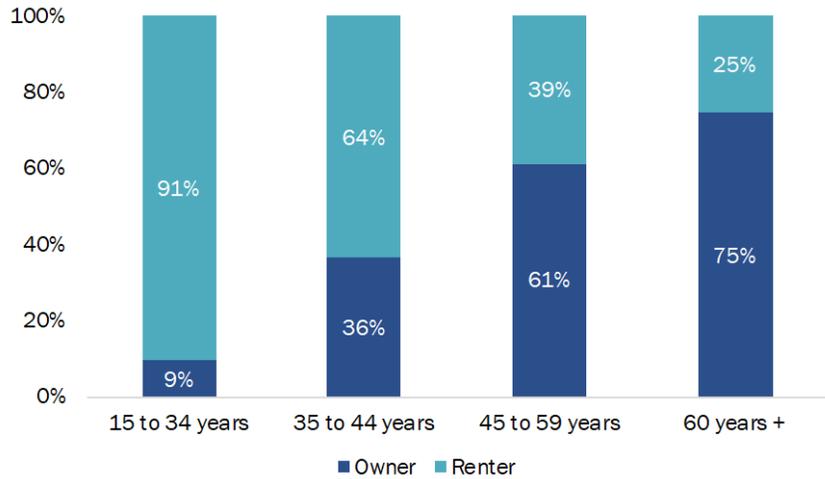


Ashland's homeownership rate increased with the age of the household.

In Ashland, about 75% of householders sixty years of age or older owned their homes.

Exhibit 28. Housing Tenure by Age of the Head of Household, Ashland, 2015-2019

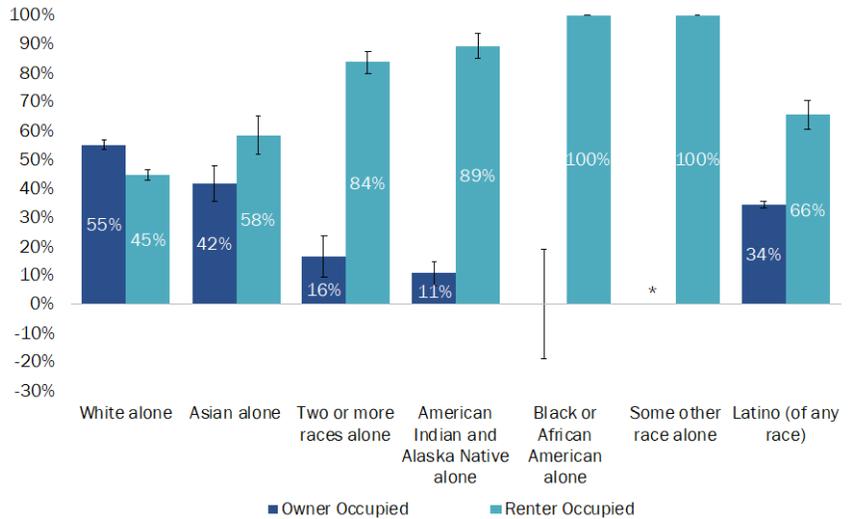
Source: U.S. Census Bureau, 2015-2019 ACS Table B25007.



Households of color are more likely to rent their housing than White households.

Exhibit 29. Tenure by Race and by Ethnicity, Ashland, 2014-2018

Source: U.S. Census Bureau, 2014-2018 ACS Table B25003A-I. Black bars denote the potential upper and lower bound of the estimate using the margin of error reported by the Census. Margin of errors marked with an asterisk (*) indicate the value exceeds 50%.



Rent-Restricted and Emergency Housing

There are 10 government-assisted housing developments in Ashland with a total of 267 dwelling units. Over three quarters of the 267 dwelling units (79%) are units with one- or two-bedrooms. About 26 of Ashland's rent-restricted dwelling units (10%) were larger units with three- or four-bedrooms.

Ashland had approximately 10,705 dwelling units in the 2014-2018 period. Rent-restricted units accounted for about 2.5% of Ashland's total housing stock.

In addition, the following government-assisted housing developments are under development or recently completed in Ashland:

- Snowberry Brook 2, which has 60 units of affordable housing
- Rogue Ridge, which has 30 units of affordable housing

These new developments increase the affordable housing in Ashland by 90 units, bringing the total to 357 units of affordable housing in Ashland.

Exhibit 30. Government-Assisted Housing, Ashland, 2019

Source: Oregon Health and Human Services, Affordable Housing Inventory in Oregon.

Development Name	Total Affordable Units	Studio units	1-bedroom units	2-bedroom units	3-bedroom units
Chestnut Apts	40		8	28	4
Ashley Senior Center Apts	83	29	54		
Bridget Street	4			2	2
Chestnut Apts	4			2	2
Grant Street Apts	2			2	
Hyde Park	6		3	1	2
Parkview Apts	6	2		3	1
Snowberry Brook	60		12	38	10
Star Thistle Apts	11		11		
Stratford Apts	51		17	29	5
Total	267	31	105	105	26

People experiencing homelessness in Ashland have access to 198 emergency shelter beds (84 of which are voucher/seasonal/overflow beds), 272 transitional shelter beds, and 538 permanently supportive housing beds.

Exhibit 31. Facilities and Housing Targeted to Households Experiencing Homelessness in Ashland, 2020

Source: Ashland's 2020-2024 Consolidated Plan.

Population Served	Emergency, Safe Haven, and Transitional Beds		Permanent Supportive Housing Beds
	Emergency Shelter	Transitional Housing	
Households with Adult(s) and Children	57	69	247
Households with Only Adults	116	143	190
Chronically Homeless Households	-	-	68
Veterans	10	58	33
Unaccompanied Youth	15	2	-

Manufactured Homes

Manufactured homes provide a source of affordable housing in Ashland. They provide a form of homeownership that can be made available to low- and moderate-income households. Cities are required to plan for manufactured homes—both on lots and in parks (ORS 197.475-492). Ashland has five manufactured home parks within its UGB. Within these parks, there are a total of 255 spaces (of which 21 spaces were vacant as of November 2020).

Exhibit 11. Inventory of Mobile/Manufactured Home Parks, Ashland UGB, 2020

Source: Oregon Manufactured Dwelling Park Directory.

Community Name	Location	Type	Total Spaces	Vacant Spaces	Comprehensive Plan Designation
Pines Mobile Home & RV	1565 Siskiyou Blvd	Family	52	1	Commercial
Siskiyou Village	2799 Siskiyou Blvd	Family	49	10	Employment
Tolman Creek Park	215 Tolman Creek Rd	Family	38	-	Residential - Suburban
Wingspread	321 Clay St	Family	116	-	Residential - Low Density Multiple Family
Total		-	255	21	-

People Experiencing Homelessness

According to HUD’s 2021 Annual Homeless Assessment Report (AHAR), across the United States, the number of people experiencing *sheltered* homelessness has been decreasing since 2015, but the drop between 2020 and 2021 was steeper than in recent years.¹⁵ It is likely that some of this decline is due to COVID-related precautions that resulted in fewer beds available (due to the need to have more space between beds). Other factors include people being unwilling to use shelter beds due to health risks as well as eviction moratoria and stimulus payments which may have prevented people from needing emergency shelter.

Pandemic-related disruptions to *unsheltered* homelessness counts made it difficult to determine if this population is increasing or decreasing in communities. Many communities chose not to conduct unsheltered PIT counts due to the risk of increasing COVID-19 transmission. While the communities that conducted unsheltered counts seem to indicate that this population did not increase, trends on unsheltered homelessness are known for only half of communities.

The Oregon Statewide Homelessness Estimates 2021 report from the Oregon Housing and Community Services presented two counts in their report – estimated and reported counts. The estimated counts were developed to address concerns that data limitations imposed by the COVID-19 pandemic resulted in an undercount.¹⁶ This report uses the estimated count.

The following exhibits provide more localized estimates of homelessness in Ashland’s region.

Jackson County’s Point-in-Time Homeless count increased by 31% from 2017 to 2021.

Exhibit 32. Number of Persons Homeless, Jackson County, Point-in-Time Count, 2015, 2019, and 2020

Source: Oregon Housing and Community Services.

633 Persons 2017	712 Persons 2019	831 Persons 2021
----------------------------	----------------------------	----------------------------

¹⁵ The U.S. Department of Housing and Urban Development (2021). The 2021 Annual Homeless Assessment Report (AHAR) to Congress. Office of Community Planning and Development.

¹⁶ The *reported* count for sheltered homelessness is what was collected/reported while the *estimated* count is the largest sheltered count reported during 2019-2021 in Josephine County. For unsheltered, the 2021 PIT count is not available for all counties, so the report modeled it by adding the predicted 2019-2021 change, determined through analysis of past trends and other homelessness data, to the 2019 PIT count.

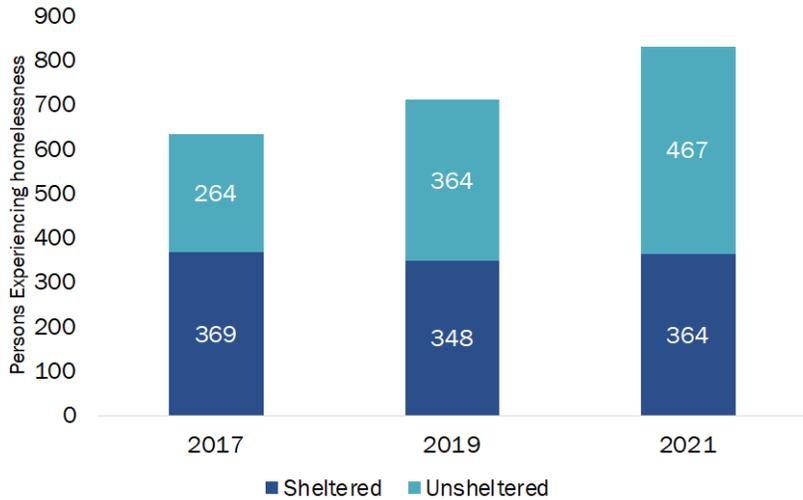
In 2021, an estimated 831 people experienced homelessness in Jackson County, the majority of which were unsheltered.

Oregon Housing and Community Services presented two counts in 2021 – estimated and reported counts. The estimated counts were developed to address concerns that data limitations imposed by the COVID-19 pandemic resulted in an undercount. This report uses the estimated count.

About 10% of people experiencing homelessness in Jackson County are in Ashland.

Exhibit 33. Point-in-Time Homelessness Estimates, Ashland, Jackson County CoC, 2017-2021

Source: Annual Homeless Assessment Report (AHAR) data.
 Note: OHCS reported two counts in 2021 – estimated and reported counts. This report uses the estimated counts.

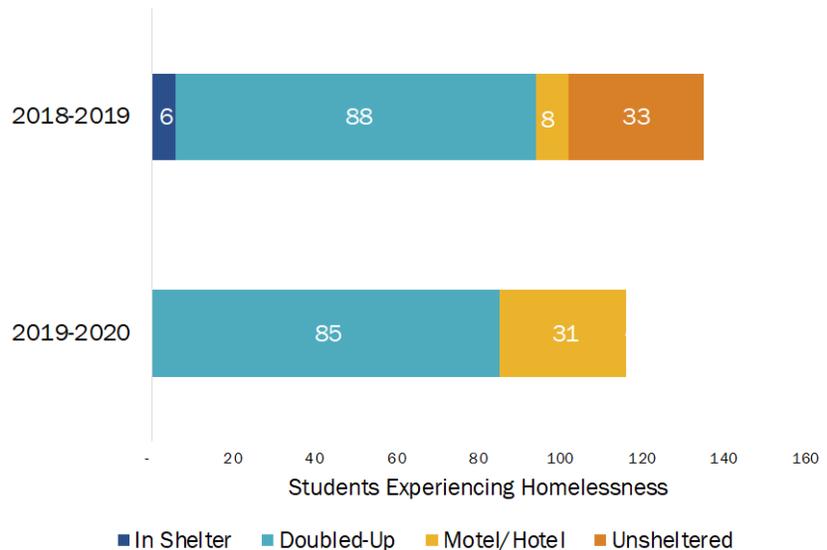


From the 2018-19 school year to the 2019-20 school year, student homelessness decreased from 135 students to 125 students, a decrease of 10 students.

Of the 125 students in 2019-20 experiencing homelessness, 24 were unaccompanied.

Exhibit 34. Students Homeless by Living Situation, Ashland School District, 2018-2019 and 2019-2020

Source: McKinney Vento, Homeless Student Data.



Based on the Oregon’s Regional Housing Capacity Analysis, Ashland will need about 310 housing units to accommodate people experiencing homelessness in the 2020-2040 period.

Exhibit 35. Estimate of Future Housing Need for People Experiencing Homelessness, Ashland, 2020 to 2040

Source: From the Report *Implementing a Regional Housing Capacity Analysis Methodology in Oregon: Approach, Results, and Initial Recommendations* by ECONorthwest, August 2020.

310 Dwelling Units

New Units Needed for People Experiencing Homelessness (2020-2040)

16 Dwelling Units

Annual Average

Housing Affordability Considerations

This section describes changes in sales prices, rents, and housing affordability in Ashland and a comparison of geographies. Both housing sale prices and rents have increased steadily in Ashland and the greater region over the last several years.

Housing Sale Prices

Ashland’s median home sales price was higher than most other Southern Oregon submarkets.

Exhibit 36. Median Home Sale Price, Ashland and Comparison Cities, November 2021 – January 2022

Source: Southern Oregon Multiple Listing Service.

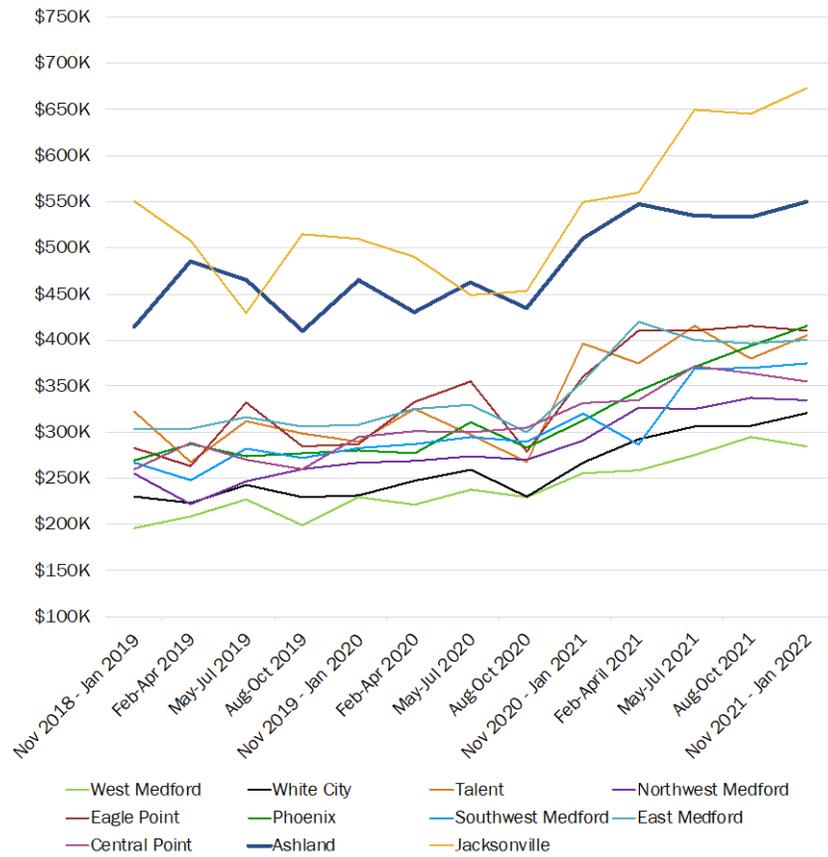


The median price of a home in Ashland increased 33% from \$415,000 in the November 2018 to \$550,000 in November 2021.

Increases in other comparable cities over the same period ranged from \$80,000 (Northwest Medford) to \$146,000 (Phoenix).

Exhibit 37. Median Sales Price, Ashland, and Comparison Cities, 2018 through 2022

Source: Southern Oregon Multiple Listing Service.



Rental Costs

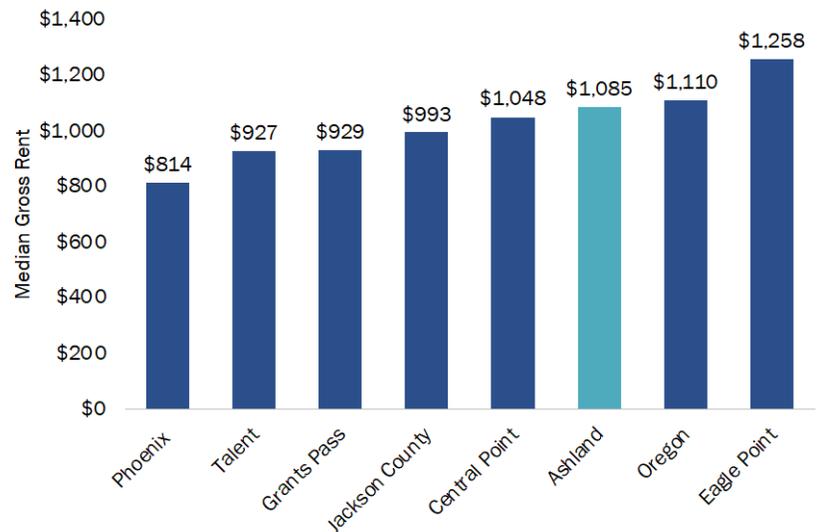
The median gross rent in Ashland was \$1,085 in the 2015-2019 period, up from \$582 in 2000. However, additional research shows that asking rents for currently available rental properties in Ashland in December 2020 were \$1,145 to \$1,560 for a 2-bedroom unit and \$1,595 to \$1,995 for a 3-bedroom unit.¹⁷

According to the 2015-2019 ACS, the median rent in Ashland was similar to the median rent in Jackson County as a whole.

Research for the HCA about asking rents currently available rental properties in Ashland in December 2020 were \$1,145 to \$1,560 for a 2-bedroom unit and \$1,595 to \$1,995 for a 3-bedroom unit.

Exhibit 38. Median Gross Rent, Ashland, Jackson County, Oregon, and Comparison Cities, 2015-2019

Source: U.S. Census Bureau, 2015-2019 ACS 5-year estimate, Table B25064.



Housing Cost Burden

Financially attainable housing costs for households across the income spectrum in Jackson County are identified in Exhibit 39. For example, a household earning median family income in Jackson County (about \$73,100 per year)¹⁸ can afford a monthly rent of about \$1,830 or a home roughly valued between \$256,000 and \$292,000 without cost burdening themselves.

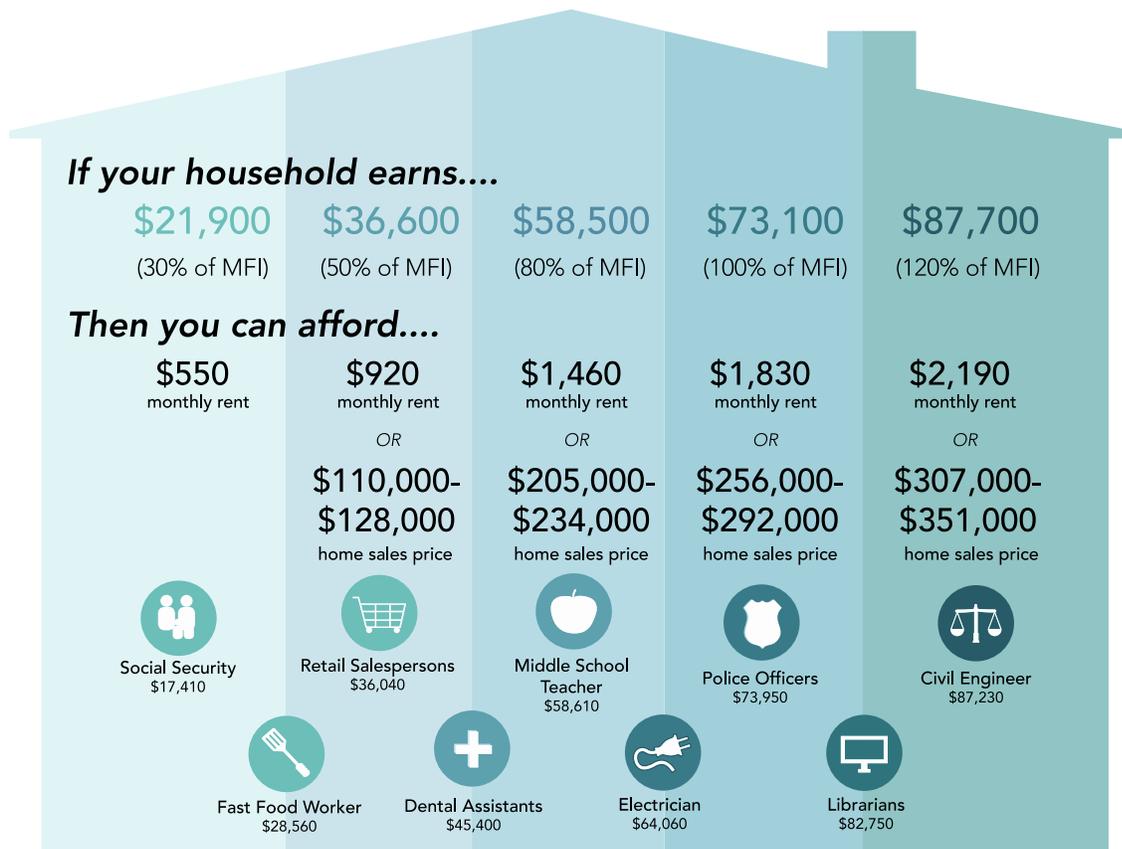
In Ashland, a household would need to earn \$137,000 to \$157,000 (187% to 215% of MFI for a family of four) to afford the median sales price of a home in Ashland. A household would need to earn about \$62,000 (85% of MFI for a family of four) to afford the median gross rent (\$1,550).

¹⁷ CMP Real Estate Services, Inc., December 2020.

¹⁸ Note that Median Family Income for the region is different than Median Household Income (MHI) for Ashland (see Exhibit 15). MFI is determined by HUD for each metropolitan area and non-metropolitan county. It is adjusted by family size – in that, 100% MFI is adjusted for a family of four. MHI is a more general term. MHI includes the income of the householder and all other individuals 15 years old and over in the household, whether they are related to the householder or not.

Exhibit 39. Financially Attainable Housing, by Median Family Income (MFI) for Jackson County (\$73,100), Ashland, 2021

Source: U.S. Department of Housing and Urban Development, Jackson County, 2021. Oregon Employment Department.



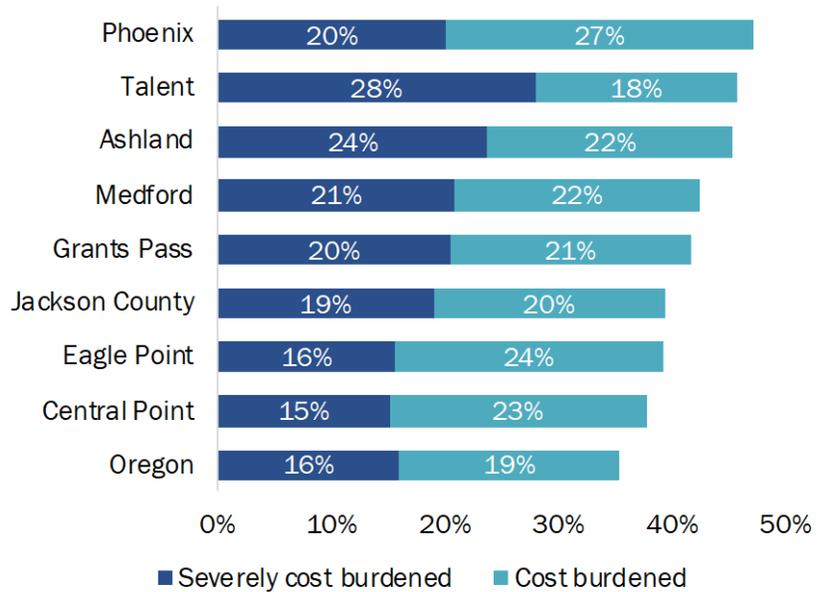
Because the local housing market cannot produce income-restricted, subsidized affordable housing at sufficient levels – and because it cannot often produce middle income/workforce housing without subsidy, many households in Ashland are cost burdened (as Exhibit 40 through Exhibit 45 show). A household is defined as cost burdened if their housing costs exceed 30% of their gross income. A household that spends 50% or more of their gross income on housing costs is said to be severely cost burdened.

Overall, about 46% of all households in Ashland were cost burdened.

Ashland had a higher share of cost burdened households compared to Jackson County and the state.

Exhibit 40. Housing Cost Burden, Ashland, Jackson County, Oregon and Other Comparison Cities, 2014-2018

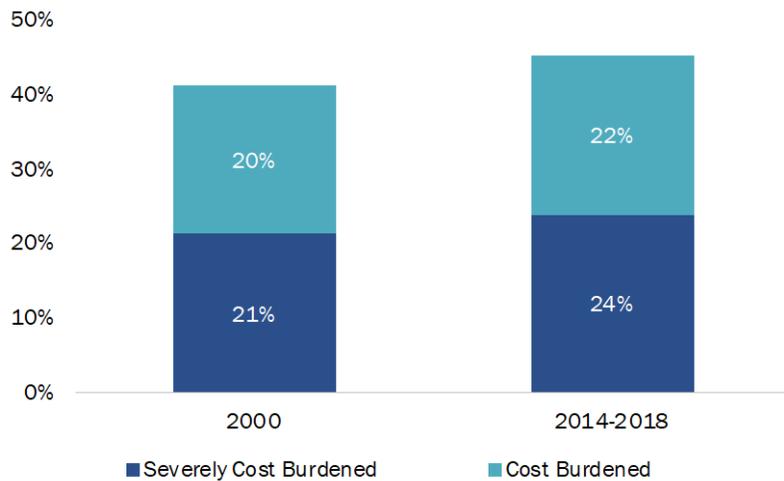
Source: U.S. Census Bureau, 2014-2018 ACS Tables B25091 and B25070.



From 2000 to the 2014-2018 period, the number of cost-burdened and severely cost-burdened households increased slightly.

Exhibit 41. Change in Housing Cost Burden, Ashland, 2000 to 2014-2018

Source: U.S. Census Bureau, 2000 Decennial Census, Tables H069 and H094 and 2014-2018 ACS Tables B25091 and B25070.



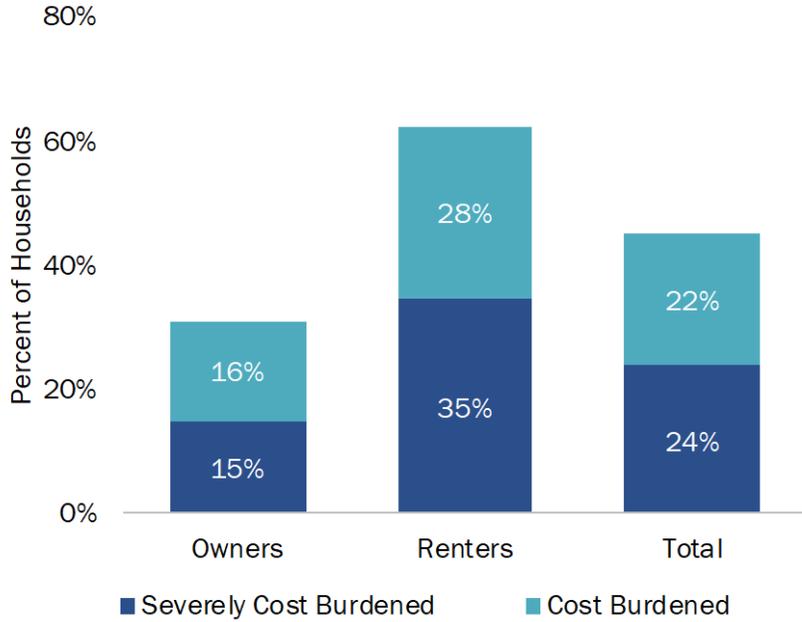
Renters were much more likely to be cost burdened than homeowners in Ashland.

About 63% of Ashland’s renters were cost burdened or severely cost burdened, compared to 31% of homeowners.

About 35% of Ashland’s renters were severely cost burdened, meaning they paid 50% or more of their gross income on housing costs.

Exhibit 42. Housing Cost Burden by Tenure, Ashland, 2014-2018

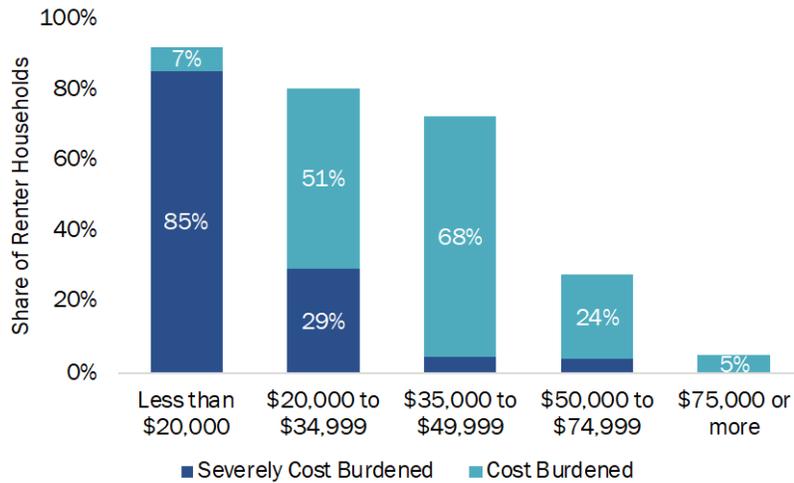
Source: U.S. Census Bureau, 2014-2018 ACS Tables B25091 and B25070.



Most households earning less than \$50k are cost burdened.

Exhibit 43. Cost Burdened Renter Households, by Household Income, Ashland, 2015-2019

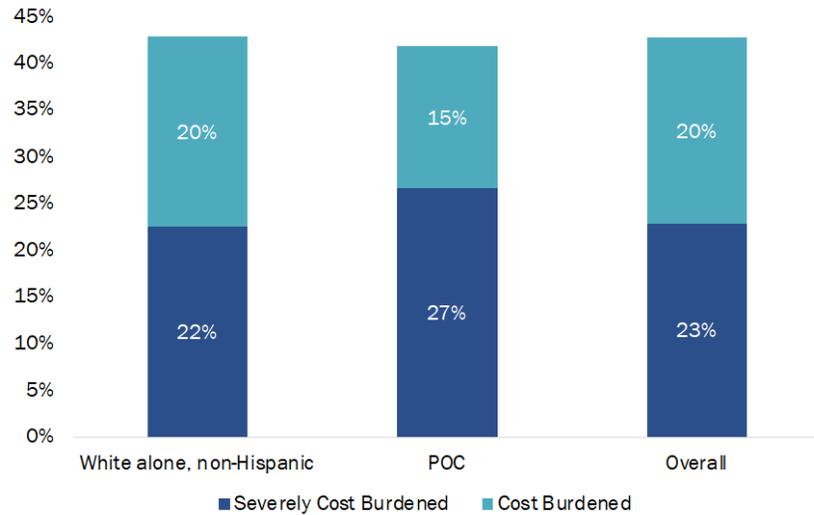
Source: U.S. Census Bureau, 2015-2019 ACS Table B25074.



The difference in rates of cost burden for POC is smaller than in many of Oregon's communities. Part of the reason for this may be the small population of POC in Ashland.

Exhibit 44. Cost Burdened for POC, White non-Hispanic, and All Households, Ashland, 2014-2018

Source: CHAS Table 9.



The difference in rates of cost burden for POC, both as renters and owners, is smaller than in many of Oregon's communities.

Part of the reason for this may be the small population of POC in Ashland.

Exhibit 45. Cost Burdened by Tenure for POC, White non-Hispanic, and All Households, Ashland, 2014-2018

Source: CHAS Table 9.

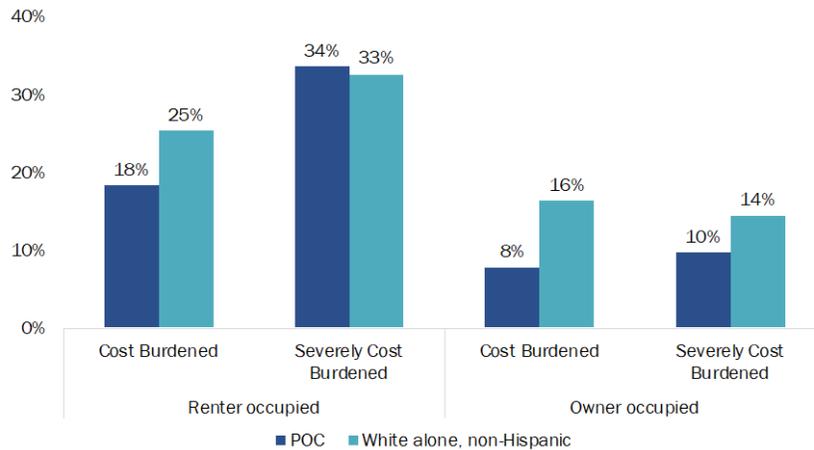


Exhibit 46 to Exhibit 47 show cost burden in Oregon for renter households for seniors, people of color, and people with disabilities.¹⁹ This information is not readily available for a city with a population as small as Ashland, which is why we present statewide information. These exhibits show that these groups experience cost burden at higher rates than the overall statewide average.

Renters 65 years of age and older were disproportionately rent burdened compared to the state average.

About 60% of renters aged 65 years and older were rent burdened, compared with the statewide average of 48% of renters.

Exhibit 46. Cost Burdened Renter Households, for People 65 Years of Age and Older, Oregon, 2018

Source: S. Census, 2018 ACS 1-year PUMS Estimates. From the Report *Implementing a Regional Housing Needs Analysis Methodology in Oregon: Approach, Results, and Initial Recommendations* by ECONorthwest, August 2020.

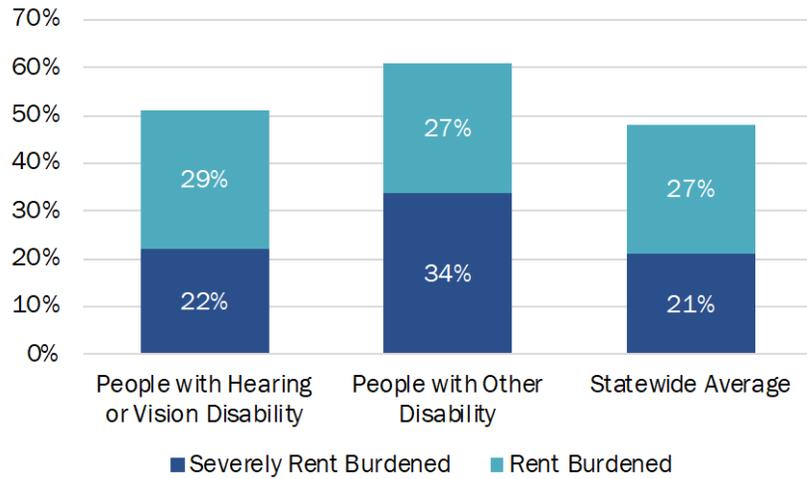


¹⁹ From the report *Implementing a Regional Housing Needs Analysis Methodology in Oregon*, prepared for Oregon Housing and Community Services by ECONorthwest, March 2021.

Renters with a disability in Oregon were disproportionately cost burdened.

Exhibit 47. Cost Burdened Renter Households, for People with Disabilities, Oregon, 2018

Source: S. Census, 2018 ACS 1-year PUMS Estimates. From the Report *Implementing a Regional Housing Needs Analysis Methodology in Oregon: Approach, Results, and Initial Recommendations* by ECONorthwest, August 2020.



Key Terms in the HPS

This appendix presents applicable key terms used in Ashland’s Contextualizing Housing Needs report. Per the Department of Land Conservation and Development, the following key terms will be incorporated into the Definitions section of OAR 660-008 (if they are not already):

- **Consumers of Needed Housing:** any person who inhabits or is anticipated to inhabit Needed Housing, as described in the definition of “Needed Housing” in ORS 197.303.
- **Housing Production Strategy Report:** the report cities must adopt within one year of their deadline to complete an updated Housing Capacity Analysis, pursuant to OAR 660-008-0050.
- **Housing Production Strategy:** a specific tool, action, policy, or measure a city will implement to meet the housing needs described in an adopted Housing Capacity Analysis. A Housing Production Strategy is one component of a Housing Production Strategy Report.
- **Needed Housing:** housing types determined to meet the need shown for housing within an urban growth boundary at particular price ranges and rent levels, including (but not limited to) renter and owner-occupied attached and detached single-family housing, multifamily housing, and manufactured homes.
- **Producers of Needed Housing:** developers, builders, service providers, or other persons or entities providing materials and funding needed to build housing. Producers of Needed Housing may include non-profit organizations or public entities.
- **Unmet Housing Needed:** occurs when housing need determined pursuant to subsection(3)(b) is greater than the housing capacity (i.e., buildable, residential land is insufficient to accommodate demand for housing).