

DATE: April 16, 2021  
TO: City of Ashland Planning Commission and Housing and Human Services Commission  
FROM: Beth Goodman, ECONorthwest  
SUBJECT: **DRAFT** ASHLAND HOUSING STRATEGY

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ECONorthwest is working with the City of Ashland to develop a Housing Capacity Analysis. The Housing Capacity Analysis will determine whether the City of Ashland has enough land to accommodate 20-years of population and housing growth. In addition to this analysis, ECONorthwest is working with the City of Ashland and an advisory committee to develop a Housing Strategy. The Housing Strategy is meant to propose actions that can address Ashland's strategy housing priorities.

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## Ashland Housing Strategy

Ashland's housing strategy presents a comprehensive package of interrelated actions that the Ashland HCA Advisory Committee has evaluated, with input from the Planning Commission, and Housing and Human Services Commission, to implement and address the City's strategic housing priorities over the next eight years.

The City will need to develop a Housing Production Strategy within one year of adopting the Housing Capacity Analysis. This Housing Strategy will provide the City with a starting point for the Housing Production Strategy. Developing the Housing Production Strategy will involve revisiting the recommended actions in this document, providing more detail about each strategy, setting an implementation schedule, and getting stakeholder input on the strategies in this document and assessing whether there are additional strategies that should be incorporated into the Housing Production Strategy. Implementation of the Housing Production Strategy will occur over an eight year period and will require additional public and stakeholder involvement.

## Introduction

Ashland last updated its Comprehensive Plan, including policies in the Housing Element, in June 2019. As a result, Ashland does not need an analysis to revise all of its Housing policies in the Comprehensive Plan. The City needs an housing strategy that provides guidance on strategies the City could implement to meet the unmet housing needs identified in the Housing Capacity Analysis.

This housing strategy recognizes that the City does not build housing. The strategy focuses on tools to ensure there is adequate land planned and zoned to meet the variety of housing needs and opportunities for a variety of housing types, whether market rate or subsidized. This strategy strives to provide opportunities for lower-cost market rate housing, to the extent

possible, to achieve more housing affordability without complete reliance on subsidies if and when possible.

The housing strategy primarily addresses the needs of households with middle, low, very low, or extremely low income. It distinguishes between two types of affordable housing: (1) housing affordable to very low-income and extremely low-income households and (2) housing affordable to low-income and middle-income households. The following describes these households, based on information from the Ashland Housing Capacity Analysis.

- **Very low-income and extremely low-income households** are those who have an income of 50% or less of Jackson County Median Family Income (MFI)<sup>1</sup> which is an annual household income of \$32,600. About 34% of Ashland’s households fit into this category. They can afford a monthly housing cost of \$820 or less.<sup>2</sup> Development of housing affordable to households at this income level is generally accomplished through development of government-subsidized income-restricted housing.
- **Low-income and middle-income households** are those who have income of 50% to 120% of Jackson County’s MFI or income between \$32,600 to \$78,100. About 31% of Ashland’s households fit into this category. They can afford a monthly housing cost of \$820 to \$1,630. The private housing market may develop housing affordable to households in this group, especially for the higher income households in the group.

## Summary and Schedule of Actions

Exhibit 1 presents a summary of actions items, listed in this strategy. This strategy recognizes that some actions will be more productive than others; thus, Exhibit 1 also identifies the scale of impact for each action. A low impact strategy may result in 1% or less of new housing, a moderate impact strategy may result in 1% to 5% of new housing, and a high impact strategy may result in 5% or more of new housing.

Exhibit 1. Summary and Schedule of Actions

Source: Summarized by ECONorthwest.

Action		Scale of Impact		
		Low	Moderate	High
<b>Strategy 1: Ensure an adequate supply of land is available and serviced</b>				
1.1	Evaluate increasing the maximum allowed densities in the Multi-Family Residential (R-2), High Density Residential (R-3), and parts of the Normal Neighborhood designations.		X	
1.2	Evaluate increasing allowed height in the R-2 and R-3 multi-family residential zones, outside of designated historic districts.		X	

<sup>1</sup> Median Family Income is determined by the U.S. Department of Housing and Urban Development. In 2020, Jackson County’s MFI was \$65,100.

<sup>2</sup> This assumes that households pay less than 30% of their gross income on housing costs, including rent or mortgage, utilities, home insurance, and property taxes.

Action		Scale of Impact		
		Low	Moderate	High
1.3	Identify opportunities to increase allowances for residential uses on the ground floor of buildings within commercial and employment zones.		X	
1.4	Evaluate decreasing multifamily parking requirements.			X
1.5	Evaluate decreasing parking requirements for affordable housing developments in areas with access to transit.	X		
1.6	Evaluate increasing lot coverage allowances slightly in the R-2 and R-3 zones.		X	
1.7	Identify opportunities to create greater certainty and clarity in the annexation process	X		
1.8	Evaluate changes to Ashland’s zoning code to disallow single-family detached housing in the High Density Residential Plan Designation (R-3 zone).			X
1.9	Increase supply of High Density Residential lands by rezoning lands within lower density Plan Designations that have a surplus of capacity.		X	
1.10	Create processes and materials necessary to support developers in their development applications.	X		
<b>Strategy 2: Provide opportunities for housing development to meet the City’s identified housing needs</b>				
2.1	Broaden the definition of dwelling unit to include other types of units such as shared housing and co-housing, single-room occupancies, and other dwelling units.	X		
2.2	Evaluate opportunities incentivize smaller units through amendments to allowable densities.		X	
2.3	Identify and reduce any local obstacles to building with less conventional construction materials.	X		
2.4	Evaluate increasing allowances for residential dwellings in commercial and employment zones, such as allowing an increased amount of residential uses in ground floor commercial spaces..		X	
2.5	Develop an equitable housing plan.	X		
2.6	Encourage development of diverse housing types in high opportunity neighborhood.		X	
<b>Strategy 3: Provide opportunities for development affordable to all income levels</b>				
3.1	Create processes and materials necessary to support developers in development of affordable housing.	X		
3.2	Evaluate using the Multiple Unit Property Tax Exemption.		X	
3.3	Adopt a property tax exemption program for affordable rental housing developed by nonprofit affordable housing developers.		X	

Action		Scale of Impact		
		Low	Moderate	High
3.4	Evaluate participating in or establish a land bank.	X		
3.5	Evaluate opportunities to participate in a land trust to manage and develop housing that is affordable for rent or ownership at below-market pricing for households earning 120% or less of MFI (or possibly 80% or less of MFI).	X		
3.6	Evaluate whether the City or other public agencies have vacant or redevelopable publicly owned property could be used for development of affordable housing.		X	
3.7	Identify opportunities to purchase land in Ashland's urbanizing area (within the Ashland UGB and outside of the City limits) as part of a land banking strategy.			X
3.8	Identify partnerships with area employers to increase development of housing affordable to workers in Ashland.	X		
3.9	Continue to collaborate with community partners to work towards providing housing and support services to alleviate homelessness.	X		
3.10	Evaluate opportunities to make development of housing less costly to the development through changes in City fees.	X		
<b>Strategy 4: Identify funding sources to support development of infrastructure and housing affordability programs</b>				
4.1	Evaluate establishing a Construction Excise Tax.		X	
4.2	Evaluate using Urban Renewal to support development of infrastructure necessary to support housing development.		X	
4.3	Coordinate Capital Improvements Program and Transportation System Plan infrastructure investments.		X	
4.4	Continue to identify a variety of funding sources to support the Affordable Housing Trust Fund.	X		
4.5	Identify additional funds to support development of new affordable housing.		X	
<b>Strategy 5: Align housing planning with the Climate and Energy Action Plan</b>				
5.1	Evaluate opportunities to decrease dependence on automotive transportation in areas planned for housing.	X		
5.2	Evaluate opportunities to incorporate elements of the CEAP into housing developments.	X		
5.3	Initiate a process to identify opportunities for development or redevelopment of mixed-use districts and initiate an area planning process to guide redevelopment.		X	
5.4	Evaluate opportunities to develop new housing closer to downtown and commercial centers to reduce dependence on automobiles for transportation.		X	
5.5	Evaluate opportunities for planning transit-oriented development as transit becomes more available in Ashland.		X	

Action		Scale of Impact		
		Low	Moderate	High
5.6	Evaluate sustainable building practices, including certifications, to determine whether the City should offer incentives for certification or require certification of new buildings as sustainable.	X		

## Strategic Issue 1: Ensure an adequate supply of land is available and serviced

This strategy is about ensuring an adequate land supply—not only a twenty-year supply (as Goal 10 requires) but also a pipeline of serviced land that is available for immediate development. The following recommended strategies and actions are intended to ensure an adequate supply of residential land through a combination of changes to development standards, annexation policies, and other changes. Efficient use of Ashland’s residential land is key to ensuring that Ashland has adequate opportunities to grow from 2021 to 2041, and beyond.

### Issue Statement

Statewide planning Goal 10 (Housing) requires cities to inventory residential lands and provide a 20-year supply of land for residential uses. Moreover, land in the UGB is not necessarily development ready. Land requires the full suite of backbone services (water, wastewater, transportation) before it is development ready. The experience throughout Oregon in recent years is that the cost of services is increasing, and cities are turning to creative ways to finance infrastructure. This priority addresses both long- and short-term supply and availability of land.

- a) Provide a 20-year supply of land for residential use. The HNA concluded that Ashland has enough residential land and housing capacity within the Ashland UGB.
- b) Ensure short-term supply to support development. Land in the UGB is not necessarily development ready. Land requires the full suite of backbone services (water, wastewater, transportation) before it is development ready. In addition, HCA Advisory Committee members suggested that there were opportunities to improve the annexation process for bringing land from Ashland’s urbanizing area into the city limits by creating greater certainty that in turn could expedite approvals and reduce costs.

The Housing Capacity Analysis provides a thorough analysis of the existing supply and affordability of housing in Ashland. It concludes that Ashland will need 858 new housing units between 2021 and 2041. It shows that Ashland has sufficient land within the UGB to accommodate growth over the 2021-2041 period but Ashland has very limited capacity (and nearly a deficit of land) for housing in the High Density Residential zone. Ashland is expected to add 1,691 people, resulting in demand for 858 dwelling units. Ashland has capacity for development of 2,754 dwelling units within the UGB under current policies, with much (36%) of the current capacity within Low Density Residential Plan Designations.

However, about 1,299 dwelling units of total capacity (47%) is in the urbanizing area (the area between the city limits and UGB) and will require annexation before development occurs. The Plan Designations with the most capacity in the urbanizing area are Normal Neighborhood and Single-Family Residential.

Ashland needs land that is vacant with urban services that support residential development, such as municipal water service, sewer and wastewater service, stormwater management systems, and transportation connections with adequate capacity to accommodate growth. A part of ensuring that there are development opportunities is making zoning code changes to allow for a wider range of development, especially multifamily housing types, and streamlining the annexation and development process to make annexation faster and provide more predictability in the process to developers.

## Recommended Actions

The recommended actions to address strategic issue 1 under consideration include:

- Action 1.1: Evaluate increasing the maximum allowed densities, or removing density limitations, in the Multi-Family Residential (R-2), High Density Residential (R-3), and parts of the Normal Neighborhood designations. Prior analysis<sup>3</sup> shows that two to three as many units per acre as allowed under the current density standards can potentially fit on a typical site with limited changes to other development standards. Higher densities are especially important for small infill sites where efficiency is at a premium. Allowing more housing on a given infill site helps the City meet its housing needs with less outward expansion and spreads the land and infrastructure cost across more units.
- Action 1.2: Evaluate increasing allowed height in the R-2 and R-3 multi-family residential zones, outside of designated historic districts, from 2 1/2 to 3 stories and from 35 to at least 40 feet.
- Action 1.3: Identify opportunities to increase allowances for residential uses on the ground floor of buildings within commercial and employment zones.
- Action 1.4: Evaluate decreasing multifamily parking requirements. Parking reductions increase efficiency and reduce costs when combined with increases in density. In addition, parking reductions may be an important part of Strategic Issue 5, Action 5.1.
- Action 1.5: Evaluate decreasing parking requirements for affordable housing developments in areas with access to transit. In addition, parking reductions may be an important part of Strategic Issue 5, Action 5.1.
- Action 1.6: Evaluate increasing lot coverage allowances slightly in the R-2 and R-3 zones to support the other code amendments discussed in Actions 1.1, 1.2, and 1.3.
- Action 1.7: Identify opportunities to create greater certainty and clarity in the annexation process through evaluation of the level of design necessary for assessment of compliance with development standards, with the goal of reducing the time and expense of preparing annexation applications.
- Action 1.8: Evaluate changes to Ashland's zoning code to disallow single-family detached housing in the High Density Residential Plan Designation (R-3 zone), to

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<sup>3</sup> ECONorthwest, *Ashland Housing Strategy Implementation Plan*, June 2019.

preserve this zone for higher-density housing. Such a change would not include very small existing lots, where single-family detached housing is all that is buildable.

- Action 1.9: Increase supply of High Density Residential lands by rezoning lands within lower density Plan Designations that have a surplus of capacity, such as land in the Single-Family Residential Plan Designation. The purpose of increasing the supply of High Density Residential land is that Ashland has a small surplus of land in this zone and increasing the supply now, while there is a surplus of land in other zones, provides an opportunity to coordinate long-term planning for multifamily land with other planning processes that the City engages in over the next five to 10 years.
- Action 1.10: Create processes and materials necessary to support developers in their development applications, with the purpose of increasing clarity and certainty of in the development review process.

### Areas for further consideration

The following are actions suggested by members of the HCA Advisory Committee, Planning Commission, and Housing and Human Services Commission that should be further considered by the City of Ashland as it develops its housing policies.

- Evaluate revision to development standards that may result in lower density development, such as requirements for traffic analysis for developments that generate more than 50 trips per day.
- Evaluate the impacts on housing capacity and density of development resulting from Ashland's physical and environmental constraints and water resources protection zones overlays.
- Evaluate the impact of the Ashland Solar Ordinance on limiting development of multi-story multifamily and mixed-use housing in consideration of energy conservation goals.
- Evaluate requiring more housing as part of new development in commercial and employment zones.
- Evaluate allowing smaller single-family detached housing on 2,500 sq ft lots, such as part of cottage clusters or stand-alone single-family detached units.
- Identify opportunities to up zone land from lower density to medium or high density land, to provide more opportunities for developing smaller single-family units and multifamily housing.

## Strategic Issue 2: Provide opportunities for housing development to meet the City's identified housing needs

This strategy focuses on actions that are intended to ensure new residential structures developed in Ashland are diverse and include affordable housing for households with incomes below 60% of MFI, housing affordable to households with incomes of between 60% and 120% of MFI, housing for families with children, low to moderate-income households, senior housing,



and other housing products to achieve housing affordability for households and to meet Ashland’s twenty-year housing needs.

## Issue Statement

Continued increases in housing costs may increase demand for denser housing (e.g., multifamily housing, single-family attached housing, and compact single-family detached housing). To the extent that denser housing types are more affordable than larger housing types (i.e., single-family detached units on larger lots, such as 2,500 square foot dwelling units on lots larger than 5,000 square feet), continued increases in housing costs will increase demand for denser housing.

Ashland’s housing mix in the 2015–2019 period<sup>4</sup> was 66% single-family detached, 9% single-family attached, 12% duplex/tri-plex/quad-plex, and 13% multifamily with 5 or more units per structure. The HCA assumes that the housing mix of new dwelling units in Ashland will be about 35% single-family detached, 10% single-family attached 20% duplex/tri-plex/quad-plex, and 35% multifamily with 5 or more units per structure.

To achieve this mix, Ashland will need to implement policies that allow a wider variety of housing types, including smaller housing and housing produced with innovative processes or building materials, as well as more mixed-use housing.

In addition, Ashland will allow for development of housing that is affordable to workers in Ashland and is located in proximity to employment opportunities to attract needed labor force for its employment and mixed-use lands. These types of housing include (but are not limited to) live-work units, “skinny” single-family detached housing, townhouses, cottage housing, duplexes and triplexes, and less costly types of multifamily housing.

Ashland is in the process of amending the land use code to allow duplexes wherever a single-family dwelling unit is permitted per the requirements of HB2001. Code amendments will be enacted before July 1, 2021.

## Recommended Actions

The recommended actions to address strategic priority 2 under consideration include:

- Action 2.1: Broaden the definition of dwelling unit to include other types of units such as shared housing and co-housing, single-room occupancies, and other dwelling units. Broadening the definition of dwelling units, which would broaden the types of units allowed in residential districts, would allow for greater flexibility of housing type.
- Action 2.2: Evaluate opportunities incentivize smaller units through amendments to allowable densities, such as allowing tiny house clusters or smaller units in medium density zones such as units as small as 200 square feet.

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<sup>4</sup> Based on 2015–2019 ACS five-year estimates for Ashland.

- Action 2.3: Identify and reduce any local obstacles to building with less conventional construction materials, such as shipping containers, prefabricated construction materials, 3-D printed materials, etc., with the purpose of allowing for development of more affordable housing. However, the building code is managed and applied by the State and not under local control.
- Action 2.4: Evaluate increasing allowances for residential dwellings in commercial and employment zones, such as allowing an increased amount of residential uses in ground floor commercial spaces.
- Action 2.5: Develop an equitable housing plan, which could include initial steps, action plan with goals and a method to measure progress to achieve more equitable housing and continuously examine ways to make improvements to the housing system to achieve equity. The equitable housing plan could address the issues identified in the *2020-2024 Fair Housing Analysis of Impediments to Fair Housing Choice Update for the City of Ashland*. This report identified impediments such as: limited community awareness about fair housing protections and resources, instances of discrimination in housing transactions, and a lack of affordable housing.
- Action 2.6: Encourage development of diverse housing types in high opportunity neighborhoods,<sup>5</sup> with a goal of reversing historical patterns of racial, ethnic, cultural and socio-economic exclusion.

### Strategic Issue 3: Provide opportunities for development of housing affordable to all income levels

The following recommended strategy and actions are intended to use a deliberate set of mandates and incentives to support the development of new affordable housing and preserve existing affordable housing.

#### Issue Statement

The Housing Capacity Analysis clearly identifies a lack of housing that is affordable to households with lower and moderate incomes. It is clear that the private sector cannot feasibly develop lower cost housing without government intervention. The amount of government support that is available for lower cost housing is insufficient to meet identified needs.

Availability of housing that is affordable to households at all income levels is a key issue in Ashland. For the purposes of this strategy, affordable housing is defined as: (1) housing for very low-income and extremely low-income households at 50% or below the median family income (MFI)<sup>6</sup> \$32,600 in 2020); (2) housing for low-income households with incomes between 50% and

<sup>5</sup> HUD defines high opportunity neighborhoods as areas that have a positive effect on economic mobility of residents, such as access to jobs, high quality schools, and lower concentration of poverty.

<sup>6</sup> Based on U.S. Department of Housing and Urban Development Median Family Income of \$65,100 for Jackson County in 2020.

80% of the MFI (\$32,600 to \$52,100 in 2020); and (3) housing for middle-income households with incomes between 80% and 120% of the MFI (\$52,100 to \$78,100 in 2020).

In Ashland, 63% of renter households and 31% of homeowner households are considered cost burdened (paying more than 30% of their income on housing). These are households struggling to find affordable housing, at all points along the income spectrum. This strategic priority is to evaluate mechanisms (mandates and/or incentives) that will support development of affordable housing in Ashland.

The City's policy options for providing opportunities to build housing, especially affordable housing (both market-rate and government-subsidized affordable housing) are limited. The most substantial ways the City can encourage development of housing is through ensuring that enough land is zoned for residential development and within the city limits, in addition to assembling and purchasing land for affordable housing development, eliminating barriers to residential development where possible, and providing infrastructure in a cost-effective way.

A key part of this strategy is providing informational resources to developers of housing affordable to both very-low and extremely low-income households, as well as low- and middle-income households. Smaller, local developers need resources to better understand the kinds of support that is available to build more affordable housing, such as funding opportunities, partnerships, etc. The affordable housing realm is very complex and existing developers/builders would benefit from additional assistance and clarification about the requirements for development and management of affordable housing, as well as City assistance identifying potential non-profit affordable housing development partners that can secure funding for affordable housing development.

In addition to supporting development, an important angle of this strategic priority is to identify strategies that preserve naturally occurring affordable housing that already exists in Ashland. Naturally occurring affordable housing are dwelling units that are unsubsidized, yet affordable to households earning incomes below the area's median household or family income.

## Recommended Actions

The recommended actions to address strategic priority 3 under consideration include:

- Action 3.1: Create processes and materials necessary to support developers in development of affordable housing, with the purpose of making it easier to develop affordable housing in Ashland. The City could act as a convener between "market-rate developers" required to provide affordable housing and those nonprofits and other organizations who are well versed in the complexities of developing affordable housing.<sup>7</sup>

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<sup>7</sup> The City of Medford is developing a toolkit to help developers gain support for development of affordable housing in Medford. This toolkit may provide good ideas that could be customized for use in Ashland.

- Action 3.2: Evaluate using the Multiple Unit Property Tax Exemption to incentivize preservation and development of housing for low- to middle-income households for needed housing types.
- Action 3.3: Adopt a property tax exemption program for affordable rental housing developed by nonprofit affordable housing developers. Evaluate which of the two available options under state statute is better suited to the needs of housing providers in Ashland. The options are the Low-Income Rental Housing Tax Exemption and the Nonprofit Corporation Low Income Housing Tax Exemption.
- Action 3.4: Evaluate participating in or establish a land bank for development of housing affordable to households within incomes below 80% of MFI for renters or below 120% of MFI for homeowners. The land bank may best be run by a nonprofit, with the City participating as a partner in the land bank.
- Action 3.5: Evaluate opportunities to participate in a land trust to manage and develop housing that is affordable for rent or ownership at below-market pricing for households earning 120% or less of MFI (or possibly 80% or less of MFI).
- Action 3.6: Evaluate whether the City or other public agencies have vacant or redevelopable publicly owned property that is not being otherwise used and could be used for development of affordable housing. This property could be used to for affordable housing, either as part of a land bank (Action 3.4) or directly in development of an affordable housing project.
- Action 3.7: Identify opportunities to purchase land in Ashland’s urbanizing area (within the Ashland UGB and outside of the City limits) as part of a land banking strategy. The City could acquire land and write down land costs for developers who are willing to build housing either affordable to households with incomes below 60% of MFI or for households with incomes between 60% and 80% of MFI.
- Action 3.8: Identify partnerships with area employers to increase development of housing affordable to workers in Ashland. Potential partnerships may be with Southern Oregon University (SOU), for development of workforce housing for people employed at SOU or students at SOU, Ashland School District, or with the Oregon Shakespeare Festival.
- Action 3.9: Continue to collaborate with community partners to work towards providing housing and support services to alleviate homelessness for families with children, domestic violence victims, veterans, and other vulnerable populations.
- Action 3.10: Evaluate opportunities to make development of housing less costly to the development through changes in City fees. For example, the City might allow a developer to pay application fees over time, rather than requiring the fee at the beginning of the development process. The City might set a cap on application fees.

## Areas for further consideration

The following are actions suggested by members of the HCA Advisory Committee, Planning Commission, and Housing and Human Services Commission that should be further considered by the City of Ashland as it develops its housing policies.

- Identify opportunities to increase opportunities for affordable homeownership for households with children.

## Strategic Issue 4: Identify funding sources to support development of infrastructure and housing affordability programs

The following recommended strategy and actions are intended to consider a range of funding tools that Ashland may implement and use to support residential development.

### Issue Statement

A primary barrier to residential development, particularly for housing for very low-income and low-income households, is costs and financing. This strategic priority intends to evaluate opportunities for the City of Ashland to support needed, residential development by evaluating creative funding and financing mechanisms that reduce development costs. Funding opportunities may include options to reduce the cost of land, reduce hard costs (such as infrastructure development), and reduce soft costs (such as system development charges or permit costs).

### Recommended Actions

The recommended actions to address strategic priority 4 are:

- Action 4.1: Evaluate establishing a Construction Excise Tax (CET) for residential, commercial, and industrial development.<sup>8</sup> When the City evaluates implementing a CET, the City should consider how much funding the CET could produce and decide if that funding would meaningfully help in production of affordable housing. The City may want to consider a methodology that exempts a portion of the permit value (such as the first \$100,000 or more permit value), as a way of focusing CET charges on units with a higher permit value.
- Action 4.2: Evaluate using Urban Renewal to support development of infrastructure necessary to support housing development, as well as to support development of housing affordable to households with incomes below 80% of MFI. For example, a Tax Increment Financing (TIF) set-aside of a minimum of 30% for affordable housing development to serve households earning 0-60% Median Family Income, to apply to existing and future urban renewal areas in the City. TIF set-aside funds would also potentially be available for affordable housing units within market rate, mixed-use and mixed-income development. If the City wants to use Urban Renewal on areas currently

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<sup>8</sup> The Ashland School District has an existing CET of \$1.07 per square foot of residential construction or \$0.53 per square foot of commercial construction.

outside the city limits, the City will need to annex the land into the city limits before implementing the Urban Renewal District.

- Action 4.3: Coordinate Capital Improvements Program infrastructure investments and Transportation System Plan to strategically develop needed infrastructure within areas where residential growth is expected.
- Action 4.4: Continue to identify a variety of funding sources to support the Affordable Housing Trust Fund.
- Action 4.5: Identify additional funds to support development of new affordable housing, including housing options for people experiencing homelessness, increasing housing stability and reducing risk of homelessness, and housing for households with incomes of less than 60% of MFI. These funds may be contributed to Ashland’s existing Affordable Housing Trust Fund. One funding option with substantial revenue potential is a General Obligation (GO) bond. Cities or other jurisdictions can issue bonds backed by the full faith and credit of the jurisdiction to pay for capital construction and improvements.

## Strategic Issue 5: Align housing planning with the Climate and Energy Action Plan

The following recommended strategy and actions are intended ensure that planning for housing is aligned with Ashland’s plans for climate change.

### Issue Statement

The City of Ashland adopted its Climate and Energy Action Plan (CEAP) in March of 2017 “to reduce its emissions and improve its resilience to future impacts of climate change on its environment, infrastructure, and people.”<sup>9</sup> The plan identified six strategic initiatives:

- Transition to clean energy
- Maximize conservation of water and energy
- Support climate-friendly land use and management
- Reduce consumption of carbon-intensive goods and services
- Inform and work with residents, organizations, and government
- Lead by example

To the extent possible, housing planning and actions to address Ashland’s housing needs should emphasize these initiatives and allow them to guide decision-making. The nexus between the CEAP and housing development includes:

- **Location of housing.** Housing that is located in areas where less driving is necessary, either through more use of transit or a closer location to services and work, may help the

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<sup>9</sup> Climate and Energy Action Plan:

[http://www.ashland.or.us/Files/Ashland%20Climate%20and%20Energy%20Action%20Plan\\_pages.pdf](http://www.ashland.or.us/Files/Ashland%20Climate%20and%20Energy%20Action%20Plan_pages.pdf)

City meet its CEAP goals. Some of Ashland’s residential development is located in areas with access to transit and closer to services and employment but some land does not have these locational advantages. In addition, some people will choose to locate in Ashland but work in other parts of the region.

- **Energy efficiency of housing development and the structures.** Housing that is developed with energy-efficient processes, uses energy-efficient materials, and operates in an energy-efficient way over time can also help the City meet its CEAP goals. Increasing energy-efficiency can both increase development costs, through more expensive materials or development process, as well as lower long-term energy costs. Ashland should be careful to consider the advantages and disadvantages when requiring energy-efficient development, to make sure that the requirements do not make housing substantially less affordable in Ashland.

## Recommended Actions

The recommended actions to address strategic issue 5 are:

- Action 5.1: Evaluate opportunities to decrease dependence on automotive transportation in areas planned for housing, such as increased focus on development in walkable and bikeable areas and increases in transit service (amount and frequency of transit, as well as increased destinations for transit). The prior action that suggests parking reductions (Action 1.3) may reduce reliance upon automobiles and decrease of impervious surfaces dedicated to parked vehicles.
- Action 5.2: Evaluate opportunities to incorporate elements of the CEAP into housing developments, including increased energy efficiency, solar access, electrical vehicle parking and charging opportunities, reduction of fossil fuels dependency, and increased resilience to natural hazards resulting from a changing climate (such as the risk of wildfire).
- Action 5.3: Initiate a process to identify opportunities for development or redevelopment of mixed-use districts and initiate an area planning process to guide redevelopment.
- Action 5.4: Evaluate opportunities to develop new housing closer to downtown and commercial centers to reduce dependence on automobiles for transportation. For example, redevelopment of the Railroad property provides such an opportunity.
- Action 5.5: Evaluate opportunities for planning transit-oriented development as transit becomes more available in Ashland, consistent with mixed-use planning.
- Action 5.6: Evaluate sustainable building practices, including certifications, to determine whether the City should offer incentives for certification or require certification of new buildings as sustainable.

## Appendix A: Potential Housing Policies and Actions

This appendix provides the City with information about potential policies that could be implemented in Ashland to address the City's housing needs. This appendix provides a range of housing policy options for the City of Ashland to consider as it addresses its housing needs. These policy options are commonly used by cities in Oregon and other states. Policy options are categorized as follows:

- Land Use Regulations
- Increase Housing Types
- Financial Assistance to Homeowners and Renters
- Lower Development or Operational Costs
- Funding Sources to Support Residential Development

The intention of this memorandum is to provide a toolbox of potential policies and actions that the City can use to address strategic issues. For many of the policy tools described below, we give an approximate scale of impact. **The purpose of the scale of impact is to provide some context for whether the policy tool generally results in a little or a lot of change in the housing market.** The scale of impact depends on conditions in the City, such as other the City's other existing (or newly implemented) housing policies, the land supply, and housing market conditions. We define the scale of impact as follows:

- A **small** impact may not directly result in development of new housing or it may result in development of a small amount of new housing, such as 1% to 3% of the needed housing. In terms of housing affordability, a small impact may not improve housing affordability in and of itself. A policy with a small impact may be necessary but not sufficient to increase housing affordability.
- A **moderate** impact is likely to directly result in development of new housing, such as 3% to 5% of needed housing. In terms of housing affordability, a moderate impact may not improve housing affordability in and of itself. A policy with a moderate impact may be necessary but not sufficient to increase housing affordability.
- A **large** impact is likely to directly result in development of new housing, such as 5% to 10% (or more) of needed housing. In terms of housing affordability, a **large** impact may improve housing affordability in and of itself. A policy with a large impact may still need to work with other policies to increase housing affordability.



## Land Use Regulations

These policies focus on ways the City can modify its land use regulations to increase housing affordability and available housing stock.

Action Name	Description	Implementation in Ashland	Scale of Impact
<b>Regulatory Changes</b>			
Administrative and Procedural Reforms	Regulatory delay can be a major cost-inducing factor in development. Oregon has specific requirements for review of development applications. However, complicated projects frequently require additional analysis such as traffic impact studies, etc.  A key consideration in these types of reforms is how to streamline the review process and still achieve the intended objectives of local development policies.		<b>Scale of Impact - Small.</b> The impact on production of housing and housing affordability is small and depends on changes made to City procedures. Streamlining procedures may not be sufficient to increase production.
Expedited / Fast-tracked Building Permit	Expedite building permits for pre-approved development types or building characteristics (e.g. green buildings). City of Bend offers expedited review and permitting for affordable housing. Any residential or mixed-use development that receives local, state or federal affordable housing funding is eligible to receive a written decision by the Planning Department within two weeks of the date of submittal. For projects that require more complex planning review, a decision will be written, or the first public hearing will be held within six weeks of the date of submittal.	Priority planning action processing and building permit issuance for affordable housing is not codified in Ashland Municipal Code. Ashland does provide priority plan check and planning action processing for green buildings pursuing certification under the Leadership in Energy and Environmental Design (LEED) rating system.	<b>Scale of Impact - Small.</b> Expedited permit processing will benefit a limited number of projects. It may be necessary but not sufficient to increase housing production on its own.
Streamline Zoning Code and other Ordinances	Complexity of zoning, subdivision, and other ordinances can make development more difficult, time consuming, and costly. Streamlining development regulations can result in increased development.		<b>Scale of Impact - Small to moderate.</b> The level of impact on production of housing

Action Name	Description	Implementation in Ashland	Scale of Impact
	<p>As part of the streamlining process, cities may evaluate potential barriers to affordable workforce housing and multifamily housing. Potential barriers may include height limitations, complexity of planned unit development regulations, parking requirements, and other zoning standards.</p> <p>Many of the remaining tools in this section focus on changes to the zoning code.</p>		<p>and housing affordability will depend on the changes made to the zoning code and other ordinances.</p>
<p>Allow Small Residential Lots</p>	<p>Small residential lots are generally less than 5,000 SF and sometimes closer to 2,000 SF. This policy allows individual small lots within a subdivision. Small lots can be allowed outright in the minimum lot size and dimensions of a zone, or they could be implemented through the subdivision or planned unit development ordinances.</p> <p>This policy is intended to increase density and lower housing costs. Small-lots limit sprawl, contribute to a more efficient use of land, and promote densities that can support transit. Small lots also provide expanded housing ownership opportunities to broader income ranges and provide additional variety to available housing types.</p> <p>Cities across Oregon allow small residential lots, including many cities in the Metro area.</p>	<p>Planned Unit Developments in all SFR and MFR zones will allow for small lots (up to zero lot line) at allowable Densities. Additionally, cottage housing developments in SFR zones (R-1-5 &amp; R-1-7.5) allow lots smaller than the minimum lot size for the zone in conjunction with common open space.</p> <p>Ashland's R-1-3.5 zone has a minimum lot size of 3,500 SF.</p>	<p><b>Scale of Impact – Small to moderate.</b></p> <p>Cities have adopted minimum lot sizes as small as 2,000 SF. However, it is uncommon to see entire subdivisions of lots this small. Small lots typically get mixed in with other lot sizes. This tool generally increases density and amount of single-family detached and townhouse housing in a given area, decreasing housing costs as a result of decreasing amount of land on the lot.</p>
<p>Mandate Maximum Lot Sizes</p>	<p>This policy places an upper bound on lot size and a lower bound on density in single-family zones. For example, a residential zone with a 6,000 SF minimum lot size might have an 8,000 SF maximum lot size yielding an effective</p>	<p>Ashland does not have a maximum lot size or minimum density requirement in Single Family Residential zones, although market development</p>	<p><b>Scale of Impact— Small to moderate.</b></p> <p>Mandating maximum lot size may be most appropriate in areas</p>

Action Name	Description	Implementation in Ashland	Scale of Impact
	<p>net density range between 5.4 and 7.3 dwelling units per net acre.</p> <p>This approach ensures minimum densities in residential zones by limiting lot size. It places bounds on building at less than maximum allowable density. Maximum lot sizes can promote appropriate urban densities, efficiently use limited land resources, and reduce sprawl development.</p> <p>This tool is used by some cities but is used less frequently than mandating minimum lot sizes.</p>	<p>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>	<p>where the market is building at substantially lower densities than are allowed or in cities that do not have minimum densities.</p> <p>This tool generally increases density and amount of single-family detached and townhouse housing in a given area, decreasing housing costs as a result of decreasing amount of land on the lot.</p>
Mandate Minimum Residential Densities	<p>This policy is typically applied in single-family residential zones and places a lower bound on density. Minimum residential densities in single-family zones are typically implemented through maximum lot sizes. In multifamily zones, they are usually expressed as a minimum number of dwelling units per net acre. Such standards are typically implemented through zoning code provisions in applicable residential zones. This policy increases land-holding capacity. Minimum densities promote developments consistent with local comprehensive plans and growth assumptions. They reduce sprawl development, eliminate underbuilding in residential areas, and make provision of services more cost effective. Mandating minimum density is generally most effective in medium and high-density zones where single-family detached housing is allowed.</p> <p>The minimum density ensures that low-density single-family housing is not built where higher-density multifamily housing could be built.</p>	<p>Minimum Density requirements (80% base density) are in place in MFR zones (R-2 and R-3) on lots large enough to accommodate 3 or more units. Minimum densities are required of any residential annexation (90% Base Density).</p>	<p><b>Scale of Impact— Small to moderate.</b></p> <p>Increasing minimum densities and ensuring clear urban conversion plans may have a small to moderate impact depending on the observed amount of underbuild and the minimum density standard. For cities that allow single-family detached housing in high density zones, this policy can result in a moderate or larger impact.</p>

Action Name	Description	Implementation in Ashland	Scale of Impact
<p>Increase Allowable Residential Densities</p>	<p>This approach seeks to increase holding capacity by increasing allowable density in residential zones. It gives developers the option of building to higher densities. This approach would be implemented through the local zoning or development code. This strategy is most commonly applied to multifamily residential zones.</p> <p>For cities with maximum densities, consider removing maximum allowable densities. This change may be most relevant.</p> <p>Higher densities increase residential landholding capacity. Higher densities, where appropriate, provide more housing, a greater variety of housing options, and a more efficient use of scarce land resources. Higher densities also reduce sprawl development and make the provision of services more cost effective.</p>	<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>Ashland has not increased residential densities outside of the this Overlay area.</p>	<p><b>Scale of Impact— Small to moderate.</b></p> <p>This tool can be most effective in increasing densities where very low density is currently allowed or in areas where a city wants to encourage higher density development.</p> <p>This tool generally increases density and amount of single-family detached and townhouse housing in a given area, decreasing housing costs as a result of decreasing amount of land on the lot.</p>
<p>Allow Clustered Residential Development</p>	<p>Clustering allows developers to increase density on portions of a site, while preserving other areas of the site. Clustering is a tool most commonly used to preserve natural areas or avoid natural hazards during development. It uses characteristics of the site as a primary consideration in determining building footprints, access, etc. Clustering is typically processed during the site review phase of development review.</p>	<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>	<p><b>Scale of Impact— Moderate.</b> Clustering can increase density, however, if other areas of the site that could otherwise be developed are not developed, the scale of impact can be reduced.</p>
<p>Reduced Parking Requirements</p>	<p>Jurisdictions can reduce or eliminate minimum off-street parking requirements, as well as provide flexibility in meeting parking requirements. Reducing parking requirements positively impact development of any type of</p>	<p>Ashland provides parking reductions for small units city-wide (one space per unit for units 500 SF or less).</p>	<p><b>Scale of Impact— Small to moderate.</b></p> <p>The City could require the developer to prove</p>

Action Name	Description	Implementation in Ashland	Scale of Impact
	<p>housing, from single-family detached to multifamily housing.</p> <p>Reduced parking requirements are most frequently used in conjunction of development of subsidized affordable housing, but cities like Portland have reduced or eliminated parking requirements for market-based multifamily housing in specific circumstances.</p> <p>City of Bend offers parking reductions for affordable housing and transit proximity. Parking for affordable housing units is 1 space per unit regardless of size, compared to 1 space per studio or 1-bedroom unit, 1.5 spaces per 2-bedroom unit, and 2 spaces per 3- or more bedroom unit for market-rate multifamily development or 2 spaces per market rate detached dwelling unit. Affordable housing units must meet the same eligibility criteria as for other City of Bend affordable housing incentives</p> <p>City of Portland offers parking exceptions for affordable housing and sites adjacent to transit. The City of Portland allows housing developments that meet the inclusionary zoning requirements to reduce parking requirements to zero if located near frequent transit service, and to exclude the affordable housing units from parking requirements for developments located further from frequent transit service. The City also allows market rate housing developments located near frequent transit service to provide little or no parking, depending on the number of units in the development.</p>	<p>Within the Transit Triangle Overlay parking requirements are reduced to one space per unit for units 800 SF or less</p> <p>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: An off-street parking credit for each on-street space along the properties 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> <p>Ashland does not have a specific parking reduction available for units designated and regulated as affordable housing.</p>	<p>the need and public benefit or reducing parking requirements to increase housing affordability.</p> <p>Reducing parking requirements can have a moderate to large impact on housing affordability if little or no parking is required.</p>
Reduce Street Width Standards	This policy is intended to reduce land used for streets and slow down traffic. Street standards are typically described in development and/or subdivision ordinances. Reduced street width standards are most commonly applied on local streets in residential zones. This strategy could be applied	Ashland has long implemented a “Narrow Street” standard through the Street Standards and Transportation System Plan.	<b>Scale of Impact—</b> <b>Small.</b> This policy is most effective in cities that require relatively wide streets.

Action Name	Description	Implementation in Ashland	Scale of Impact
	<p>to alleys, when required, to ensure that alleys are relatively narrow to reduce development and maintenance costs.</p> <p>Narrower streets make more land available to housing and economic-based development. Narrower streets can also reduce long-term street maintenance costs.</p>		
Preserving Existing Housing Supply	<p>Housing preservation ordinances typically condition the demolition or replacement of certain housing types on the replacement of such housing elsewhere, fees in lieu of replacement, or payment for relocation expenses of existing tenants. Preservation of existing housing may focus on preservation of smaller, more affordable housing. Approaches include:</p> <ul style="list-style-type: none"> <li>• Housing preservation ordinances</li> <li>• Housing replacement ordinances</li> <li>• Manufactured home preservation</li> <li>• Single-room-occupancy ordinances</li> <li>• Regulating demolitions</li> </ul>	<p>Ashland does have ordinances that regulate the closure of manufactured home parks and displacement of the residents, as well as the conversion of apartments into condominiums, wherein longer notice periods prior to tenant displacement and relocation assistance can be required.</p> <p>Ashland’s demolition ordinance does regulate demolitions but does not have standards relating to tenant displacement.</p>	<p><b>Scale of Impact— Small to moderate.</b></p> <p>Preserving small existing housing can make a difference in the availability of affordable housing in a city but it is limited by the existing stock housing, especially smaller, more affordable housing. Cities with older housing stock are more likely to benefit from this policy.</p>
Inclusionary Zoning	<p>Inclusionary zoning policies tie development approval to, or provide regulatory incentives for, the provision of low- and moderate-income housing as part of a proposed development. Mandatory inclusionary zoning requires developers to provide a certain percentage of low-income housing. Incentive-based inclusionary zoning provides density or other types of incentives.</p> <p>The price of low-income housing is often passed on to purchasers of market-rate housing. Critics of inclusionary zoning contend it impedes the "filtering" process where residents purchase new housing, freeing existing housing for lower-income residents.</p>	<p>Ashland requires a percentage of affordable housing (25% of the base density exclusive of unbuildable areas) as part of annexations and zone changes for residential developments.</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 newly</p>	<p><b>Scale of Impact— Small to moderate.</b></p> <p>Inclusionary zoning has recently been made legal in Oregon. The scale of impact would depend on the inclusionary zoning policies adopted by the city.</p>

Action Name	Description	Implementation in Ashland	Scale of Impact
	<p>Oregon’s inclusionary zoning laws apply to structures with 20 or more multifamily units, with inclusion of units that are affordable at 80% of the median family income of the city.</p> <p>The City of Portland has implemented an inclusionary zoning program. While Portland’s inclusionary zoning program is resulting in production of affordable multifamily units, there is considerable discussion and disagreement about the impact of number of multifamily units being built and potential changes in the location of units.</p>	<p>approved inclusionary zoning legislation.</p>	
<p>Re-designate or rezone land for housing</p>	<p>The types of land rezoned for housing are vacant or partially vacant low-density residential and employment land rezoned to multifamily or mixed use. In rezoning land, it is important to choose land in a compatible location, such as land that can be a buffer between an established neighborhood and other denser uses or land adjacent to existing commercial uses. When rezoning employment land, it is best to select land with limited employment capacity (i.e., smaller parcels) in areas where multifamily housing would be compatible (i.e., along transit corridors or in employment centers that would benefit from new housing).</p> <p>This policy change increases opportunity for comparatively affordable multifamily housing and provides opportunities for mixing residential and other compatible uses.</p> <p>Cities across Oregon frequently re-zone and re-designate land to address deficits of land for new housing.</p>	<p>Rezoning land in Ashland is not a common practice.</p> <p>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.</p> <p>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>Encourage multifamily</p>	<p>This tool seeks to encourage denser multifamily housing as part of mixed-use projects in commercial zones. Such</p>	<p>Mixed use projects are permitted and encouraged in</p>	

Action Name	Description	Implementation in Ashland	Scale of Impact
residential development in commercial zones	<p>policies lower or eliminate barriers to residential development in commercial or mixed-use zones. They include eliminating requirements for non-residential uses in commercial zones (e.g., requirements for ground floor retail) or requiring minimum residential densities.</p> <p>This policy can increase opportunities for multifamily development on commercial or mixed-use zones or increase the density of that development.</p> <p>Cities across Oregon frequently encourage multifamily housing development in commercial zones, either as stand-alone residential buildings or as mixed-use buildings.</p>	<p>Ashland Commercial and Employment zoned. There is current discussion regarding the percentage of the ground floor that is to be reserved for commercial uses and whether those ratios can be modified in consideration of changing market demands for in retail and office space.</p>	
Transfer or Purchase of Development Rights	<p>This policy is intended to move development from sensitive areas to more appropriate areas. Development rights are transferred to “receiving zones” and can be traded and can increase overall densities. This policy is usually implemented through a subsection of the zoning code and identifies both sending zones (zones where decreased densities are desirable) and receiving zones (zones where increased densities are allowed).</p> <p>Transfer of development rights is done less frequently in Oregon, as cities generally zone land for higher density housing where they would like it to occur. This policy is frequently used by cities outside of Oregon.</p>	<p>Ashland does not have a Transfer of Development Rights program or designated receiving zones.</p>	
Provide Density Bonuses to Developers	<p>The local government allows developers to build housing at densities higher than are usually allowed by the underlying zoning. Density bonuses are commonly used as a tool to encourage greater housing density in desired areas, provided certain requirements are met. This strategy is generally implemented through provisions of the local zoning code and is allowed in appropriate residential zones.</p>	<p>Ashland has four density bonuses, one of which is for development of affordable housing at higher densities and another for energy-efficient housing.</p> <p>Affordable housing projects meeting eligibility requirements (including rental or ownership</p>	



Action Name	Description	Implementation in Ashland	Scale of Impact
	<p>Bonus densities can also be used to encourage development of low-income or workforce affordable housing. An affordable housing bonus would allow for more housing units to be built than allowed by zoning if the proposed project provides a certain number of affordable units.</p> <p>City of Bend offers affordable housing density and height bonuses. Qualifying affordable housing projects are eligible for a 10-foot building height bonus for multifamily housing when affordable housing units are gained and for a density bonus. The density increase is based on the percentage of affordable housing units within the proposed development: if 10% of the units are affordable, the maximum density is 110% of the standard maximum density. The maximum density bonus is 50% above the base density. Qualifying projects must be affordable to households at or below 60% of the AMI for rental housing and at or below 80% of the AMI for ownership housing and require development agreements and restrictions to ensure continued affordability.</p> <p>Kirkland, WA offers density bonuses for duplex, triplex, and cottages. Cottage homes (limited to 1,500 SF of floor area) and two- and three-unit homes (up to 1,000 SF of floor area average per unit) are allowed at double the density of detached dwelling units in the underlying zone.</p>	<p>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.</p> <p>The max. density bonus inclusive of other bonuses (open space, conservation) can be 60% over the base density within the zone.</p> <p>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> <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>	

## Increase Housing Types

The following policies focus on ways in which the City can increase the types of housing available in order to increase housing affordability. Policies focus on increasing housing density or the number of residents within existing City lots.

Action Name	Description	Implemented in Ashland?	Scale of Impact
<p>Allow Duplexes, Cottage housing, Townhomes, Row Houses, and Tri- and Quad-Plexes in low density zones</p>	<p>Allowing these housing types can increase overall density of residential development and may encourage a higher percentage of multifamily housing types. This approach would be implemented through the local zoning or development code and would list these housing types as outright allowable uses in appropriate residential zones. These housing types provide additional affordable housing options and allow more residential units than would be achieved by detached homes alone.</p> <p>House Bill 2001 requires cities to allow these housing types in single-family zones.</p>	<p>Ashland is in the process of amending the land use code to allow duplexes wherever a single-family dwelling unit is permitted per the requirements of HB2001.</p> <p>Code amendments will be enacted before July 1, 2021.</p>	<p><b>Scale of Impact – Small to moderate.</b></p> <p>Allowing these types of housing in more zoning districts may provide relatively few number of new, relatively affordable, housing opportunities.</p>
<p>Allow Cottage housing, Tri- and Quad-Plexes Townhomes, Row Houses, Stacked Townhouses, Cottage Courts, Duplex/Townhouse Courts, &amp; Garden Apartments in medium density zones</p>	<p>Allowing these housing types can increase overall density of residential development and may encourage a higher percentage of multifamily housing types. This approach would be implemented through the local zoning or development code and would list these housing types as outright allowable uses in appropriate residential zones. These housing types provide additional affordable housing options and allow more residential units than would be achieved by detached homes alone.</p>	<p>Ashland passed a cottage housing ordinance in 2018 and 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 Townhouses 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>	<p><b>Scale of Impact – Small to Large.</b></p> <p>Allowing these types of housing in more zoning districts may provide up to a large number of new, relatively affordable, housing opportunities. The scale of impact will depend, in part, on the amount of vacant or redevelopable land in medium density zones, as well as the types of housing newly allowed in the medium density zone.</p>

Action Name	Description	Implemented in Ashland?	Scale of Impact
Allow Stacked Townhouses, Garden Apartments and larger-scale Apartments in high density zones	Allowing these housing types can increase overall density of residential development and may encourage a higher percentage of multifamily housing types. This approach would be implemented through the local zoning or development code and would list these housing types as outright allowable uses in appropriate residential zones. These housing types provide additional affordable housing options and allow more residential units than would be achieved by detached homes alone.	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.	<b>Scale of Impact – Small to Large.</b> Allowing these types of housing in more zones may provide a large number of new, relatively affordable, housing opportunities. The scale of impact depends on the amount of vacant/redevelopable land in high density zones and the housing types allowed in the zones.
Allow Live-Work housing or Mixed-use housing in commercial zones	Allowing these housing types can increase overall density of residential development and may encourage a higher percentage of multifamily housing types. This approach would be implemented through the local zoning or development code and would list these housing types as outright allowable uses in appropriate residential zones. These housing types provide additional affordable housing options and allow more residential units than would be achieved by detached homes alone.	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 with the exception of industrial (M-1).	<b>Scale of Impact – Small to Large.</b> Allowing these types of housing in more zoning districts may provide up to a large number of new, relatively affordable, housing opportunities.
Remove barriers to Development of Accessory Dwelling Units	As of July 1, 2018, ORS 197.312 requires cities to allow at least one ADU for each detached single-family dwelling in areas zoned for detached single-family dwellings.	Ashland allows Accessory Residential Units (ARU or ADU) as an accessory use to single-family homes throughout the City, and further provides reduced	<b>Scale of Impact - Small.</b> Oregon law recently changed to require cities to allow ADUs.

Action Name	Description	Implemented in Ashland?	Scale of Impact
(ADUs) in single-family zones	Jurisdictions can make development of ADUs more likely by limiting restrictive standards and procedures, such as reducing systems development charges for ADUs, reducing or eliminating parking requirements, or allowing ADUs regardless of where the primary dwelling is owner-occupied.	SDCs for small units of less than 500 SF. Per ORS 197.312 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.	
Allow small or “tiny” homes	<p>“Tiny” homes are typically dwellings that are 500 SF or smaller. Some tiny houses are as small as 100 to 150 SF. They include stand-alone units or very small multifamily units.</p> <p>Tiny homes can be sited in a variety of ways: locating them in RV parks (they are similar in many respects to Park Model RVs), tiny home subdivisions, or allowing them as accessory dwelling units.</p> <p>Smaller homes allow for smaller lots, increasing land use efficiency. They provide opportunities for affordable housing, especially for homeowners.</p> <p>Portland and Eugene allow tiny homes as temporary shelter for people experiencing homelessness.</p>	<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>As an emergency provision in response to the Alameda fire, RVs, campers, and trailers can be located on residential properties in Ashland as temporary shelter provided, they are connected to sanitation and utilities.</p>	<p><b>Scale of Impact - Small:</b> Scale of impact depends on regulation of tiny homes, where they are allowed, and market demand for tiny homes.</p>

## Lower Development or Operational Costs

The following policies focus on ways in which the City and other entities involved in development can provide financial assistance to lower development or operational costs in a city in order to increase housing affordability and available housing stock.

Action Name	Description	Implemented in Ashland?	Scale of Impact
<b>Programs or policies to lower the cost of development</b>			
Parcel Assembly	<p>Parcel assembly involves the city's ability to purchase lands for the purpose of land aggregation or site assembly. It can directly address the issues related to limited multifamily lands being available in appropriate locations (e.g., near arterials and commercial services). Typical goals of parcel assembly programs are: (1) to provide sites for rental apartments in appropriate locations close to services and (2) to reduce the cost of developing multifamily rental units</p> <p>Parcel assembly can lower the cost of multifamily development because the City is able to purchase land in strategic locations over time. Parcel assembly is often associated with development of affordable housing (affordable to households with income below 60% of MFI), where the City partners with nonprofit affordable housing developers.</p> <p>Parcel assembly can be critically important role for cities to kick start quality affordable housing and work force housing projects that can be positive catalysts too for market rate development.</p>	<p>The City has limited 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 (60 units developed, 60 units under construction).</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>	<p><b>Scale of Impact - Small to large.</b> Parcel assembly is most likely to have an effect on a localized area, providing a few opportunities for new multifamily housing development over time.</p>

Action Name	Description	Implemented in Ashland?	Scale of Impact
Land Banking	<p>Land banks support housing development by reducing or eliminating land cost from development, with the goal of increasing the affordability of housing. They can take several forms. Many are administered by a non-profit or non-governmental entity with a mission of managing a portfolio of properties to support affordable housing development over many years or decades. Ideally, a land bank is set up to manage financial and administrative resources, including strategic property disposal, for the explicit purpose of supporting affordable housing development. Cities can partner with non-profits or sometimes manage their own land banks. Cities may also donate, sell, or lease publicly owned land for the development of affordable housing even without a formal 'land bank' organization.</p> <p>Land banks are purposed for short-term ownership of lands. Lands acquired are often vacant, blighted, or environmentally contaminated. Land banks may also acquire lands with title defects or of which derelict structures sit. Lands are eventually transferred to a new owner for reuse and redevelopment.</p>	There is no administrator of a Land Bank within Ashland.	<p><b>Scale of Impact - Small to large.</b> A land bank will have the biggest impact on production of low- and moderate-income affordable housing. Considering how difficult it is to build this type of affordable housing and the level of need for affordable housing, a land trust could increase nonprofits' capacity to build affordable housing.</p>
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. Because the land is not included in the housing price for tenants / buyers, land trusts can achieve below-market pricing. Land trusts are most commonly used as a method for supporting affordable home ownership goals.</p> <p>Land trusts are purposed for long-term stewardship of lands and buildings. Lands / buildings acquired may have need for remediation or redevelopment. Lands / buildings may have also been acquired to preserve affordability, prevent deferred maintenance, or protect against foreclosure</p> <p>Proud Ground (Portland Metro Area) was founded in 1999 and has grown into one of the largest community land trusts in the country. The organization focuses on affordable homeownership and controls ground leases associated with</p>	<p>There are 49 units within Ashland that are operated under the land Trust model. Beginning in 2000 the Ashland Community Land Trust developed 18 land trusted affordable housing units, which are currently administered by ACCESS Inc.</p> <p>Rogue Valley Community Development Corporation developed 31 units under the land trust model which were</p>	<p><b>Scale of Impact - Small to large.</b> A land trust will have the biggest impact on production of low- and moderate-income affordable housing. Considering how difficult it is to build this type of affordable housing and the level of need for affordable housing, a land trust could increase nonprofits' capacity to</p>

Action Name	Description	Implemented in Ashland?	Scale of Impact
	270 homes in Multnomah, Washington, Clackamas, and Clark County.	transferred to NeighborWorks Umpqua for administration.  NeighborWorks Umpqua was granted \$50,000 in Ashland's Affordable Housing Trust Funds in 2020 to assist in refining the legal structure of the land trust agreements for use in Ashland.	build affordable housing.
Public Land Disposition	<p>The public sector sometimes controls land that has been acquired with resources that enable it to dispose of that land for private and/or nonprofit redevelopment. Land acquired with funding sources such as tax increment, EB-5, or through federal resources such as CDBG or HUD Section 108 can be sold or leased at below market rates for various projects to help achieve redevelopment objectives. This increases development feasibility by reducing development costs and gives the public sector leverage to achieve its goals via a development agreement process with the developer. Funding can come from Tax Increment, CDBG/HUD 108, or EB-5.</p> <p>Cities across Oregon use publicly land to support affordable and market-rate of housing development. In some cases, municipalities put surplus public land into land banks or land trusts.</p> <p>Tri-Met is evaluating re-use of construction staging sites for future affordable housing and/or transit-orient development sites.</p> <p>Cottage Grove is working with the school district to discuss and plan for use of surplus school district land for future housing development.</p>	<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>Ashland is a CDBG entitlement community and prioritizes the use of CDBG funds to support affordable housing development and preservation. Local non-profit affordable housing providers including ACLT, RVCDC, ACCESS Inc, Habitat for Humanity and the Housing Authority of Jackson County have utilized Ashland's CDBG funds to acquire property or complete public improvements for affordable housing developments.</p>	<p><b>Scale of Impact – Small to moderate.</b> Depends on whether the City has surplus land that would be appropriate for future housing development.</p>

Action Name	Description	Implemented in Ashland?	Scale of Impact
		Ashland has not utilized the section 108 loan program to leverage up to 5 years of CDBG allocations for land acquisition for affordable housing.	
Reduced / Waived Building Permit fee, Planning fees, or SDCs	<p>Programs that reduce various development fees as an incentive to induce qualifying types of development or building features. There are a number of avenues to seek reduced or waived fees. For example, stormwater improvements can be made through the Commercial Stormwater Fee Reduction. There are commonly used tools, often implemented in conjunction with development agreements or other development negotiation processes.</p> <p>City of Portland offers SDC exemptions for affordable housing. Portland's SDC Exemption Program exempts developers of qualifying affordable housing projects from paying SDCs levied by the City of Portland for transportation, water, parks and environmental services. Eligible rental projects must serve households earning at or below 60% of the AMI for a 60-year period. Portland also offers SDC waivers for development of ADUs.</p> <p>City of McMinnville offers SDC exemptions and reduced permit fees for affordable housing. Building and planning permit fees for new or remodel housing construction projects are reduced by 50% for eligible projects and SDCs for transportation, wastewater and parks are exempted at 100%. Reductions/exemptions are prorated for mixed use or mixed-income developments. The property must be utilized for housing for low-income persons for at least 10 years or the SDCs must be paid to the city.</p>	<p>Ashland waives or defers all 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.</p> <p>Ashland waives Community Development Fees, and Engineering Services fees for voluntarily provided affordable housing units that remain affordable for 60 years.</p> <p>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.</p>	<b>Scale of Impact - Small.</b>



Action Name	Description	Implemented in Ashland?	Scale of Impact
Scaling SDCs to Unit Size	<p>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. Some cities have started scaling SDC based on the size of the unit in SF. Offering lower SDC for smaller units can encourage development of smaller units, such as small single-family detached units or cottage cluster units.</p> <p>Newport Oregon scales SDCs for water, wastewater, stormwater, and transportation. The City has a base SDC rate (per SF) of built space. For example, a 1,000 SF unit would be charged \$620 for water SDC (\$0.62 per SF). A 2,000 SF unit would be charged \$1,204 for the water SDC (\$0.62 per SF for the first 1,700 SF and \$0.50 for the additional 300 SF).</p>	<p>Ashland's SDC method charges 50% of the calculated per unit SDC amount for units less than 500 SF and 75% of the calculated per unit SDC amount for units between 500 and 800 SF. 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 SDCs.</p>	<p><b>Scale of Impact – Small to moderate</b></p>
SDC Financing Credits	<p>May help to offset the an SDC charge, which is a one-time fee that is issued when there is new development or a change in use.</p> <p>SDC financing enables developers to stretch their SDC payment over time, thereby reducing upfront costs. Alternately, credits allow developers to make necessary improvements to the site in lieu of paying SDCs. Note that the City can control its own SDCs, but often small cities manage them on behalf of other jurisdictions including the County and special districts. SDCs are granted when the project makes lasting improvements, such as improving roads, reducing number of trips, create or improve parks or recreational centers, and permanently removing water services.</p>	<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. 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</p>	<p><b>Scale of Impact – Small to moderate.</b></p> <p>The City may consider changes in SDCs to allow financing, but the City would want to ensure that the impact should be spread-out and non-negatively impact one entity.</p>

Action Name	Description	Implemented in Ashland?	Scale of Impact
		<p>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>	
Sole Source SDCs	<p>Retains SDCs paid by developers within a limited geographic area that directly benefits from new development, rather than being available for use city-wide. This enables SDC-eligible improvements within the area that generates those funds to keep them for these improvements. Improvements within smaller areas can enhance the catalytic and redevelopment value of the area. This tool can also be blended with other resources such as LIDs and Urban Renewal (Tax Increment Financing). Funding can come from an SDC fund or general fund. In some cases, there may be no financial impact. The housing can come in the form of student, low-income, or workforce housing.</p>	<p>Ashland does not employ a geographic area specific dedication of SDCs, rather they are applied to the capital projects outlined in the respective masterplan (Water/Sewer, Transportation, Parks).</p> <p>Ashland does not have an Urban Renewal District for Tax Increment Financing.</p>	<p><b>Scale of Impact – Small to moderate.</b></p> <p>Depends on how the tool is implemented and whether it is used with other tools, such as LIDs or Urban Renewal.</p>
Fees or Other Dedicated Revenue	<p>Directs user fees into an enterprise fund that provides dedicated revenue to fund specific projects. Examples of those types of funds can include parking revenue funds, stormwater/sewer funds, street funds, etc. The City could also use this program to raise private sector funds for a district parking garage wherein the City could facilitate a program allowing developers to pay fees-in-lieu or “parking credits” that developers would purchase from the City for access “entitlement” into the shared supply. The shared supply could meet initial parking need when the development comes online while also maintaining the flexibility to adjust to parking need</p>	<p>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.</p>	

Action Name	Description	Implemented in Ashland?	Scale of Impact
	<p>over time as elasticity in the demand patterns develop in the district and influences like alternative modes are accounted for. Funding can come from residents, businesses, and developers. Also, these fees or revenues allow for new revenue streams into the City.</p>		
Reimbursement District	<p>A Reimbursement District is a cost sharing mechanism, typically Initiated by a developer. The purpose is to provide a reimbursement method to the developer of an infrastructure improvement, through fees paid by property owners at the time the property benefits from the improvement. A developer applies to create a Reimbursement District by demonstrating benefit to properties beyond their own. In addition, the size of the improvement must be measurably greater than would otherwise be ordinarily required for the improvement</p> <p>Eligible Reimbursement District projects typically include (but are not limited to) construction or connections of a sewer, water, storm water or street improvements. Applications typically include: a fee sufficient to cover the cost of administrative review, a description of the project, properties that would be impacted, and a detailed methodology and calculation of how the estimated costs would be reimbursed by payments from benefitted properties over a specified timeframe. A report from the City Engineer is generated in review of the submitted application. After a public hearing process, the council will approve, reject or modify the proposal. The approval of a Reimbursement District results in a resolution and distribution of notice among benefitted properties before construction can begin.</p> <p>Benefitted properties must pay the Reimbursement Fee when they make a physical connection to the improvement (or in the case of a sewer project, when the benefitted property creates an impervious surface that drains into the public sewer) within the Reimbursement District Area. Reimbursement fees are collected by the City and are distributed to the developer for the</p>	<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><b>Scale of Impact – Small to moderate.</b></p>

Action Name	Description	Implemented in Ashland?	Scale of Impact
	<p>duration of the Reimbursement District, which are typically 10-15 years.</p> <p>Paid by benefitted properties at the time the property benefits from the improvement, typically at connection to the sewer, water or storm drain system.</p>		
Linkage Fees	<p>Linkage fees are charges on new development, usually commercial and / or industrial development only, that can be used to fund affordable housing. To implement them, a city must undertake a nexus study that identifies a legal connection between new jobs housed in the developments, the wages those jobs will pay, and the availability of housing affordable to those employees.</p> <ul style="list-style-type: none"> <li>• Can be used for acquisition and rehabilitation of existing affordable units.</li> <li>• Can be used for new construction.</li> </ul>	Ashland does not assess linkage fees on new developments within the City,	<b>Scale of Impact – Small to moderate.</b>
<b>Tax abatement programs that decrease operational costs by decreasing property taxes</b>			
Vertical Housing Tax Abatement (Locally Enabled and Managed)	<p>The 2017 Legislature passed legislation moving the administration of Vertical Housing Program from Oregon Housing and Community Services (OHCS) to the local City and County beginning Oct 6th, 2017. OHCS no longer administers this program.</p> <p>The legislation subsidizes "mixed-use" projects to encourage dense development or redevelopment by providing a partial property tax exemption on increased property value for qualified developments. The exemption varies in accordance with the number of residential floors on a mixed-use project with a maximum property tax exemption of 80 percent over 10 years. An additional property tax exemption on the land may be given if some or all of the residential housing is for low-income persons (80 percent of area is median income or below).</p>	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.	<b>Scale of Impact – Small to moderate.</b> The design of the tax abatement program will impact whether and how many developers use the tax abatement, which will affect the scale of the impact.

Action Name	Description	Implemented in Ashland?	Scale of Impact
<p>Multiple-Unit Limited Tax Exemption Program (Locally Enabled and Managed)</p>	<p>Through the multifamily tax exemption, a jurisdiction can incent diverse housing options in urban centers lacking in housing choices or workforce housing units. Through a competitive process, multi-unit projects can receive a property tax exemption for up to ten-years on structural improvements to the property. Though the state enables the program, each City has an opportunity to shape the program to achieve its goals by controlling the geography of where the exemption is available, application process and fees, program requirements, criteria (return on investment, sustainability, inclusion of community space, percentage affordable or workforce housing, etc.), and program cap. The City can select projects on a case-by-case basis through a competitive process.</p> <p>The passing of HB 2377 - Multiunit Rental Housing Tax Exemption allows cities and counties to create a property tax exemption for newly rehabilitated or newly constructed multi-unit rental housing within their boundaries depending on the number of units made available to low-income households, for up to 10 consecutive years. The bill was crafted to strengthen the connection to affordability by requiring cities and counties to establish a schedule in which the number of years an exemption is provided increases directly with the percentage of units rented to households with an annual income at or below 120 percent of MFI, and at monthly rates that are affordable to such households. While not specifically referenced in the measure, ORS 308.701 defines “Multi-unit rental housing” as: “(a) residential property consisting of four or more dwelling units” and; “does not include assisted living facilities.”</p> <p>All new multifamily units that are built or renovated that offer rent below 120% of AMI are potentially eligible for this tax exemption. In a city with an AMI of \$55,000 (common outside of Portland), that’s rent of \$1,650 per month or less. The tax exemption is for all taxing districts which is administered by the</p>	<p>Ashland has not enacted a Multi-Unit Limited Tax Exemption program.</p>	<p><b>Scale of Impact – Small to moderate.</b> The design of the tax abatement program will impact whether and how many developers use the tax abatement, which will affect the scale of the impact.</p>

Action Name	Description	Implemented in Ashland?	Scale of Impact
	<p>City. Due to this, smaller jurisdictions may have more trouble managing this program.</p> <p>Local taxing jurisdictions that agree to participate—cities, school districts, counties, etc.</p> <p>The City of Eugene offers a ten-year Multi-Unit Property Tax Exemption (MUPTE) for projects in its eastern downtown core. Eugene’s criteria for granting MUPTE include: Project must provide 5 or more units of housing (not including student housing), development must meet minimum density standards, development must comply with minimum green building requirements, a portion of construction and other contracting requirements must be through local business, the development must provide 30% of the units affordable at 100% of AMI or pay a fee of 10% of the value of the tax abatement toward supporting moderate income housing development, demonstrate that the project would not be financially feasible without the exemption by providing 10-year pro forma with and without MUPTE and comply with other criteria.</p> <p>The City of Salem’s Multi-Unit Housing Tax Incentive Program (MUHTIP) was adopted in 2012 to spur the construction of “transit supportive” 10 multi-unit housing in the city’s downtown core. In order to qualify for the exemption, projects must consist of at least two dwelling units, be located in the city’s “core area,” and include at least one public benefit.</p>		
<p>Nonprofit Corporation Low Income Housing Tax Exemption</p> <p>and</p>	<p>Note: These are two separate tax exemptions available under statute (ORS 307.515 to 307.523 / ORS 307.540 to 307.548). They are grouped together for their similarities (but differences are noted).</p> <p>Land and improvement tax exemption used to reduce operating costs for regulated affordable housing affordable at 60% AMI or</p>	<p>Ashland has not implemented a low-income rental housing tax exemption for market rate developers that provide low-income housing.</p>	<p><b>Scale of Impact – Small to moderate.</b></p> <p>The exemption reduces operating costs, meaning it is a tool more useful to property owners of</p>

<sup>10</sup> City of Salem, “Multi Unit Housing Tax Incentive Program,” <https://www.cityofsalem.net/Pages/multi-unit-housing-tax-incentive-program.aspx>.

Action Name	Description	Implemented in Ashland?	Scale of Impact
<p>Low-Income Rental Housing Tax Exemption</p>	<p>below. Requires the City to adopt standards and guidelines for applications and enforcement mechanisms.</p> <p>The low-income rental housing program exemption lasts 20 years. The nonprofit corporation low-income housing program must be applied for every year but can continue as long as the property meets the criteria. Rents must reflect the full value of the property tax abatement and City can add additional criteria.</p> <p>There is no requirement that construction must be complete prior to application.</p> <p>Programs both work well in tandem with other incentives, such as land banking.</p>	<p>The Jackson County Assessor office has historically worked with the City of Ashland to reduce the assessed value of ownership units within Ashland Affordable Housing Program, and as such they are taxed at their restricted resale value instead of their Real Market Value (RMV).</p> <p>Affordable Multifamily rental units owned by non-profit affordable housing providers are also provided with property tax relief by the Jackson County Assessor office due to their non-profit status.</p>	<p>affordable housing projects. Developers, who do not own and operate their own projects, may be less inclined to use the program.</p>

## Funding Sources to Support Residential Development

These policies focus on ways to pay for the costs of implementing the affordable housing programs and infrastructure development.

Action Name	Description	Implemented in Ashland?	Scale of Impact
Urban Renewal / Tax Increment Finance (TIF)	<p>TIF revenues are generated by the increase in total assessed value in an urban renewal district from the time it is first established. As property values increase in the district, the increase in property taxes pays off bonds. When the bonds are paid off, the valuation is returned to the general property tax rolls. TIFs defer property tax accumulation by the City and County until the district expires/pays off bonds. Over the long term (typically 20+ years), the district could produce substantial revenues for capital projects. Funds can be invested in the form of low-interest loans or grants for a variety of capital investments:</p> <ul style="list-style-type: none"> <li>• Redevelopment projects, such as mixed-use or infill housing developments</li> <li>• Economic development strategies, such as capital improvement loans for small or startup businesses which can be linked to family-wage jobs</li> <li>• Streetscape improvements, including new lighting, trees, and sidewalks</li> <li>• Land assembly for public or private re-use</li> <li>• Transportation enhancements, including intersection improvements</li> <li>• Historic preservation projects</li> <li>• Parks and open spaces</li> </ul> <p>Urban renewal is a commonly used tool to support housing development in cities across Oregon.</p>	Ashland does not have an Urban Renewal District.	<p><b>Scale of Impact – Moderate to Large.</b> Urban Renewal funding is a flexible tool that allows cities to develop essential infrastructure or provides funding for programs that lower the costs of housing development (such as SDC reductions or low interest loan programs). Portland used Urban Renewal to catalyze redevelopment across the City, including the Pearl District and South Waterfront.</p>



<p>Construction Excise Tax (CET)</p>	<p>CET is a tax assessed on construction permits issued by local cities and counties. The tax is assessed as a percent of the value of the improvements for which a permit is sought, unless the project is exempted from the tax. In 2016, the Oregon Legislature passed Senate Bill 1533 which permits cities to adopt a construction excise tax (CET) on the value of new construction projects to raise funds for affordable housing projects. CETs may be residential only, commercial only, or residential and commercial. If the City were to adopt a CET, the tax would be up to 1% of the permit value on residential construction and an uncapped rate on commercial and industrial construction. The allowed uses for CET funding are defined by the state statute. The City may retain 4% of funds to cover administrative costs. The funds remaining must be allocated as follows, if the City uses a residential CET:</p> <ul style="list-style-type: none"> <li>• 50% must be used for developer incentives (e.g. fee and SDC waivers, tax abatements)</li> <li>• 35% may be used flexibly for affordable housing programs defined by the jurisdiction.</li> <li>• 15% flows to Oregon Housing &amp; Community Services Dept. for homeowner programs.</li> </ul> <p>If the City implements a CET on commercial or industrial uses, 50% of the funds must be used for allowed developer incentives and the remaining 50% are unrestricted. The rate may exceed 1% if levied on commercial or industrial uses.</p> <p>The City of Portland’s CET went into effect in 2016. It levies a 1% CET on residential, commercial, and industrial development valued at \$100,000 or more, with all revenues going toward affordable housing. The revenues pay for production of housing at or below 60% AMI, developer incentives for inclusionary zoning, along with state homeownership programs.</p> <p>City of Bend adopted a CET of 0.3% on residential, commercial, and industrial development in 2006, with revenues dedicated to loans to fund developments by profit and nonprofit</p>	<p>Ashland does not collect a Construction Excise Tax for affordable housing as allowed by SB 1533.</p>	<p><b>Scale of Impact – Depends on the amount of funding available.</b></p>
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Action Name	Description	Implemented in Ashland?	Scale of Impact
	<p>affordable housing developers. The fee has raised \$11 million as of 2016, allowing the City to lend money to fund 615 units. The fund has leveraged \$63 million in state and federal funding and \$14 million in equity.</p> <p>The City of Milwaukie adopted a CET on commercial, residential, and industrial development in November of 2017. The City exempted deed-restricted affordable housing, ADUs, and improvements less than \$100,000 from paying the CET. The adopting ordinance allocates funds as required by state statutes, specifying that flexible funds from the commercial improvements will be used 50% toward housing available to those making up to 120% of MFI, and 50% for economic development programs in areas with sub-area plans (such as Downtown, Riverfront, and urban renewal areas).</p>		
<p>General Fund and General Obligation (GO) Bonds</p>	<p>GO bonds provide capital project funding that is not dependent on revenue from the project to back the bond.</p> <p>City can use general fund monies on hand or can issue bonds backed by the full faith and credit of the city to pay for desired public improvements. Property taxes are increased to pay back the GO bonds.</p> <p>City of Portland passed \$258 million bond for affordable housing in 2016. The goal was to build or preserve up to 1,300 units in the next 5 to 7 years. The city sought opportunities to acquire existing properties of 20 or more units or vacant land that is appropriately zoned for 20+ housing units and looked for both traditional and nontraditional development opportunities.</p>	<p>General Funds in the form of the Affordable Housing Trust fund are set aside annually to support the development and preservation of affordable housing.</p> <p>The City has not utilized or presented to the voters a general obligation bond to support the development of affordable housing or acquisition of property for this purpose.</p>	<p><b>Scale of Impact – Moderate to large.</b> GO Bonds can be used to develop essential infrastructure or provides funding for programs that lower the costs of housing development (such as SDC reductions or low interest loan programs).</p>

Action Name	Description	Implemented in Ashland?	Scale of Impact
Local Improvement District (LID)	<p>Enables a group of property owners to share the cost of a project or infrastructural improvement.</p> <p>A special assessment district where property owners are assessed a fee to pay for capital improvements, such as streetscape enhancements, underground utilities, or shared open space. For residential property, the estimated assessment cannot exceed the pre-improvement value of the property based on assessor records.</p> <p>An ordinance must be passed through a public hearing process which must be supported by a majority of affected property owners. Part of this process includes an estimation of the improvement costs and the portion of those costs in which property owners will be responsible to pay for. The public hearing process allows for LIDs to be challenged by property owners.</p> <p>The City collects funds and regardless if the actual cost is greater than the estimated cost (on which the assessment was based), the City may make a deficit assessment for the additional cost, which would be prorated among all benefitted properties. Another public hearing would be held in the event that an additional assessment was placed property owners (due to underestimation).</p>	Ashland has utilized LIDs for specific public improvement projects within the City.	<b>Scale of Impact – Depends on the amount of funding available and Bonding capacity.</b>
General Fund Grants or Loans	A city can use general fund or tax increment dollars to invest in specific affordable housing projects. These grants or loans can serve as gap funding to improve development feasibility. There are options for using general fund grants or loans, including the potential for bonds to generate upfront revenue that is repaid over time. Another option uses general fund dollars to contribute to successfully operating programs, such as non-profit land trusts or government agencies that have the administrative capacity to maintain compliance requirements, using intergovernmental agreements.	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.	<b>Scale of Impact – Depends on the amount of funding available.</b>

Action Name	Description	Implemented in Ashland?	Scale of Impact
<p>Transient Lodging Tax (TLT)</p>	<p>Generates revenue by primarily taxing tourists and guests using temporary lodging services. Taxes for temporary lodging at hotels, motels, campgrounds, and other temporary lodgings. Oregon has a statewide TLT and cities and counties can also charge a local TLT subject to certain limitations. The statutes specify that 70% must be used for tourism promotion or tourism related facilities and 30% is unrestricted in use, and there cannot be a reduction of the total percent of room tax. The state tax is specified at 1.8%; local government tax rates vary as local governments set the rate for their jurisdiction by ordinance. Cities and counties may impose taxes on transient lodging. Alternatively, some cities have an agreement for the county to impose the tax and cities share in a percent of the revenue.</p>	<p>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.</p>	<p><b>Scale of Impact – Small.</b> The amount of funding from TLT is likely to be relatively small, given that only 30% of TLT funds have unrestricted use.</p>
<p>CDBG</p>	<p>The Community Development Block Grants program is a flexible program that provides annual grants on a formula basis to both local governments and States. Grants are awarded on a 1, 2, or 3-year period. It is required that at least 70% of the CDGB funds are used for activities that benefit low- and moderate- income. Additionally, each activity must address any threats to health or welfare in the community (for which other funding is unavailable). These funds can be used for acquisition and rehabilitation of existing affordable units, as well as new construction that prioritizes community development efforts.</p>	<p>Ashland is a direct 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.</p>	<p><b>Scale of Impact – Depends on the amount of funding available.</b></p>