

**Ashland Housing and Human
Services Commission
Regular Meeting Agenda**

**CITY OF
ASHLAND**

January 25, 2018: 4:30 – 6:30pm
Siskiyou Room of the Community Development Building
51 Winburn Way

1. (4:30) **Approval of Minutes** (5 min)
November 16, 2017
2. (4:35) **Public Forum** (5 min)
3. (4:40) **CDBG and AHTF RFP Update and** (15 min)
4. (5:05) **Transit Triangle Overview/Update** (30 min)
Brandon Goldman, Senior Planner
5. (5:35) **Strategic Plan Priority Goal for 2018 Review** (15 min)
6. (5:50) **Cost of Homelessness Presentation** (15 min)
7. (6:05) **Liaison Reports** (20 min)

Liaison Reports
Council (Traci Darrow)
SOU Liaison (Unfilled)
Staff (Linda Reid)
General Announcements/Local Housing
Updates
8. (6:25) **February 22, 2018 Meeting Agenda Items**
Quorum Check – Commissioners not available to attend upcoming regular meetings
should declare their expected absence.
9. (6:30) **Upcoming Events and Meetings**
Next Housing Commission Regular Meeting
4:30-6:30 PM; February 22, 2018
10. (6:30) **Adjournment**

In compliance with the Americans with Disabilities Act, if you need special assistance to participate in this meeting, please contact the Community Development office at 541-488-5305 (TTY phone is 1-800-735-2900). Notification 48 hours prior to the meeting will enable the City to make reasonable arrangements to ensure accessibility to the meeting (28 CFR 35.102-35.104 ADA Title 1).



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CITY OF ASHLAND

Ashland Housing and Human Services Commission Minutes November 16, 2017

CALL TO ORDER

Commission Chair Rohde called the meeting to order at 4:30 pm in the Siskiyou Room at the Community Development and Engineering Offices located at 51 Winburn Way, Ashland OR 97520.

Commissioners Present:	Council Liaison
Tom Gunderson	Traci Darrow, absent
Rich Rohde	
Heidi Parker	SOU Liaison
Michelle Linley	
Gina DuQuenne	
Jackie Bachman	Staff Present:
Sue Crader	Linda Reid, Housing Specialist
Commissioners Absent:	Carolyn Schwendener, Clerk
Linda Reppond	

APPROVAL OF MINUTES

Bachman/Linley m/s to approve the minutes of the October 26, 2017 regular Commission meeting. Voice Vote: All Ayes, motion passed.

PUBLIC FORUM

No one spoke at public forum.

TOPICS/AGENDA FOR ANNUAL RETREAT MEETING

A subcommittee with Commissioners Rohde, Linley and DuQuenne met on November 8, 2017 to discuss the agenda items for the annual retreat to be held on December 13th. The subcommittee suggested the following three sections should be included in the agenda. The sub committee's next meeting will be held on November 29th at 4:30 pm at the Snowberry Community Center located at 2261 Villard Street.

- Educational component- It was suggested that Andrea Miranda from the Housing Authority of Jackson County speak on how affordable housing funding works. Michael Anderson from Housing Trust Fund Program Center for Community Change could focus on what housing trust funds are doing around the county in similar communities.
- Brainstorming and listing of commissions strategic goals for the coming year with a possible volunteer facilitator. We would list and prioritize our goals for the coming year and prioritize using the colored dots procedure.
- Regular Housing and Human Services Commission (HHSC) meeting for the month of December where we could make decisions that are needed and timely for the coming month.

The Oregon Housing and Community Services is having a listening training on November 28, 2017 from 1:00 to 3:30 pm in the large auditorium at the County Health Building located at 140 Holly Street, Medford.

ASHLAND HOUSING TRUST FUND REQUEST FOR PROPOSAL OVERVIEW

Reid explained after last month's meeting staff put together a more formal application that reflects the requirements and priorities established for this funding source. A list of priorities and scoring criteria were included in the packet. Reid expressed that City staff would like the HHSC members to review the draft RFP and make recommendations regarding any additional selection criteria to best direct Ashland Housing Trust fund toward a priority need that could be included in the RFP. The recommendation will be forwarded to the City Council for consideration.

The Commissioners discussed the scoring process and made the following suggestions;

- Omit the selection criteria that states - "Affordable Housing Trust funds shall be limited to the minimum amount necessary to complete the project. The lower the percentage of AHTF funds requested, relative to the full project costs, the higher ranking the project shall be given."
- Give more points to the selection - "The project retains the affordable housing units as affordable. The longer period of time the units remain affordable, the higher ranking the project shall be given."
- The Commissioners would like to see a few more points given to applicants with projects for low income people. There is a higher need for projects that reflect the lower income rather than middle income.
- The Commission liked the idea of choosing a priority for each year based on the needs of the Community. This first year it was suggested to prioritize low income housing. We can deem more points if the application meets the needs of each particular year.
- The Commission would like to include guidelines up to 120% area median income in the chart. An income table would be helpful to applicants.
- Council will be determining whether to include the projected Marijuana Tax from FY 2018 in the RFP. The Commissioners agreed to accept the larger amount of available funds even if they decide not to award it.

Reid confirmed that the RFP is currently being reviewed by the legal department and then it will go before the City Council at their December meeting. The HTF RFP will mirror the Community Development Block Grant Fund cycle.

COUNCIL UPDATE REVIEW

Next Tuesday, December 13th the HHSC will present to the Council a brief overview of the commission's areas of focus for the coming year. Reid put together a report for the Commissioners to review and make suggestions. They agreed what Reid wrote sounded great and it was broken down in an easy to understand manner. The Commission especially liked the ending sentence, "For the coming year the Commission would like to work more closely with Council on honing the social service grant fund process and evaluating priorities for the coming cycle in an effort to gain a better sense of continuity and avoid issues from previous years." Linley volunteered to present to the Council and all the Commission members were encouraged to come to the meeting to support her.

HOUSING PROGRAM OVERVIEW

At their regular Council meeting on November 7th Community Development Director Bill Molnar gave an overview of the Housing Program to the Council explaining what sort of things the City does to support housing in the community. Reid reviewed the memo that was provided in the packet explaining the broad range of activities being undertaken by the Community Development Department housing program to address the goal statement included in the Housing Element of Ashland's Comprehensive plan.

Reid called attention to several long term planning projects that have or will benefit housing in our community.

- The Triangle Transit (Ashland Street, Tolman Creek Rd and Siskiyou Blvd) is a project that Planning Manager Maria Harris is working on which should create higher density in those areas. Reid announced there is going to be an open house and stake holder meeting in December for the Ashland Transit Triangle and then the Ordinance will go to Council at their January 2018 meeting.
- The Comprehensive Plan Housing Element Update is moving forward.
- An Accessory Residential Unit update code and approval procedure is moving forward. With this update the City is exploring incentives for converting existing space in residential homes rather than building new detached units.
- The development of a Regional Housing Strategy is moving forward. As part of that process the group has hired a consultant to help.
- Housing Trust Fund has developed an RFP for Council
- Clay Street affordable housing phase 2 is in renewed discussion.
- Changes to the Croman Mill site is at the Council consideration. Adjustments to the southerly portion of the property to amend land use designation in order to possibly increase the housing in that area perhaps adding workforce house. Reid suggested asking Brandon Goldman to give an update on this at a future meeting.
- The Cleanup of the Railroad property is to begin in the spring. The Community Development department is analyzing options of creating affordable and workforce housing in that area. Purchasing some of the land to land bank is a possibility.
- A Fair Housing training for tenants' rights is being scheduled.
- The Building code changes are coming forward for transitional housing. They are also working on tiny

house codes.

The Commissioners agreed they would like to see one of those housing items put on their agenda each month. We have a unique perspective on this commission and it is important for us to discuss each of these items and how a lack of housing affects different populations of our community, stated Parker.

LIAISON REPORTS AND GENERAL ANNOUNCEMENTS

Council - Darrow had a conflicting appointment and was not able to be here. No report.

SOU - Linley is committed to finding a SOU Liaison. The commission would like to prioritize young people for the open positions on City Commissions. They would like to see representation of younger views rather than just the older folk

Staff - Reid explained the City is involved with the Jackson County Homeless Taskforce which oversees the Continuum of Care (CoC) Grant process. Monies come from HUD that are specifically to be used for homeless activities. It was recommended that the Jackson County CoC join another continuum of care but our group didn't want to do that, stated Reid. Access hired a consultant to work with other communities and investigate how their continuum of care is structured. The Consultant recommended the creation of a different governance structure. There is a subcommittee working on the Point in Time homeless count that will take place in January. This count is required in order to continue receiving CoC funds. The subcommittee will also be collecting data on housing inventory, how many beds does the community have for homeless people. There will be a meeting next Tuesday at Rogue Valley Council of Government to vote to dissolve the old CoC governing board/structure and create another one. New board members will be elected.

General Announcements – Parker reported that the shelters opened this week. Sunday night at Pioneer Hall had about twenty-eight guests who came for hot drinks twenty-six of which spent the night. Our challenge this year, said Parker, is that the city went back to an old contract that requires one man and one woman as hosts. We have many more female volunteers than men. We really haven't had any problems with two female hosts in the past but Council feels it's a safety issue. The Council will look at the contract once again at Tuesday night's meeting which they have invited us to come and participate in. About sixty people participated in a training last Wednesday. It appears the concept of the shelters is becoming more acceptable in the eyes of most community members. Parker expressed appreciation of all the volunteers acknowledging its difficult to spend the night on the floor with the homeless.

Rhode reported the shower trailer located at the Methodist Church has broken down and is not able to be fixed. It has provided showers for about thirty people at a time and does many loads of laundry. An informal group of people are looking at what can be done for a replacement or other options.

Peter Buckley is giving a presentation tonight at 6:30 at the Presbyterian Church. His topic is understanding early childhood trauma and how that impacts our interaction with the homeless. This presentation would be beneficial for shelter volunteers.

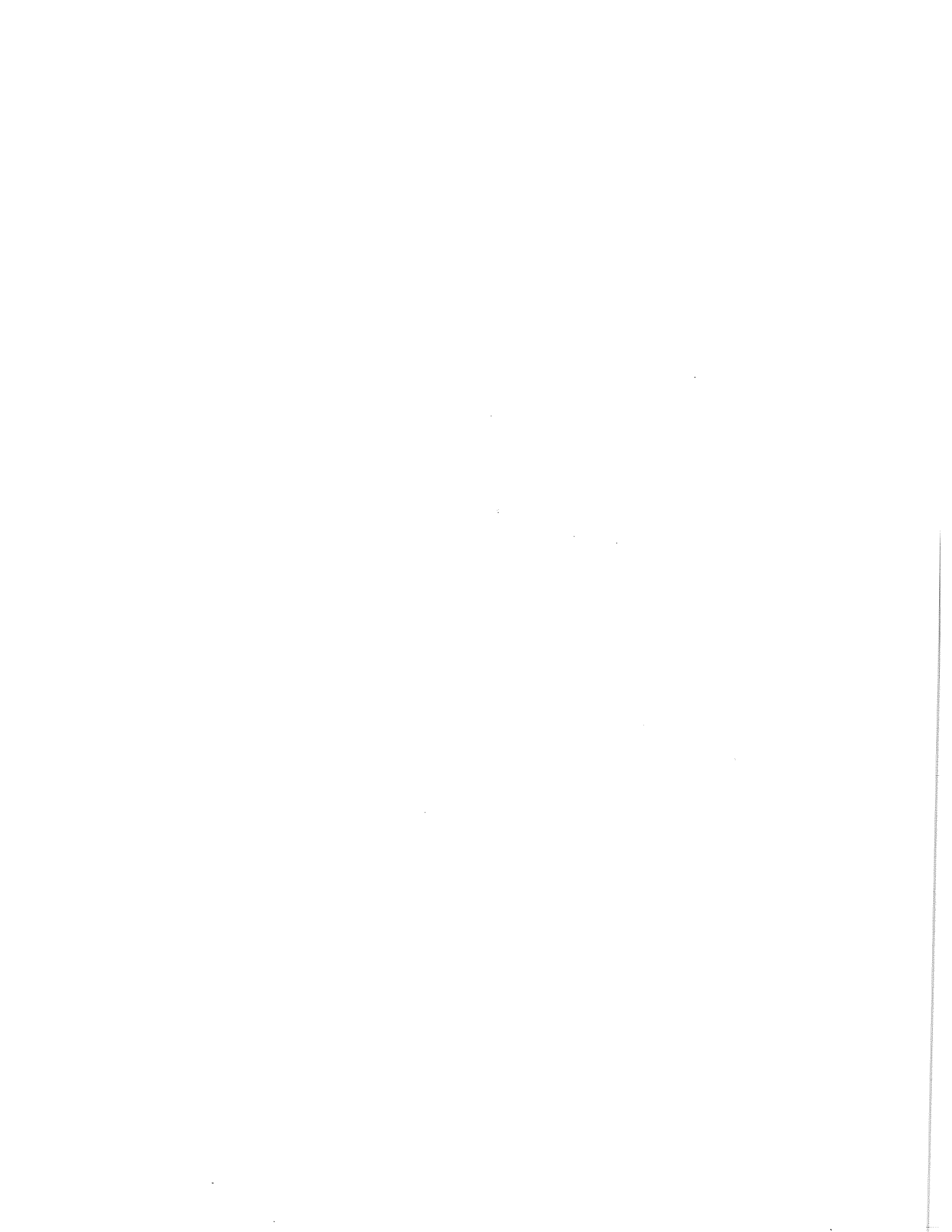
UPCOMING EVENTS AND MEETINGS

Housing and Human Services Commission Retreat – 3:30-6:30 PM; December 13, 2017, at Ashland Hills Inn.

ADJOURNMENT

The meeting was adjourned at 6:30 p.m.

Respectfully submitted by Carolyn Schwendener



Memo

DATE: 1/19/2018
TO: Housing and Human Services Commission
FROM: Linda Reid, Housing Program Specialist
RE: 2018 CDBG and AHTF schedule

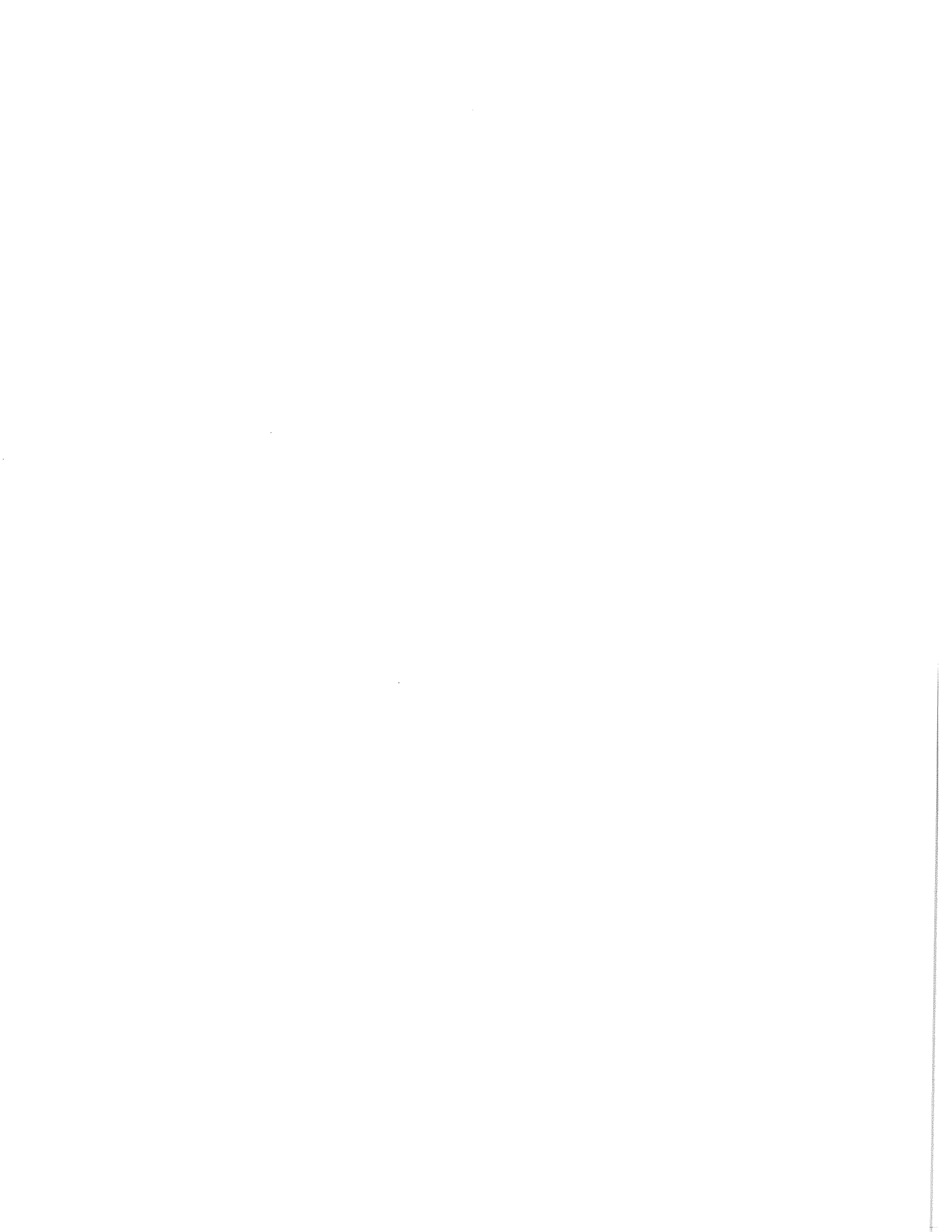
The CDBG and AHTF RFP's went out on January 1, 2018. Below you will find the schedule for both of those grant funds.

APPLICATION SCHEDULE AND DEADLINES

January 1, 2018	RFP applications available to the public.
February 16, 2018	Applications due by 4:30 p.m.
March 22, 2018	Public Hearing - Ashland Housing and Human Services Commission: The Housing and Human Services Commission will provide recommendations for awards to the City Council.
April 17, 2018	Public Hearing - Ashland City Council to make final award selection(s).

\$294,413 in Community Development Block Grants (CDBG) is available for the 2018 Program Year and \$366,000 in Affordable Housing Trust Fund Money is Available.





Memo

DATE: 1/19/2018

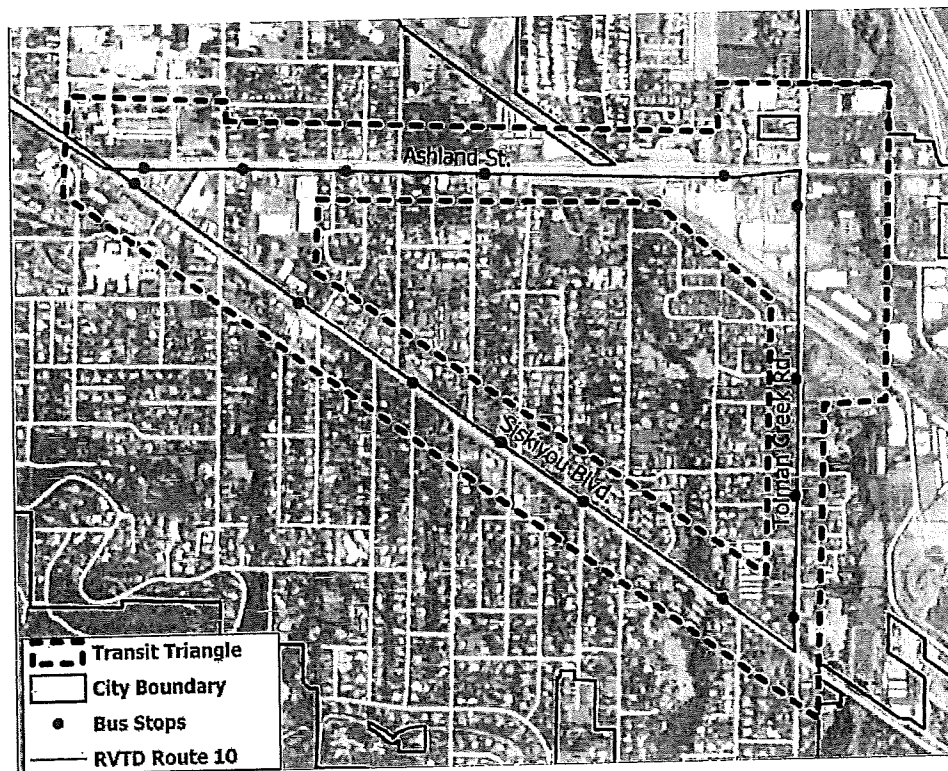
TO: Housing and Human Services Commission

FROM: Brandon Goldman Senior Planner

RE: Infill Strategies for the Transit Triangle Area

Summary:

This item is to update the Housing and Human Services Commission on the infill strategy project and the draft land use code revisions prepared by Fregonese Associates. On January 16, 2018 the Ashland City Council directed Staff to develop final draft ordinances in order to implement the infill strategies for the "Transit Triangle" area. The infill strategy aims to identify the factors that limit development and create incentives for additional housing and business development adjacent to the bus route which in turn, may result in increased transit ridership. The study area is referred to as the "transit triangle" and includes the area in the southeast part of the city comprised of the property adjacent to the bus route on Ashland St., Tolman Creek Rd. and Siskiyou Boulevard.



The transit triangle is served by Rogue Valley Transportation District (RVTD) Route 10 with 20-minute service from 7am-5pm (Monday-Friday) and 30-minute service for the remainder of the day (5am-7am and 5pm-7pm, Monday - Friday). Route 10 also includes service on Saturdays at hour intervals. Route 10 provides the highest ridership in the RVTD system (50 percent of all RVTD riders) and the Bi-Mart stop on Tolman Creek Rd. is one of the most used stops system wide. RVTD has preliminarily identified service enhancements including expanded early morning and later evening service Monday through Friday and providing 30-minute service on Saturdays.

Other opportunities in the transit triangle include vacant and redevelopable land, well-established public facilities, and shopping, services and neighborhoods within walking distance. A challenge in the transit triangle is the transition between new development and existing residential neighborhoods.

A consultant hired by the City, Fregonese Associates, developed a package of draft code amendments to address zoning and land use standards that were identified in the first phase as affecting the market feasibility of development, particularly for projects including housing units. The amendments would apply to the Transit Triangle Overlay and include:

- deleting the maximum residential density
- using a maximum floor area ratio (FAR) to control building volume and intensity
- allowing additional building height and stories
- requiring a building step back above the second story or building articulation for 25 percent of building façade
- requiring housing units to be rental units and not allowing condominiums or travelers' accommodations
- reducing the parking requirement for housing units to one per 800 sq. ft. unit
- allowing some commercial floor area without additional off-street parking
- reducing the landscaping requirement in the R-2 and R-3 zones; and
- allowing limited floor area for commercial uses in the R-2 and R-3 zones.

The Planning Commission reviewed the draft amendments on October 24, 2016 (meeting minutes), an open house meeting was held on December 11, 2017 and a stakeholder meeting of developers, design professionals, real estate brokers and agency representatives was held on December 12, 2017. Project materials are available on the project web page at www.ashland.or.us/transit_triangle.

Fregonese Associates has prepared an infill strategy for the transit triangle that includes three components – land use ordinance amendments, streetscape improvements and a vertical housing development zone (see attached Ashland Transit Triangle Infill Strategies Project, January 2018). A vertical housing development zone provides a 10-year property tax exemption for residential units developed above the ground floor in mixed-use, multi-story buildings.

Future work would include working with the Public Works Department on the streetscape improvements in the transit triangle and developing the framework for a Vertical Housing Development Zone.

The working draft land use ordinance revisions are attached. The recommended zoning changes include establishing a Transit Triangle Overlay, eliminating the Pedestrian Places Overlay and the following ordinance amendments.



- Allowing four-story buildings in the C-1 and E-1 zones and three-story buildings in the R-2 and R-3 zones. Currently, building height is limited to 40 feet with a five-foot parapet (i.e., three stories) in the C-1 and E-1 zones and 35 feet or 2.5 stories in the R-2 and R-3 zones.
- Buildings would be required to be stepped back at least 10 feet for any portion of the building over 25 feet in height (i.e., third and fourth stories). An alternative would be to have articulation for at least 25% of the building façade. The step back or articulation would be required on the front of the building or any building side that is within 25 feet of a residential zone. Step backs are not currently required.
- Delete the allowed units per acre and instead regulate building volume and intensity by a maximum floor area ratio (FAR). The recommended FAR is 1.5 for C-1 and E-1 zones and 1.25 for the R-2 and R-3 zones. Currently, 30 housing units per acre are allowed in C-1, 15 units per acre are allowed in E-1, 13.5 units per acre in the R-2 zone and 20 units per acre in the R-3 zone. In addition, there is no maximum FAR at this time.
- Residential units developed under the Transit Triangle Overlay option would be required to be rental units. Condominiums and travelers' accommodations would not be allowed.
- Reduce the off-street parking requirement to one space for residential units less than 800 square feet. Currently, one parking space is required for units less than 500 square feet.
- Additional parking would not be required for the first 1,250 square feet of commercial floor area in mixed use buildings (e.g., commercial and residential uses).
- Reduce the required landscape area to 20 percent in the R-2 and R-3 zones. Currently, the required landscape area is 35 percent in the R-2 zone and 25 percent in the R-3 zone.
- Allow limited floor area for commercial uses in the R-2 and R-3 zones.

The first phase of the project involved conducting a market feasibility analysis for a variety of building types incorporating land, construction and permitting costs and the physical attributes of buildings allowed by the zoning and land use standards. The analysis determined that the current market conditions and existing zoning of the area promotes building larger housing unit sizes and the projected rental rates exceed the amount a two-person household at median income can afford. The recommendations included making zoning changes such as eliminating the maximum density, slightly lowering the amount of parking required and lowering the amount of landscaping required.

City Staff will work with Fregonese Associates to further refine the working draft land use code to prepare amendments for the City's consideration. Development and review of the transit triangle land use code is expected to take approximately 6 months. Additionally staff will work on development of a Vertical Housing Tax Credit program to be considered for the transit triangle area in combination with the infill project.

Attachments:

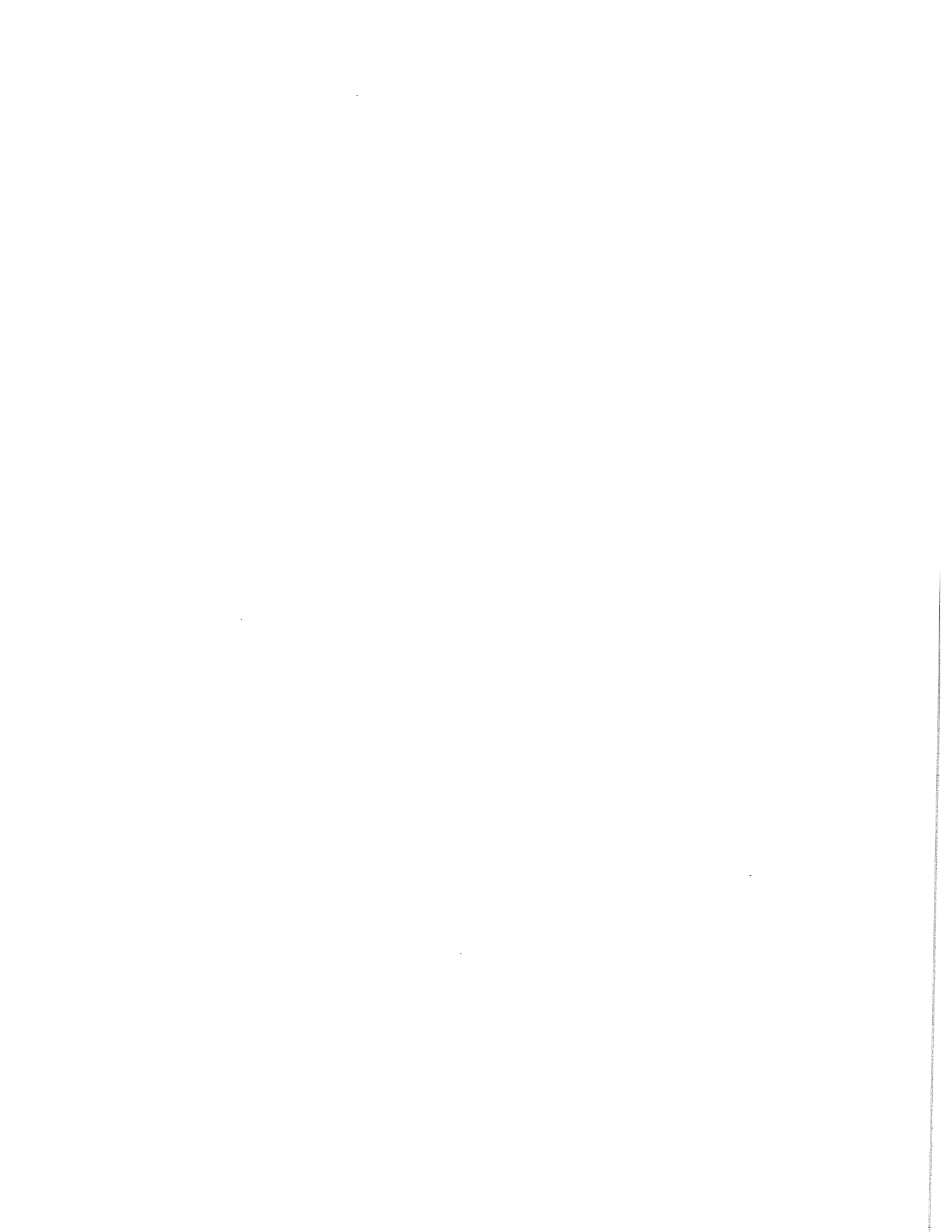
Draft Guiding Principles, October 11, 2016

Ashland Transit Triangle Infill Strategies Project, January 2018

Draft Land Use Code Revisions, 18.3.12.070 Ashland Transit Triangle Overlay

Report for Ashland Transit Triangle Survey





ASHLAND TRANSIT TRIANGLE

Infill Strategies Project

Draft Guiding Principles

Throughout the process of developing infill strategies, the Planning Commission, property owners engaged in the process, consultant team and staff will reference the following guiding principles to help guide discussions about strategies identified.

- Update infill strategy along major transportation corridors to promote housing and business development, as well as alternative transportation choices (Council Goal 13.2).
- Conduct a Return on Investment (ROI) analysis on sample properties to examine the market feasibility of mixed use development within the project area.
- Consider changes to the land use ordinance that may be inhibiting redevelopment or new construction (Economic Development Strategy 7.3).
- Consider additions to the Site Design Standards and other land use ordinances to ensure that higher density buildings are compatible with their settings.
- Promote a development pattern that results in a balanced, multi-modal transportation system and that enhances opportunities for walking, bicycling or using transit in areas planned for transit service.
- Promote infill development along transit corridors to provide alternatives to, or delays the need for, expansion of the City UGB (RPS).
- Reduce emissions that contribute to climate change through changes to transportation or land use plans that reduce expected automobile vehicle miles traveled.
- Provide a strategy for implementation of project outcomes.

Applicable Council Goals and Policies

Environment

Develop and support land use and transportation policies to achieve sustainable development. (13)

13.2 Develop infill and compact urban form policies.

- Update infill strategy along major transportation corridors to promote housing and business development, as well as alternative transportation choices.

Regional Problem Solving Element of the Comprehensive Plan

The City of Ashland did not identify any Urban Reserve Areas (URAs) through the regional planning process. Therefore it is incumbent upon the City to increase efficiency in the use of land through concentration of housing in centrally located areas within the City UGB which are planned for future

urban development. Promoting infill development along transit corridors provides alternatives to, or delays the need for, expansion of the City UGB.

Energy and Infrastructure

Be proactive in using best practices in infrastructure management and modernization. (21)

21.2 Expand public transportation options.

Economy

Ensure that commercial and industrial areas are available for development. (19)

19.3 Use existing financial tools to support re-development.

19.4 Create predictable pathways for development of employment land.

Applicable Economic Development Strategies

6. Provide appropriate land supplies for needed business growth/expansion with quality infrastructure to all commercial and employment lands

6.5 Evaluate land availability for business expansion on lands on or adjacent to existing businesses

6.6 Determine feasibility and cost/benefit for public purchase of key industrial lands to make “shovel ready” for re-sale for business development

7. Manage physical development process to ensure understandable requirements with timely and predictable results while safeguarding and improving the quality of the environment and the community

7.3 Consider changes to Land Use Development Code that may be inhibiting redevelopment or new construction

Applicable Administrative Goals (Long-Range Planning Objectives)

Encourage responsible development of employment lands. (34)

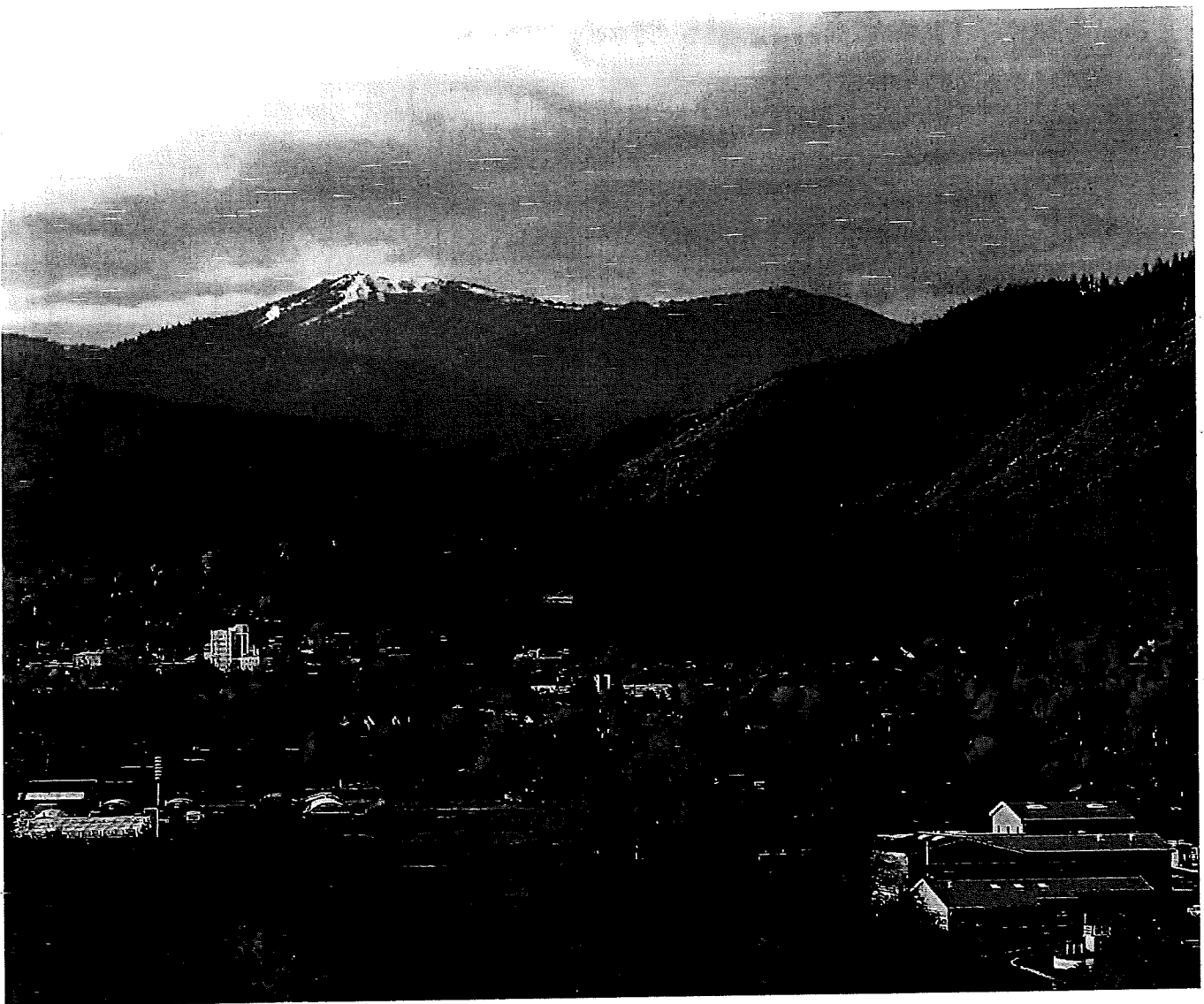
34.3 Conduct pre development site expansion/growth evaluations for key employment lands within Ashland (Econ Dev Strategy action 6.5)

Investigate strategies that provide housing opportunities for the total cross section of Ashland’s population. (36)

36.2 Adjust infill strategies in order to promote housing development along major transportation corridors

Ashland Transit Triangle

Infill Strategies Project



January 2018

Ashland Transit Triangle



What is the Transit Triangle?

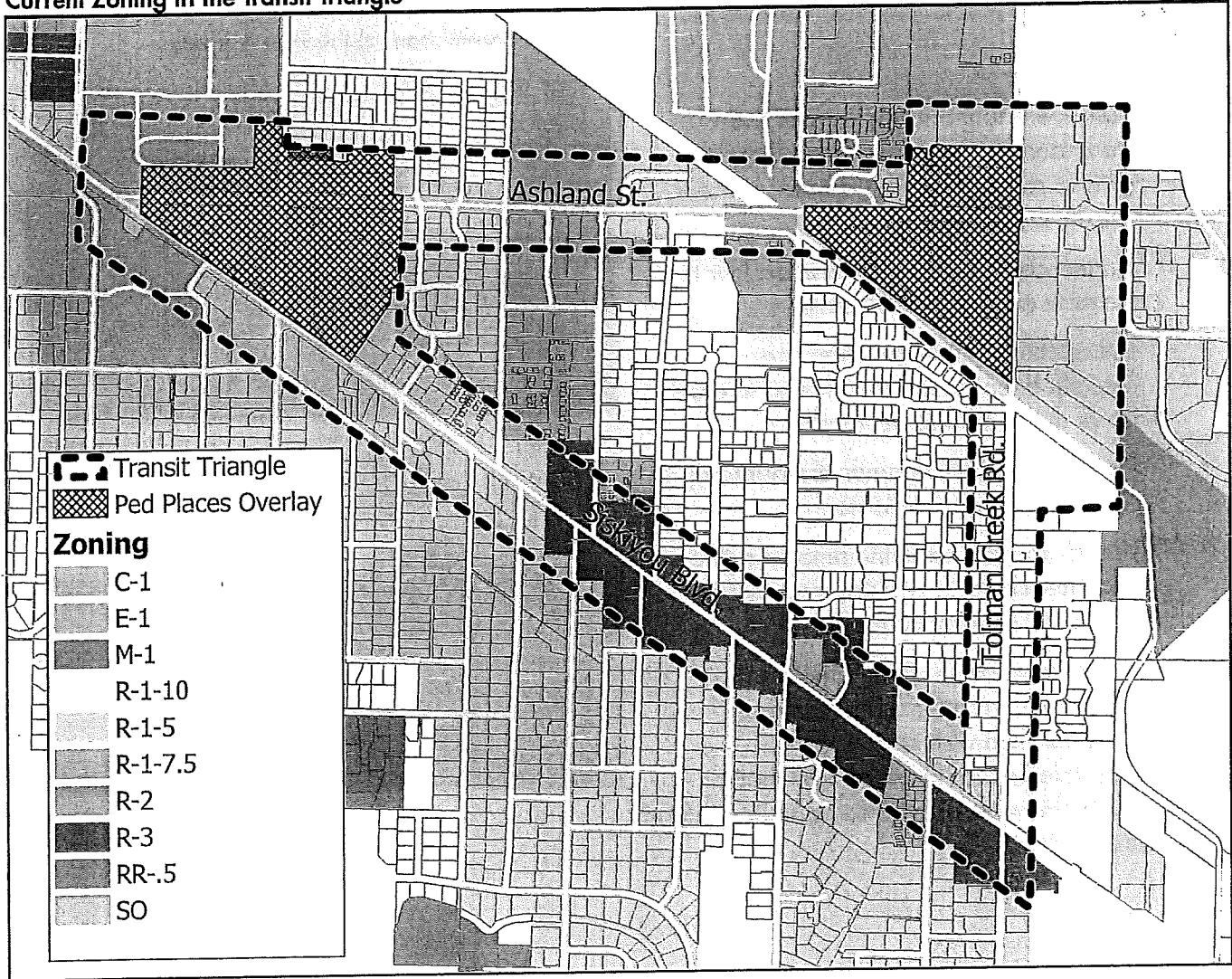
The Transit Triangle is comprised of Ashland Street along the north edge; Siskiyou Boulevard on the southwest side, and Tolman Creek Road on the eastern edge. This area includes opportunities for development of additional businesses and housing. Well-established neighborhoods are within walking distance, and the area is served by the Rogue Valley Transportation District (RVTD).

Why is the Transit Triangle Important?

The City Council identified the Infill Strategies Project as one of three high priority long range planning projects in 2014. The project was described as:

“Create and analyze development scenarios accommodating varying levels of future employment and housing growth for the transit corridors in the southeast portion of the city. Identify strategies to encourage a concentration and mix of housing and jobs (i.e. transient-oriented development) and increase the desirability of the corridors for residential living.”

Current Zoning in the Transit Triangle



Previous Findings

Past developments adjacent to the bus route in the study area were primarily comprised of single-use, one story commercial buildings that did not include a residential component despite allowances in zoning allowing residential units.

To better understand why residential units were not being built, Fregonese Associates performed a return on investment analysis to examine the market feasibility of a variety of building types using the Envision Tomorrow model. The model incorporates land, construction and permitting costs, as well as the physical attributes of buildings allowed by the existing zoning and land use standards to produce achievable rents and sales prices for commercial space and residential units.

Issues

Several issues were found to exist under the current zoning and land use standards that limit commercial and residential development in the Transit Triangle, including:

- Projected commercial rents are too low to make new construction feasible.
- The residential unit rental rates are unfeasible because the rental rates exceed those of the current rental market.
- The projected dwelling units are primarily 1,000 square feet and larger.
- The rental rates exceed the amount a two-person household at median income can afford by 30 percent or more.

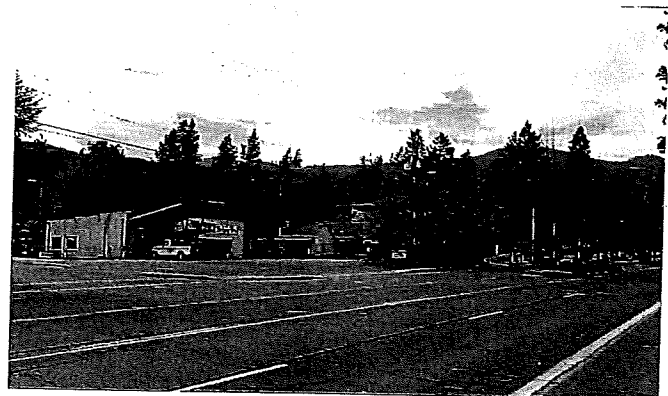
Further preliminary analysis determined that changes to land use and zoning standards, implemented in tandem with streetscape improvements, allowed for development that could feasibly achieve rents affordable to median income households.

Opportunities

Several opportunities exist in the Transit Triangle, making it an attractive area for future development and redevelopment. These opportunities include:

- RVTD Route 10 runs through the study area, providing convenient transit access.
- Vacant and redevelopable land.
- Well-established public facilities.
- Shopping, services, and neighborhoods within walking distance.

Existing Conditions in the Transit Triangle



Existing Goals, Strategies, and Plans

A variety of City Council goals and strategies, as well as adopted City plans, support the examination, discussion and consideration of a new approach to land use development and transportation systems in the Transit Triangle.

Applicable Council Goals:

13. Develop and support land use and transportation policies to achieve sustainable development.

13.2 Develop infill and compact urban form policies.

- Update infill strategy along major transportation corridors to promote housing and business development, as well as alternative transportation choices.

21. Be proactive in using best practices in infrastructure management and modernization.

21.2 Expand public transportation options.

Applicable Climate and Energy Action Plan (CEAP) Strategies

The CEAP includes strategies to address residential travel and the emissions associated with passenger cars and trucks. Strategies to reduce and replace these residential trips include:

- Promoting land use development patterns that utilize existing public infrastructure.
- Make using transit and alternate modes of transportation possible and desirable.

Applicable Economic Development Strategies

6. Provide appropriate land supplies for needed business growth/expansion with quality infrastructure to all commercial and employment lands.

6.5 Evaluate land availability for business expansion on lands on or adjacent to existing businesses.

6.6 Determine feasibility and cost/benefit for public purchase of key industrial lands to make "shovel ready" for re-sale for business development.

7. Manage physical development process to ensure understandable requirements with timely and predictable results while safeguarding and improving the quality of the environment and the community.

7.3 Consider changes to Land Use Development Code that may be inhibiting redevelopment or new construction.

Regional Problem Solving Element of the Comprehensive Plan

The City of Ashland did not identify any Urban Reserve Areas (URAs) through the regional planning process. Therefore, it is incumbent upon the City to increase efficiency in the use of land through concentration of housing in centrally located areas within the City UGB which are planned for future urban development. Promoting infill development along transit corridors provides alternatives to, or delays the need for, expansion of the City UGB.

Demographics

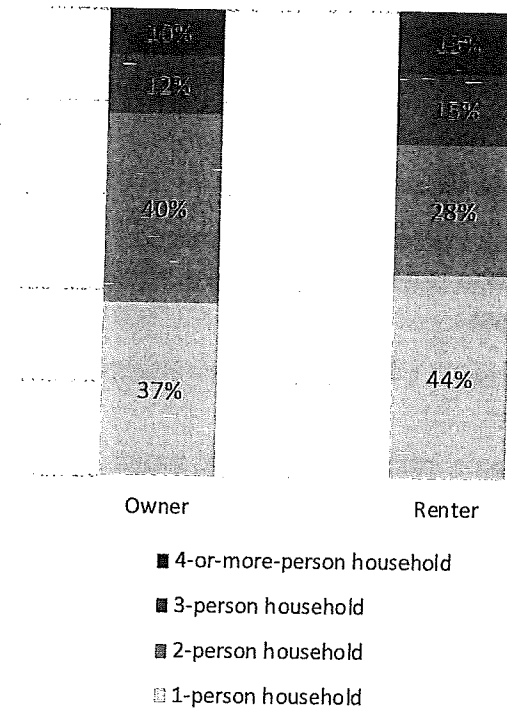
Ashland is changing, and certain segments of the current housing market are not well served by the existing housing pattern, which is predominantly single family. Notably, one- and two-person households, such as students and aging Boomers, comprise a large and growing segment of the housing market today.

Generational Housing Preferences

Ashland's population is largely comprised of young people and older adults. The population pyramid resembles an hourglass more so than a pyramid, reflecting a sizable proportion of people in their teens and early 20s, as well as those in their late 50s and 60s.

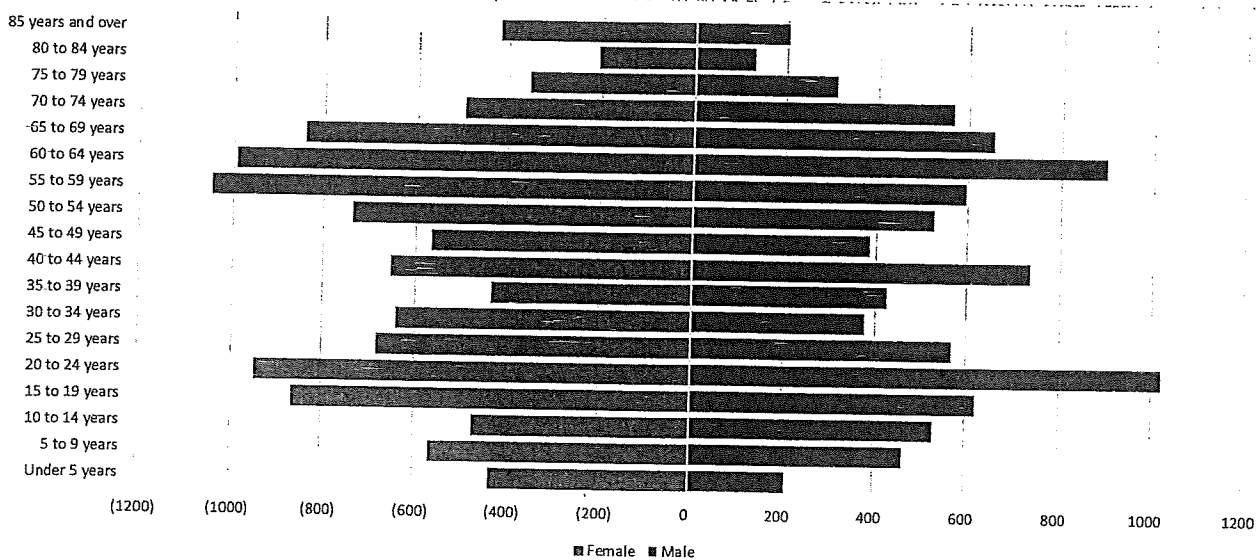
Similar to national trends, households in Ashland today are largely comprised of one and two people. This is reflective of the major population groups – young people and older adults without children. This is a long term national trend that is changing housing demand. Demand for smaller units, including compact single family, townhomes and apartments, is increasing.

Persons per Household by Tenure



Source: US Census, 2015 ACS (5-year Estimates)

Ashland Population Pyramid



Source: US Census, 2015 ACS (5-year Estimates)

Housing Affordability

It is possible to provide the capacity to produce market rate units that are affordable to persons at the median income or below. Fregonese Associates analysis showed that apartments are feasible, without subsidy, at rents of \$1,270 - \$1,295 per month, affordable to the median income household, as defined in Table 1. Units that are affordable below that rate would require an incentive or subsidy, though there are several tools the State has made available that could be used in Ashland for increased affordability, as discussed on page 13.

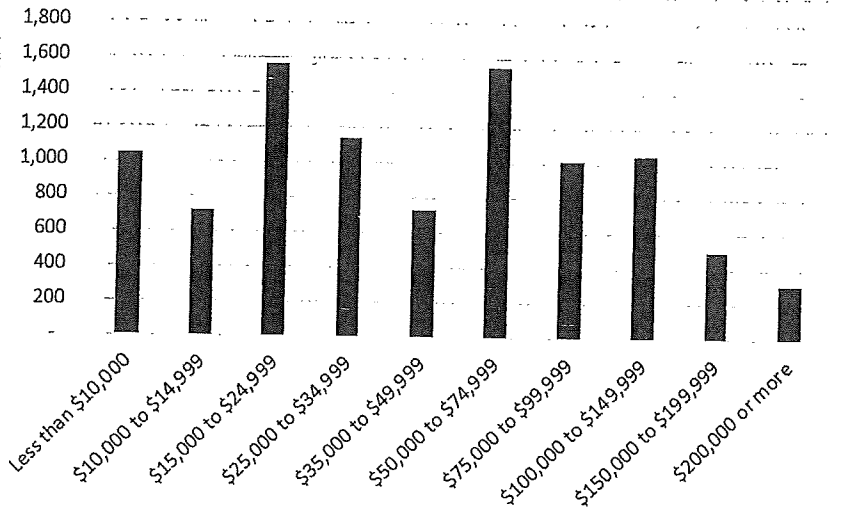
Table 1: Affordable Housing Income Limits by Family Size

Income Level	Number of Persons in Family							
	1	2	3	4	5	6	7	8+
Extremely Low Income (30%)	\$12,060	\$16,240	\$20,420	\$24,600	\$28,780	\$31,100	\$33,250	\$35,400
Low Income (50%)	\$18,800	\$21,450	\$24,150	\$26,800	\$28,950	\$31,100	\$33,250	\$35,400
Income at 60% of Median	\$22,560	\$25,740	\$28,980	\$32,340	\$34,740	\$37,320	\$39,900	\$42,480
Moderate Income (80%)	\$30,050	\$34,350	\$38,650	\$42,900	\$46,350	\$49,800	\$53,200	\$56,650
Median Income (100%)	\$37,600	\$42,900	\$48,300	\$53,600	\$57,900	\$62,200	\$66,500	\$70,800
Income at 120% of Median	\$45,120	\$51,480	\$57,960	\$64,320	\$69,480	\$74,640	\$79,800	\$84,960
Income at 130% of Median	\$48,880	\$55,770	\$62,790	\$69,680	\$75,270	\$80,860	\$86,450	\$92,040

Source: City of Ashland Affordable Housing Income Limits, May 2017 - May 2018

Demographics

Ashland Household Income

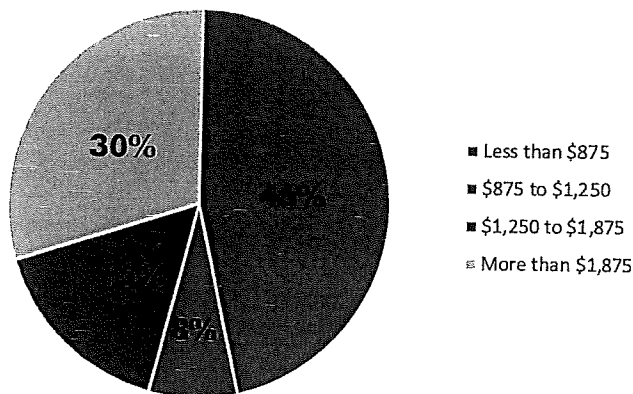


Median Income Comparisons

Ashland	\$45,704
Jackson Co.	\$44,028
Portland	\$55,003
Oregon	\$51,243

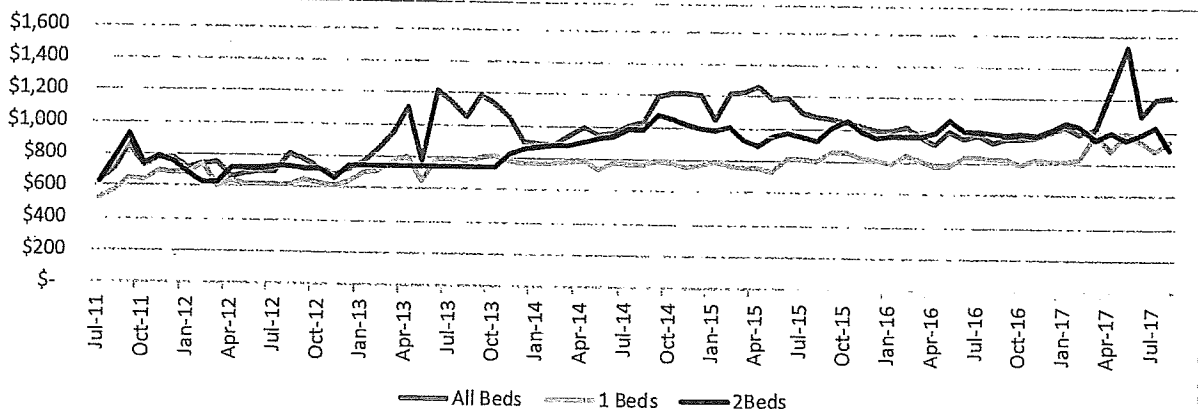
Source: US Census, 2015 ACS (5-year Estimates)

Ashland Household Incomes Converted to Affordable Monthly Rents (30%)



Source: US Census, 2015 ACS (5-year Estimates)

Monthly Rent Trends (July 2011 - August 2017)

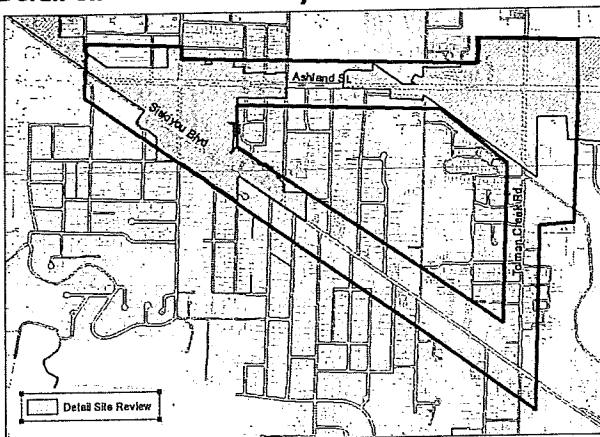


Source: Rent Jungle

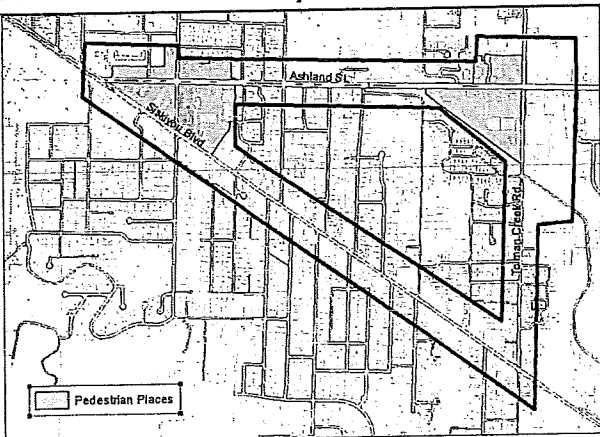
Zoning in the Transit Triangle

The transit triangle area is comprised of a variety of zones, but the primary (re)development opportunities are adjacent to the main roadways and are in the Commercial (C-1), Employment (E-1), High Density Multifamily (R-3) and Residential (R-2) zones. Most of Ashland Street and a portion of Siskiyou Boulevard and Tolman Creek Road are located in the Detail Site Review overlay. The areas surrounding the intersections of Ashland Street and Walker Avenue, and Ashland Street and Tolman Creek Road are also located in the Pedestrian Places overlay.

Detail Site Review Overlay



Pedestrian Places Overlay



Commercial (C-1)

The C-1 zone allows a range of commercial and residential uses, heights of up to 45 feet, including parapet, and residential densities of 30 dwelling units per acre.

Employment (E-1)

The E-1 zone also allows a range of commercial and residential uses, as well as light industrial uses, heights of up to 45 feet, including parapet, and residential densities of 15 dwelling units per acre.

High Density Multiple Family Residential Zone (R-3)

The R-3 zone allows single family and multi-family developments, heights up to two-and-a-half stories and residential densities of 20 units per acre. Like the other residential zones, uses such as parks, religious institutions and schools are also accommodated in the R-3 zone. Offices are allowed in the R-3 zone through the Conditional Use Permit (CUP) process.

Low Density Multiple Family Residential Zone (R-2)

The R-2 zone allows single family and multi-family developments, heights up to two-and-a-half stories and residential densities of 13.5 units per acre.

Zoning

Current Zoning Issues

Current zoning in the Transit Triangle was evaluated to determine if it can produce economical housing and mixed-use developments. The production of such housing is not feasible in any of the zones analyzed, based on existing zoning standards (Table 2). The current code encourages the development of large apartments, townhomes and condominiums at low density, contrary to the realities of developing mixed-use infill housing in a city that has the costs found in Ashland.

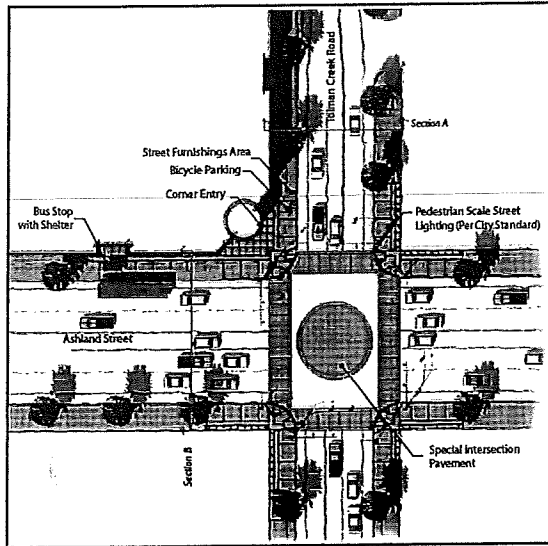
Table 2: Current Standards for Zones within Transit Triangle

Current Zoning	R-2	R-3	E-1	C-1
Height	35 ft or 2.5 stories	35 ft or 2.5 stories	45 ft	45 ft
Parking Requirements	1-2 per unit	1-2 per unit	2 per 1,000 sq ft (office)	2.8 per 1,000 sq ft (retail)
Allowed Residential Density	13.5 DU/Acre	20 DU/Acre	15 DU/Acre	30 DU/Acre
Landscape Area	35%	25%	15%	15%
Lot Coverage	65%	75%	85%	85%

Source: City of Ashland Land Use Ordinance

Streetscape and Transit Improvements

Proposed streetscape improvements to Ashland Street & Tolman Creek Road



Streetscape Improvements

Streetscape improvements within the Transit Triangle, such as traffic calming, safer and shorter crossings, bike lanes, on-street parking, and street lights and trees, would increase walkability, desirability and safety in the area. Increased desirability translates into increased demand from a wider demographic cross section, and this increased demand leads to higher achievable rents and expanded investment opportunities.

These improvements are just some of the many urban amenities that increase the value of nearby housing, along with retail, parks, transit, and bike facilities. Streetscape enhancements should be implemented alongside land use and zoning standard updates to achieve the feasible rents demonstrated by Fregonese Associates analysis.

RVTD Route 10



Transit Improvements

The Transit Triangle is served by Rogue Valley Transportation District (RVTD) Route 10. RVTD recently made service enhancements and, as a result, Route 10 now provides 20 minute service from 7am-5pm (Monday-Friday) and 30 minute service for the remainder of the day (5am-7am and 5pm-7pm, Monday - Friday). Route 10 also includes service on Saturdays at hour intervals. Route 10 provides the highest ridership in the RVTD system (50 percent of all RVTD riders) and the Bi-Mart stop on Tolman Creek Road is one of the most used stops system wide.

The State of Oregon recently passed a \$5.3 billion transportation bill, which will, in part, be used to improve transit service and access across the state. RVTD has developed a number of proposals that will dramatically improve transit service in Ashland. The City should be proactive in partnering with RVTD to determine new routes and stops as transit improvements are made.

Building Solutions

Fregonese Associates created and modeled a mixed-use building prototype for an existing property at the corner of Park Street and Ashland Street. This study reveals what a specific project would look like on a real site.

- **Height** – The building represents a modern three-story building, which would permit up to a 42 foot height for a building with three floors. This height is permitted because the first floor in modern mixed-use buildings is often very high - 14 to 16 feet. The roof may also have a parapet, which allows the roof to be used for outdoor facilities, such as a deck or even a small pool.
- **Landscaping** – 20% landscaping.
- **Unit limit** – No unit limit (determined by FAR rather than unit count)
- **Parking** – One parking space per unit; No parking required for the on-site retail up to 1,250 square feet.
- **Unit size** – The building has 650 to 700 square foot apartment units and a small amount of retail on the Ashland Street frontage.

An analysis was conducted with three, four and five story buildings. Tables 3 and 4 illustrate the results for the height experiment as they pertain to dwelling units per acre and average rents.

The height increase adds density - up to 35% more units per acre. There is no change in monthly rents between the stepback design and the standard design. However, research indicates that buildings with stepbacks are more expensive and complex to construct because of load bearing issues. This additional cost is not reflected in the model.

The three-story development, with stepback, would be suitable in R-2 and R-3 zones, and the four-story (50 ft. maximum height) development would be suitable in the C-1 and E-1 zones. These four-story developments will have a stepback only when adjacent to a residential zone. Due to concerns about a cost increase associated with constructing a stepback, articulation may be used in lieu of a stepback to reduce building mass.

Table 3: Dwelling Units per Acre-

Stories	DU/Acre with Stepback	DU/Acre without Stepback
3	44.5	48.7
4	51.1	55
5	56.2	60

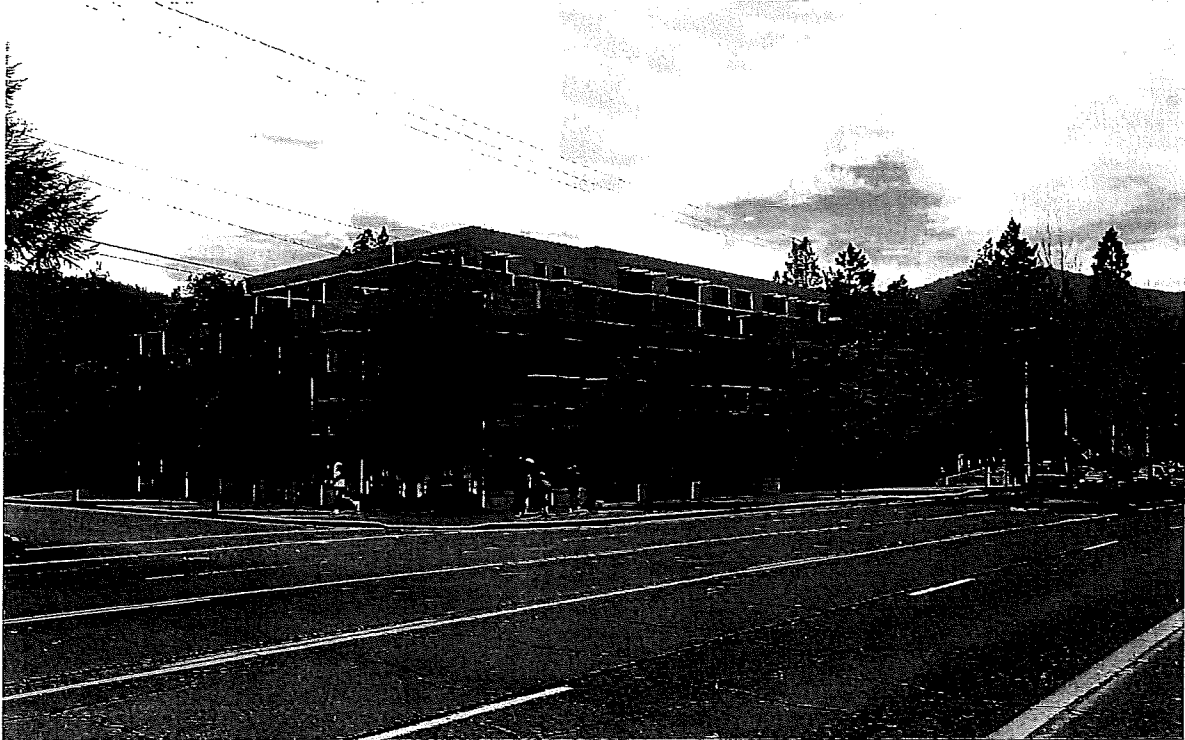
Table 4: Average Monthly Rents

Stories	Average Monthly Rent (with and without Stepback)
3	\$1,295
4	\$1,282
5	\$1,270

Original Ross Johnson site



Visualization of three-story building with stepback on Ross Johnson site



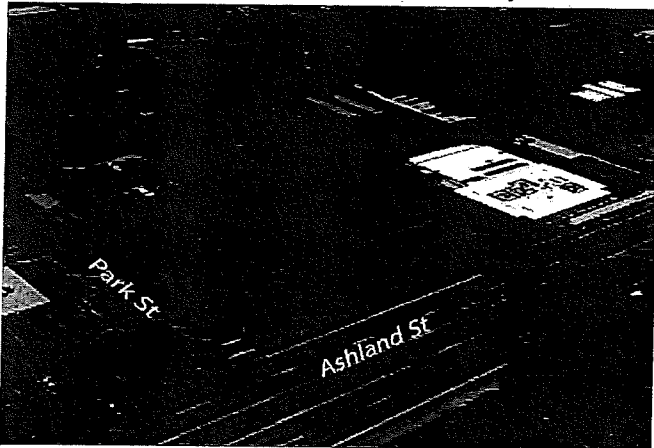
Implementation

Recommended Zoning Changes

Current zoning issues can be addressed through the implementation of an Ashland Transit Triangle Overlay for the area, supplanting and extending the existing Pedestrian Place Overlay. The provision would allow the more economical development styles that were modeled.

The Ashland Transit Triangle Overlay would be intended to direct and encourage development of small, walkable nodes that provide concentrations of gathering places, housing, businesses, and pedestrian amenities, situated and designed in a way to encourage walking, bicycling, and transit use.

Example of a three-story building with stepback



Example of a three-story building with articulation



The following changes would be instituted:

In the R2 and R3 zones:

- 1) Allow 3 story buildings with stepback or articulation
- 2) Reduce landscaping to 20%
- 3) Limit building intensity by FAR regulation to 1.25, rather than units per acre
- 4) Allow limited mixed-use
- 5) Reduce parking for apartments less than 800 sq. ft. to 1 space per unit
- 6) Do not require parking in mixed use buildings for the first 1,250 square feet of commercial use

In the C1 and E1 zones:

- 1) Allow 4 story buildings with a stepback or articulation if adjacent to residential zones
- 2) Landscaping remains at 15%
- 3) Limit building intensity by FAR to 1.5 FAR
- 4) Encourage mixed-use
- 5) Reduce parking for apartments less than 800 sq. ft. to 1 space per unit
- 6) Do not require parking in mixed use buildings for the first 1,250 square feet of commercial use

In addition, require new supplemental design standards to build a more walkable street environment.

For details, see the attached draft ordinance.

Articulation vs. Stepbacks

While stepbacks are an effective method of reducing building mass, they are often expensive to implement, due to higher construction costs. Articulation is an alternative design approach that also reduces building mass, with the added benefit of being more feasible while accomplishing the same goal.

Providing Affordable Units in the Ashland Transit Triangle

As part of changing the zoning in the Ashland Transit Triangle, the City should adopt a Vertical Housing Development Zone (VHDZ) within the area. A VHDZ is designed to encourage the private sector to build higher-density mixed-use development in targeted areas of a city, and provides a partial tax exemption on increased property value for qualified projects. We are recommending that Ashland implement a VHDZ with a tax exemption only available to developments with at least 20 percent of units affordable at 80 percent median family income.

Qualified new development projects within a VHDZ are eligible to receive a 10-year property tax exemption on the value of new construction or rehabilitation for 20 percent per residential floor for the floors above ground floor commercial, as permitted by zoning. Total property tax abatement of the new construction is limited to no more than 80 percent.

The City of Milwaukie recently adopted a VHDZ to incentivize higher density, mixed-use development in their core and near transit, to increase the number of residents and businesses in the downtown area, and to increase housing affordability and access to affordable housing. The first project eligible for the Vertical Housing Tax Credit will break ground in Downtown Milwaukie in March 2018.

Other cities that have successfully implemented a VHDZ include Oregon City, Forest Grove, Grants Pass, Roseburg, and Hillsboro.

In addition to the VHDZ, many new affordable housing tools were made available by the State in the 2016 legislative session.

The tools include:

- 1) Inclusionary units can be 20% of units for projects of 20 units or more.
- 2) The income standard is 80% AMFI.
- 3) The City must provide the developer an option to pay a fee-in-lieu of the affordable units.
- 4) The City must offer one of the following financial incentives:
 - a. Fee waivers*
 - b. SDC waivers*
 - c. Finance based incentives
 - d. Property tax exemptions
- 5) The City can offer a series of zoning incentives:
 - a. Density adjustments*
 - b. Expedited service for local permitting processes
 - c. Modification of height, floor area or other site-specific requirements
 - d. Other incentives as determined by the city or county

The legislation also allows the City to impose a 1% construction excise tax to fund affordable housing, which is a tax on the permit value of new construction. Additionally, some exemptions can be made, including exemptions for affordable housing development.

**City currently provides these incentives*

Community Outreach

Public Involvement

Community engagement and input has been an essential part of the Transit Triangle planning process. The public involvement process has included:



- Several rounds of stakeholder and developer interviews
- Developer roundtables
- A Community Open House
- Online outreach and surveys (full survey results may be found attached to this report)
- Four Planning Commission briefings
- A City Council work session

The community's participation during the planning process helped shape the overarching vision and community values for the Transit Triangle, which ultimately guides the recommended strategies in the Plan.



Many posters, including those below, provided information for attendees at the Community Open House.

VISUALIZING THE FUTURE



ASHLAND VET SITE

Before  After 

ROSS JOHNSON SITE

Before  After 

TOLMAN CREEK RD. & ASHLAND ST. SITE

Before  After 

RECOMMENDED ZONING CHANGES

The Transit Triangle Overlay is intended to direct and guide development of small, walkable nodes that provide locations of gathering places, housing, businesses, and amenities, situated and designed in a way to encourage bicycling, and transit use.


General:

- 1. Buildings with setback.
- 2. Landscaping to 20%.
- 3. Intensity by FAR regulation to 125% per acre.
- 4. Mixed-use.
- 5. Density for apartments less than 800 sq. ft. per unit.

In the C1 and E1 zones:

1. Allow 4 story buildings with a setback if adjacent to residential zones.
2. Landscaping remains at 15%.
3. Limit building intensity by FAR to 1.5 FAR.
4. Encourage mixed-use.
5. Reduce parking for apartments less than 800 sq. ft. to 1 space per unit.
6. Do not require parking in mixed use buildings for the first 1250 square feet of commercial use.

Transit Triangle Overlay




Proposed Transit Triangle Overlay

AFFORDABLE HOUSING

Changing zoning in the Ashland Transit Triangle, the new affordable housing tools the state made available in the 2016 legislative session.

The Orchards - Affordable Housing in Hillsboro, OR




Units can be 20% of the cost of 20 units or more. The standard is 80% AMFI.

Allow the option to pay a fee-in-lieu of units.


Offer one of the following incentives:

- Density incentives
- Height exemptions
- Offer a series of incentives*
- Provide for local processes
- Limit height, floor area and specific requirements
- Provide as determined by community
- Allow the City to waive construction excise tax on housing
- Provide these

Stellar Apartments - Affordable Housing in Eugene, OR



Little Deschutes Lodge II - Affordable Housing in La Pine, OR

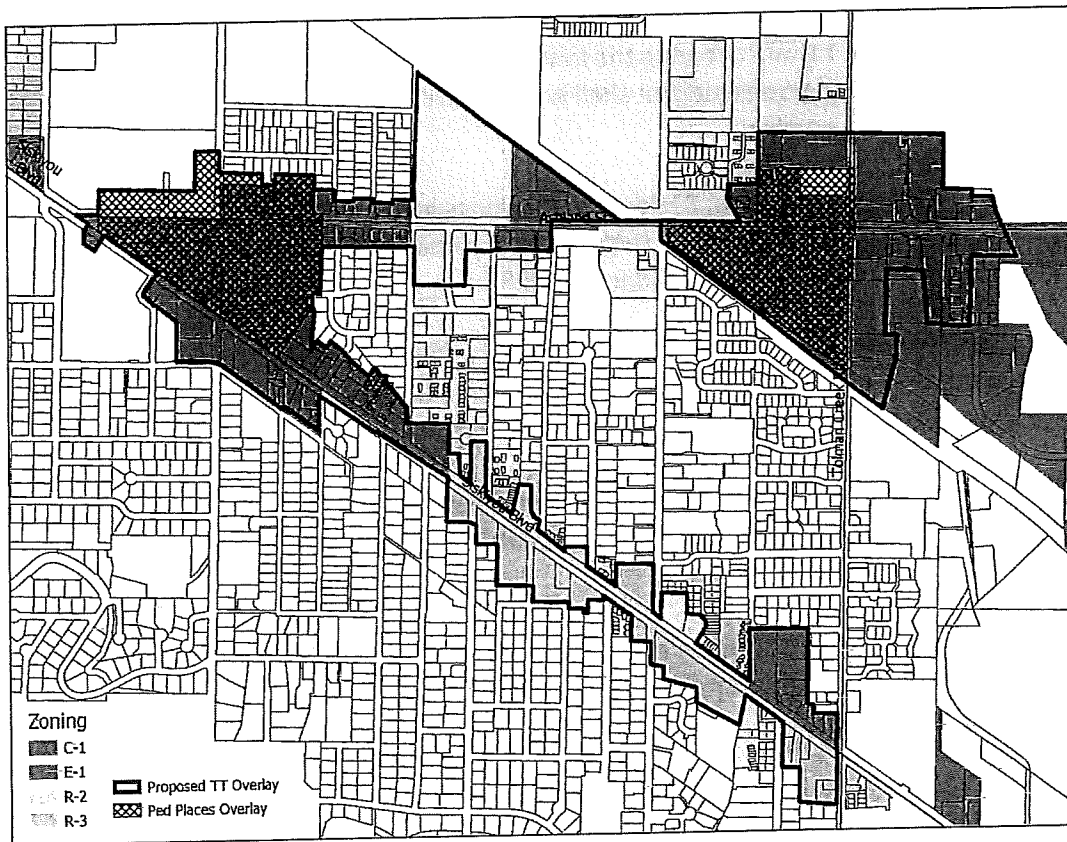


18.3.12.070 Ashland Transit Triangle Overlay

A. Purpose. The Ashland Transit Triangle Overlay is intended to direct and encourage development of small walkable nodes that provide concentrations of gathering places, housing, businesses, and pedestrian amenities situated and designed in a way to encourage walking, bicycling, and transit use.

B. Applicability.

1. This section applies to properties designated as Transit Triangle overlay on the Site Design Zones map, as included below:



2. Review Procedure. The Ashland Transit Triangle Overlay requirements apply to proposed development located in the Ashland Transit Triangle Overlay that requires a planning application approval, and involves development of new structures or additions other than single-family dwellings and associated accessory structures and uses. The provisions of the

Ashland Transit Triangle Overlay supplement those of the applicable base zoning district and other applicable ordinance requirements.

3. Standards for buildings in the Transit Triangle Overlay.

All buildings and uses require Basic, Detail Site Review and Large Scale Development Site Design and Use Standards shall be applicable in accordance with Chapter 18.4 except as provided in this section

C. Development Standards. The following standards shall apply to development in the Ashland Transit Triangle overlay in addition to all applicable provisions of this ordinance.

1. Building Setbacks. The solar access setback in chapter 18.4.8 Solar Access applies only to those lots abutting a residential zone to the north.

2. Plazas and Landscaping Ratio. Outdoor seating areas, plazas, and other useable paved surfaces may be applied toward meeting the landscaping area requirements in chapter 18.4.4 Landscaping, Lighting, and Screening, but shall not constitute more than 50 percent of the required area.

3. Parking for Residential Dwellings. Residential dwellings in the Ashland Transit Triangle Overlay of less than 800 square feet are required to provide one off street parking space per unit, rather than the parking required in Section 18.96

D. Development Standards in R-2 and R-3 Zones. The following standards apply to development located in the Transit Triangle Overlay and a R-2 or R-3 zone, in addition to all applicable provisions of this ordinance.

1. Special Permitted Uses. In addition to the permitted uses in the underlying residential zone, the following uses and their accessory uses are permitted subject to the requirements of this section.

- a) Professional, financial, business and medical offices, and personal service establishments.
- b) Stores, shops, and offices supplying commodities or performing services.
- c) Restaurants.

2. Parking. No parking is required for the first 1,250 square feet of retail or restaurant use per acre of development site.

3. Development Standards and Limitations.

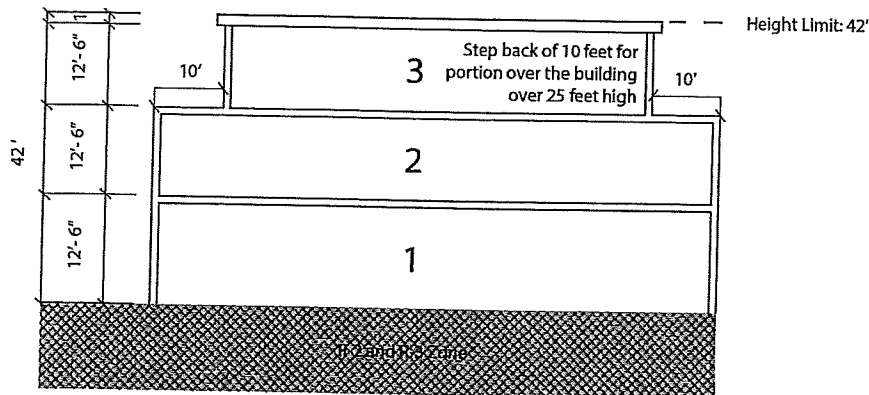
- a) The maximum gross floor area occupied by a special permitted use shall be 60 square feet for every residential dwelling unit developed on the site.
- b) Special permitted uses shall be allowed in a building or in a group of buildings including a mixture of businesses and housing. At least 50 percent of the total gross floor area of a building, or of where there is more than one building on a site, 50 percent of the total lot area including accessory uses such as parking, landscaping and public space, shall be designated for residential uses.
- c) The development shall meet the minimum housing density requirements of the underlying zone.
- d) Mixed-use buildings shall be setback not more than five feet from a public sidewalk unless the area is used for pedestrian activities such as plazas or outside eating areas, or for a required public utility easement.
- e) Mixed-use developments shall have a minimum Floor Area Ratio (FAR) of .50. Plazas and pedestrian areas shall count as floor area for the purposes of meeting the minimum FAR. Projects including existing buildings or vacant parcels of a half an acre or greater in size shall achieve the required minimum FAR or provide a shadow plan (see graphic) that demonstrates how development may be intensified over time to meet the required minimum FAR.

E. Development density standards in R-2 and R-3 zones

1. For the R-2 and R-3 zones the following standards.

- a) Maximum height permitted in 42 feet, and no more than 3 stories.
- b) Attention needs to be given to scale, massing, and facade design so as to reduce the effect of large single building masses. Reduction of building mass can be accomplished through a step back of 10 feet for that portion of the building that is over 25 feet high.
- c) In lieu of a stepback, articulation, offsets, setbacks, angles or curves of facades may be used. Articulation is required to include at least 25% of building frontage, with at least 10 feet of offset.





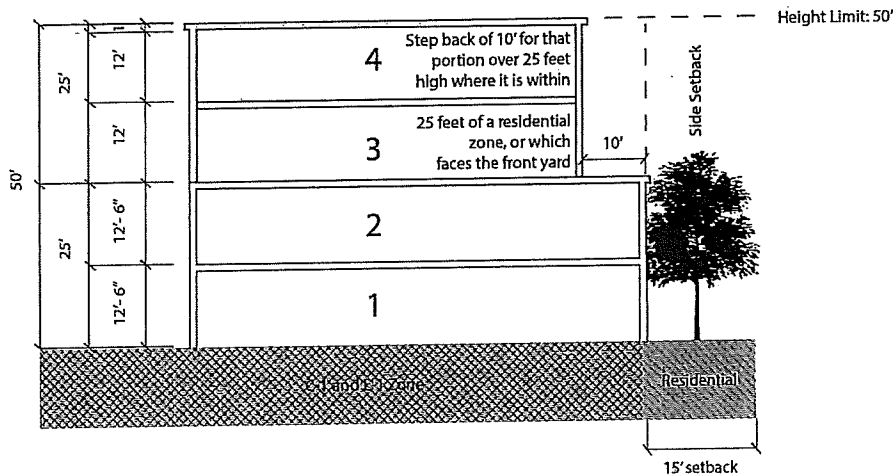
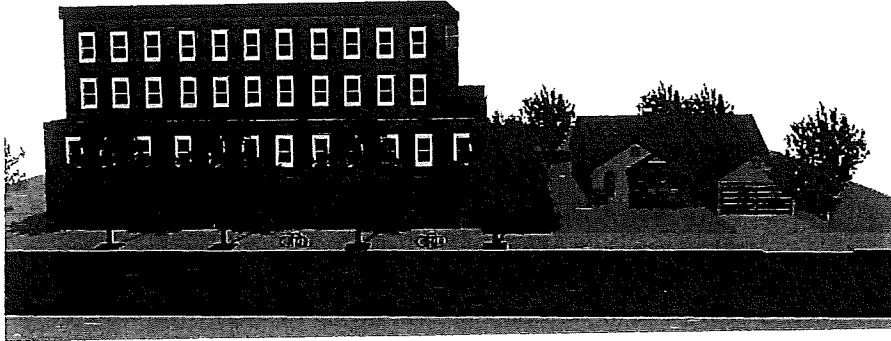
- d) Maximum Floor Area Ratio (FAR) of 1.25
- e) Minimum FAR is 1.0 in the Transit Triangle Overlay
- f) A least 20% of the site is required to be landscaped according to the standards of the Ashland Land Use Ordinance.
- g) No parking required for the first 1,250 square feet of retail or restaurant (per acre) if in a mixed use building.
- h) Any residential units developed under this section shall be long term rental units only (greater than 30 day lease). Condominiums and short term rental of units built under this section are not permitted.

F. Development Standards in C-1 and E-1 Zones. The following standards apply to development located in the Transit Triangle Overlay and a C-1 or E-1 zone, in addition to all applicable provisions of this ordinance.

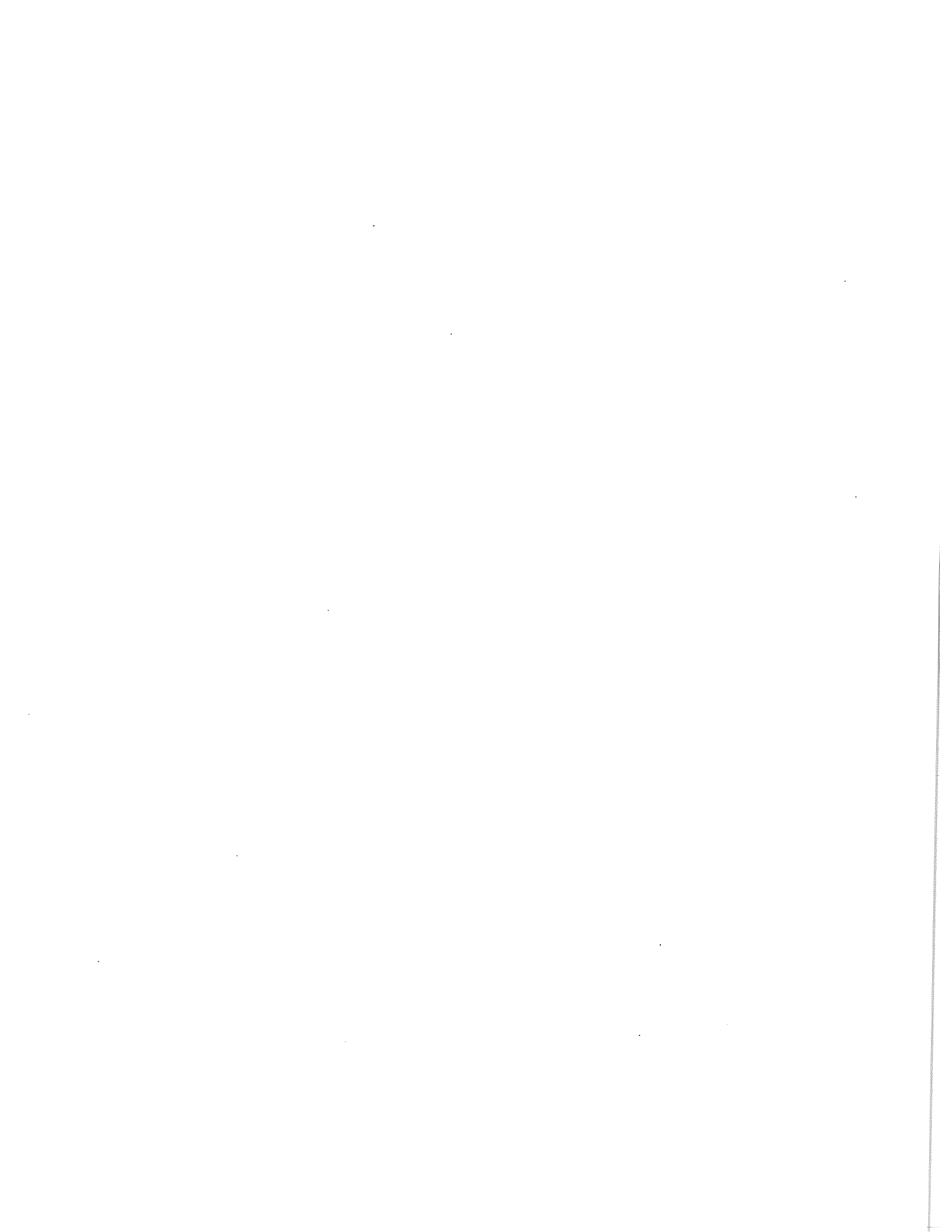
1. Parking. No parking is required for the first 1,250 square feet of retail or restaurant use per acre of development site.

2. Development Standards and Limitations.

- a) Maximum height of 50 feet permitted, and no more than 4 stories
- b) Attention needs to be given to scale, massing, and facade design so as to reduce the effect of large single building masses. Reduction of building mass can be accomplished through a ground-floor setback of 15 feet, and a step back of 10' for that portion over 25 feet high where it is within 25 feet of a residential zone, or which faces the front yard.
- c) In lieu of a setback, articulation, offsets, setbacks, angles or curves of facades may be used. Articulation is required to include at least 25% of building frontage, with at least 10 feet of offset.

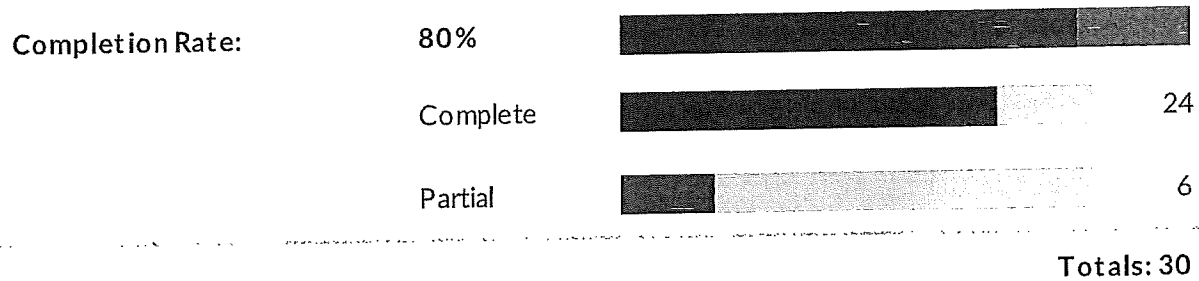


- d) A maximum density of 1.5 FAR is permitted.
- e) A least 15% of the site is required to be landscaped according to the standards of the Ashland Land Use Ordinance.
- f) No parking required for the first 1,250 square feet of retail or restaurant (per acre) if in a mixed use building.
- g) Any residential units developed under this section shall be long term rental units only (greater than 30 day lease). Condominiums and short term rental of units built under this section are not permitted.

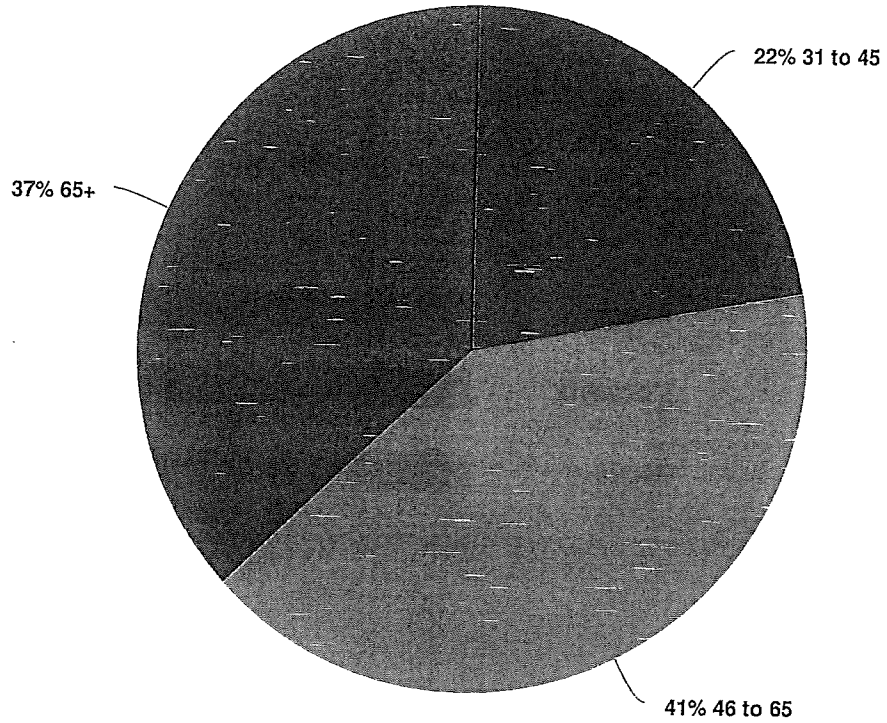


Report for Ashland Transit Triangle Survey

Response Counts

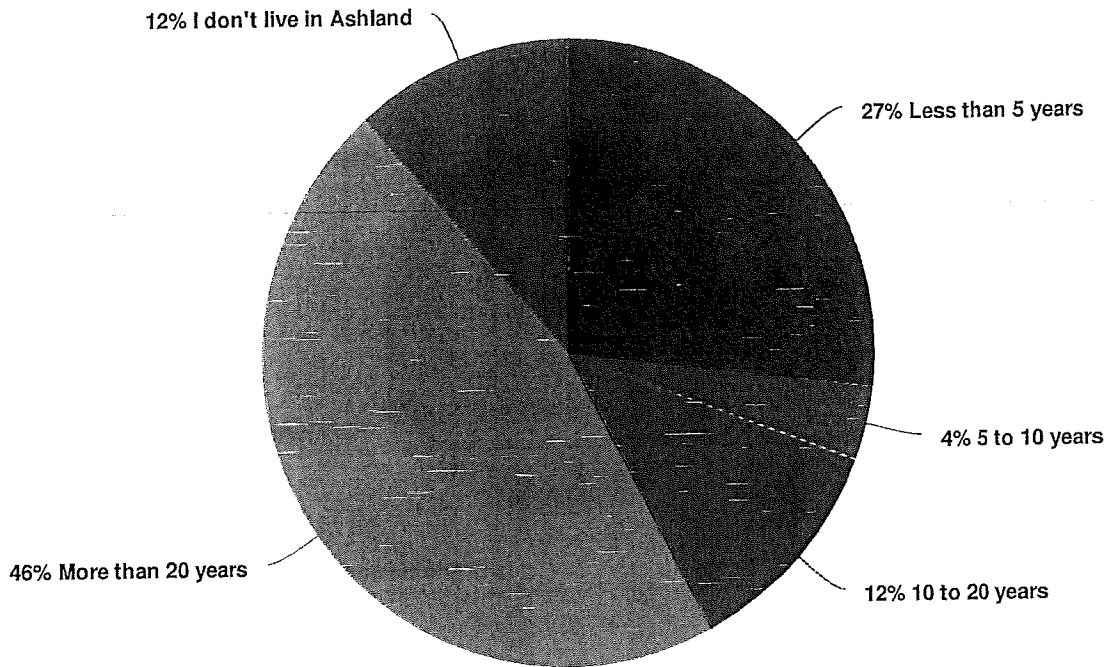


1. How old are you?



Value	Percent	Responses
31 to 45	22.2%	6
46 to 65	40.7%	11
65+	37.0%	10
		Totals: 27

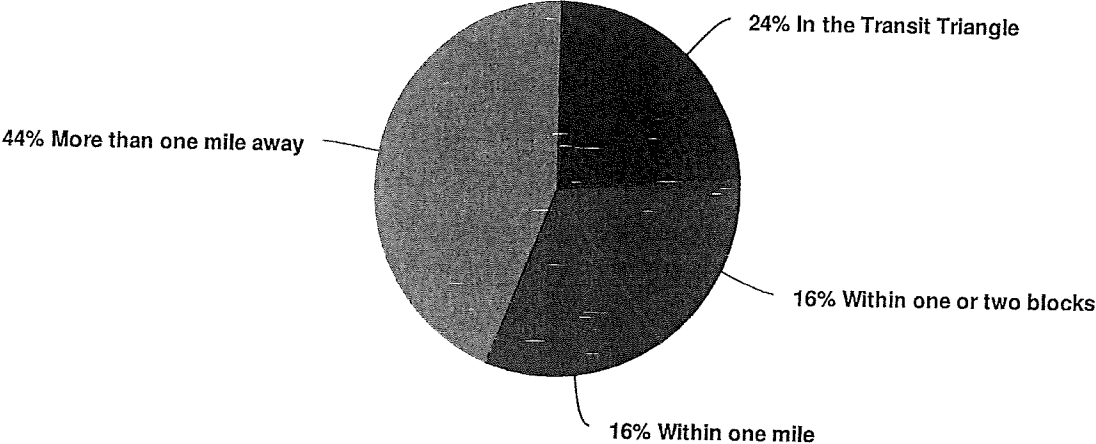
2. How long have you lived in Ashland?







Value	Percent	Responses
Less than 5 years	26.9%	7
5 to 10 years	3.8%	1
10 to 20 years	11.5%	3
More than 20 years	46.2%	12
I don't live in Ashland	11.5%	3

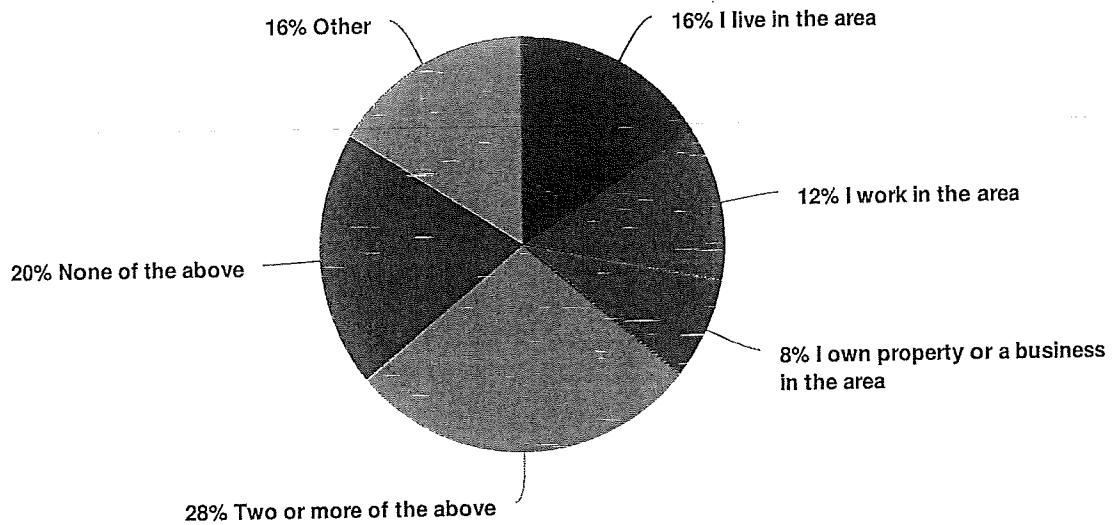
Totals: 26

3. How close do you live to the Transit Triangle?



Value		Percent	Responses
In the Transit Triangle		24.0%	6
Within one or two blocks		16.0%	4
Within one mile		16.0%	4
More than one mile away		44.0%	11
Totals:			25

4. What is your connection to the Transit Triangle?

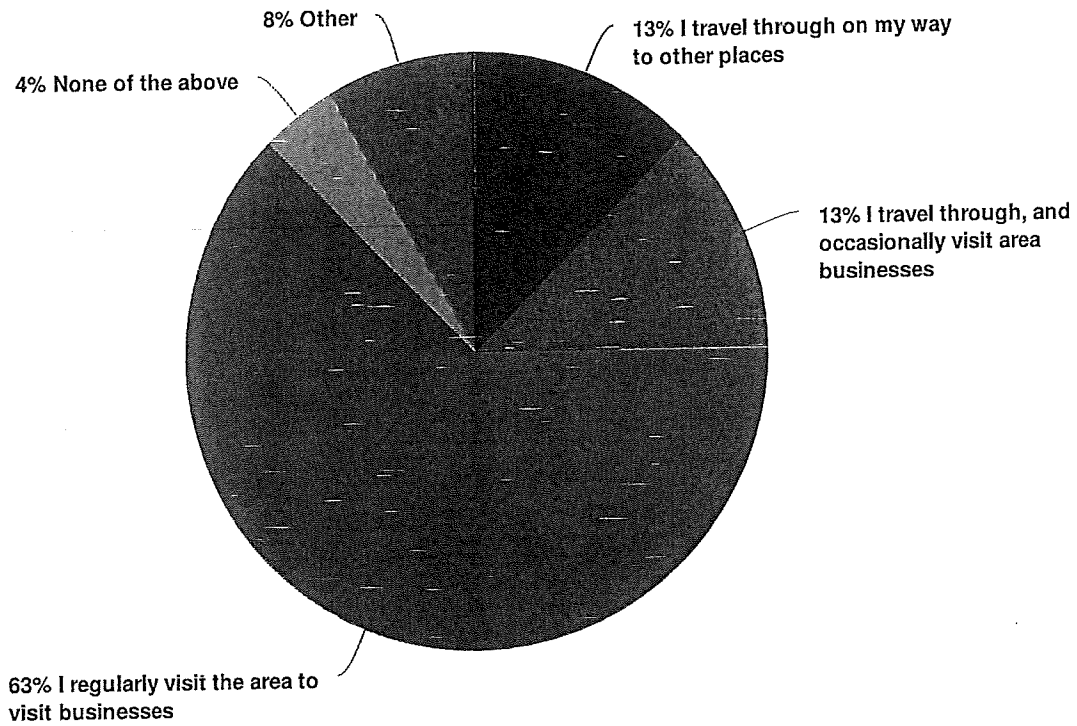


Value	Percent	Responses
I live in the area	16.0%	4
I work in the area	12.0%	3
I own property or a business in the area	8.0%	2
Two or more of the above	28.0%	7
None of the above	20.0%	5
Other	16.0%	4

Totals: 25

Other	Count
I sit on the Housing and Human Service Commission and am interested in policy and planning issues that affect those living in Ashland.	1
Local Architect	1
Planning Consultant; family lives adjacent to transit triangle	1
Totals	3

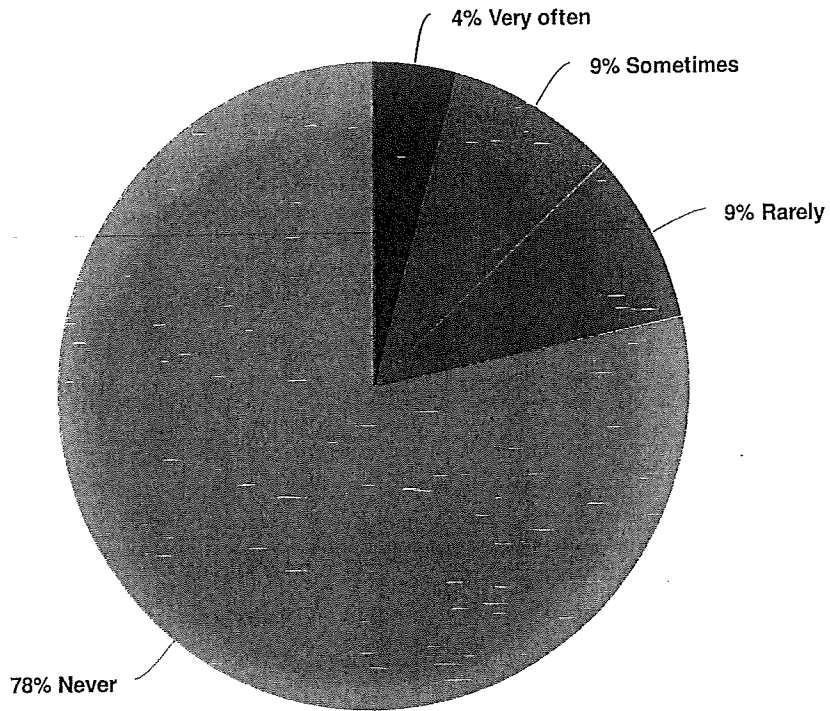
5. How do you use the Transit Triangle area?



Value	Percent	Responses
I travel through on my way to other places	12.5%	3
I travel through, and occasionally visit area businesses	12.5%	3
I regularly visit the area to visit businesses	62.5%	15
None of the above	4.2%	1
Other	8.3%	2
		Totals: 24

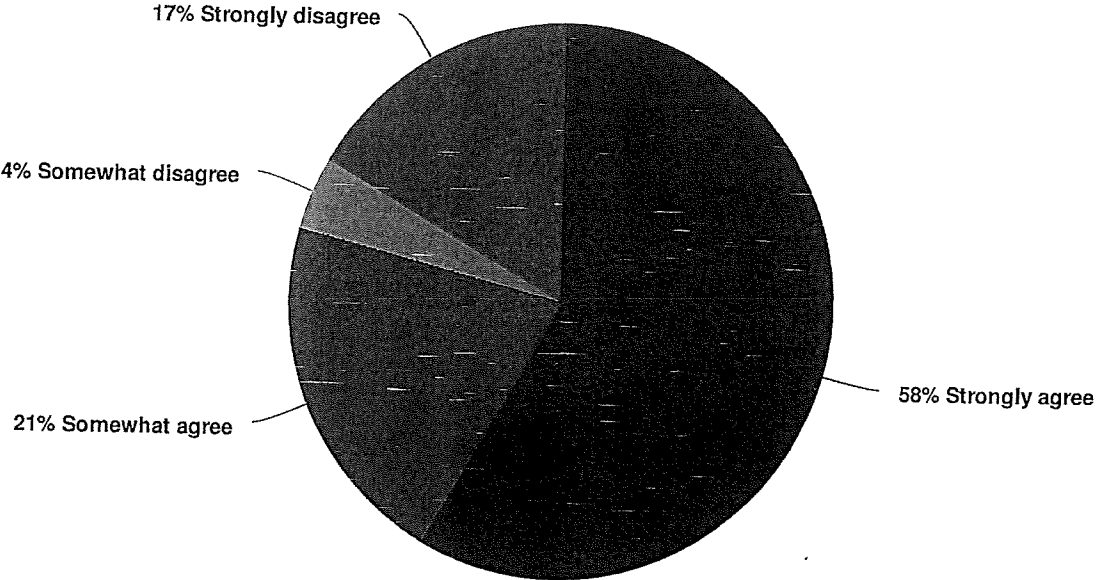
Other	Count
University Staff	1
own undeveloped property in triangle	1
Totals	2

6. How often do you use RVTD Route 10?



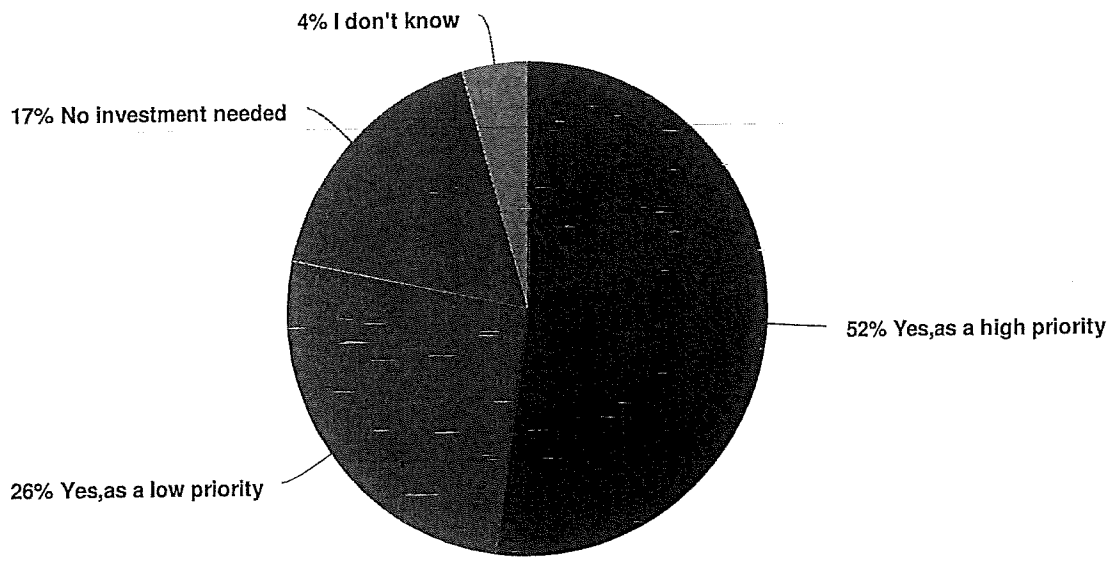
Value	Percent	Responses
Very often	4.3%	1
Sometimes	8.7%	2
Rarely	8.7%	2
Never	78.3%	18
		Totals: 23

7. The Transit Triangle is a good place for more businesses and other destinations



Value	Percent	Responses
Strongly agree	58.3%	14
Somewhat agree	20.8%	5
Somewhat disagree	4.2%	1
Strongly disagree	16.7%	4
		Totals: 24

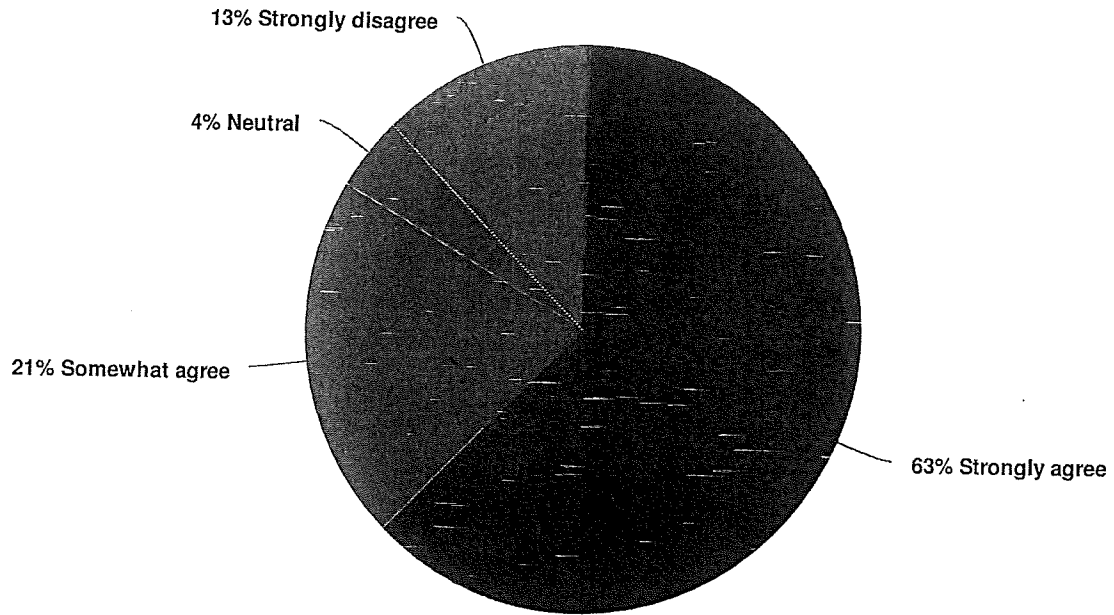
8. Should we invest in sidewalks, bike routes, and more crossings to improve safety in the Transit Triangle?



Value	Percent	Responses
Yes, as a high priority	52.2%	12
Yes, as a low priority	26.1%	6
No investment needed	17.4%	4
I don't know	4.3%	1

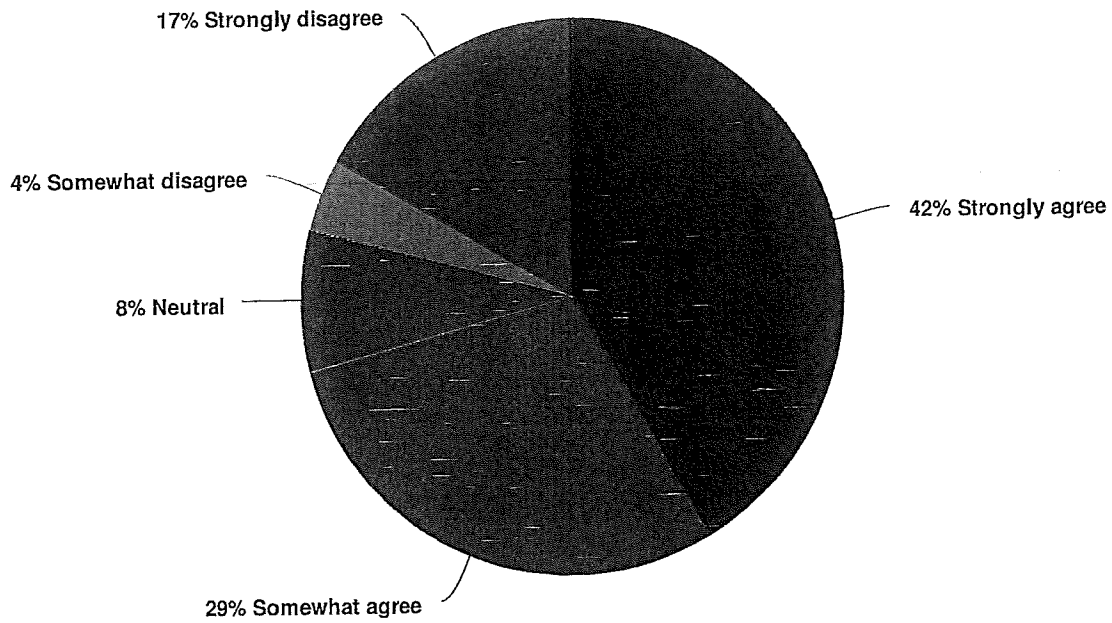
Totals: 23

9. The Transit Triangle is a good place for more housing



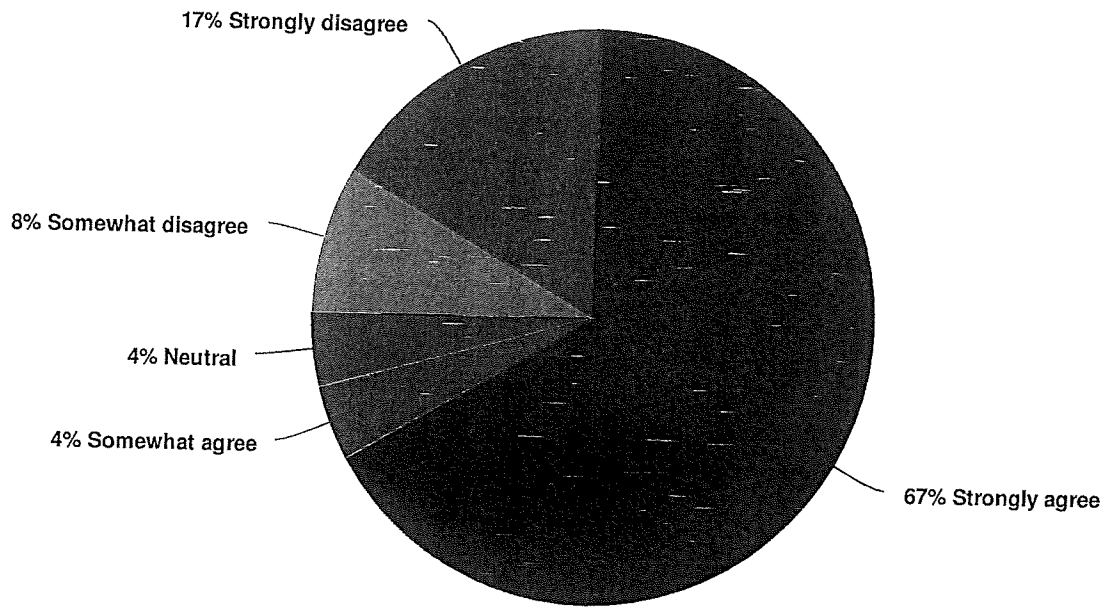
Value	Percent	Responses
Strongly agree	62.5%	15
Somewhat agree	20.8%	5
Neutral	4.2%	1
Strongly disagree	12.5%	3
		Totals: 24

10. It is important to provide affordable housing in the Transit Triangle



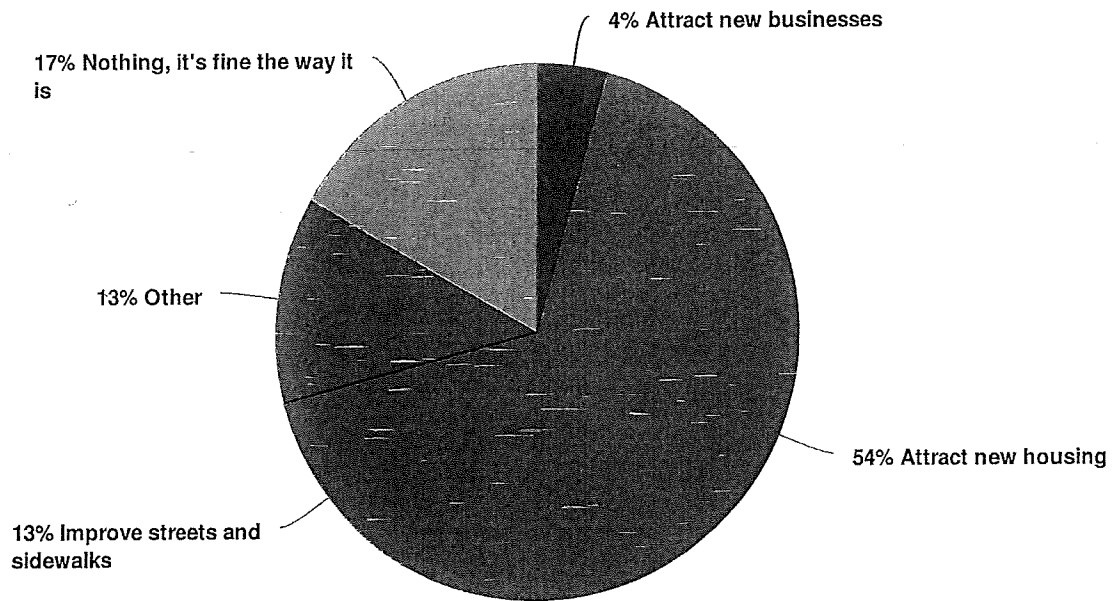
Value	Percent	Responses
Strongly agree	41.7%	10
Somewhat agree	29.2%	7
Neutral	8.3%	2
Somewhat disagree	4.2%	1
Strongly disagree	16.7%	4
		Totals: 24

11. Are you in favor of 3-4 story, mixed-use development in the Transit Triangle?



Value	Percent	Responses
Strongly agree	66.7%	16
Somewhat agree	4.2%	1
Neutral	4.2%	1
Somewhat disagree	8.3%	2
Strongly disagree	16.7%	4
		Totals: 24

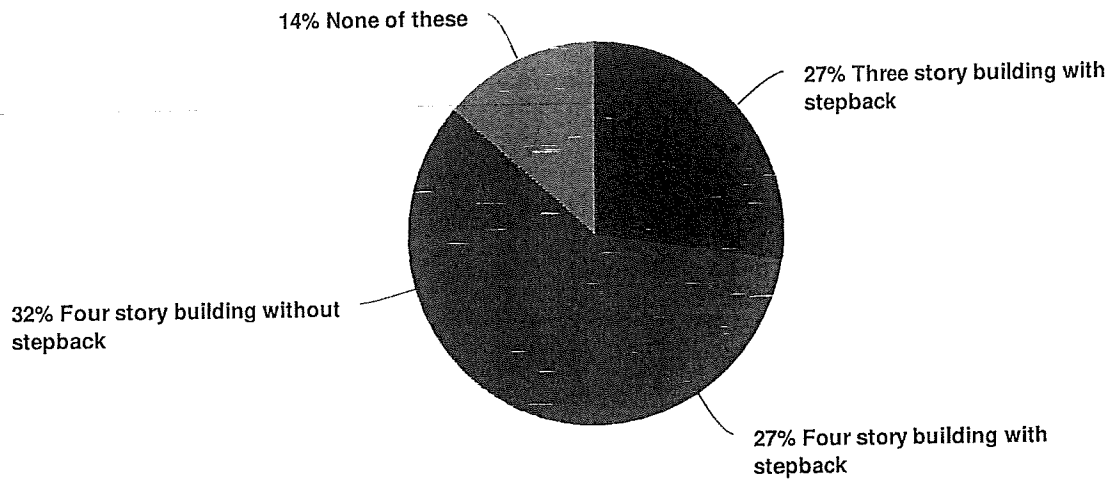
12. If you could do just one thing for the Transit Triangle, what would be your top priority?







Value	Percent	Responses
Attract new businesses	4.2%	1
Attract new housing	54.2%	13
Improve streets and sidewalks	12.5%	3
Other	12.5%	3
Nothing, it's fine the way it is	16.7%	4
		Totals: 24

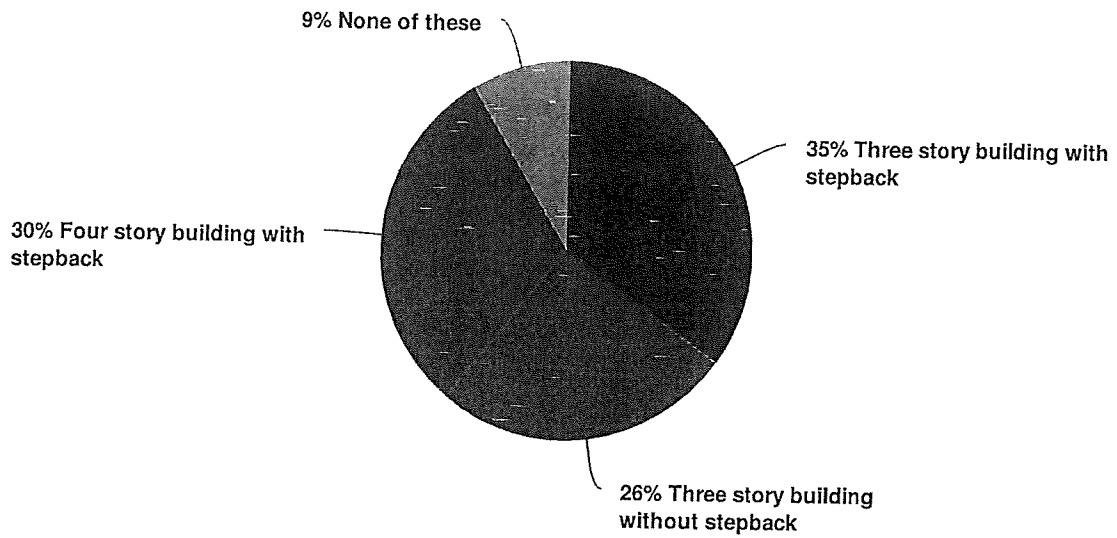
Other	Count
Attract new businesses and housing	1
Improve infrastructure including streets, sidewalks and utilities with City financing so developers can focus on site development.	1
Mixed Use, housing over Commercial	1
Totals	3





13. Which image do you like BEST?



Value		Percent	Responses
Three story building with stepback		27.3%	6
Four story building with stepback		27.3%	6
Four story building without stepback		31.8%	7
None of these		13.6%	3
			Totals: 22

14. Which image do you like BEST?



Value		Percent	Responses
Three story building with stepback		34.8%	8
Three story building without stepback		26.1%	6
Four story building with stepback		30.4%	7
None of these		8.7%	2
			Totals: 23

Memo

DATE: 1/19/2018

TO: Housing and Human Services Commission

FROM: Linda Reid, Housing Program Specialist

RE: Housing and Human Services Commission goals 2017

The Housing and Human Services Commission held their annual goal setting retreat on December 13th.

Goal: Getting mental health services in Ashland. (8)

Action steps: Establish Relationships with CCO's/Options
Produce stats/make contacts
Are there barriers to locating in Ashland?

Goal: Funding for a Shelter Coordinator (6)

Action steps: Survey for Shelter participants/data for grants
Find Survey taker volunteers

Goal: Work with the council to identify programmatic priorities to offer for Social Service applicants (coordinate with council) Restructure the grant process (menu of ideas) Data driven /based on needs. (6)

Action Steps: Schedule a study session with the council to establish social service grant goals

Goal: Single location seven day a week shelter (5)

Goal: Support the Development of Workforce Housing. (5)

Action steps: Support the transit triangle project

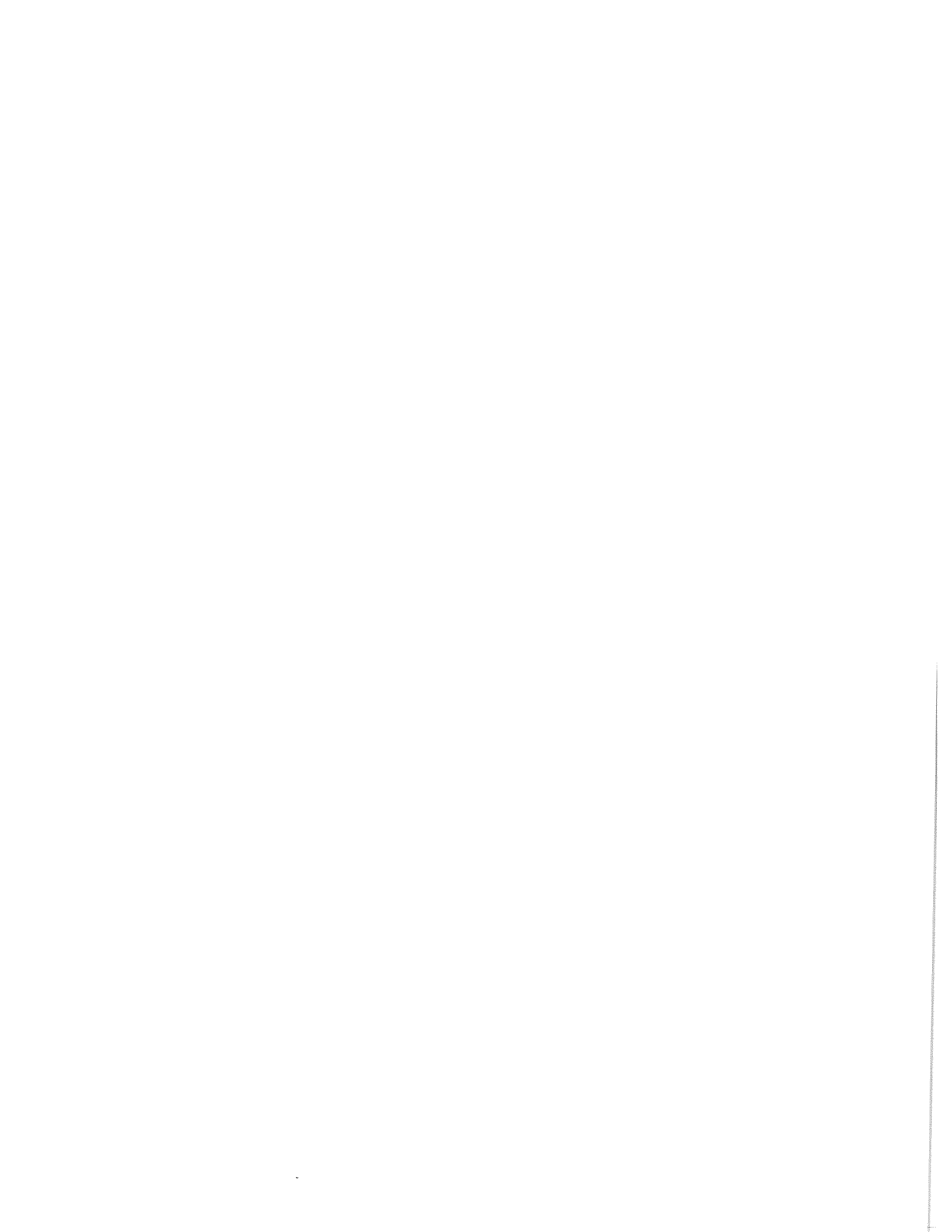
Porta-Potty Project (3)

Goal: Promote alternative housing, such as, multi-family housing, tiny house village, intentional communities. Barrier removal focus. (3)

Goal: Lack of DHS Child Care Providers/family friendly child care (3)

Overnight Car Camping Program (Is there any way to support it) (1)



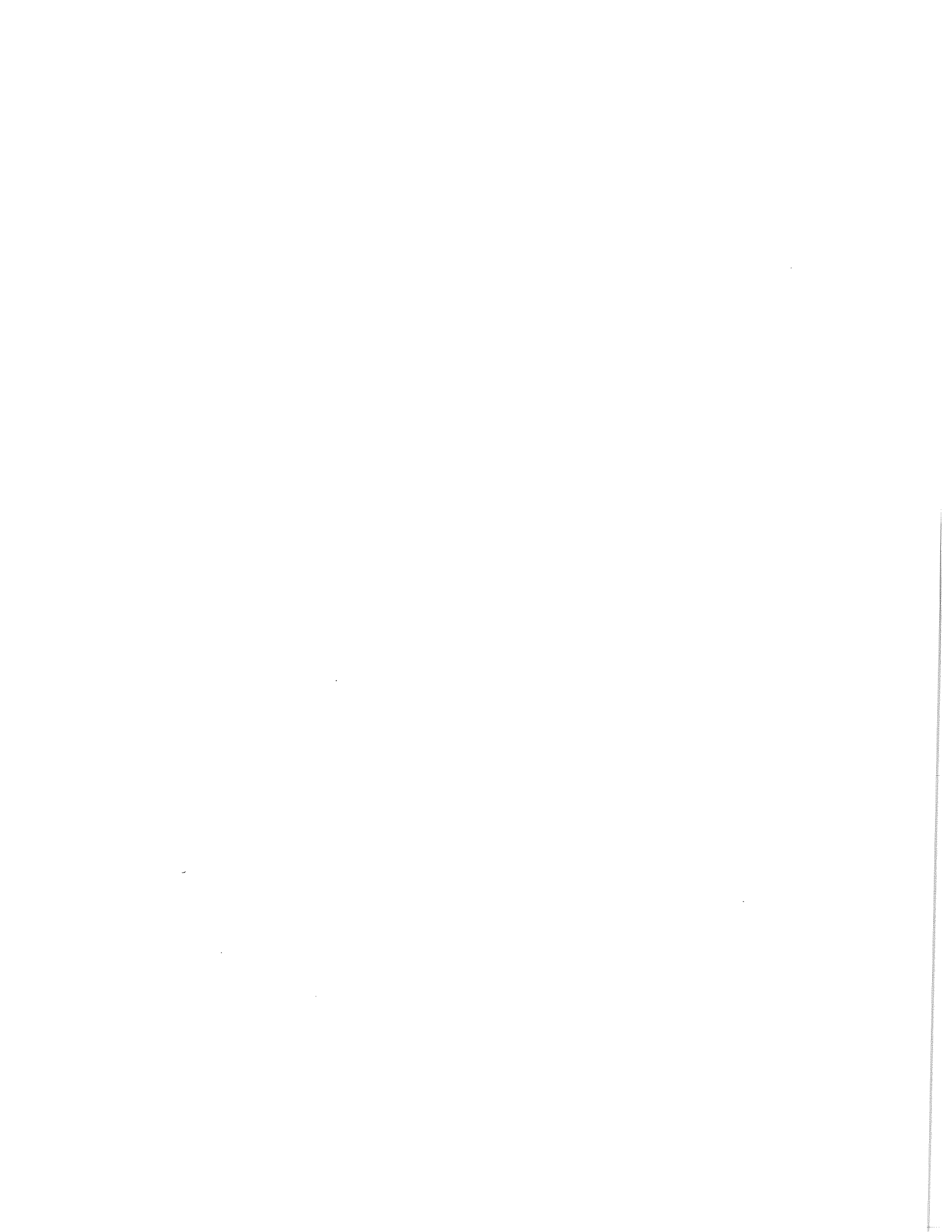


Memo

DATE: 1/19/2018
TO: Housing and Human Services Commission
FROM: Linda Reid, Housing Program Specialist
RE: Cost of Homelessness Report

At the Housing and Human Services Commission Annual Retreat, it was suggested that staff share the Cost of Homelessness Report put together by ACCESS in 2016. Attached you will find the Report compiled by Brook Burditt.







The Cost of Homelessness In Jackson County, Oregon

By ACCESS of Jackson County

Brooke Burditt, Support Specialist

Executive Summary

This report documents some of the financial impact of homelessness on Jackson County resources. More than 30 agencies were contacted and shared information on the impact of homeless individuals and families on their agencies financially.

ACCESS has compiled data on one year's worth of expenditures to local agencies and found that Jackson County spends more than \$140 million annually toward this population.

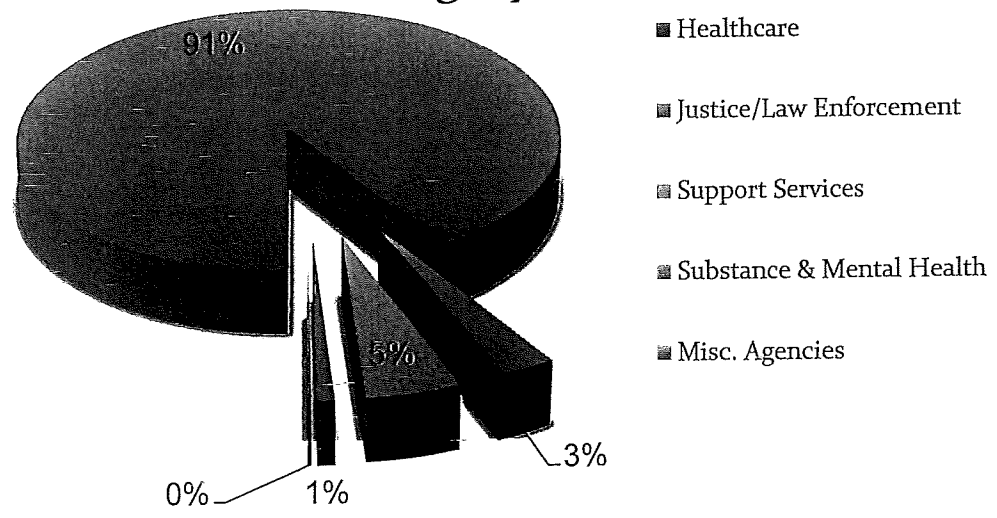
According to the 2016 Point-in-Time Homeless Count for Jackson County, on any given night, approximately 527 people throughout Jackson County experience homelessness. This includes 82 children and 45 young adults between ages 18-24.

Those without housing tend to disproportionately utilize hospital emergency room services, emergency transportation, mental health and substance use resources, and have more frequent interaction with law enforcement.

Categorical Costs of Homelessness to Jackson County Services

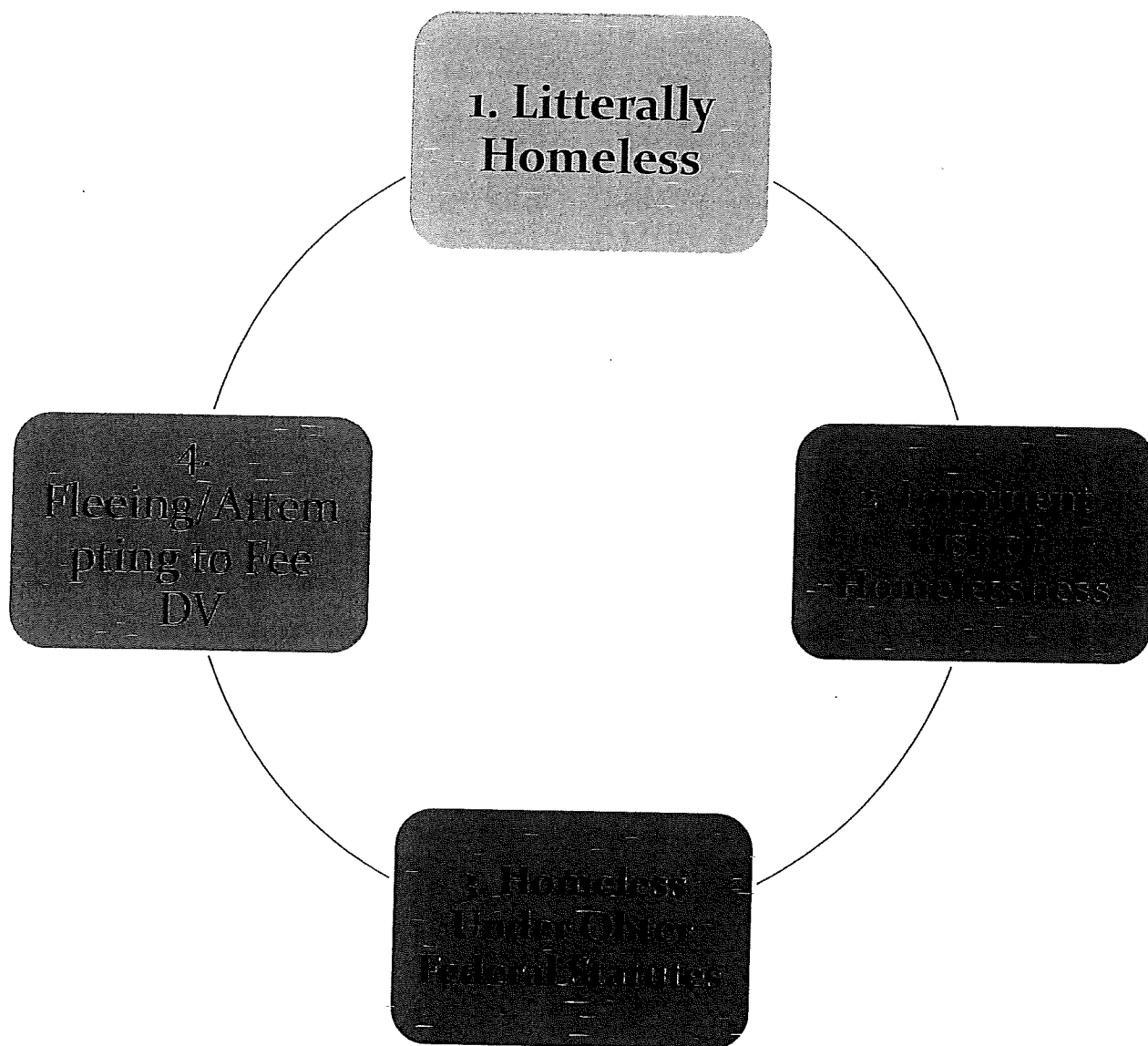
Category	Cost
Healthcare	\$126,934,248
Justice/Law Enforcement	\$4,354,035
Support Services	\$6,775,436
Substance & Mental Health	\$1,285,343
Misc. Agencies	\$217,240
SUBTOTAL	\$139,566,302
3 Year Average Point in Time Count	627
Estimated Annual Cost Per Homeless Person:	\$222,593

Percentage of Cost Burden per Agency Category



What is Homelessness?

For the purpose of this report homelessness is defined by The U.S. Department of Housing and Urban Development (HUD) through 4 categories of homelessness:



Category 1 Literally Homeless

- (1) Individual or family who lacks a fixed, regular, and adequate nighttime residence, meaning:
- (i) Has a primary nighttime residence that is a public or private place not meant for human habitation; (ii) Is living in a publicly or privately operated shelter designated to provide temporary living arrangements (including congregate shelters, transitional housing, and hotels and motels paid for by charitable organizations or by federal, state and local government programs); or (iii) Is exiting an institution where (s)he has resided for 90 days or less and who resided in an emergency shelter or place not meant for human habitation immediately before entering that institution

Category 2 Imminent Risk of Homelessness

- (2) Individual or family who will imminently lose their primary nighttime residence, provided that:
- (i) Residence will be lost within 14 days of the date of application for homeless assistance; (ii) No subsequent residence has been identified; and (iii) The individual or family lacks the resources or support networks needed to obtain other permanent housing

Category 3 Homeless under other Federal statutes

- (3) Unaccompanied youth under 25 years of age, or families with children and youth, who do not otherwise qualify as homeless under this definition, but who:
- (i) Are defined as homeless under the other listed federal statutes; (ii) Have not had a lease, ownership interest, or occupancy agreement in permanent housing during the 60 days prior to the homeless assistance application; (iii) Have experienced persistent instability as measured by two moves or more during in the preceding 60 days; and (iv) Can be expected to continue in such status for an extended period of time due to special needs or barriers

Category 4 Fleeing/ Attempting to Flee DV

- (4) Any individual or family who:
- (i) Is fleeing, or is attempting to flee, domestic violence; (ii) Has no other residence; and (iii) Lacks the resources or support networks to obtain other permanent housing.

Additionally, if an individual or family is 'doubled up' or staying with friends and family temporarily, we consider them homeless.

Introduction

This is a study to determine the effective cost of homelessness to Jackson County agencies and resources. More than 30 agencies shared data, first-hand experiences around costs associated with persons who are homeless. The costs are divided into 5 sub-categories:

- **Healthcare (hospital and ambulance, etc.)**
- **Justice/Law Enforcement (Jail, Court Costs, Greenway clean-up, etc)**
- **Support Services (ACCESS, Gospel Mission, Food banks, etc.)**

- **Substance Use & Mental Health Agencies (Compass House, Addiction Recovery Center, etc)**
- **Misc. Services (Burial, Parks & Recreation, etc.)**

A clearer understanding of the scope of services used by homeless individuals will better inform local efforts to reduce homelessness in Jackson County.

Methodology

Over 30 Jackson County agencies agreed to share data around costs associated with individuals who are homeless. The final numbers do not reflect all of these costs, however a majority is represented.

Limitations

With some agencies, there was an absence of hard data available, and the use of experienced staff knowledge and anecdotal information was utilized.

For example, at the Jackson County Jail approximately 25% of inmates identified as homeless in 2015. However, the current Supervisor, Captain Dan Penland, believes this number to be higher. Because of stigma and the belief that they may have a more positive court outcome, inmates are not always forthcoming regarding their housing status. Captain Penland puts the percentage of homeless inmates closer to 34%. Because of his experience and intimate, anecdotal knowledge, we went with Captain Penland's figures.

"If you look at the numbers, over 25% of the people lodged list themselves as transient (homeless). I believe there are many others who are homeless that give us an address of a friend, relative or former residence because they think it will make them look more favorable when considering people for release. . . I would estimate that closer to 33-35% are actually homeless. "

-Captain Dan Penland, Jackson County Jail Supervisor

Additionally, although the Medford and Ashland Police forces in particular have frequent interactions with people who are transient or identify as homeless, they did not have the ability to quantify the costs associated with this work, except for the annual Greenway cleanup.

However, 34% of Jackson County Jail inmates would indicate a significant amount of law enforcement resources being utilized to serve warrants and make arrests.

Key Findings

Jackson County Services spend more than \$140 million annually on costs related to homelessness, which is \$ **\$223,285** per homeless individual.

The category that far exceeds all others with regard to the cost is in the area of **healthcare**. The agencies that shared data in this category include:

- Asante Rogue Regional Medford Medical Center
- Asante Ashland Community Hospital
- Providence Medford Medical Center
- La Clinica
- Mercy Flights
- Medford Fire and Rescue

In the next category, **Justice System/Law Enforcement**, these agencies were represented:

- Jackson County Jail
- Jackson County Juvenile Department
- Medford Police Department
- Ashland Police Department
- Southern Oregon Public Defenders
- Jackson County Court

The following agencies were included in **Supportive Services**:

- Maslow Project
- ACCESS
- RVCOG
- St. Vincent De Paul Society
- Medford Gospel Mission
- RVVCO
- Ashland Community Resource Center
- Ashland Food Bank
- Family Nurturing Center
- Options for Homeless Residents of Ashland
- Rogue Retreat
- Community Works

In the category of **Mental Health/Substance Use Disorders**:

- Jackson County Mental Health
- Compass House
- Addiction Recovery Center
- On Track

Lastly, the **miscellaneous** agency category includes:

- Parks and Recreation, Medford
- Various Funeral Homes/Burial Costs
- Various Department & Grocery Stores



Housing Affordability Burden

According to a recent study by Zillow (2016)¹ Median income households in Medford spend 35.3 percent of their income on rent, up from 31.8 percent one year ago. This is currently the highest rent burden increase in the country.

Largest Year-Over-Year Increases in Rental Affordability Burden¹

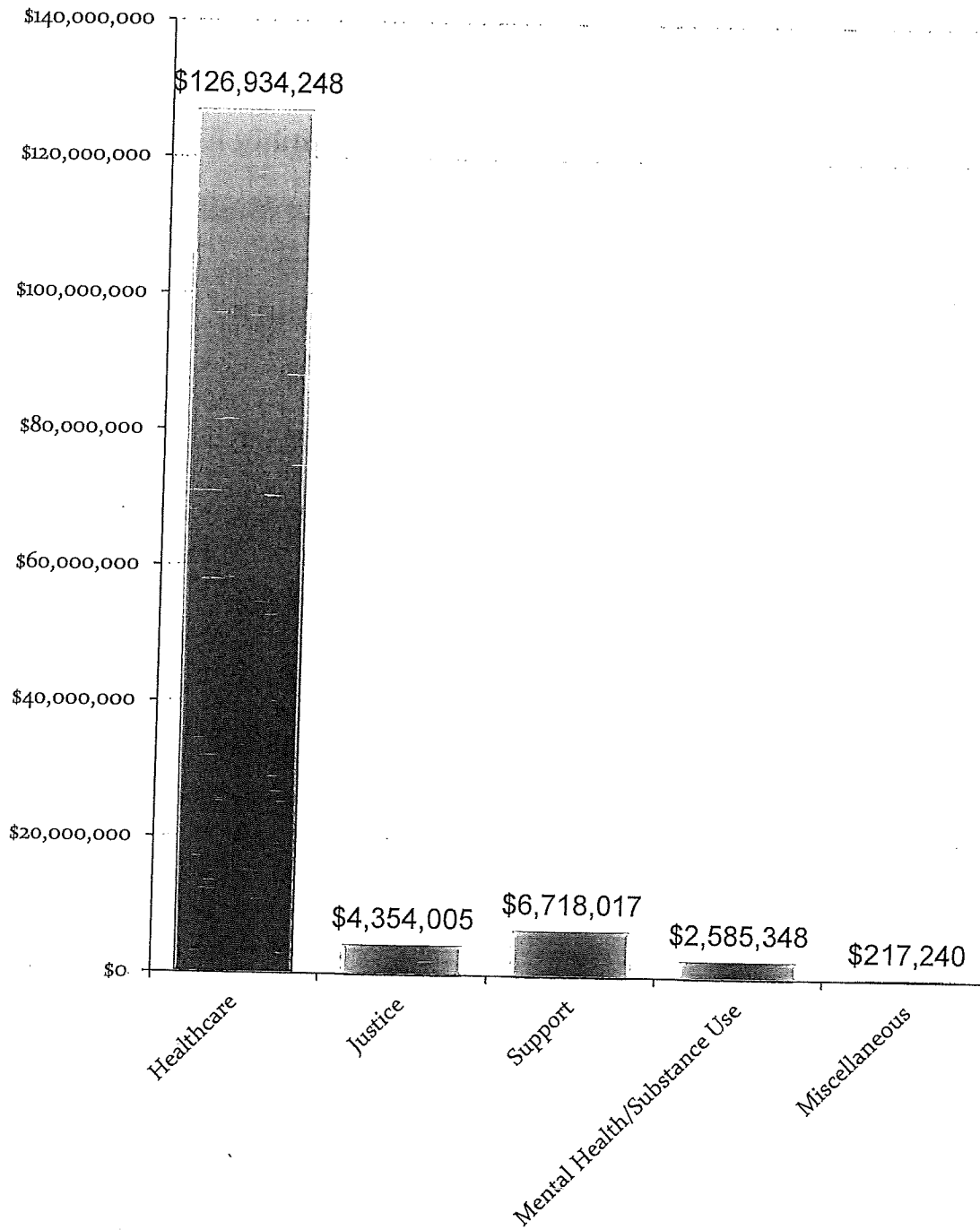
Metro Area	Percentage-Point Change	2015 % of Median Income
Medford, OR	+3.5	31.8%
San Francisco, CA	+3.1	42.9%
College Station, TX	+3.1	38.3%
Kokomo, IN	+2.9	17.6%
Santa Rosa, CA	+2.9	38.5%
Mount Vernon, WA	+2.9	30.9%
Buffalo, NY	+2.8	25.6%
Longview, WA	+2.7	33.2%
San Jose, CA	+2.7	39.0%
Dalton, GA	+2.4	24.8%

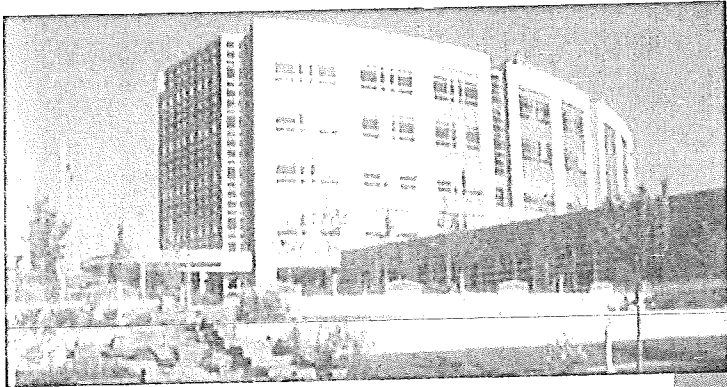
"Over the past 12 months, rental affordability in the Medford metro area has worsened at a faster rate than any other area in the country."

-Where the Housing Affordability Burden Is Rising the Fastest by Mike Maciag

¹ SOURCE: GOVERNING CALCULATIONS OF ZILLOW RENTAL AFFORDABILITY INDEX

Costs of Homelessness in Jackson County



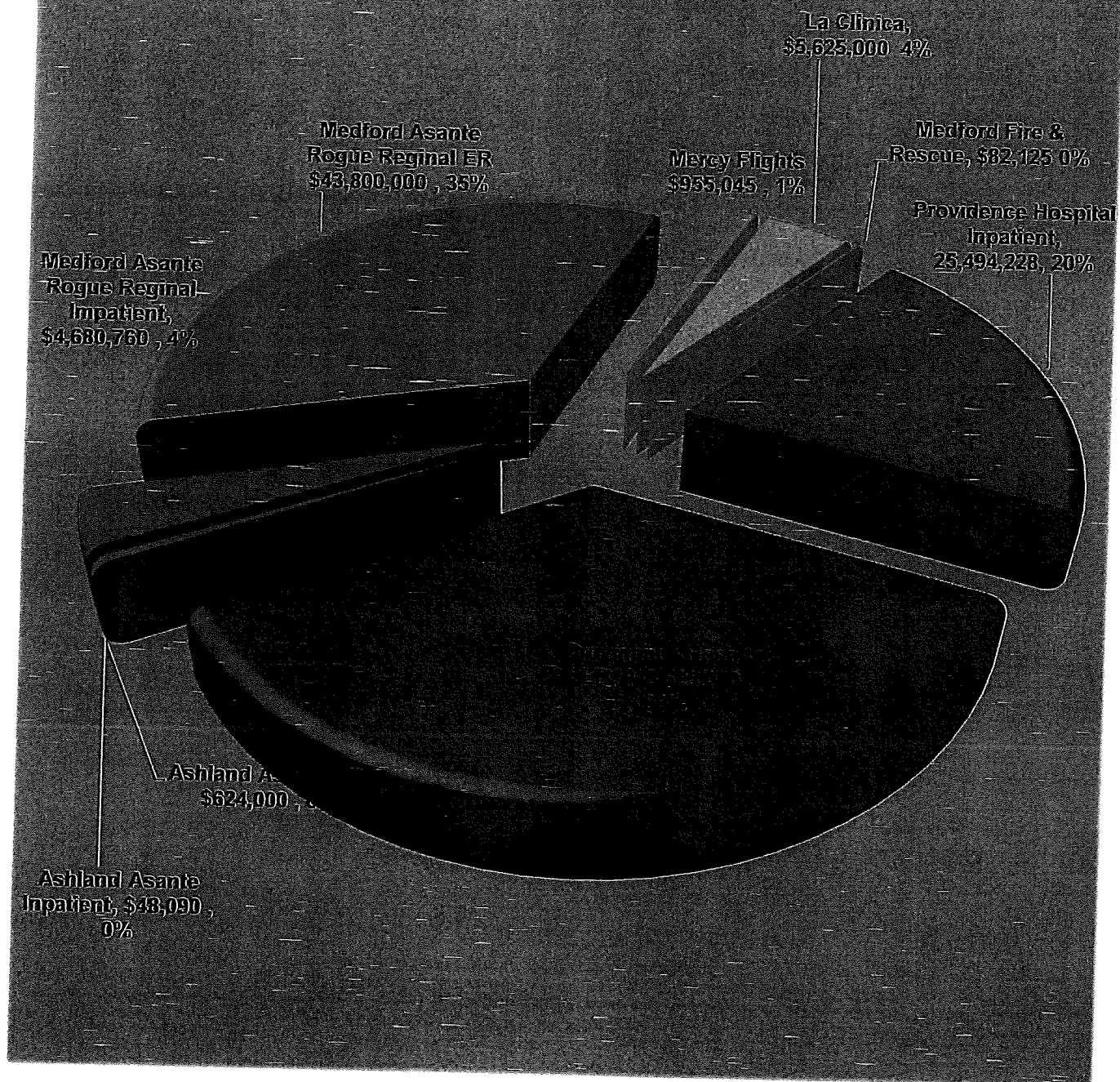


Category 1:

Healthcare



HEALTHCARE COSTS- HOMELESS CLIENTS

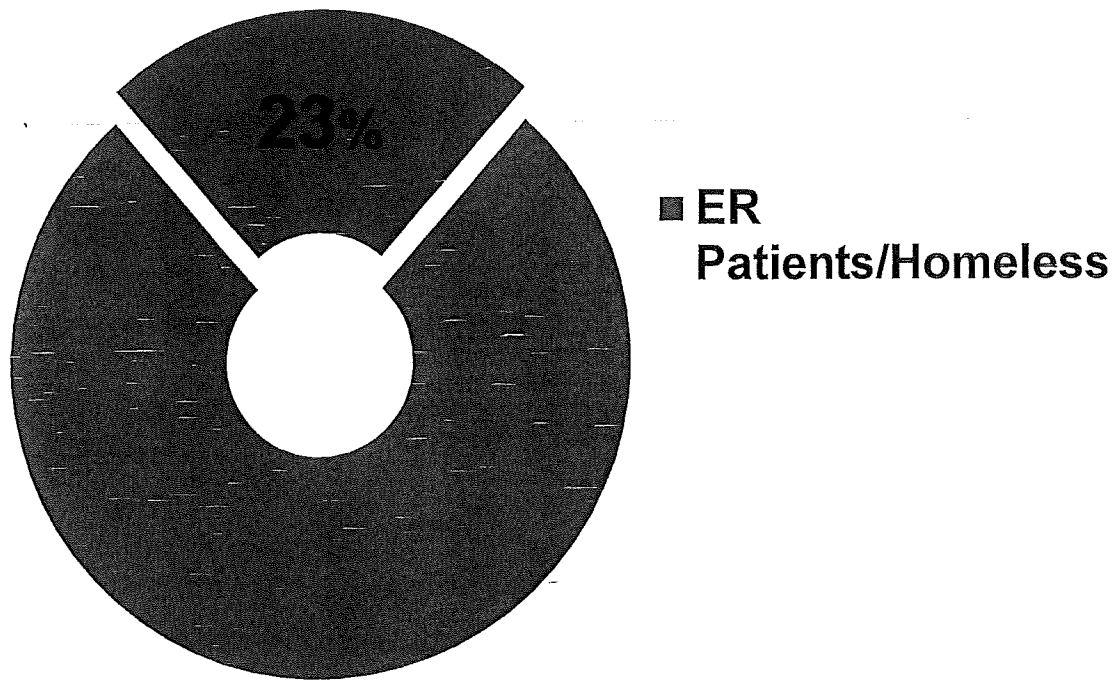


Because homeless individuals often do not see primary care providers or have the means to make and keep appointments, the local emergency rooms are over-utilized at significantly higher costs.

Chronic conditions such as Diabetes and Hypertension are exacerbated by homelessness. Individuals often experience further deterioration in physical and behavioral health by the time they present at an emergency room.

“The ER’s is used as a warming station in colder months. Often the same individuals are seen multiple times a week/month because of climate and hunger.”

-Alicia Tyler, Providence ER Patient Guide



“Providence Often receives the poorest payer mix because of its’ downtown location and other factors. My estimate of the percentage of homeless in the ER is closer to 30%.”

-Dr. Burgee, Providence IR Director

Hospital staff views the issue of mental health conditions and substance use disorders as common denominators in many of the homeless patients they see. Many have both and are considered to have a Co-Occurring Disorder.

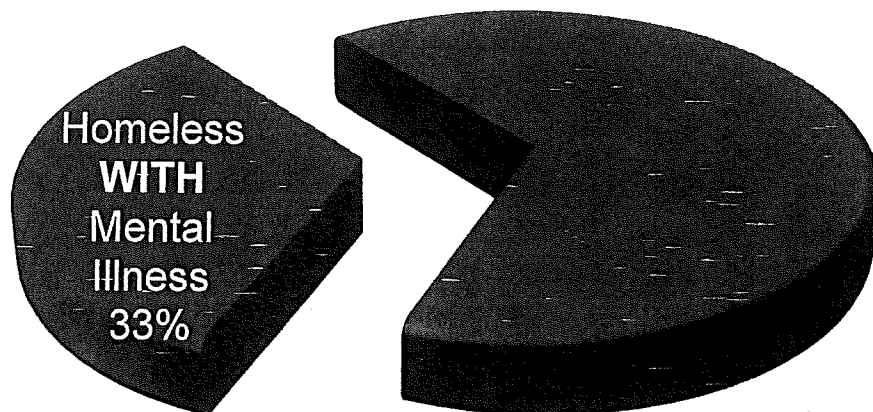
Substance use and mental health disorders have a particularly complex relationship with homelessness, as they can contribute to, and be worsened by, homelessness.

“This ER has 3 dedicated psychiatric beds. In addition, at times the ER is half-filled with psychiatric patients, many of whom are homeless.”

-Katie, Emergency Dept. Social Worker

This aligns with recent findings from the Treatment Advocacy Center (2016) that at least one third of all homeless individuals suffer from a **serious mental illness**.ⁱⁱ

HOMELESSNESS AND MENTAL ILLNESS



Inpatient Care

In addition to ER visits, hospital inpatient costs are significant. Asante Medford Medical Center had 8 inpatients that identified as homeless on the day I visited. However, ER Social Worker Staff indicate that the average is 4 per day.

“Sometimes we have inpatients that, because of cognitive or behavioral impairment, have no place to go, no facility will take them and they have no home. At times like these the hospital acts as a costly hotel

-ED Case Manager, Asante Medford Medical Center

Homeless patients may necessitate longer hospital stays as a result of acute physical and mental conditions caused by living unhoused.ⁱⁱⁱ Medical providers have observed that a person who has been homeless for a long period of time may have significant organ damage, as well as uncontrolled chronic illnesses such as Diabetes and High Blood Pressure.

Hospitals often face the choice of either keeping a non-acute patient in a costly acute care bed or discharging a homeless patient with the realization that recuperation may be compromised. Shelters often require that residents leave each morning, necessitating a convalescing patient to wander around until allowed to return at the end of the day. This can lead to costly re-admissions.

“If a patient is re-admitted in less than 30 days the hospital does not receive payment [from Medicaid] for services.” -Jeff, Re-Admissions Case Manager, Asante Medford Hospital

WHAT IT LOOKS LIKE

At one Jackson County hospital regarding homeless
inpatient costs.^{iv} And length of stay^v:

4

Average number of homeless
inpatients in ONE Jackson
County hospital per day

\$3,206

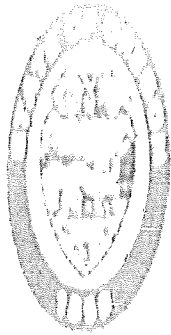
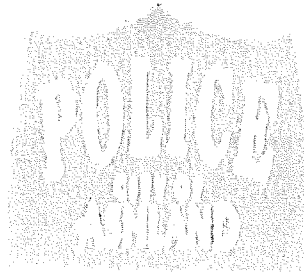
Average Hospital Inpatient
Cost per Day

4

Average Days in Hospital for a
Homeless Person

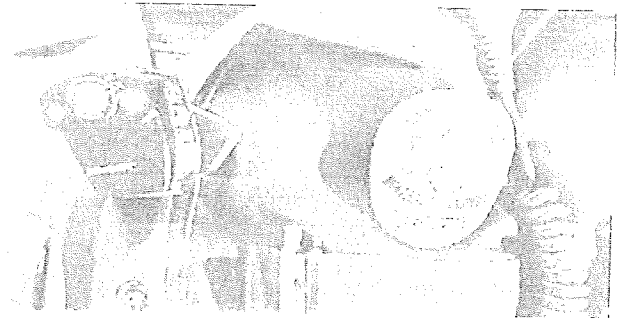
\$4,680,760

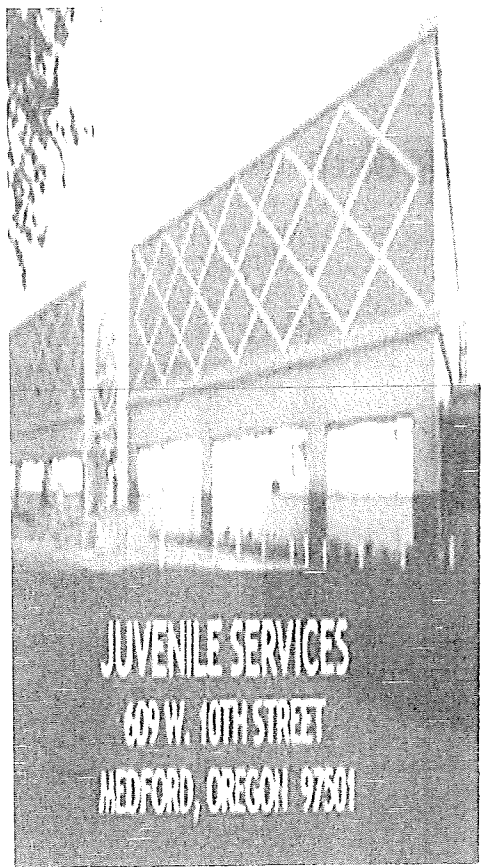
Annual Hospital Costs per Year
per Homeless Individuals at
ONE local hospital



Category 2: Justice

System & Law





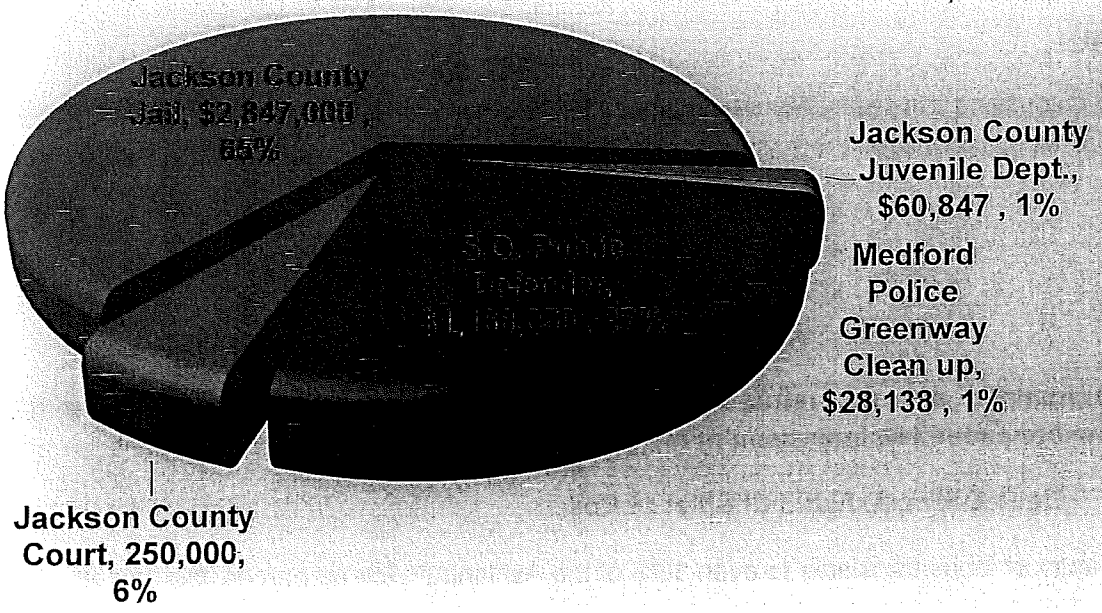
Enforcement

THE JUSTICE SYSTEM and the COST OF HOMELESSNES

For this community category we were able to gather data from several agencies including the Jackson County Jail, the Medford Police Greenway Clean-up, the Jackson County Courts, Jackson County Juvenile Department and the Southern Oregon Public Defender's Office.

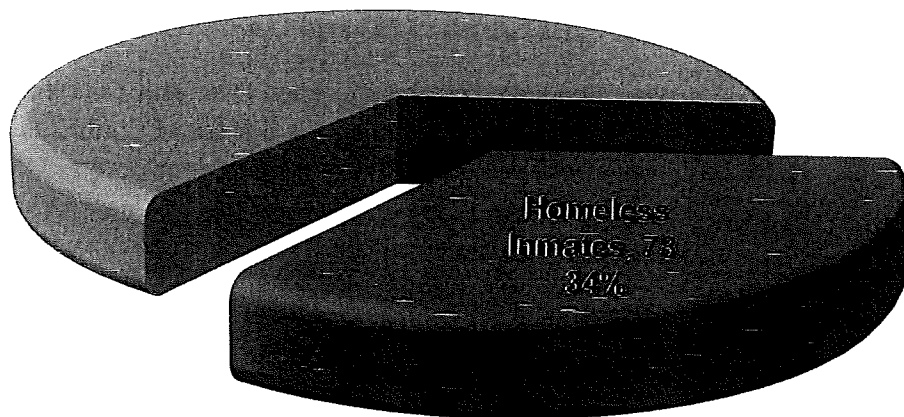
Medford and Ashland Police Departments do not track the amount of time/resources attributed to the homeless population, and were therefore unable to be represented.

JUSTICE/LAW ENFORCEMENT



The Jackson County Jail is almost always at capacity of 230 inmates. An average of 78 of these inmates struggle with the issue of homelessness.

Housing Status of Inmates Lodged in Jackson County Jail



The cost of incarceration for homeless inmates is \$7,800 per day, or nearly 3 million dollars annually. Many of the same individuals become 'frequent fliers' with multiple arrests and jail stays.

Ashland

When discussing the transient/homeless issues in downtown Ashland, Ashland Chief of Police Tighe O'Meara identified the 4 most common tickets issued to homeless people as:

- Illegal camping
- Urinating or defecating in a public place
- Drinking alcohol in public
- Smoking marijuana in public

"The [Ashland] downtown area is our highest priority right now. We have deemed this area an enhanced law enforcement area."

-Tighe O'Meara, Ashland Chief of Police

If this amount of focus translates to even 10% of the Ashland Police resources, the cost of homelessness for this agency could be over \$600,000 per year.

If the same criteria were applied to the Medford Police budget, the cost of homelessness could be up to \$3 million annually.

However, we were unable to acquire an estimated cost or percentage of time spent with regard to the local police and the homeless population.

COURT ISSUES

According to a consensus of attorneys and staff at Southern Oregon Public Defenders office (SOPD) a majority of clients assigned to their agency have no stable address.

This creates a cycle of criminality and homelessness. When a court date is issued to an address where a client no longer resides, or there is no address, the client does not receive the court notice and often fails to appear in court.

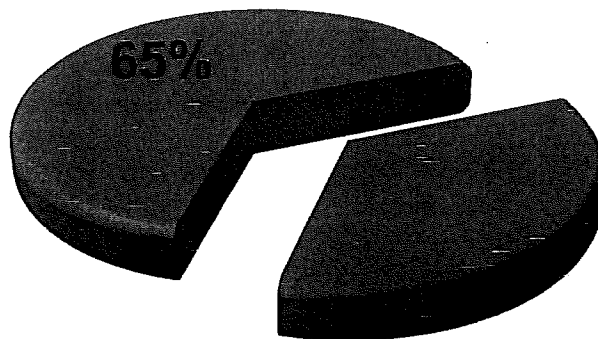
An arrest warrant is created, the client is picked up by the police for Failure to Appear in Court, and if during the arrest any drugs or illegal items are found in the search, new charges and fines are added and the individual is booked into the jail.

However, the jail is almost always full so in many instances the individual is released on their own recognizance and (ROR) and the cycle begins again.

“Fifty to eighty percent of our clients have no stable address.” Attorney Anthony Dundon, Southern Oregon Public Defender

PUBLIC DEFENDER CLIENTS and HOUSING STATUS

■ Public Defender Clients WITHOUT a Stable Address



According to Bob Kleker, Trial Court Administrator of Jackson County, the court does not track defendants who are transient. Bob goes on to state:

“Even when a defendant may have an address when they are lodged in jail, that address may not be available to them upon release (example: victim also lives at

the residence) Best estimate is that the cost to the court due to the transient population is approximately \$250,000.00 annually.”

-Bob Kleker, Trial Court Administrator for Jackson County

This amount was arrived at considering the following factors:

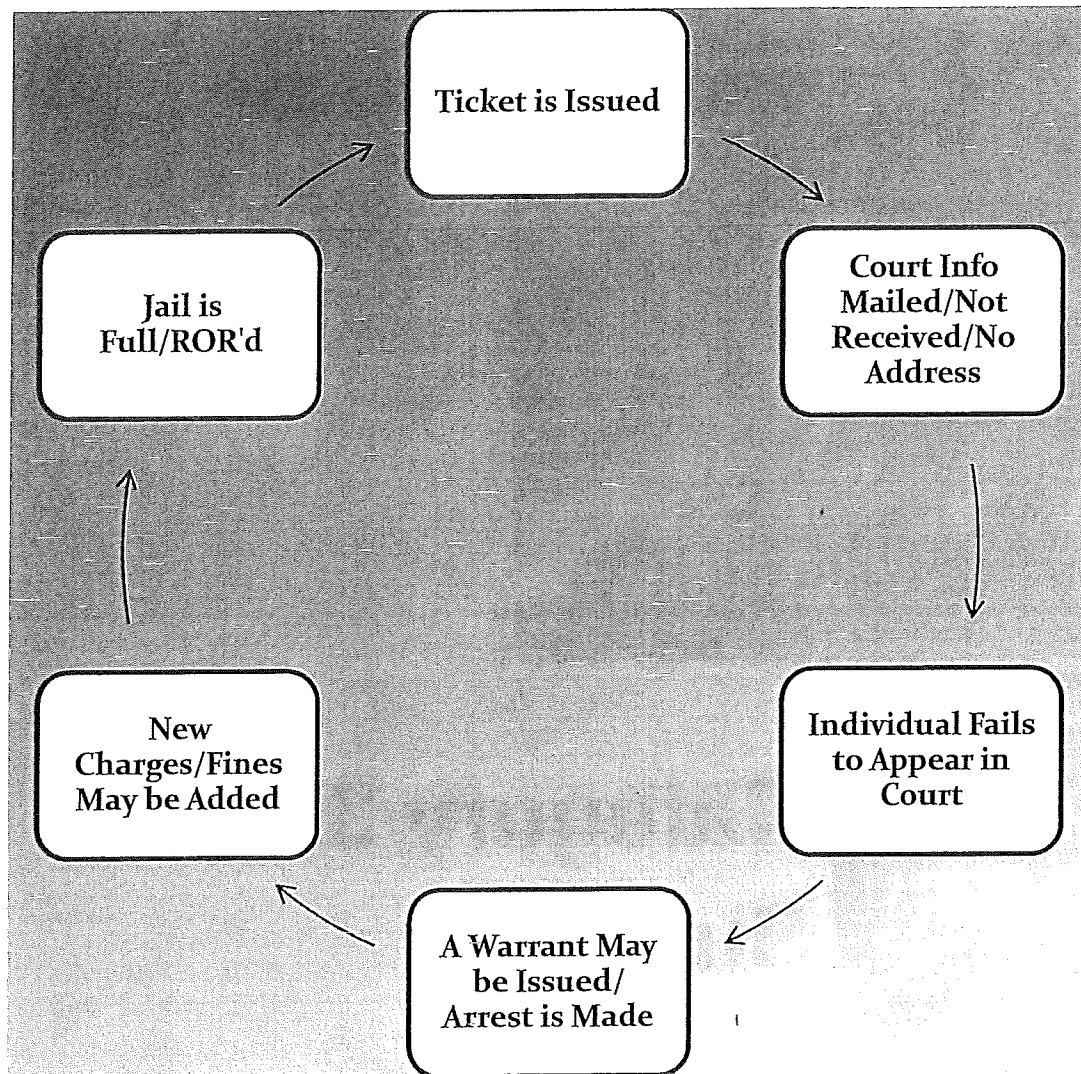
- In Jackson County we currently have 3.6 judge positions who handle the criminal and violation case types. Using the jail's rough estimate that 34% of the population is transitory in nature, then the salary and benefits of 1.2 judges' workload consists of individuals who are homeless or transient (subject to adjustment due to the factors listed above) were factored into the overall cost;
- The court currently employs two (2) staff members who process warrants. It is reasonable to conclude that the homeless and transient population accounts for more than 34% of those that fail to appear in court, but the actual percentage cannot be quantified, resulting in the use of 34% of two (2) court staff's salary and benefits into the annual cost; and
- Although additional staff time is required to process the cases before sending a case over to the warrant staff, no additional staff costs were factored in to the annual cost due to the inability to come close to the actual cost the transient population may have on these other staff positions.

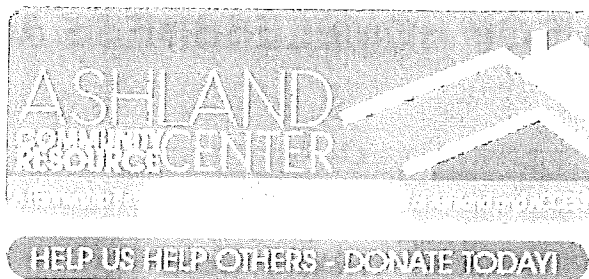
This number is anecdotal in nature because at this date, the court has no mechanism in place to accurately measure the cost the homeless or transient population.

“Each time a new warrant is created and an officer is sent to pick up an individual, there is a cost of approximately \$700”

Support Staff, Southern Oregon Public Defenders

THE CYCLE OF HOMELESSNESS AND CRIMINALITY:





Restoring Lives



Category 3: Support

*Medford
Gospel
Mission*

Agencies

SUPPORTIVE SERVICES

Some agencies are primarily focused on assisting the homeless and those at risk for homelessness, i.e. Maslow Project who assist homeless youth and their family.

The Gospel Mission provides transitional shelter; clothing to those without homes. Their restaurant called "The Main Ingredient" is open to all members of the community free of charge.

"Our in-house restaurant is open each evening serving all who come, including the homeless, unemployed, the under-employed...without judgment and no questions asked."

-Jason Bull, Director, Gospel Mission

Rogue Retreat provides transitional and permanent, supportive housing for those who are homeless as well as an addictions recovery group home for women.

For the above agencies their entire annual budget is dedicated to homeless support.

Other agencies provide support for those at risk for all who struggle economically in our community, including the homeless.

St. Vincent's provides an "Urban Rest-Stop" for transient individuals to take a shower and do laundry 4 mornings a week. Families who are housed and are without laundry facilities may also use the Rest Stop. Meals, diapers, emergency funding and deposit assistance, clothing and food boxes are provided.

"People just walk a little taller after they've taken a good shower and have clean clothes."

-St. Vincent's Urban Rest Stop Volunteer

ACCESS is the lead agency for the annual Point-In-Time (PIT) homeless persons count. ACCESS is the Community Action Agency for Jackson County. Besides over 24 food pantries, energy/weatherization assistance and loaning medical equipment, ACCESS provides housing to very low income clients including the homeless. ACCESS both owns housing and works through case managers and support staff to connect people with housing.

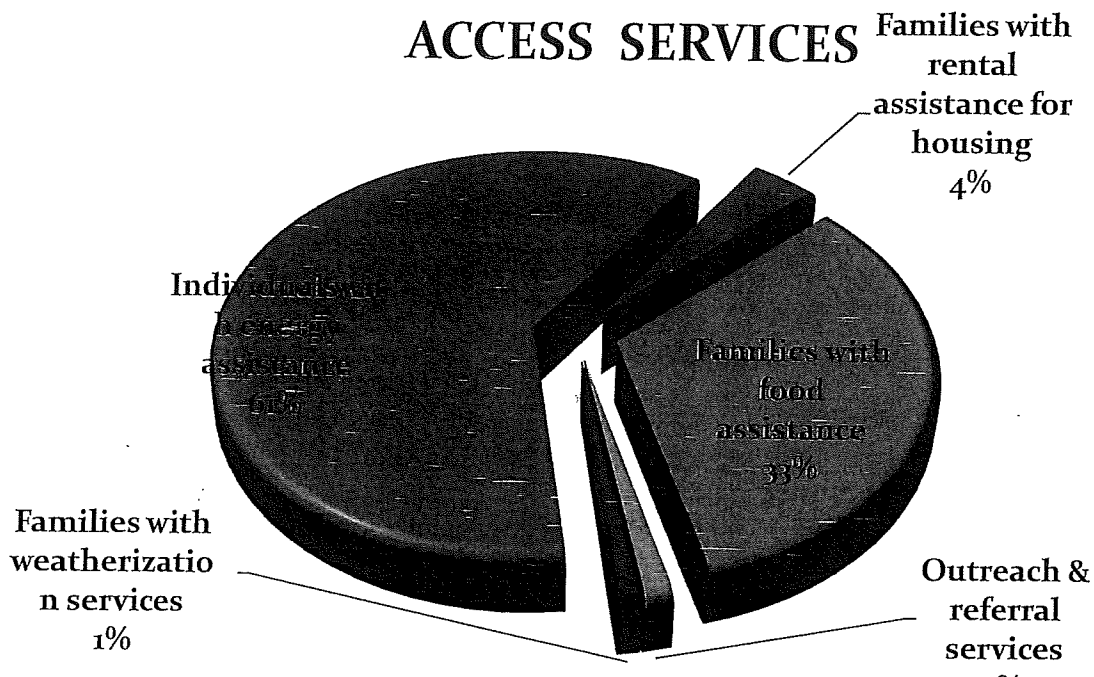
"It is gratifying to assist the more fragile clients who may be on very low, fixed incomes with safe, affordable housing."

-Marilyn, Lead Case Manager, ACCESS

Some homeless individuals with mental and physical disabilities qualify for Supplemental Security Income. At \$733 per month, this income does not cover household living expenses.

Without housing programs such as those at ACCESS, St. Vincent's and others, these individuals could face homelessness.

ACCESS SERVICES



RVCOG

Home at last receives \$138,688 to provide rent, utilities and case management for chronically homeless people, using the Housing First Model

That's \$380 a day. They serve an average of 19 single adults and 10 adults and children in families.

“It costs about \$13.10 per day to house and cases manage each individual in the Home at Last Program.” Connie Saldana, SDS Planner, Senior and Disability Services, Rogue Valley Council of Governments

Rogue Retreat

Rogue Retreat currently has 4 housing programs including:

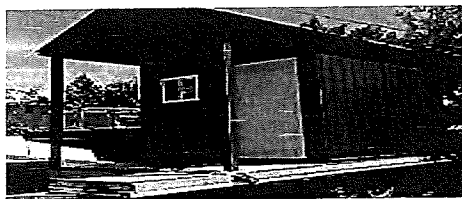


Restart Retreat for people who are homeless and have barriers to access housing, **Housing Retreat** for those who are chronically homeless,

Heather's Haven is a group home for homeless women in recovery, and **Haven Park** will be a safe place for the homeless to camp, live, and break free from homelessness.



Hope Village will ideally have 15-20 Tiny Houses for single men, women and couples. There will be a community gathering area, dumpsters, portable restrooms, and a group kitchen area.



Southern Oregon Head Start

Head Start has 54 preschool classes, as well as early Head Start services for pregnant women and children age 0-5. The agency served 1227 children and their families in 2015.

Head Start provides screenings to see if children have vision, hearing, dental, developmental or mental health needs. Nutritious meals are provided daily.



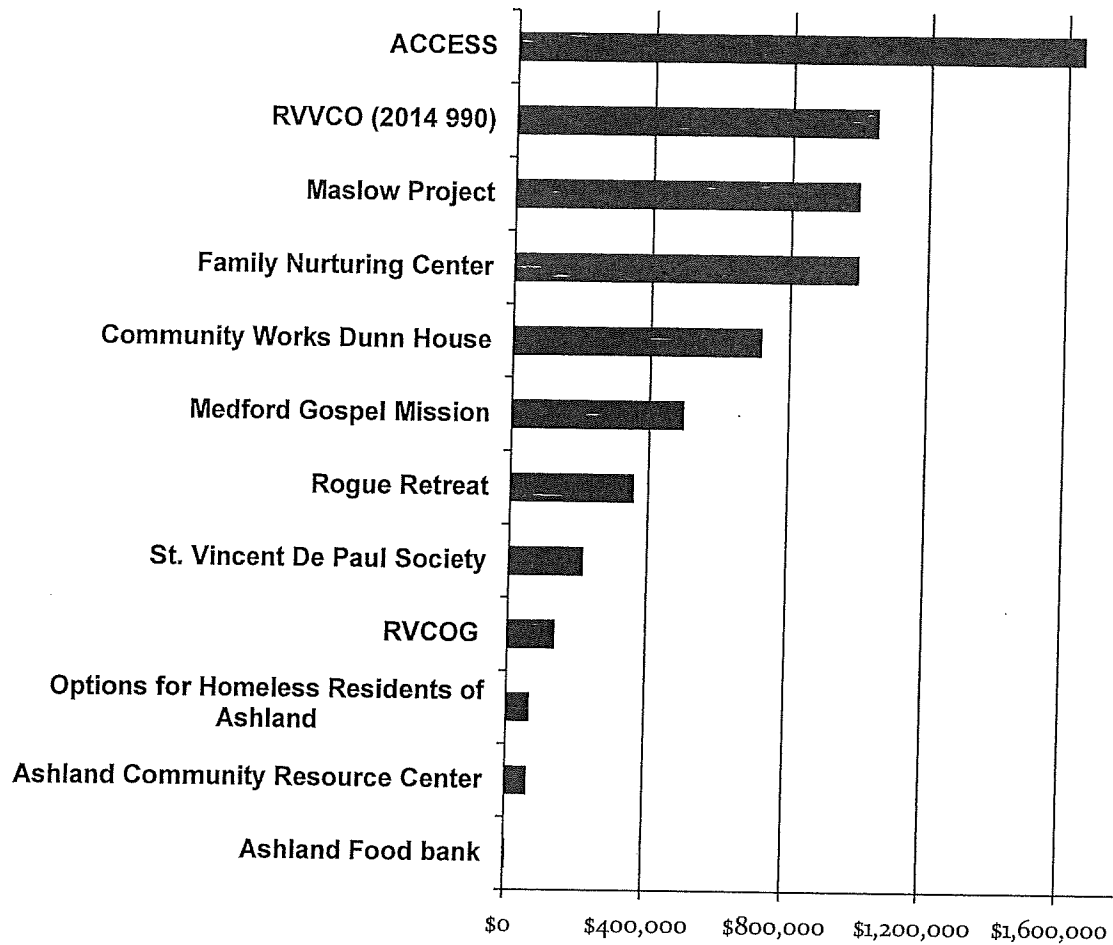
90% of Head Start families earn 100% or less of the Federal Poverty Level (FPL). Some of those families struggle with homelessness throughout the school year.

“Over 17% of the families we serve struggle with homelessness while their children receive Head Start services.”



Felicity Elworthy, Community Engagement Manager for Southern Oregon Head Start.

SUPPORT SERVICES



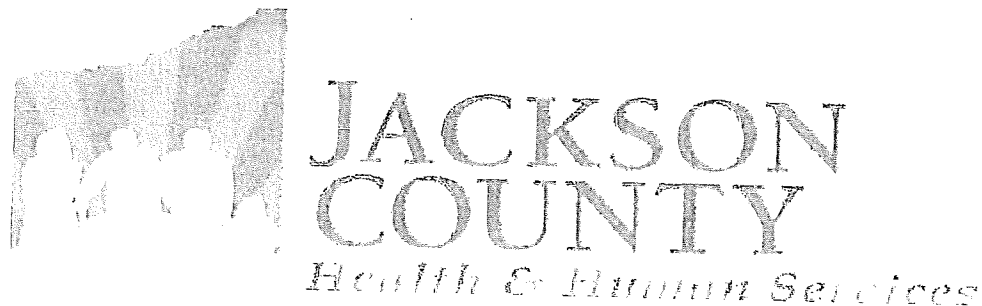
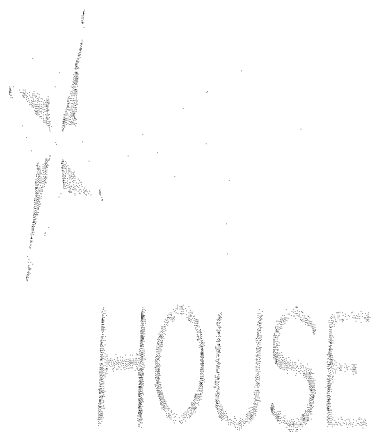
Support Agency Services:

Veteran's
Housing,
Temporary
Shelter,
Rental
Assistance,
Transitional
& Permanent
Supportive
Housing,
Deposit
Assistance

Food,
Clothing,
Showers,
Laundry
Toiletries,
Mail
Recipient
Services, Bus
Passes

Case
Management
and
Counseling
Service,
Referrals to
local
resources,
Mental
Health and
Substance
Use Referrals

Category 4: Recovery & Mental Health Agencies



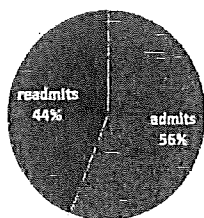
The Addictions Recovery Center provides the following services and corresponding costs, for a total of \$1,173,343:

Program:	Cost to Serve Homeless	Percentage of Total
Detox	\$340,342.87	36%
Veterans (TRNH)	\$273,600.31	100%
Sobering	\$52,516.57	38%
Names (TRNH)	\$144,697.45	100%
Kelley (TRNH)	\$144,697.45	100%
Residential	\$217,488.74	19%

“11% of all admitted ARC clients identify as homeless.”

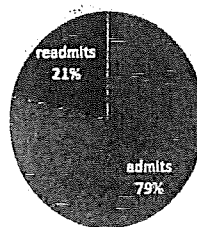
-Chris Mason, Executive Director, ARC

Sobering (Homeless):
New Admission versus Readmission,
Jan-March, 2016



■ admits ■ readmits

Sobering (Not Homeless):
New Admission versus Readmission,
Jan-March, 2016



■ admits ■ readmits

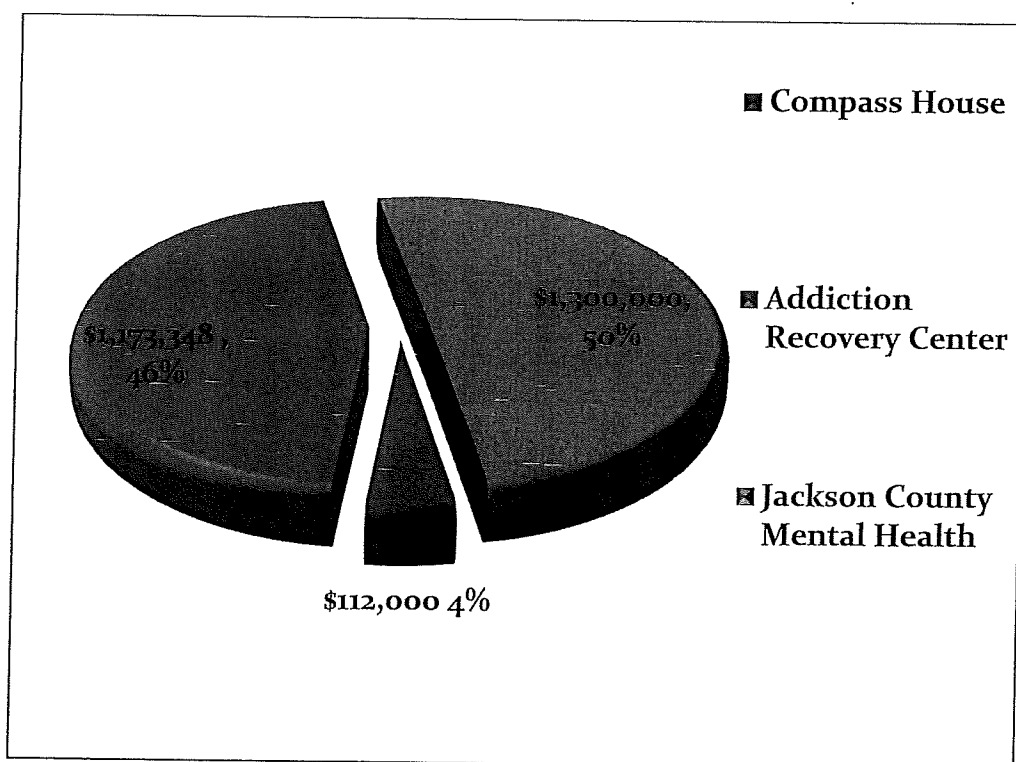
MENTAL HEALTH & SUBSTANCE TREATMENT

For this category we included On Track, Addiction Recover Center (ARC), Compass House, and Jackson County Mental Health.

In a study by Yale School of Medicine (2014) that examines the prevalence of alcohol and drug disorders among homeless vets, it was found that 60% of this population had a substance use disorder.

Substance use disorders continue to be a common denominator with many homeless individuals in Jackson County. This is displayed in the disproportionate representation of homeless at the Jackson County Jail and local ER's.

Recovery & Mental Health Agencies



Jackson County Mental Health (JCMH)

JCMH is one of Jackson County's primary providers of mental health care. JCMH has more than 3,380 clients currently open for some type of services; however for this report clients for whom current living status data is unavailable are not included.

Approximately 10% of the clients served by JCMH identify as homeless, at an estimated cost of 1.3 million dollars.²

This amount does not represent the total cost incurred for mental health care, but only of the care provided directly by Jackson County Mental Health. For the following reason the amount may underrepresent this agency's total cost of care for homeless individuals:

"[This estimated cost] does not include care provided by our contractors including residential, sub-acute, or acute care – all of which significantly drive up the cost of mental health care."

Jenn Inman, Jackson County Mental Health

² Because of the complexity and variety of this agency's client needs and the cost of their care this number may have a significant margin of error.

This chart represents a breakdown of clients served at JCMH

All

Alcohol and Drug Free Housing	43	1.3%
Jail	12	0.4%
Non-Relative Foster Home	235	7.0%
Other or Private Residence	2613	77.3%
Residential Treatment Facility/Home	100	3.0%
Room and Board	10	0.3%
Supported Housing	104	3.1%
Supportive Housing (Scattered Site)	1	0.0%
Supportive Housing Congregate Setting	7	0.2%
Transient/Homeless	255	7.5%
Grand Total	3380	100.0%

Adult

71.0%

Alcohol and Drug Free Housing	33	1.4%
Jail	7	0.3%
Non-Relative Foster Home	133	5.5%
Other or Private Residence	1796	74.8%
Residential Treatment Facility/Home	84	3.5%
Room and Board	6	0.2%
Supported Housing	93	3.9%
Supportive Housing Congregate Setting	7	0.3%
Transient/Homeless	242	10.1%
Grand Total	2401	100.0%

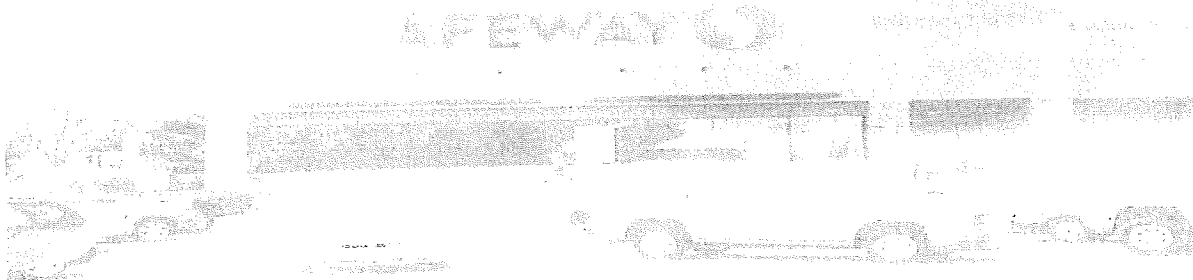
Children

29.0%

Alcohol and Drug Free Housing	10	1.0%
Jail	5	0.5%
Non-Relative Foster Home	102	10.4%
Other or Private Residence	817	83.5%
Residential Treatment Facility/Home	16	1.6%
Room and Board	4	0.4%
Supported Housing	11	1.1%
Supportive Housing (Scattered Site)	1	0.1%
Transient/Homeless	13	1.3%
Grand Total	979	100.0%



Category 5: Misc. Agencies



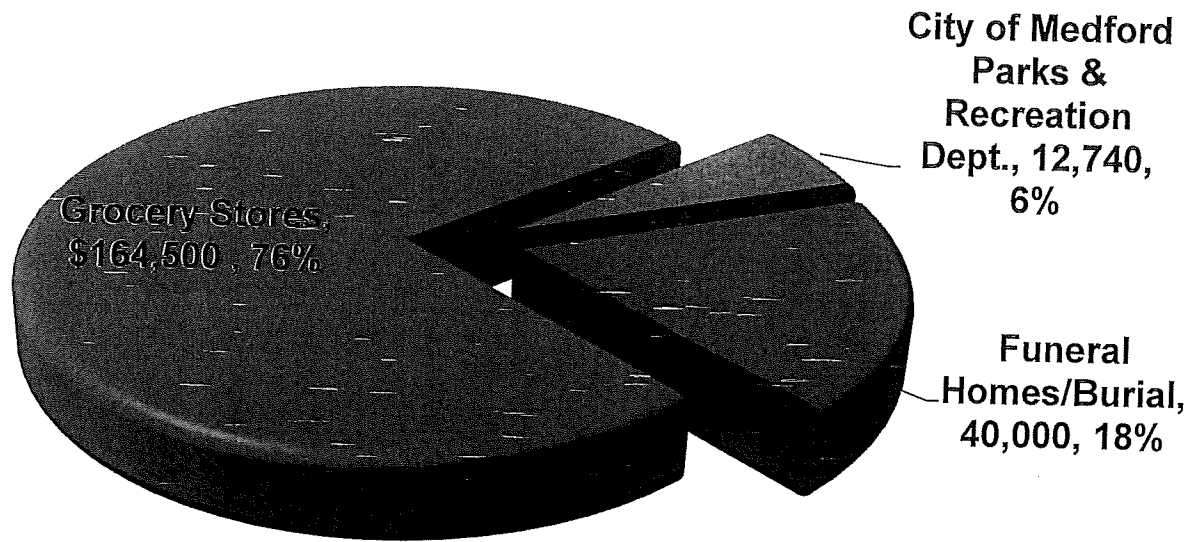
This category includes grocery store cart losses, park clean-up and burial costs for individuals who are indigent at death. The costs for this category are just over \$217,000 per year.

The state of Oregon collects a portion of the cost of death certificate fees. These fees go to partially assist local funeral homes with burial expenses for transient individuals

The surprisingly high amount of cart losses appears directly related to how close to the downtown area in Medford a store is located, with the highest costs incurred at the Medford Center Safeway.



Miscellaneous Agencies



CONCLUSION

The expenses incurred across each service category varied considerably between types of services provided. However, one key finding was evident – the cost of services for healthcare, specifically ER usage and county jail services disproportionately outweighed other sectors.

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It should be noted that the category of healthcare includes mental health and substance use care, therefore overlapping somewhat with stand-alone agencies that solely provide these services.

Additionally, in order to incarcerate 34% of the county jail population a substantial amount of police services is required, although unable to be quantitatively represented for this writing. Identifying the high-cost of homeless individuals and families utilizing services is the first of many steps in creating targeted solutions for reducing the number and cost of homelessness in Jackson County.



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