

DATE: June 17, 2019  
TO: Roseburg Housing Needs Analysis Project Advisory Committee  
CC: Ricky Hoffman and Stu Cowie, City of Roseburg  
FROM: Beth Goodman and Sadie DiNatale, ECONorthwest  
SUBJECT: ROSEBURG HOUSING POLICIES AND ACTIONS

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The Department of Land Conservation and Development contracted ECONorthwest to develop a Housing Needs Analysis for the City of Roseburg. The Housing Needs Analysis will determine whether the City of Roseburg has enough land to accommodate 20-years of population and housing growth. The Housing Needs Analysis will provide the basis for an update to the City's Comprehensive Plan Housing Element, as well as development of an action plan to implement the Housing policies.

This memorandum presents Roseburg's existing housing policies for discussion with the Project Advisory Committee (PAC) at the February, April, and May 2019 meetings. Our expectation is that these policies may be revised or substituted based on comments from the PAC, comments from the public at the May Open House, and comments from the City of Roseburg's Planning Commission or City Council.

This memorandum discusses housing affordability. It distinguishes between two types of affordable housing: (1) housing affordable to very low-income and extremely low-income households and (2) housing affordable to low-income and middle-income households. The following describes these households, based on information from the Roseburg Housing Needs Analysis.

- **Very low-income and extremely low-income households** are those who have an income of 50% or less of Douglas County Median Family Income (MFI)<sup>1</sup> which is an annual household income of \$26,050 or less. About 33% of Roseburg's households fit into this category. They can afford a monthly housing cost of \$651 or less.<sup>2</sup> Development of housing affordable to households at this income level is generally accomplished through development of government-subsidized income-restricted housing.
- **Low-income and middle-income households** are those who have income of 50% to 120% of Douglas County's MFI or income between \$26,050 to \$62,520. About 33% of Roseburg's households fit into this category. They can afford a monthly housing cost of \$651 to \$1,563. The private housing market may develop housing affordable to households in this group, especially for the higher income households in the group.

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<sup>1</sup> Median Family Income is determined by the U.S. Department of Housing and Urban Development. In 2018, Douglas County's MFI was \$52,100.

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

# Revised Housing Policies

## Housing Goal

Roseburg's existing comprehensive plan housing goal is:

To ensure the opportunity for, and the provision of, safe, affordable housing in sufficient numbers, types, size and locations to meet the needs of all citizens in the Roseburg urban area.

## Policies and Objectives

**POLICY 1: Land Availability:** Plan for a 20-year supply of suitable land for Roseburg to meet housing needs within the existing urban growth boundary.

**Objective 1.1:** Identify opportunities to address the housing needs identified in the Housing Needs Analysis.

**Action 1.1a:** Evaluate swapping constrained residential land within the UGB for unconstrained buildable residential land outside of the UGB.

**Action 1.1b:** Identify Low Density Residential land that could be redesignated to Medium Density Residential.

**Action 1.1c:** Identify Low Density Residential and Medium Density Residential land that could be redesignated to High Density Residential.

**Objective 1.2:** In unincorporated areas within the Roseburg UGB, ensure that new development occurs at urban densities consistent with Roseburg's residential densities.

**Action 1.2a:** As part of the on-going update to the Urban Growth Management Agreement with Douglas County, ensure that the County's zoning on land within the Roseburg UGB but outside of the city limit, consistent with development standards in Roseburg' residential zones.

**Objective 1.3:** Encourage development of vacant and partially vacant parcels in areas with existing urban services, with policies that support development of infill housing types.

**Action 1.3a:** Identify areas of vacant and partially vacant land with existing urban services where development can happen relatively easily. Work with willing land owners to make these areas development-ready and developers to identify barriers to development in these areas.

**Action 1.3b:** Identify barriers to infill development, such as zoning barriers, social barriers, and other barriers, and to the extent possible, lower or eliminate these barriers through code amendments.

**Objective 1.4:** Continue to monitor residential land development to ensure that there is enough residential land to accommodate the long-term forecast for population growth.

**Action 1.4.a:** Develop and implement a system to monitor the supply of residential land. This includes monitoring residential development (through permits) as well as land consumption (e.g. development on vacant, or redevelopable lands).

**Action 1.4b:** Review and evaluate the City's progress on implementing the policies and objectives and completing the actions identified in this memorandum.

**POLICY 2: Provide opportunities for housing development to meet the City's identified housing needs.** Provide opportunities for development of a range of housing types that are affordable to households at all income levels as described in the Roseburg Housing Needs Analysis. These housing types include (but are not limited to): single-family detached housing, accessory dwellings, cottage housing, manufactured housing, townhouses, duplexes, and apartments.

**Objective 2.1** Streamline Roseburg's development process to make development easier between land use and building permit approvals.

**Action 2.1a:** Identify opportunities to streamline Roseburg's development process to make it faster and more efficient, such as creating a clear and objective development path to outright allow some housing types that are conditionally permitted, such as mixed-use in some zones and duplexes in the Low Density Residential zone.

**Action 2.1b:** Through the update of the Urban Growth Management Agreement with Douglas County, remove barriers to the development processes in the unincorporated areas within the UGB.

**Objective 2.2:** Identify opportunities to increase residential development in Roseburg through removing or lowering barriers to residential development.

**Action 2.2a:** Conduct an audit of the City's zoning code to identify barriers to residential development and identify alternatives for lowering or eliminating the barriers.

**Action 2.2b:** Evaluate decreasing the minimum lot size in the Medium Density Residential (MR-14 and MR-18) zones to 3,000 square feet to encourage development of single-family attached housing (townhouses) housing in this zone.

**Action 2.2c:** Evaluate setting a minimum density of 6 or 8 dwelling units per acre in the Medium Density Residential (MR-14 and MR-18) zones to encourage development of moderate and higher density single-family detached and duplex housing in this zone. If a minimum density is set, the City should adjust the allowable lot sizes in these zones to fit with the new minimum density. The city may want to consider lower minimum densities for land in these zones when the land has a slope of 10% or greater.

**Action 2.2d:** Evaluate setting a minimum density of 15 dwelling units per acre in the High Density Residential (MR-29 and MR-40) zones to limit the development of single-family detached and duplex housing in this zone. The city may want to consider lower minimum densities for land in these zones when the land has a slope of 10% or greater.

**Action 2.2e:** Evaluate allowing clustered development in areas with natural hazard (e.g., floodplain, wetlands, or steep slopes), so that development is concentrated (clustered) on the unconstrained portion of the lot. The result would be to allow the overall number of dwelling units allowed on the whole site clustered onto a portion of the site.

**Action 2.2f:** Evaluate allowing streets that are narrower than the typical 60 foot street width, especially in areas where a narrower street will allow for development of three or more additional dwelling units, consistent with Action 1.3b. This will require coordination with the City's Public Works department.

**Objective 2.3** Continue to support rehabilitation of existing housing within Roseburg, consistent with the City's Dangerous/Derelict Building program.

**Action 2.3a:** Continue to enforce nuisance codes and support rehabilitate of housing that has been abandoned or not occupied for a long-term period.

**Action 2.3b:** Continue to support partners who have programs for renovation or redevelopment of housing through programs that provide support (such as grants or loans) or educational programs to property-owners and renters.

**Objective 2.4:** Allow for a wider range of types of housing development within Roseburg's existing zones.

**Action 2.4a:** Evaluate development of a cottage housing ordinance to allow for development of small single-family detached housing clustered on a lot, possibly with the inclusion of park or open space.<sup>3</sup> The zoning code would need to allow sufficient density to support this type of clustered housing, which may be 1.5 or 2 times the density of the zoning district the cluster is located in.

**Action 2.4b:** Evaluate development of a tiny house ordinance to allow for development of tiny houses clustered on a lot, possibly with the inclusion of park or open space.<sup>4</sup> Evaluate whether the city will allow tiny houses on wheels or require a foundation for tiny houses. The zoning code would need to allow sufficient density to support tiny housing, which may be 2 or more times the density of the zoning district the tiny housing cluster is located in.

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<sup>3</sup> Cottage housing is typically single-family detached units of less than 1,000 square feet.

<sup>4</sup> Tiny houses are typically detached units of less than 500 square feet and may be on wheels or on a foundation.

**Objective 2.5:** Encourage development of multifamily housing in commercial zones.

**Action 2.5a:** Develop clear and objective standards to outright allow mixed-use development that includes residential development in commercial zones. Evaluate standards that allow mixed use at densities consistent with the MR-29 and MR-40 zones.

**Action 2.5b:** Evaluate allowing multifamily buildings in commercial zones without commercial development on the first floor, possibly as a conditional use.

**Action 2.5c:** Revise the existing standards for mixed use development in industrial zones to ensure compatibility of residential development with industrial uses.

**Policy 3. Affordable Housing:** Develop policies to support affordable housing by lowering the costs of housing development for low-income affordable housing and/or middle-income affordable housing.

**Objective 3.1:** Support development of government-subsidized low-income housing through partnering with non-profit, for-profit, and governmental developers of low-income affordable housing.

**Action 3.1a:** Work with developers of government-subsidized low-income housing to identify barriers to development of this type of housing and identify opportunities to lower or remove these barriers.

**Action 3.1b:** Identify publicly-owned properties (including properties that are foreclosed on or owned by other partners such as the school district) that could be used for affordable housing and partner with the developers of low-income government-subsidized housing to develop affordable housing, if appropriate.

**Action 3.1c:** For publicly-owned properties that could be used for affordable housing (Action 3.1b), give nonprofit developers the right of first refusal when disposing of surplus properties.

**Objective 3.2:** Support development of government-subsidized low-income housing and affordable market-rate housing by providing density bonuses with development of affordable housing.

**Action 3.2a:** Develop policy guidance for the criteria for granting density bonuses, such as: the level of affordability required for the bonus, the number of units (or percentage of the development) required to be affordable for the bonus, the amount of density bonus that may be granted, and other criteria.

**Objective 3.3:** Support development of all types of multifamily affordable housing, market rate or government-subsidized affordable housing, through use of tools to lower development or operational costs.

**Action 3.3a:** Conduct a study of SDCs to determine whether current SDC rates are meeting the City’s objectives and identify opportunities for supporting development of a wider range of housing types (such as scaling SDC based on the size of the dwelling unit). This study (and Actions 3.3b and 3.3c) will require coordination with Public Works, the City Council, and the Roseburg Urban Sanitary Authority.

**Action 3.3b:** Evaluate providing SDC Financing or SDC Credits to support development of affordable housing.

**Action 3.3c:** Evaluate lowering or reducing SDCs for development of accessory dwelling units (ADUs).

**Action 3.3d:** Evaluate opportunities for a tax abatement program, such as the multiple-unit limited tax exemption program, to promote development of affordable multifamily housing.

**Action 3.3e:** Partner with Oregon Housing and Community Services (OHCS), working with other members of the Regional Solutions Team, to identify resources for developing additional housing affordable for both very low-income households and middle-income households. As part of the Statewide Housing Plan, OHCS' goal is increasing their housing development in rural areas by 75%.

**Objective 3.4:** Expand or enhance existing programs to address issues of homelessness in Roseburg.

**Action 3.4a:** Evaluate opportunities to partner with service providers to expand rapid re-housing and permanent supportive housing programs.

**Action 3.4b:** Increase access to emergency shelter by partnering with service providers to support the creation of low-barrier shelter that meets federal guidelines; create safe sleep options for people who are unsheltered; work with service providers to explore alternatives to congregate shelters.

**Action 3.4c:** Develop a strategic homelessness plan strategy to address the wide range of issues that impact people experiencing homelessness, as described in the “Roseburg Homeless Population Study,” such as need for mental health services, development of a drop-in center to address everyday needs (e.g., showers, mail, internet, lockers and laundry), and stabilization supports that help people achieve stability (e.g., life skills training, education, job skills training, employment, benefits acquisition and housing retention). This strategy may include formation of a citywide coordinating board to oversee the city’s homelessness efforts and strengthen partnerships between the city and community.

**Policy 4. Infrastructure Planning:** Plan for infrastructure development to support residential development.

**Objective 4.1:** Continue to coordinate land use planning with the Capital Improvement Plan to ensure that infrastructure is available to support residential development, especially in newly urbanizing areas and areas identified as high priority for development.

**Action 4.1a:** Continue to plan for development of infrastructure to support residential development in areas brought into the UGB through a residential land swap (Action 1.1a).

**Action 4.1b:** Continue to identify areas of high priority for improving infrastructure to support new residential development. The criteria for these areas might include: (1) areas with five or more acres of vacant unconstrained land, (2) redevelopment opportunity sites with two or more acres of redevelopable area, (3) areas that are relatively flat, (4) proximity to transportation corridors, and/or (5) proximity to existing infrastructure.

**Action 4.1c:** Develop a system for master plan large areas with residential development opportunities. The system would be a partnership between the City and property owners and require planning new types of development and infrastructure improvements necessary to support new development.

**Action 4.1d:** Continue to identify opportunities to improve infrastructure in older neighborhoods, especially when infrastructure improvements will support infill development or housing rehabilitation and improvements.

**Action 4.1e:** Continue to ensure that the City's Capital Improvements Plan (CIP) includes funding for improvements and maintenance necessary to support Action 4.1a, Action 4.1b, and Action 4.1c.

**Action 4.1f:** Identify opportunities to reduce development costs through changes to infrastructure development standards, when appropriate. For example, development of a cottage housing cluster would require multiple water meters under existing standards but there may be an opportunity to change the standard to allow one water meter for multiple cottage units.

**Policy 5. Funding:** Develop funding sources to pay for the costs of implementing the affordable housing programs described in Policy 3.

**Objective 5.1:** Identify funding sources to pay for the affordable housing programs and infrastructure development actions in this strategy.

**Action 5.1a:** Use Urban Renewal funding to support development of infrastructure necessary to support housing development and housing programs in Policy 3 and infrastructure improvements in Policy 4. Using Urban Renewal will require establishing an urban renewal district and identifying projects to support with urban renewal.

**Action 5.1b:** Evaluate a Construction Excise Tax (CET) on new development to pay for developer incentives, such as fee and SDC waivers, tax abatements, or finance-based incentives. Coordinate the evaluation with City of Roseburg staff and community.

**Action 5.1c:** Evaluate implementing one or more Local Improvement Districts (LID), where property owners share the costs of infrastructure or other capital improvements. An LID can be implemented in a residential, commercial, or industrial zone.



## Existing Comprehensive Plan Policies

Roseburg's Comprehensive Plan Housing Element begins with an introduction, description of the "housing problem" and key statistics and housing needs from Roseburg's previous housing needs analysis. These findings will be replaced with findings from the current housing needs analysis.

### Housing Goal

Roseburg's existing comprehensive plan housing goal is:

To ensure the opportunity for, and the provision of, safe, affordable housing in sufficient numbers, types, size and locations to meet the needs of all citizens in the Roseburg urban area.

### Housing Objectives

1. To coordinate residential land use and housing planning with other elements of the Comprehensive Plan.
2. To provide residential areas that offer a variety of housing densities, types, sizes, costs, and locations to meet projected demand.
3. To locate residential development in relation to the availability of employment, commercial services, public utilities and facilities and transportation modes.
4. To provide for higher residential densities in the urban area to encourage a more compact urban growth form.
5. To provide for compatible and functional mixed use development (residential and nonresidential).
6. To protect and maintain existing and future residential neighborhoods.
7. To encourage conservation of existing housing by rehabilitation of substandard units and other methods, such as relocation of existing structures, conversion of single-family structures to multi-family structures, and conversion of nonresidential structures to residential use, provided such actions reflect planned densities for the subject area.
8. To encourage and support development of housing units for low and moderate income households.
9. To increase housing opportunities for those with specialized needs.
10. To encourage cooperation between public, private and consumer sectors of the area's housing market.

### Housing Policies

1. New residential development shall be coordinated with the, provision of an adequate level of services and facilities.
2. Residential land use designations specified in the Comprehensive Plan within the City limits shall be zoned in accordance with such designation. Residential land use

designations outside the City limits shall be implemented in the manner prescribed by an Urban Growth Management Agreement jointly adopted by Douglas County and the City of Roseburg.

3. The City and County shall ensure an adequate supply of land suitable for development which is zoned for low, medium and high density residential uses. Determination of an adequate supply shall be based on two to three years projections of demand. The City and County shall annually monitor and analyze population projections and projected housing demand to provide a reliable basis for land use decisions and to assure sufficient residential land to maintain a balance between supply and demand.
4. Developers of tracts of land shall be encouraged to use the Planned Unit Development (PUD) process in order to permit the application of new technology, greater freedom of design, land development and ownership patterns, greater population densities and economy of land use, thereby promoting a harmonious variety of uses, a more efficient use of public facilities, and the creation of attractive, healthful and stable environments for living, shopping or working. The procedural and substantive requirements for processing an application shall be the minimum necessary to adequately evaluate the proposed development, and shall be coordinated with all other required reviews.
5. In order to provide greater flexibility and economy of land use, the Zoning Ordinance shall allow variable lot sizes in single-family residential subdivisions subject to the approval of the reviewing body. A maximum of 30% of the lots in a new subdivision may contain less than the minimum lot area allowed in the applicable zone, but the average size of all lots in the subdivision must be at least the size specified for the zone. In addition, no lot shall be less than 85% of the minimum lot size established for the applicable zone.
6. The Zoning Ordinance shall allow new single-family residential subdivision proposals to designate a maximum of 25% of the lots as duplex lots subject to the approval of the reviewing body. Such duplex lots shall contain at least 10% more lot area than the minimum lot area specified by the zone designation. Duplex lots shall allow duplex or single-family dwellings and the lot designations shall be reviewed by the Planning Commission concurrently with review of the tentative plats. After final subdivision approval, lots designated for duplexes will be considered fixed and may be changed only upon approval of the Planning Commission after adequate notification of surrounding property owners.
7. The Zoning Ordinance shall provide for site ownership of mobile homes in areas designated Residential in the Comprehensive Plan. Site placement of mobile homes will be allowed only as outright uses in a Mobile Home Overlay Zone, which shall be a superimposed zone applied over the primary residential zone. The Zoning Ordinance shall contain specific standards to assure that mobile home sites will be developed in a manner which is well planned and harmonious with surrounding land uses. Upon annexation of land areas on which mobile homes were permitted uses under the County's zoning regulations, except for those areas indicated on Figure H-2, the City

shall automatically apply the Mobile Home Overlay Zone if the underlying zone is residential.

8. Mobile home parks provide a needed housing alternative for residents of the Roseburg area and are most appropriate in areas designated Medium Density Residential in the Comprehensive Plan, although they may be allowed in other areas if compatible with the development in the vicinity. Implementing ordinances shall contain specific requirements to assure that mobile home park developments will be well planned, internally consistent, and harmonious with surrounding land uses.
9. Owner-occupied multi-family dwelling units (condominium and townhouse) shall be encouraged. Commonly accepted ownership patterns such as condominiums or townhouses shall be an out-right permitted use in multi-family zones of the Zoning Ordinance.
10. In order to enhance the living environment in multiple family development, the zoning ordinance shall contain specific standards which insure the adequate provision of open space, landscaping, recreation and play areas, and safe and convenient access. Density bonus techniques should also be considered as a means of inducement to further enhance multiple family developments as safe, healthy and desirable places in which to live.
11. The City shall assure sufficient renter-occupied multi-family housing opportunities by ensuring that an adequate supply of developable land is zoned for such use.
12. The Zoning Ordinance shall specify density ranges which are consistent with the density categories established in the Comprehensive Plan.
13. The City shall cooperate with the Douglas County Housing Authority, regional agencies, State Housing Division, HUD FMHA and other agencies for the provision of moderate to low income housing and maintenance and rehabilitation activities in the City. Housing units pursuant to the above shall not be concentrated in any one area, but shall be dispersed throughout the City. The City shall participate in the Douglas County Housing Opportunity Plan.
14. The City of Roseburg shall encourage and assist the Umpqua Region Council of Governments in maintaining the Housing Opportunity Plan to ensure the housing needs of moderate and low income households are identified.