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CITY OF ROSEBURG
PLANNING COMMISSION
Monday, July 15, 2019
City Hall Council Chambers – 7:00 pm

NOTE: It is up to each of you as Commissioners and Staff to let staff know before the day of the meeting if you will not be able to attend. Thank you.

AGENDA

- I. CALL TO ORDER
- II. ROLL CALL: Chair Ron Hughes Daniel Onchuck Victoria Hawks
 Kerry Atherton Ron Sperry Shelby Osborn
 John Kennedy
- III. APPROVAL OF MINUTES
 A. May 6, 2019 – Planning Commission Meeting
- IV. AUDIENCE PARTICIPATION: See Reverse for Information
- VI. PUBLIC HEARING
 A. LUDR-19-003 – Public/Semi Public uses in the CBD [Legislative]
 B. V-19-004 – Variance to Parking Standards in the CBD [Quasi-Judicial]
 C. V-19-003 – Variance to Floodplain Standards [Quasi-Judicial]
- VII. BUSINESS FROM STAFF
 A. Director’s Report
- VIII. BUSINESS FROM THE COMMISSION
- IX. NEXT MEETING – August 5, 2019
- X.. ADJOURNMENT

*** * * AMERICANS WITH DISABILITIES ACT NOTICE * * ***

Please contact the office of the City Recorder, Roseburg City Hall, 900 SE Douglas Avenue, OR 97470-3397 (Phone 541-492-6700) at least 48 hours prior to the scheduled meeting time if you need an accommodation. TDD users please call Oregon Telecommunications Relay Service at 1-800-735-2900.

The agenda packet is available on-line at: <http://www.cityofroseburg.org/your-government/commissions/planning-commission/>

AUDIENCE PARTICIPATION INFORMATION

The Roseburg Planning Commission welcomes and encourages participation by citizens at all meetings. To allow the Commission to deal with business already scheduled, it is asked that anyone wishing to address the Commission follow these simple guidelines.

Non-Agenda Items

If you wish to address the Planning Commission on a matter not on the agenda, at the appropriate time please raise your hand and wait to be recognized by the Chair. Persons addressing the Commission must state their full name and address for the record. All remarks are to be directed to the Planning Commission. For items not on the agenda the presentation should be brief and be on a topic of interest to the Planning Commission, such as a general land use matter. These presentations are reserved for new material which has not been previously considered. The Planning Commission will not be taking action on any item presented under Audience Participation and if needed will provide direction to staff for appropriate follow-up.

Agenda Items

For items on the agenda you will be given an opportunity to address the Commission once the item is called. Agenda items typically begin with establishing those who have party status, (to be explained by the Chair), a report from staff, followed by Commission questions to staff, then the applicant along with anyone he wishes to call as a witness on his behalf will be called to speak, followed by those with party status. After all initial testimony is completed there will be an opportunity for rebuttal. Everyone addressing the Commission is subject to questioning. After the hearing portion of the item is completed, the Commission will discuss the matter with a motion for consideration being presented and acted on.

Once final action is taken on Quasi-Judicial matters, the action of the Commission can be appealed to the City Council within 14 calendar days of the decision by filing a Notice of Review with the Community Development Department. Action on Legislative matters is typically a recommendation to the City Council and will be forwarded to them for final consideration.

For further details or information please contact the Community Development Department Monday through Friday, 8:00 a.m. to 5:00 p.m., at Roseburg City Hall, 900 SE Douglas Avenue, Third Floor, Roseburg OR 97470, phone number 541-492-6750, or e-mail cmatthews@cityofroseburg.org

**CITY OF ROSEBURG
PLANNING COMMISSION MINUTES
May 6, 2019**

CALL TO ORDER

Chair Hughes called the regular meeting of the Roseburg Planning Commission to order at 7:00 p.m. on Monday, May 6, 2019 in the Roseburg City Hall Council Chambers, 900 SE Douglas Avenue, Roseburg, Oregon.

ROLL CALL

Present: Chair Ron Hughes, Commissioners Kerry Atherton, Victoria Hawks, John Kennedy, Dan Onchuck, Shelby Osborn and Ron Sperry.

Others present: Community Development Director Stuart Cowie, Associate Planner John Lazur, Department Technician Chrissy Matthews, Marcy McInelly and Erika Warhus from Urbsworks.

APPROVAL OF MINUTES

Commissioner Hawks moved to approve the April 1, 2019 minutes as presented. The motion was seconded by Commissioner Kennedy and approved with the following votes: Chair Hughes, Commissioners Atherton, Hawks, Kennedy, Onchuck, Osborn and Sperry voted yes. No one voted no.

AUDIENCE PARTICIPATION – None

FINDINGS OF FACT - File No. AP-19-001 -Appeal of Land Partition [P-18-007]

No discussion was entertained.

Commissioner Hawks moved to adopt the Findings of Fact, File No. AP-19-001 as presented. The motion was seconded by Commissioner Kennedy and approved with the following votes: Chair Hughes, Commissioners Hawks, Kennedy, and Osborn voted yes. Commissioners Sperry and Onchuck abstained from voting due to recusing themselves at the previous meeting. Commissioner Atherton abstained from voting due to not being present at the last meeting.

PUBLIC HEARING – LUDR-19-002 – Pine Street Waterfront Overlay [Legislative]

Chair Hughes read the procedures for this Legislative Public Hearing. He then opened the public hearing.

No conflicts were declared by the Commissioners.

Mr. Cowie presented the staff report stating this project was started about three years ago. May 2016, the City applied for and received a Code Assistance Grant to fund a collaborative effort between the City, the State of Oregon's Transportation and Growth Program (TGM) and consulting firm Urbsworks to help the City of Roseburg address significant transportation and development hurdles that has prevented redevelopment of the commercially zoned Pine Street Waterfront area.

Over the past year and a half, the Community Development Department and Urbsworks have focused on developing new land use and transportation design regulations in order to create a multi-modal, human-scaled connection between the downtown area and the parks system. The Pine Street Waterfront Overlay (PSWO) was developed to provide land owners and developers opportunities for redevelopment and boost tourism along one of the only remaining undeveloped segments of commercial waterfront in Roseburg. This project was a collaborative process and included partnership between land owners, residents living in the PSWO study area, emergency personnel, engineers, planners and local advocates to name a few. In the many public meetings and workshops throughout the project, the vision to preserve the historic character of the area and keep it pedestrian friendly have been the most consistent ideals. Unfortunately, the current development code presents major hurdles for redevelopment as usable commercial waterfront, and offers developers few options to preserve the historic structures in this district, which could force a developer to remove a structure and construct a structure that was incompatible with the existing developed neighborhood.

The objective of this project was to create a new development code that addressed the Pine Street Waterfront's unique characteristics and development limitations to allow it to grow into a charming commercial connection between Roseburg's Historic Downtown, the Parks system multi-use path, Highway 138, and the South Umpqua River Waterfront.

Mr. Cowie thanked Laura Buhl, Oregon Department of Land Conservation and Development, for her assistance throughout the grant process, and Marcy McInnelly and Erika Warhus, Urbsworks, Inc. consultants who did a tremendous job throughout this project. In addition, John Lazur did a fantastic job guiding the project and coordinating between the public and the consultants. The Historic Resource Review Commission voted to approve the PSWO at their April meeting and are very supportive.

Ms. McInnelly gave her final presentation of the PSWO and Pattern Book, providing an update on all the work that has been completed throughout the project. She expressed it was a fun, interesting and challenging project, but rewarding. It is of the most complicated projects she has worked on in her 20 year career. She described the PSWO and Pattern Book as companion documents and summarized the major components of the Overlay. The proposed standards are more appropriate for the special context of Pine Street. Development is smaller in scale and parking requirements have been right-sized to the type of development. The design of the multi-use path – including bulbouts and property-owner dedication – was explained in detail. Ms. McInnelly explained that both the fire and public works departments are in support of the proposed path designs. Agreement was reached through a series of workshops in the fall of 2018.

The following is a list of topics covered in the overview presentation:

- Multi-use path design
- Vertical features requirement
- Site design
- Landscaping
- Floodplain requirements
- Character and scale of development
- Porches requirement
- Pine Street identity including lighting, signage and opportunities for art

Chair Hughes inquired if the dedication is by right-of-way or by easement. Mr. Cowie replied the additional easement will be gained by dedication on a property by property basis as land develops.

Commissioner Hawks inquired if parking is allowed. Ms. McInelly said parking is permitted, up to three stalls per property, but it is no longer required.

Mr. Cowie stated a turn-around at the end of Pine Street will be needed to provide for fire access. This as an opportunity to provide a shared parking lot for the district at the same time. It will need to be designed as both an adequate turn-around for fire trucks and vehicular parking. This idea is represented in the Pattern Book and will need to be detailed as the project progresses.

Mr. Cowie further stated that if the PSWO is approved, future private development will be required to meet the PSWO standards of development. The hope is to incorporate this area in the new urban renewal district and to utilize funds, as they become available, to develop the parking lot and access, making this a private and public partnership.

Discussion ensued regarding easement access, greenway and a waterfront walk. Mr. Cowie said the Parks Master Plan identifies Pine Street as the connector to other paths that are along the river. We needed to focus our attention on Pine Street itself, because the idea of the waterfront park/walk was outside of the scope of the TGM grant funding. The purpose was to improve the multi-modal access of Pine Street.

Ms. McInelly said Pine Street is intended to be the connecting greenway. In addition, the vision of the riverfront walk has been carried forward in the Pattern Book in the "Considerations" section. We wanted to represent the river walk as an important idea that can be implemented further down the road.

Commissioner Atherton inquired if the development of the riverfront path could utilize funds from the Parks Dept. budget. Mr. Cowie stated it is not an option; however, we may be able to work with individual developers over time to have this riverfront path. In addition, individual properties can make their waterfront area accessible to visitors on a case by case basis.

Commissioner Kennedy shared his concern from a developer's perspective, the Pattern Book appears too loose and the interpretation seems broad. Mr. Cowie stated the Pattern Book will be a reference to assist in implementing the City Code Overlay standards and the vision of the PSWO. The City's Code language will be very specific as to the requirements of the overlay.

There were no further questions asked of staff or the consultants.

AUDIENCE PARTICIPATION

Bernie Woodard, 3261 NE Follet Street, Roseburg OR 97470. Mr. Woodard expressed to the Commission his gratitude to the City for their recent changes to allow Single Room Occupancy (SRO) in the Central Business District. He stated he is in full support of the PSWO. Being a property owner on Pine Street it has come with a number of hardships including difficulty obtaining lender financing due to the lack of proper legal access which has led to some experiencing predatory lenders. He asked the Commission to consider

reducing the riparian setback from 50 feet down to 25 feet. This would give owners more development capacity since they will lose some on the front. The riverwalk is also a critical piece of this area. He would like to see many points of access.

Mr. Woodard further stated he would like the name of this project, "Pine Street Waterfront Overlay," to be changed to a name with an historical relevance to the area such as "Deer Creek Settlement".

Jessica Hand, 300 Garden Grove Dr., Roseburg, Representative of Blue Zones Project-Umpqua. Ms. Hand stated they are in favor of the PSWO as this will provide more walkable, bikeable areas that connect to other trails and the greater trail system in the community. This can have a significant impact on the health of the community and social importance. This is an exciting time to live in the Roseburg community.

Seeing no one else wishing to speak, Chair Hughes closed the public portion of the hearing.

A discussion ensued between the Commission and staff regarding the consideration of changing the Pine Street Waterfront Overlay name.

Mr. Cowie stated all points mentioned are valid; however, it would be challenging to change the name at this point. Future branding of the area could certainly entertain changing the name to represent the historic value of the area at that time.

Chair Hughes inquired of the process to change the riparian setback from 50 feet to 25 feet. Mr. Lazur stated he wouldn't be comfortable negotiating a change at this time for the PSWO; however, it would be a process to negotiate with ODFW.

Commissioner Atherton commended staff and the consultant team stating the planning and progress has been phenomenal on this project. It was well thought out and when necessary experts were called in to assist. The plan is a great idea for the City. Urbsworks did a great job. Commissioner Hawks agreed and said this was a complicated process but the way the presentation was explained made it easy to follow.

Commissioner Sperry moved to adopt the Findings of Fact as presented, and recommend the Planning Commission recommend City Council approve the proposed Text Amendments File No. LUDR-19-002. The motion was seconded by Commissioner Hawks and approved with the following votes: Chair Hughes and Commissioners Atherton, Hawks, Kennedy, Onchuck, Osborn and Sperry voted yes. No one voted no.

Mr. Lazur thanked Bernie Woodard for championing the vision for this area, former Community Development Director, Brian Davis for directing him to look for solutions for the area, Community Development Director, Mr. Cowie for the continued support and leadership taking this project to the next level, Laura Buhl, TGM for awarding the City the grant to be able to do a project of this magnitude, and Marcy McInnelly and Erika Warhus that brought the artistic element. They were the visionaries behind the project. Lastly, thank you to the Code Committee and Dan Onchuck for his expertise on the project, the Commission and community for their support.

Mr. Cowie stated the Findings of Fact will be heard at the June 10, 2019 City Council Public Hearing.

BUSINESS FROM STAFF

Director's Report - Mr. Cowie stated it is volunteer appreciation month and expressed his appreciation to the Commissioners for volunteering their time and for all they do. The Commissioners received a certificate and a thank you note pad.

Mr. Cowie reported on the following:

The Community Development Department is working on the housing needs analysis. The Commission was invited to the open house May 21 at 7:00 at the Public Safety Center. The open house is open to the entire community. Discussions will focus on housing across the board, including housing opportunities from single-family, multi-family and everything between. Staff recently had a meeting with the Charter Oaks residents to discuss the possibility of an Urban Growth Boundary swap. This is one possibility of many different options to be explored. We are fortunate to be working with Beth Goodman with Eco Northwest in regards to this project. Funding was received from a grant from Department of Land Conservation Development (DLCD).

The Safeway building started demolition today. The derelict building ordinance and its process is having a positive effect.

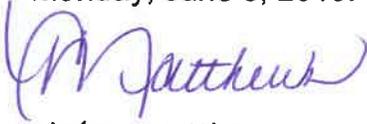
The Transportation System update is in full swing. Mr. Lazur is lead on this project. Mr. Lazur stated this project has been a start and stop project but they are making strides. Final comments were submitted. Potential projects include intersection, multi-modal and road way improvements. David Evans & Associates will submit the final project plan and then we will look at draft code amendments. Timeline for adoption is anticipated around October or November. A Planning Advisory Committee (PAC) meeting will be scheduled soon to discuss the final Technical Memorandum 5.

Another project in progress is a Tax Acreage Mapping study. Funding was received by DLCD to help with this study. The study will analyze the city boundary and will produce a 3D model of what individuals pay in regards to property taxes based on their acreage. An example is higher taxes could be paid downtown in comparison to a larger commercial operation like a big box store. This study is common in other states that have similar UGB constraints. The hope is by doing this modeling, the City will be able to help establish and to justify where to offer incentives and reinvest in the community. There will be a couple of presentations to come.

Lastly, the Destination Marketing for Tourism Request for Proposal was sent out. Four proposals were received. This is a significant contract, up to \$550,000 a year. This funding comes from the hotel/motel tax fund. The goal is to market Roseburg and attract tourists with the assets we have in the area. A committee will be selected to review and make a selection from the four proposals. Future updates will be provided.

BUSINESS FROM COMMISSION – None

ADJOURNMENT - The meeting adjourned at 8:35 pm. The next meeting is scheduled for Monday, June 3, 2019.



Chrissy Matthews
Department Technician



CITY OF ROSEBURG PLANNING COMMISSION STAFF REPORT

Land Use Regulation Text Amendments File No. LUDO-19-003

Meeting Date: July 15, 2019

Completeness Date: N/A
120-Day Limit: N/A

Staff Contact: John K. Lazur, Associate Planner

Applicant: City of Roseburg

Request: Amend Roseburg Municipal Code to permit public/semi-public uses within the Central Business District (CBD) Zone.

ISSUE STATEMENT AND SUMMARY:

Public and Semi-public buildings such as government buildings, churches, non-profits, etc. have historically been central to the fabric of downtowns throughout Oregon and the nation. Roseburg certainly has dozens of public and semi-public uses within our own Central Business District. However, public/ semi-public buildings and uses are not listed as uses permitted within the Central Business District (CBD) zone. Communities throughout Oregon all commonly allow these uses within their Central Business Districts and recognize the important contributions that these uses bring to the downtown area.

The attached Findings of Fact and Order provides justification for the text amendments.

OPTIONS:

1. Adopt proposed Findings of Fact recommending the City Council approve the text amendments.
2. Adopt proposed Findings of Fact recommending the City Council deny the text amendments.
3. Adopt modified Findings of Fact.

RECOMMENDATION:

Given the proposal meets applicable criteria, staff recommends the Planning Commission recommend City Council approve the Findings of Fact as presented.

SUGGESTED MOTION:

I MOVE TO ADOPT THE FINDINGS OF FACT AS PRESENTED, AND RECOMMEND THE PLANNING COMMISSION RECOMMEND CITY COUNCIL **APPROVE** THE PROPOSED TEXT AMENDMENTS FILE NO. LUDR-19-003.

ATTACHMENTS:

Findings of Fact and Order

**BEFORE THE ROSEBURG PLANNING COMMISSION
FINDINGS OF FACT AND ORDER**

I. NATURE OF AMENDMENTS

The Community Development Department proposes changes to the Land Use Regulations of the Roseburg Municipal Code (RMC) to authorize public and semi-public buildings and uses within the Central Business District (CBD).

II. PUBLIC HEARING

A public hearing was held on the proposed amendments before the Roseburg Planning Commission on June 15, 2019. At the hearing, the Planning Commission reviewed Land Use File LUDR-19-003 for legislative text amendments and it was made part of the record.

III. FINDINGS OF FACT

A. EXISTING CONDITIONS

1. The Planning Commission takes official notice of the Roseburg Urban Area Comprehensive Plan adopted by City Council Ordinance # 2980 on December 9, 1996 and of the Roseburg Land Use and Development Ordinance # 2363, as originally adopted July 1, 1982, as both may have been amended from time-to-time.
2. Notice of the public hearing was given by publication in the News-Review, a newspaper of general circulation, at least 10 days prior to the hearing. Opportunities were provided for all interested parties to be involved in the planning process through the public hearing.
3. The proposal is to legislatively amend text within the Land Use Development Regulations in the Roseburg Municipal Code.

B. PROPOSAL

The full text of the changes made in this amendment are attached to the implementing Ordinance and which is below.

TABLE 2-9: CBD—ALLOWED USES

USE CATEGORY		CBD	STANDARDS
Specific Use			
RESIDENTIAL			
1)	Dwellings units not part of a commercial development subject to MR29	C	12.04.030(B)
2)	Dwelling units above commercial structures (one (1) dwelling unit per 800 sq. ft. of lot area) ^[1]	P	-
PUBLIC/CIVIC			
3)	Parking lots and garages	P	<u>12.06.020-</u>
4)	<u>Public/Semi-Public Buildings and Uses</u>	<u>P</u>	<u>=</u>

C. AGENCY COMMENTS

No agency comments were received prior to the hearing.

D. PUBLIC COMMENTS

No public comments were received prior to the hearing.

E. ANALYSIS

Text Amendments are required to satisfy approval criteria contained within RMC Section 12.10.020.

F. REVIEW CRITERIA

Pursuant to RMC Section 12.10.020(F)(2) all legislative action proposals shall be analyzed for consistency with the policies of the Comprehensive Plan, Statewide Planning Goals, and other provisions of the Code.

Comprehensive Plan

Pertinent policies that apply to the proposal have been evaluated as follows:

Public and Semi-Public Buildings and Lands Development Policy No. 1

Principal local government, state, and federal offices should be encouraged to locate within the downtown area.

"Public and semi-public buildings and uses" means a building or use principally of an institutional nature and serving a public need, such as governmental agencies, religious institutions, public utilities, schools, hospitals, libraries,

museums, fire and police stations, clubs and lodges, parks, and other public buildings or uses. Permitting public-semi-public buildings outright within the CBD zone would allow local government, state, and federal offices downtown which would support this plan policy.

Public and Semi-Public Buildings and Lands Development Policy No. 2

Major public and semi-public buildings shall be located on or near arterials and have well planned access and parking.

The CBD zone is adjacent to SE Stephens, SE Pine, SE Washington, and SE Oak all of which are classified as Arterials. Four streets within the CBD zone, SE Jackson, SE Main, SE Douglas and SE Lane are all classified Collector streets and provide connectivity to the adjacent Arterials.

Statewide Planning Goals

Pertinent Statewide Planning Goals that apply to the proposal have been evaluated as follows:

Statewide Planning Goal # 1 - Citizen Involvement

To develop a citizen involvement program that insures the opportunity for citizens to be involved in all phases of the planning process.

The City of Roseburg and Douglas County have an adopted and acknowledged Comprehensive Plan for the Roseburg Urban Area. The Comprehensive Plan is implemented via the adopted Code, in which the City identifies procedural requirements for processing land use actions, including notification and hearing procedures. The notice procedures guide the general public through the land use process within the City as well as through provisions that meet Oregon Revised Statutes (ORS).

Roseburg also has an established Planning Commission that has the responsibility to act as the conduit to the City Council on land use matters. The Planning Commission is selected through an open, well-publicized public process and the Commission may include one member who resides outside the city limits. All meetings were advertised to local media. The proposed amendments were the result of input from Planning Commission work sessions.

The City of Roseburg provided notice of this proposal as mandated through ORS and Municipal Code requirements, as well as publishing the notice in the News Review, a newspaper of general circulation. A public hearing(s) is held in order to provide an opportunity for interested citizens to be involved, provide comments and present issues, influence the Commission and eventually the Council, provide technical information, and/or provide information regarding conditional approval.

Statewide Planning Goal # 2 - Land Use Planning

To establish a land use planning process and policy framework as a basis for all decisions and actions related to the use of land and to assure an adequate factual base for such decisions and actions.

As noted above the City of Roseburg has adopted a Comprehensive Plan, which is "acknowledged" by the State of Oregon. This Plan was again acknowledged through Periodic Review in 1992 and is coordinated and adopted by Douglas County for the unincorporated area located within the City UGB. (Roseburg Urban Area Comprehensive Plan adopted by the City Council in Ordinance No. 2345, effective on July 1, 1982, and re-adopted in Ordinance No. 2980 on December 9, 1996.) Implementation of the Comprehensive Plan is accomplished through the adopted Code. The Land Use and Development Regulations Chapter of Roseburg Municipal Code has been acknowledged by the State of Oregon and has been amended from time-to-time in order to comply with ORS. (Roseburg Land Use and Development Ordinance No. 2363, as originally adopted July 1, 1984) Both the Comprehensive Plan and LUDR have been amended from time-to-time.

IV. CONCLUSION

Based on the above findings, the Planning Commission concludes that the application meets the criteria for approval in RMC 12.10.020(F)(2).

V. ORDER

Based on the Findings and Conclusions above, the Planning Commission recommends approval of this application to the City Council.

Ron Hughes, Chair

Date

Stuart Cowie, Community Development Director

Date

Planning Commission Members:

Ron Hughes, Chair
Dan Onchuck, Vice Chair
Kerry Atherton
Ronald Sperry
Victoria Hawks
Shelby Osborn
John Kennedy

**CITY OF ROSEBURG
PLANNING COMMISSION
AGENDA ITEM REPORT**



File No. V-19-004

Meeting Date: July 15, 2019

To:	Roseburg Planning Commission	Completeness Date: June 19, 2019
From:	John Lazur, Associate Planner	120-Day Limit: October 17, 2019
Via:	Stuart Cowie, Community Development Director	
Request:	Variance to parking standard for dormitory	

ISSUE STATEMENT AND SUMMARY:

The applicant requests approval to allow a variance of 7 off-street parking spaces pursuant to Roseburg Municipal Code (RMC) 12.06.030(V) and RMC 12.10.060(E) for a proposed dormitory and athletic training facility for Umpqua Community College.

OPTIONS:

- Adopt proposed Findings of Fact approving the request
- Adopt modified Finding of Fact approving the request
- Adopt Findings of Fact denying the request

CONCLUSION/RECOMMENDATION:

Based on analysis of the application under criteria listed in Section 12.06.030(V) and Section 12.10.060(E) of the Roseburg Municipal Code the Planning Commission approves the decision with the following motion:

SUGGESTED MOTION:

I MOVE TO ADOPT THE FINDINGS OF FACT AND ORDER **APPOVING** THE VARIANCE REQUEST AS PRESENTED.

ATTACHMENTS:

Proposed Findings of Fact and Order
Exhibit 1 – Site Plan

In the matter of the application by the)
Umpqua Community College)
(UCC) for a variance to allow for the)
construction of an internally)
illuminated sign on City owned)
property zoned Public Reserve (PR).)

Variance
File No. V-19-004
1034 SE Oak Street.

**BEFORE THE ROSEBURG PLANNING COMMISSION
ORDER OF APPROVAL**

I. NATURE OF APPLICATION

Umpqua Community College plans to house 35 members of the men's baseball team within the Flegel Center at 1034 SE Oak Street. The college proposes to use the large gymnasium for indoor practice, add a weight room for strength training, and convert the basement and several existing office spaces into dormitories for housing the athletes. The Flegel Center has two off-street parking places as shown in Exhibit I, and the spaces will be reserved for the coaches. All students who live at the center and who own cars will rent parking spots from Park-Smart in the Roseburg Parking Garage. Section 12.06.030 and Table 3-3. Table 3- 3(8) Unspecified Uses; indicates that parking requirements for uses not set within the table shall be determined by the Director, based upon requirements for comparable buildings or uses. The Roseburg code does not list parking standards for dormitories.

It has been determined by the director that based upon other jurisdictions that list dormitories within their parking requirements and the fact that this facility is not located on the campus of UCC that the parking standard should be one required off-street space per two residents. The application indicates that 35 student athletes and two coaches or a total of 37 residents will be living within the dormitory facility, which means that 19 off-street spaces will be required.

RMC Section 12.06.030(M) enables two routes for helping to decrease the number of required off street spaces within the Central Business District.

This includes 12.06.030(M)(4) which provides for a 20 percent reduction to required parking standards if structured parking (parking garage) is available to the project. This provision allows for a deduction of 4 spaces from the total of the 19 spaces required. RMC Section 12.36.030(M)(5) provides that on-street spaces within 100 feet of the parcel may also be counted toward the required number of spaces. Many on-street spaces exist within 100 feet of the parcel, but these spaces are not metered and exist as free customer parking, not for residents. As a result, student athletes living in the proposed dormitory would be unable to park in these locations during the time of enforcement within the Central Business District. Consequently, the only spaces that can be counted toward the required parking standard are those spaces within 100 feet that are metered. Six of these parking spaces exist and are available to be credited toward the 19 space requirement.

Cumulatively, the 4 space reduction for the parking garage and the 6 metered spaces within 100 feet brings the total to 10 spaces that count toward the required 19 off-street spaces required as indicated above. Therefore, a total of nine (9) additional spaces will be required.

As indicated above, the site can provide space for 2 off-street parking spaces for coaches. Therefore, the applicant is requesting a variance to be relieved of the seven remaining spaces. The applicant has indicated that these 7 remaining spaces will be provided within the City Parking Garage. Furthermore, the applicant will provide a parking pass from Park-Smart for each of its 35 student athletes that have vehicles within the parking garage. The parking garage is located approximately 450 feet from the Flegel Center.

II. PUBLIC HEARING

A public hearing was held regarding the application before the Roseburg Planning Commission on July 15, 2019. At that hearing the Planning Commission reviewed File No. V-19-004, a 7 parking space reduction from the required 9 spaces required for a college dormitory. The file was made part of the record.

III. FINDINGS OF FACT

A. GENERAL FACTS

1. Property Location: The subject property is located at 1036 SE Oak Ave. and is further identified as tax lot 5901 on Douglas County Assessor's Map Township 27 South, Range 05 West, Willamette Meridian, Section 19BC.
2. Lot size: 0.41 acres.
3. Zoning Designation: CBD (Central Business District)
4. Comprehensive Plan Designation: COM (Commercial)
5. Surrounding Land Use: Adjacent uses to the northwest and northeast include small retail shops and a City of Roseburg parking lot operated by Park Smart. Across Kane Street to the east is a commercial bank (Banner Bank) and the United States Post Office. Across Oak Street is a vacant building (former credit union) that will soon be occupied by a Salon/Barbershop (Hair Garage) and a commercial bank (US Bank).
6. Notice of this land use action was mailed to property owners within 100 feet of the subject property 15 days prior to the decision.
7. No letters of remonstrance have been received by the Community Development Department by the date of decision.

B. AGENCY COMMENTS

The City Public Works Department is responsible for improvements made to the property. They had no objections to the proposal. No other comments were received from other agencies or departments.

D. APPROVAL CRITERIA

The following Land Use Development Ordinance standards apply to this request:

RMC 12.06.030(V) Criteria for Decision:

Variance for parking/landscaping standards. The Director may reduce the number of parking spaces and landscape area through an Administrative Variance procedure

pursuant to Subsection 12.10.010(F) of this Code for lots 10,000 square feet or less, or lots developed prior to the adoption of this Code. The Director may grant reductions only if, on the basis of investigation and evidence submitted that a lot is 10,000 square feet or less, or existing developments are unable to meet the parking and landscaping provisions due to existing lot and building configurations. The application for variance shall be reviewed according to the following criteria:

1. The proposed development will not conflict with the purposes of this Code and adopted policies of the Comprehensive Plan and any other plans or policies adopted by the approving authority;

Finding: The subject property was developed as the Roseburg Armory, now known as the Flegel Center, in 1914. The property is almost entirely encompassed by structural development. There are two existing parking spaces available on the property and the existing structural development restricts the expansion of off-street parking. Furthermore, adjacent properties were developed similarly or have existing parking lots that are occupied to their capacity. The applicant's request and justification for a variance meets this criterion.

2. The proposed development will not adversely affect existing traffic or the eventual development of abutting properties any more than if the development were to occur according to the standards of the Code.

Finding: The applicant's request is a not a new development but a change of use of an existing historic structure. Similarly, adjacent properties have been previously developed and either rely on on-street parking for their patrons or were developed later and have adequate parking that is suitable for their use. The City parking structure was developed to address the lack of off-street parking common in the Central Business District. Therefore, the applicant will be required to lease a parking space for each resident of the Flegel Center with an automobile as noted in the conditions of approval. Staff finds that the applicant meets this criterion.

3. The proposal is compatible with existing development and character of adjoining properties.

Finding: As stated previously, the property was developed similarly to adjoining properties in the district. Many properties within the district rely on on-street parking for commercial patrons and private/public leased lots and the parking structure for residential tenants. Staff finds that the applicant meets this criterion.

RMC 12.10.060(E) Criteria for Decision:

Criteria for administrative parking variance. An administrative variance to the off-street parking requirements, as authorized by this Section, may be granted only if, on the basis of the application, investigation and evidence submitted, all of the following circumstances are found to exist:

1. The variance is necessary for the preservation of a property right of the applicant which is the same as that enjoyed by other property owners in the same zoning district in the area.

Finding: The Flegel Center was built in 1914 within the central business district,

prior to when automobile transportation was the predominate mode choice. The surrounding structures and uses within the CBD zone built in that same era encompass their entire lots and offer limited off-street parking opportunities. The Flegel Center is built similarly to the surrounding development and encompasses nearly the entire lot. Newer buildings such as the buildings across Oak Avenue and Kane Street provide private off-street parking but were constructed many decades later when automobiles were much more prevalent. The Flegel Center has two existing onsite parking spaces available.

2. The variance would not conflict with the purposes of this Code and would not be materially detrimental to property in the vicinity in which the property is located, or otherwise conflict or reasonably be expected to conflict with the Comprehensive Plan.

Finding: The variance supports the following Comprehensive Plan goals as follows:

a. Economic Growth Policy No. 8

The City shall develop and implement programs aimed at preservation and upgrading of the City's downtown area by alleviating congestion and providing off-street parking. The City will encourage the renovation of existing buildings in the downtown core area.

Downtown Roseburg is recognized as a Nationally Registered Historic District of which the Flegel Center is a Nationally Registered Historic Place and contributes significantly to the historic character of the District. Various nonprofits have occupied the Flegel Center throughout its existence. Its current tenant, a sewing business, rents a small space. The UCC housing and athletic facility will occupy the entire building. The College plans several improvements before moving in beginning with painting the exterior of the building and improvements necessary for converting to dormitory use. Due to the lack of available onsite parking and residential nature of dormitory uses, students with cars will rent spaces in the parking structure.

b. Historic Preservation Policy No. 2

The City shall explore and consider the use of various incentives to encourage individuals to identify, restore, maintain, and utilize historic resources.

As noted, the Flegel Center is a Nationally Registered Historic Place. Granting an administrative parking variance will incentivize the college to restore, maintain, and utilize the historic site.

c. Historic Preservation Policy No. 8

For the protection and preservation of historic resources, the City should consider the application of performance standards, density bonus, and density transfer techniques, as well as site plan reviews, to minimize the adverse impacts of proposed development on identified cultural and historic resources.

The proposal to vary the parking requirement will minimize adverse impacts to historic resources and maintain the integrity of the district by requiring residential parking in the parking garage. Therefore, the proposal conforms to the goals of the

Plan and Code. As mentioned above, the College would fully occupy the historic site and the on-street parking for commercial spaces will be preserved for customers.

c. Public and Semi-Public Buildings and Lands Development Policy No. 1
Principal local government, state, and federal offices should be encouraged to locate within the downtown area.

"Public and semi-public buildings and uses" means a building or use principally of an institutional nature and serving a public need, such as governmental agencies, religious institutions, public utilities, schools, hospitals, libraries, museums, fire and police stations, clubs and lodges, parks, and other public buildings or uses. Umpqua Community College is a school and the use will function as a dormitory of the school, a use that fits within the public and semi-public category.

3. The variance requested is the minimum variance which would alleviate the difficulty.

Finding: As discussed above, the Fegel Center is a historic site dating back to 1913 prior to the predominance of the automobile. Today, the footprint of the building encompasses nearly the entire building lot. UCC has demonstrated the dormitory residents will have adequate off-street parking in the Parking Garage, and during evening hours, temporary guests can utilize on-street parking after 5:00pm or on Sundays and/or holidays. The parking variance is essential to the proposal having no impact to customer parking or negative impacts to the downtown area.

4. Circumstances outlined in Paragraphs 12.10.060(D)(1), (2), and (3) above are found to be met with respect to the following:
 - a. The nature of the use, the number of parking spaces required, and the anticipated frequency of turn-over of parking;
 - b. The number of spaces which are or could be provided onsite;
 - c. The number of employees expected to be onsite at one time;
 - d. Availability of parking available under the provisions of Sections 12.06.030(P) and 12.06.030(R) of this Code;
 - e. General parking and congestion in the vicinity of the site;
 - f. Other uses allowed on the site which would satisfy or be more in compliance with the parking regulations;
 - g. Anticipated impacts to neighboring properties resulting from not providing parking in accordance with the parking regulations.

Finding: a. Umpqua Community College will lease parking spaces based on the occupancy of the Flegel Center from Park-Smart in the Parking Garage, which is

450 feet from the Center.

- b. The Center has two on-site parking places, which will be utilized by the resident coaches. Two of the men's assistant coaches will live in the Center.
 - c. The Center will house 35 athletes; however, only some of the students have vehicles. As noted, all vehicles will have a rented parking space.
 - d. During the daytime, when traffic counts are highest in the downtown area and arterials, the students will be at the UCC campus attending class, or they will be at Legion Field for practice. In the evening and on weekends, students will return to the Flegel Center. Family and friends may visit during off-peak times after 5:00pm and on weekends. These guests may park in the on-street places on Oak and Kane. The college may choose to lease spaces for overflow from adjacent property owners.
5. Sufficient parking appropriate to the circumstances can be provided by one or more of the following alternative solutions:
- a. Offsite parking which is provided by recorded agreement and is convenient to client use, and does not require pedestrian access across a street classified as a collector or higher classification unless adequate provision for pedestrian crossing is made;
 - b. On-street parking readily available in the immediate vicinity, or public off-street parking provided in a convenient location;
 - c. Payment into a public parking fund at a rate per space established by resolution of the City Council.

Finding: Resident students with cars will all have dedicated parking places in the Roseburg Parking Garage, only 450 feet from the Center. Guests are permitted to visit during off-peak hours after 5:00pm and on holidays and weekends, can utilize the on-street parking. Adjoining business lots may be used when a shared parking agreement is documented. The student athletes, coaches, and guests will not adversely impact downtown parking or negatively affect businesses.

IV. CONCLUSION

After review of the application, it is determined sufficient information has been submitted and reviewed to reach a decision on the request. Based on the facts above, the Roseburg Planning Commission concludes that the application meets the requirements established in LUDO Article 5, Chapter 5: Variances.

V. ORDER

Based on the Findings and Conclusions above, the Planning Commission approves the requested variance subject to the conditions listed below:

1. The proposed dormitory and athletic facility shall be constructed in conformance with the submitted plan and this variance approval. Any substantial change in the applicant's

proposed plan shall be submitted to the Community Development Department as a new application for a variance.

2. The applicant shall obtain an approved site review permit from the City of Roseburg and appropriate building permits prior to construction.
3. The applicant shall submit a copy of a lease agreement with the parking authority for each resident of the Flegel Center that utilizes an automobile for transportation to lease a space in the City parking garage or other off-street parking lot.

Ron Hughes, Chair

Date

Stuart Cowie, Community Development Director

Date

Planning Commission Members:

Ron Hughes, Chair

Daniel Onchuck, Vice Chair

Kerry Atherton

Victoria Hawks

Shelby Osborn

Ron Sperry

John Kennedy

Exhibit I
Flegel Center Conceptual Plan

Indoor bathing facility

4 cages - retractable/turfed

On-Site Parking
Stall 1

GARAGE

On-Site Parking
Stall 2

GYMNASIUM

CONCRETE

elevator

STAIR
DOWN

ENTRY

STAIR
DOWN

5 students
2 - coaches
2 - Bathrooms
1 - small
kitchen
space

MEN'S

WOMEN'S

Coach
OFFICE

Kitchen

Coach
OFFICE

ROTUNDA

STOR.

STORAGE

MEETING

STOR.

OFFICE
1 student

GRASS

GRASS

PLANTER

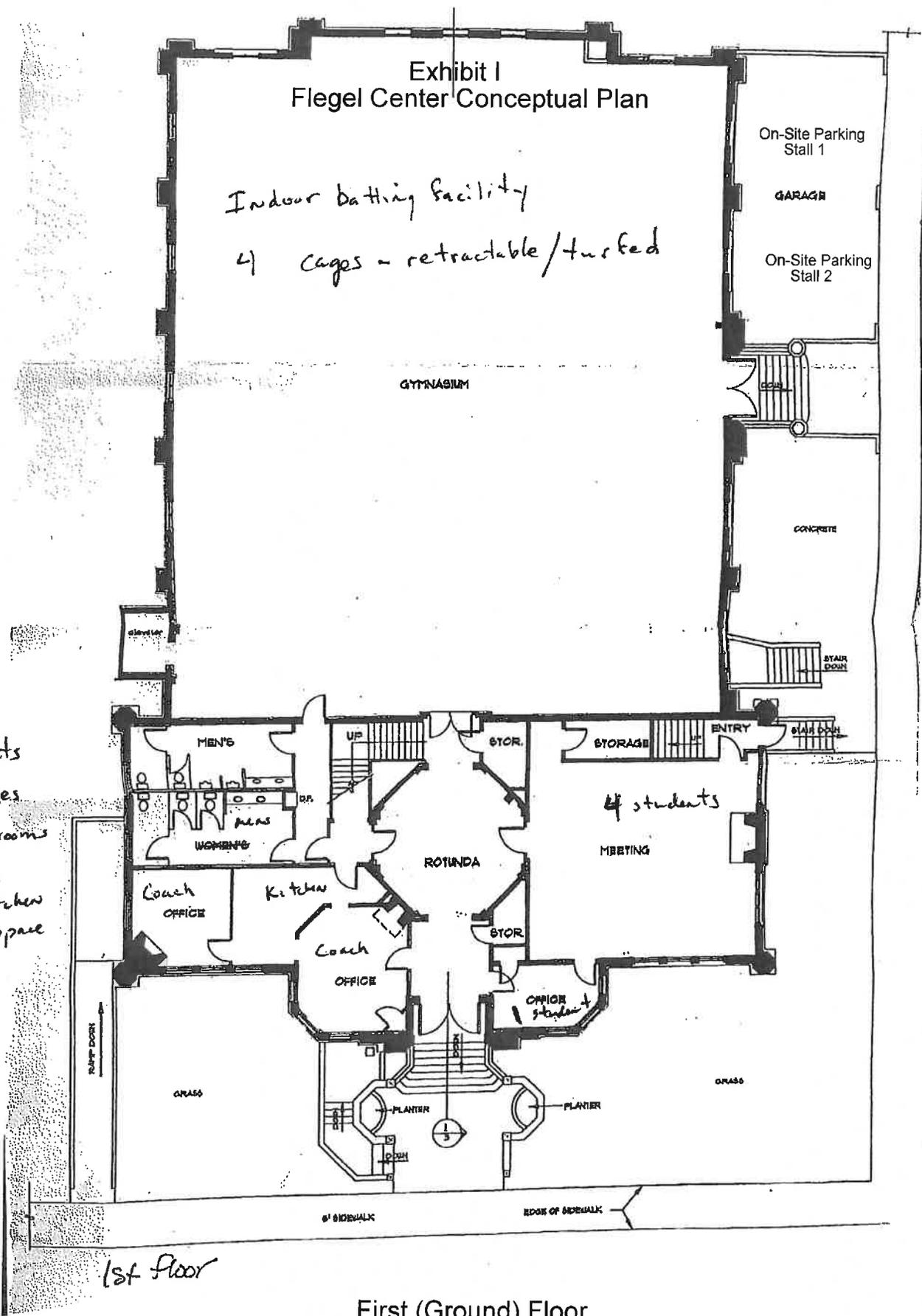
PLANTER

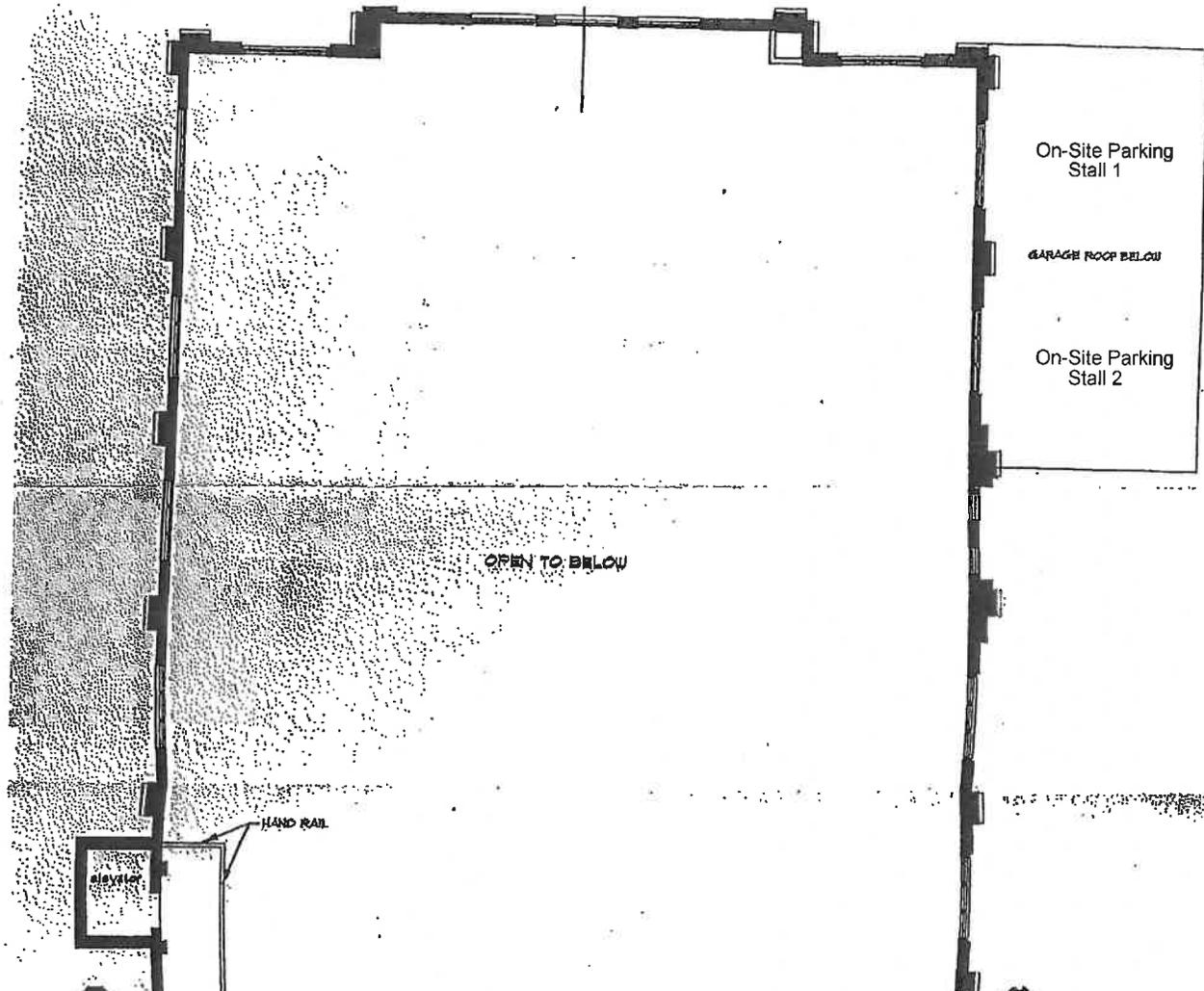
6' SIDEWALK

EDGE OF SIDEWALK

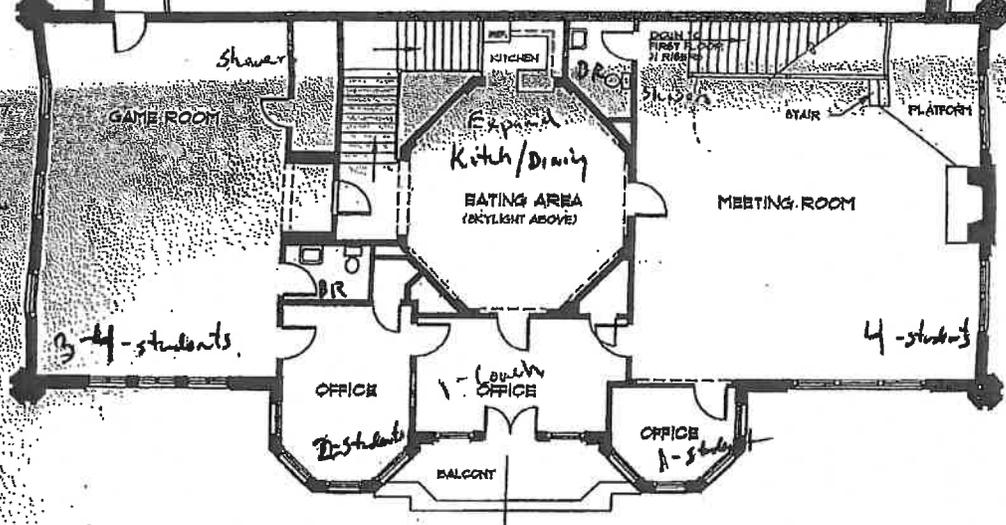
1st floor

First (Ground) Floor





8-students
 2-Bathrooms
 1-large kitchen
 Dining area



3-4-students

4-students

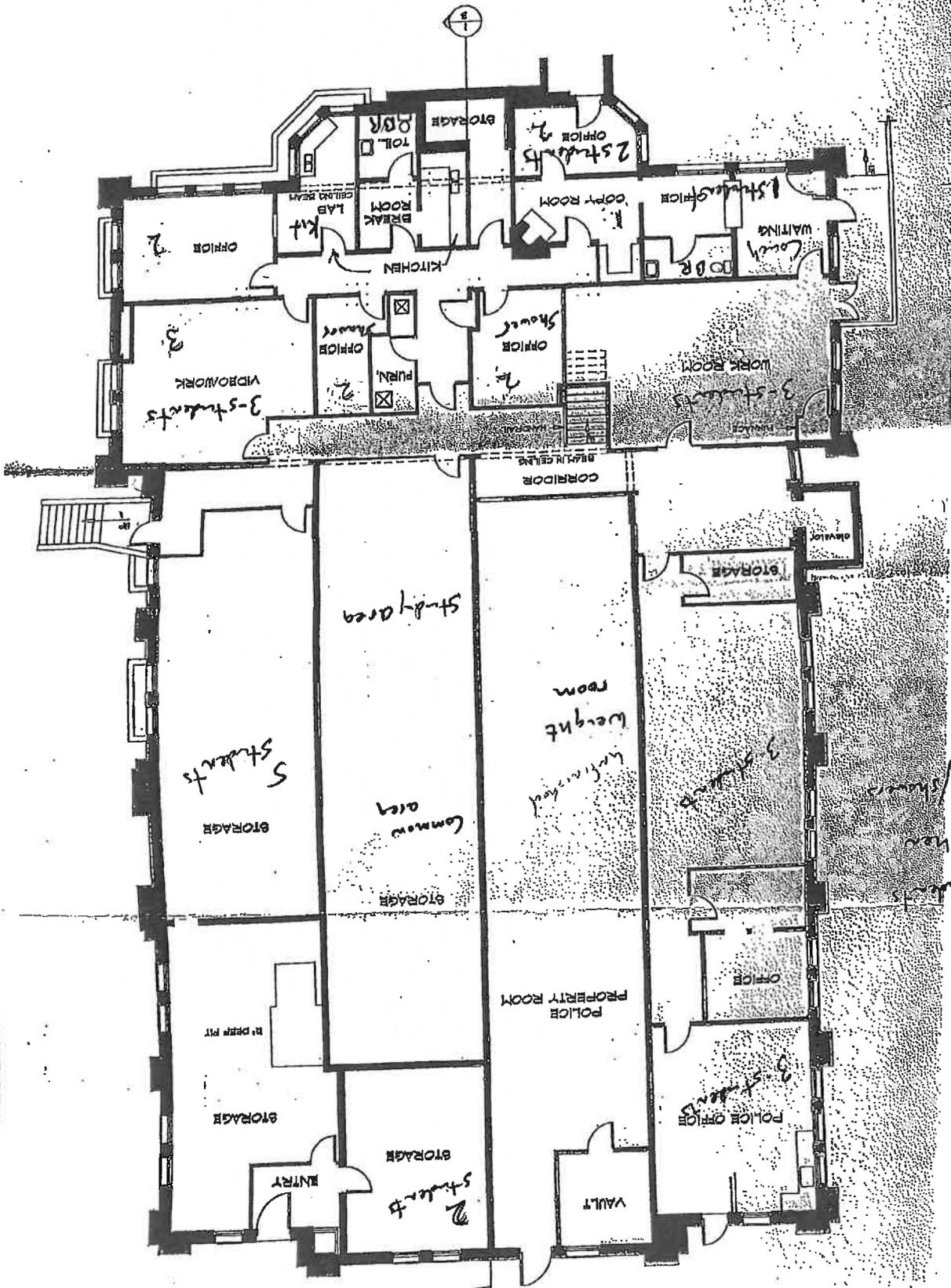
15
 11/6/14

1 SECOND FLOOR PLAN
 2 EXISTING BUILDING LAYOUT

SCALE: 0' 5' 10'

Basement Floor Plan

Basement plan



4- Barn/showers
1- Kitchen
22 students

**CITY OF ROSEBURG
PLANNING COMMISSION
STAFF REPORT**



**Variance to Floodplain Standards
File No. V-19-003**

Meeting Date: July 15, 2019

Completeness Date: June 20, 2019

120-Day Limit: October 18, 2019

Staff Contact: Teresa Clemons, CFM, Associate Planner

Applicant: Housing Authority of Douglas County

Request: Variance to Floodplain Overlay Substantial Improvement Requirements Roseburg
Municipal Code 12.04.090(E)

ISSUE STATEMENT AND SUMMARY:

The project will reconstruct a commercial building into four residential units within Rosewood Homes, low-income housing development owned and operated by the Housing Authority of Douglas County, Oregon ("HADCO"). The building is HADCO's former office space, now vacant. The project is funded by a private grant. The reconstructed building will provide critical transitional housing during HADCO's Future High Density Housing Project, which is described in the attached materials.

The attached Findings of Fact and Order provides the criteria for decision and applicant's justification for the request.

OPTIONS:

1. Adopt proposed Findings of Fact approving the variance request with conditions of approval.
2. Adopt proposed Findings of Fact denying the variance request.
3. Adopt modified Findings of Fact.

RECOMMENDATION:

Criteria for approval provided to allow Planning Commission to render a decision.

SUGGESTED MOTION:

I MOVE TO ADOPT THE FINDINGS OF FACT WITH CONDITIONS AS PRESENTED, AND RECOMMEND THE PLANNING COMMISSION (APPROVE) OR (DENY) V-19-003.

ATTACHMENTS:

- 1 – HADCO Final Land Use Application
- 2 – Pinnacle Feasibility Letter
- 3 – Assumed Lot Line Exhibit
- 4 – Project Plans 90%
- 5 – HADCO Future High Density Housing Project Overview
- 6 – Roseburg Homeless Report
- 7 – Code of Federal Regulations Title 44
- 8 – Variances and the National Flood Insurance Program
- 9 – Homeowners Guide
- 10 – Chapter 5 Elevating Your Home
Findings of Fact and Order

In the matter of the application by the Housing Authority of Douglas County (HADCO) for a variance to floodplain regulations to allow conversion of former HADCO office into 4 multiple family units.))))))	Variance File No. V-19-003 902 W Stanton Street.
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**BEFORE THE ROSEBURG PLANNING COMMISSION
ORDER OF APPROVAL**

I. NATURE OF APPLICATION

The project will reconstruct a commercial building into four residential units within Rosewood Homes, low-income housing development owned and operated by the Housing Authority of Douglas County, Oregon (“HADCO”). The building is HADCO’s former office space, now vacant. The project is funded by a private grant. The reconstructed building will provide critical transitional housing during HADCO’s Future High Density Housing Project, which is described in the attached materials.

II. PUBLIC HEARING

A public hearing was held regarding the application before the Roseburg Planning Commission on July 15, 2019. At that hearing the Planning Commission reviewed File No. V-19-003 was made part of the record.

III. FINDINGS OF FACT

A. GENERAL FACTS

1. Property Location: The subject property is located at 902 W Stanton Street and may be further identified as tax lot 00100 on Douglas County Assessor’s Map Township 27 South, Range 06 West, Willamette Meridian, Section 23AC, property identification number R14097.
2. Lot size: 10.3± acres total, subject site effectively 0.18± acres.
3. Zoning Designation: The 10.3 acre parcel is split zoned into approximately 1.0 acre subject site zoned Public Reserve (PR), approximately 4.7 acres zoned Limited Medium Density Multiple-Family Residential (MR-14), and about 4.6 acres zoned Medium-Density Multiple-Family Residential (MR18) with Floodplain Overlay. **Exhibit 1**
4. Comprehensive Plan Designation: PR portion of lot designated Public/Semi-Public; MR14 & MR18 portions designated Medium Density Residential.
5. Surrounding Land Use: Religious facilities lie to the north, southwest and east of the site, medical offices to the northeast, Public Middle School to the southeast, and the remainder of the Rosewood Homes development directly south of the subject building.
6. Notice of this land use action was mailed to property owners within 300 feet of the subject property 15 days prior to the decision.
7. No letters of remonstrance have been received by the Community Development Department by the date of decision.

B. AGENCY COMMENTS

The City Public Works Department is responsible for improvements made to the property. They had no objections to the proposal. No other comments were received from other agencies or departments.

D. APPROVAL CRITERIA

The following Roseburg Municipal Code standards apply to this request:

OVERVIEW OF APPLICABLE CODE PROVISIONS, CRITERIA, AND VARIANCE STANDARDS WITHIN RMC 12.04.090 FLOODPLAIN OVERLAY

The Floodplain Overlay rules are located in Section 12.04.090 of the Roseburg City Code. The project lies within Zone AE, a Special Flood Hazard Area. The elevation of the top of the building's bottom floor is 437.65 feet, which lies below the Base Flood Elevation, or BFE. The project meets the definition of "substantial improvement" under Section 12.04.090(E), which defines the term to include "any combination of repairs, reconstruction, rehabilitation, addition, or other improvement of a structure taking place during a fifteen-year period, the cost of which equals or exceeds 30 percent of the market value of the structure before the work is started."

For substantial improvements to residential structures, Section 12.04.090(Z) requires the bottom of the lowest floor to be elevated at least one foot above the BFE, which for this project would require the building to be elevated by several feet. Specifically, the BFE at the site is 440.9 feet NAVD 1983. The minimum compliant height would be 441.9, which is 4.25 feet higher than the existing lowest livable floor.

A variance from elevation requirements may be granted in rare circumstances, under Section 12.04.090(R)(5), where the project is located on a lot no larger than one-half acre and is surrounded by lots developed with existing structures that also lie below the BFE. The factors in Section 12.04.090(R)(4) must be "fully considered." The Planning Commission may attach such conditions to the granting of variances as it deems necessary to further the purposes of the code.

In addition, a variance request must meet the following criteria under Section 12.04.090(S):

1. Variances may be issued for the reconstruction, rehabilitation, or restoration of structures listed on the National Register of Historic Places or the State Inventory of Historic Places, without regard to the procedures set forth in the remainder of this Section.
2. Variances shall not be issued within any designated floodway if any increase in flood levels during base flood discharge would result.
3. Variances shall only be issued upon a determination that the variance is the minimum necessary, considering the flood hazard, to afford relief.
4. Variances shall only be issued upon:
 - a. Showing of good and sufficient cause;
 - b. Determination that the granting of the variance will not result in increased flood heights or additional threats to public safety, extraordinary public expense, create nuisances, cause fraud, or victimization of the public as identified in Subsection 12.04.090(L) -12.04.090(R) of this code or conflict with existing local laws or ordinances.

5. Variances as interpreted in the National Flood Insurance Program are based on the general zoning law principle that they pertain to a physical piece or property; they are not personal in nature and do not pertain to the structure, its inhabitants, economic or financial circumstances. As such, variances from the flood elevations should be quite rare.
6. Variances may be issued for nonresidential buildings and structures in very limited circumstances to allow a lesser degree of flood-proofing than watertight or dry-flood-proofing, where it can be determined that such action will have low damage potential, complies with all other variance criteria except Paragraph 12.04.090(R)(5) and otherwise complies with Subparagraphs 12.04.090(U)(1) and 12.04.090(U)(2) (a-b) of this Code.
7. Any applicant to whom a variance is granted shall be given written notice that the structure will be permitted to be built with a lowest floor elevation below the base flood elevation and that the cost of flood insurance will be commensurate with the increased risk resulting from the reduced lowest floor elevation.

RMC SECTION 12.04.090(R)(5) LOT SIZE AND LOCATION:

LOT SIZE:

The building is located on Tax Lot 100 (See Map 270623AC00100). The Tax Lot is 10.3 acres in total size. However, the building shares Lot 100 with thirty other houses (duplexes), forested open space, a playground, and the James D. Myers Activity Center, where HADCO's new offices are located. If the total acreage were allocated among these structures, the space occupied by the building would be well below one-half acre. In fact, because of its larger size, the building occupies most of the area allocated to it between the property boundary to the north, the roadway to the east and south, and the neighboring duplex to the west. **Exhibit 1**

See Sheet No. C1.0 of the Pinnacle Engineering plan set for reference, as well as the attached diagram showing assumed property lines. HADCO owns Tax Lot 100 and its duplexes, sixty units in all, as a single low-rent public housing development called Rosewood Homes. **Exhibit 2**

FINDING: A variance from floodplain regulations may be granted for substantial improvements on a lot no larger than one-half acre in size. Although Tax Lot 100 is 10.3 acres, which is because of its unique situation as a group of commonly owned residences held by HADCO, in keeping with HADCO's mission to provide affordable rental housing. The applicant asserts lot size should be viewed functionally, not strictly. See 44 C.F.R. § 60.6(a) (allowing "deviations" from the lot size limitation). The purpose of the lot size limitation in Code Section 12.04.090(R), and the parallel requirement in federal regulations (44 C.F.R. § 60.6(a)), is to make variances available on property where the lot size limits relocation and drainage options and constrains the use of heavy equipment. For example, smaller lots may lack "sufficient space to elevate structures on fill...without resulting in adverse drainage impacts on adjacent properties and structures." See Floodplain Management Bulletin, "Variances and the National Flood Insurance Program" (FEMA Publication P-993) (July 2014) § 3.3.2. In addition, the applicant indicates small lots offer little flexibility in locating a replacement structure. *Id.* Those practical, functional challenges are true for this property and this project. This project meets the "lot size" criterion.

SURROUNDING LOTS:

The Rosewood Homes development includes a strip of land to the north of West Bertha Avenue, occupied by the project building, along with five duplexes; another strip to the east of West Stanton Street, occupied by six duplexes; a middle section bounded by West Bertha, West Stanton, and West Elaine, where there are ten residential buildings; and a section to the west and south of West Elaine Avenue, where nine residential buildings are located. Of these four areas, all of the buildings in the north and east sections lie within the SFHA, all of the buildings in the middle section lie wholly or partially within the SFHA, and three of the buildings in the west/south section lie within the SFHA. All thirty buildings share similar styles of construction and all buildings within the SFHA have lowest-floor elevations that lie below the BFE. Before and after conversion for residential use, the project building is and will be in the same situation as the other residential housing. **Exhibit 1**

FINDING: The project building is “contiguous to and surrounded by lots with existing structures constructed below the base flood level.” This project meets the “surrounding lots” criterion.

RMC 12.04.090I(4)(a) HAZARD TO OTHER PROPERTY AND INDIVIDUALS:

None of the outside walls of the project building will change in appearance with conversion to residential use, even if reinforced per engineering recommendations. **Exhibit 3** See Sheet No. A3.0 of the Pinnacle Engineering plan set. **Exhibit 4** In addition, the project is located in the SFHA but not in a floodway. If the Rosewood Homes site experienced a flood event, flooding would be caused by backwater from the South Umpqua River as it backed up into storm drains under West Harvard Avenue. Floodwaters would be low-velocity ponding rather than high-velocity torrents. Therefore, in the event of flooding, there is presently a low risk that materials would be “swept onto other lands to the injury of others.” The project will not increase such risk. **Exhibit 1** Nevertheless, HADCO is instituting specific measures to address the risk to adjacent sites. First, HADCO will follow its usual practices for residential tenants: HADCO will insure the building, as well as adjacent buildings, against flood damage; will encourage tenants to purchase renter’s insurance to cover building contents; and will provide specific information about and referrals to insurance providers. Second, HADCO is developing a “Renter’s Flood Response Manual” that will instruct tenants about how to protect against flood hazards, including instructions to secure equipment and other possessions against being swept away in a flood event.

FINDING: The factors listed in Subsection I(4) must be “fully considered” in a variance decision. Because the building footprint will not change, there is no increase in the flood risk factor described in Subsection I(4)(a), and HADCO has mitigated this risk factor by creating the “Renter’s Flood Response Manual.” This factor should be considered neutral to the variance decision.

RMC 12.04.090I(4)(b) DANGER TO LIFE AND PROPERTY:

Appearance of the outside walls of the project building will not change with conversion to residential use. **Exhibit 4** See Sheet No. A3.0 of the Pinnacle Engineering plan set. However, Pinnacle Engineering recommends that the walls be reinforced to ensure they withstand forces from potential flooding. **Exhibit 3** Therefore, the risk of “danger to life and property due to

flooding” will be unchanged or improved by the project. Because of the property’s flat grade, and because floodwater would be low-velocity backwater ponding, there is presently a low risk of danger from flood-induced “erosion damage.” The project will not increase such risk. Nevertheless, HADCO is instituting specific measures to address the potential danger to life and property. First, HADCO will follow its usual practices for residential tenants: HADCO will insure the building, as well as adjacent buildings, against flood damage; will encourage tenants to purchase renter’s insurance to cover building contents; and will provide specific information about and referrals to insurance providers. Second, HADCO is developing a “Renter’s Flood Response Manual” that will instruct tenants about how to protect against flood hazards.

FINDING: The factors listed in Subsection I(4) must be “fully considered” in a variance decision. Because the building footprint will not change, there is no increase in the flood risk factor described in Subsection I(4)(b), and HADCO has mitigated this risk factor by creating the “Renter’s Flood Response Manual.” The applicant indicates this factor should be considered neutral to the variance decision.

RMC 12.04.090I(4)I SUSCEPTIBILITY TO FLOOD DAMAGE:

None of the outside appearance of the project building will change with conversion to residential use. See Sheet No. A3.0 of the Pinnacle Engineering plan set. **Exhibit 4** In addition, structural enhancements to the walls recommended by the project engineer will further protect occupants and contents during flood events. Therefore, the “susceptibility of the proposed facility and its contents to flood damage” will likely be improved by the project. In addition, the conversion from office to residential use will result in building contents with a lower dollar value. For example, the National Flood Insurance Program limits contents coverage to \$500,000 in commercial buildings, compared to \$100,000 for one- to four-family residential buildings. Thus the “effect of such damage on the individual owner,” in terms of economics, will be ameliorated by the project. In addition, HADCO will follow its usual practices for residential tenants: HADCO will insure the building, as well as adjacent buildings, against flood damage; will encourage tenants to purchase renter’s insurance to cover building contents; and will provide specific information about and referrals to insurance providers.

FINDING: The factors listed in Subsection I(4) must be “fully considered” in a variance decision. Because the building footprint will not change, there is no increase in the flood risk factor described in Subsection I(4)I, but the economic effect on the owner of damage to the building’s contents will likely be lower. This factor should be considered neutral to the variance decision.

RMC 12.04.090I(4)(d) IMPORTANCE TO THE COMMUNITY:

Rosewood Homes provides much-needed affordable rental housing in Roseburg. See City of Roseburg Community Development Department, “Roseburg Homeless Population Study: Summary Report, Page 23 (April 2019) (identifying affordable housing as “the most significant need for those experiencing and at risk of homelessness in Roseburg”). Families on the Rosewood Homes waiting list typically wait one to two years for a two- or three-bedroom unit to become available. The wait for a one-bedroom unit is three to four years. This project would add four more units of affordable housing in Roseburg. In addition, the project will provide critical transitional housing during HADCO’s Future High-Density Housing Project, which is described in greater detail in the attached materials.

FINDING: The factors listed in Subsection I(4) must be “fully considered” in a variance decision. The factor in Subsection I(4)(d) is especially relevant to this decision because the Rosewood Homes development, and HADCO’s mission to provide affordable housing generally, are enormously important to the community. The project will supply additional rental housing and, in the long term, will facilitate new, flood-compliant, high-density, multi-family housing that better meets the community’s future housing needs. This factor should be considered positive to the variance decision.

RMC 12.04.090I(4)I NECESSITY OF A WATERFRONT LOCATION:

The project is not located adjacent to a waterway and is not water-dependent.

FINDING: The factors listed in Subsection I(4) must be “fully considered” in a variance decision. The factor in Subsection I(4)I is not relevant to this decision.

RMC 12.04.090I(4)(f) AVAILABILITY OF ALTERNATIVE LOCATIONS:

The project is located on property currently managed and owned by HADCO. The basic cost of conversion to residential use is fully funded by a private grant, but HADCO does not have additional funding to acquire more property or to tear down and rebuild the existing building. Additionally, even if funding were available, reconstruction of the existing building or construction of additional units would interfere with HADCO’s plans to redevelop the entire site with the Future High-Density Housing Project. According to HADCO’s engineer, it is not logistically feasible to elevate the building or raise the roof and add a second level. See Letter from Pinnacle Engineering, Inc. (June 5, 2019, updated June 24, 2019). **Exhibit 3** The highlighted section of FEMA P-312 *Homeowner’s Guide to Retrofitting* **Exhibit 5** recognizes the difficulties with elevating slab-on-grade structures such as the subject building. Thus, there are two alternatives available to HADCO: First, HADCO can construct the project. Second, HADCO can abandon the project, forego the funds from the private grant, and maintain the building for commercial use. That would mean the building would either be rented or would remain vacant.

FINDING: The factors listed in Subsection I(4) must be “fully considered” in a variance decision. The factor in Subsection I(4)(f) is not relevant because there are no “alternative locations for the proposed use which are not subject to flooding or erosion damage.” This factor should be considered irrelevant or neutral to the variance decision.

RMC 12.04.090I(4)(g) COMPATIBILITY WITH ANTICIPATED DEVELOPMENT:

The project is an important first step in HADCO’s construction of the Future High-Density Housing Project on Tax Lot 100. Once complete, the project will provide transitional housing for four families during the project’s construction phases, when existing duplexes begin to be demolished. As the recipient of federal funding through the Department of Housing and Urban Development, HADCO is required to provide displacement assistance or transitional or replacement housing for those families currently housed in units that are being converted or demolished. For more detail on HADCO’s plans for the Future High-Density Housing Project, please refer to the attached materials.

FINDING: The factors listed in Subsection I(4) must be “fully considered” in a variance decision. The factor in Subsection I(4)(g) addresses the project’s “compatibility ... with existing [or] anticipated development,” which includes HADCO’s plans for the Future High-Density Housing Project. This factor should be considered positive to the variance decision.

RMC 12.04.090(4)(h) RELATIONSHIP TO THE COMPREHENSIVE PLAN AND FLOODPLAIN MANAGEMENT PROGRAM:

The project will contribute four additional rental units for low-income families in the Roseburg community. In addition, the project is an important initial step in HADCO's construction of the Future High-Density Housing Project on Tax Lot 100, which will significantly increase the city's inventory of low-income, high-density housing and will also bring the entire Rosewood Homes development into compliance with floodplain regulations. For the reasons explained in the attached materials, redevelopment of the entire site is the most cost-effective and practical solution to addressing the city's low-income rental housing needs and bringing the development into compliance with floodplain regulations.

FINDING: The factors listed in Subsection I(4) must be "fully considered" in a variance decision. The factor in Subsection I(4)(h) addresses the project's relationship to the city's Comprehensive Plan and Floodplain Management Program.

The Housing Element of the Comprehensive Plan establishes the following goal: "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." As the city's research confirms, the inventory of affordable housing in Roseburg does not "meet the needs of all citizens." See City of Roseburg Community Development Department, "Roseburg Homeless Population Study: Summary Report (April 2019). This project implicates two conflicting objectives of the Comprehensive Plan. First, the objectives of the Housing Element provide that the city will "protect and maintain existing and future residential neighborhoods" (Objective 6), will encourage "conversion of nonresidential structures to residential use" (Objective 7), and will "support development of housing units for low and moderate income households" (Objective 8). The project is consistent with these objectives.

On the other hand, the Housing and Urbanization Element specifies that, to meet the goal of protecting life and property from natural disasters, development within the floodplain should be regulated (Policy 2, Resource Area and Hazardous Area Development). The project itself is inconsistent with that policy and inconsistent with the city's Floodplain Management Program. However, HADCO's long-term plans for construction of the Future High-Density Housing Project are fully consistent with Policy 2 and the floodplain regulations. The future project is also consistent with the Housing Element objectives discussed above, and with the objective of providing "for higher residential densities in the urban area to encourage a more compact urban growth form" (Objective 4). For greater detail about the Future High-Density Housing Project, please refer to the attached materials. For these reasons, this factor should be considered neutral or positive to the variance decision.

RMC 12.04.090(4)(i) SAFETY OF ACCESS:

Neither the footprint of the project building nor any roadways will be altered by the project. Therefore, safe access to the property by emergency and other vehicles will be unchanged. Nevertheless, HADCO is instituting specific measures to address this risk. Specifically, HADCO is developing a "Renter's Flood Response Manual" that will instruct tenants about how to protect

against flood hazards, how to communicate with emergency responders and obtain information during a flood event, and how to evacuate safely to a central emergency response area.

FINDING: The factors listed in Subsection I(4) must be “fully considered” in a variance decision. Because the project will not affect the building footprint or the configuration of roadways, there is no change to the “safety of access” risk factor described in Subsection I(4)(i), and HADCO has mitigated this risk factor by creating the “Renter’s Flood Response Manual.” This factor should be considered neutral to the variance decision.

RMC 12.04.090I(4)(j) EXPECTED FLOOD CONDITIONS:

None of the outside walls of the project building will change with conversion to residential use. Therefore, as with other flood risk factors, the “expected heights, velocity, duration, rate of rise, and sediment transport” during a flood event will not be affected. Because the project building is the most recently renovated structure within the development, it will have a greater ability to withstand a severe flood event than the other buildings within Rosewood Homes. Pinnacle Engineering recommendations to reinforce the walls of the structure will be noted on construction plans.

FINDING: The factors listed in Subsection I(4) must be “fully considered” in a variance decision. Because the building footprint will not change, there is no increase in the flood risk factor described in Subsection I(4)(j). This factor should be considered neutral to the variance decision.

RMC 12.04.090I(4)(k) COSTS OF PROVIDING GOVERNMENTAL SERVICES:

The project will involve upgrades to utility connections, such as electrical and water systems, but will not otherwise affect the provision of governmental services such as public utilities and public streets. Therefore, the “costs of providing governmental services during and after flood conditions” will be unchanged by the project.

FINDING: The factors listed in Subsection I(4) must be “fully considered” in a variance decision. Because none of the public utilities, streets, or other facilities or services will be affected by the project, there will be no increase to the cost of governmental services as set forth in Subsection I(4)(k). This factor should be considered neutral to the variance decision.

RMC 12.04.090I(4)(l) EFFECTS OF FLOOD DAMAGE ON INDIVIDUAL PROPERTY OWNERS:

The project will convert the building from commercial to residential use. Residential inhabitants no doubt experience flood damage differently than office workers, in ways that are difficult to quantify. However, the overall flood risk to the property will not be affected, and the property will continue to be owned by HADCO. The conversion from office to residential use will result in building contents with a lower dollar value. For example, the National Flood Insurance Program limits contents coverage to \$500,000 in commercial buildings, compared to \$100,000 for one- to four-family residential buildings. Thus the effects of flood damage on individual property owners, in terms of economics, will be ameliorated by the project. In addition, HADCO will follow its usual practices for residential tenants: HADCO will insure the building, as well as adjacent buildings, against flood damage; will encourage tenants to purchase renter’s insurance to cover building contents; and will provide specific information about and referrals to insurance

providers. On balance, therefore, the “effects of flood damage on individual property owners” will likely be improved by the project.

FINDING: The factors listed in Subsection I(4) must be “fully considered” in a variance decision. Because the building footprint will not change, there is no increase in the flood risk factor described in Subsection I(4)(I), but the economic effect on the owner of damage to the building’s contents will be lower. This factor should be considered neutral to the variance decision.

APPLICABLE CRITERIA UNDER SECTION 12.04.090(S):

(3) MINIMUM NECESSARY:

HADCO has secured a private grant to fund the conversion of a vacant office building to a four-unit apartment for low-income residential use. In the short term, the project will provide additional, much-needed affordable housing within the City of Roseburg. In the long term, the project will serve as critical transitional housing during construction of HADCO’s Future High-Density Housing Project. While it is not physically or financially feasible for the initial project to comply with flood elevation requirements, the Future High-Density Housing Project will be fully compliant. That means that 60 residential units, most of which are located within the SFHA, will be replaced with buildings that not only provide more affordable housing but are constructed to meet the elevation requirements of the Floodplain Overlay rules, Section 12.04.090(Z). For greater detail about the Future High-Density Housing Project, please refer to the attached materials.

FINDING: Section 12.04.090(S)(3) requires that a variance from floodplain regulations must represent the minimum action necessary to afford relief. This project is a short-term contribution to the city’s need for affordable rental housing but does not represent a permanent exemption from elevation requirements. Because the variance is an interim measure to help facilitate the Future High-Density Housing Project, this project meets the “minimum necessary” criterion.

(4)(a) GOOD AND SUFFICIENT CAUSE:

HADCO has secured a private grant to fund the conversion of a vacant office building to a four-unit apartment for low-income residential use. The grant is not sufficient to fund the upgrades necessary to bring the building into compliance with elevation requirements under Section 12.04.090(Z), even if such upgrades were feasible. More importantly, the characteristics of the building and the property itself make compliance impracticable or impossible. For example, one method of increasing a structure’s bottom-floor elevation is to lift the building and construct a new foundation underneath, supported by fill, pilings, or extended foundation walls. See FEMA, “Homeowner’s Guide to Retrofitting” § 5.0 (FEMA Publication P-312) (June 30, 2014). However, the project building is constructed on a slab foundation and has been enlarged by three additions. These factors make elevation of the structure impossible. See Letter from Pinnacle Engineering, Inc. Another method of meeting elevation requirements is to remove the roof and add an upper floor, converting the lower floor into a parking or storage area. See “Homeowner’s Guide to Retrofitting” § 5.1.5. Besides being cost-prohibitive, this alternative is not feasible for the project building for two reasons. First, according to HADCO’s engineer, the three additions and the complicated roof configuration would make lifting the roof impossible. Second, the narrow distance between the building and the property line (to the north) and the adjacent building (to the west) make it unlikely that heavy equipment will be able to gain access. See Letter from Pinnacle Engineering, Inc. **Exhibit 3** In lieu of these alternatives, HADCO believes

the best solution is a long-term, comprehensive one: With construction of the Future High-Density Housing Project, ***all*** non-compliant structures will be demolished and replaced with higher-density housing that will be fully compliant with elevation requirements.

FINDING: Section 12.04.090(S)(4)(a) requires an applicant to demonstrate “good and sufficient cause” for a variance. This project represents a short-term, partial solution to Roseburg’s housing shortage and allows HADCO to make use of its property despite the practical, spatial, and structural impediments that prevent elevating the existing building. Given the limitations of the property and the building, this project meets the “good and sufficient cause” criterion.

(4)(b) NO INCREASE IN FLOOD-RELATED RISKS:

None of the outside walls of the project building will change with conversion to residential use. See Sheet No. A3.0 of the Pinnacle Engineering plan set. Therefore, the project will have no effect on flood risk factors. Nevertheless, HADCO is instituting specific measures to address flood-related risks. First, HADCO will follow its usual practices for residential tenants: HADCO will insure the building, as well as adjacent buildings, against flood damage; will encourage tenants to purchase renter’s insurance to cover building contents; and will provide specific information about and referrals to insurance providers. Second, HADCO is developing a “Renter’s Flood Response Manual” that will instruct tenants about how to protect against flood hazards and what procedures to follow during a flood event.

FINDING: Under Section 12.04.090(S)(2), a variance may not be issued “within any designated floodway if any increase in flood levels during the base flood discharge would result.” This project is not located within a designated floodway and will not increase flood levels. Under Section 12.04.090(S)(4)(b), a variance must not increase flood heights, pose additional threats to public safety, result in extraordinary public expense, create a nuisance, cause fraud or “victimization of the public,” or conflict with local laws. This project will not increase or affect any of the risk factors associated with flooding. With the grant of a variance from floodplain regulations, this project will pose no conflict with local laws or ordinances. This project meets the “no increase in flood-related risks” criterion.

(5) PROPERTY CONDITIONS AND CHARACTERISTICS:

Although the project’s funding is relevant to this application, it is the property itself that must justify a variance. Here, the characteristics of the building and the property, and especially the building’s proximity to the adjacent duplex, make elevation of the building infeasible, as discussed above (see “Good and Sufficient Cause”). Another factor relevant to this application is HADCO’s long-term plan to construct the Future High-Density Housing Project, in which ***all*** non-compliant structures will be replaced with higher-density housing that will be fully compliant with elevation requirements.

FINDING: Section 12.04.090(S)(5) provides that variances must pertain to “a physical piece of property” rather than to “the structure, its inhabitants, economic or financial circumstances.” This project is unique with respect to this requirement because HADCO owns the entire Rosewood Homes development. Although Subsection (S)(5) specifies that the “structure” is not determinative in justifying a variance, here the proximity of the structure to the rest of the development is relevant. If the project building were located on a separate parcel, the spatial constraints that limit the use of heavy equipment, for example, would be factors in the variance request. If the structure could not be elevated, it would have to be demolished and rebuilt in

order to comply with floodplain regulations. To do so, however, would require that the adjacent building be demolished as well. Until HADCO begins construction of the Future High-Density Housing Project, demolishing existing duplexes, currently occupied by families, makes little sense. Therefore the structure as well as the property is relevant, and the project meets the “property conditions and characteristics” criterion.

IV. CONCLUSION

Staff declines to recommend whether to approve or deny the subject application. Variance to floodplain standards is allowable under Roseburg Municipal Code as well as Code of Federal Regulations. RMC provisions for granting variance to floodplain standards comply with applicable Federal floodplain standards, including procedures and criteria recommended by National Flood Insurance Program requirements. The applicant has provided justification for the variance based on these criteria.

Staff recommends that if approved, conditions of such approval as shown below be attached to the decision and made part of the permanent record of the property.

Recommendation 1 records the findings document as a covenant to the HADCO property (R14097). Recommendations 2, 3, 5, and 7 protect the existing structure and minimize flood damages during base flood events and create no additional threats to public safety. In addition, variances to floodplain standards will result in increased flood insurance premiums for the subject structure. Conditions 4 and 6 document HADCO’s future intent to redevelop the entire site, including the subject building, in compliance with Roseburg Municipal Code standards for floodplain development.

V. ORDER

Based on the conclusion and findings above, the Roseburg Planning Commission hereby grants a variance to RMC allow for an internally illuminated sign within the PR zone as is currently prohibited in RMC 12.04.090(E) Floodplain Overlay Substantial Improvement Standards. This approval is subject to the following conditions:

1. Owner will record covenant to title of site (R14097) restricting variance requests to current application.
2. Recommendations from Pinnacle letter regarding reinforcing existing walls to withstand flood pressures shall be added to plan sheets at time of submittal for site review and building permits for the subject building at 902 W Stanton.
3. Notes to be added to redevelopment plan for 902 W Stanton that newly installed electrical & mechanical shall be elevated minimum 1 foot above base flood elevation.
4. During construction of future high density housing project all non-compliant structures on HADCO properties (R14097) will be demolished or made compliant.
5. HADCO will provide draft Renters Flood Response Manual to City prior to final inspection of this property at 902 W Stanton.
6. This variance is not a permanent exemption – this structure at 902 W Stanton will be removed at time of redevelopment
7. Provide proof of flood insurance for this structure at 902 W Stanton prior to final inspection and certificate of occupancy.

This approval shall be void after one (1) year, unless substantial construction pursuant thereto has taken place. However, the Community Development Department may extend this authorization for an additional period not to exceed one year, upon written request.

This administrative approval will become final fourteen (14) days from the date of this decision on July 30, 2019 at 5:00 p.m., unless an appeal is submitted pursuant to RMC 12.10.010(Q). No permits can be issued until after the appeal period has ended. If you have any questions, or wish to discuss the matter further, please feel free to contact the Community Development Department at 541-492-6750.

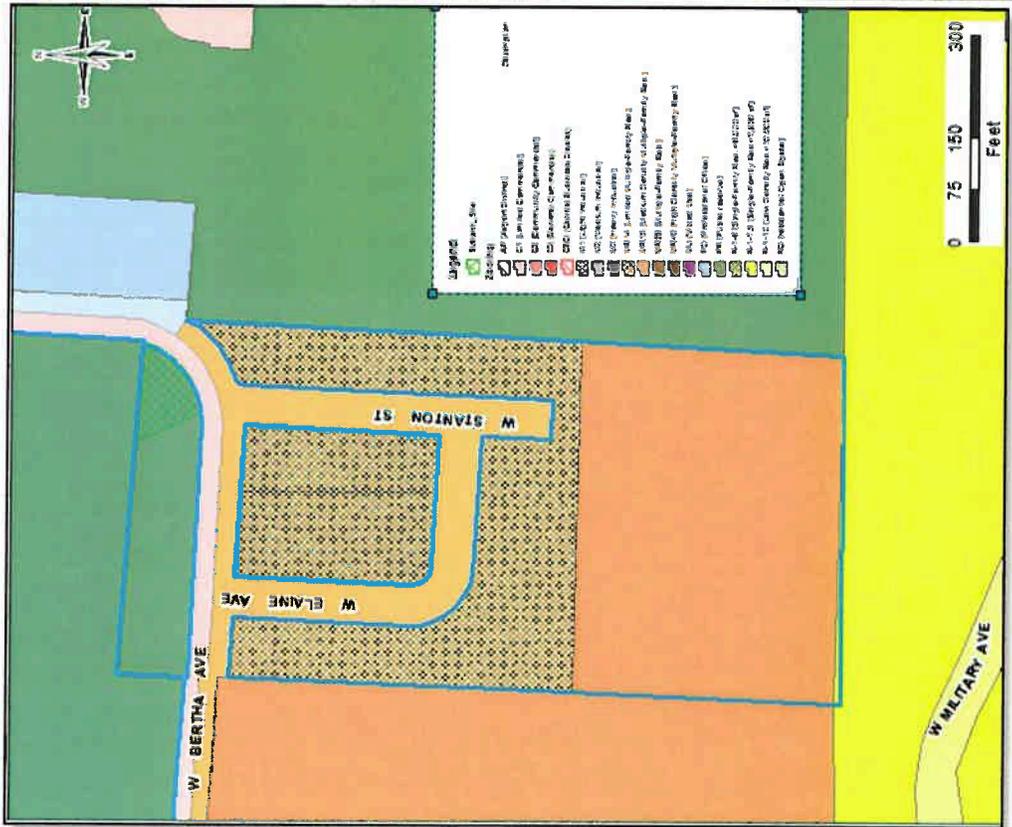
Ron Hughes, Planning Commission Chair

Teresa Clemons, CFM Associate Planner

Date

Planning Commission:
Ron Hughes, Chair
Daniel Onchuck, Vice Chair
Kerry Atherton
Shelby Osborn
Victoria Hawks
John Kennedy
Ron Sperry

EXHIBIT 1



Zoning Overall Site with Subject Site Hatched Green



Aerial Photo with Floodplain Overlay Overall Site View Showing Subject Property Hatched Green



5 June 2019

Revised 6/24/19 – Revisions in Bold Italics

Housing Authority of Douglas County (HADCO)
1000 W Stanton Street
Roseburg, OR 97471

Attn: Janeal Kohler

Re: Old Administrative Building Renovation
Feasibility of Raising Structure

Dear Mrs. Kohler,

As requested, Pinnacle Engineering, Inc. (PEI) has prepared construction renovation drawings for the old administrative building located at 902 W Stanton Street in Roseburg, OR.

Background

The purpose of the construction drawings is to eventually repurpose the structure into accessible housing. In this particular scenario, the renovation changes the use and occupancy of the structure. Due to these changes, the Douglas County Building Department is requiring the floor of the structure to be one foot above the base flood elevation.

The current finished floor elevation is below the base flood elevation.

Structure

The original structure built in the 1950s is a wood framed structure consisting of conventional wood framed walls with roof trusses. The floor to the structure is a concrete slab on grade. Since the original construction of the building, three additions have been added to the structure to create a single structure with a total square footage of approximately 2,850 square feet.

Feasibility of Raising the Structure

There are several conditions that are present with the existing structure that make raising the structure above the base flood elevation not feasible.

The first condition is due to the nature of the structure and how it was constructed. Because the structure is situated on a slab on grade, it would be extremely difficult to install beams beneath the structure for the purpose of raising it. The structure itself would need to be raised in order to install beams beneath the wall framing of the structure making it almost impossible.

The second condition is due to the amount of additions that have been incorporated into the structure. If it were somehow feasible to install lifting beams beneath the structure, raising the

Pinnacle Engineering, Inc. Email: matt@pinnacleengineeringinc.com	3329 NE Stephens St. Roseburg, OR 97470	Phone (541) 440-4871 Fax (541) 672-0577	Page 1 of 3
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structure in one whole piece would be a very difficult task to complete. Not knowing how the walls are fastened to each other at each of the additions would cause a significant amount of design work to take place in order to accomplish the task.

Condition number three is due to the placement of the structure itself. Because the structure is situated in very close proximity to two additional structures, there is very little access for the equipment that would be required to install the lifting beams and for the lifting equipment itself. Lifting the structure in a single unit would require the use of a fairly large crane. With the structure situated on a fairly narrow street access for the crane would be very limited.

Condition number four is due to cost. In order for this project to be feasible for HADCO, we need to keep the overall construction cost as low as possible. Without having to raise the structure HADCO is already trying to squeeze this project in on a very tight budget. Adding additional costs for raising the structure would cause the overall cost of the project to exceed the project budget by a large margin.

Feasibility of Raising the Roof

Much like the conditions that make raising the entire structure not feasible, the same (or similar) conditions affect raising the roof of the structure.

Due to the construction of the roof in many stages and additions, raising the roof of the structure would require demolition of the entire roof and replacing the roof after the wall height is increased. This type of construction, including the interior renovation would likely exceed the cost for building a new structure, making the process not feasible.

Structure Ability to Resist Flood Waters

The flood waters that would affect the structure are not expected to be turbulent. The water that would flood the area around the structure would be from overflow of storm drains and standing water from excessive rainfall that has not yet drained to the river. With this in mind, the structure will likely have the strength to resist the flood waters; however, some strengthening of the walls may be required. If strengthening the walls is required, it is anticipated that it will be able to be done relatively easily without increasing the overall cost of the renovation by a significant margin. Strengthening can happen multiple ways but it would be easiest to add additional wall studs or wall sheathing in locations that would require strengthening.

Thought and consideration has been put in to making the building flood resistant, however, making the openings flood resistant would be the largest issue. An impermeable liner can be installed at the exterior and/or interior of the structure but it still does not make the structure flood resistant. Making the structure flood resistant would add significant cost to the project. There are areas that can be lined to protect the framing of the structure from damp rot/mold; however, eliminating the possibility of damp/rot mold is not feasible for an existing structure.

Conclusions

Due to the type of construction, placement of the structure and the additions to the structure, raising the structure would not be a viable option. The chances of causing serious damage to the structure during the lifting process is very high due to the amount of unknown variables within the structure. With additional structures within close proximity to the structure there is also a good chance that damage could be caused to one of the nearby structures.

It is our opinion that raising the structure would not be possible nor would it be safe.

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Strengthening the structure to be able to withstand the force of flood waters is much more feasible. A wall strengthening plan should be developed as part of the construction process in the event that this project moves forward into construction/renovation

Limitations

The referenced site observations were performed for you, at your request and were conducted specifically within the existing structure. There are no intended third party beneficiaries to this report. Subsequent users of this report should be so notified.

Our conclusions are based on the actual areas observed. Our firm warrants only that our methods of analysis and conclusions conform to currently accepted practice of other engineering and geotechnical engineering professionals of similar experience employed on engagements of similar complexity in the area at the time of service. No other warranty is expressed or implied.

The analyses, conclusions and recommendations contained in this report are based on site conditions as they presently exist and assume that the foundation soils are typical of those visible at the surface. If, during construction, subsurface conditions different are observed or appear to be present beneath any excavation, we should be contacted immediately so that we can review these conditions and reconsider our recommendations where necessary.

We appreciate the opportunity to assist you on your project. If you have any questions or, if we may be of further assistance, please do not hesitate to contact us.

Pinnacle Engineering, Inc.

Matt Keller, PE, CSI.
Project Engineer
President

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EXHIBIT 3



Exterior View of Subject Structure

EXHIBIT 4



5.0 Elevating Your Home



One of the most common retrofitting methods for homes is elevation. When a home is properly elevated, the living area should be above most flood levels. Several elevation techniques are available. In general, they involve lifting the home and building a new foundation or extending the existing foundation below it, or leaving the home in place and either building a new elevated floor system within the home or adding a new upper story and converting the ground level to a compliant enclosure.

During the elevation process, most frame, masonry veneer, and masonry homes are separated from their foundations, raised on hydraulic jacks, and held by temporary supports while a new or extended foundation is constructed below. The living area is raised so that only the foundation remains exposed to flooding. This technique works well for homes originally built on basement, crawlspace, and open foundations. When homes are lifted with this technique, the new or extended foundation can consist of continuous walls or separate piers, posts, columns, or piles. Masonry homes are more difficult to lift, primarily because of their design, construction, and weight, but lifting these homes is possible. In fact, numerous contractors throughout the United States regularly perform this work.

A variation of this technique is used for frame, masonry veneer, and masonry homes built on slab-on-grade foundations. In these homes, the slab forms both the floor of the home and either all or a major part of the foundation. Although elevating these homes with the walls and slab attached and lifting them together may appear easier, this may not be a viable option. A slab-on-grade home should be inspected by a structural engineer to determine whether the slab is sufficient to support the house without being continuously supported by the soil it was designed to sit on top of. If the slab isn't strong enough to be lifted, the walls can be elevated and a new wood floor system constructed.



NOTE

Always use a licensed, bonded, and insured contractor for elevation projects. Be sure that your contractor has experience with elevation projects and understands the considerations discussed in Section 5.1. Prior to hiring a contractor, be sure to check references.

For masonry homes on slab-on-grade foundations, an alternative mitigation technique in which the home is left on its original foundation may be easier. This technique involves removing the roof and raising the living space, either by extending the walls of the home and raising the floor or by abandoning the lower level and moving the living space to an existing or newly constructed upper floor. Another alternative for homes with high ceilings may be to shift the floor system on the upper floors reducing the ceiling height, but creating space above the BFE to construct a new first floor. The abandoned lower enclosed area is then converted to a compliant enclosure that is used only for parking, building access, or storage. See Section 5.2.2 for more information.

EXHIBIT 5