

S.C.
7/29/19

CITY OF ROSEBURG
PLANNING COMMISSION
Monday, August 5, 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. July 15, 2019 – Planning Commission Meeting
- IV. AUDIENCE PARTICIPATION: See Reverse for Information
- VI. PUBLIC HEARING
 A. CPA-19-001 – Housing Needs Analysis [Legislative Amendment]
- VII. BUSINESS FROM STAFF
 A. Director’s Report
- VIII. BUSINESS FROM THE COMMISSION
- IX. NEXT MEETING – September 16, 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
July 15, 2019**

CALL TO ORDER

Chair Hughes called the regular meeting of the Roseburg Planning Commission to order at 7:00 p.m. on Monday, July 15, 2019 in the Roseburg City Hall Council Chambers, 900 SE Douglas Avenue, Roseburg, Oregon.

Commissioner Atherton shared he received his two gallon blood donation badge and encouraged everyone to donate. Blood donations are always needed and very important.

ROLL CALL

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

Absent-unexcused: Commissioner Ron Sperry.

Others present: Community Development Director Stuart Cowie, Associate Planner John Lazur, Associate Planner Teresa Clemons, Department Technician Chrissy Matthews, Steve Loosley and Craig Jackson with Umpqua Community College (UCC), Jennie Bricker and Janeal Kohler with Housing Authority Douglas County (HADCO).

APPROVAL OF MINUTES

Commissioner Atherton moved to approve the May 6, 2019 minutes as presented. The motion was seconded by Commissioner Onchuck and approved with the following votes: Chair Hughes, Commissioners Atherton, Hawks, Kennedy, Onchuck, and Osborn voted yes. No one voted no.

AUDIENCE PARTICIPATION – None

PUBLIC HEARING LUDR-19-003-Public/Semi Public uses in the Central Business District (CBD) [Legislative] and V-19-004 Variance to Parking Standards in the CBD [Quasi-Judicial]

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

No conflicts were declared by the Commissioners.

Chair Hughes advised the Commission file LUDR-19-003 Public/Semi Public uses in the Central Business District (CBD) [Legislative] and V-19-004-Variance to Parking Standards in the CBD [Quasi-Judicial] will be reviewed together.

Mr. Cowie introduced Craig Jackson, Umpqua Community College (UCC) Athletic Director and Steve Loosley, UCC Board of Education Chair to the Commission and advised one or both may speak tonight if the Commission has questions for them regarding the proposed dormitory and athletic training facility for Umpqua Community College. Mr. Cowie reiterated Roseburg's housing shortage and the need for student housing as well as single and multi-family housing.

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

No agency or public comments were received prior to the hearing.

Mr. Cowie presented the staff report stating public and semi-public buildings such as government buildings, churches, non-profits, etc. have historically been central to downtowns throughout Oregon and the nation. 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. Roseburg 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.

Umpqua Community College is also requesting 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. The Flegel Center at 1034 SE Oak Street would be used to house 35 members of the men's baseball team. 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 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 which is located approximately 450 feet from the Flegel Center. 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 Municipal Code does not list parking standards for dormitories.

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 parking standards should require 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 at the dormitory facility, which means that 19 off-street spaces will be required.

There are two options to help decrease the number of required off street spaces with the CBD:

- (1) 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.
- (2) 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 CBD. 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. 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. A total of 9 additional spaces will be required. The coaches will utilize 2 on-site spaces; therefore the applicant is requesting a variance to be relieved of the seven remaining spaces.

Discussion ensued regarding the downtown parking structure utilized for student parking, metered parking, the idea of utilizing shuttle service for students and parking stickers for student's vehicles for easy identification for Park Smart patrol.

Mr. Lazur stated there is approximately 200 parking spaces available in the downtown parking garage.

Commissioner Onchuck asked staff why the public and semi-public use was excluded in the RMC. Mr. Lazur stated in staff's review a rationale for exclusion wasn't discovered. The Comprehensive Plan encourages public and semi-public uses in downtown.

Commissioner Hawks asked staff if the proposed dormitory and athletic training facility is required to be reviewed by the Historic Resources Review Commission. Mr. Cowie stated the proposed use is interior work only and is not required to be reviewed by the HRRRC; however, any exterior changes are required to be reviewed by the HRRRC.

Commissioner Osborn asked if the Flegel Center is currently occupied. Mr. Lazur stated a small sewing shop utilizes one room in the building.

AUDIENCE PARTICIPATION

Craig Jackson, 694 Moorea Dr., Roseburg, UCC Athletic Director stated due to the lack of depth with college-age students locally, students come from out of town and UCC needs to find housing to accommodate those athletes. A disadvantage with shuttle use is the athletes' fluctuating schedule ranging from early morning to late practices and their varying academic schedules. With a dormitory setting, students will be monitored by resident staff to follow the rules. UCC will have our own security staff and surveillance cameras on the outside of the building. This type of facility is the only one in Western Oregon. Other student athletes will be able to utilize training space at the facility.

Hearing no further discussion. The public hearing portion was closed. Chair Hughes asked the Commission if they wish to consider a motion first on the LUDR-19-003 Public/Semi Public uses in the Central Business District (CBD) Text Amendment and second on the V-19-004-Variance to Parking Standards in the CBD.

Commissioner Hawks stated she had further questions. She asked staff if egress, fire safety, and earthquake standards were addressed. Mr. Lazur stated, at the time UCC submits an application for site review, fire, life and safety code standards will be reviewed.

Commissioner Onchuck moved to adopt the Findings of Fact, File No. LUDR-19-003 as presented and recommend the Planning Commission recommend City Council approve the proposed Text Amendments File No. LUDR-19-003. The motion was seconded by Commissioner Hawks and approved with the following votes: Chair Hughes, Commissioners Atherton, Hawks, Kennedy, Onchuck, and Osborn voted yes. No one voted no.

Mr. Cowie stated LUDR-19-003-Public/Semi Public uses in the Central Business District (CBD) Text Amendment will be heard at the August 12, 2019 City Council meeting.

Commissioner Atherton moved to adopt the Findings of Fact, File No. V-19-004 approving the Variance as presented. The motion was seconded by Commissioner Kennedy and approved with the following votes: Chair Hughes, Commissioners Atherton, Hawks, Kennedy, Onchuck, and Osborn voted yes. No one voted no.

V-19-003 - Variance to Floodplain Standards [Quasi-Judicial]

Chair Hughes read the procedures for this Quasi-Judicial Public Hearing. He then opened the public hearing.

No conflicts were declared by the Commissioners.

No agency or public comments were received prior to the hearing.

Mr. Cowie introduced Teresa Clemons, Certified Floodplain Manager for the City. Ms. Clemons processed the Variance to Floodplain Standards application.

Mr. Cowie introduce Jennie Bricker, Attorney for HADCO and Janeal Kohler from HADCO. He briefed the Commission on the HADCO property within the Flood Hazard Area.

Mr. Cowie presented the staff report stating the project will remodel an existing commercial building into four residential units within Rosewood Homes, a 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. This project is funded by a private grant. The reconstructed building will provide critical transitional housing during HADCO's Future High Density Housing Project.

No letters of remonstrance were received by the Community Development Department by the date of the decision.

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 (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(2) requires the bottom of the lowest floor to be elevated at least one foot above the BFE. Specifically, the BFE at the site is 440.9 feet NAVO 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.

Staff declined 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.

Ms. Clemons stated the last Floodplain Variance was in 1999 when a home being constructed on NW Domenico was listed in the floodplain after the area was remapped post construction.

Mr. Cowie reported the City had a Community Rating System (CRS) rating of 8 for floodplain management but with Ms. Clemons' hard work the City's rating was upgraded to a 7 which means property owners will receive an additional 5% decrease in their insurance premium, resulting in a total discount of 15%.

All changes to the structure will be interior. The proposed isn't expanding the footprint. HADCO is going through changes to provide additional housing and update all their structures and create a higher density housing development. HADCO expressed this structure would be consider transitional housing while other surrounding structures are elevated or rebuilt over time.

Ms. Clemons reported, Matt Keller, Pinnacle Engineering's report suggested ways to reinforce areas against flood damage through the building review process.

Discussion ensued regarding housing shortage and risk factor in flooding. Ms. Clemons said there wasn't a national program when this development was built. Fremont Middle School flooded in the 1964 flood. The new maps are built on 2 foot contours which are more informational than previous versions. This area floods when the river and drainage back up. This property is a relatively small lot which would make it challenging to be able to maneuver equipment in order to lift the building to bring it above the base flood elevation.

AUDIENCE PARTICIPATION

Jeanie Bricker, Representative for HADCO, 1050 SW Sixth Ave Ste 1600, Portland OR, thanked staff for working with them through this process. She understands this is a tough ask right now; however, HADCO received a grant from Meyer Memorial to fully fund this project and this grant expires at the end of January 2020. Without this variance the funding will be lost and the structure would remain a commercial building. Staff has proposed seven conditions. HADCO agrees to six of the Conditions with a verbiage change to Condition #1 which states: Owner agrees that this Order is enforceable to (R14097) restricts variance requests to current application.

Janeal Kohler, HADCO, 1000 W. Stanton Street, Roseburg – Gave a presentation on the history of Rosewood homes, their current portfolio, and the different opportunities for housing throughout Douglas County, additional resource contribution, aging public housing stock, the condition of Rosewood homes, how HADCO proposes to address challenges,

tenant protections, discussed the possibilities of the parcel and how it can increase the density for housing.

Hearing no further questions. The public hearing was closed.

Commissioner Atherton moved to adopt the Findings of Fact with Conditions 1-7 with amending Condition #1 the "Owner agrees that this Order is enforceable to (R14097) restricts variance requests to current application, and recommend the Planning Commission approve V-19-003. The motion was seconded by Commissioner Kennedy and approved with the following votes: Chair Hughes, Commissioners Atherton, Kennedy, Onchuck, and Osborn voted yes. No one voted no. Commissioner Hawks abstained. She stated her complete Planning Commission packet didn't print; therefore, she didn't read the information before the hearing.

BUSINESS FROM STAFF

Director's Report - Mr. Cowie stated the Housing Needs Analysis will be presented at the August 5, 2019 Planning Commission meeting.

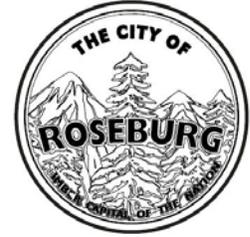
BUSINESS FROM COMMISSION – None

ADJOURNMENT - The meeting adjourned at 8:52 pm. The next meeting is scheduled for Monday, August 5, 2019.



Chrissy Matthews
Department Technician

CITY OF ROSEBURG PLANNING COMMISSION AGENDA ITEM REPORT



File No. CPA-19-001 (Legislative Amendment for the Housing Needs Analysis)

Meeting Date: August 5th, 2019

To: Roseburg Planning Commission

From: Stuart Cowie/Richard Hoffman, Community Development Department

Request: Legislative Amendment to adopt the 2019 City of Roseburg Housing Needs Analysis (HNA) as a supporting document to the Comprehensive Plan.

BACKGROUND:

The directive to update the Comprehensive Plan to include a new Housing Needs Analysis and Buildable Lands Inventory stemmed from the 2017-19 City Council Goals adopted on April 24th, 2017. One of the goals states the following, *“Support and adopt policy development and implementation to enhance housing and community development.”* In response, City Staff sought funding for a Housing Needs Analysis and Buildable Lands Inventory to act as a starting point for developing policies and actions that would specifically address city goals around housing deficiencies that the community is experiencing.

In fall of 2018, the City was awarded a grant through the Department of Land Conservation and Development to fund a Housing Needs Analysis and Buildable Lands Inventory, as an update to the Comprehensive Plan. Additional funding was acquired to address how the community might meet the housing needs of our homeless population. Shortly after receiving the funds, the work was contracted out to separate consultants, EcoNorthwest who performed the Housing Needs Analysis and Kris Smock Consulting who performed the work for the Homeless Population Study with the assistance of UCAN who staffed the operations for the Point-In-Time Count in January 2019.

PROJECT OVERVIEW:

The project consisted of six major pieces:

- 1) The project kick-off, which included establishing a steering committee of stakeholders within the community who would be tasked with providing feedback on project deliverables, determining project expectations and gathering all existing data, plans and policies related to housing to creating a baseline for the project;
- 2) The housing needs projection, which provides the statistical basis for formulating the policies and actions to address accommodating the needs for housing over the next 20 years;

3) The Buildable Lands Inventory, which identifies the amount of residential developable/redevelopable land inside of the urban growth boundary to determine the amount of available land supply for housing development;

4) The residential Land Needs Analysis, which identifies the amount of land and what type of zoning/densities are necessary to supply the needed housing over the next 20 years;

5) The Housing Policies and Actions Memorandum, which is the summary of suggested policy changes and actions the City can take in order to address the deficiencies identified within the HNA;

6) The Homeless Population Report, which was independent of the Housing Needs Analysis work, but was completed concurrently to the HNA and contains statistical data in relation to the homeless population within the Roseburg area and a summary of policy and action items the City may perform in order to address the specific issues facing Roseburg related to homelessness.

PROJECT CONCLUSIONS:

One of the key findings from the work performed during the Housing Needs Analysis indicates that Roseburg will need to provide opportunity for approximately 2,678 new dwelling units in order to accommodate the forecasted population growth of approximately 5,515 people between 2019 and 2039. New dwelling units will need to include an appropriate mix of housing types. The HNA indicates that in order to provide for the correct mix of housing types the City should plan for about 1,607 dwelling units (60%) to be single-family detached housing types, about 268 (10%) to be single-family attached housing units (duplexes), and 803 (30%) to be multifamily housing (apartments) units. The table below shows the breakdown of land available to accommodate future residential development broken out by plan designation.

Plan Designation	Capacity (Dwelling Units)	Demand (Dwelling Units)	Remaining Capacity (Dwelling Units)	Land Surplus or (Deficit) Gross Acres
Low Density Residential	2,567	1,547	1,020	352
Medium Density Residential	604	561	43	11
High Density Residential	578	550	28	3

Other key findings within the HNA include:

- Roseburg’s population is forecasted to grow at a slower rate than in the past.
- Roseburg has an existing lack of affordable housing.
- Roseburg will continue to have demand for affordable lower-income and workforce housing.
- Roseburg has a deficit of land for High Density Residential.
- Roseburg’s development occurred at relatively low densities in the 2000 to 2018 period.
- Roseburg’s Low Density Residential land base has constraints to development.

- Roseburg should take actions to address substandard housing.
- Roseburg should take actions to address homelessness.

NEXT STEPS:

The Housing Policies and Actions Memorandum provides a number of different measures the City can take to address the deficiencies identified within the Housing Needs Analyses. The City is currently working on a number of these items, which include:

- Administration of the City's Derelict/Dangerous Building Program.
- Partnership with NeighborWorks Umpqua to provide a CDBG Housing Rehabilitation Program.
- Urban Renewal Program/Incentive Packages.
- Recently Completed Accessory Dwelling Unit/Single Room Occupancy Code Updates.

If the HNA is adopted, staff anticipates working to complete several of the items from the Housing Policies and Action Memorandum. This will involve continued work on the possibility of a UGB Swap, as well as projects exploring infill development opportunities, street improvement standards, changes to the minimum/maximum lot size and density standards for our medium and high density residential zones, a cottage/clustered development code and revisions to our mixed use and commercial zones to provide more options for residential development.

In addition to the work that staff will be performing in response to the policies and actions developed from the Housing Needs Analysis, the City will continue to work on issues identified within the Homeless Population Study. Addressing homelessness issues has not been the primary goal or programmatic responsibility of the Community Development Department, however many of the "affordable housing" action items that are addressed within the Housing Needs Analysis are identified as having an impact toward our homeless population. It is anticipated that City Council will continue to play a driving role in the policies and actions taken toward larger social issues involving homelessness within our community.

OPTIONS:

1. Adopt the proposed Findings of Fact as presented, and recommend the City Council approve the Legislative Amendment.
2. Adopt Findings of Fact recommending the City Council deny the Legislative Amendment.

RECOMMENDATION:

Staff finds the proposal meets the applicable criteria for a legislative amendment and therefore recommends the Planning Commission adopt the Findings of Fact as presented.

SUGGESTED MOTION:

I MOVE TO ADOPT THE FINDINGS OF FACT AND ORDER AS PRESENTED, AND RECOMMEND THE CITY COUNCIL **APPROVE** FILE NO. CPA -19-001, ADOPTING THE PROPOSED LEGISLATIVE AMENDMENT FOR THE HOUSING NEEDS ANALYSIS TO SERVE AS A SUPPORTING DOCUMENT TO THE COMPREHENSIVE PLAN.

ATTACHMENTS:

A - Findings of Fact and Order

B - 2019 City of Roseburg Housing Needs Analysis

C - HNA Appendix 'A' - Residential Buildable Lands Inventory

D - HNA Appendix 'B' – Roseburg Homeless Population Study: Summary Report

E - June 20, 2019 Roseburg Housing Policies and Action Memorandum

(NOTE: Due to the large size of the Housing Needs Analysis, Housing Policies and Action Memorandum, and Homeless Population Study, these documents can be viewed via the City of Roseburg website at the links provided below.)

Housing Needs Analysis:

http://www.cityofroseburg.org/files/1115/6444/1859/Roseburg_HNA_Report_Final.pdf

Housing Policies and Action Memorandum:

http://www.cityofroseburg.org/files/5715/6444/1940/Roseburg_Housing_Policies_Actions_Final.pdf

Homeless Population Study:

http://www.cityofroseburg.org/files/3615/6444/1969/Roseburg_Homeless_Population_Study_-_Final_Report.pdf

In the matter of legislative action) Comprehensive Plan Amendment:
by the City of Roseburg) CPA-19-001

BEFORE THE ROSEBURG PLANNING COMMISSION

FINDINGS OF FACT AND ORDER

I. NATURE OF APPLICATION

In accordance with state statutes and administrative rules contained in OAR 660-015-0000(10), which requires jurisdictions maintain a Housing Element within the Local Comprehensive Plan consistent with the guidelines of Goal 10. The Housing Goal states, in part: *“Buildable lands for residential use shall be inventoried and plans shall encourage the availability of adequate number of needed housing units at price ranges and rent level which are commensurate with the financial capabilities of Oregon households and allow for flexibility of housing location, type and density.”* The City has initiated a legislative amendment to the Comprehensive Plan in order to adopt the 2019 Housing Needs Analysis as a supporting document and basis for maintaining consistency with Goal 10 of the Statewide Planning Goals.

II. PUBLIC HEARING

A public hearing was held on the application before the Roseburg Planning Commission on August 5, 2019. At that hearing the Planning Commission reviewed Land Use File CPA-19-001 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 No. 2980 on December 9, 1996 and of the Roseburg Land Use and Development Regulations No. 2363, as originally adopted July 1, 1984, and re-adopted in Ordinance No. 3487 on July 24, 2017, 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.
3. The proposal consists of amending the Comprehensive Plan to adopt, by reference, the 2019 City of Roseburg Housing Needs Analysis, which in addition to the Housing Needs Analysis, also includes: 1) Residential Buildable Lands Inventory, 2) Roseburg Homeless Population Study, 3) Housing Policies and Actions Memorandum.

4. The purpose of the Housing Needs Analysis is to: project the amount of land needed to accommodate future housing needs of all types within the Roseburg Urban Growth Boundary (UGB); evaluate the existing residential land supply within the Roseburg UGB to determine if it is adequate to meet that need; fulfill state planning requirements for a twenty-year supply of residential land; and identify policy and programmatic options for the City to meet identified housing needs.

B. PROPOSAL

The City proposes a legislative amendment to the Comprehensive Plan to adopt, by reference, the 2019 City of Roseburg Housing Needs Analysis.

C. AGENCY COMMENTS

No agency comments were received as of the writing of this staff report.

D. PUBLIC COMMENTS

No written comments have been submitted.

E. PROCEDURAL

Comprehensive Plan Amendments are required to satisfy approval criteria contained within Roseburg Land Use and Development Regulation (LUDR) Section 12.10.020.

F. REVIEW CRITERIA

Pursuant to LUDR 12.10.020(F) the following criteria must be demonstrated as being satisfied by the application for approval of the Comprehensive Plan Amendment:

a) **That the amendment complies with the Statewide Planning Goals adopted by the Land Conservation and Development Commission, pursuant to ORS 197.240, or as revised pursuant to ORS 197.245.**

Statewide Planning Goal No. 1 - Citizen Involvement - To ensure the opportunity for citizen involvement in all phases of the planning process.

Finding: The City of Roseburg has and adopted an acknowledged Comprehensive Plan for the Roseburg Urban Area.

In order to implement the Citizen Involvement Chapter of the Comprehensive Plan, the City has adopted the Roseburg Land Use and Development Regulations (LUDR). Within LUDR 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 State of Oregon Revised Statutes (ORS).

Roseburg also has an established Planning Commission that is responsible to act as the conduit to the City Council on land use matters. Members of the

Planning Commission are selected through an open, well-publicized process by the City Council.

Statewide Planning Goal No. 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.

Finding: 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.)

Goal No. 10 – Housing – To provide for the housing needs of citizen of the State.

Finding: The Housing Needs Analysis (HNA) was a project funded through the Department of Land Conservation and Development (DLCD), which is also the reviewing state agency that determines consistency with the Statewide Planning Goals. The consultant, ECONorthwest, in coordination with DLCD, drafted the HNA under the guidance of OAR 660-015-0000(10), Goal 10 guidelines, and other applicable administrative rules and statutes relating to development and adoption of a Housing Needs Analysis in order to fully comply with all applicable state requirements, while still tailoring the HNA to meet and address the local housing needs of the citizens of Roseburg. In addition, periodic coordination with DLCD staff occurred prior to, during, and after completion of the project and DLCD has been provided notice of the proposed legislative amendment by way of a Post Acknowledgement Plan Amendment notification.

- b) That the amendment complies with applicable policies of the Comprehensive Plan.

Comprehensive Plan - Citizen Involvement Chapter

The Citizen Involvement Chapter of the Comprehensive Plan states the following:

“The opportunity for citizen participation in all phases of the comprehensive land use planning process by extending to all citizens and civic organizations of the Roseburg urban area, all agencies of the county, state and federal government and to special districts the opportunity to assist in the following matters: a) The formulation and development of plans, maps, surveys inventories, or other documented elements of the planning process; b) The determination of public goals and policy guidelines incorporated into the Comprehensive Plan; and c) The review, evaluation, or recommendation of change regarding any land conservation and

development action, including adoption, implementation, revision, or evaluation of comprehensive plans and ordinances. “

Finding: The City of Roseburg provided notice of this proposal as mandated through ORS requirements and LUDR by publishing the notice in the News-Review, a newspaper of general circulation. A public hearing was held in order to provide an opportunity for interested citizens to be involved, provide comments and present issues, to the Commission. The City has also posted the hearing notice on the City’s website to assist in community engagement.

In addition to the notice provided for the Planning Commission hearing, the City incorporated a citizen involvement process during the development of the Housing Needs Analysis. This included a steering committee made up of local stakeholders, who serve as housing providers or have direct involvement in Roseburg’s housing market. The committee held meetings throughout the project in order to provide critical feedback and direction. The City also hosted two public open houses during the project to engage the general public on the housing issues being experienced within our community. Agendas and meeting notes can be found within the record. Additionally, the City posted a forum on the “Speak Up” webpage in order to engage those individuals that could not attend the open houses, but wanted to provide comments related to the project.

Comprehensive Plan - Land Use and Urbanization Chapter

The Land Use and Urbanization Chapter of the Comprehensive Plan states, in part, the following:

“Provide for adequate levels of housing, services, shopping, employment, transportation and recreation facilities for the City’s residents.”

Finding: Housing is one of a several different needs considered and planned for within the Comprehensive Plan. The Housing Needs Analysis provides suggested action items the City can take to help address housing deficiencies within the community. These action items have been compiled within the “Housing Policies and Actions Memorandum”. These action items identify the most impactful solutions to plan for an adequate supply of housing for Roseburg over the next 20 years. It is important to note, that although the City may take steps to implement new action items many other outside factors will play a significant role in Roseburg’s housing development. These outside factors will hinge on things like unemployment rates, real estate prices, construction costs and general economic conditions.

Comprehensive Plan - Housing Chapter

The Housing Chapter of the Comprehensive Plan states, in part, the following:

“The City and County shall ensure an adequate supply of land suitable for development which is zoned for low, medium and high density residential uses....”

In addition, the Housing Element also contains a number of objectives that are directly applicable to the Housing Needs Analysis, provided below:

1. *“..provide residential areas that offer a variety of housing densities, types, sizes, costs, and locations to meet projected demand.”*
2. *“..provide for higher residential densities in the urban area to encourage a more compact urban growth form.”*
3. *“..provide for compatible and functional mixed use development (residential and nonresidential).”*
4. *“..encourage and support development of housing units for low and moderate income households.”*

Finding: The Housing Needs Analysis does not directly implement any individual policy and objective of the Comprehensive Plan, rather, the HNA serves as a roadmap to determine what Roseburg’s current needs are and in what methods can the City achieve or guide development to meet those identified needs. The 2019 Housing Needs Analysis provides the following conclusions regarding Roseburg’s current conditions.

1. **Roseburg’s population is forecasted to grow at a slower rate than in the past.** Roseburg UGB is forecasted to grow from 30,256 people in 2019 to 35,771 people in 2039, an increase of 5,515 people. This population growth will occur at an average annual growth rate of 0.84%.
2. **Roseburg is planning for 2,678 new dwelling units.** The growth of 5,515 people will result in demand for 2,678 new dwelling units over the 20-year planning period, averaging 134 new dwelling units annually.
3. **Roseburg will plan for more single-family attached and multifamily dwelling units in the future to meet the City’s housing needs.** Historically, about 70% of Roseburg’s housing was single-family detached. While 60% of new housing in Roseburg is forecast to be single-family detached, the City will need to provide opportunities for development of new single-family attached or Townhomes (10% of new housing) and multifamily units (30% of new housing).
 - a. The factors driving the shift in types of housing needed in Roseburg include changes in demographics and decreases in housing affordability. The aging of the Baby Boomers, and trend to smaller household sizes on average, will drive demand for renter- and owner-occupied housing, such as small single-family detached housing, townhouses, duplexes, and apartments.

- b. The aging of the Baby Boomers is likely to result in growth in single-person households, which have substantially lower income than two-person households in Roseburg. These households will need affordable, smaller-scale housing to meet their needs.
 - c. Roseburg's existing deficit of housing affordable for low- and high-income households indicates a need for a wider range of housing types, especially for renters. About 35% of Roseburg's households are cost burdened, including a cost burden rate of 55% for renter households.
 - d. Without diversification of housing types, housing affordability issues will continue to be a problem, possibly growing in the future if incomes continue to grow at a slower rate than housing costs. Under the current conditions, 869 of the forecasted new households will have incomes at or below 50% of Median Family Income (\$26,050 or less). These households cannot often afford market rate housing without government subsidy. More than 878 new households will have incomes between \$26,050 and \$62,520. These households will also need access to affordable and relatively affordable housing.
4. **Roseburg has a deficit of land for High Density Residential.** This deficit can be addressed in several ways: re-designating land from Low or Medium Density Residential to High Density Residential, increasing the densities allowed and achievable in High Density Residential, providing other opportunities for development of multifamily housing in Commercial or other mixed use zones, or all of these options.
5. **Roseburg's development occurred at relatively low densities since 2000.** The densities of housing developed in Roseburg for the 2000 to 2018 period are relatively low. The Low Density Residential (3.7 dwelling units per net acre or 2.9 dwelling units per gross acre) is a bit lower than but comparable to low density development in other rural cities. Some of the low density can be explained by the fact that much of Roseburg's vacant Low Density land is on slopes that are decreasing achievable densities. The densities in Medium Density (5.1 dwelling units per net acre or 3.9 dwelling units per gross acre) and High Density (11.1 dwelling units per net acre or 9.0 dwelling units per gross acre) are below what is typically seen in rural cities. For example, the OAR 660-038 (which provides assumptions for cities to use when developing an urban growth boundary expansion analysis) recommends that cities over 25,000 people assume that Medium Density development will occur at an average of 12 to 15 dwelling units per net acre and the High Density development will occur at an average of 20 to 33 dwelling units per net acre.
6. **Roseburg's Low Density Residential land base has constraints to development.** More than one-quarter of Roseburg's vacant land in Low Density Residential is partially vacant (247 of 885 acres). In addition, two-

thirds of Roseburg's vacant and partially vacant buildable land in Low Density Residential is on slopes of 12% to 24.9% (568 or 885 acres). Development of partially vacant land can be challenging for a number of reasons, including that it occurs when landowners are ready to subdivide and in cases where partially vacant land is on a relatively small lot (i.e., a lot smaller than five or ten acres), the amount of residential development that can occur is relatively small (and generally more expensive to build). Development on land with moderate slopes is also often more expensive because it generally occurs as lower densities (fewer dwelling units per acre) and on land without urban infrastructure where it may be more expensive to serve because of requirements for road construction or requirements for special equipment (such as pump stations). Developing new housing in these areas may be more expensive, providing fewer opportunities for development of market-rate affordable housing affordable to middle-income households. The Housing Strategy describes actions that the City can take to overcome these barriers, such as allowing a wider range of single-family housing development (such as cottage clusters), implementing a land swap of sloped land within the UGB for flat land outside of the UGB, increasing allowable densities (or setting minimum densities) and removing other barriers to development.

7. **Roseburg's mixed-use zone is industrial.** While Roseburg allows housing in some conditions in commercial zones, the City's mixed-use zone is a mixture of industrial and residential development. This combination can lead to a conflict of uses between industrial and housing, which may discourage development of mixed use housing.
8. **Roseburg should take actions to address substandard housing.** Lack of redevelopment, slow new house development, and financial barriers have impacted the quality of housing in Roseburg. Roseburg can help address housing quality concerns in a number of ways: (1) by identifying and maintaining a database of blighted homes, (2) by supporting rehabilitation with financial incentives, and (3) by working with developers and housing providers to alleviate zoning barriers to rehabilitation.
9. **Roseburg should take actions to address homelessness.** As of 2019, 204 households experienced homelessness in Roseburg. Most (74%) households experiencing homelessness have at least one household member with a disabling condition. Roseburg can address homelessness by providing opportunities to increase the supply of government-assisted affordable housing.

In order to accomplish the aforementioned goals and objectives set out within the Comprehensive Plan and the conclusions of the Housing Needs Analysis, a Housing Policies and Actions Memorandum has been included within the HNA. This memorandum outlines the potential policies and actions the City can take in order to address an adequate supply of housing for our community over the next 20 years.

These policies/actions support and promote the aforementioned policies within the Housing Element of the Comprehensive Plan and will play a major role in addressing Roseburg's housing needs over the next two decades. (See the attached Housing Policies and Actions Memorandum for the list of specific policies and actions).

IV. CONCLUSION

Based on the above findings, the Planning Commission concludes that the legislative amendment meets the criteria for approval in LUDR 12.010.020(F).

V. ORDER

Based on the Findings and Conclusions above, the Planning Commission recommends **APPROVAL** of the legislative amendments for the Housing Needs Analysis to the City Council.

Ron Hughes, Planning Commission Chair

Date

Stuart Cowie, Community Development Director

Date

Planning Commission Members:

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

Exhibits:

- A – 2019 City of Roseburg Housing Needs Analysis
- B – HNA Appendix 'A' - Residential Buildable Lands Inventory
- C – HNA Appendix 'B' – Roseburg Homeless Population Study: Summary Report
- D – June 20, 2019 Roseburg Housing Policies and Action Memorandum

(NOTE: Due to the large size of the Housing Needs Analysis, Housing Policies and Action Memorandum, and Homeless Population Study, these documents can be viewed via the City of Roseburg website at the links provided below.)

Housing Needs Analysis:

http://www.cityofroseburg.org/files/1115/6444/1859/Roseburg_HNA_Report_Final.pdf

Housing Policies and Action Memorandum:

http://www.cityofroseburg.org/files/5715/6444/1940/Roseburg_Housing_Policies_Actions_Final.pdf

Homeless Population Study:

http://www.cityofroseburg.org/files/3615/6444/1969/Roseburg_Homeless_Population_Study_-_Final_Report.pdf