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10-12-2020

CITY OF ROSEBURG
PLANNING COMMISSION
Monday, October 19, 2020 – 7:00pm
VIA ELECTRONIC MEETING

*Public Access: - Facebook Live at www.Facebook.com/CityofRoseburg
- Charter Cable PEG Channel 191*

Public comments on agenda items or specific to the Public Hearing, LUDR-20-003, can be provided via e-mail to the Community Development Department General E-mail at cdd@cityofroseburg.org prior to 4:00pm on Monday, October 19, 2020.

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
 Shelby Osborn Stephanie Newman
 Ron Sperry Jamie Yraguen
- III. APPROVAL OF MINUTES
 A. June 1, 2020 – Planning Commission Meeting
- IV. AUDIENCE PARTICIPATION: See Reverse for Information
- VI. PUBLIC HEARING
 A. LUDR-20-003 – Land Use Regulation Text Amendments [Severe Event & Severe Event Shelter]
- VII. BUSINESS FROM STAFF
 A. Director’s Report
- VIII. BUSINESS FROM THE COMMISSION
- IX. NEXT MEETING – November 2, 2020
- 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.

Persons providing comments via e-mail to the Planning Commission must include their name and address for the record, including whether or not they are a resident of the City of Roseburg. The Planning Commission reserves the right to delay any action requested until they are fully informed on the matter.

CITIZEN PARTICIPATION

Anyone wishing to provide comments may do so by e-mailing the Community Development Department General E-mail at cdd@cityofroseburg.org prior to 4:00pm Monday, October 19, 2020. The Community Development Director will provide any comments received prior to the meeting to the Planning Commission. Comments received regarding the public hearing for case file LUDR-20-003 will be read into the record during the course of the public hearing.

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

Planning Commission meetings are aired live on Charter Communications Cable Channel 191 and rebroadcast on the following Tuesday evening at 7:00pm. Video replays and the full agenda packet are also available on the City's website: www.cityofroseburg.org. This meeting is also available to view on Facebook live.

**CITY OF ROSEBURG
PLANNING COMMISSION MINUTES
June 1, 2020**

CALL TO ORDER

Chair Hughes called the regular meeting of the Roseburg Planning Commission to order at 7:00 p.m. on Monday, June 1, 2020, in the Roseburg City Hall Council Chambers, 900 SE Douglas Avenue, Roseburg, Oregon.

ROLL CALL

Present: Chair Ron Hughes, Commissioners 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, and Communication Specialist Eric Johnson.

APPROVAL OF MINUTES

Commissioner Kennedy moved to approve the March 2, 2020 minutes as presented. The motion was seconded by Commissioner Onchuck and approved with the following votes: Chair Hughes, Commissioners Hawks, Kennedy, Onchuck, Osborn and Sperry voted yes. No one voted no.

AUDIENCE PARTICIPATION – None

PUBLIC HEARING File No. LUDR-20-002 - Land Use Regulation Text Amendments [Legislative Amendment]

Chair Hughes read the procedures for the Legislative Amendment hearing and opened the public hearing.

No ex-parte contact or conflicts of interest were declared by the Commissioners. Chair Hughes asked for the staff report.

Mr. Cowie stated a letter was received from the Fair Housing Council of Oregon. He provided the staff report stating staff is proposing to amend the current sidewalk code provisions, as contained in the Roseburg Municipal Code, Section 12.06.020(E) which currently requires property owners to construct or improve existing sidewalks along their property when the structural improvement increases the total gross floor area on the property. This requirement is a condition of approval before issuing a development permit. This can create challenges and financial burdens for property owners who are looking to perform a modest addition to their home.

Current sidewalk regulations were amended in 2016 in an effort to tighten the regulations that required the construction of sidewalks in new subdivisions and existing development. The regulations previous to the current standards required sidewalks to be constructed whenever a development was proposed to increase the gross square footage of the buildings on property in excess of 20%. Sidewalks in new subdivisions were required when

the dwelling was constructed on a vacant lot. These regulations were problematic for completing sidewalk networks in existing neighborhoods because developers would frequently propose small additions of 19% or less to avoid installing sidewalks.

Amendments made in 2016, through Ordinance 3459, attempted to close the "20% loophole" by requiring any development that increased the size of a structure on a property to install sidewalks. Over the last four years, the amendments have solved two of the most problematic issues. The first being incomplete sidewalk networks in new subdivisions and the second being the completion of missing sidewalks fronting commercial and industrial development. However, residential additions have become challenging due to the cost of sidewalk installation in relation to the cost of the improvement project. In many cases, installing sidewalks in older residential subdivisions include additional costs such as moving utility poles, fire hydrants, installing ADA access ramps and other personal property improvements like fences, retaining walls, and large trees.

The City has evaluated the intent of the code and how to best address the sidewalk provisions pertaining to residential property improvement and still achieve the goal of providing a complete network of sidewalks along public streets. The proposed code changes maintain the majority of the existing code, but provides an exemption to the installation of sidewalks in certain circumstances and defers them to a point in the future if the City chooses to form a local improvement district.

In order to qualify for the proposed exemption and to defer construction, the property must be: 1) A single family residence or duplex, and; 2) The structural improvement cannot increase the total floor area of all structures on the property by more than 15%. (Only structures that would require a building permit to be constructed are included in the calculation of gross square footage of structure(s) on the property), and; 3) No public sidewalks exist within 250 feet of the front property line on the same side of the street of any of the frontages. A corner lot or parcel has two or more front property lines and frontages.

The 250 feet requirement is measured from the side of the street the property is on, and the measurement does not wrap around a street corner in the case of an intersecting street.

Commissioner Hughes asked if a property owner, that doesn't meet the criteria for an exemption and chooses to sign a Local Improvement District (LID) would be provided the cost of constructing the sidewalk improvements.

Mr. Cowie stated the cost of the improvements cannot be anticipated at the time the LID is signed since the LID may or may not transpire until a future date, which could be years.

Mr. Cowie presented a power point showing examples of a required sidewalk on a non-corner lot. He stated even though the property owner's improvement is under 15% the neighboring properties have sidewalks, which would require the property owner to complete the sidewalk extension. An example of a non-corner lot that does not require sidewalks was provided as well.

In addition, staff's proposal would amend the code to allow the Public Works Director to apply discretion when determining if sidewalks are required in residential zones where topographical features, existing public utilities or similar obstructions prevent construction to standards set by the code.

A discussion ensued regarding the Public Works Director's discretion. Mr. Cowie stated the discretion that may be applied is on a case by case basis.

Commissioner Hughes asked if there is an appeal process for the property owner if they disagree with the requirement to install sidewalks.

Mr. Cowie stated there is an appeal process within the zoning standards to appeal the planning decision. The appeal goes to the City Manager and then to City Council.

Commissioner Sperry asked if economic hardship is considered as a factor.

Mr. Cowie stated economic hardship is considered but not if it's just the expense of the concrete. Staff looked at several ranch style houses and conducted an exercise evaluating the proposed amendments against a few recent site reviews. Mr. Lazur added the exercise included evaluating random areas in the City, dwellings approximately 1600 square foot median size with a 240 square foot addition and determined the proposed 15% was feasible.

A discussion ensued regarding the required percentage that would trigger a sidewalk requirement. The current standard sidewalk width is six feet. Mr. Lazur stated sidewalks are important for collector and arterial streets. Other municipalities were evaluated and found they also utilized a percentage or distance determining sidewalk requirements.

Mr. Cowie stated the Fair Housing Council's letter referenced Goal 10 and expressed concern that the proposed amendments would negatively affect the residential land supply and urged the Commission to defer approval of LUDR-20-002 until adequate Goal 10 findings are made. Mr. Cowie stated their concern is misguided since the proposed amendments do not affect the affordable housing inventory.

Commissioner Hawks asked if Accessory Dwelling Units (ADU) would trigger sidewalk improvements.

Mr. Cowie stated that if the ADU was within the existing square footage of a dwelling then it would not trigger sidewalk improvements; however, if a detached ADU increased the total floor area by more than 15% of all structures on the property, that would require a building permit, then sidewalk improvements would be required.

Mr. Lazur mentioned the amendment allowing the Public Works Director to use discretion determining if sidewalks are required in residential zones where topographical features, existing public utilities or similar obstructions prevent construction to standards set by the code, would allow the City to go through the proper street design process, if necessary, for that area. It would prevent having to remove a sidewalk that was installed because of a requirement but wasn't appropriate for a particular street design identified.

Commissioner Kennedy expressed there are situations where installing sidewalks would not make sense and the proposed sidewalk amendments are going in the right direction. Discretion from the Public Works Director may be beneficial to property owners. He doesn't want owners discouraged from improving their property.

Commissioner Hawks stated she struggles with the 15% requirement and feels 20% would be more acceptable.

Commissioner Sperry stated having the ability for the Public Works Director to mitigate some circumstances for sidewalk requirements will provide a lot of leeway.

Mr. Cowie reminded the Commission that the proposed amendments do not change the 6 foot width for sidewalk standards which are applied by the Public Works Department.

Commissioner Onchuck expressed appreciation for the common sense approach to the proposed sidewalk amendments; however, he would like to see the City prioritize where sidewalks are important and focus on those areas for installation.

Mr. Cowie shared that he would like to see a comprehensive inventory of the City streets to assist in prioritizing sidewalk installation. He stated the proposed Text Amendments went before the Public Works Commission on May 14th, in which they recommended that the Planning Commission approve and City Council adopt the proposed Text Amendments.

There was no audience participation.

Hearing no further discussion, Chair Hughes closed the public hearing and asked for a vote.

Commissioner Kennedy moved to adopt the Findings of Fact as presented and recommended the Planning Commission recommend City Council approve the proposed Text Amendments, File No. LUDR-20-002. The motion was seconded by Commissioner Sperry and approved with the following votes: Chair Hughes, Commissioners Kennedy, Osborn and Sperry voted yes. Commissioners Hawks and Onchuck voted no. Motion passed 4-2.

BUSINESS FROM STAFF - Director's Report

Mr. Cowie shared the following:

- The Community Development Department is working on a number of Community Development Block Grants (CDBG). The Block Grant for the Headstart facility recently closed. This grant provided 3 million dollars toward the construction of the expansion of the facility. Headstart provides programs for low income individuals and families and is vital to our community.
- The Housing Rehab grant is finishing up. The grant provided \$295,000 for low income home owners who qualified in the Myrtle Creek, Roseburg and Winston areas to make improvements to their home.
- The economic recovery surrounding Covid-19 briefly slowed the submission of residential and commercial site review application for the Community Development Department.
- Commissioner Kerry Atherton resigned recently due to moving from the area. The Planning Commission vacancy is posted.

BUSINESS FROM COMMISSION – none

ADJOURNMENT - The meeting adjourned at 8:15 p.m. The next meeting is scheduled for Monday, July 6, 2020.

A handwritten signature in black ink, appearing to read "Chrissy Matthews". The signature is written in a cursive, flowing style.

Chrissy Matthews
Department Technician

CITY OF ROSEBURG PLANNING COMMISSION STAFF REPORT



Land Use Regulation Text Amendments File No. LUDR-20-003

Meeting Date: October 19, 2020 **Completeness Date:** N/A **120-Day Limit:** N/A
Staff Contact: Caleb Stevens, Associate Planner
Applicant: City of Roseburg
Request: Amend the Roseburg Municipal Code to add the definition of Severe Event and Severe Event Shelter, identify appropriate zones in which a Severe Event Shelter may be located, and create parameters surrounding how a Severe Event Shelter may be established.

ISSUE STATEMENT AND SUMMARY

Staff is proposing to amend the current code provisions as contained in the Roseburg Municipal Code to define Severe Event and Severe Event Shelter. Additionally, the amendment will identify which zones will allow for a Severe Event Shelter and the parameters surrounding the way in which a Severe Event Shelter may be established including permit requirements and procedures.

BACKGROUND/ANALYSIS

The Roseburg Municipal Code currently allows for homeless shelters within the Professional Office (PO) and General Commercial (C3) zones. These facilities are typically designed to be operated by well-established non-profit organizations prepared to tackle the financial and logistical issues of creating a full-time dedicated shelter. However, homeless shelters require a conditional use permit, and given the time frames and cost involved in the conditional use permit process, homeless shelters cannot be established on short notice in response to a severe event, such as extreme weather or fire. The proposed severe event shelters would allow community based organizations to establish a shelter during an identified severe event without requiring a conditional use permit.

In addition, buildings in which a shelter may be used to provide overnight accommodations, regardless of the number of nights in which the shelter may operate throughout the year, are required to be sprinkled in order to meet fire, life and safety requirements. Retrofitting structures to meet this requirement can be cost prohibitive for organizations simply looking to provide temporary shelter, such as a warming center during extremely cold winter periods or temporary shelter for those displaced by local fires. Although buildings used as Severe Event Shelters are required to be sprinkled, the proposed code amendments enable an exemption to this standard if appropriate "fire watch" measures are implemented. This exemption will help local community organizations, operating with limited funding, to establish the use of a Severe Event Shelter in structures such as a church, gymnasium, or other commercial type structure for limited time

periods by not having to find a building that is already sprinkled or ultimately not incurring the costs associated with retro-fitting a building with sprinkler systems.

In summary, the proposed code changes allowing for Severe Event Shelters are intended to fill a gap between (1) full-time homeless shelters and (2) short term shelters for those effected by a severe event under Chapter 12 of the Roseburg Municipal Code (RMC).

The proposed Severe Event Shelter system relies in part on amendments to the Land Use Development Regulations, but also in significant part on a Severe Event Shelter Policy. The current draft shelter policy document was created through the combined efforts of the City Fire, Community Development, and Administration Departments. Much of what has been utilized has been derived from the City of Medford, who has implemented similar code provisions and policy last year. Using a policy to address specific requirements (such as the temperatures that trigger the opening of Severe Event Shelters) instead of the municipal code allows for the policy to be revised rapidly in response to lessons learned, additional input from stakeholders, or unexpected developments.

The Severe Event Shelter Policy contains applicable definitions and explains the process for obtaining approval for Severe Event Shelters. It also identifies the criteria in which an operator may open a Severe Event Shelter and provides an option in which the Mayor or City Manager may consider declaring a Severe Event in order to allow for the operation of a Severe Event Shelter. This allows, for example, the triggering temperatures to be adjusted without substantial process required to amend the Land Use Development Code. It also summarizes key Oregon Fire Code and other life-safety requirements applicable to such shelters. Finally, it describes the procedural process related to Severe Event Shelters, from preparation beforehand, through identification of a severe event, if necessary declaration of an event by the Mayor or City Manager, appropriate inspections by the Fire Marshal, monitoring, and the end of a severe event.

Although important for the Planning Commission to review the Severe Event Policy document, the purpose of the public hearing before the Planning Commission is to determine whether the proposed text amendment that accompanies the Severe Event Shelter Policy meets the requirements necessary to constitute an amendment to the municipal code. It is important to note that were the Severe Event Shelter policy to change in the future and a conflict between the policy and code were to occur the municipal code requirements for Severe Event Shelters shall take precedence.

RMC Section 12.10.020(F)(2) contains the criteria by which a proposed text amendment must be evaluated. The criteria indicate the proposed amendments must be consistent with the policies of the City's Comprehensive Plan, the Statewide Planning Goals, and other provisions of the Municipal Code. Staff has prepared written Findings of Fact and Order analyzing the proposed amendments for consistency with these criteria. The Findings of Fact and Order are attached with this Staff Report. In addition, to evaluating their consistency with the criteria identified above the Findings of Fact and Order also outline the amendments themselves and provides justification for the location of where the proposed code will be housed within the Land Use Development Regulations of the municipal code. The attached Severe Event Shelter code amendments and policy document can be used together as you study the Findings of Fact and Order to determine the proposed amendments and how staff has determined they are

consistent with applicable Comprehensive Plan policies, Statewide Planning Goals, and other provisions of the Municipal Code.

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:

Staff recommends the Planning Commission recommend City Council approve the Findings of Fact as presented. Staff also recommends the Planning Commission recommend that City Council approve the proposed Severe Event Shelter Policy.

SUGGESTED MOTION:

(1st 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-20-003.

(2nd Motion)

I MOVE TO RECOMMEND CITY COUNCIL APPROVE THE PROPOSED SEVERE EVENT SHELTER POLICY.

ATTACHMENTS:

Findings of Fact and Order
Severe Event Shelter Text Amendments
Severe Event Shelter Policy

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

I. NATURE OF AMENDMENTS

The Community Development Department proposes changes to the Land Use Development Regulations of the Roseburg Municipal Code (RMC) to define Severe Event and Severe Event Shelter. Additionally, the amendment will identify which zones will allow for a Severe Event Shelter and parameters surrounding how a Severe Event Shelter may be permitted and established.

II. PUBLIC HEARING

A public hearing was held on the proposed amendments before the Roseburg Planning Commission on Oct. 19, 2020. At the hearing, the Planning Commission reviewed Land Use File LUDR-20-003 regarding the text amendments and the file 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, recognizing both receive periodic amendments 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 City has developed the following definitions and code amendments to consider for adoption. These two definitions will be housed within the Definitions portion of the code (*Proposed LUDO Amendment 12.02.090*).

“Severe Event” means an act of nature or unforeseen circumstances that constitutes and uninhabitable living experience for individual or groups.

“Severe Event Shelter” means a temporary use within a building, typically not used as a residence, meant to provide relief during a Severe Event to individuals who are homeless or at risk of exposure to a severe event.

In addition, the proposed text amendment addresses what zones will allow for a Severe Event Shelter. They will be permitted outright (in accordance with the Severe Event Shelter Policy and proposed code criteria identified in Chapter 12.08, Supplemental Regulations, within the RMC) in the following zones: Public Reserve and Residential Open Space Districts, Residential Districts, Commercial Districts, Industrial Districts, and the Central Business District.

While Severe Event Shelters will be a permitted use in the above zones within the City of Roseburg, the criteria identified in the Severe Event Shelter Policy and proposed Section 12.08.060 will limit the type of building that will allow for a Severe Event Shelter, such as;

“...Severe Event Shelters shall be within an existing institutional building or other buildings, typically not intended for residential uses, such as a single-family or multi-family dwelling unit(s), and not currently classified as a Residential Occupancy per Building or Fire Code...” (Proposed LUDO Amendment 12.08.060).

This allows for the operation of Severe Event Shelters within public/civic buildings such as religious institutions and schools that exist within residential zones.

The proposed text amendments and Policy establishes additional standards, including permit approval procedures, operational requirements, operational periods, and standards for closing/suspending Severe Event Shelters. In order to open a Severe Event Shelter, a site plan review is required. If approved, the permit will be good for 12 months. The operational requirements are outlined in the attached draft Severe Event Shelter Policy. While the anticipation is that the majority of these Severe Event Shelters will operate under cold weather conditions during the winter months, the proposed text amendments will also allow for these shelters to operate under other dangerous circumstances, such as excessive heat and poor air quality. If there happens to be a severe event occurrence that is not defined in the proposed text amendment, the code will allow for the City Manager to declare a severe event if they deem it necessary.

The full text of the changes made in this amendment are attached.

C. AGENCY COMMENTS

No formal comments have been submitted, however extensive coordination between Fire, Administration, Legal Counsel, Douglas County Building, and other City Departments has occurred in order to establish this proposal.

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.

The proposed legislative amendments are required to be consistent with all City of Roseburg Policies and Comprehensive Plan Goals. However, the following findings are highlighting the policies and goals most applicable to the proposal.

Comprehensive Plan

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

Public Facilities and Services Policy No. 1

Facility and service planning in the Roseburg urban area shall use the Comprehensive Plan as the basis for decisions to ensure that needs of the urban area are met in a timely, orderly, and efficient manner.

Finding:

The Roseburg Municipal Code currently does not provide language that would allow for a Severe Event Shelter for individuals who are unhoused and would not have adequate facilities to provide safety in the event of a severe event or natural disaster. While public facilities may vary in the type of service they provide, the interpretation of public facility in the case of Severe Event Shelters is that of which provides a service in the form of shelter to a portion of the city's citizens that may be at-risk otherwise during a Severe Event. The current amendments align with this comprehensive plan policy by providing a specific need to the community in a timely manner that would not require an extensive and lengthy land use decision. With the probability of harsh weather giving little to no notice, this code amendment will allow for the opening and closing of these Severe Event Shelters in an efficient amount of time to best facilitate the need of the community.

Public Facilities and Services Policy No. 2

The City shall strive to improve the level of cooperation with all agencies of local, state, and federal government in order to ensure the timely, orderly, and efficient provision of all public facilities and services essential to the social, economic, and physical wellbeing of the urban area and its citizens.

Finding:

The proposed Roseburg Municipal Code amendment has been thoroughly reviewed by local agencies involved in the policies and procedures that pertain to Severe Event Shelters, including the Douglas County Building Department, the City of Roseburg Fire Department and the City of Roseburg Community Development Department. By adopting the proposed code amendments and Severe Event Shelter Policy, the City is providing a means of shelter that would be considered essential to those who do not otherwise have resources to protect themselves from severe events. Events may range from severe cold during the winter months, to more catastrophic events such as forest fires or earthquakes. Allowing for Severe Event Shelters during these types of events will contribute to the social wellbeing of the Roseburg area.

Housing Policy No. 3

The City shall cooperate with agencies for the provisions of moderate to low income housing and maintenance and rehabilitation activities in the City. Housing units pursuant to the above shall not be concentrated in any one area, but shall be dispersed throughout the City. The City of Roseburg shall encourage and insure the housing needs of moderate and low-income households be identified.

Finding:

The City of Roseburg has coordinated with agencies to draft code changes and a policy that will address and abide by regulations set forth by these agencies, specifically the Roseburg Fire Department. This coordination was necessary to ensure local and State fire code was met within Severe Event Shelters. While the proposed code amendments and provisions for Severe Event Shelters are not considered long-term/permanent housing, the use of Severe Event Shelters will provide temporary housing and shelter for individuals with minimal shelter resources that may otherwise be exposed to harsh elements of extreme weather. The City recognizes the need for these shelters and by allowing the use in all zones within the City, it will provide the opportunity for Severe Event Shelters to be established in locations around the City where needed.

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.

Finding:

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 local organizations who were affected by the lack of opportunity in Roseburg Municipal Code to operate temporary shelters to benefit unhoused individuals who may be vulnerable to severe events.

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.

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.) 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.

Statewide Planning Goal # 10 - Housing

To provide for the housing needs for the citizens of the state.

Finding:

In similar response to the City Housing Policy No. 13, the provision of housing for citizens of Roseburg, albeit temporary, during Severe Events is a positive step toward addressing a small, but vital component of the housing need in the area. In developing these code changes and plan for relief, Severe Event Shelters provide a necessary type of housing option that will be utilized by unhoused citizens during extreme weather events or other types of natural hazards. The State Housing Needs Analysis does not currently have language that addresses the need for temporary homeless housing, but it is likely to be added in the near future. By addressing this need now, the City is taking a proactive approach in confronting a portion of the overall housing need.

IV. CONCLUSION

Based on the above findings, the Planning Commissions 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

Shelby Osborn, Vice Chair

Ronald Sperry

Victoria Hawks

Dan Onchuck

Stephanie Newman

Jamie Yraguen

SEVERE EVENT SHELTER TEXT AMENDMENT

RED TEXT IS PROPOSED AMENDMENT VERBAGE

12.02.090 - Definitions.

...

“Severe Event” means an act of nature or unforeseen circumstance that constitutes an uninhabitable living experience for an individual or group.

“Severe Event Shelter” means a temporary use within a building, typically not used as a residence, meant to provide relief during a Severe Event to individuals who are homeless or at risk of exposure to a severe event.

...

12.04.020 – Public reserve and residential open space districts.

USE CATEGORY	RO	PR	STANDARDS
Specific Uses			
RESIDENTIAL			
7) Severe Event Shelter	P [2]	P [2]	12.08.060

[2] Severe Event Shelters provide short-term relief from Severe Events, such as extreme weather. Severe Event Shelters shall be within an existing institutional building or other buildings, typically not intended for residential uses, and not currently classified as a Residential Occupancy per Building or Fire Code. It is the intent of these standards to ensure that any conflicts with the Severe Event Shelters and the surrounding land uses are mitigated through the special regulations set forth in this Section 12.08.060.

12.04.030 – Residential Districts

USE CATEGORY	R10	R7.5	R6	MR14	MR18	MR29	MR40	STANDARDS
Specific Uses								
RESIDENTIAL								
11) Severe Event Shelter	P [6]	12.08.060						

[6] Severe Event Shelters provide short-term relief from Severe Events, such as extreme weather. Severe Event Shelters shall be within an existing institutional building or other buildings, typically not intended for residential uses, and not currently classified as a Residential Occupancy per Building or Fire Code. It is the intent of these standards to ensure that any conflicts with the Severe Event Shelters and the surrounding land uses are mitigated through the special regulations set forth in this Section 12.08.060.

12.04.040 – Commercial Districts.

USE CATEGORY	PO	C1	C2	C3	STANDARDS
Specific Uses					
RESIDENTIAL					
9) Severe Event Shelter	P [7]	P [7]	P [7]	P [7]	12.08.060

^[7] Severe Event Shelters provide short-term relief from Severe Events, such as extreme weather. Severe Event Shelters shall be within an existing institutional building or other buildings, typically not intended for residential uses, and not currently classified as a Residential Occupancy per Building or Fire Code. It is the intent of these standards to ensure that any conflicts with the Severe Event Shelters and the surrounding land uses are mitigated through the special regulations set forth in this Section 12.08.060.

12.04.050 – Central Business District.

USE CATEGORY	CBD	STANDARDS
Specific Uses		
RESIDENTIAL		
3) Severe Event Shelter	P ^[3]	12.08.060

^[3] Severe Event Shelters provide short-term relief from Severe Events, such as extreme weather. Severe Event Shelters shall be within an existing institutional building or other buildings, typically not intended for residential uses, and not currently classified as a Residential Occupancy per Building or Fire Code. It is the intent of these standards to ensure that any conflicts with the Severe Event Shelters and the surrounding land uses are mitigated through the special regulations set forth in this Section 12.08.060.

12.04.070 – Industrial Districts.

USE CATEGORY	MU	M1	M2	M3	STANDARDS
Specific Uses					
RESIDENTIAL					
6) Severe Event Shelter	P ^[5]	P ^[5]	P ^[5]	P ^[5]	12.08.060

^[5] Severe Event Shelters provide short-term relief from Severe Events, such as extreme weather. Severe Event Shelters shall be within an existing institutional building or other buildings, typically not intended for residential uses, and not currently classified as a Residential Occupancy per Building or Fire Code. It is the intent of these standards to ensure that any conflicts with the Severe Event Shelters and the surrounding land uses are mitigated through the special regulations set forth in this Section 12.08.060.

12.08.060 – Severe Event Shelters.

A. Purpose and intent.

Severe Event Shelters provide short-term relief from Severe Events such as extreme weather. The City of Roseburg Severe Event Shelter Policy, as adopted by Council, shall be herein referred to as “The Policy” in this section. Severe Event Shelters shall be within an existing institutional building or other buildings, typically not intended for residential uses, and not currently classified as a Residential Occupancy per Building or Fire Code. It is the intent of these standards to ensure that any conflicts with Severe Event Shelters and the surrounding land uses are mitigated through the special regulations set forth in this Section 12.08.060.

B. Definitions Pertaining to Severe Event Shelters.

When used in Chapter 12 in reference to Severe Event shelters, the following terms shall have the meanings as herein ascribed:

1. Access Point: The main point of entry and exit where users, visitors, and other persons must sign in and out to maintain security within a shelter.
2. Client(s): Person or persons who receive services from an operator of a Severe Event Shelter which shall include overnight sleeping, and may include other items established per the shelter’s operations plan.
3. Operator: The organization in charge of daily operations of a Severe Event Shelter. The operator shall be a civic, non-profit, public, faith, membership based,

or otherwise competent organization and shall be the applicant for the Severe Event Shelter. The words operator or applicant may be used interchangeably as they are one in the same.

4. Operational Period: Days in which a Severe Event Shelter are permitted to operate per the Policy.
 5. Operations Plan: The guiding document for an operator to use in determining the standards clients must adhere to in a shelter.
 6. User(s): See 12.08.060 (B)(2) client(s).
- C. Severe Event Shelter Permit Requirements.
1. In order to begin operating a Severe Event Shelter, an operator shall apply for and receive an approved Site Review permit per the Policy.
- D. General Standards for Severe Event Shelters
- The following standards shall apply to Severe Event Shelters:
1. Operational Requirements. The operator shall be required to meet the following standards as it pertains to shelter operations:
 - a. Conformance. It shall be the duty of the operator to ensure and maintain compliance with the Policy and the requirements of the Site Review Permit.
 - b. Operations Plan. An operations plan shall be required for a Severe Event Shelter. An operations plan shall include, at a minimum, items addressing client interaction, operational period, rules for shelter use and opening, facility operations and maintenance, safety and security provisions, including an emergency evacuation plan as identified in The Policy.
 2. Operational Period.
 - a. The operational period of a Severe Event Shelter shall only be permitted in accordance with The Policy.
 - b. The operator shall notify Roseburg Fire-Department each time the shelter is opening or closing.
 - c. The operator shall be required to schedule an inspection prior to operating the shelter.
 3. Standards for Closing/Suspending Severe Event Shelters
A shelter may be closed or suspended in accordance with the following procedures and criteria.
 - a. A Severe Event Shelter shall close or the operations may be suspended if:
 - i. Conditions are considered non-severe per the City Manager.
 - ii. The City Manager, or designee, has determined that it would be in the public interest to do so.
 - iii. Any safety issues are identified during an inspection, including, but not limited to fire and life safety issues.
 - iv. Any violation of the Roseburg Municipal Code and/or state or federal law occurs.
 - b. Clients of a temporary shelter, the operator, and the property owner shall be given a 24-hour notice to cease operations, unless immediate closure is necessary due to issues pertaining to fire or life safety. The owner or operator shall not be required to remove components utilized for the Severe Event Shelter if:
 - i. The shelter is closing due to condition changes per Section 12.08.060 (D)(4)(a)(i);or

- ii. The components of the shelter are customarily used for the primary use of the building.
 - c. The City Manager, or designee, may revoke a shelter's permit and the decision shall be effective immediately. Appeals of this decision shall be made to the City Council. The decision of the Council or its designee shall be final. An appeal to Council must be submitted to the City Recorder within 10-days of the date of the decision. An appeal to Council shall follow the process identified per Section 11.10.040(E-I).
- 4. Consent to Inspection of Severe Event Shelter(s)
 - a. Severe Event Shelters are subject to inspection at any time by the City to verify safe operation of a shelter.
 - i. Inspections by the City may include inspections of all portions of a Severe Event Shelter. Inspections shall be in conformance with all applicable local, state, and federal laws.
 - b. Inspections may be required prior to each opening of a Severe Event Shelter. All violations of applicable codes found through an inspection shall be resolved prior commencing operations of a Severe Event Shelter. Inspections may be required by the following City departments to verify conformance with applicable codes, prior to operations commencing:
 - i. Police Department
 - ii. Fire Department

E. Site Standards for Severe Event Shelters

The following standards shall apply to the development and use of Severe Event Shelters.

1. In residential zones, Severe Event Shelters shall be an accessory use, to institutional uses, such as a public and semi-public building and/or use.
2. In commercial and industrial zones, Severe Event Shelters may be an accessory or primary use.
3. Adequate space shall be provided for client's personal items and shall not displace required parking per Section 12.06.030 (H).
4. Access points shall have a trash receptacle that does not block the public right of way and is large enough for trash disposal during times of intake.
5. Adequate access shall be given for emergency vehicles and personnel, where applicable.
6. Operators of Severe Event Shelters shall comply with all provisions contained in the most recently approved City of Roseburg Severe Event Shelter Policy.

SEVERE EVENT SHELTER POLICY

BACKGROUND INFORMATION:

This policy has been established in coordination with the City of Roseburg Community Development Department, Fire Department and Administration Department to provide a safe solution for providing temporary shelters for sleeping purposes. This policy provides minimal guidelines to allow a building not normally designated as an R (Residential) Occupancy (use of a building, or a portion thereof, for sleeping purposes) to be used as a temporary shelter following a Fire Department inspection and approval from the Fire Marshal or designee.

OPERATIONAL REQUIREMENTS:

Notification, Application and Operational Permit:

Contact the Roseburg Fire Department and City of Roseburg Community Development Department to request information prior to opening a Severe Event Shelter. Community Development will process the request through a Site Review permit application process, and provide the applicant with a copy of this policy and applicable Fire Department forms. The Community Development Department will authorize the Site Review permit upon review and approval by the Fire Department. Occupancy shall be granted by the Fire Department upon inspection of the shelter. It is encouraged, when possible that a Site Review application for a severe event shelter be submitted a minimum of two months prior to anticipated use. The Fire Department shall be notified a minimum of 48 hours before the shelter opens to schedule a fire inspection to be completed by the Fire Marshal, prior to receiving final approval and the shelter being opened.

In the event of subsequent openings, an additional 48 hours, will need to be provided prior to each non-consecutive use of the severe event shelter. Notification shall include confirmation that the shelter is operating under the same parameters as approved within the original Site Review permit, including the number of occupants being temporarily sheltered and the expected days and times the Severe Event Shelter will be used. The Fire Marshal may require an additional fire inspection prior to the shelter being used for each non-consecutive event. For example, if the shelter opens one week, closes the next, but needs to open back up the following week.

Time limits:

An approved Site Review permit for a Severe Event Shelter is valid for a twelve (12) month period. However, a building may only be used as a severe event shelter for a maximum of ninety (90) days within the twelve (12) month period of time beginning on the first day of occupancy or as approved by the Fire Marshal. During the (12) month period shelters may operate for different severe events as long as the shelter is operating under the same parameters as approved within the original Site Review permit and subsequent inspections have occurred by the Fire Marshal authorizing occupancy.

Severe event declarations:

Severe Event Shelters may be allowed based on factors and criteria listed below. If a severe event shelter is necessary during an incident outside of these criteria, the Mayor or City Manager, or their designee, may consider declaring a Severe Event in order to allow for the operation of a Severe Event Shelter. Severe event qualifying conditions include:

- 1) Cold Weather
 - a) Forecasted low temperatures of 30 degrees Fahrenheit or less.
 - b) Forecasted temperatures at 32 degrees Fahrenheit or less, and additional factors and considerations that would reasonably cause a person to be at increased risk of exposure to cold, including:
 - i) Precipitation
 - ii) Wind
 - iii) Humidity, including dense fog
 - iv) Sustained temperature, including during the day
 - v) Consecutive days (cumulative effects)
 - vi) Overall weather patterns (e.g. precipitation, then drop in temperature)

- 2) Hot Weather
 - a) Forecasted high temperature of 102 degrees Fahrenheit or more
 - b) Forecasted temperatures of 95 degrees Fahrenheit or more, and additional factors and considerations that would reasonably cause a person to be at increased risk of exposure to heat, including:
 - i) Precipitation
 - ii) Humidity
 - iii) Wind
 - iv) Duration and potential for cumulative effects (hours per day, consecutive days)
 - v) Overall weather patterns

- 3) Air Quality
 - a) Air Quality index value of 201 or higher (very unhealthy)

Fire Watch:

During sleeping hours, a fire watch (see attached Fire Watch packet) shall be maintained continuously if the building is not equipped with automatic fire sprinklers. This means at least one responsible person shall be awake and assigned this responsibility. This duty may be rotated among a number of responsible adults during the sleeping hours. The fire watch person shall be equipped with a working flashlight and have access to a phone or carry a cell phone on their person. They shall be familiar with the building, the emergency plan, and shall be trained on procedures during an emergency.

Emergency Evacuation Plan:

All severe event shelters shall create and maintain an approved emergency evacuation plan addressing the evacuation of all occupants in an emergency event. At a minimum, the emergency evacuation plan shall contain the following:

- 1) Emergency Response Plan: Complete and review with the Fire Marshal or designees, as required.
- 2) Occupant list: A list of all occupants each night must be maintained and made available to the emergency personnel in the event of a fire or incident.
- 3) Building floor plans: Building floor plans for each floor of the severe event shelter shall be posted throughout the shelter, and shall include:
 - a) Sleeping areas clearly identified.
 - b) Room size: the square footage of all rooms of the severe event shelter
 - c) Evacuation routes: the primary and secondary egress (exit) paths from all areas of the severe event shelter
 - d) Accessible egress routes: locations shall be shown on the building floor plans
 - e) Life-safety systems: include locations for fire sprinkler system including riser room, fire alarm panel and controls, etc.
 - f) Fire alarm pull station locations
 - g) Portable fire extinguisher locations
 - h) AED (Automated External Defibrillator), if provided

Operations Plan:

All severe event shelters shall create an approved operations plan. Some of these items may be shown on the building floor plan required as part of the Emergency Evacuation Plan as long as all items required are identified and the plan is legible. At a minimum, the operations plan shall contain the following:

- 1) Sleeping areas clearly defined. This includes individual space or area provided per person (occupant) for sleeping purposes. Individual areas shall meet the following dimensions, unless other prescribed state guidelines are in place:
 - a) 4 ft. x 7 ft. if no storage area is provided. This area does not include area required for means of egress.
 - b) 3 ft. x 7 ft. if a separate storage area is provided. This area does not include area required for means of egress. This is the minimum individual area to be provided when adequate storage space is provided for storage of personal belongings. The occupants may have small items within their individual space, such as a purse or small bag.
 - c) The operators shall be responsible for maintaining egress paths free of obstructions. Markings, such as tape or another approved method, shall be provided to designate and define the exit access including aisles and exits. Markings may also be used, and are encouraged, for individual areas.
- 2) Location of storage areas. Provisions for storage shall be provided in order to maintain egress and allow storage of items that are not permitted within the shelter.
- 3) Location of restroom facilities and trash disposal. Toilets, handwashing and trash disposal shall be provided.
- 4) Standards involving how a list of the names of occupants staying for the night will be created as part of the Emergency Evacuation Plan.
- 5) Standards for client interaction and overall shelter use.
- 6) Standards surrounding the times in which the shelter will open and close.
- 7) Standards involving overall shelter operations and maintenance.
- 8) Safety and security provisions, including the following requirements:
 - a) Alcohol and drugs shall not be in possession or used.
 - b) No smoking inside. Outside smoking, if allowed, shall be in designated locations and non-combustible receptacles shall be provided. Smoking shall be a minimum of 10 ft. away from entrances, exits, windows, ventilation intakes, etc.
 - c) Potential fire ignition sources such as lighters and candles shall not be allowed in shelters, unless stored in supervised or locked storage areas.
 - d) Use of portable heaters or unvented fuel-fired heaters shall be prohibited inside. Outside use may be approved.
 - e) Separate locations or areas for different populations including families, single men, etc shall be required, unless approved otherwise.

Documentation:

Documentation of all fire safety requirements including copies of the shelter evacuation plan and Fire Watch log shall be maintained on site and shall be immediately available for review if requested by the Fire Marshal.

Life-Safety Requirements:

The following life-safety requirements apply to buildings used as a severe event shelter:

- 1) Fire sprinklers. Buildings used as severe event shelters shall be protected throughout with a fire sprinkler system, with the following exception:
 - a) Approval through the Roseburg Fire Department is required in order to locate a severe event shelter in a building not protected throughout with a fire sprinkler system; the location may only be on the first floor (with exits directly to the outside at ground level). If this exception is approved, the applicant must maintain a Fire Watch during occupancy.

Means of Egress (Exits):

- 1) All floor levels with shelter areas shall have a minimum of two means of egress (exits) from each floor level, and shall have exit signs and emergency lighting. All means of egress paths shall be maintained free of obstructions at all times. Exits from sleeping areas shall be as follows;
- 2) Sleeping areas located on the ground floor of a severe event shelter with an occupant load of 49 or less persons shall have at least one exit and at least one window qualifying as an escape or rescue window as defined by the building code.
- 3) All other floor levels used as shelter sleeping areas that have an occupant load of 10 or more persons shall have two exits from the area. The exits serving the areas shall be separated by a distance equal to at least 1/3 of the longest diagonal distance of the area.

Maximum Number of Occupants Allowed:

The maximum number of allowable severe event shelter occupants shall be calculated using an occupant load factor of one individual for every thirty-five square feet of room area. For example, a room with 980 square feet would be allowed to provide shelter for up to 28 occupants. $980 \div 35 = 28$. The occupant load shall be approved by the fire code official.

NOTE: Additional requirements will apply when the occupant load exceeds 49 people.

Smoke Alarms and Detection:

- 1) All severe event shelter sleeping areas shall be provided with approved smoke alarms or a complete approved smoke detection system.
- 2) All other areas of the building used for shelter operations shall be equipped with smoke alarms or a smoke detection system as required by the local fire code official.
- 3) Smoke alarms may be battery operated.

Carbon Monoxide (CO) Alarms and Detection:

- 1) All severe event shelter sleeping areas shall be provided with approved carbon monoxide alarms or a complete approved detection system in buildings that have a carbon monoxide source such as a heater, fireplace, furnace, appliance or cooking source that uses coal, wood, petroleum products and other fuels that emit carbon monoxide as a by-product of combustion. This would include buildings with an attached garage with a door, ductwork or ventilation shaft that communicates with the rooms intended for sleeping.
- 2) Carbon monoxide alarms may be battery powered.

Responsibilities:

The City of Roseburg will not be responsible for providing locations or staffing for Severe Event Shelters.

Severe Event Shelter Applicant/Responsible Party Contact Information:

NOTE: Please fill out this form and provide to Roseburg Fire Department.

Name: _____

Telephone Number: (Personal) _____ (Work) _____

E-mail: _____

Applicant: _____ Date: _____

(Signature)

Confidential Fire/Police Dispatch Center Information (please print):

Commercial Business Name: _____

Site Address: _____

Business Phone: _____

Names and Phone Numbers for after business hours Emergency Contact(s):

1. _____

2. _____

3. _____

Additional Information and Special Requirements:



**ROSEBURG FIRE DEPARTMENT
FIRE PREVENTION DIVISION**

fireprevention@cityofroseburg.org

700 SE Douglas Avenue
Roseburg, OR 97470
Phone (541) 492-6770

**SEVERE EVENT SHELTERS WITHOUT ADEQUATE FIRE PROTECTION SYSTEMS
FIRE WATCH PROCEDURES AND DOCUMENTATION**

Date: _____ Time: _____

Business Name: _____

Address: _____

Person Responsible for Property: _____

Telephone Number: _____

If the building being used as a Severe Event Shelter does not have an automatic fire sprinkler or automatic fire alarm system, as required in such an occupancy by the Oregon Fire Code, the Fire Code Official may require a Fire Watch be conducted while the building is being used as a Temporary Shelter. In such case, a competent adult will make regular tours of the facility in order to provide early notification of a fire or other emergency condition. This person shall have access to the 9-1-1 system at all times. (OFC Section 901.7)

If a Fire Watch is required, the person conducting such watch shall maintain a log (see below), and have that log available for review by the Fire Code Official at all times. The log shall be submitted to the Fire Code Official at the conclusion of this temporary use.

I certify that I represent the building owner and will perform the Fire Watch duties as outlined above.

Print name: _____

Signature: _____

On next page, indicate regular tours completed at least once each hour (example):

Date	6/12	6/12	6/12	6/13	6/13	6/13						
Time	9 PM	10 PM	11 PM	12 AM	1 AM	2 AM						
Initial	MG	JT	MG	RE	JT	MG						

FIRE WATCH LOG

Date												
Time												
Initial												

Date												
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For any questions or more information, call the Roseburg Fire Department, at (541) 492-6770 (during business hours) or after hours 541-580-8003.

SCAN THE COMPLETED FORM AND FORWARD IT TO THE FIRE MARSHAL – fireprevention@cityofroseburg.org