

5/13/24

CITY OF ROSEBURG PLANNING COMMISSION

Monday, May 20, 2024 at 7:00 pm

City Hall Council Chambers

Public Access: Facebook Live at www.Facebook.com/CityofRoseburg

City website at <https://www.cityofroseburg.org/your-government/commissions/planning-commission/videos>

AGENDA

1. **CALL TO ORDER**
2. **ROLL CALL**
Jaime Yraguen, Chair Matt Brady Emily Brandt Janelle James
Matthew Keller Jarrett Nielsen Shelby Osborn
3. **APPROVAL OF MINUTES**
A. February 5, 2024 - Planning Commission Meeting
B. May 6, 2024 – Joint City & County Planning Commission Meeting
4. **AUDIENCE PARTICIPATION: See Information on the Reverse**
5. **ADOPTION OF FINDINGS**
Legislative Amendment; Roseburg File No. CPA-23-002 (Urban Growth Boundary Swap)
6. **BUSINESS FROM STAFF**
7. **BUSINESS FROM THE COMMISSION**
8. **NEXT MEETING – July 1, 2024**
9. **ADJOURNMENT**

The agenda packet is available on-line at:

<http://www.cityofroseburg.org/your-government/commissions/planning-commission/>

The Planning Commission meetings can also be viewed on the City website the next day at: <https://www.cityofroseburg.org/your-government/commissions/planning-commission/videos>.

AMERICANS WITH DISABILITIES ACT NOTICE

Please contact the City Administration Office at least 48 hours prior to the scheduled meeting date if you need accommodations in accordance with the Americans with Disabilities Act. TDD users, please call Oregon Telecommunications Relay Service at 800-735-2900.

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.

Comments may be provided in one of three ways:

- In person during the meeting in the Council Chambers, Roseburg City Hall, 900 SE Douglas Ave.
- Email by sending an email by 4:00 p.m. the day of the meeting to cdd@cityofroseburg.org
- Virtually during the meeting. Contact the Community Development Department by phone (541)492-6750 or email cdd@cityofroseburg.org by 4:00 p.m. the day of the meeting to get a link to the meeting.

Provide your name, address, phone number and which item on the agenda you wish to speak.

When participating virtually, log or call in prior to the start of the meeting using the link or phone number provided.

- When accessing the meeting through the **ZOOM link**, click "Join Webinar" to join the meeting as an attendee.
- When accessing the meeting through the **phone**, call the number provided.
- All attendees will be held in a "waiting room" until called on to speak.

Persons addressing the Commission must state their name and address for the record, including whether or not they are a resident of the City of Roseburg. All remarks shall be directed to the entire Commission. The Commission reserves the right to delay any action requested until they are fully informed on the matter.

CITIZEN PARTICIPATION – PUBLIC HEARING AGENDA ITEMS

For public hearing items on the agenda you will be given an opportunity to address the Commission once the item is called. Public hearings 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 they wish to call as a witness on their 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 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 City Council and will be forwarded to them for final consideration.

CITIZEN PARTICIPATION – NON-AGENDA ITEMS

If you wish to address the Commission on a matter not on the agenda, at the appropriate time, speakers who attend in person will be called up to speak by the Chair in the order in which they signed up. Speakers on Zoom (video or phone only) will be called on to speak by the Chair in the order in which they signed up. Persons addressing the Commission must state their full name and address, including whether or not they are a resident of the City of Roseburg, for the record. All remarks are to be directed to the 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 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.

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.

CHARTER OAKS UGB SWAP
CITY PLANNING COMMISSION PACKET
MAY 20, 2024

MINUTES

February 5, 2024 Minutes – Roseburg Planning Commission
May 6, 2024 Minutes – Joint City/County Planning Commission

**CITY OF ROSEBURG
PLANNING COMMISSION MINUTES
February 5, 2024**

CALL TO ORDER

Chair Yraguen called the meeting of the Roseburg Planning Commission to order at 7:00 p.m. on Monday, February 5, 2024 in the City Hall Council Chambers.

ROLL CALL

Present: Chair Jaime Yraguen, Commissioners Emily Brandt, Janelle James, Matthew Keller, and Jarrett Nielsen.

Absent: Commissioners Matt Brady and Shelby Osborn.

Others present: Community Development Director Stuart Cowie, Senior Planner Mark Moffett and Department Technician Chrissy Matthews.

APPROVAL OF MINUTES

Commissioner Nielsen moved to approve the October 2, 2023 minutes as submitted. The motion was seconded by Commissioner Keller and approved with the following vote: Chair Yraguen, and Commissioners Brandt, James, Keller, and Nielsen voted yes. No one voted no.

PUBLIC HEARING – None

INFORMATIONAL –

Department of Land Conservation & Development (DLCD) Annual Housing Reporting.

Cowie provided information on the following. In 2018, House Bill 4006 (ORS 456.586) required cities above 10,000 in population to submit a report by February 1 of each year to DLCD indicating the total number of housing units that were permitted and total number that were produced in the previous calendar year. House Bill 2001 (2021) amended these reporting requirements to include middle housing. In 2023 additional legislation has changed local reporting requirements related to housing. This will require DLCD and Oregon Housing and Community Services to develop a comprehensive reporting program to better capture regulated affordable housing, accessible and total housing production on a statewide level.

The City utilizes the Douglas County Building Department to track the required information, and the City coordinates with the County to obtain the information for the report.

Cowie discussed permitted units and produced units for the different housing categories.

Chair Yraguen asked to clarify what affordable housing means.

Cowie stated affordable housing is federally subsidized housing regulated through the Federal agency - Department of Housing and Urban Development (HUD). During the site review process, the City asks the developer if the housing will be market rate or subsidized housing; however, the City does not regulate affordable housing.

Chair Yraguen asked if townhouse construction is required to be connected to each other.

Cowie stated they have to have a common wall. If the code were to be amended it would come before the Planning Commission.

The 2021 code was amended to update the duplex criteria. A grant was received from DLCD to develop the language to develop code for duplexes. The City has drafted some language for middle housing code which will be required once Roseburg's population reaches 25,000.

Discussion ensued regarding cluster development, planned unit development, and duplexes- which can be two detached dwellings, the need and costs associated with installing infrastructure, and the need for incentives to encourage development.

Cowie stated storm system development charges (SDC) fees are the same for all development, large or small. An item for future discussion is to evaluate SDC fees as they relate to different types of development.

Sunshine apartments utilized tax exemption, through City Council approval, instead of the urban renewal district tax deferral incentive.

Cowie stated the Ash Springs Apartment developer said he chose to develop in Roseburg due to the urban renewal district tax deferral incentive.

Commissioner Nielsen asked if there has been any incentives discussed for developing abandoned buildings.

Cowie stated some of the challenges is environmental studies that are required on some sites and how the City might assist with funding; however, there is no movement on that because the urban renewal district has a 30 year timeframe. The City has a derelict and dangerous building process to hold property owners responsible for abandoned buildings that meet the criteria, through the derelict building registration process.

Moffett discussed high density lots; however, those lots may only be developed as single family dwellings. It's challenging to get developers to build apartments and larger developments to increase housing.

Cowie stated we need housing across the board; however, since there is a housing pattern in Charter Oaks already, the City is proposing a lower density through the Urban Growth Boundary (UGB) exchange, otherwise referred to as the UGB swap.

Commissioner Brandt asked if the City has considered setting a maximum road width.

Cowie stated the City hasn't looked at a maximum road width but considered lowering the minimum road width standards, and anticipate including that in the code amendment with middle housing.

Staff discussed the struggle to utilize land for maximum development instead of minimal development.

Chair Yraguen stated he would like to revisit this topic at a later date and come up with ideas for a forum to discuss development with developers.

Moffett stated there will be housing amendments to come, possibly this summer after the UGB swap.

Cowie provided a brief update on the UGB swap stating the Department of Land Conservation Department approved the UGB application and on February 9, 2024 it was submitted to Douglas County Planning. Next steps are to set a joint County/City Planning Commission meeting, prepare notices to property owners, schedule an open house and present the final draft to the Planning Commission.

Commissioner Keller asked if the UGB swap is a direct exchange.

Cowie stated it will be a direct exchange with 673 dwelling units removed and 673 added. Troost Street will be annexed, and properties will be annexed as they are developed.

Cowie stated he will present the housing report on an annual basis to the Planning Commission.

BUSINESS FROM STAFF – None

BUSINESS FROM COMMISSION – None

ADJOURNMENT - The meeting adjourned at 8:16 p.m. The next meeting to be determined.



Chrissy Matthews
Department Technician

**CITY OF ROSEBURG
PLANNING COMMISSION MINUTES
May 6, 2024**

CALL TO ORDER

Chair Yraguen called the joint meeting of the Roseburg Planning Commission and the Douglas County Planning Commission to order at 6:00 p.m. on Monday, May 6, 2024 in the City Hall Council Chambers.

City Chair Yraguen extended a special thank you to Douglas County for being willing to hold a joint Planning Commission meeting with the City of Roseburg.

ROLL CALL

Present for City Planning Commission: Chair Jaime Yraguen, Commissioners Matt Brady, Emily Brandt, Janelle James, Matthew Keller, Jarrett Nielsen, and Shelby Osborn.

City Staff Present: Community Development Director Stuart Cowie, Senior Planner Mark Moffett, Department Technician Chrissy Matthews, City Manager Nikki Messenger, Police Chief Gary Klopfenstein, Fire Chief Tyler Christopherson, Public Works Director Dawn Easley.

Others Present: City Attorney Jim Forrester.

Present for Douglas County Planning Commission: Chair Daniel Burke, Tim Allen, Jacob Gibbs, Andrew Owens, and Michael Widmer.

County Planning Commission members Dorena Guido and Brent Atkinson were not in attendance.

County Staff Present: County Planning Director Joshua Shaklee, Planning Manager Jeff Lehrbach, and Planning Tech III Carli Schofield.

AUDIENCE PARTICIPATION – None.

APPROVAL OF MINUTES – None.

PUBLIC HEARING –

City Chair Yraguen read the procedures for the Legislative Amendment and General Rules of Conduct as referenced in the Roseburg Municipal Code and opened the public hearing.

Legislative action does not require ex-parte contact to be disclosed; however, other conflicts of interest could include a substantial pecuniary interest, or a direct personal interest that may affect a decision maker's impartiality which are required to be disclosed.

City Commissioner Brandt recused herself because she currently works for i.e. Engineering and is assigned to future projects in the Charter Oaks area, if the UGB Swap received approval.

Cowie explained the Commissioners were given the agenda packets for both the Roseburg Planning Commission and the Douglas County Planning Commission. The City received 24 letters of support, one letter of concern, and two letters of support were received after the Planning Commission packet was sent out. During the Planning Commission hearing four new

letters were received in opposition to the proposal, and three new letters were submitted in support. Both City and County staff reports identify action items based on their jurisdiction and authority, as well as, staff recommendations.

Cowie provided a Power Point presentation on the following.

Objective – Provide housing opportunity and planning for growth – how people live and work in the future.

Purpose of UGB – Cities in Oregon are required to define a UGB boundary. Housing tracts, commercial shopping, and other kinds of urban development are not allowed to sprawl past that boundary, while agricultural lands, forested areas and open space outside a UGB are preserved. A map was shown of the city's UGB to show the urban growth that happened inside the boundary.

Project Overview – City was approached by John Atkinson and Barry Serafin about 7 years ago interested in removing their large properties from the UGB due to the severe limitations to develop to urban standards because of the steep topography. They are above the city's water service elevation and would be required to develop a water reservoir which would add substantial cost. Those large properties provided an opportunity to explore a UGB Swap to expand the UGB into the Charter Oaks area. Current and proposed zoning was discussed.

Why Charter Oaks – The area has been identified for urban expansion for the last 40 years and longer, and a timeline from 1947-2008 was explained.

The State requires an evaluation for all potential areas in which the expansion could go. The City has laid the ground work for this application for the past six years. A City Council goal was to develop and implement policies to enhance housing opportunities and one of those items was to pursue the UGB swap. A Housing Needs Analysis was completed and a key finding was to pursue opportunities like a UGB swap in order to find more suitable land, more readily available for development.

Code Criteria –

- Oregon Administrative Rule
- Oregon Statewide Planning Goals
- Roseburg Urban Area Comprehensive Plan
- Roseburg Municipal Code
- Douglas County Comprehensive Plan
- Douglas County Land Use Development Ordinance

Initially large farm forest lands were evaluated but staff realized those would not work. Thirteen subareas were evaluated and due to topography and limitations of installing utilities and roadways it was narrowed to 3 subareas (Wilbur, Roseburg East/Dixonville, and Charter Oaks).

Final criteria ranking of the three subareas study showed Charter Oaks subarea had the combined lowest score for the Prioritization Analysis and Statewide Planning Goal 14. Large portions of high value farm land was removed from the exchange area in order to meet the Administrative Rule. Approximately 290 acres would be removed and 229 acres would be added. 673 dwelling units removed and 673 dwelling units added - no increase to net dwelling units.

Roseburg 2019 HNA forecasts a demand of approximately 1,875 new single family detached and single family attached units between 2019-2039. Assuming that all or a portion of the Exchange Area develops over the course of the next twenty years, the available density makes up only about 36% of the forecasted demand.

If the UGB Swap is approved, Troost Street right-of-way would be annexed from the city limits to the end of the proposed UGB. When the sewer main is installed for the area, properties adjacent to the right-of-way could annex and develop their property into the city and connect to the sewer system.

Resulting Actions -

- UGB Amendment
- De-Annexation & Annexation
- Comprehensive Plan Map Amendment & Zone Change Procedure
- Roseburg & Douglas County UGMA Amendment

Cowie read the action items for each Commission they are responsible for, which is identified in each staff report.

The County Planning Commission makes a recommendation to the Board of Commissioners and the City Planning Commission makes a recommendation to City Council.

Notices were provided to properties that may be effected differently. Notice was provided to property owners within 350' of the Serafin and Atkinson properties making them aware those properties would no longer be inside the UGB or city limits. The following different types of notices were provided: Notice to the Charter Oaks property owners currently in the UGB and the property owners within the proposed UGB, making them aware they could annex into the city limits, and to properties outside the UGB making them aware how their properties could be effected.

Multiple open houses were held in 2018, 2019 and 2024, a webpage was created on the City of Roseburg's website with all of the information, as well as, updated the City Planning Commission and City Council along the way.

Housing opportunities are impactful for more than twenty years, and impacting future generations far past 20 years. The UGB Swap can have a significant impact on housing that is absolutely necessary for the City of Roseburg.

Several letters of support were received from businesses regarding the difficulty in hiring employees due to the housing shortage and the dire need for housing. Residents of Charter Oaks expressed concerns regarding access (one way in and one way out), safety of the current constructed roadway, fire concern and the details of how the area will development. Evaluation of the area will occur as development happens.

The County and City Transportation System Plans identified secondary access points that are feasible which are a north and south connection to Melrose Road and a bridge across the river to connect to Harvard Avenue. Both access points would need further analysis to determine funding and justification of when those accesses are needed.

Safety of Troost Street is important. Annexing the right-of-way, and with the development of properties, improvements will occur to the roadway.

Jim Baird, General Manager of Roseburg Urban Sanitary Authority (RUSA), provided history on how RUSA was established. RUSA's service area is defined by the UGB. In 1967 the City paid for a study and sewer was identified in studies done in 1975 & 1977 as well. The study done in 1985 identified the most economical way was to upgrade the city's treatment plant; however, the number one selection was at the end of Troost but was not economically feasible at that time. RUSA hired i.e. Engineering to draft a design of a preliminary layout of the Loma Vista lift station and discussed the layout, as well as funding options. The study was done for feasibility.

City Commissioner Nielsen inquired about the timeline for sewer infrastructure.

Baird stated if easements could be obtained for the gravity sewer, the infrastructure for the pump station is approximately two - three years from completion.

Tyler Christopherson, Roseburg Fire Chief, addressed comments and concerns raised at the last open house regarding the fire at Felt Field, summer of 2023 and how fire response could potentially change if the properties are annexed into the city. Felt Field is not in the Roseburg Fire Department's district so they did not respond nor were they asked to respond since it is Douglas County Fire District 2 (DCFD) jurisdiction. Water supply was a significant issue in the area as the hydrant system could not keep up and water had to be trucked in which caused a significant delay.

Fire response would change for properties annexed into the city limits since there are three fire stations able to respond in a short amount of time, quicker than the Melrose Fire Station was able to respond to Felt Field. On a fully staffed day there are 12 firefighters and three Engines available to respond on scene in less than 6 minutes. Water supply would be built up when development occurs and fire flow calculation will be based on the development. Each fire department is rated on an Insurance Services Office (ISO) fire score, which determines how well the fire department can protect the community and home. 38,000 fire departments across the nation are rated on a 1-10 scale. One being best and 10 least protective, Roseburg Fire Department is rated a Class 2, and DCFD is a Class 3. Property owners may be able to have their insurance rates adjusted based on a Class 2 rating.

Kelly Sandow, Sandow Engineering, conducted a Traffic Impact Study for the UGB Swap. A Power Point presentation was provided on the following: Traffic analysis process, development specific analysis, and what improvements are needed (intersection improvements to meet standards, safety and alignment.) The City purchased property to accommodate road improvements.

City Commissioner Nielsen asked if the storm water analysis was part of the study.

Sandow stated a storm water analysis is not part of the study but would occur during the City's review when an application for development is submitted for review.

City Chair Yraguen asked how soon Troost Street would be developed if the UGB Swap is approved.

Cowie stated the initial study was for feasibility and recommendations. If a subdivision application was submitted, depending on the scale and scope, an additional traffic impact study would be required which could identify required improvements.

City Chair Yraguen asked for more information regarding design of the secondary access that would connect to Melrose Road.

Cowie stated the County and City Comprehensive Plans identify the Melrose connection as feasible but no design has occurred.

County Commissioner Allen asked if the design of the road improvements and sewer infrastructure development will take into consideration the impacts if a school were to be built in Charter Oaks in the future.

Cowie stated the purpose of the UGB Swap is to provide housing opportunity. There have been discussion with individuals wanting to develop their property as well as larger developers expressing interest. The City is researching to find state and federal funding to help accelerate the process, if possible. The Governor is pushing opportunity for funding to create housing opportunities and the City wants to be able to utilize the opportunities available.

Discussion ensued regarding future improvements.

City Commissioner Brady asked if the initial study identifies enough existing right-of-way for the recommended improvements to meet the initial needs without having to acquire additional property from private property owners.

Sadow stated there are a few undeveloped parcels that the right-of-way is a little narrow but it's generally the City's policy to require the property owner to dedicate a portion of the right-of-way.

City Commissioner James asked if the road improvements will be built to a standard to accommodate the anticipated growth even if a few developments are initially built.

Sadow stated the major collector street can handle the 673 units of development and even more.

Cowie stated staff recommended the City Planning Commission close the public hearing and request staff to prepare findings on behalf of the City Planning Commission recommending City Council approve land use actions listed in the staff report.

Jeff Lehrbach, Planning Manager for Douglas County Planning Department, stated City's staff report covered most items and summarized the County staff report stating there are several moving parts to the UGB Swap which include amendments of the following: Annexations, Zone Changes, Comp Plan Amendments, and Urban Growth Management Agreement which addresses applicable criteria from relevant portions of the City Municipal Code, Oregon Revised Statute and Oregon Administrative Rule and Statewide Planning - Goal 14 in particular. County staff encouraged the Douglas County Planning Commission, if the City Planning Commission were to recommend approval, to recommend approval including the following items.

1. Amend the UGB by removing the Serafin and Atkinson properties from the boundary and adding the Charter Oaks property to the UGB;
2. Amend the UGMA to reflect the stated changes and to include Charter Oaks in Subarea 2 of the agreement;
3. Amend the Comprehensive Plan and zoning designations for the Atkinson Property to a Rural Residential-5 (RR5) Plan designation and (5R) Rural Residential 5 zoning and the Serafin Property to a combination of Rural Residential-5 (RR5) Plan designation and (5R) Rural Residential 5 zoning, along with a portion designated as Farm Forest Transitional (FFT) with a (FF) Farm Forest zoning (See the attached maps.); and,

4. Apply County's (RS) Suburban Residential and (PR) Public/Semi-Public zoning to the Charter Oaks area (See the attached maps)

County Chair Burke commented the UGB Swap is part of the process. Since growth is development driven, a concern is to make sure and plan for the future so the roadway and infrastructure will sustain future growth.

Cowie stated as part of the City review process for development, we look at the capacity of the area and how are connections made.

County Chair Burke asked how long the City has been working on the UGB Swap process.

Cowie stated the City has been working on the UGB Swap for seven years. The City has looked at expanding into the Charter Oaks areas for 40 years.

City Commissioner Nielsen asked how the County is resolving the issue of overall reduction of exclusive farm use zones.

Cowie stated part of the analysis was to evaluate farm land and the historical farming use which identified no significant farming had occurred other than hay production. Currently only one property owner receives special farm assessment for tax purposes. The analysis showed the State's standards were met to move forward with the application.

Cowie stated the city submitted the application to DLCD and they gave a head nod to satisfy their qualification.

City Commissioner Nielsen asked if the City's municipal airport has the capacity to handle any aircraft if Felt Field were to shut down hours of operation due to complaints driven by new development in Charter Oaks. Expressed concern because Felt Field supports the local agriculture.

City Manager Nikki Messenger stated the Roseburg Municipal Airport has plenty capacity and several vacant hangars. The agricultural bi-planes seen this summer came from Roseburg Municipal Airport and not Felt Field. The airport fills up a little bit with fire apparatus during fire season; however, there is still vacancy at the south end.

County Commissioner Gibbs asked County staff if their recommendation of approval aligns with the conformance items listed in the County staff report in order to conform to the application requirements.

Lehrbach stated yes, each jurisdiction is responsible for the action items listed in both the City and County staff reports. The County's favorable recommendation, if the City Planning Commission were to recommend approval to their City Council aligns with the County's action items.

No further witnesses.

The public hearing took a break and reconvened at 7:41 p.m.

Parties in Opposition -

Donald Scheleen, 549 Cloake Street, Roseburg. Concerned with the one way in and one way out access during road and/or sewer construction.

Ann Scheleen, 549 Cloake Street, Roseburg. Concerned with the amount of land taken out of the city for the UGB Swap doesn't align with the Buildable Lands Inventory, discrepancy in the proposed low density zoning and the Housing Needs Analysis concluding there is a surplus of low density residential lands, and safety issues of one way in and one way out access.

Joe Meyer 943 Charter Oaks. Concerned with the affordable housing shortage and affordability of housing units is not part of the UGB Swap analysis. Also concerned that lack of a good secondary access is problematic and a bridge across the river from Harvard is needed.

Winslow Azpeitia, 1075 NW Broadway Street, Roseburg. Concerned with traffic safety and security with added traffic.

Gary Huhn, 969 NW Broadway Street, Roseburg. Concerned the data in the reports were collected prior to the COVID-19 pandemic, reports failed to capture seismic shifts in housing, economics, and traffic dynamics since the pandemic, wildlife habitat study was conducted prior to 1980 and lack of adequate involvement from the Charter Oaks residents in preparing the reports.

Gary Branch, 933 Charter Oaks, Roseburg. Concerned with added traffic and safety.

Neutral Parties -

Jerry Reeves, 14300 SW McKinley Dr., Sherwood, OR. Previous Roseburg resident stated he was part of the Serafin-Reeves annexation and thought everything would be ok. They were going to sign an irrevocable petition for improvement (LID). He is concerned that de-annexations in the current UGB Swap are a step back in providing housing.

Parties in Favor –

Ben Tatone, 201 Pegasus Lane, Roseburg, provided market status on houses in the city limits of Roseburg. Fifteen (15) single family vacant lots for sale and all topographically challenged. No shovel ready lots for sale. Only three (3) houses for sale 20 years old or newer under \$500,000, and only two (2) houses for sale 10 years old or newer under \$500,000. There are zero (0) active single family subdivision.

Brian Prawitz, 415 W Madrone Street, Roseburg, Executive Director for Umpqua Economic Development Partnership and former City Councilor stated from an economic development perspective the city is trailing behind other cities in Oregon when it comes to solving big issues like housing and encouraged the Commission to approve the UGB Swap.

Jered Cordon, 482 Winter Creek Lane, Roseburg, Superintendent of Roseburg Public Schools. Housing shortage is unequivocally the biggest obstacle for recruiting and maintaining talent in our community. He hires 50-60 people a year and 1/3 of those cannot find housing.

Bart Bruns, 145 Echo Canyon Lane, Roseburg, Physician, CEO of DICPA, and Chairman of Umpqua Health. On behalf of the health care industry it is extremely difficult to operate health care in recent years. Difficulty in hiring and retaining healthcare workers largely due to housing, schools and services.

Dave Larecy, 4075 Melqua Road, Roseburg, CEO of Convey & 7 Robotics. They are a local growing company and housing shortage is a major challenge in recruiting and maintaining employees.

Dominic Severson, 119 Matthew Lee Court, Roseburg, owns property included in the UGB Swap and looks forward to working with the City to help meet the need for housing.

Brennan Garrelts, 2370 NW Canterbury Street, Roseburg, Vice-President of Lone Rock Resources. Reiterated the need for housing and added the housing shortage not only effects private businesses but the risk extends to community protection as well. Douglas Forest Protection Association (DFPA) consistently struggles to recruit and fill their seasonal wildland fire fighter roster due to lack of housing.

Steve Loosley, 1940 NW Excello Dr., Roseburg. The decision before the Commission is very impactful. Discussed the City's budget as it relates to property tax revenue, labor cost increase and the lack of developable land and how that impacts the tax base and City's budget.

Kelly Guido, 957 Wilbur Road, Roseburg, owner of Umpqua Sand and Gravel. Reiterated the shortage of buildable land in Roseburg. He owns property in the Charter Oaks area and tried to farm 25 acres but was not successful due to no irrigation. The ground is not good for agriculture. It is now used for growing hay.

Vincent Gaeta, 1087 Tanglewood Lane, Roseburg, owner of Felt Field, stated he is in favor of growth. Concerned he wasn't contacted for his property to be considered in the UGB Swap, his air field getting shut down by neighbors as development grows, and getting trapped as an island.

Alex Palm – 809 SE Pine Street, Roseburg, principal of i.e. Engineering stated he gets calls every month from northwest developers and home builders wanting to come to Roseburg to develop and build housing, but Roseburg misses out on those opportunities because of the lack of developable land. The Roseburg Municipal Code dictates how development occurs, and conditions of approval for projects are put in place to help mitigate concerns.

Jody Tatone, 119 Birdy Lane, Roseburg, supports the UGB Swap in order to have affordable buildable land.

Chair Yraguen thanked everyone for attending.

Hearing no further questions City Chair Yraguen asked to entertain a motion to close the public hearing.

City Commissioner Brady moved to close the Public Hearing. The motion was seconded by City Commission Keller and approved with the following vote: City Chair Yraguen, and City Commissioners Brady, James, Keller, Nielsen and Osborn voted yes. County Chair Burke, and County Commissioners Allen, Gibbs, Owens, and Widmer voted yes. No one voted no.

City Chair Yraguen read the procedures on how the City and County would proceed independently to making their recommendations, and read the land use actions pertaining to the City Planning Commission.

County Chair Burke read the land use actions pertaining to the County Planning Commission.

With no questions or discussion, City Chair Yraguen asked for a motion.

City Commissioner James moved to request staff prepare Findings of Fact on behalf of the City Planning Commission referring the request to City Council and recommending City Council approve the following land use actions, as referenced in File No. CPA-23-002:

1. Amend the UGB by removing the Serafin and Atkinson properties from the boundary and adding charter oaks property to the UGB.
2. De-annexation of the Serafin and Atkinson properties that lie in city limits.
3. Annexation of Troost St. right-of-way to the edge of the new UGB.
4. City Comprehensive Plan Amendment for the charter oaks property to include applying the city's Low Density residential (LDR) designation to the majority of the charter oaks property and applying the Public/Semi-Public (PSP) plan designation to the 17.5-acre property owned by the Roseburg public school district.
5. Amend the Urban Growth Management Agreement (UGMA) to reflect the UGB swap and to include charter oaks in subarea 2 of the agreement.

The motion was seconded by City Commissioner Nielsen.

Discussion –

City Commissioner Nielsen commented he would like to ensure City staff has done their due diligence to protect the farm forest zone.

City Commissioner James asked about island annexation.

Cowie stated the UGB Swap is proposing to annex Troost Street right- of- way. Property owners adjacent to the right-of-way can annex and if more properties annex in the city and create an island for a property or properties, the City would evaluate those for annexing into the city limits.

City Chair Yraguen stated he found the UGB Swap application and staff report overwhelmingly thorough and a lot of thought and purpose in producing the documents. Extensive studies have been done dealing with impact. The UGB Swap should move forward for to assist with the need for essential housing.

City Chair Yraguen asked for a vote. The motion passed with the following vote: City Chair Yraguen, and City Commissioners Brady, James, Keller, Nielsen, and Osborn voted yes. No one voted no.

Cowie stated staff will prepare the Findings of Fact and the Planning Commission meeting is scheduled for May 20th at 7:00 p.m. to present the Findings of Fact to the Commission for review and adoption. City Commissioner Nielsen stated he would not be able to attend.

County Chair Burke asked for discussion. He expressed appreciation for the City and County working together. There were a lot of different items of discussion, and shared that the community expressing their voice does have an impact.

Lehrbach stated, based on the City Planning Commission's recommendation to forward their recommendation to City Council to approve the UGB Swap, the County encourages the co-adoption of the proposed UGB Swap with the County's action items identified in the record.

County Commissioner Gibbs moved to recommend the co-adoption of the UGB Swap with the four action items to the Douglas County Board of Commissioners, as referenced below.

1. Amend the UGB by removing the Serafin and Atkinson properties from the boundary and adding the Charter Oaks property to the UGB;
2. Amend the UGMA to reflect the stated changes and to include Charter Oaks in Subarea 2 of the agreement;

3. *Amend the Comprehensive Plan and zoning designations for the Atkinson Property to a Rural Residential-5 (RR5) Plan designation and (5R) Rural Residential 5 zoning and the Serafin Property to a combination of Rural Residential-5 (RR5) Plan designation and (5R) Rural Residential 5 zoning, along with a portion designated as Farm Forest Transitional (FFT) with a (FF) Farm Forest zoning (See the attached maps.); and,*
4. *Apply County's (RS) Suburban Residential and (PR) Public/Semi-Public zoning to the Charter Oaks area (See the attached maps)*

The motion was seconded by County Commissioner Allen and approved with the following vote: County Chair Burke, and County Commissioners Allen, Gibbs, Owens, and Widmer voted yes. No one voted no.

BUSINESS FROM STAFF – None

BUSINESS FROM COMMISSION – None

ADJOURNMENT - The meeting adjourned at 8:45 p.m. The next meeting is scheduled for May 20, 2024 at 7:00 p.m.

*Chrissy Matthews
Department Technician*

CHARTER OAKS UGB SWAP

CITY PLANNING COMMISSION PACKET

MAY 20, 2024

STAFF REPORT

**CITY OF ROSEBURG
PLANNING COMMISSION
STAFF REPORT**



File No. CPA-23-002

Date: May 20, 2024

To: Planning Commission
From: Stuart Cowie, Community Development Director
Subject: Legislative Action Proposal: Urban Growth Boundary (UGB) Amendment, De-annexation, Comprehensive Plan Map Amendment, Annexation & Urban Growth Management Agreement (UGMA) Amendment Request

PROJECT SUMMARY & PROCEDURES:

The City of Roseburg and Douglas County Planning Commissions held a joint public hearing on May 6, 2024 to review a city initiated legislative amendment to adjust the City's UGB through a UGB Exchange process. This process has been more commonly referred to as the UGB Swap.

The amendment, if approved, includes subsequent land use actions including de-annexations, annexations, revised comprehensive plan designations, zone changes and an amendment of the City/County Urban Growth Management Agreement (UGMA).

The public hearing enabled both written and oral testimony to be provided as part of the record. Staff provided the Planning Commissions with a report of the request and the analysis completed in order to satisfy state and local land use regulations. The City also had witnesses testify on behalf of the application, specific to their area of expertise. At the conclusion of the meeting both Planning Commissions collectively agreed to close the public hearing. Each Planning Commission then began their own separate deliberation.

The City of Roseburg Planning Commission made a motion to request staff to prepare findings of fact on behalf of the Planning Commission referring the request to City Council and recommending City Council approve the following land use actions, as referenced in file no. CPA-23-002:

1. Amend the UGB by removing the Serafin and Atkinson properties from the boundary and adding Charter Oaks property to the UGB.
2. De-annexation of the Serafin and Atkinson properties that lie in city limits.
3. Annexation of Troost St. right-of-way to the edge of the new UGB.
4. City Comprehensive Plan Amendment for the Charter Oaks property to include applying the city's Low Density Residential (LDR) designation to the majority of the Charter Oaks property and applying the Public/Semi-Public (PSP) plan designation to the 17.5-acre property owned by the Roseburg Public School District.
5. Amend the Urban Growth Management Agreement (UGMA) to reflect the UGB swap and to include Charter Oaks in subarea 2 of the agreement.

The Findings of Fact and Order document attached to this staff report constitute the findings the Planning Commission requested staff prepare on your behalf.

STAFF RECOMMENDATION:

Staff recommends the Planning Commission adopt the Findings of Fact and Order document as presented referring the request to City Council recommending Council approve the following land use actions, as referenced in file no. CPA-23-002:

1. Amend the UGB by removing the Serafin and Atkinson properties from the boundary and adding Charter Oaks property to the UGB;
2. De-annexation of the Serafin and Atkinson properties that lie in city limits;
3. Annexation of Troost St. right-of-way to the edge of the new UGB;
4. City Comprehensive Plan Amendment for the Charter Oaks property to include applying the city's Low Density Residential (LDR) designation to the majority of the Charter Oaks property and applying the Public/Semi-Public (PSP) plan designation to the 17.5-acre property owned by the Roseburg Public School District; and,
5. Amend the Urban Growth Management Agreement (UGMA) to reflect the UGB swap and to include Charter Oaks in Subarea 2 of the agreement.

OPTIONS:

- Adopt the Findings of Fact and Order as provided, referring the request to City Council with a recommendation that Council approve the UGB swap and subsequent land use actions.
- Do not adopt the Findings of Fact and Order as provided, referring the request to City Council with a recommendation that Council approve the UGB swap and subsequent land use actions.

SUGGESTED MOTION:

I MOVE TO ADOPT THE FINDINGS OF FACT AND ORDER DOCUMENT AS PRESENTED REFERRING THE REQUEST TO CITY COUNCIL RECOMMENDING COUNCIL APPROVE THE FOLLOWING LAND USE ACTIONS, AS REFERENCED IN FILE NO. CPA-23-002:

1. AMEND THE UGB BY REMOVING THE SERAFIN AND ATKINSON PROPERTIES FROM THE BOUNDARY AND ADDING CHARTER OAKS PROPERTY TO THE UGB;
2. DE-ANNEXATION OF THE SERAFIN AND ATKINSON PROPERTIES THAT LIE IN CITY LIMITS;
3. ANNEXATION OF TROOST ST. RIGHT-OF-WAY TO THE EDGE OF THE NEW UGB;
4. CITY COMPREHENSIVE PLAN AMENDMENT FOR THE CHARTER OAKS PROPERTY TO INCLUDE APPLYING THE CITY'S LOW DENSITY RESIDENTIAL (LDR) DESIGNATION TO THE MAJORITY OF THE CHARTER OAKS PROPERTY AND APPLYING THE PUBLIC/SEMI-PUBLIC (PSP) PLAN DESIGNATION TO THE 17.5-ACRE PROPERTY OWNED BY THE ROSEBURG PUBLIC SCHOOL DISTRICT; AND,
5. AMEND THE URBAN GROWTH MANAGEMENT AGREEMENT (UGMA) TO REFLECT THE UGB SWAP AND TO INCLUDE CHARTER OAKS IN SUBAREA 2 OF THE AGREEMENT.

CHARTER OAKS UGB SWAP

CITY PLANNING COMMISSION PACKET

MAY 20, 2024

FINDINGS OF FACT AND ORDER

BEFORE THE ROSEBURG PLANNING COMMISSION

FINDINGS OF FACT AND ORDER

I. NATURE OF APPLICATION

The City has initiated a legislative amendment to adjust its Urban Growth Boundary (UGB). The method being used to make the adjustment is referred to by statute as a “UGB Exchange”, but has been more commonly referred to locally during the process as the “UGB Swap”. The UGB Exchange would move the UGB line in such a way as to create no net increase in the number of possible future dwelling units that would be allowed. Two privately-owned areas would be removed from the UGB: ±91.5 acres on the hillside east of NW Daysha Drive (owned by John and Donna Atkinson) and ±198.5 acres on the hillside north of NE Barager Avenue (owned by Barry Serafin). The area to be added to the UGB is ±220 acres and is located on the west side of the City, generally bounded by the South Umpqua River and NW Troost Street, a portion of the area commonly known as Charter Oaks. The UGB Exchange results in a decrease in acreage within the UGB, but by providing more flat, easily-developed land should provide new opportunities for residential development.

The amendment includes subsequent land use actions including de-annexations, annexations, revised comprehensive plan designations, zone changes and an amendment of the City/County Urban Growth Management Agreement (UGMA). Approval must be obtained by both the Roseburg City Council and the Douglas County Board of Commissioners for specific land use action items over which their jurisdiction has control.

II. PUBLIC HEARING

A combined public hearing was held on the application before both the Roseburg Planning Commission and the Douglas County Planning Commission on May 6, 2024. At that hearing the Roseburg Planning Commission reviewed Land Use File CPA-23-002 and it was made part of the record. The Planning Commissions heard testimony from the public concerning the application. The Planning Commissions collectively made a motion to close the public hearing at the conclusion of their May 6, 2024 meeting.

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. 3497 on May 1, 2018, 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 objective of the UGB Exchange is to increase residential development capacity in order to meet Roseburg's housing goals for the next 20 years. In 2019, the Roseburg City Council set a goal to develop policies to enhance housing opportunities, which required the City to conduct an updated Housing Needs Analysis (HNA).
4. The HNA (2019, ECONorthwest), made several key findings within its conclusion that help to justify the need for a UGB Exchange:
 - A. The population of the City's UGB is forecasted to grow from 30,256 people in 2019 to 35,771 people in 2039, an increase of 5,515 people. This equates to an average annual growth rate of 0.84 percent.
 - B. The growth of 5,515 people will result in demand for 2,768 new dwelling units over the 20-year planning period, averaging 134 new dwelling units annually.
 - C. Sixty percent of the future housing type needed to meet the demand of 2,768 new dwelling units will need to be traditional single-family detached units.
 - D. Roseburg's low density residential land base in which single-family detached units are most typically constructed has constraints to development.
 - E. An Urban Growth Boundary Exchange can be a key tool in addressing the need for providing more flat and easily developable low-density residential land.

B. PROPOSAL

The proposal consists of the following land use actions:

- A. Amend the UGB by removing the Serafin and Atkinson properties from the boundary and adding Charter Oaks property to the UGB;
- B. De-annexation of the Serafin and Atkinson properties that lie in city limits;
- C. Annexation of Troost St. right-of-way to the edge of the new UGB;
- D. City Comprehensive Plan Amendment for the Charter Oaks property to include applying the city's Low Density Residential (LDR) designation to the majority of the Charter Oaks property and applying the Public/Semi-Public (PSP) plan designation to the 17.5-acre property owned by the Roseburg Public School District; and,
- E. Amend the Urban Growth Management Agreement (UGMA) to reflect the UGB swap and to include Charter Oaks in Subarea 2 of the agreement.

C. PUBLIC COMMENTS

Prior to the initial public hearing on May 6, 2024, a suite of comment letters were provided to the Planning Commissioners and the public through staff reports and hearing packets published and posted prior to the hearing. Twenty-four letters were written in support of the application and one letter of concern was submitted prior to the City Planning Commission packet being sent to the City Planning Commissioners on April 29, 2024. Two additional letters of support were submitted to staff after the packet was sent and prior to the hearing on May 6, 2024. A hard copy of these letters

were provided to the Planning Commissioners at the beginning of the hearing.

At the joint City/County Planning Commission hearing on May 6, 2024, public testimony included six people testifying in opposition, one person speaking during the “neutral” category, and twelve people speaking in support. Four new letters were received in opposition to the proposal, and three new letters were submitted in support during the hearing itself.

Issues raised *in opposition* to the proposal before and during the initial public hearing on May 6, 2024 can be generally described as listed below. Testimony provided during the course of the hearing concerning issues raised by those in opposition are provided in italics as listed.

- **Inadequate transportation facilities in Charter Oaks.** Current residents in and near Charter Oaks have described dangerous conditions on streets and at intersections in the area, suggesting that adding additional traffic to the area will cause transportation safety and roadway capacity concerns. Residents have expressed concern about there being only one way in and out of the area on Troost Street, and that the exact details of future roadway and access points to serve the area have not already been determined and funded. People suggested that the UGB Swap should not be allowed until the details and designs of future transportation facilities have been determined.

Kelly Sandow, Sandow Engineering performed a Traffic Impact Study involving the UGB swap (appendices) and spoke on behalf of the City addressing residents’ concerns about dangerous conditions on streets and intersections in the Charter Oaks area. Ms. Sandow indicated that even at full build out the streets and intersections within Charter Oaks will perform in accordance with the Transportation Planning Rule (TPR). Although these areas will satisfy TPR requirements, she provided possible safety improvement recommendations at the intersection of Troost St./Felt St., Troost St./Charter Oaks Dr. and Troost St./Loma Vista Dr. She also provided reference to cross section street requirements that can be anticipated for Troost St. in the future and a recommendation to lower the speed to 25mph through the UGB expansion area.

- **Emergency access for first responders in Charter Oaks.** Limited access to the area raised in the context of transportation facilities was also an issue raised in the context of emergency access for fire, police and other first responders given the single point of access to the area from Troost Street. People specifically raised the issue of a recent fire at Felts Field Airstrip in Charter Oaks, and the length of time it took for emergency responders to arrive at the fire.

Chief Tyler Christopherson, Roseburg Fire Department (RFD) spoke on behalf of the City and addressed concerns around fire response times and the recent fire at Felts Field Airstrip. Chief Christopherson, indicated that RFD did not

respond to the Felts Field fire, as it is currently located outside of the city limits and is within Douglas County Fire District 2 jurisdiction. Water supply was a significant issue and lack of water required it to be trucked into the area slowing response. If annexed, the City would have three different stations ready to respond, with 12 firefighters, and three engines within six minutes. Water supply will increase based on development and the construction of additional fire hydrants. The RFD has an ISO classification of 2, while the Douglas County Fire District 2 has an ISO rating of 3. If annexed, fire insurance rates could possibly be adjusted to improve insurance costs as RFD has a higher ISO rating.

- **Lack of detailed, final infrastructure plans and funding for sewer and water services.** Similar to concerns raised about the plan for future roadways, residents in the area have concerns that specific future plans for the location and timing of water and sewer improvements have not already been developed. Dry wells and lack of water at the school district site was mentioned.

Jim Baird, General Manager of the Roseburg Urban Sanitary Authority (RUSA) spoke in favor of the application addressing plans for future expansion of the sewer system with the Charter Oaks area. Mr. Baird indicated that the Charter Oaks area has had a long history of being evaluated for a future sewer system by referencing studies performed in 1967, 1975, 1977, and 1995. Most recently, Mr. Baird described a preliminary layout of the expansion of the existing sewer system into the area completed in 2018. This preliminary layout involves the upsizing of an existing pump station, which would be completed by RUSA and the extension of the sewer main, which would typically be driven by a future developer. Favorable time frames for how quickly sewer improvements could occur within the area were estimated to be approximately 3-5 years.

- **Old and/or inaccurate data.** Data supporting planning effort was gathered pre-Covid and is therefore out of date and should be revised and updated based on current conditions. Density calculations showing 673 units both entering and leaving the UGB are based on flawed assumptions regarding buildability, and do not align precisely with data used in the City's Buildable Lands Inventory (BLI) and other planning documents.
- **Environmental and farmland impacts.** Wildlife habitat information in the application based on a study conducted prior to 1980 is too old to be trustworthy and should be updated. The precise extent of wetlands in the area is still unknown. Other options such as Dixonville or Wilbur would have less farmland impacts.
- Community engagement was insufficient, and the project favors development over community concerns.

Stuart Cowie, Community Development Director spoke on behalf of the City concerning the UGB Swap application and public process. Mr. Cowie indicated that the City had been working on the UGB Swap application for the last six years and referenced opportunities for community engagement during this time. Community open houses were held in 2018, 2019 and 2024. Multiple updates concerning the UGB Swap were provided to the City Planning Commission and City Council during public meetings over the six-year period. Opportunity for public comment was provided during the goal setting sessions in 2020, in which City Council identified the pursuit of a UGB Swap as an item to help enhance housing opportunities. The City created a webpage devoted to the UGB Swap at the beginning of 2024, in an effort to provide citizens with information, upcoming events, and an invitation to reach out to City staff with comments or questions.

- Low density residential zoning proposed for the area is proposed in spite of the City's Housing Needs Analysis (HNA) which identified an excess of low-density residential land but inadequate higher-density zoning.

Issues raised in *support* of the proposal before and during the initial public hearing on May 6, 2024 can be generally described as follows:

- **Housing shortage and impacts to residents, businesses, community vitality and economic growth.** Recruitment and retention for local firms is harmed by the lack of available housing in the area. Roseburg is losing jobs and people to other communities with more buildable land and available housing units, especially newer single-family homes. Impacts are also being felt in the provision of medical services, schools, and industrial firms who miss out on employees due to the limited availability of housing. Expanding housing production on the flat land in Charter Oaks would mitigate against this ongoing shortage.
- **Constrained lands.** Much of Roseburg's residential land supply is on steep slopes, above the area where water services are available without expensive new water tanks and other infrastructure development, and where roads and utilities are difficult to construct. The flat, serviceable land in Charter Oaks does not have the same topographical constraints and would be more likely to develop.
- **City Budget.** Adding additional housing and tax base to the city will increase the city's budget and help with rising cost increases. The current rise in cost was said to be up 8% while revenue is up 4%. At this rate, it is not sustainable.
- **Economic Growth.** With accounts from local businesses - seeing work done in other communities and very little work being done in our own community shows lack of development and growth. Other cities have surpassed Roseburg in economic growth due to lack of available housing and buildable land.

- **Future land use approvals will adequately address oppositions concerns.** Concerns raised about the future construction of public infrastructure, including roadway design, sewer main extensions, and fire access will be reviewed and evaluated to ensure they are built to current land use and development requirements within the Roseburg Municipal Code. This will be a requirement of any future land division once annexed into the City limits.

E. PROCEDURAL

Comprehensive Plan Amendments are required to satisfy approval criteria contained within Roseburg Municipal Code (RMC) Section 12.10.020 – Legislative action procedures.

F. REVIEW CRITERIA

Pursuant to RMC 12.10.020(F)(2) the proposed legislative amendment must be analyzed for consistency with any substantive criteria deemed to apply, including policies within the Roseburg Urban Area Comprehensive Plan, Oregon Statewide Planning Goals, and other provisions of the Roseburg Municipal Code.

As required by RMC 12.10.020(F)(2) the legislative request for the UGB Exchange and subsequent land use actions was reviewed by the City based on the applicable criteria as follows:

- ORS 222 – “Boundary Changes, Annexations, Withdrawals”
- OAR 660-024 – “Urban Growth Boundaries”
- Oregon Statewide Planning Goals
- Roseburg Urban Area Comprehensive Plan Policies

Analysis and subsequent findings demonstrating consistency with the above listed criteria is provided in the Urban Growth Boundary Exchange Proposal: Staff Report and Findings document dated April 15, 2024, attached as Exhibit A. Findings located within this document, as well as testimony provided during the course of the public hearing by City staff, witnesses called to speak on behalf of the application, and testimony provided in support of the proposal, sufficiently address the applicable criteria listed above and demonstrate that the proposal is consistent with these requirements and satisfies all necessary standards.

IV. CONCLUSION

Based on the findings provided within the April 15, 2024 Urban Growth Boundary Exchange Proposal: Staff Report and Findings document, the Planning Commission concludes that the legislative amendment meets the criteria for approval in RMC Section 12.10.020.

V. ORDER

Based on the Findings and Conclusions provided within the April 15, 2024 Urban Growth

Boundary Exchange Proposal: Staff Report and Findings document, the Planning Commission recommends **APPROVAL** of the legislative amendments as listed below to City Council.

- A. Amend the UGB by removing the Serafin and Atkinson properties from the boundary and adding Charter Oaks property to the UGB;
- B. De-annexation of the Serafin and Atkinson properties that lie in city limits;
- C. Annexation of Troost St. right-of-way to the edge of the new UGB;
- D. City Comprehensive Plan Amendment for the Charter Oaks property to include applying the city's Low Density Residential (LDR) designation to the majority of the Charter Oaks property and applying the Public/Semi-Public (PSP) plan designation to the 17.5-acre property owned by the Roseburg Public School District; and,
- E. Amend the Urban Growth Management Agreement (UGMA) to reflect the UGB swap and to include Charter Oaks in Subarea 2 of the agreement.

Jaime Yraguen, Planning Commission Chair

Date

Stuart Cowie, Community Development Director

Date

Planning Commission Members:

Jaime Yraguen (Chair)
Shelby Osborn
Jarrett Nielsen
Matthew Brady
Emily Brandt
Matthew Keller
Janelle James

Exhibit A – April 15, 2024 Urban Growth Boundary Exchange Proposal: Staff Report and Findings (aka Application)

Exhibit B - Appendices

CHARTER OAKS UGB SWAP

CITY PLANNING COMMISSION PACKET

MAY 20, 2024

**Exhibit A – April 15, 2024 UGB Exchange Proposal:
Staff Report & Findings (aka Application)**

Link to document:

<https://www.cityofroseburg.org/storage/app/media/CDD/UGB%20Exchange/Roseburg%20UGB%20Exchange-Final-04-15-24.pdf>

CHARTER OAKS UGB SWAP
CITY PLANNING COMMISSION PACKET
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Exhibit B – Appendices

Link to document:

<https://www.cityofroseburg.org/storage/app/media/CDD/UGB%20Exchange/Appendices%20ALL-04-15-24.pdf>