

CM  
10-18-2024

**CITY OF ROSEBURG PLANNING COMMISSION**

**Monday, November 4, 2024 at 7:00 pm**

**City Hall Council Chambers**

**Public Access: Facebook Live at [www.Facebook.com/CityofRoseburg](http://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. October 7, 2024 - Planning Commission Meeting
4. **AUDIENCE PARTICIPATION: See Information on the Reverse**
5. **WORK STUDY SESSION**  
A. Sunshine Park UGB Expansion
6. **BUSINESS FROM STAFF**
7. **BUSINESS FROM THE COMMISSION**
8. **NEXT MEETING – December 2, 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 12:00 p.m. the day of the meeting to [cdd@cityofroseburg.org](mailto:cdd@cityofroseburg.org)
- Virtually during the meeting. Contact the Community Development Department by phone (541)492-6750 or email [cdd@cityofroseburg.org](mailto:cdd@cityofroseburg.org) by 12:00 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](mailto:cmatthews@cityofroseburg.org).

**CITY OF ROSEBURG  
PLANNING COMMISSION MINUTES  
October 7, 2024**

**CALL TO ORDER**

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

**ROLL CALL**

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

Staff present: Community Development Director Stuart Cowie, Associate Planner Andy Blondell, Senior Planner Mark Moffett, and Department Technician Chrissy Matthews.

**APPROVAL OF MINUTES**

*Commissioner Keller moved to approve the July 1, 2024 minutes as submitted. The motion was seconded by Commissioner James and approved with the following vote: Chair Yraguen, and Commissioners Brady, Brandt, James, Keller, Nielsen, and Osborn voted yes. No one voted no.*

**AUDIENCE PARTICIPATION** – none.

**PUBLIC HEARING** –

Chair Yraguen read the procedures for the Quasi-Judicial Hearing and General Rules of Conduct as referenced in the Roseburg Municipal Code and opened the public hearing.

**Quasi-Judicial Hearing: Roseburg File No. AN-24-001 & ZC-24-001**

Cowie stated no one requested party status.

No conflict of interest was disclosed by the commissioners.

Blondell provided the staff report and power point presentation. The applicant is proposing an annexation and zone change for the purpose of constructing a mini-storage facility at 255 General Avenue located to the northeast of Lowe's Home Improvement. The property is currently zoned Medium Industrial (M2) and the proposed zoning would be Mixed-Use (MU). Property is currently vacant and being used to store various equipment.

During the notice period Oregon Department of Transportation (ODOT) requested the city require either a trip cap be implemented and recorded against the property or a traffic impact study be performed. ODOT determined the trip count shall be capped at 550 daily trips under the proposed MU zoning. The applicant agreed to record the 550 trip cap document on the property, if the annexation and zone change is approved.

Blondell stated once the trip count is recorded against the property, the requirement remains. This requirement would be re-evaluated if the property were to be redeveloped.

Applicant Levi Huffman, 558 SE Jackson Street, stated 140 units are proposed and is in the planning stage. This development is an excellent addition to the community.

Commissioner Nielsen inquired about the drainage plan for the development, and if RV storage and wash rack are proposed.

Huffman stated there is already a storm drain on the property, and a main storm drain on General Avenue; however, a detention will be installed on site. There are no plans at this time for RV storage or a wash rack.

The applicable criteria was discussed and staff determined the proposed annexation and zone change request meets the criteria of ORS 222.125, Roseburg City Council Resolution 2006-04 (Annexation Policies), and Roseburg Municipal Code. Staff recommended the Planning Commission approve File No. AN-24-001 & ZC-24-001 based on the Findings of Fact including Exhibit A.

*Commissioner Nielsen moved to adopt the Findings of Fact and Order as presented, and refer the request to City Council, recommending approval of the requested annexation and zone change, referenced as File No. AN-24-001 & ZC-24-001. The motion was seconded by Commissioner Brady and approved with the following vote: Chair Yraguen, and Commissioners Brady, Brandt, James, Keller, Nielsen, and Osborn voted yes. No one voted no.*

#### **BUSINESS FROM STAFF –**

#### **Federal Emergency Management Agency (FEMA) Biological Opinion and its impact to Roseburg development.**

Cowie provided the following as information only. No action is required by the Planning Commission at this time.

- FEMA will start their Pre-Implementation Compliance Measures (PICM) for National Flood Insurance Program (NFIP) for participating communities.
- The new compliance measures will significantly impact development requirements for properties located within the designated floodplain.
- In 2016, the National Marine Fisheries Service issued a Biological Opinion recommending changes to the NFIP in Oregon.
- FEMA drafted an Oregon National Flood Insurance Program – Endangered Species Act (NFIP-ESA) Implementation Plan, currently under National Environmental Policy Act (NEPA) evaluation. The final plan is expected by 2026, with full implementation by 2027.
- Congressional leaders submitted a letter, as well as Governor Tina Kotek to FEMA with concerns regarding the new compliance requirements that communities need to select PICMs well before FEMA makes their final recommendations.
- Presented to City Council, suggesting the city might adopt the model ordinance from the three PICM pathways.
- FEMA will hold a local Roseburg workshop on October 24<sup>th</sup> to discuss how to implement the ordinance.

A discussion ensued regarding the concerns of the new compliance requirements before the full implementation by 2027, and the current criteria for development in the floodplain.

**UGB Swap Update** – On August 26, 2024, Roseburg City Council unanimously adopted Ordinance No. 3604 authorizing the UGB Swap. On September 11, 2024, the Douglas County Board of Commissioners unanimously approved the UGB Swap through Ordinance No. 2024-0901. The entire record is currently being reviewed by the Oregon Department of Land Conservation and Development.

An attorney representing property owners as Sane Orderly Development, filed an appeal to the Land Use Board of Appeals (LUBA); however, the appeals were filed prior to a decision from the Douglas County Board of Commissioners. LUBA responded by advising the parties their objections should be directed to DLCD due to UGB Swap acreage is more than 50 acres.

DLCD has 120 days to make a decision (February 1, 2025).

### **BUSINESS FROM COMMISSION –**

Chair Yraguen asked about the status of Thundering Waters development proposed in 2021 at 1802 W Harvard Avenue.

Cowie stated the zone change was approved; however, Thundering Waters did not go through with their plans, due to funding. The property owners, Harvard Medical Park LLC has the property listed for sale.

Commissioner Nielsen mentioned it would be beneficial to discuss with the City the implementation of a “no net loss” ordinance for housing, ensuring that any new developments do not reduce the housing inventory, and encourage housing growth. He referred to Portland’s “no net loss” ordinance. He mentioned Douglas Education Services District demolished some houses to construct the softball fields behind Roseburg High School, reducing the housing inventory further. For clarification, Douglas County School District #4 is the owner of record of the property mentioned.

Cowie mentioned that an internal staff discussion may be entertained regarding the “no net loss”. Alternatively, City Council could direct the commission to take action.

Chair Yraguen mentioned he did not feel strongly about making a recommendation to staff or City Council regarding the implementation of a “no net loss” ordinance. He further mentioned, the role of the planning commission is to work for the City Council and provide recommendations, with the final decision resting with them.

Moffett mentioned January of next year, staff will be fixing scrivener errors in the Ordinance. After that, staff will be discussing housing. He further mentioned, Portland’s “no net loss” is applied to zone changes only. Outside of the zone change policy, someone can demolish a dwelling and not replace it.

Cowie mentioned that one of the recommendations in the housing needs analysis allows for density to be reduced. The goal is to establish a minimum for single-family developments to maximize the number of houses. Typically, zone changes are driven by developers. It would be challenging for the city to propose a zone change.

A workshop may be scheduled for the November 4<sup>th</sup> Planning Commission meeting, to further discuss the Federal Emergency Management Agency (FEMA) Biological Opinion and its impact to Roseburg development.

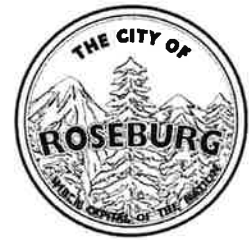
The December 2<sup>nd</sup> Planning Commission meeting will be held as a joint Planning Commission meeting with Douglas County Planning Commission to discuss the expansion of the urban growth boundary and annexation at Sunshine Park, to make grant funded park improvements.

**ADJOURNMENT** - The meeting adjourned at 8:10 p.m. The next meeting is scheduled for November 4, 2024.



Chrissy Matthews  
Department Technician

# CITY OF ROSEBURG PLANNING COMMISSION WORK STUDY SESSION REPORT



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**Meeting Date: November 4, 2024**

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**To:** Roseburg Planning Commission

**From:** Stuart Cowie, Community Development Director

**Request:** Sunshine Park UGB Expansion Staff Report and Findings

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On behalf of the City of Roseburg, 3J Consulting has prepared the Sunshine Park Urban Growth Boundary (UGB) Expansion Staff Report and Findings document in order for the City to submit applications to the Department of Land Conservation and Development (DLCD), Douglas County, and the City of Roseburg.

The UGB expansion proposal will include the following land use actions:

1. UGB Amendment
2. Annexation
3. Comprehensive Plan Amendment
4. Zone Change
5. Urban Growth Management Agreement (UGMA) Map Amendment

Currently, Sunshine Park is located partially within the City of Roseburg and partially within the jurisdiction of Douglas County. The objective of the proposal is to include 49.5 acres of designated Sunshine Park property, owned by the City of Roseburg, into the UGB and inside the city limits. Once inside the city limits, the property will be zoned Public Reserve, and enable the City with land use authority to develop a mountain bike/hiking trail system, in which the City has received a \$150,000 Recreational Trails Program grant to construct through the Oregon Parks and Recreation Department.

The purpose of the work-study session will be to bring the Planning Commission up to speed on the work that has been occurring in order to prepare the Planning Commission for the future review of the application. The plan will be to review the staff report and findings provided in the packet below, outlining how the City has worked to address the necessary criteria.

This meeting is to present the Planning Commission with information only. No public hearing is scheduled and no decisions will be made.

# City of Roseburg

100 S.E. Douglas Avenue Roseburg, Oregon 97470 | [www.cityofroseburg.org](http://www.cityofroseburg.org) | Phone (541) 492-6700

October 28, 2024

Joshua Shaklee, Planning Director  
Douglas County Planning Department  
1036 SE Douglas Avenue, Rm. 106  
Roseburg, OR 97470

Re: Sunshine Park UGB Expansion

Dear Joshua,

We are pleased to submit the City of Roseburg application package for our Urban Growth Boundary (UGB) expansion project at Sunshine Park. Attached is the Douglas County application form and Sunshine Park UGB Expansion Staff Report and Findings.

This application represents a different approach in trying to obtain land use approval in order to develop trails for mountain biking and hiking on the unincorporated areas of the City's park property. During our previous attempt to obtain conditional use permit approval, the Douglas County Commissioners indicated the City should annex the land into City limits and follow its own procedures for the proposed development action. The purpose of this UGB Expansion application is to follow the Commissioners direction.

The application proposal includes the following land use actions:

1. UGB Expansion
2. Annexation
2. Comprehensive Plan Map Amendment
3. Zone Change
4. Urban Growth Management Agreement (UGMA) Map Amendment

We will be holding our own City Planning Commission work-study session to discuss the application on November 4, 2024. In addition, we will be holding a meeting on November 7, 2024, in which adjacent neighboring property owners have been invited to hear more about the project. We have met with many of these property owners previously, but we want to bring them up to speed with our new approach.

We are hoping that our planned joint public hearing with both the City and County Planning Commissions can go forward as discussed on December 2, 2024. We will be reaching out shortly in the next couple of weeks to determine the logistics around this hearing.

Feel free to reach out if you have any questions. We look forward to coordinating on this important project.

Sincerely,  
Stuart Cowie



Community Development Director  
City of Roseburg





# **CITY OF ROSEBURG**

## **Sunshine Park Urban Growth Boundary Expansion**

### **Staff Report and Findings**

#### **APPLICANT**

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CITY OF ROSEBURG  
900 SE DOUGLAS AVE  
ROSEBURG, OR 97470

#### **APPLICATION TYPE**

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UGB EXPANSION  
COMPREHENSIVE PLAN MAP AMENDMENT  
ANNEXATION  
ZONE CHANGE

#### **APPLICANT'S REPRESENTATIVE**

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3J CONSULTING, INC.  
9600 NW NIMBUS AVENUE, SUITE 100  
BEAVERTON, OR 97008  
CONTACT: SAM HUCK  
PHONE: (503) 946-9365 x251

#### **SUBMITTAL DATE**

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OCTOBER 2024

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<b>File Number</b>	CPA-22-002
<b>Applicant</b>	<b>City of Roseburg</b> Nikki Messenger, City Manager
<b>Planning Consultant</b>	<b>3J Consulting, Inc</b> Sam Huck, Planner Scott Fregonese, Senior Project Manager
<b>Project Type</b>	Urban Growth Boundary Expansion, Comprehensive Plan Map Amendment, Annexation, and Zone Change
<b>Procedure Type</b>	<p><b>UGB Amendment: Type IV Legislative Action</b></p> <p>The proposal contains a Urban Growth Boundary (UGB) expansion to expand the UGB 49.5 acres, a Comprehensive Plan Map Amendment change to the Plan Map designation for the subject site, an annexation of the land into the City, and a Zone Change request. The applications will be reviewed concurrently under the Legislative Action procedures. The proposal is submitted to the City of Roseburg Planning Commission for review and approved by the Roseburg City Council.</p> <p>Comprehensive Plan Amendments are submitted to the Douglas County Planning Commission and adopted by the Board of Commissioners.</p> <p>The Department of Land Conservation and Development (DLCD) is notified prior to and after adoption through post-acknowledgement plan amendments (PAPA) procedures for the proposed UGB expansion, comprehensive plan amendment, and zoning map amendment.</p>
<b>Request</b>	<p>A Type IV Legislative Action involving the addition of 49.5 acres to the UGB and city limits. The area proposed to be added to the UGB is located on the east and north side of the existing UGB on a portion of the City-owned properties collectively known as Sunshine Park.</p> <p>City staff requests that Planning Commission make positive recommendations to City Council on three actions regarding the expansion of the city's Urban Growth Boundary to accommodate the development of public facilities:</p> <ol style="list-style-type: none"> <li>1. An amendment to the Comprehensive Plan Map to: <ol style="list-style-type: none"> <li>a. Expand the Roseburg Urban Growth Boundary to include the proposed portions of parcels within the city's urbanizable area, and;</li> <li>b. Designate the area as Public/Semi-public comprehensive plan map designation.</li> </ol> </li> <li>2. An application to Annex the area into the City of Roseburg.</li> <li>3. An amendment of the Roseburg Zoning Map to apply Public Reserve zoning to land brought into the Urban Growth Boundary and city limits.</li> </ol>

# Chapter 1 – Introduction

## Background Information and Overview

The City of Roseburg has been providing parks for its residents since the early 1930s when the first three parks were built for the community. Through the years the City has made efforts to increase its inventory and keep up with the pace of growth within the community, adding a number of park sites within the City. The most recent parks development is Sunshine Park, completed in 2001. Sunshine Park was added to help relieve pressure on facilities at Stewart Park. In addition to the three softball and two baseball fields at Sunshine Park, a restored wetland area, picnic areas, and internal trails have been developed.

Sunshine Park is located on the east edge of the City of Roseburg. The park site is a total of 87.2 acres and is located at 205 Sunshine Road in Roseburg, Oregon. The site is comprised of four parcels, identified as with the following locations:

<b>Township</b>	<b>Range</b>	<b>Section</b>	<b>Tax lot</b>
27S	05W	15C	00100
27S	05W	15D	00100
27S	05W	15D	00105
27S	05W	15D	00104

The site is located partially within the City of Roseburg, and partially within Douglas County. Three of four parcels are split between the City of Roseburg and Douglas County jurisdictions, with the city limits and Urban Growth Boundary (UGB) bisecting the parcels. The fourth parcel is entirely outside the city limits and the UGB. The parcels and the relationship to the city limits and UGB are illustrated in Figure 1.

The City purchased the majority of the Sunshine Park Property in 1999. Later in 1999, the City obtained a Conditional Use Permit (CUP) approval from Douglas County for the use of the property as a park within the Forest Grazing (FG) zoning. As part of the land use decision it was determined that the park was compatible with nearby existing uses and other uses permitted in the FG zone.

Approximately 40 acres of the 87.2 acre park site are currently developed. The City of Roseburg’s Comprehensive Parks Master Plan outlined that the remaining acreage should remain more natural, although trails, viewpoints, and picnic amenities could be added. In the Parks Master Plan the City identified that a key element of success for Sunshine Park is to find ways of drawing additional users to the park as an important strategy for maintaining the community’s investment at this site.

Roseburg’s Comprehensive Parks Master Plan, adopted in 2008 identified and recommended projects for Sunshine Park that would enhance the park user experience and bring additional visitors to the park. Some of the recommended improvements in the Master Plan have been implemented over the last 25 years. The park has been maintained and operated solely by the City of Roseburg Parks and Recreation Department throughout this time.

The undeveloped portions of Sunshine Park are located outside of the UGB and the city limits, and has previously been identified within the Parks Master Plan as a future location for a trail system to be developed. The area is characterized by two pronounced knolls that peak on the northern property line, sloping south into a wetlands area. The knolls are steepest near their peak, ranging from 30 to 70 percent slopes and lessen to 12 to 20 percent slopes near the



base. While these slopes make it difficult to utilize the property for specific types of farming activity, the varied elevation makes it a perfect candidate for a small, but effective trail system within the existing park.

The developed portion of Sunshine Park is located inside the city limits boundary and is zoned Public Reserve by the City of Roseburg. The remainder of the property that lies outside of the City Limits within Douglas County's jurisdiction is zoned Exclusive Farm Use - Farm Grazing (FG). No other zoning overlays apply to the properties.

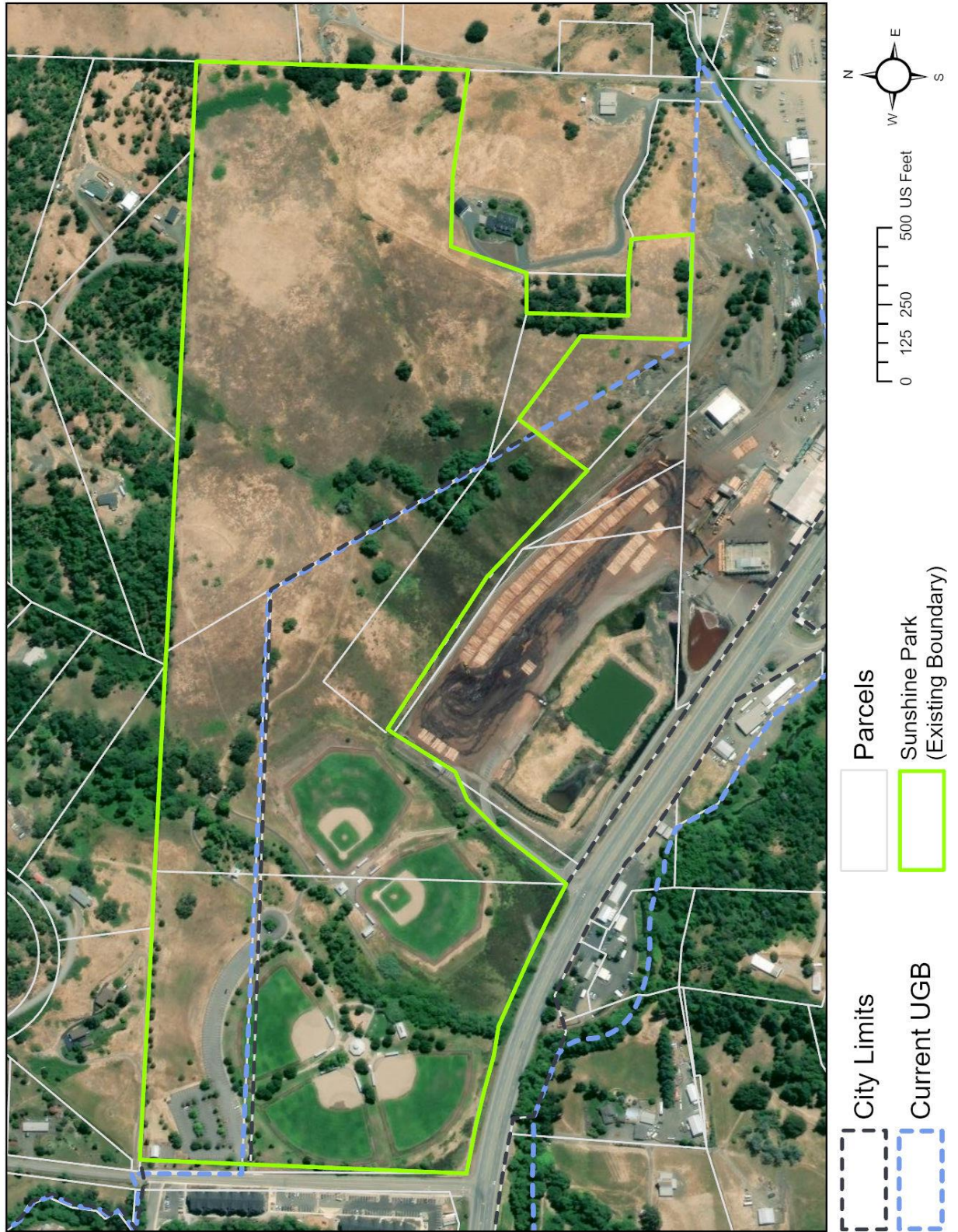
In late 2020, the City of Roseburg applied to the Douglas County Planning Commission for a Conditional Use Permit (CUP) to develop trails for mountain biking and hiking on the unincorporated portions of the property owned by the City. In early 2021, the City withdrew this application prior to the public hearing before the County Planning Commission.

In 2022, the City applied to the Douglas County Planning Commission for a revised CUP to develop trails for mountain biking and hiking on the unincorporated portions of the park. That application was conditionally approved, and subsequently appealed to the Douglas County Board of Commissioners who denied the CUP. The denial by the Board of Commissioners was appealed to Oregon's Land Use Board of Appeals who remanded the decision back to the County Board of Commissioners requiring the Board to explain in revised findings why the Board of Commissioners concluded that the proposed use is not compatible and cannot be made compatible with existing adjacent permitted uses and other uses permitted in the underlying zone. A revised Findings of Fact and Order on the land use action on remand from LUBA was approved by the County Board of Commissioners on January 31, 2024. In the public hearing with the County Board of Commissioners and other on-the-record meetings, Douglas County commissioners mentioned that the City should annex the land into the City and follow its own procedures for the proposed development action.

This proposal is for an expansion of the City of Roseburg's UGB which will allow for a comprehensive plan map designation to be assigned to the areas outside of city limits. Upon expansion of the UGB, the City will then annex the land, up to the UGB expansion line, and apply appropriate zoning designations to those portions of properties. This will allow the City to propose a development action for the trail system in the park which will be reviewed for compliance with City codes and policies at a later date.



Figure 1. Community Boundaries



## Policy Framework

The State of Oregon, Douglas County, and the City of Roseburg all have policies and rules to direct when, where, and how to expand the UGB. The following lists the various policies that are within this regulatory framework:

- State of Oregon
  - Oregon Administrative Rules 660-024
  - Goal 14: Urbanization
- Douglas County
  - Urban Growth Management Agreement between Douglas County and Roseburg
- City of Roseburg
  - Roseburg Comprehensive Plan
  - Roseburg Municipal Code 12.10.020 - Legislative Action Procedures

Statewide Planning Goal 14: Urbanization, guides the expansion of UGBs in Oregon. The purpose of Goal 14 is to “provide for an orderly and efficient transition from rural to urban land use, to accommodate urban population and urban employment inside urban growth boundaries, to ensure efficient use of land, and to provide for livable communities.”

To amend or expand a UGB a city must demonstrate through a boundary location analysis and through comparing alternative locations that the location is the best area to meet the need. Through this process a city must consider where an expansion of the UGB will result in the most accommodating and cost effective expansion, where it would provide for the fewest conflicts with surrounding other uses, and where an expansion would cause the fewest negative social, environmental, and economic impacts.

Through discussions with the Department of Land Conservation and Development (DLCD) staff, the City determined that the standard method for a UGB expansion for less than 50 acres best suits Roseburg in this scenario. The Standard Method is governed by Oregon Administrative Rule (OAR) 660-024.

Because this UGB Expansion is for the purpose of expanding the UGB to accommodate a public facility that requires specific site characteristics, and the site characteristics may be found in only a small number of locations, the preliminary study area is limited to locations where the specific site characteristics can be met.





## Procedures

The City of Roseburg will apply for the amendment to the Comprehensive Plan Map to expand the urban growth boundary through the post-acknowledgment plan amendment (PAPA) process. The City will sequence the adoption of the UGB expansion in the following order:

1. City staff submit to DLCD notice of a proposed change to a comprehensive plan or land use regulation (PAPA Notice Form 1), 35 days prior to the first evidentiary hearing;
2. Joint City Planning Commission and Douglas County Planning Commission public hearing to make a recommendation and forward Findings of Facts to the Roseburg City Council and Douglas County Board of Commissioners for the proposed UGB expansion. Roseburg Planning Commission will also make a recommendation and forward Findings of Facts to City Council on the proposed Comprehensive Plan Map amendment, annexation, and zone change applications. These applications will be concurrently reviewed by the City with the UGB expansion under the Legislative Action procedures;
3. Roseburg City Council public hearing to review recommendation from Planning Commission on UGB expansion and proposed Comprehensive Plan Map amendment, annexation, and zone change applications and make motions to adopt, amend, or deny proposal. The City will notify Douglas County in writing of the final decision;
4. Douglas County Board of Commissioners public hearing to review recommendation on proposed UGB expansion, and make motion to grant, amend, or deny the proposal;
5. Upon approval by City Council on the UGB expansion and proposed Comprehensive Plan Map amendment, annexation, and zone change applications, and granted approval by County Commissioner on the UGB expansion, City staff will submit notice of adopted change to a plan or implementing regulation (PAPA Notice Form 2) to DLCD.
6. The Douglas County and City of Roseburg Urban Growth Management Agreement boundaries and maps will be updated upon the successful completion of a UGB expansion.

Ordinances will be drafted as part of this procedural process for the inclusion of a large portion of Sunshine Park (49.5 acres) to be included into the Roseburg UGB, amend the Roseburg Comprehensive Plan Map, annex the land into the Roseburg city limits, and apply city zoning designation Public Reserve (PR).



# Chapter 2 – UGB Expansion

Prior to any comprehensive map amendment, annexation, and zone change applications, the City must evaluate what land would be best for a UGB expansion in order to meet an established land need. The City followed the recommendations from Department of Land Conservation and Development (DLCD) staff, and the Oregon Administrative Rules (OARs) for a UGB expansion. The following chapter outlines the steps taken to determine what land best meets the identified land need for a UGB expansion.

## Land Need

This section outlines the inventory and demonstrates the land need for additional land within the Roseburg UGB for public parks. Because the proposal is to amend the UGB for park land, the residential land needs identified through the adopted HNA are not addressed as part of this review.

Population increases in Roseburg, Douglas County, and Oregon have remained steady for the past twenty years. According to the Portland State University Population Research Center (PRC), the trend will continue with an average annual growth rate of 0.5% for the next 20 years. The 2022 population inside the City of Roseburg UGB is 29,631 residents, with 24,258 of those being within the city limits. The population forecast for all population inside the existing Urban Growth Boundary (UGB) shows the population increasing by over 4,000 residents by the year 2047, bringing the total to nearly 34,000 residents.

The City of Roseburg adopted a Comprehensive Parks Master Plan in April 2008. The Master Plan inventoried 362 acres of park land in the City at the time of adoption. The City of Roseburg has added one park to the park inventory in the time since. The City has also expanded several parks since the Master Plan was adopted, bringing the current acreage of park land in the City to 428 acres, which includes areas of passive and active recreation sites, and includes all of Sunshine Park.

The Master Plan identified Sunshine Park as an existing Community Park, which is defined as minimum size of 15-20 acres, accessible by walking, bicycling or driving, have connections to community transit and other trail networks where possible, and have a minimum of 200 feet of street frontage. The entire 87.2 acres of Sunshine Park was identified as one of three community parks in the City.

Sunshine Park was included in the Master Plan as part of the City parks system with the full acreage of the park counted. This was an oversight at the time, as not all of the park is inside the city limits. The Master Plan had no indication or mention that some of Sunshine Park was located outside the UGB, and did not indicate that there would be any barriers to land use actions proposed to park improvements that were recommended in the report.

After removing the portion of Sunshine Park that is not within the City or UGB, the current acreage of park land in the City today is 373.6 acres.

The Master Plan outlines additional park space needed to provide close-to-home recreation opportunities for all residents. The population projections in the Master Plan projected a total population of 39,828 residents in the UGB for the year 2020. The actual population in 2020 based on Portland State University's Population Research Center (PRC) was 29,498 residents inside the UGB. The 2022 population as forecasted by the PRC, is 29,631 residents inside the UGB. Using the average annual growth rate of 0.5% as established by the PRC, the forecasted



population for the Roseburg UGB in 2024 is 29,974 residents. The projected increase in the population in the Master Plan does not match the reality of population increase in the Roseburg UGB.

In 2008, at the time of publication and adoption of the Master Plan, an additional 15 acres of parks were needed to accommodate current residents. The 53.2 acres of unincorporated area of Sunshine Park should have been included in that amount of park need identified for the current resident population of 2008. Adding the portion of Sunshine Park outside of the City limits to the 2008 need, there is a total of 68.2 acres of park land needed to meet 2008 population park land need.

Based on the projected population increases in the Master Plan, there is a stated 83 acres of park land needed by 2027 to accommodate the projected population growth of the City. This amount, combined with the 15 acres identified as needed for current 2008 residents, brings a total need of 98 acres by 2027. As established, the City of Roseburg did not grow in population at the rate that the Master Plan predicted. Therefore it should not be assumed that the full projected need should be applied to the current population.

The City has remained close to the total measured level of service of 14.21 acres per 1,000 population in the Master Plan. If the same level of service is applied to the 2024 forecasted population of 29,974 residents, a total of 425.9 acres of park land should exist to meet the needs of residents in the City and UGB at that level of service.

As of today, the City has increased the park land acreage from the 2008 amount by 66 acres, to a total of 373.6 acres (not including the unincorporated portion of Sunshine Park). In order to correct the mistake made in the Master Plan, the City proposes to expand the UGB for most of the remaining park land need.

The current land need for parks is established as the total acres of park land that should exist to meet the needs of residents in the City and UGB, minus the actual existing amount of park land in the City.

$$425.9 \text{ acres} - 373.6 \text{ acres} = 52.3 \text{ acres}$$



## Land Inventory and Response to Deficiency

OAR 660-024-0050 requires a City to inventory and determine the buildable capacity for vacant land within the existing UGB when evaluating or amending a UGB. This section specifically provides the guidelines for residential land and employment land, and provides safe harbor assumptions for the buildable capacity of those residential and/or employment lands.

Because this UGB amendment is for a particular public facility, specifically park land, these requirements are not applicable to this proposal. In accordance with OAR 660-024-0050(7), and because this UGB expansion proposal is for a particular public facility, the City has planned and proposes zoning for the intended use. The intended use is for a park, and the proposed zoning is Public Reserve (PR).

The City understands and acknowledges that the PR zoning must remain for that use unless the City removes the land from the UGB.



## Establishment of Study Area to Evaluate Land for Inclusion in the UGB

As established, the City finds that a park land deficit of 52.3 acres remains. This section establishes and evaluates the Roseburg UGB Expansion Study Area to satisfy the land need. The process of establishing and evaluating the Study Area is dictated by Oregon Administrative Rules, and includes the following:

- Create Preliminary Study Area
- Exclusion of Lands from Preliminary Study Area
- Study Area

### Create Preliminary Study Area

Defining the area to be considered for expansion, known as the Preliminary Study Area, is dictated by OAR 660-024-0065. The provisions of the administrative rule state that if the primary purpose for expansion of the UGB to accommodate a public facility that requires specific site characteristics, and the site characteristics may be found in only a small number of locations, the preliminary study area may be limited to those locations that have or could be improved to provide the required site characteristics within one and one-half miles of the existing UGB. The one and one-half miles standard is established because the City has a UGB population greater than 10,000.

OAR 660-024-0065(4) states that a “public facility” may include a facility necessary for parks. The specific site characteristics may include size, topography and proximity, but are not limited to those characteristics.

For this UGB expansion proposal, the City has limited the preliminary study area to areas that meet the size, topography, proximity, zoning designation, and amount of high-value farmland that would be appropriate for a UGB expansion for a park.

The City will be using funds obtained through an awarded grant to build a trail system. The UGB expansion will only be considered on lands that have the specific site characteristics that the grant is approved for and all other land within the one and one-half mile radius that also have those specific site characteristics. The parameters of specific site characteristics are limited to:

<b>Size of parcels (acres)</b>	<b>Topography – Minimum % Slope</b>	<b>Proximity</b>	<b>Zoning Designation</b>	<b>Amount of High-Value Farmland</b>
20-60	50% of site has sloped areas	Adjacent to existing UGB and City Limits	FG	Not predominately high-value

### Size

The size of area for the UGB expansion for park land should meet or nearly meet the land need identified. Because a park land deficit of 52.3 acres exists, the City looked at sites that would meet this need. Properties that could be organized into 20-60 acre parcels or groups of parcels have been included in the preliminary study area. These parcels could be combined with other existing land inside the UGB, or operated collectively as a community park of 20 to 100 acres in size. The study area will also adhere to the administrative rule of having at least twice the land need.

### Topography



The intent for this park land is to accommodate a trail system. The grant from the Oregon Parks and Recreation Department: Local Government Grant Program is to build trails in the City, therefore parcels are only included in the preliminary study area if they have at least 50 percent of the property having areas of slope ranging from 10 percent to 25 percent or greater, which would be most suitable for a trail system.

**Proximity**

In order to meet the park land need, the preliminary study area is limited to properties that are in close proximity to the existing UGB and the existing city limits. Parcels are only included in the preliminary study area if they are adjacent to or contiguous to the existing UGB and city limits and meet all other specific site characteristics.

**Zoning Designation**

The grant from the Oregon Parks and Recreation Department: Local Government Grant Program is to build trails in the City on land zoned FG. Therefore, only parcels zoned FG are included in the preliminary study area.

**Amount of High Value Farmland**

The intent for this park land is to accommodate a trail system with the grant funds. The site for the grant funds to be utilized might contain some high-value farmland, but should not be considered primarily high-value farmland. The preliminary study area is therefore limited to areas outside of the UGB that are not predominately high-value farmland.

**Preliminary Study Area Parcels**

The preliminary study area is limited to areas outside of the UGB that meet all of the above listed specific site characteristics. One group of parcels that have the specific site characteristics are the parcels of the existing Sunshine Park that are outside the UGB. This site, which will be described in this report as "Site A" is comprised of the following tax lots:

Township	Range	Section	Tax lot	Size
27S	05W	15C	00100	7.36 acres
27S	05W	15D	00100	6.12 acres
27S	05W	15D	00104	40.70 acres

One other parcel meets the specific site characteristics listed above. Therefore, it is included in the preliminary study area. This site, which will be described in this report as "Site B" is comprised of the following tax lot:

Township	Range	Section	Tax lot	Size
27S	06W	15	00500	55.88 acres



## Exclusion of Lands from Preliminary Study Area

The City has decided that no portion of the preliminary study area will be excluded.

## Study Area

As established the land need for the UGB expansion for park land is 52.3 acres. The total acreage in the finalized Study Area is 109.1 acres. OAR 660-024-0065(5) requires that the Study Area contain at least twice the amount of land needed for the deficiency determined in OAR 660-024-0050(4). The amount of land in the Study Area meets this threshold.

Figures 2 and 3 below illustrates the Study Area on Site A and Site B, which includes 109.1 acres on the four tax lots. The Study Area consists only land that is of an appropriate size for a city park, has areas of slope that are 10% or greater, is adjacent to the existing UGB and city limits, is zoned Farm Grazing (FG), and is not considered predominantly high-value farmland.

The City finds that the Study Area shown in Figure 4 complies with the requirements of OAR 660-024-0065 by establishing a Study Area to evaluate land for inclusion to a UGB.



Figure 2. Site A





Figure 3. Site B

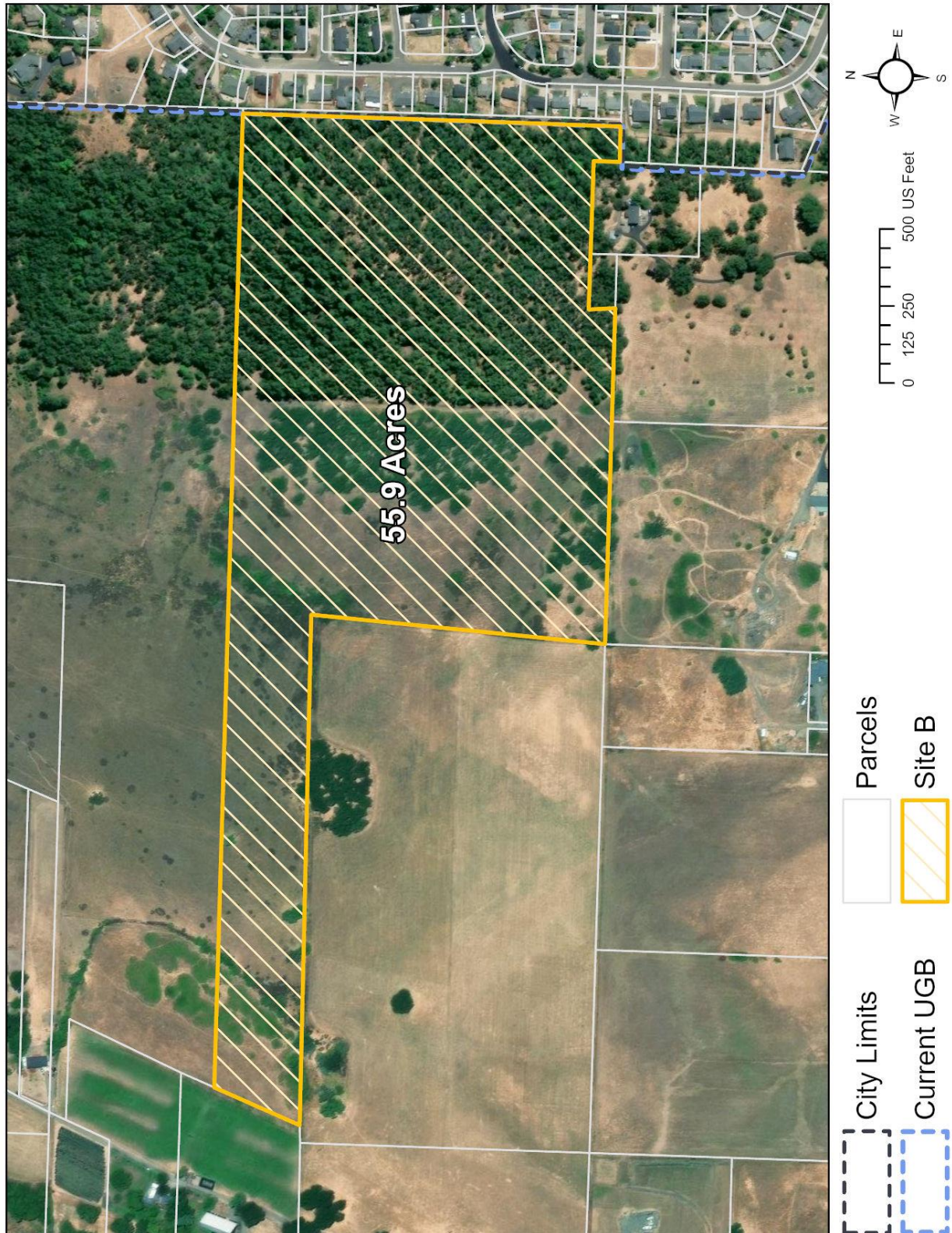
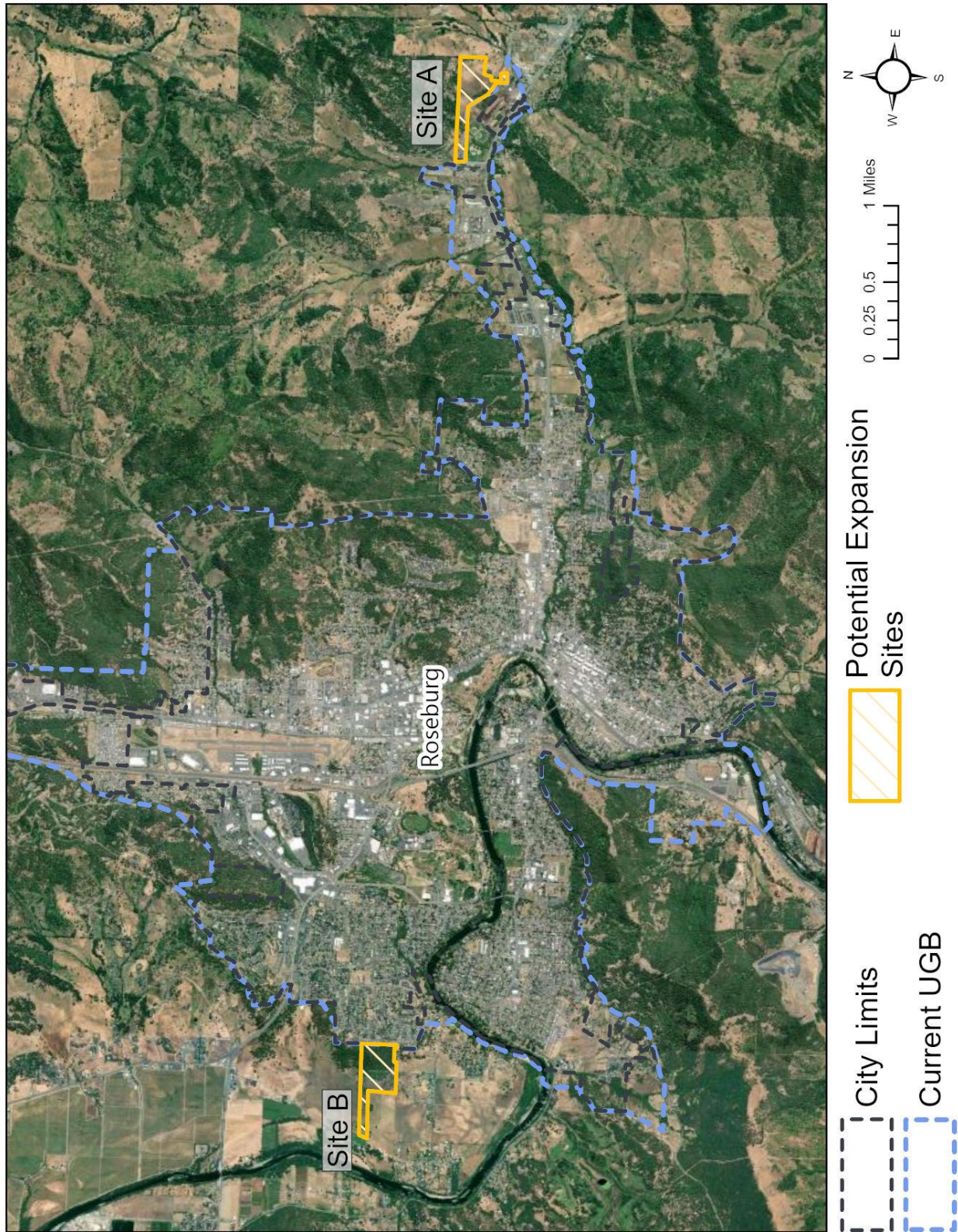


Figure 4. Study Area



## Evaluation of Land in the Study Area for Inclusion in the UGB; Priorities

- Priority Categorization
- Suitability
- Goal 14 Boundary Location Factors

The process for evaluating and prioritizing land for inclusion in the UGB is described in OAR-660-024-0067. The highest priority land for inclusion is analyzed for suitability to meet the deficiency for the park land need. If there is no excess of the highest priority suitable land established, those lands are established as areas for inclusion into the UGB. If a deficiency of land still exists after the highest priority suitable lands are established for inclusion, the next highest priority of land is analyzed for suitability. Goal 14 location factors are applied to any excess land to determine the best areas for inclusion. This process results in determining what land will meet the need for a UGB adjustment.

### **First Priority for Inclusion (OAR 660-024-0067(2)(a))**

The First Priority includes urban reserves, exception lands, and nonresource lands. The City does not have any acknowledged urban reserves, and the Study Area does not contain any areas of exception lands or nonresource lands. The City finds that there is no first priority land within the study area to meet the identified land need, and proceeds to the next highest priority category to determine and select for UGB inclusion.

### **Second Priority for Inclusion (OAR 660-024-0067(2)(b))**

The Second Priority for inclusion into the UGB are marginal lands as determined by OAR 660-024-0067(2)(b). There are no marginal lands in the study area, therefore no marginal lands are considered for inclusion into the UGB. The City finds that there is no second priority land within the study area to meet the identified land need, and proceeds to the next highest priority category to determine and select for UGB inclusion.

### **Third Priority for Inclusion (OAR 660-024-0067(2)(c))**

The Third Priority for inclusion into the UGB are agriculture or forest lands that are not predominantly high-value farmland (as defined in ORS 195.300 and ORS 215.710), or lands that do not consist predominantly of prime or unique soils (as determined by the United States Department of Agriculture Natural Resources Conservation Service). The high-value farmland areas shown in Figure 5 and 6, demonstrates that the remainder of the Study Area will be evaluated for third priority inclusion, because each unit of land does not consist of predominantly high-value farmland. OAR 660-024-0067(4)(a) allows for areas of land not larger than 100 acres to be grouped together and studied as a single unit of land. Site A is not larger than 100 acres therefore the land can be grouped and analyzed as a single unit. Similarly, Site B is not larger than 100 acres, so that land is grouped and analyzed as a single unit of land. However, Site A and Site B have not been grouped into one combined unit of land, and are analyzed separately. In accordance with this rule, Site A and Site B will be separately analyzed for the purposes of categorizing and evaluating land pursuant to the third priority.

### **Fourth Priority for Inclusion (OAR 660-024-0067(2)(d))**



The Fourth Priority for inclusion into the UGB are agricultural land that is predominantly high-value farmland. A city may bit select land that is predominantly made up of prime or unique farm soils, as defined by the USDA NRCS, unless there is an insufficient amount of other land to satisfy its land need.

Site A is grouped together and studied as a single unit of land. This unit of land is not predominantly high-value farmland as demonstrated in Figure 5 and Table 1 below, therefore it will be reviewed for suitability and inclusion into the UGB as Third Priority land.

Similarly, Site B is grouped together and studied as a single unit of land. This unit of land is not predominantly high-value farmland as demonstrated in Figure 6 and Table 1 below, therefore it will be reviewed for suitability and inclusion into the UGB as Third Priority land.



Figure 5. Site A – High-value Farmland

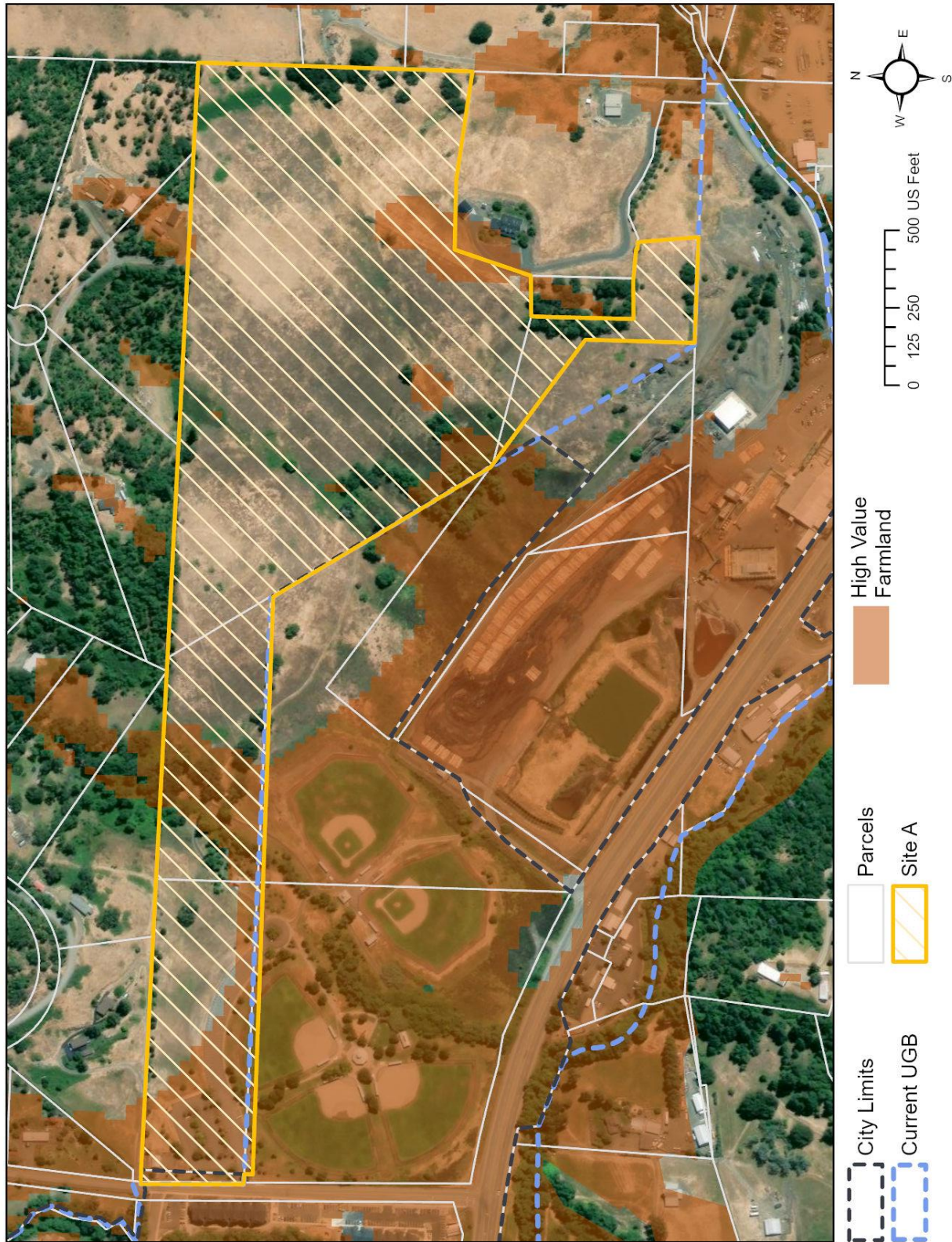


Figure 6. Site B – High-value Farmland

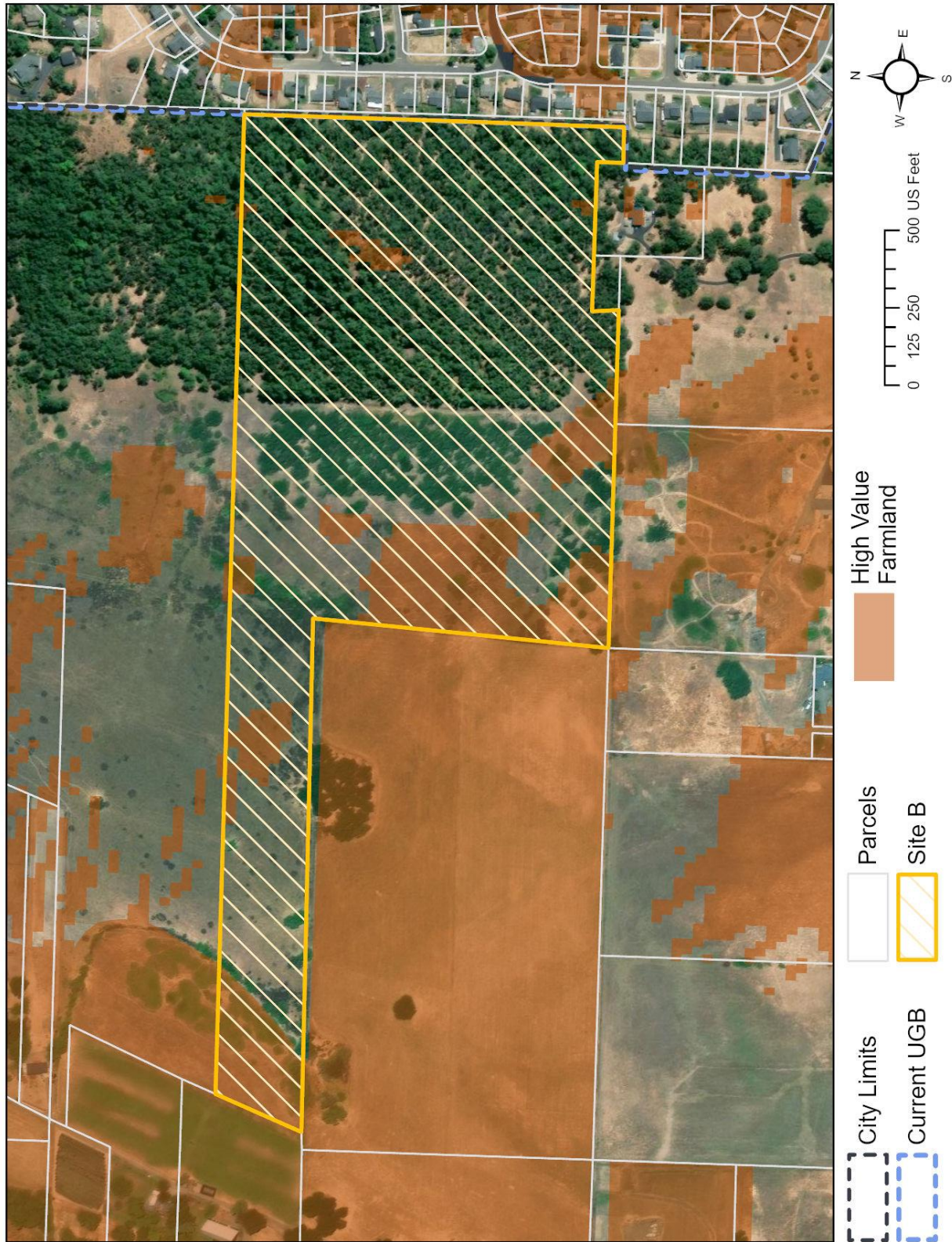


Table 1. Prime or Unique Soils and High-Value Farmland

<b>Site</b>	<b>Total Acres in Site</b>	<b>Prime or Unique Soils (Acres)</b>	<b>Percent of Acres with Prime or Unique Soils</b>	<b>High-Value Farmland Acres</b>	<b>Percent High-Value Farmland</b>
Site A	53.2	0	0%	9.8	18.4%
Site B	55.9	1.7	3%	10.6	19.0%

The City finds that neither Site A or Site B is considered predominantly high-value farmland, based on the definitions of ORS 195.300(10) and ORS 215.710, for the purposes of determining third and fourth priority of land for inclusion in a UGB as outlined in OAR 660-024-0067(2), each site is considered third priority for inclusion.

There is a total of 109.1 acres of third priority land in the Study Area. The City assumes that vacant or partially vacant land in the third priority category is “suitable” to satisfy land need, as required by OAR 660-024-0067(5). Therefore, 109.1 acres of land is suitable to meet the park land need. The City finds that Site A and Site B are options for UGB expansion. These findings are consistent with ORS 197A.320, OAR 660-024-0067(2), and the definitions for high value farmland in ORS 195.300 and ORS 215.710.

Next the City will choose which land of the third priority to include in the UGB by first applying the boundary location factors of Goal 14. The selection will be evaluated with applicable criteria in the acknowledged comprehensive plan and land use regulations prior to initiation of the UGB amendment.



## Goal 14 Boundary Location Factors

This section includes findings demonstrating compliance with the Goal 14 location factors. This analysis will determine which of the two sites will result in a UGB expansion that is the most accommodating and cost effective, while creating the fewest conflicts between neighboring land uses, and cause the fewest negative environmental, economic, social and energy consequences.

Goal 14 establishes four boundary location factors that must be considered when reviewing alternative boundaries:

1. Efficient accommodation of identified land needs;
2. Orderly and economic provision of public facilities;
3. Comparative environmental, energy, economic and social consequences; and,
4. Compatibility of the proposed urban uses with nearby agricultural and forest activities occurring on farm and forest land outside of the UGB.

### **Factor 1: Efficient accommodation of identified land needs**

Factor 1 includes characteristics that would provide public facilities adjacent to existing development areas and provide for the most contiguous urbanization of land.

Both sites are contiguous to and adjacent to the existing city limits and UGB boundary, and are therefore “efficient” areas of land to meet the land need. However, Site A has the greatest ability to meet the intent of Factor 1 due to its proximity to the existing UGB and the existing city limits boundary, and because the site is already a park. No practical measure of efficiency would find that Site B is a more efficient accommodation of the identified need due to the existing condition of Site A being owned and operated by the City of Roseburg as a park. Simply put, Site A is the most efficient location for a park because it already is a park. Therefore, the City finds that Site A provides the best opportunities for development of park facilities and provides the opportunity for the entirety of Sunshine Park to be inside the UGB and city limits.

### **Factor 2: Orderly and economic provision of public facilities**

Site A has existing access to public facilities, as it is already in operation as a park. Site A has a portion of the site with developed parking areas and access to Sunshine Road, which is classified as a Minor Collector road, and connects to North Umpqua Highway. Water services are available at the park that are owned and operated by the City of Roseburg. Sewer services are provided to the park that are owned and operated by the Roseburg Urban Sanitary Authority (RUSA). RUSA also serves the surrounding properties. Stormwater systems at Site A are owned and operated by the City of Roseburg. The storm system from Site A drains into a natural drainage that flows into ODOT right-of-way along Highway 138E. Pacific Power serves Site A and the surrounding properties. The portions of Sunshine Park that are already inside the UGB are served by the City of Roseburg Fire Department and Police Department, and Site A would be served by these services if chosen for expansion. Regular maintenance is performed at Site A on park facilities by City of Roseburg Parks Department staff on a routine basis. This includes facilities maintenance, janitorial services, and landscaping. Trash and Recycling services are provided to the site by Roseburg Disposal. Site B does not have any existing public facilities available to it, therefore the most orderly and cost-effective





provision of public facilities would better served at Site A because all public facilities are currently available and operational. The City finds that Site A will provide the best opportunities to use existing connections to public services and facilities. Site A is the most economical location for the City of Roseburg UGB expansion after considering the provisions for roads, water, wastewater and other public facilities.

### **Factor 3: Comparative environmental, energy, economic and social consequences**

#### Environmental consequences

Site A has relatively few environmental consequences due to the existing access and development on the site that is intended for use as a park. Site B would have environmental consequences and impacts related to establishing a vehicular access route, and due to the likely need for clearing of forested lands for the development of a park.

#### Energy consequences

From a transportation perspective, Site A has relatively few energy consequences due to the existing transportation network that serves the site. Site B would have comparatively more energy consequences due to the need to develop transportation connections to the site from the rest of the City.

#### Economic consequences

Both sites have comparatively similar economic consequences. Increasing street connectivity and recreation opportunities within the City will have potential positive economic impacts.

#### Social consequences

Site B would likely have more negative social consequences due to the amount of existing households and properties that would be disrupted by the installation and construction of public facilities necessary to support a new park. Site A will have few negative social consequences if brought into the UGB, and will allow for the development of a trail system on the existing park land. Development of more amenities on parks will provide positive social consequences.

The City finds that Site A would have the most positive and least negative comparative environmental, energy, economic and social consequences.

### **Factor 4: Compatibility of the proposed urban uses with nearby agricultural and forest activities occurring on farm and forest land outside the urban growth boundary**

A wide variety of zones and land uses exist immediately around Site A, which is currently zoned Forest Grazing (FG). In the vicinity of Site A is a 70-lot subdivision to the north, a 144-unit apartment complex to the west, heavy industrial uses (Nordic Veneer) immediately to the south and southeast, farmland to the east, and Hwy 138 to the south. There is also a historic cemetery within one of the parcels of Site A. The site is directly on the city boundary and the UGB boundary. With the exception of the new apartment units across the street from Sunshine Road these different types of uses have existed in conjunction with one another for many years.



Several different zones and land uses exist immediately around Site B also. The site is currently zoned Forest Grazing (FG), and has FG zoning to the north, south, and west, as well as Limited Multiple-Family Residential (MR14) city zoning to the east. The site is directly on the city boundary and UGB boundary, and these different types of uses have also existed in conjunction with one another for years.

Both Site A and Site B are zoned FG. Below is a list of uses currently permitted in the FG zone. Each of these uses have the ability to exceed the intensity of the proposed park and future trail network concerning their ability to produce more noise, odor, dust, smoke, fumes, etc. The list is as follows:

- Facilities for the processing of farm crops
- Facilities for the processing of bio-fuel
- Wineries
- Restaurants, in conjunction with a winery
- Agri-tourism commercial events
- Dog training facilities
- Operations for the exploration of minerals or geothermal resources
- Model aircraft take-off and landing sites

In previous public hearings related to a proposed trail system at Sunshine Park (Site A), public comments were made indicating concerns about fire danger. In order to mitigate this concern, the City reached out to the Douglas Forest Protective Association (DFPA), Central Douglas Fire and Rescue, and The City of Roseburg Fire Department to discuss the possibility of an added risk of wildfire due to the proposed new trails. Letters provided by the Fire Prevention Officer at the Douglas Forest Protective Association, the Fire Chief at the Roseburg Fire Department and the Battalion Chief at Central Douglas Fire and Rescue each indicated that the trails would not significantly increase fire danger to the area. The consensus was that in the event that wildfire were to occur the trails would actually benefit the area by doing the following:

- The trails will function as natural fire breaks potentially slowing down the advancement of fire.
- The trails will increase access to the area providing better routes for fire suppression efforts.
- Use of the trail may allow for earlier detection of fire aiding in the response of emergency personnel.

In addition to the fire mitigation benefits of the proposed trails which will be the future development of either Site, the city has existing and ongoing measures to address potential fire hazards at City owned and operated parks. The City owns and operates a 500,000 gallon water reservoir - Boyer Reservoir - located 1,600 feet to the south of Site A that provides fire protection to the park. As for ongoing measures, the City is currently planning to upsize the water main that feeds Sunshine Park and Site A from an 8-inch diameter pipe to an 18-inch diameter. This will increase the water availability for fire protection.

The City finds that the addition of either Site A or Site B will have no ill effect on the way in which the farm and forest uses have been able to exist currently. When compared to other



types of recreational amenities or permitted farm uses that could occur currently in place of the proposed trails, the City finds that the use of a park and its level of impact to the area will be minimal.

With measures taken to address concerns over fire danger that have already occurred at Site A, the City finds that Site A will be more compatible with nearby agricultural and forest activities occurring on farm and forest land outside the urban growth boundary.

### UGB Expansion Conclusion

Based on the analysis findings presented above, the City concludes that the best location for Roseburg to meet the identified park land need deficiencies is expansion of the UGB into Site A.

The City of Roseburg is required to identify the specific expansion areas within Site A and to assign the appropriate urban plan designations to the added lands, consistent with the need determined (OAR 660-024-0050). Upon inclusion into the UGB, the portion of Sunshine Park that is not currently in the City is proposed to have the matching comprehensive plan map designation of Public/Semi-public (PSP). Upon annexation, the City will apply the matching zoning designation of the existing portions of the park as Public Reserve (PR). The City has determined that a 49.5 acre portion of Site A will be the best location for the proposed expansion and inclusion into City limits. The expansion area boundaries have been chosen to have the least potential impact on surrounding uses while still meeting a majority of the identified land need. The 49.5 acres that make up the expansion area consist of the following parcels:

<b>Township</b>	<b>Range</b>	<b>Section</b>	<b>Tax lot</b>
27S	05W	15C	00100
27S	05W	15D	00100
27S	05W	15D	00104

Figure 7 below shows the expansion area proposed.



Figure 7. UGB Expansion at Sunshine Park



# Chapter 3 – Comprehensive Plan Map Amendment, Annexation, and Zone Change

The City of Roseburg (the “City”) proposes to annex the portion of Sunshine Park that has been proposed for the UGB Expansion, herein established as the 49.5 acres of Sunshine Park. The City seeks approval of a Comprehensive Plan Map amendment, Annexation, and Zone Change applications for concurrent approval. This chapter describes the proposal and demonstrates compliance with the relevant approval standards of the City of Roseburg’s Title 12 Land Use and Development Regulations, Chapter 12.04, and Chapter 12.10.

The Comprehensive Plan Map Amendment, Annexation, and Zone Change applications will be concurrently evaluated with the proposed UGB Expansion under the legislative action procedures and decision process. The proposal will be heard by the City of Roseburg Planning Commission and Douglas County Planning Commission in a joint public hearing. These commissions will forward a recommendation to the Roseburg City Council and Douglas County Board of Commissioners for their respective decisions. The City Council will render the decision on the Comprehensive Plan Map Amendment, Annexation, and Zone Change applications after a public hearing on the applications is held.

The following sections of the City of Roseburg’s Title 12 Land Use and Development Regulations, and the City of Roseburg Comprehensive Plan have been extracted as they have been deemed to be applicable to the proposal. Following each **bold** applicable criteria, the City has provided a series of findings. The intent of providing code and detailed responses is to document, with absolute certainty, that the proposal has satisfied the approval criteria for the Comprehensive Plan Map Amendment, Annexation, and Zone Change applications.

### Site Description and Characteristics

The property is addressed as 205 Sunshine Road and further identified with the following legal parcel descriptions:

<b>Township</b>	<b>Range</b>	<b>Section</b>	<b>Tax lot</b>
27S	05W	15C	00100
27S	05W	15D	00100
27S	05W	15D	00104

The expansion area has a total of six tax account identification numbers for the three subject parcels: R67304, R67290, R129115, R129116, R67353, and R67346. The approximately 0.15 acre portion of parcel 27S 05W 15D 00105 is not proposed for the expansion area and will remain in Douglas County jurisdiction. Approximately 3 acres in the southern portion of parcel 27S 05W 15D 104, and the approximately 0.15 acre portion of parcel 00105 described above will remain outside of the expansion area and is not proposed for inclusion into the UGB and city limits.

The subject property proposed for UGB expansion and inclusion into the city limits is roughly 3.5 miles east of Roseburg’s downtown area lying just north of the Diamond Lake Boulevard / Highway 138 corridor. Approximately 30 acres of Sunshine Park site is currently developed. The area developed consists of the land directly adjacent to Sunshine Road and Highway 138 and includes ball fields, parking area, pavilions, a playground, and recreational trails. This proposal will allow for the inclusion of the unincorporated areas of Sunshine Park to be



incorporated into the City and for the appropriate comprehensive plan and zoning designations to be applied to the site.

The developed portions of Sunshine Park are located near the corner of Sunshine Road and Highway 138. The entrance to the park is off Sunshine Road approximately 750 feet north of the Highway 138 intersection. The site has approximately 225 parking spaces that serve the current facilities with a large turn around at the eastern terminus of the parking area. Additionally, the City has acquired a 25-foot wide access easement from the adjacent property owners to the east (350 Temple Brown Road) in order to provide immediate emergency access to the eastern portion of the park from Temple Brown Road (See Appendix 1).

A legal description of the area proposed for UGB expansion and inclusion via annexation is provided with this report in Appendix 2.

### Surrounding Parcels and Land Uses

The park property is bordered to the south by Highway 138 and the Nordic Veneer Mill and to the east with rural home sites and agriculturally zoned properties. The properties to the north of the site consist of 5-acre rural residential parcels, which are primarily wooded hillside lands. The property directly to the west across Sunshine Road is a recently completed 144 unit multi-family housing development (Sunshine Park Apartments). The UGB expansion area, existing comprehensive plan map designation, and surrounding zoning is demonstrated in Figure 8.



**Comprehensive Plan Map Amendment Criteria**

Upon inclusion of the site into the UGB, the City will apply the Comprehensive Plan Map designation of Public/Semi-public (PSP). The future comprehensive plan designation map is demonstrated in Figure 9. The applicable approval criteria for the proposed Comprehensive Map Amendment is contained within the following:

**12.10.020 LEGISLATIVE ACTION PROCEDURES.**

**A. Purpose.** *The purpose of Subsections 12.10.020(A)–(I) is to establish procedures for considering legislative proposals and actions, including but not limited to legislative amendments of the Roseburg Urban Area Comprehensive Plan text or map, legislative amendments to the text of this Code, and legislative zone changes.*

**Finding:** This proposal includes an application for a comprehensive plan map amendment, therefore the Legislative Action Procedures will be used and followed.

**B. Determination of applicable process.** *The Community Development Director, in consultation with the City Attorney, shall be responsible for determining if a particular proposal is a legislative action under applicable law or an application for development approval. A legislative action shall be processed according to this Section. An application for development approval shall be processed by quasi-judicial public hearing or administrative action, pursuant to the Development Approval Procedures set forth in Section 12.10.010 of this Code. The determination of the Director as to whether a particular proposal is a legislative action shall be subject to review by the Planning Commission and the City Council.*

**Finding:** On behalf of the City the City Manager, Nikki Messenger, consulted with the Community Development Director, who in consultation with the City Attorney, determined that this proposal is a legislative action under applicable law. This criteria is met.

**C. Who may initiate.** *Proposals for legislative actions may only be initiated by the Director, the Planning Commission, the City Council, or any individual member of the City Council.*

**Finding:** This proposal was initiated by the Director, on behalf of the City, with direct guidance from City Manager Nikki Messenger. This criteria is met.

**D. Notice and hearing by the Planning Commission.** *The Planning Commission shall hold a public hearing on any proposed legislative action after publishing notice of the hearing at least 10 days prior to the hearing in a newspaper of general circulation published in the area affected by the proposed legislative action. The notice shall contain the time, place, and purpose of the hearing and a description of the land to be subject to the proposed legislative action.*

**Finding:** The City understands that a joint hearing with Douglas County Planning Commission and the City of Roseburg Planning Commission will be held after the proper public notice has been published in a newspaper of general circulation in the area near the subject site. The notice contains the time, place, and purpose of the hearing and a description of the land to be subject to the proposed legislative action. This criteria is met.



**E. Hearing procedure.**

- 1. In the conduct of public hearings pursuant to this Section, the Planning Commission and the City Council shall have the authority to:**
  - a. Rule on procedural questions;**
  - b. Impose reasonable limitations on the time for public testimony, and to restrict irrelevant or repetitive testimony and presentations;**
  - c. Prohibit persons from being disorderly, abusive, or disruptive of the orderly conduct of the hearing**
  - d. Prohibit persons from testifying without first receiving recognition and stating their full name and address;**
  - e. Prohibit persons from presenting irrelevant, immaterial, or unduly repetitious testimony;**
  - f. Prohibit audience demonstrations such as applause, cheering, and display of signs or other conduct disruptive of the hearing. Any such conduct may be cause for immediate suspension or termination of the hearing.**
- 2. Order of procedure. Unless otherwise specified, the Commission or the City Council, in the conduct of hearings, shall:**
  - a. At the commencement of the hearing, announce the nature and purpose of the hearing and summarize the rules for conducting the hearing;**
  - b. Request the Community Development Director to present the introductory report of the Director;**
  - c. Allow members of the public to speak about the proposal and to submit relevant documents.**
- 3. At the conclusion of the hearing, the Commission or City Council may, at its sole discretion, continue the hearing or leave the record open for a time during which any person may submit additional documents or written evidence or testimony.**

**F. Recommendation by Commission.**

- 1. At the conclusion of a hearing by the Planning Commission, and following any continuances or period in which the record remains open, the Commission may: make a decision recommending approval or disapproval of the proposal and transmit such recommendation to the City Council; or may recommend modification or approval with conditions; or may take the matter under advisement. If the Commission's recommendation has not been received by the City Council prior to the expiration of 60 days after the conclusion of the Commission's initial hearing, the City Council may consider the proposal without recommendation of the Commission thereon.**
- 2. The recommendation of the Commission shall be supported by written Findings and Conclusions. In addition to any other substantive criteria that may be deemed to apply, all legislative action proposals shall be analyzed for consistency with the policies of the Plan, Statewide Planning Goals, and other provisions of this Code. All actions taken by the Commission in adopting Findings and Conclusions shall be made a part of the record.**

**G. Consideration by City Council.**

- 1. Upon receiving the Planning Commission's recommendation, or upon the expiration of the 60-day period abovementioned, the City Council shall hold a public hearing after providing notice to all established parties. The same rules of procedure which applied to the hearing by the Commission shall apply to the hearing by the City Council. The City Council may approve or disapprove the proposal or modify it or grant approval subject to conditions. For all cases,**





***the City Council shall make written Findings and Conclusions, addressing the criteria mentioned in Subparagraph 12.10.020(F)(2) above or incorporating the Findings and Conclusions of the Commission regarding such criteria. The City Council may remand the matter to the Planning Commission if it deems it helpful to obtain further consideration or recommendations from the Commission on the matter.***

- 2. Upon adoption or amendment of any ordinance or regulation to which ORS 92.044 or 92.046 applies, the City Council shall comply with ORS 92.048, including the requirement of filing with the recording officer of the County.***
- 3. The Director shall send notice of any legislative action proposal to the State as required under ORS 197.610 and, upon adoption, as required under ORS 197.615.***

***H. Conflicts of interest. Subsection 12.10.010(U) of this Code shall be applicable to proceedings to consider legislative action proposals under this Section, except where the context otherwise indicates, and except that there shall be no prohibition against or requirement for disclosure of ex parte contacts.***

**Finding:** The City understands and will adhere to the described hearing procedures, and understands and acknowledges that a recommendation will be made by the Planning Commission, which will be forwarded to City Council for final consideration and to make a decision.

***I. Zoning text amendments. It may be necessary from time to time to amend the text of this Code in order to conform to the Comprehensive Plan, or to meet other changes in circumstances and conditions. An amendment to the text of this Code is, as is original zoning, a legislative act solely within the authority of the City Council and shall be processed pursuant to this Section.***

**Finding:** No zoning text amendment is proposed with this application; therefore this standard is not applicable.



Figure 8. Expansion Area Current Zoning and Surrounding Property Zoning (County)

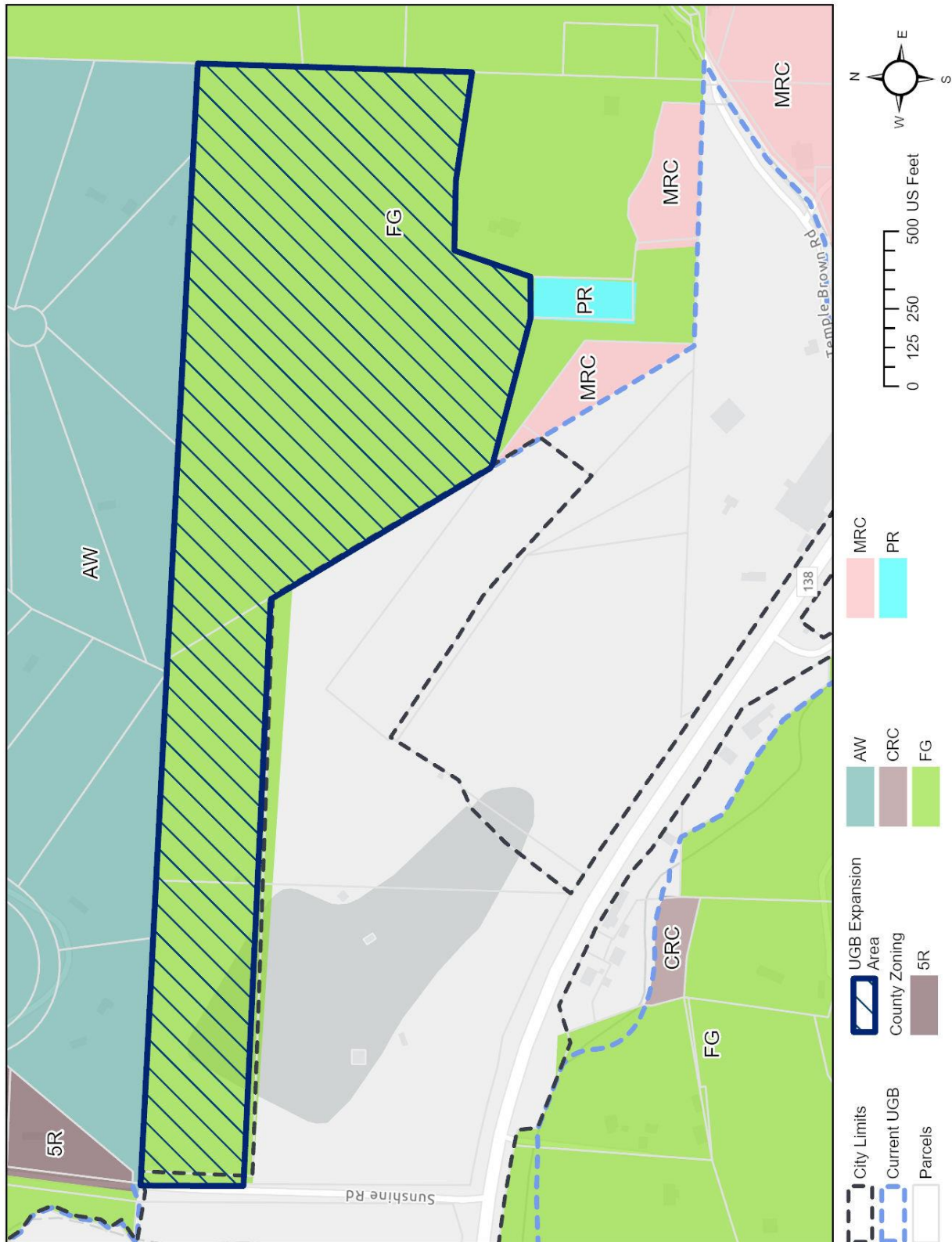
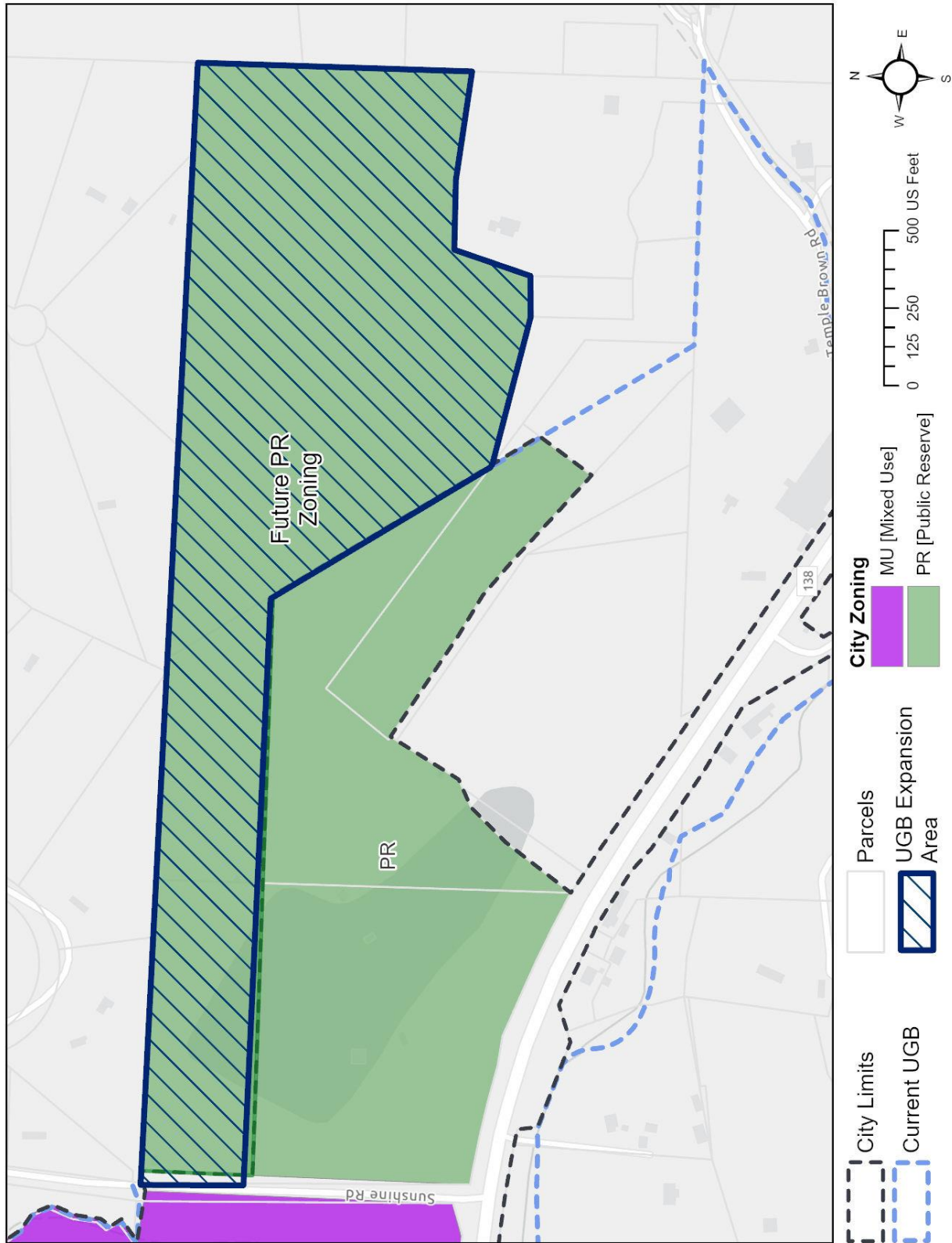


Figure 9. Future Comprehensive Plan Designation



## Annexation Criteria

The applicable approval criteria for the subject annexation is contained within the following:

### STATE REQUIREMENTS

(A) ORS 222.125, “**Annexation by consent of all owners of land and majority of electors**” where the following criteria must be met:

***The legislative body of a city need not call or hold an election in the city or in any contiguous territory proposed to be annexed or hold the hearing otherwise required under ORS 222.120 (Procedure for annexation without election) when all of the owners of land in that territory and not less than 50 percent of the electors, if any, residing in the territory consent in writing to the annexation of the land in the territory and file a statement of their consent with the legislative body. Upon receiving written consent to annexation by owners and electors under this section, the legislative body of the city, by resolution or ordinance, may set the final boundaries of the area to be annexed by a legal description and proclaim the annexation.***

**Finding:** The subject site (49.5 acre portion of Sunshine Park) is contiguous to the city limits of Roseburg and is under the ownership of the City of Roseburg. The Applicant has provided written consent and has applied for the annexation of forms provided by the City for the subject site to be annexed into the City. This criterion is met.

### CITY REQUIREMENTS

(A) Pursuant to City of Roseburg Resolution 2006-04, “**Section B. Annexation Policies**”, the following policies must be adhered to:

- 1. Annexation Encouraged. Over time, the City of Roseburg shall be the primary provider of municipal water service and other urban services within the UGB, provided the City can offer these services in an efficient and cost-effective manner. Annexation to the City should be encouraged:**
  - a. For unincorporated areas that are now receiving some City services, are urban in character, or are logically served by the City because of geographic factors such as drainage basins, boundaries, or environmental constraints;**

**Finding:** The subject site proposed for annexation is currently receiving many services that other properties inside the City would be offered. This demonstrates that the Park is urban in character, and that the City and other organizations and companies can and will continue to offer these urban-level services in an efficient and cost-effective manner after the subject site is annexed into the City. The following urban services are provided to the park:

- Water services are available at the park that are owned and operated by the City of Roseburg.
- Sewer services are provided to the park that are owned and operated by the Roseburg Urban Sanitary Authority (RUSA). RUSA also serves the surrounding properties and much of the properties inside the UGB.
- Stormwater systems are owned and operated by the City of Roseburg. The storm system from the park drains into a natural drainage that flows into ODOT right-of-way along Highway 138E.
- Pacific Power serves the subject site and the surrounding properties.



- The subject site located within the City limits is served by the City of Roseburg Fire Department and Police Department. The areas of the park that are outside of the City limits are served by Douglas County Sheriff's Department and Central Douglas Fire and Rescue. Annexing the subject site into the City would make for more organized jurisdictional emergency response services to serve the park.
- Regular maintenance is performed at the park facilities by City of Roseburg Parks Department staff on a routine basis. This includes facilities maintenance, janitorial services, and landscaping.
- Trash and Recycling services are provided to the site by Roseburg Disposal.

Other urban services currently provided to the park include the Sunshine Park Route operated by Umpqua Public Transportation District, which connects the Washington Avenue and Rose Street Connection Centers and Sunshine Park up to four trips a day, Monday through Friday.

The subject site is currently being operated as a City Park with all of the urban services expected of a city park. This demonstrates that the site is urban in character. The Applicant finds that the annexation shall be encouraged by the City due to ability to offer the provision of services in an efficient and cost-effective manner.

***b. Where the availability of infrastructure and services allows for the development of urban densities.***

**Finding:** The subject site is not proposed to be developed at urban densities to support housing or employment uses. Upon annexation the subject site is proposed to be designated as Public/Semi-public (PSP) on the Roseburg comprehensive plan map and is proposed to have the zoning designation of Public Reserve (PR). The availability of infrastructure and services currently at the subject site will support the level of urban development as required for a city park. The City finds that the annexation should be encouraged by the decision makers due to the provision of services being able to be offered in an efficient and cost-effective manner.

***2. City Initiated Annexation. If the City initiates an annexation, then the City shall analyze the financial impacts of the annexation including a calculation of revenues derived from a proposed annexation and the expenses to provide services in the area to be annexed. City staff shall also analyze the ability of the City and other urban service providers to provide urban services to the areas at a level similar to the rest of the City of Roseburg. Such analysis of impacts and ability to provide City services shall include at least the following:***

***a. Financial implications of providing City services to annexed areas at a level that is approximately consistent with the rest of the City;***

**Finding:** The financial implications for annexing the portions of the subject properties that make up the 49.5 acre site will be neutral. Because the properties are City owned and have been since the early 2000's, there will be no added property tax revenue generated by the annexation of the properties.



There will be no increase in expenses to provide services to the area to be annexed because the site has been continuously operated by the City as a city park since the purchase of the properties. Future development of the site will be for a recreation site that the City has acquired a grant for. Ongoing maintenance and operations costs for the park are unlikely to drastically change after annexation. The current level of service provided to the site is consistent with the level of service of parks provided to the rest of the City. This criteria is met.

***b. The method and timing for a phase-in of City services to the area to be annexed;***

**Finding:** City services currently serve the park, therefore there is no method or timing for phasing-in City services for the area proposed to be annexed. The area proposed to be annexed in will not require phasing-in of additional City services, therefore the financial impacts of the annexation are neutral.

***c. Consistency with the City’s Capital Improvements Plan and utility master plans to provide planned improvements;***

**Finding:** This proposal is consistent with the City’s Capital Improvements Plan (CIP), adopted April 2021 which identifies the portions of the subject properties proposed to be annexed as the Sunshine Park Trail System. The CIP states that “Staff will apply for Recreational Trail Program grant when available to construct a bike trail system at Sunshine Park.” The CIP identifies partial funding for the construction of the trails to be funded by the City’s Bike Trail Fund, which is funded by a portion of state mandated share of gasoline subventions, and partially funded through a Local Government Grant Program administered by the Oregon Parks and Recreation Department.

***d. Appropriate size of annexation area(s);***

**Finding:** The size of the proposed annexation area, 49.5 acres, is appropriate to the level of service that the City can provide. The City currently provides a service level to the entirety of the parcels, which exceeds the 49.5 acres proposed for annexation. The financial impacts of the proposed annexation would remain neutral given the proposed annexation area.

***e. Adequacy of intergovernmental agreements necessary for a logical and smooth transition in jurisdictional control;***

**Finding:** Adequate intergovernmental agreements are in place for the logical and smooth transition of the subject site in jurisdictional control. The Douglas County Board of Commissioners has indicated support for the City to annex the subject site in previous public hearings.

***f. Property owner and resident support for annexation;***

**Finding:** The City is the sole property owner of the subject site proposed for annexation and has initiated the annexation process. No residents live on the subject parcels. This standard is met.

***g. Consistency with the City’s Comprehensive Land Use Plan;***



**Finding:** Consistency with the City’s Comprehensive Land Use Plan is addressed further in this proposal narrative.

***h. Compliance with adopted City goals and annexation policies; and,***

**Finding:** This proposal is consistent and in compliance with adopted City goals and annexation policies as detailed in the City of Roseburg Comprehensive Plan, and by the City of Roseburg Resolution 2006-04, Annexation Policy as demonstrated in this proposal.

***i. Compliance with state law.***

**Finding:** This proposal for annexation is in compliance with state law.

***3. Full-Range of City Services in Timely Manner. The City shall not initiate annexation proceedings on any property if it cannot provide a full range of City services within approximately a three-year period of time. A full range of City services means a level of urban services approximately similar to that enjoyed by residents currently living in the City of Roseburg.***

**Finding:** As discussed in the above finding in response to Annexation Policy 1.a., the subject site is already provided with a full range of City Services. The level of urban services is approximately similar to that enjoyed by residents currently living in the City of Roseburg. This standard is met.

***4. Preference for Annexation Areas. Highest preference for annexation shall be given to those areas that best meet annexation policies and where revenues derived from the annexed areas exceed City expenses. Lowest preference shall be given to those annexation requests that exhibit a negative financial situation for the City of Roseburg or only minimally meet City annexation policies. Fiscal impacts are only one of many criteria to be evaluated, and must be balanced with other annexation policies and goals.***

**Finding:** The City finds that this annexation area proposal meets all of the annexation policies and that the revenues derived from the annexed areas will result in a net neutral financial situation for the City, as discussed above in the response to Annexation Policy 2.a. The City finds that this proposed annexation shall be given the highest preference for annexation into the City. This standard is met.

***5. Unincorporated Islands. Property that is currently surrounded by land within the City limits (unincorporated islands) shall be discouraged. As soon as practical, the City shall initiate annexation proceedings for such islands. The annexations may be initiated at the request of the Community Development Department, Planning Commission or the City Council. A public hearing shall be held by the City Council prior to the Council’s adoption of an ordinance for annexation of an unincorporated island. Prior to the day of the hearing, the Council will publish notice of the hearing once each week for two successive weeks, and shall cause notices of the hearing to be posted in four public places in the city for a like period. Notification shall be mailed to owners of property within the area proposed for annexation no later than twenty (20) days prior to the public hearing.***



**Finding:** The subject site proposed for annexation is not considered an unincorporated island, therefore this policy is not applicable.

**6. *Properties Now Served by Municipal Water But Located Outside Existing City Limits. Property owners now receiving municipal water service from the City of Roseburg are encouraged to initiate annexation proceedings on their property consistent with these policies.***

**Finding:** The subject site proposed for annexation is currently served by municipal water or can be served by municipal water service, and is located outside of existing city limits. The City is the property owner and is initiating annexation proceedings on the site consistent with this policy.

**7. *New Consent to Annexation Agreements Prohibited. After Council adoption of a change to Roseburg Municipal Code 5.04.060, no new municipal water service shall be provided unless the property is annexed to the City of Roseburg.***

**Finding:** The City has initiated this annexation proposal to facilitate planned development of park facilities. The proposal is consistent with this policy.

(B) Pursuant to City of Roseburg Resolution 2006-04, "**Section C. City Administration of Annexations**", the City will process applications for annexation using the following policies:

**1. *Appropriate zoning districts should be designated for property in an annexation proposal and should be guided by the adopted comprehensive plan land use designations.***

**Finding:** The City proposes the city zoning designation Public Reserve (PR), which is guided by the proposed comprehensive land use designation of Public/Semi-public (PSP) on the Roseburg comprehensive plan map as proposed in this concurrent Comprehensive Plan Map Amendment application proposal. This criteria is met.

**2. *Development proposals associated with annexation proposals should require separate review from the annexations.***

**Finding:** A future development proposal to construct public trail facilities in the park will be reviewed through a separate review from this proposed annexation of the subject site. This criteria is met.

**3. *Larger annexations will be encouraged, when appropriate, in order to realize efficiencies in the use of City resources.***

**Finding:** The City finds that this annexation should be encouraged in order to realize the efficiency of the use of City resources, and to have the entirety of the park that the City owns and operates inside the City limits. This criteria is met.

**4. *The City should ensure that property owners and residents in and around the affected area(s) are fully informed of the obligations and requirements that may be imposed upon them as a result of annexation. The City should respond***





***to community initiatives and actively assist owners and residents with initiating and completing the annexation process.***

**Finding:** As part of the public input process for this proposal, the city has scheduled and held a series of public hearings and provided notice to fully inform property owners and residents around the affected area. This criteria is met.

***5. The City should take proactive action to help property owners and residents understand and respond to the City's initiation of annexation proceedings that affect them. City staff should consider using survey instruments and other methods to gauge the level of support for annexation in a particular unincorporated area.***

**Finding:** The history and background of the subject site, and previous public testimony and input from surrounding property owners and residents indicate that those owners and residents understand the City's initiation of annexation of the subject site, and how that may affect them. In addition to this background, the City has reached out to surrounding property owners and residents to ensure that property owners and residents understand and have the opportunity to respond to the City's initiation of annexation proceedings on the subject site. This criteria is met.

***6. So long as consistent with state law, City staff are encouraged to be creative in providing incentives and inducements to unincorporated areas to encourage them to be annexed. Such incentives and inducements may include a phase-in of property taxes paid. This incentive is appropriate as there normally is a phase-in of City services to the area annexed. The City Council may, at the time of approval of the annexation, choose to phase-in the City share of property taxes over a three-year period. The out-of-city water fee would also be eliminated through annexation.***

**Finding:** The City understands that this is an option, but does not request from the decision makers any incentives and inducements that may encourage annexation of the subject site at this time, therefore this criteria is not applicable.

(C) Pursuant to City of Roseburg Resolution 2006-04, "**Section D. Annexation Boundaries**", as the City discusses annexation with property owners and as the City reviews annexation requests, the issue of where to establish the annexation boundary will be guided by the following policies:

***1. Seek boundaries that readily define City and county jurisdiction and correct any existing inconsistencies of the City's borders with future annexation proposals.***

**Finding:** This proposal will correct an existing inconsistency with the City's boarder by annexing land that is included in an existing city park that is roughly half-inside the city limits and roughly half-outside the city limits. The proposed area of annexation will match the proposed UGB expansion boundary line, creating a boundary line for the City and UGB that is the same. This criteria is met.

***2. The proposed annexation boundary should be defined by the following characteristics:***



- a. annexation of territory that is adjacent to the existing City limits; in general, the more land adjacent to the City, the more favorable the annexation;**

**Finding:** The subject site proposed for annexation is entirely adjacent to the existing city limits. This criteria is met.

- b. inclusion of unincorporated islands and peninsulas;**

**Finding:** The subject site proposed for annexation is not considered an unincorporated island, or peninsula, and an annexation would not result in an unincorporated island and/or peninsula. This criteria is met.

- c. use of boundaries that are readily identifiable in the field, such as waterways, ridges, park property, the entire road right-of-way, and railroad right-of-way;**

**Finding:** The proposed boundary for the annexation is defined by the proposed UGB expansion line, which is consistent with the intent of this criteria. This criteria is met.

- d. inclusion/exclusion of an entire neighborhood, rather than dividing portions of the neighborhood between City and county jurisdictions; and**

**Finding:** The proposed annexation would not result in the division of a portion of a neighborhood between the City and county jurisdictions. This criteria is met.

- e. natural corridors should be identified and included as greenbelts or community separators between the City and adjacent jurisdictions.**

**Finding:** No natural corridors existing on the subject site that could be identified and included as a potential greenbelt or community separator between the City and adjacent jurisdictions. This criteria is met.

- 3. Existing land uses, development, and redevelopment potential should be considered when evaluating a proposed annexation.**

**Finding:** The existing land use as a park, and proposed development of the site for more park facilities will be made possible by this annexation and the transfer of jurisdictional review to the City. This criteria is met.

- 4. Annexation proposals should include areas that allow for the control over land uses along major entrance corridors to the City.**

**Finding:** The proposed site does not include land that would allow for control over land uses along major entrance corridors to the City, therefore this criteria is not applicable.

(D) Pursuant to City of Roseburg Resolution 2006-04, "**Section E. Annexation and Intergovernmental Relations**", in order to maintain a quality relationship with [their] partners as annexation occurs, the City should:



- 1. Actively involve Douglas County staff and elected officials as annexation issues arise.**
- 2. Promote a regional approach for development review through the use of intergovernmental agreements to ensure that Douglas County land development policies are consistent with the City of Roseburg Comprehensive Plan policies or other City development standards.**
- 3. Coordinate long-range planning and the development of capital improvement programs for transportation, storm water, water services, and other utilities with adjacent jurisdictions, special districts, and Douglas County.**
- 4. As the City considers annexation proposals, evaluate natural resources in and around the area of the proposed annexation and consider whether inclusion of those natural resources within the City's boundaries could be beneficial for land use planning and/or conservation of natural resources.**
- 5. Pursue Intergovernmental agreements with other urban service providers, consistent with ORS 195.060 through 195.085 (okay) [sic], to guide the transition from rural to urban levels of service. Discussions should be held with Douglas County, Douglas County Rural Fire District #2, Roseburg Urban Sanitary Authority, the Dixonville Water Association, and the Umpqua Basin Water Association.**

**Finding:** The concurrent applications for a UGB expansion, comprehensive map amendment, annexation, and zone change have included the Douglas County staff and elected officials so that any annexation issues that arise can be jointly discussed. The City has adhered to the standards and guidelines of this section. This criteria is met.



## Zone Change Criteria

Once designated with the Comprehensive Plan Map designation of Public/Semi-public (PSP), the City will apply the zoning designation of Public Reserve (PR). The future zoning map designation is demonstrated in Figure 10. The applicable approval criteria for the proposed Zone Change application is contained within the following:

### 12.10.040 ZONE CHANGE

**A. Purpose.** *This Section provides the criteria for amending the boundaries of any Zoning District delineated on the official zoning map. Zoning shall be consistent with the Comprehensive Plan and maintain the general purpose of this Code and specific purpose of the applicable zone classification. Application of Overlay Districts to any property requires a zone change application per Subsection 12.10.010(G) of this Code.*

**Finding:** This proposal includes an application for a zone change for the subject site. The proposal is to change the existing zoning from Douglas County Forest Grazing (FG) zoning to City of Roseburg Public Reserve (PR) zoning. The proposed PR zoning will match the proposed comprehensive plan map designation of Public/Semi-public (PSP). Upon annexation, the City will apply the zoning designation to match that of the existing portions of the park.

**B. Notice requirements for mobile home parks.** *If an application would change the zone of property which includes all or part of a mobile home park, written notice shall also be given by first class mail to each existing mailing address for tenants of the mobile home park at least 20 days but not more than 40 days before the date of the first hearing on the application. The Director may require the applicant for such a zone change to pay the cost of such notice. Procedure shall otherwise be followed subject to Subsection 12.10.010(T) of this Code.*

**Finding:** No area in this proposal would change the zone of property which includes all or part of a mobile home park, therefore this criteria is not applicable.

**C. Criteria for zone change.** *The Approving Authority may grant a zone change only if the following circumstances are found to exist:*

- 1. The rezoning will conform to the Roseburg Urban Area Comprehensive Plan, including the land use map and written policies.**

**Finding:** Upon approval of this proposal, the subject site will be located within the Roseburg Urban Growth Boundary in an area that was previously designed as Douglas County Forest Grazing (FG) zoning. This proposal includes a comprehensive plan map amendment to apply the Roseburg comprehensive plan map designation of Public/Semi-public (PSP) to the subject site. With the PSP designation applied, the subject site will then be annexed into the City limits, and the appropriate zoning of PR will be applied. This process will happen concurrently, and correct the inconsistencies that currently exist with the UGB, the existing land use, and the jurisdictional overlap. The proposed PR zone, with the amendment of the Comprehensive Plan Map to PSP will conform to the Comprehensive Plan applicable written policies. Greater detail to how these concurrent applications comply with the Roseburg Urban Area Comprehensive plan policies is outlined in Chapter 5 of this proposal. This criteria is met.



**2. The site is suitable to the proposed zone with respect to the public health, safety, and welfare of the surrounding area.**

**Finding:** The proposal to rezone the site to Public Reserve (PR) is suitable for the subject site. All utilities that would be required for a new park are immediately available to the subject site. Other urban level services are already, or can feasibly be made available to the subject site. The topography of the land is predominantly sloping, with slopes over 10% making up approximately 72% of the subject site. At the time of development, any proposals will be reviewed by the City's applicable review criteria to ensure the development is meeting appropriate fire and health and safety criteria. This criteria is met.

**3. The rezone is consistent with the safety and performance measures of the transportation system.**

**Finding:** The subject site has frontage on North Umpqua Highway and Sunshine Road and will be accessed from Sunshine Road. There is an existing parking lot on the site that takes access from Sunshine Road. The Douglas County Transportation System Plan (2001) classifies Sunshine Road as a Minor Collector, and the road is improved to current roadway standards with bicycle lane and sidewalk facilities on either side of the right-of-way. When a development application is submitted, the site will be reviewed by City staff to determine if the site meets the access standards determined by the Transportation System Plan and the Title 12 Land Use and Development Regulations. This criteria is met.

**D. Zone change—Conditions of approval. Reasonable conditions may be imposed, as are necessary to ensure the compatibility of a zone change to surrounding uses and as are necessary to fulfill the general and specific purposes of this Code. Such conditions may include, but are not limited to, the following:**

- 1. Special yards and spaces;**
- 2. Fences and walls;**
- 3. Special parking and/or loading provisions;**
- 4. Street dedication and improvements or traffic control devices or facilities or bonds or other monetary contributions in lieu of improvements;**
- 5. Control of points of vehicular ingress and egress;**
- 6. Special provisions for signs;**
- 7. Lighting, landscaping, and maintenance of grounds;**
- 8. Control of noise, vibration, odors, or other similar nuisances.**

**E. Grant of authority for zone change.**

- 1. The City Council shall have the authority to order a change in the official map to effectuate the rezoning of property as provided by the provisions of this Code.**
- 2. The City Council shall order a change in the official map within 10 days of the date the decision becomes final.**

**Finding:** The City understands and acknowledges that conditions of approval may be imposed on this application, and that the City Council has the authority to order a change in the official zoning map.

**F. Zoning of annexed areas. Areas annexed to the City shall retain their existing zoning classifications until they are rezoned by the City. The City Council may rezone such area(s) to City zoning classification(s) concurrent with the effective date of the annexation(s). At the option of the City Council such rezoning may**

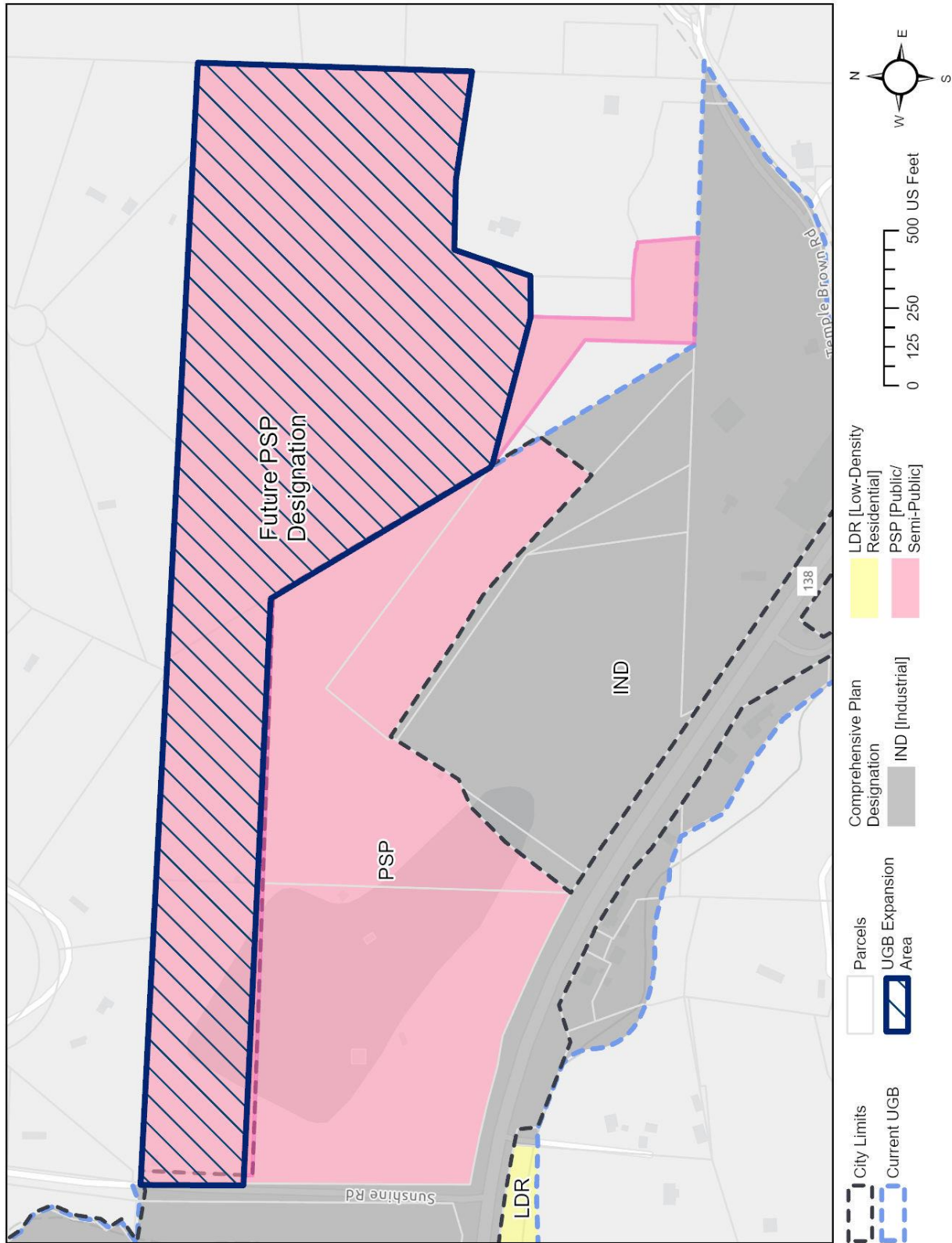


***be heard by the Planning Commission pursuant to Subsection 12.10.010(T) of this Code, or the choice of zoning classification(s) for such area(s) may be done as legislative act(s) within the authority of the City Council pursuant to Section 12.10.020 of this Code. In either event, the City Council may seek recommendations from the Commission regarding such zoning classifications. Such classifications shall conform to the criteria set forth in Subsection 12.10.040(A) of this Code, conditions may be imposed as provided in Subsection 12.10.040(D), and the official map shall be changed as provided in Subsection 12.10.040(E) of this Code.***

**Finding:** This application includes an annexation and zone change concurrent with the effective date of the annexation of the subject site. The City is prepared to hold a joint public hearing with the City and County Planning Commissions for this UGB expansion, Comprehensive Plan Map Amendment, Annexation, and Zone Change applications, who will forward a recommendation to City Council and the Board of County Commissioners for their decision.



Figure 10. Future Zoning Designation



# Chapter 4 – Consistency with Statewide Planning Goals

## 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 intent of Goal 1 is to ensure that citizens have meaningful opportunities to participate in land use planning decisions. The City has an acknowledged Citizen Involvement Program, through which opportunities are provided for citizens to be involved in all phases of the planning process. Nothing in this land use proposal amends or affects that program.

Goal 1 has five stated objectives that are relevant to the process for these concurrent applications:

- Citizen Involvement – To provide for widespread citizen involvement.
- Communication – To ensure effective two-way communication with citizens.
- Citizen Influence – To provide the opportunity for citizens to be involved in all phases of the planning process.
- Technical Information – To ensure that technical information is available in an understandable form.
- Feedback Mechanisms – To ensure that citizens will receive a response from policy-makers.

In relation to Goal 1, the City finds that it utilized its acknowledged citizen involvement program to engage in an extensive public outreach effort regarding the proposed UGB expansion. Before the City began to pursue an urban growth boundary expansion, the Parks and Recreation Department engaged citizens with a public community meeting to discuss the proposed trail system expansion at Sunshine Park in February of 2020. This meeting allowed interested citizens to communicate directly with City staff, to ask questions, and to express concerns about the proposal.

Following this engagement, the City submitted a conditional use permit (CUP) application with the Douglas County Planning Department, as the affected portion of the Sunshine Parks property sat outside the UGB and was previously under county jurisdiction. This application was subsequently withdrawn, and a new CUP application was submitted in 2022. As a result, the City coordinated with the County Department who effectively issued a public notice for comment to the surrounding land owners. This notice gave surrounding neighbors the opportunity to send comments about the proposed CUP. The comments received from the neighboring residents gave the City insight on concerns regarding land use compatibility, fire risk, and visitor access. The City reviewed these comments and sent a response to the County to address the concerns, which satisfies the statewide objective for feedback mechanisms. The County moved forward with a public hearing for the Conditional Use Permit, and the permit was ultimately denied by the Douglas County Board of Commissioners on remand from LUBA.

The City continues its citizen engagement efforts for this proposal for the UGB expansion, comprehensive plan map amendment, annexation, and zone change. This proposal will now seek approval through the City’s legislative decision-making process rather than a quasi-judicial process. The City of Roseburg Planning Commission and Douglas County Planning





Commission will hold public hearings for the proposal and provide opportunities for public comment. Prior to the UGB expansion application being officially submitted, a meeting with surrounding property owners was held about the new circumstances surrounding the land use actions in order to provide opportunities for the public to communicate with City staff and discuss possible concerns. After recommendations have been made by the respective planning commissions, the City Council and County Board of Commissioners will hold public hearings for their respective review portions of the proposal and provide opportunities for public comment. The timeline of citizen involvement is outlined in this table:

Activity	Date	Notes
Sunshine Park Trails System press release	1/31/2020	The City posts notice inviting all residents to attend a community meeting about a proposed trail system in Sunshine Park to the city website, social media, and news outlets.
Community Meeting #1	2/12/2020	City Parks & Recreation hosts a public meeting at the Roseburg Public Library at 6pm to present the Sunshine Trails designs and solicit citizen feedback.
Mail notice of land use action for Douglas County Conditional Use Permit	10/21/2020 - 11/4/2020	The City requests a CUP for a proposed trail system, Douglas County Planning Department sends a notice to surrounding land owners for comment.
Mail notice of withdrawal for Douglas County Conditional Use Permit	1/15/2021	Douglas County Planning Department sends a second notice to neighboring landowners to inform them of the City withdrawing the CUP application.
Mail notice of land use action for Douglas County Conditional Use Permit	1/19/2023	The City requests a CUP for a proposed trail system, Douglas County Planning Department sends notice to surrounding land owners for comment and notice of a Planning Commission Hearing. The first of two Planning Commission Hearings is held.
Mail notice of land use action for Douglas County Conditional Use Permit	4/17/2023	After the CUP is approved by Planning Commission, notice is sent to surrounding land owners for a Public Hearing before the Douglas County Board of Commissioners where the application is denied.
Neighboring Property Owners Meeting	11/7/2024	The City hosts a meeting to present the UGB Expansion Proposal to the neighbors immediately adjacent to the Sunshine Park property.
Mail notice of land use action for Douglas County UGB Expansion and Comprehensive Plan Map Amendment	TENTATIVE	A notice will be sent for these concurrent applications to be brought before a joint Planning Commission public hearing for Douglas County and the City. A second notice will be sent for the Douglas County Board of Commissioners public hearing.
Mail notice of land use action for City of Roseburg UGB, Comprehensive Plan Map Amendment, Annexation, Zone Change	TENTATIVE	A notice will be sent for these concurrent applications to be brought before a joint Planning Commission public hearing for Douglas County and the City. A second notice will be sent for the City Council public hearing.



The City finds that Goal 1 has been properly addressed.

## Goal 2: Land Use Planning

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

**Finding:** Goal 2 states that land use decisions must be made in accordance with adopted comprehensive plans and implementation ordinances. The Roseburg Urban Area Comprehensive Plan ("the Comprehensive Plan") is the comprehensive plan required by this goal, and the Land Use and Development Regulation section of the Roseburg Municipal Code is the required implementation measure. Comprehensive plans, as defined by ORS 197.015(5) must be coordinated with the affected government units, in this case Douglas County and the State of Oregon. This coordination occurred during the process to acknowledge the plan in 1981. Since then, the City Council has approved amendments to the Comprehensive Plan through the adoption of additional long range planning documents that act as an appendage to the original Comprehensive Plan and serve as supporting documents.

The intent of the Comprehensive Plan is to provide a guiding framework and establish a means for consistent, coordinated land use planning decisions across public agencies. It guides the development of public resources and implementation of long-range planning activities carried out by local government. It is designed to provide the public with guidelines for individual planning decisions. The Comprehensive Plan should serve as the prevailing policy document for the City.

Additional long range plans, adopted through the public process, serving as an appendage to the Comprehensive Plan help to refine the broad goals, objectives, and policies identified within the Comprehensive Plan. These addendums provide updated inventories, factual information applicable to statewide planning goals, and specific courses of action involving the implementation of each element. In some cases, these plans are used to replace existing elements within the Comprehensive Plan, such as the Roseburg Transportation System Plan (TSP), adopted in 2006 and updated in 2019, which now acts as the updated Transportation Element.

In other cases, the Comprehensive Plan authorizes a separate plan to take the generalized information within the Comprehensive Plan and establish refined standards and guidelines to carry out the Element's goals, policies, and standards. This is stated within the Parks and Recreation Element in the Comprehensive Plan:

*"... it is important to understand that the Park and Recreation Element as presented, is not intended to provide definitive information regarding area recreation needs, nor is it within the scope of this element to establish a realistic framework for acquisition and development of parks and facilities. Rather, it is the intent of this element to stay within the range of currently available information.*

*This element is predicated on the assumption that the City will develop a Parks and Recreation Master Plan. Such a Master Plan will go far beyond the scope of this generalized parks and recreation element, and will establish specific standards to more accurately assess the urban area's park and recreation needs.*



*The Master Plan will be based on community needs, providing guidelines for acquisition and development along with practical planning alternatives. The goals and policies contained in this element are of a general nature and will serve as the basis for specific policies to be contained in the Master Plan. It is anticipated that the Master Plan will provide a capital improvement program consistent with the financial resources of the community and provide specific area and facility recommendations to ensure that the park and recreation needs of the urban area are met, as well as guiding schematic design of specific projects.*

*The objectives of the proposed Master Plan will largely be accomplished through the use of inventories of current community programs and facilities, community meetings and forums, and a demand survey and computer analysis. The Master Plan will incorporate relevant state goals into its framework, goals and policies.”*

As a result, the Comprehensive Plan authorizes the creation and use of a Parks Master Plan for the assessment, development, and implementation of specific parks facilities based on the current recreational needs of the community. The current Comprehensive Parks Master Plan, adopted on April 28<sup>th</sup>, 2009, through Resolution No. 2008-6, is the main factual base for this proposal. The Comprehensive Parks Master Plan has a 20 year planning period, applicable from 2008 to 2028. City Parks and Recreation is currently exploring funding options to update the Parks Master Plan. This update will occur after the UGB expansion and related comprehensive plan map amendment, annexation, and zone change applications.

Since this proposal will amend the Roseburg Urban Growth Boundary, the adoption proceeding will be conducted in a manner consistent with the requirements of the City’s Comprehensive Plan, Roseburg Land Use and Development Regulations, the Douglas County Comprehensive Plan, the Roseburg Douglas County Urban Growth Management Agreement, and applicable state law and administrative rules.

As part of that proceeding, there shall be opportunities for affected governmental units and citizens to review and comment. All pertinent documentation has been made available to the affected parties, and active participation is made available through public hearings. In an effort to be consistent across governmental bodies, both the Roseburg City Council and Douglas County Board of Commissioners must vote to adopt the proposal. Any appeal of the decision will go through the State Land Use Board of Appeals.

The City finds that Goal 2 has been properly addressed.

### **Goal 3: Agricultural Lands**

***To preserve and maintain agricultural lands.***

Pursuant to OAR 660-024-0020(b), Goal 3 is not applicable. See the Study Area section and Goal 14 Boundary Location Factors section for analysis of Soil Capability Class and impacts to surrounding agricultural uses and activities.

### **Goal 4: Forest Lands**

***To conserve forest lands by maintaining the forest land base and to protect the state's forest economy by making possible economically efficient forest practices that assure the continuous growing and harvesting of forest tree species as the leading use on forest land consistent with sound management of soil, air, water,***



**and fish and wildlife resources and to provide for recreational opportunities and agriculture.**

Pursuant to OAR 660-024-0020(b), Goal 4 is not applicable. See the Goal 14 Boundary Location Factors section for analysis of impacts to surrounding forest related uses and activities.

### **Goal 5: Open Spaces, Scenic and Historic Areas and Natural Resources**

**To protect natural resources and conserve scenic and historic areas and open spaces.**

**Finding:** Goal 5 requires local governments to inventory the following resources: riparian corridors, wetlands, wildlife habitats, federal wild and scenic rivers, state scenic waterways, groundwater resources, approved Oregon recreation trails, natural areas, wilderness area, mineral and aggregate resources, energy sources and cultural areas. Local governments are also encouraged to inventory the following resources: historic resources, open space, and scenic views and sites. The intent of the goal is to apply protections to these resources.

The City has a number of Goal 5 protections already in place, such as the Riparian Habitat Protection Overlay and regulations for the floodplain and wetlands. The proposed amendment to the UGB will allow for Roseburg’s natural resource protection regulations to become effective. Additionally, it is a goal of the Comprehensive Parks Master Plan to promote the natural character of Roseburg by providing publicly accessible natural areas that take full advantage of its waterways, as well as the diversity of topography and habitat within the city. Natural area sites are added to the system based on determining factors including natural resource value, ability to maintain natural wildlife corridors, and ability to preserve the scenic value of viewsheds and crests. The Comprehensive Parks Master Plan also contains guidelines for locating trails in potentially sensitive areas to balance the benefits of public access to natural areas with the impacts of access. Precautions are taken to create buffers between trail users and sensitive habitats.

Sunshine Park has wetlands sites that the City has been aware of since prior to the properties acquisition, but they are not listed in the City’s or Douglas County’s Goal 5 inventories for significant wetlands. The National Wetlands Inventory identifies areas of freshwater emergent wetlands, freshwater forested/shrub wetlands, and a riverine. The Statewide Wetlands Inventory identify areas of Hydric Soils on portions of the site that are brought in by the UGB expansion. A site-specific wetlands delineation was conducted during the first phase of the park’s development in 2000 by Land And Water Environmental Services shown in Appendix 3 that identified 12.9 acres of wetlands and 3 acres of riparian area. The area was described as consisting of “a small seasonal creek with a highly impacted riparian zone, with pockets of small, isolated, and disturbed depressional wetlands which provide very limited function and low value.” This impact is apparent due to the historical agricultural use and surrounding residential and industrial uses which have long disturbed and affected it from being a natural riparian area.

The City applied for wetlands permits which allowed for 5.12 acres of fill and 2.25 acres of wetlands removal, in order to construct 2 baseball fields, 3 softball fields, a parking lot and other parks facilities. The majority of this development took place within the area of the park already inside the UGB. The northwest corner of the park, which contains the majority of the parking lot, is currently outside of the UGB and operates under a county CUP. By bringing this area into the UGB and city limits, along with the undeveloped acreage of the park to the east,



the City will have full jurisdiction of the parks facilities allowing for uniform management of the current natural resources.

Coordination with DSL to form an updated wetlands mitigation plan will likely be needed if new development were to occur around existing wetland areas. As seen in Appendix 3, the boundary of the 2000 wetlands delineation contained some, but not all, of the area affected by this expansion. The proposed plans for trails expansion on the remaining undeveloped acreage have been designed to avoid the riparian area along the south boundary of the Sunshine Park property. This area is to be avoided in future development projects as it provides an obvious and desirable buffer between the parks, trails, and the industrial activity at the mill site just south of the parcel boundary.

There are no significant inventoried historic resource sites within the proposed expansion area, however a cemetery borders the south side of the expansion area. The cemetery is fenced and is 1 acre in size. The City of Roseburg Parks and Recreation Department requested an archeological review from the Oregon State Historic Preservation Offices (SHPO) to evaluate the Sunshine Park Trails Expansion project. SHPO determined that based on the proposed project schematics, there were no concerns regarding the cemetery. Further consultation was recommended with SHPO if a future project were to bring heavy machinery within 300 feet of the cemetery. The City will monitor activity and consult with SHPO again if deemed necessary. The City intends to keep a buffer area between future parks facilities and the cemetery property boundary.

The City finds that Goal 5 is satisfied by complying with applicable natural resource regulations and by taking steps to mitigate impact of future park trails development.

## Goal 6: Air, Water and Land Resource Quality

***To maintain and improve the quality of the air, water and land resources of the state.***

**Finding:** Goal 6 requires jurisdictions to have comprehensive plan policies and implementing measures that are consistent with state and federal regulations for air, water and land resource quality. The City partakes in activities that minimize, mitigate, or avoid conflicts with Goal 6 such as:

- Implementing the Storm Drainage Master Plan and Comprehensive Plan policies,
- Implementing city water and storm water system development charges (SDCs),
- Enforcement of the Roseburg Municipal Code 5.04.210 in compliance with OAR 330-061-0070 to protect the City's water supply and distribution system from contamination or pollution,
- Applying protective regulations through the Riparian Habitat Protection Overlay, Floodplain Overlay, and Hillside Development Overlay that comply with DEQ and other federal agency requirements.

The expansion of the UGB and annexation of the 49.5 acres of Sunshine Park will have a positive impact on Goal 6 resources. The adopted Comprehensive Parks Master Plan emphasizes the importance of preserving the natural quality of the undeveloped acreage of Sunshine Park, though it states that trails, viewpoints, and picnic facilities can be added. The annexed land will be used exclusively for parks purposes and would prohibit the land from being developed in a manner contrary to the Parks Master Plan. There are currently no plans for major construction beyond the proposed trail system, however future projects could be identified when the Parks Master Plan is updated. With the inclusion of the undeveloped acreage into the UGB, the expanded area will be inside RUSA's sewer service boundary



thereby eliminating the possibility of potential groundwater contamination from on-site septic systems in the future.

The City finds that Goal 6 has been adequately addressed.

### **Goal 7: Areas Subject To Natural Hazard**

#### ***To protect people and property from natural hazards.***

**Finding:** Goal 7 requires jurisdictions to inventory natural hazards within their comprehensive plans and apply appropriate safeguards to avoid or minimize risks to people and property. The City has existing policies, zoning overlay districts, and development standards to regulate development in areas subject to natural hazards. These include the Floodplain Overlay (RMC 12.04.090) and Hillside Development Overlay (RMC 12.04.100).

The Sunshine Park property consists of two south facing hillside knolls, which span the entirety of the property from east to west. The slope generally ranges from 10-25% with some steep sections greater than 25%, maxing out at 60% in select spots as demonstrated in Figure 11. Areas that have a slope of 12.01% or greater will have the Hillside Development Overlay applied to them. This overlay puts special standards on development that help reduce potential risks associated with hillside erosion, sedimentation on lower slopes, and damage from landslides. There are no historic records of landslides at the site.

Steep slopes preclude the hillside acreage of Sunshine Park from many development options, however they have the desired topography for a high priority trails project identified in the Parks Master Plan. These slope angles allow for efficient construction of sustainable recreational trails, with only a small portion of trail segments requiring stone/aggregate armoring or timber bridges, based upon proposed designs by the hired trail building consultant. By developing this steep sloped area with recreational trails in lieu of residential, commercial, or industrial facilities, the possibilities for perilous landslides endangering human life and property is heavily decreased.

Wildfire risk is another natural hazard that is addressed as part of this proposal. During the previous conditional use permit process within the County jurisdiction, some neighbors on surrounding properties expressed concerns that trail development would increase fire risk. The City has consulted with the Douglas Forest Protective Association (DFPA), who are responsible for wildfire prevention, detection, and suppression activities to determine if new development within the proposed area would increase fire risk. DFPA determined that non-motorized recreational trails would not increase fire danger in the area, and that conversely “the trail system could actually be a benefit to suppression efforts” (Appendix 4). Well maintained trails increase access for emergency responders throughout the property and can potentially slow the spread of a wildfire, as the 3-4 foot wide trails create breaks in the grasses covering the hillside.

The proposal will improve the efficiency of emergency response to natural hazards. Under current conditions there is an overlap of emergency services from the City and County which creates a fair amount of inefficiency and confusion for adjacent property owners. Following a UGB expansion and annexation, the property would no longer have fire response split between City and County agencies, as fire response is consolidated under the Roseburg Fire Department within the city limits. The Central Douglas Fire and Rescue department may still respond to an emergency event if needed because of an existing mutual aid agreement. The city’s main Fire Station #1 is located approximately 3.8 miles away from Sunshine Park and the route is connected directly by Diamond Lake Blvd/HWY 138, a main arterial that will allow



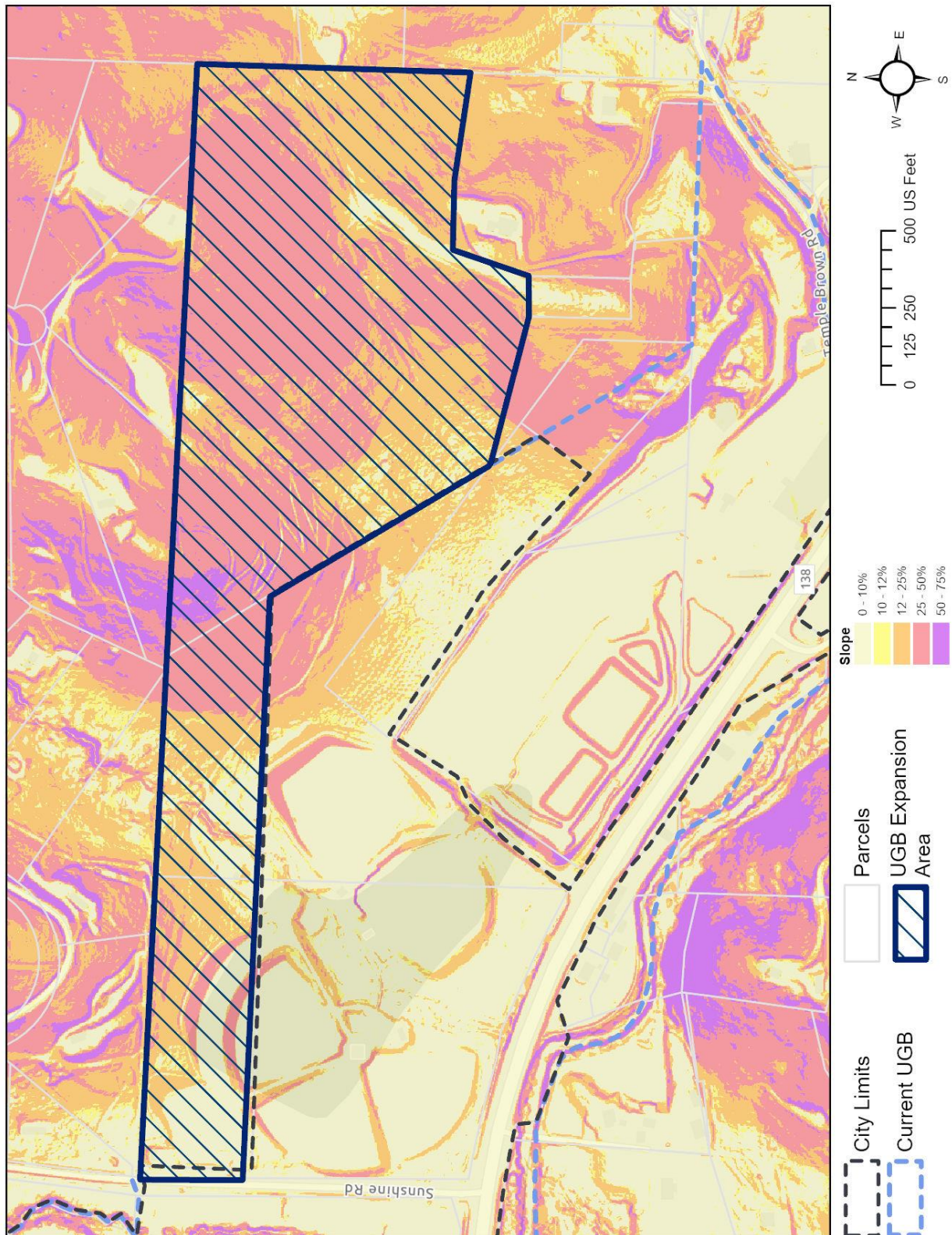
for quick emergency response. The City has also acquired an emergency access easement through a property to the east of the park in the event of a wildfire or other emergency occurring away from the main entrance.

The expansion and annexation will also allow for consistent enforcement of policies that lower wildfire risk. The City has a No Smoking policy inside the boundary of all public parks (pursuant to RMC 7.03.170), however the portions of Sunshine Park outside the UGB are technically under the jurisdiction of the Douglas County Sheriff. By bringing the remaining acreage of Sunshine Park into the UGB & City Limits, the Roseburg Police Department will have the proper jurisdiction to enforce this code in all areas of the park, along with other codes pertaining to unauthorized burning (see RMC 7.04.110).

The City finds that Goal 7 has been adequately addressed.



Figure 11. Expansion Area Slope





**Goal 8: Recreational Needs**

**To satisfy the recreational needs of the citizens of the state and visitors and, where appropriate, to provide for the siting of necessary recreational facilities including destination resorts.**

**Finding:** By including these 49.5 acres of Sunshine Park into the City’s jurisdiction, the City will have the ability and authority to provide additional recreational facilities to the City, the region, and the State of Oregon. The future development of a trail system at Sunshine Park will help to satisfy the recreational needs of the community and visitors. A new trail system will bring visitors to the area from surrounding communities providing additional recreational opportunities at a nominal cost.

The full text for Goal 8 specifies the priorities for selecting sites for recreational facilities and opportunities. For the purpose of this urban growth boundary expansion, the Goal 8 priorities do not supersede the study area analysis and ranking of priority lands prescribed by OAR 660-024-0067. In addition to the site selection analysis conducted in Chapter 3 of this report, the City finds that the Sunshine Park site additionally meets the priorities in Goal 8:

**Planning and provision for recreation facilities and opportunities should give priority to areas, facilities and uses that;**

**(a) Meet recreational needs requirements for high density population centers:**

The Parks Master Plan demonstrates the need for parks facilities on the east side of Roseburg. The expansion of Sunshine Park is necessary to meet the current and growing needs of the population, specifically on the east side of the city.

**(b) Meet recreational needs of persons of limited mobility and finances:**

Additionally, public parks in Roseburg are accessible to those with limited finances and there is no day-use or parking fees. When compared with other sites for trail systems, it is located closest to members of the community. Transportation time and costs are significantly reduced for those with limited finances.

**(c) Meet recreational needs requirements while providing the maximum conservation of energy both in the transportation of persons to the facility or area and in the recreational use itself:**

The proposed use is non-motorized and encourages individual passive recreation, which has positive energy and health consequences. The facility is now located within the City limits, giving its residents nearby access to a highly desired recreational opportunity (trail system). Substituting this facility for others means people will drive less, which results in a positive energy consequence. Additionally, this location also provides access by public transportation, and eventually with the development of the bike routes plan, there will be multi-use path connections that will allow for easily accessible, complete multi-modal non-motorized transit options.

**(d) Minimize environmental deterioration:**

Passive recreation combined with an environmentally sensitive area is a responsible and practical way to bring people to the natural environment while also protecting it. Through proposed buffers, maintenance, and coordination with respective state agencies such as DSL, this impact will be minimized. Impact to the natural environment will likely be lower under the parks management than it would be for a traditional farm use.

**(e) Are available to the public at nominal cost:**

The trails expansion project has received a \$148,670 matching grant from the State Parks and Recreation Office, which will significantly offset the public cost of the development. The rest of the project’s funding comes from capital improvement planning, for which there is a responsible allotment for parks projects.



**(f) Meet needs of visitors to the state:** The 2023 Statewide Comprehensive Outdoor Recreation Plan (SCORP) analysis shows that walking trails are highly demanded across the entire state, including the Douglas County region. There is a demonstrated regional need for passive recreation trails. Trails, including mountain biking trails are highly sought after. Mountain biking is a growing sport, generates revenue, and is a pass time that many visitors and locals participate in.

The City finds that Goal 7 has been adequately addressed.

### Goal 9: Economy of the State

**To provide adequate opportunities throughout the state for a variety of economic activities vital to the health, welfare, and prosperity of Oregon's citizens.**

**Finding:** Goal 9 requires jurisdictions to plan for an adequate supply of land for employment uses. The City is not seeking a UGB expansion for employment land, as a result Goal 9 is found to be not applicable.

### Goal 10: Housing

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

**Finding:** Goal 10 requires jurisdictions to plan for an adequate supply of land for housing needs. The City is not seeking a UGB expansion for residential land, therefore Goal 10 is found to be not applicable.

### Goal 11: Public Facilities and Services

**To plan and develop a timely, orderly and efficient arrangement of public facilities and services to serve as a framework for urban and rural development.**

**Finding:** Goal 11 requires cities to adopt a public facilities plan in order to provide a timely, orderly, and efficient arrangement of public facilities and services necessary to serve its residents. The City provides its residents with water service, has established storm water, public parks, and streets systems, and provides administrative, police, and public safety services. Sanitary sewer services are provided by Roseburg Urban Sanitary Authority (RUSA) through a special district operating under ORS 450.075. To guide the provision of public services, the City has a number of adopted public facilities plans that function as support documents to the Comprehensive Plan. These include:

- Water System Master Plan (2008)
- Comprehensive Parks Master Plan (2008)
- Roseburg Storm Drainage Master Plan (2011)
- Capital Improvement Plan (2018-2023)
- Transportation System Plan (2019)

Additionally, RUSA has a Wastewater Collection System Master Plan (2003) that plans for improvements to their system through the year 2055.

The public utilities that serve the existing park will be maintained or extended as necessary to serve the portion of Sunshine Park that is brought into the city limits. Because the City is planning to develop a trail system on the park property, there will be no extension of water or sanitary sewer systems to the portions of the park being brought into the City. Capital improvement projects for facilities will be determined in future stages, following the annexation and development of the park. The City publishes a 5-year capital improvement



plan that gets reviewed at least every two years to reflect the needs of the community and changes in resources for financing capital projects.

The City finds that Goal 11 has been adequately addressed.

## Goal 12: Transportation

**To provide and encourage a safe, convenient and economic transportation system.**

**Finding:** Goal 12 encourages the provision of a safe, convenient and economic transportation system. This goal also implements provisions of other statewide planning goals related to transportation planning in order to plan and develop transportation facilities and services in coordination with urban and rural development (OAR 660-012-0060(1)). For the purposes of the proposed amendments, the Transportation Planning Rule (TPR) requires additional analysis if the proposed amendments would significantly affect an existing or planned transportation facility.

Based on the criteria found in OAR 660-012-0060(1)(a)–(c), the City determines that the UGB expansion would not significantly affect a transportation facility or require further mitigation. This determination is based on the guidance of the Oregon Department of Transportation (ODOT) and the expected levels of travel and access to the expansion area.

The Douglas County Transportation System Plan (2022) classifies Sunshine Road as a Minor Collector from Hwy 138 to end. County road classification standards state that minor collectors are intended to distribute local traffic and in rural places are meant to help provide connections to residential areas and resource areas. Sunshine Road is classified as a Minor Collector from the highway to the proposed boundary of the UGB. The City shared details of the proposal with ODOT because Sunshine Park abuts a state highway. ODOT officials indicated in an email on 10/18/2022 that they did not have issues or concerns with the proposal, and that the UGB expansion would not significantly affect their facilities (Appendix 5).

OAR 660-012-0060 states that a plan or land use regulation amendment significantly affects a transportation facility if it would:

- (a) Change the functional classification of an existing or planned transportation facility (exclusive of correction of map errors in an adopted plan);*
- (b) Change standards implementing a functional classification system; or*
- (c) Result in any of the effects listed in paragraphs (A) through (C) of this subsection based on projected conditions measured at the end of the planning period identified in the adopted TSP. As part of evaluating projected conditions, the amount of traffic projected to be generated within the area of the amendment may be reduced if the amendment includes an enforceable, ongoing requirement that would demonstrably limit traffic generation, including, but not limited to, transportation demand management. This reduction may diminish or completely eliminate the significant effect of the amendment.*
  - (A) Types or levels of travel or access that are inconsistent with the functional classification of an existing or planned transportation facility;*
  - (B) Degrade the performance of an existing or planned transportation facility such that it would not meet the performance standards identified in the TSP or comprehensive plan; or*
  - (C) Degrade the performance of an existing or planned transportation facility that is otherwise projected to not meet the performance standards identified in the TSP or comprehensive plan.*



The City finds that the proposed expansion area and inclusion into the City will not significantly affect the transportation facilities, as the park is already in operation and existing. This change in boundary lines will not considerably affect the amount of park users. Future development of the park areas with trails will follow the City's land use review processes.

The City finds that Goal 12 has been adequately addressed.

### Goal 13: Energy Conservation

***Land and uses developed on the land shall be managed and controlled so as to maximize the conservation of all forms of energy, based upon sound economic principles.***

**Finding:** The proposal will have a net neutral effect on energy because the UGB expansion area and annexation of the site are already owned and operated by the City of Roseburg.

The City finds that Goal 13 has been adequately addressed.

### Goal 14: Urbanization

***To provide for an orderly and efficient transition from rural to urban land use, to accommodate urban population and urban employment inside urban growth boundaries, to ensure efficient use of land, and to provide for livable communities.***

**Finding:** The proposal will allow for the City to be able to expand the UGB and then annex land that is part of Sunshine Park, including both developed and undeveloped areas.

The Exclusive Farm Use (EFU) zone designation of the 49.5 acres involved in this application will be rezoned to Public Reserve which will not permit for any residential or employment uses that might otherwise have large and adverse impacts on the surrounding areas. This action will allow the UGB and City limits to match the expanse of the City's public park facility.

The process of a UGB expansion is itself a process that carries out Goal 14. This proposal has followed the procedures pursuant to OAR 660-024. With this concurrent UGB expansion, comprehensive plan amendment, annexation, and zone change, the City has acted in accordance with Goal 14.

The City finds that this proposal is consistent with Goal 14.

### Goal 15: Willamette Greenway

Pursuant to OAR 660-024-0020(e), Goal 15 is not applicable.

### Goals 16 to 18

Pursuant to OAR 660-024-0020(f), Goals 16 to 18 are not applicable.

### Goal 19: Ocean Resources

Pursuant to OAR 660-024-0020(g), Goal 19 is not applicable.



# Chapter 5 – Consistency with the Roseburg Urban Area Comprehensive Plan Policies

## Citizen Involvement Element

The objective of Roseburg’s Citizen Involvement Program is to ensure that the citizens of the Roseburg urban area have an opportunity to be involved in all phases of the planning process.

The Citizen Involvement Element of the Roseburg Urban Area Comprehensive Plan does not have specified goals or policies, however an overall framework for citizen involvement is established in accordance with the Statewide Goal.

**Finding:** The City has taken steps to involve community members as much as possible in notifying and allowing for participation in the review process. A more detailed finding demonstrating consistency with this policy has been discussed in Chapter 4.

## Population Element

**To accommodate Roseburg’s anticipated population growth through the orderly provision of essential facilities and services while promoting wise and efficient land use.**

**Population Policy #2: Concepts of urban development for cost effectiveness and energy efficiency will be supported.**

**Finding:** The City finds that the inclusion of the remaining portions of Sunshine Park into the UGB and city limits is a cost effective and efficient way of providing urban development, including the development of park facilities. The addition of this land into the City and UGB will allow for a cost effective and energy efficient development of Sunshine Park with a new trail system that will accommodate Roseburg’s current and projected population. The City finds that this proposal is consistent with the above policy.

**Population Policy #4: Resources necessary to provide adequate public services utilities and facilities should be budgeted to meet the projected population.**

**Finding:** As established in the Land Need section of Chapter 2 of this report, including the entirety of Sunshine Park into the UGB and city limits will provide the amount of park land necessary to meet the projected population. The City finds that this proposal is consistent with the above policy.

## Natural Resources Element

**Goal 1. Provide a healthy and attractive environment for the urban area population.**

**Goal 2. Maintain the benefits associated with environmental resources in an urban setting. Those resources include the land, clean air and water, tolerable noise levels, aggregate resources, wildlife and wildlife habitat, and vegetation. Recommendations directed toward these resources may differ depending upon whether they are located on urban, rural or urbanizable lands.**



The Natural Resources Element has 18 policies. The following policies are applicable to the requested amendments:

***Natural Resources Policy #1: Future public capital improvements will be designed in consideration of climatic circumstances that may create hazards, inconveniences, or additional maintenance costs.***

**Finding:** The City has taken careful consideration into what the future of this portion of Sunshine Park will be. At this time, there is no development proposal in review, but the City plans to develop this portion of Sunshine Park with a trails system. The trails system will provide for non-motorized passive and active recreation at the park. Any future capital improvements proposed at or near the site will be designed in consideration of climate circumstances. The City finds that this proposal is consistent with the above policy.

***Natural Resources Policy #6: The City and County shall jointly develop and adopt ordinances and programs which carefully manage development on hillsides and in water bodies in order to protect scenic quality, water quality, vegetation, and wildlife values of those areas.***

**Finding:** The City has adopted a number of regulatory ordinances to protect natural resources, including a Hillside Development Overlay to help ensure the stability of steep slopes and the protection of environmental resources. Any future development of the park will be reviewed for consistency and compliance with the applicable ordinances and codes. The City finds that this proposal is consistent with the above policy.

***Natural Resources Policy #8: Land form alterations proposed in areas with the following conditions should show that design and construction techniques eliminate public harm, public costs, and adverse effects to surrounding properties:***

- Slopes exceeding 13 percent;***
- Severe soil erosion potential;***
- Land subject to slumping or sliding.***

**Finding:** Areas on the hillside within Sunshine Park have a grade between 10% and 60%. Nominal excavation is likely to be needed for the development of a trail network, however it is expected to be less than the threshold to trigger a Site Review application. Any land form alterations proposed on these sloped areas will follow the applicable development review and will be reviewed for compliance with all existing codes and ordinances. A development application will adhere to any conditions of approval imposed at the time of review. The City finds that this proposal is consistent with the above policy.

***Natural Resources Policy #10: The City shall cooperate with the Department of Environmental Quality in developing and implementing ongoing plans and programs necessary to assure compliance with adopted air quality standards, water quality standards and noise level standards.***

**Finding:** The City is not proposing to development or implement any new programs to assure compliance with adopted air quality standards, water quality standards, or noise level standards with this application. All future development of this area brought into the UGB and city limits will be reviewed for compliance with existing codes and ordinances. The City finds that this proposal is consistent with the above policy.



**Natural Resources Policy #12: Natural drainage courses, including major waterways, shall be regulated to control alteration, excavation, filling, realignment, clearing and all other actions that could affect their function or natural resource value.**

**Finding:** All future development of the area brought into the UGB and city limits will be reviewed for compliance with existing codes and ordinances. Coordination with the Department of State Lands (DSL) to form an updated wetlands mitigation plan will likely be needed if new development were to affect any wetlands on the site. The proposed plans for trails expansion on the remaining undeveloped acreage have been designed to avoid the wetlands along the south boundary of the Sunshine Park property. This area is to be avoided in future development projects as it provides an obvious and desirable buffer between the parks, trails, and the industrial activity at the mill site just south of the parcel boundary. The City finds that this proposal is consistent with the above policy.

**Natural Resources Policy #14: Mature ground cover and trees, wildlife habitats and the natural contours of identified significant stream banks shall be preserved. This shall be accomplished with a setback of structural and any other physical development such as parking lots, retaining walls, channel alterations, etc. from identified stream banks unless findings are made, after consultation with the Oregon Department of Fish and Wildlife, that any such activity:**

- a. Will not have a significant adverse effect on stream bank erosion, water temperature and quality, or wildlife; or**
- b. Is required for flood control and actions are taken to mitigate such impacts as much as is possible; or,**
- c. Is not required for flood control and will include all actions as are necessary to prevent or sufficiently mitigate any significant immediate or potential stream bank erosion, adverse effect on water temperature and quality, or wildlife.**

**Finding:** All future development of the area brought into the UGB and city limits will be reviewed for compliance with existing codes and ordinances. No development activities are proposed with this application. Development standards for setbacks, retaining walls, or channel operations will be reviewed with the established review procedures of the City. The City finds that this proposal is consistent with the above policy.

### **Economic Element**

**To broaden, improve and diversify the economy of the Roseburg urban area while enhancing the environment.**

**Finding:** This proposal does not involve any commercial or industrial zoned lands, nor do plans intend any inclusion of lands for that purpose in the future. This proposal does not hinder any activities related to economic development. As a result, there are no applicable policies to address within this element.

### **Transportation Element**

Note: CITY ORDINANCE NO. 3534, effective February 10<sup>th</sup>, 2020, approved a Comprehensive Plan Amendment, which adopted by reference the Roseburg Transportation System Plan (TSP) into the Roseburg Urban Area Comprehensive Plan. The TSP, with its goals, policies, and objectives, acts as the Transportation Element.



**Goal 1. Provide a comfortable, reliable, and accessible transportation system that ensures safety and mobility for all members of the community.**

**Goal 2. Create an integrated multimodal transportation system that enhances community livability.**

**Goal 3. Provide for a multimodal transportation system that enhances connectivity.**

**Goal 4. Advance regional sustainability by providing a transportation system that improves economic vitality and facilitates the local and regional movement of people, goods, and services.**

**Goal 5. Provide a sustainable transportation system through responsible stewardship of financial and environmental resources.**

**Finding:** This proposal does not involve any changes to the existing transportation network and connectivity to the existing park. The existing park has been served by the existing transportation network and has been operated as a park supported by that network for years. This proposal will not have an effect on the transportation system that currently serves the park. Future development of the park will determine what, if any, improvements to the transportation system are needed as a result of proposed development. As a result, there are no applicable policies to address within this element. The City finds that this proposal is consistent with the above goals.

### Energy Conservation Element

**To maximize the conservation and efficient utilization of both renewable and non-renewable energy within the framework of sound land use and economic principles.**

**Energy Conservation Policy #2: The City shall incorporate into its land use ordinance provisions which encourage new development to utilize density and location, in balance with the requirements of other planning policies, in order to reduce the need to travel, increase access to transit, and permit building configurations which increase the efficiency of space heating in residences.**

**Energy Conservation Policy #4: As an energy conservation measure, the City will encourage the infilling of vacant land.**

**Finding:** The proposed UGB amendment does not hinder or otherwise interfere with the City's current or future actions to encourage the infilling of vacant land. The proposed expansion to include the park land already used as a park will not change the energy consumption of the City. Any future development proposals will be reviewed in accordance with development codes and ordinances. The City finds that this proposal is consistent with the above policy.

### Parks and Recreation Element

**To provide a timely, orderly and efficient arrangement of park and recreation facilities and services which will satisfy the diverse needs of urban area residents and visitors.**

**Parks and Recreation Policy #1: The City shall establish guidelines to ensure a means of acquiring needed park lands.**

**Finding:** This proposal and UGB expansion will allow for the City to include the park land that is already in use and operated by the City into its jurisdiction. No additional park land is being acquired through this proposal. The City is gaining the ability to use the park land that it already has acquired and has been consistently operating and maintaining in a manner consistent with the goals and objectives of the City's adopted comprehensive plan and the





City Of Roseburg Comprehensive Parks Master Plan. The City finds that this proposal is consistent with the above policy.

***Parks and Recreation Policy #2: The City, in coordination with the Douglas County Parks Department, shall formulate, adopt and implement a Park and Recreation Master Plan which incorporates a methodology reflecting demand characteristics of the Roseburg urban area. The Park and Recreation Master Plan will include:***

- a. The development of a complete inventory of park and recreation facilities and current usage of these facilities; the development of local standards for use by the City in determining the type and level of parks and facilities that are needed; the development of demand effectiveness measurements; and the development of capital improvements programming and other implementation strategies.***
- b. Indication of how much land is needed for each type of park (district, community, neighborhood, etc.); and indicate what types of activities should be provided in each park (e.g.,, active recreational opportunities such as ball fields, tennis courts and playgrounds versus passive recreational opportunities such as hiking trails).***
- c. Indication of how the resources of other local organizations and agencies can be coordinated and maximized in order for each to provide the level and type of recreational opportunities for which it is best suited.***
- d. Indication of areas where the advance purchase of park land should occur in anticipation of future demand.***

**Finding:** The City has proposed this UGB expansion, comprehensive plan map amendment, annexation, and zone change in accordance with the City Of Roseburg Comprehensive Parks Master Plan. The Master Plan recommends enhancements to nearly every park in the system, ranging from minor upgrades to equipment to complete redevelopment based on a new site plan. Projects recommended for Sunshine Park include the development of additional trails as part of a trail network to provide safe and non-destructive access through the natural area for walking, biking and other trail uses. This proposal will allow for the development of such trails on the portions of Sunshine Park that will be brought into the city limits. The City finds that this proposal is consistent with the above policy.

***Parks and Recreation Policy #3: The City shall continue to encourage and facilitate cooperation and coordination with other appropriate agencies regarding the planning, acquisition, development and use of parks and recreation facilities.***

**Finding:** The City facilitated cooperation and coordination for the proposed development of trails within Sunshine Park while the portion of the park was not within the City limits. During public hearings on the development proposal, which ultimately led to a denial of the proposal, County Commissioners suggested that the City should annex the property into the city limits for the proposed development. This proposal is consistent with that suggestion. The City will continue to work with, cooperate and coordinate with other appropriate agencies regarding the planning, acquisition, development and use of parks and recreation facilities as applicable. The City finds that this proposal is consistent with the above policy.

***Parks and Recreation Policy #4: The development of park and recreation facilities shall optimize existing and planned transportation facilities and services and shall allow for choice in using alternative transportation modes.***

**Finding:** This proposal is to expand the UGB and annex land into the City limits that is already being operated and maintained as a park by the City of Roseburg. This proposal does not



include any development action. The existing and planned transportation facilities and services will continue to allow residents and surrounding community members to have a choice in using alternative transportation modes. The City finds that this proposal is consistent with the above policy.

***Parks and Recreation Policy #5: The City shall take an active role in promoting both the public and private recreation industry in the Roseburg urban area.***

**Finding:** This proposal and the eventual development of trails within Sunshine Park demonstrates that the City is taking an active role in promoting the public recreation industry in the Roseburg urban area. The City finds that this proposal is consistent with the above policy.

***Parks and Recreation Policy #6: The development of park and recreation facilities shall consider the carrying capacity of the land, air, and water resources of the site. Park and recreation development shall not exceed the carrying capacity of such resources.***

***Parks and Recreation Policy #7: The City shall evaluate existing park and recreation facilities for possible modification to accommodate the special needs of handicapped persons and senior citizens. Future parks and recreation facilities shall be designed to accommodate the special needs of these individuals.***

**Finding:** As previously stated, no development is proposed with this proposal. Any future development of the park land brought into the UGB and city limits will be reviewed for consistency and compliance with the adopted codes and ordinances at that time. The City finds that this proposal is consistent with the above policy.

### Historic Preservation Element

***To identify, preserve and protect historic and cultural resources of the Roseburg urban area.***

**Finding:** The proposed expansion does not include any lands with significant inventoried historic or cultural resources. As a result, there are no applicable policies within this element.

### Public Facilities and Services Element

***To provide a timely, orderly and efficient arrangement of public facilities and services to serve as a framework for community development.***

Providing public facilities and services to the UGB expansion area and area of annexation have been previously addressed in this report in Chapter 3 and Chapter 4. The City finds that this proposal is consistent with this element.

### Housing Element

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

**Finding:** The proposed expansion does not involve any residential zoned lands, nor do plans intend any inclusion of lands for that purpose in the future. This proposal neither directly encourages nor hinders any activities related to residential development. As a result, there are no applicable policies to address within this element.



## Land Use and Urbanization Element

**Urban Growth Goal:** *To manage growth in the Roseburg urban area through cooperative efforts of the City of Roseburg and Douglas County to insure the quality of life of present and future residents of the area, and to contain urban development and preserve adjacent resource lands by:*

- a. Establishing and periodically reviewing an urban growth boundary to identify and separate urbanizable land from rural land while insuring sufficient amounts of urbanizable land to accommodate the population needs for the year 2000.*
- b. Planning and developing a timely, orderly, and efficient arrangement of public facilities and services to serve as a framework for urban development.*

**Schools and Parks Development Goal:** *To insure that the coordination of planning for school and park locations and siting is consistent with the Roseburg Urban Area Comprehensive Plan.*

**Public and Semi-Public Buildings and Lands Development Goal:** *To provide for an arrangement of public and semi-public facilities and services which complement private development and meet the needs of Roseburg area residents.*

**Resource Area and Hazardous Area Development Goal:** *To conserve open space, protect natural and scenic resources, and to protect life and property from natural disasters and hazards.*

**Urban Growth Policy #2:** *Changes to the urban growth boundary, including either additions or deletions of land, shall be based upon consideration of the following factors:*

- a. Demonstrated need to accommodate long-range urban population growth requirements consistent with State land use goals.*
- b. Need for housing, employment opportunities and livability.*
- c. Orderly and economic provision of public facilities and services.*
- d. Maximum efficiency of land uses within and on the fringe of the existing urban area.*
- e. Environmental, energy, economic, and social consequences.*
- f. Retention of agricultural land.*
- g. Compatibility of the proposed urban uses with nearby agricultural activities.*

*Changes to the urban growth boundary shall also be in accordance with the procedures and requirements as set forth in Statewide Land Use Planning Goal (Goal 2) for goal exceptions.*

**Urban Growth Policy #3:** *The conversion of urbanizable land within the urban growth boundary to urban uses shall be guided by a growth management program which provides for the orderly and economically efficient extension of public facilities and services, while taking into consideration the need for an adequate supply of land to meet future housing requirements. The growth management program shall encourage the development of vacant lands that have urban services before extension of services beyond presently served areas.*

**Finding:** The City and County do not have a formal growth management program, but rather use an urban growth management agreement in order to guide development within the UGB. The City finds that the proposed UGB expansion and annexation into the city limits considers both the orderly and economically efficient extension of public facilities and services and the need for an adequate land supply for future park development. The proposal does not encourage the extension of services before the development of vacant lands with urban services. The City finds that this criterion is met and supported through the analysis of Chapter



4. Public facilities and services are either available nearby or already available to the proposed expansion area. The City finds that this proposal is consistent with the above policy.

***Urban Growth Policy #9: An opportunity shall be provided for all parties to the urban growth management agreement to comment on all proposals for annexation of property to the City.***

**Finding:** This proposal includes the annexation of property into the City. A joint City and County Planning Commission public hearing will be the first public hearing to consider this proposal. At this public hearing and all subsequent public hearings on the matter there will be opportunity to comment on this proposal. The City finds that this proposal is consistent with the above policy.

***Schools and Parks Development Policy #1: Planning for school and park locations and siting should be done in close coordination with ongoing comprehensive planning taking into consideration the neighborhoods they are to serve, any physical limitations, the impact upon the transportation system, projected residential growth patterns and pedestrian access.***

**Finding:** The Comprehensive Parks Master Plan classifies Sunshine Park as a Community Park, which are intended to attract people from the entire community, rather than a single neighborhood. However, considering the impacts on the immediate neighborhood is still important. The Sunshine Park site is located on the east edge of Roseburg, which is a fairly remote location from most of the city's residential areas. However, the site is located on an arterial road that connects directly into the urban core allowing convenient access for cars and public transit. Future improvements for bicycle and pedestrian access are currently being reviewed through the Diamond Lake Boulevard/OR 138E Design Concept Plan.

There are a number of multifamily apartment complexes that have recently been constructed in the mixed use areas on the Diamond Lake corridor, including: Oak Springs Apartments (89 units), Ash Springs Apartments (105 units), and Sunshine Apartments (144 units) which is located directly across the street. This park site expansion will provide added nearby facilities to serve a growing population in this area of the City.



# Conclusion

The proposed UGB expansion and annexation of 49.5 acres of land will meet nearly all the established park land need. This proposal includes the criteria and findings for a UGB expansion of 49.5 acres, a comprehensive plan map amendment application, an application for annexation into the City of Roseburg, and a zone change application to establish the appropriate city zoning to the site. Upon approval of these concurrent applications, the land chosen for expansion will be entirely inside and within the jurisdiction of the City of Roseburg.

Based on the materials submitted herein, the application is consistent with the applicable provisions of the City of Roseburg Development Code, the City of Roseburg Comprehensive Plan, Oregon Administrative Rules, and Goal 14. The evidence in the record is substantial and supports approval of these concurrent applications. The Applicant respectfully requests approval from the City of Roseburg Planning Commission, City Council, and Douglas County Planning Commission and Board of Commissioners for this application.



# Appendix 1: Copy of Emergency Access Easement

Douglas County Official Records 2020-017967  
Daniel J. Loomis, County Clerk



\$91.00

00523341202000179670020023

10/15/2020 03:34:45 PM

EASE-EASE Cnt=1 Stn=43 KGSTUTZM  
\$10.00 \$11.00 \$60.00 \$10.00

DOUGLAS COUNTY CLERK, OREGON



## CERTIFICATE PAGE

I AW ORS 205.180

DO NOT REMOVE THIS PAGE  
FROM ORIGINAL DOCUMENT

THIS PAGE MUST BE INCLUDED  
IF DOCUMENT IS RE-RECORDED



**ACCESS EASEMENT**

**GRANTOR:** John R. and Kecia L. Adams  
350 Temple Brown Road  
Roseburg, OR. 97470

**GRANTEE:** City of Roseburg  
900 S.E. Douglas Avenue  
Roseburg, OR. 97470

**JOHN R. and KECIA L. ADAMS**, hereinafter called the **GRANTORS**, and the **CITY OF ROSEBURG**, hereinafter called the **GRANTEE**, WITNESSETH:

WHEREAS: The GRANTEE is the owner of land in Douglas County, Oregon, to-wit:

The GRANTORS owning Tax Account Nos. R34156, R118452 and R142148, described in Instrument No. 2002-0173 of the Deed Records of Douglas County, Oregon.

The GRANTEE owning Tax Account No. R67346, described in Instrument No. 1999-30120 of the Deed Records of Douglas County, Oregon.

NOW, THEREFORE, it is agreed:

The GRANTORS do hereby grant unto the GRANTEE a 25 foot wide access easement though the above mentioned property. Said easement being described in the attached Exhibit "A". This easement, being for the purpose of ingress and egress ONLY and to be used for emergencies only, shall bind and inure to the benefit of not only the parties hereto but also their respective heirs, assigns and successors in interest.

Consideration for said easement is the easement itself.

IN WITNESS WHEREOF, the parties have hereunto set their hands on the day and year first written above.

*John R. Adams*  
*Kecia L. Adams*  
GRANTORS

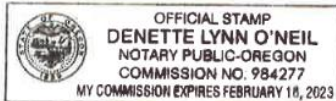
STATE OF OREGON, County of Douglas) ss.  
This instrument was acknowledged before me on 1/14/20

by John Adams

This instrument was acknowledged before me on 1/14/20

by Kecia Adams

*Denette Lynn O'Neil*  
Notary Public for Oregon  
My commission expires 2/18/23



**EXHIBIT "A"**

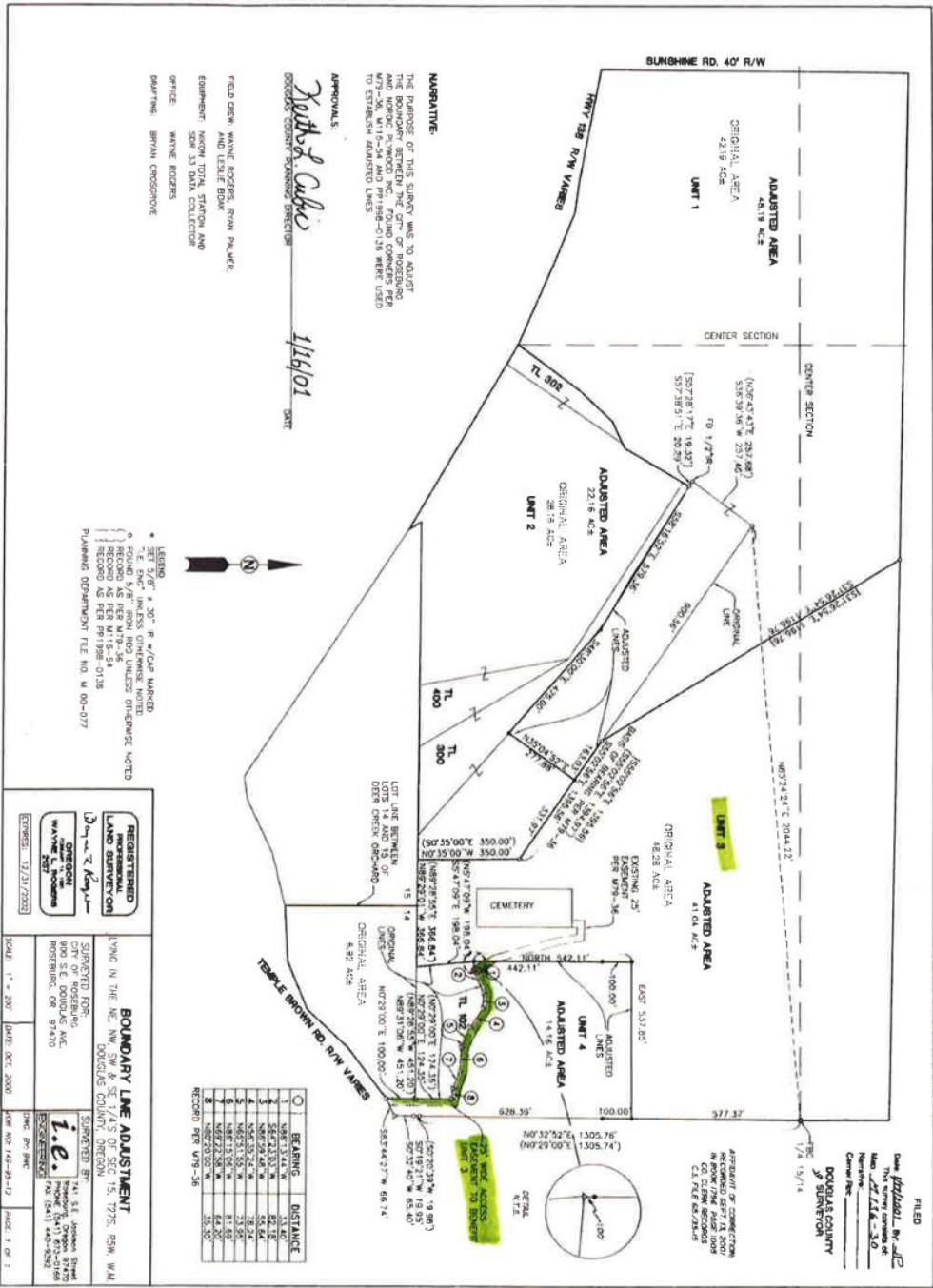
*25' WIDE ACCESS EASEMENT FOR EMERGENCY USE ONLY*

Beginning at a point on the southern boundary of that land described in Instrument No. 2002-0173 of the Deed Records of Douglas County, Oregon that bears N 81° 15' 27" W 27.64 feet from the 5/8" iron rod marking the Southwest corner of Parcel 1, Land Partition 2008-0065 of the Survey Records of Douglas County, Oregon; thence N 1° 14' 58" E 12.91 feet; thence N 1° 21' 21" E 30.60 feet; thence N 0° 09' 36" W 28.27 feet; thence N 5° 42' 51" W 30.75 feet; thence N 21° 20' 12" W 26.34 feet; thence N 49° 15' 37" W 27.73 feet; thence N 66° 26' 44" W 33.91 feet; thence N 79° 34' 47" W 32.83 feet; thence N 83° 07' 56" W 61.59 feet; thence N 80° 00' 54" W 30.35 feet; thence N 72° 48' 12" W 27.98 feet; thence N 65° 12' 29" W 34.39 feet; thence N 58° 03' 18" W 32.76 feet; thence N 57° 02' 35" W 37.67 feet; thence N 60° 43' 53" W 26.67 feet; thence N 70° 10' 24" W 21.50 feet; thence N 83° 54' 42" W 25.84 feet; thence S 84° 47' 35" W 24.60 feet; thence S 78° 56' 32" W 33.81 feet; thence S 81° 56' 17" W 26.68 feet; thence N 78° 01' 59" W 23.68 feet; thence N 51° 53' 05" W 21.08 feet; thence N 28° 23' 12" W 22.65 feet; thence N 12° 16' 34" W 19.31 feet; thence N 6° 50' 48" W 27.82 feet; thence N 10° 50' 36" W 84.54 feet; thence N 12° 44' 12" W 45.65 feet; thence N 11° 53' 51" W 32.01 feet; thence N 12° 09' 09" W 35.64 feet; thence N 9° 24' 15" W 37.82 feet; thence N 8° 15' 58" W 26.83 feet; thence N 1° 00' 38" E 25.86 feet; thence N 73° 00' 00" W 16.90 feet and there terminating.





FILED  
Richard R. Mc  
The Surveyors Office of  
Map 1/16-30  
County of  
Douglas County  
1/16/20



ADJUSTED AREA  
ORIGINAL AREA  
UNIT 1  
4219 AC±  
[S57°28'17"E 2039']  
[S57°28'17"E 2039']  
TO 1/2"

ADJUSTED AREA  
ORIGINAL AREA  
UNIT 2  
2219 AC±  
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ADJUSTED AREA  
ORIGINAL AREA  
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[N87°28'00"E 134.25']  
[N69°51'00"W 451.20']  
[S62°47'34"W 66.74']

BEARING	DISTANCE
N87°28'00"E	134.25'
S87°28'00"E	134.25'
N69°51'00"W	451.20'
S62°47'34"W	66.74'
S52°47'34"W	66.74'
N69°28'00"E	134.25'
N87°28'00"E	134.25'
N69°28'00"E	134.25'
N87°28'00"E	134.25'
N69°51'00"W	451.20'
S62°47'34"W	66.74'
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N87°28'00"E	134.25'
N69°51'00"W	451.20'
S62°47'34"W	66.74'
S52°47'34"W	66.74'

APPROVALS:  
Robert Coble  
SPECIAL COUNTY SURVEYOR DIRECTOR  
1/16/20 DATE

FIELD CREW: WAYNE ROGERS, RYAN PLUNKER, AND LESLIE BOKW  
EQUIPMENT: KENNY TONIA, STATION AND SOW 33 DATA COLLECTOR  
OFFICE: WAYNE ROGERS  
DATE/TIME: BRYAN CROSSON/

STATE OF MISSOURI  
I, JAMES O'NEWMARK, COUNTY SURVEYOR, DO HEREBY CERTIFY THAT THE ABOVE DESCRIBED ADJUSTMENT IS ACCURATE AND CORRECT.  
RECORDED AS PER M.S. 54  
RECORDED AS PER P.I. 99-0118  
PLANNING DEPARTMENT FILE NO. W-00-017

REGISTERED  
LAND SURVEYOR  
Douglas County  
Wayne Rogers  
12/31/2023

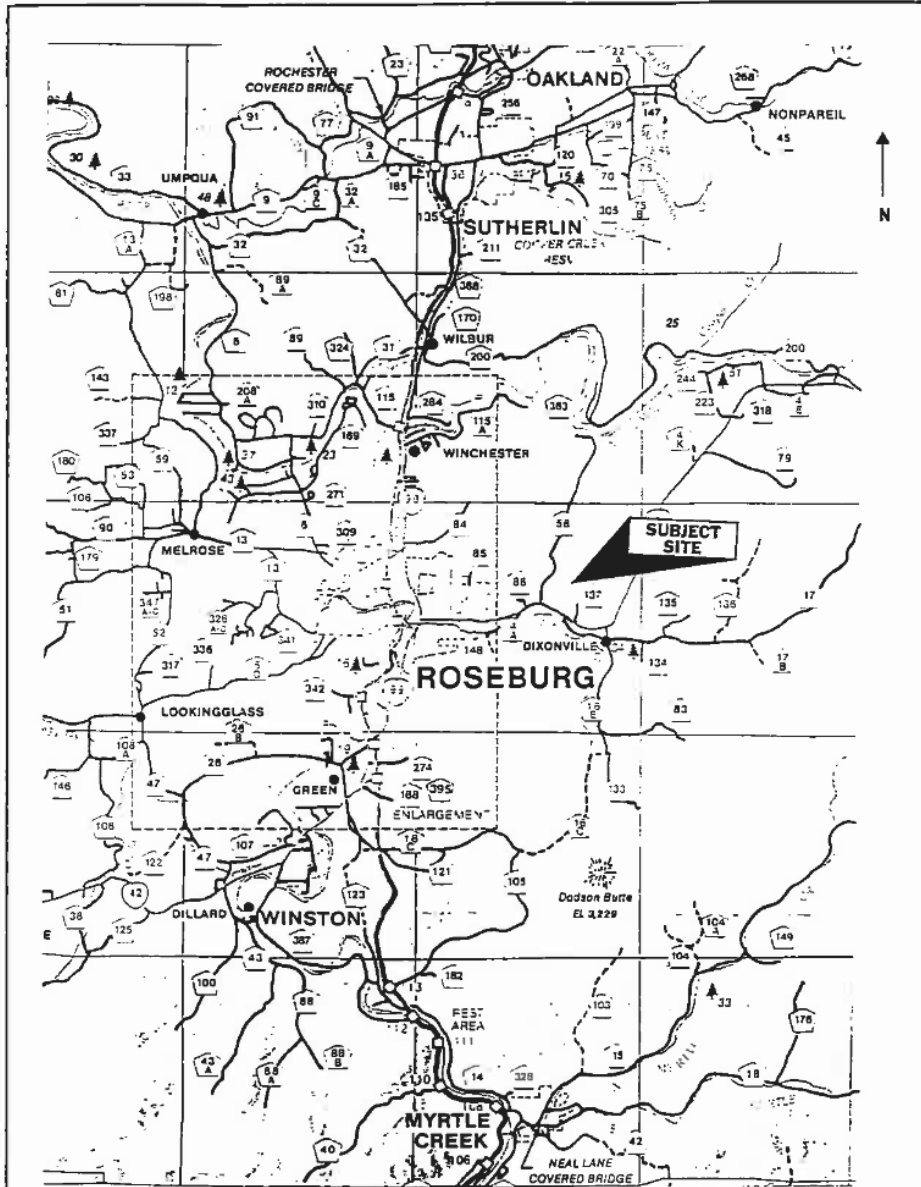
BOUNDARY LINE ADJUSTMENT  
LYING IN THE NE, NW, SW & SE 1/4S OF SEC 15, T75E, R20W, W4  
DODGAS COUNTY, MISSOURI  
SURVEYED BY I.E.  
1.E.  
ROSEBURG, OR 97130  
DATE 1/16/20

MAP FILE 1/16-30

MAP FILE 1/16-30

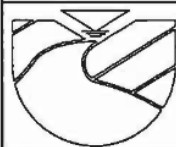


# Appendix 2: Goal 5 Wetlands Delineations



From Official Road Map of Douglas County, Oregon

approximate scale: 1 inch = 5 miles



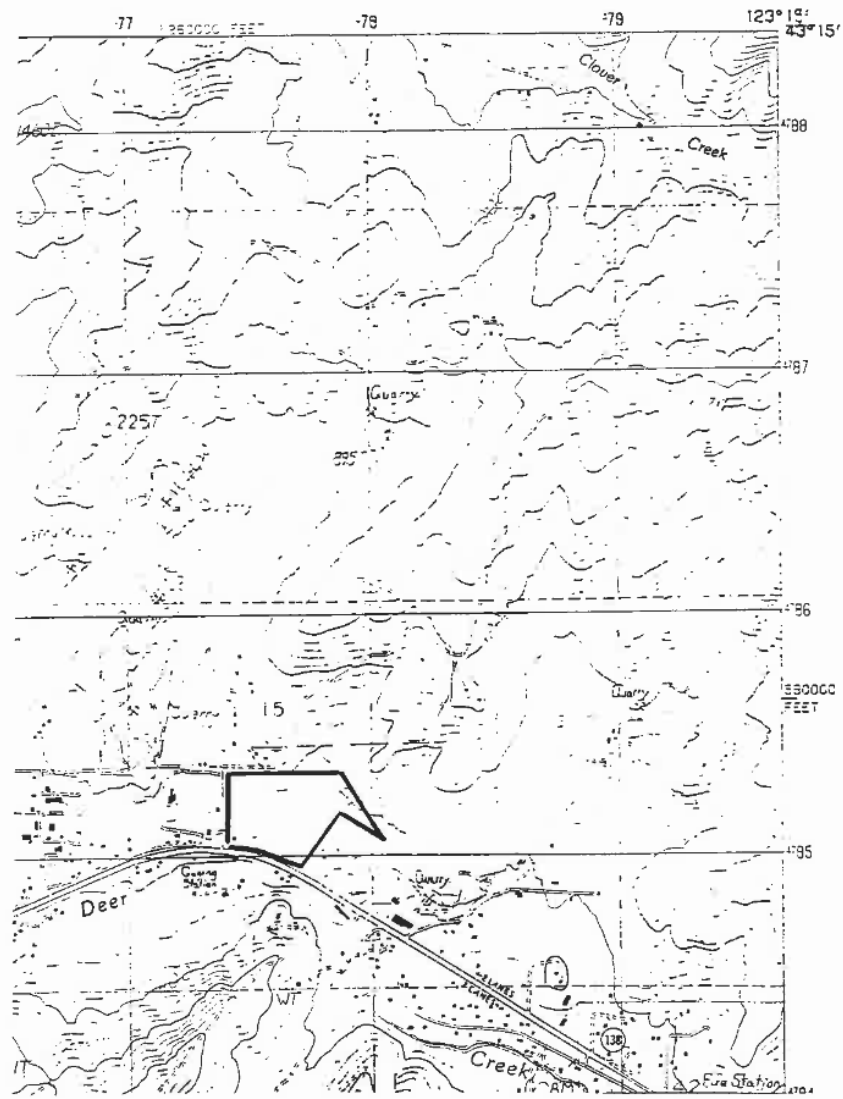
### SITE LOCATION MAP

Land And Water Environmental Services, Inc.  
525 S.E. Main St.  
Roseburg, OR 97470  
Tlf: (541) 672-0393/ Fax: 672-7170

Date: 01/26/2000	Project Name:
Design: LAWESI	Migration Site Delineation
Drawn:	Project #:
Checked: JLB	RSBG-09



ROSEBURG EAST QUADRANGLE  
 OREGON—DOUGLAS CO.  
 7.5 MINUTE SERIES (TOPOGRAPHIC)



Taken From U.S. Geological Survey Map, Roseburg East, Oregon  
 approximate scale: 1 inch = 2000 feet



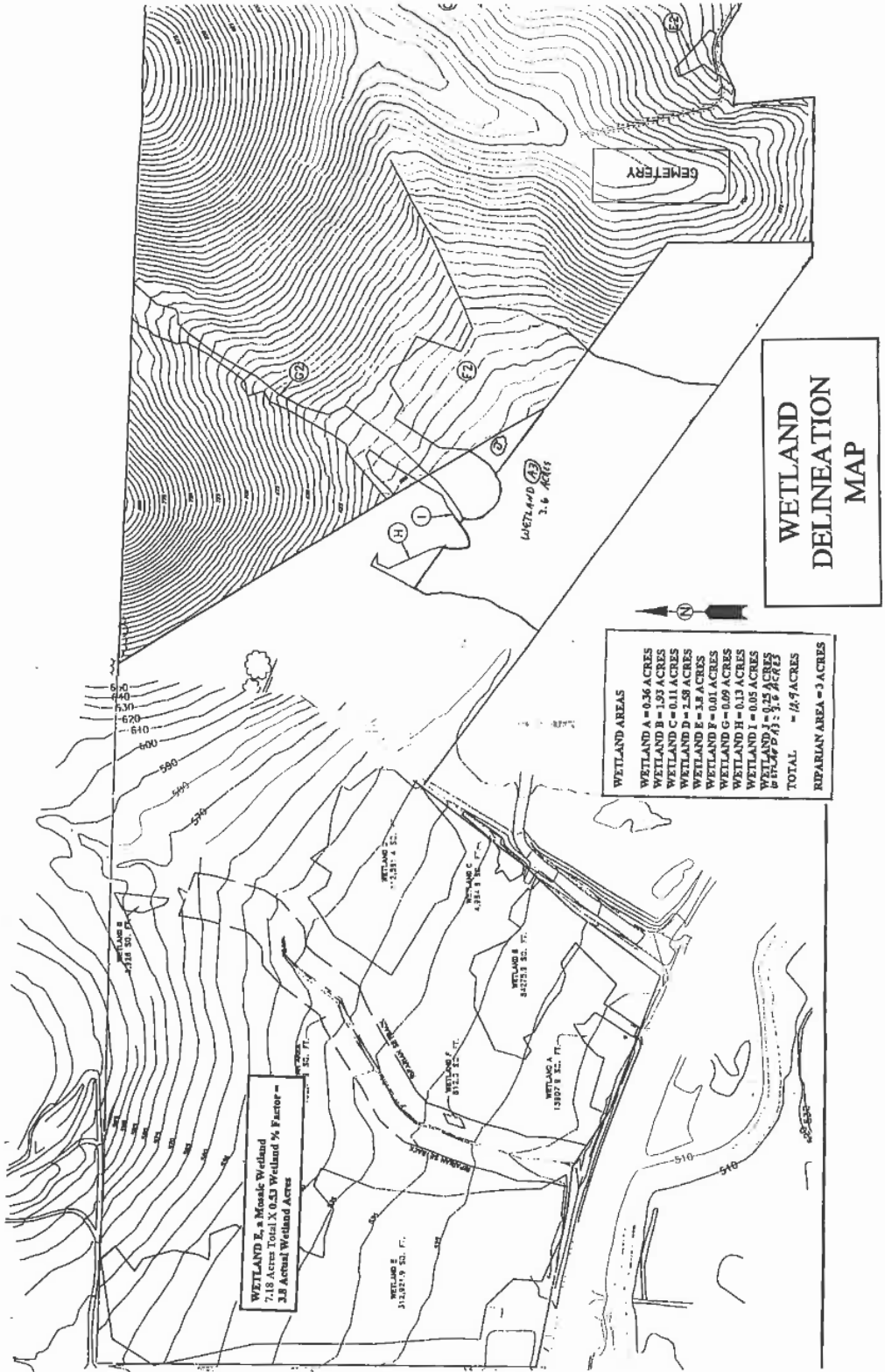
**SITE LOCATION MAP**

Land And Water Environmental Services, Inc.  
 525 S.E. Main St.  
 Roseburg, OR 97470  
 Tlf: (541) 672-0393/ Fax: 672-7170

Date: 09/09/99  
 Design: LAWESI  
 Drawn:  
 Checked: JLB

Project Name:  
 DELINEATION  
 Project #:  
 RSBG-09





# Appendix 3: Douglas Forest Protective Association (DFPA) Comments on Fire Prevention



## Douglas Forest Protective Association

1758 NE Airport Road  
Roseburg, OR 97470  
(541) 672-6507

December 10<sup>th</sup>, 2020

Kris Ammerman  
City of Roseburg Parks & Recreation  
900 SE Douglas Ave  
Roseburg, OR 97470

Mr. Ammerman,

Thank you for the opportunity to review and submit comments on the proposed trail project at Sunshine Park. The Douglas Forest Protective Association (DFPA) is responsible for wildfire prevention, detection and suppression activities on 1.6 million acres of land within the Douglas District. While the developed portions of Sunshine Park around the baseball fields are classified "exempt" under the Douglas County Forestland Classification and are not within DFPA's wildfire protection jurisdiction, the undeveloped portion of the property east of the baseball fields are classified "Forestland" (grazing) and therefore fall within DFPA's wildfire protection jurisdiction.

After reviewing the maps and information that you provided, in addition to visiting the site first hand, it is my professional opinion that the proposed trail project would not significantly increase the fire danger in the area as long as the trails are only used for non-motorized purposes. Wildfire prevention information, including no smoking signs and Public Use Restriction signs should also be posted at trailheads during fire season.

In the event of a wildfire on the property, the trail system could actually be a benefit to suppression efforts. The three to four foot wide trails that are planned not only increases access throughout the property for first responders but could also help slow or potentially even stop a wildfire as long as the trails are maintained and kept free of flammable vegetation.

If the proposed trail project is approved and moves forward, any work on the trails that is conducted during fire season needs to be in compliance with fire prevention requirements set under ORS 477 and the Industrial Fire Precaution Level system. DFPA would be more than willing to meet city officials and / or contractors on site at no cost to conduct fire inspections during a DFPA declared fire season.

If you have any questions, please contact me at 541-672-6507 x 136.

Kyle Reed  
Fire Prevention / Public Information Officer  
Douglas Forest Protective Association



# Appendix 4: ODOT Comments Email

**From:** BAKER Michael <Michael.BAKER@odot.oregon.gov>  
**Sent:** Tuesday, October 18, 2022 11:55 AM  
**To:** Nik Ramstad <NRamstad@cityofroseburg.org>  
**Subject:** RE: Hwy 138 Travel Capacity Question

Nik,

We won't have any problem accommodating increased use at the park. Here is a nice simple gis link to a lot of ODOT data that may help in the future. 2021 traffic volumes at Sunshine Road were approximately 9,500 AADT.

<https://gis.odot.state.or.us/transgis/>

## **Mike Baker**

**ODOT Planning and Program Manager, Region 3**  
3500 NW Stewart Parkway  
Roseburg, OR 97470  
Phone: 541-957-3658  
Fax: 541-672-6148



# Appendix 5: Legal Description of Expansion Area



Photographs of Sunshine Park

