

**CITY OF ROSEBURG PLANNING COMMISSION
&**

DOUGLAS COUNTY PLANNING COMMISSION

Monday, May 6, 2024 at 6:00 pm

City Hall Council Chambers

Public Access: Facebook Live at [www.Facebook.com/CityofRoseburg](https://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 CITY OF ROSEBURG PLANNING COMMISSION**
Jamie Yraguen, Chair Matt Brady Emily Brandt Janelle James
Matt Keller Jarrett Nielsen Shelby Osborn
- ROLL CALL DOUGLAS COUNTY PLANNING COMMISSION**
Daniel Burke, Chair Brent Atkinson Jacob Gibbs Doreno Guido
Michael Widmer Tim Allen Andrew Owens
3. **AUDIENCE PARTICIPATION: See Information on the Reverse**
4. **PUBLIC HEARING**
Legislative Amendment; Roseburg File No. CPA-23-002 & Douglas County P/D File No. 24-015
(Urban Growth Boundary Swap)
5. **BUSINESS FROM STAFF**
6. **BUSINESS FROM THE COMMISSIONS**
7. **NEXT MEETING – TBD**
8. **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
- Virtually during the meeting via ZOOM. Contact the Community Development Department by phone (541)492-6750 or email cdd@cityofroseburg.org by 12:00 p.m. the day of the meeting to get a link to the meeting via ZOOM.

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 – AGENDA ITEMS

For items on the agenda you will be given an opportunity to address the Commission once the item is called. Agenda items for a legislative amendment typically begin with a report from staff or experts familiar with the legislative proposal, followed by Commission questions to staff/experts, followed by testimony from the public. The Commission has authority to impose reasonable limitations on the time for public testimony, and to restrict irrelevant or repetitive testimony or presentations. 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. 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.



1036 SE Douglas Avenue | Room 106 – Justice Building | Douglas County Courthouse | Roseburg, Oregon 97470
(541) 440-4289 | planning@douglascountyor.gov

April 29, 2024

STAFF REPORT

TO: DOUGLAS COUNTY PLANNING COMMISSION

FROM: DOUGLAS COUNTY PLANNING DEPARTMENT

RE: Co-Adoption of the **City of Roseburg Urban Growth Boundary (UGB) Exchange** and application of Douglas County Comprehensive Plan and Zoning designations on land to be removed from the Roseburg UGB and City Limits, along with the application of the City of Roseburg Comprehensive Plan designation and County Zoning on land to be added to the UGB. Areas to be removed from the UGB are generally referred to as the “Atkinson Site,” 91.5± acres in size located on the northwest edge of the UGB off Shantel Street and Daysha Drive and the “Serafin Site,” 198.5± acres in size located on the northeastern edge of the UGB off NE Barager Avenue. This action will also include an amendment to the Urban Growth Management Agreement (UGMA) between the City and the County to include the Charter Oaks area in Subarea 2 of the UGMA (see City of Roseburg submittal for complete application materials at [Urban Growth Boundary \(UGB\) Swap Project | City of Roseburg](#)). **County P/D File 24-015 and City Case File CPA-23-002.**

STAFF EXHIBITS

1. City of Roseburg Project Overview Map
2. City of Roseburg Existing and Proposed Zoning for the Serafin Property Map
3. City of Roseburg Existing and Proposed Zoning for the Atkinson Property Map
4. City of Roseburg Existing and Proposed Zoning for the Charter Oaks Properties Map

INTRODUCTION

This report provides an overview/assessment of a proposal and findings of fact for an Urban Growth Boundary (UGB) amendment for the City of Roseburg (“City”). The amendment, if approved, includes subsequent land use actions including deannexations, annexations, revised comprehensive plan designations, zone changes and amendments to the City/County Urban Growth Management Agreement (UGMA).

The areas to be removed from the UGB are two privately owned properties, 91.5± acres on the hillside east of NW Daysha Dr. (owned by John and Donna Atkinson and hereinafter the “Atkinson Property”) and 198.5± acres on the hillside north of NE Barager Ave. (owned by Barry Serafin hereinafter the “Serafin Property”). The majority of these two properties have a comprehensive plan designation of Low Density Residential (LDR). The area proposed to be added to the UGB is 220± acres and located on the west side of the City, generally bounded by the South Umpqua River and Troost St, a portion of an area commonly known as “Charter Oaks”.

This land exchange results in a decrease in acreage within the UGB but will enable the same approximate density of development, by providing new opportunities for residential development.

The objective of this “UGB Swap”, as stated by the City of Roseburg, is to increase residential development capacity of the City in order to meet Roseburg’s housing goals for the next 20 years.

On May 6, 2024, the Douglas County and City of Roseburg Planning Commissions will hold a joint public hearing to consider the entirety of the UGB Swap. The City Planning Commission and City Council responsibilities include the following action items:

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

The County Planning Commission and Board of Commissioner responsibilities include the following action items:

1. Amend the UGB as stated above;
2. Amend the UGMA to reflect the stated changes and to include Charter Oaks in Subarea 2 of the agreement;
3. Amendments to the Comprehensive Plan and Zoning for the Atkinson Property to a Rural Residential-5 (RR5) Plan designation and (5R) Rural Residential 5 zoning and the Serafin Property to a combination of Rural Residential-5 (RR5) Plan designation and (5R) Rural Residential 5 zoning, along with a portion designated as Farm Forest Transitional (FFT) with a (FF) Farm Forest zoning (See the attached maps.); and,
4. Zoning Amendments for Charter Oaks (applying the County’s (RS) Suburban Residential and (PR) Public/Semi-Public zoning).

The City of Roseburg is proposing the UGB Swap in accordance with the provisions of Oregon Administrative Rule 660-024. The swap will involve a total of approximately 290± acres to be removed from the UGB/City Limits and 220± acres to be added to the UGB. Additionally, the City proposes to annex the right-of-way of Troost Street into City Limits. The City is not proposing any additional annexation actions at this time.

The City of Roseburg Staff Report and Findings and all supplementary materials are entered into the record and available for review upon request or online at [Urban Growth Boundary \(UGB\) Swap Project | City of Roseburg](#). The City Staff Report describes the UGB Swap, annexation, zone changes, plan amendments and UGMA amendments and addresses applicable criteria from the relevant portions of the City's Municipal Code. It also addresses Oregon Revised Statute (ORS 222), Oregon Administrative Rule (OAR 660-012, OAR 660-024), and Oregon Statewide Planning Goals. Statewide Planning Goal 14 (OAR 660-015-0000(14)) requires that the location of a UGB be determined by evaluating alternative boundary locations in consideration of four locational factors. This analysis is found in the City Staff Report and Findings of Fact. City staff concludes that the proposal is consistent with all applicable state statutes, rules, statewide planning goals, and both the City and County Comprehensive Plans and development codes. County Planning Staff concurs.

The proposed UGB Swap, as stated above, results in portions of two properties being removed from the Roseburg City Limits and the UGB, to be placed under the County's jurisdiction. Douglas County Comprehensive Plan designations and Zoning designations must be applied to these lands.

Thus, the City has proposed for the County's consideration applying Comprehensive Plan Designations and Zoning to the Atkinson Property as shown on the attached map (Staff Exhibit 3) as well to the Serafin Property as shown on the attached map (Staff Exhibit 2) as previously stated.

The UGB Swap proposal requires legislative action by both the City and County. The joint meeting of the City's and County's Planning Commission is being held to consider the UGB Swap and all its various elements as outlined herein. At the hearing it will be requested that both Commissions make recommendations regarding the proposed actions to each of their respective governing bodies.

RECOMMENDATION

Staff encourages the Planning Commission to approve the various actions under its purview and recommend adoption of those elements to the Douglas County Board of Commissioners. As state above, those actions are:

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

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

Both the City of Roseburg City Council and the Douglas County Board of Commissioners will consider the matters recommended respectively at future Council and Board of Commissioner meetings. Appropriate public notice of the scheduling of those meetings will be provided as required by statute and/or the Douglas County Land Use and Development Ordinance (LUDO).

H:\Planning\Files\2024\24-015 City of Roseburg UGB Swap\24-015 UGB Staff Report.docx.



City of Roseburg
Urban Growth
Boundary Exchange

Project Overview

Withdrawn Area - Atkinson Property



Withdrawn Area - Serafin Property



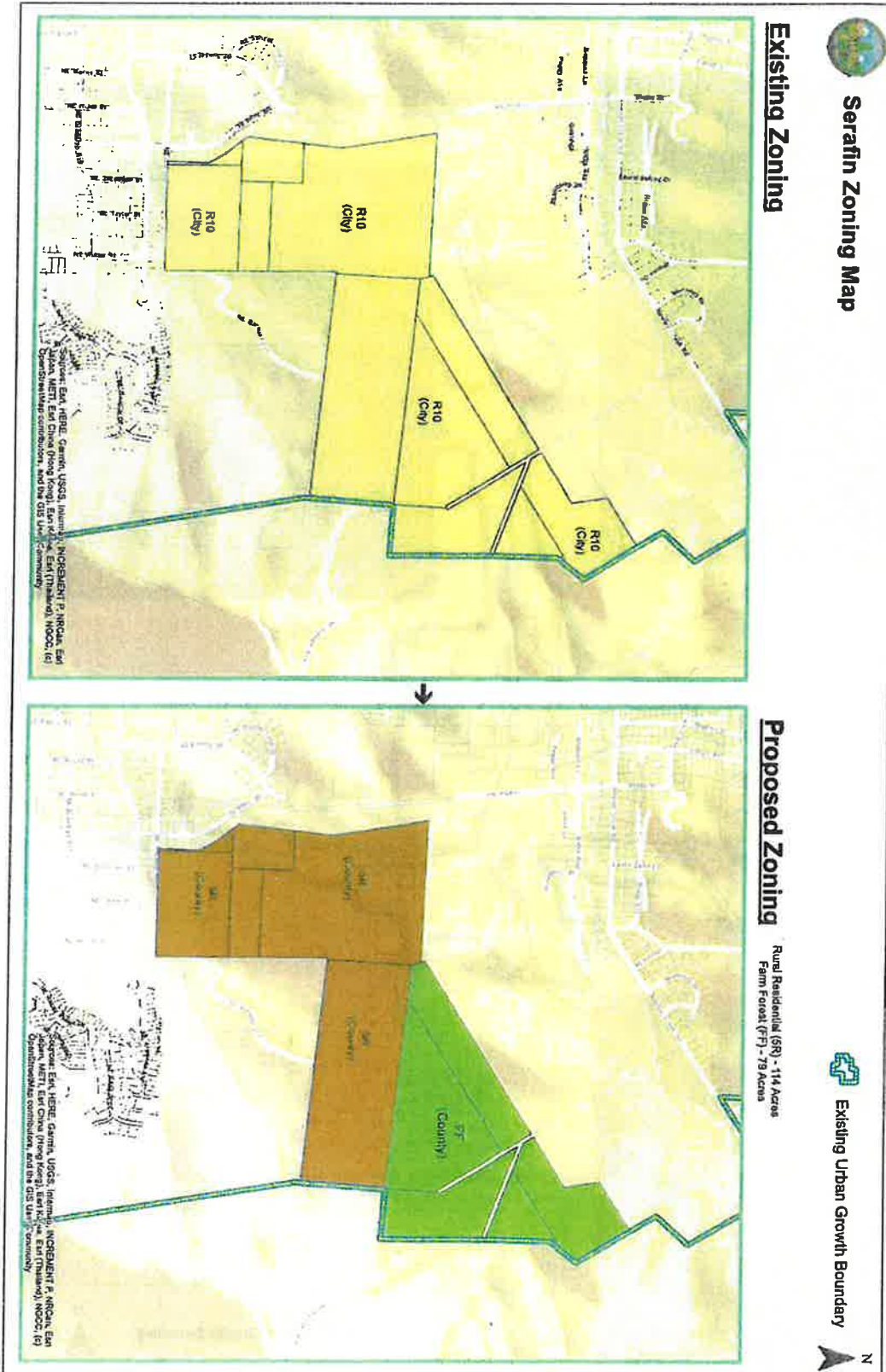
Expansion Area - Troost St./Charter Oaks Dr.



 Urban Growth Boundary



This is a plan view of what is shown in aerial and digital mapping from City of Roseburg as reported in some qualifications. It is possible that some areas shown are not actually shown. The map is intended for general informational purposes only and is not intended for use in any legal proceeding. The City of Roseburg is not responsible for any errors or omissions on this map and for any reliance on the information shown on this map.



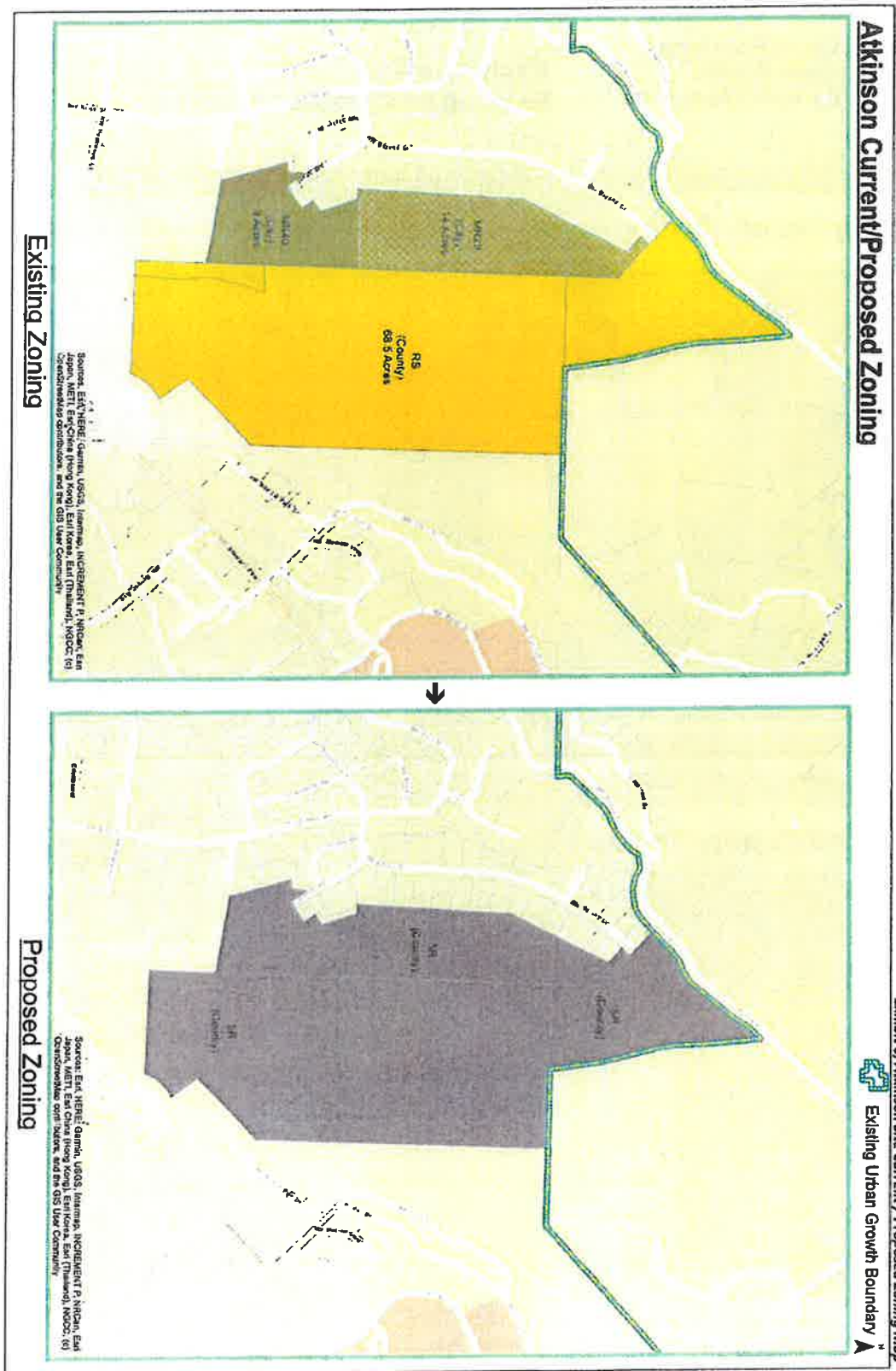


Exhibit 6, Atkinson Site Current/Proposed Zoning Map

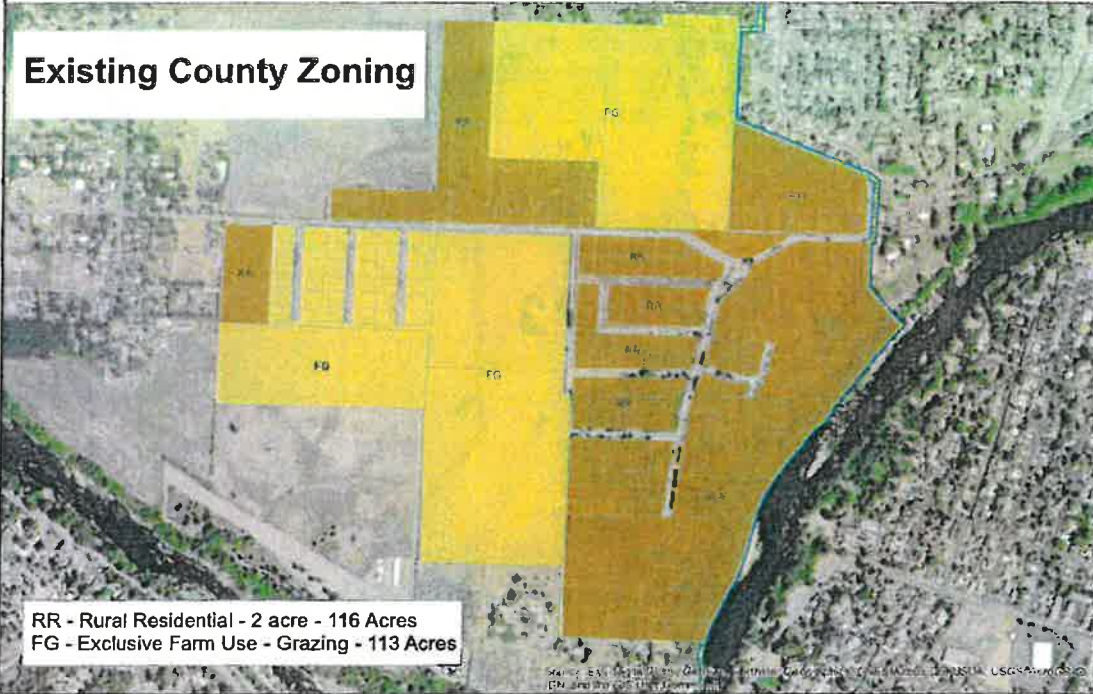
Exhibit 13, Exchange Area Existing & Proposed Zoning



City of Roseburg
Urban Growth
Boundary Exchange

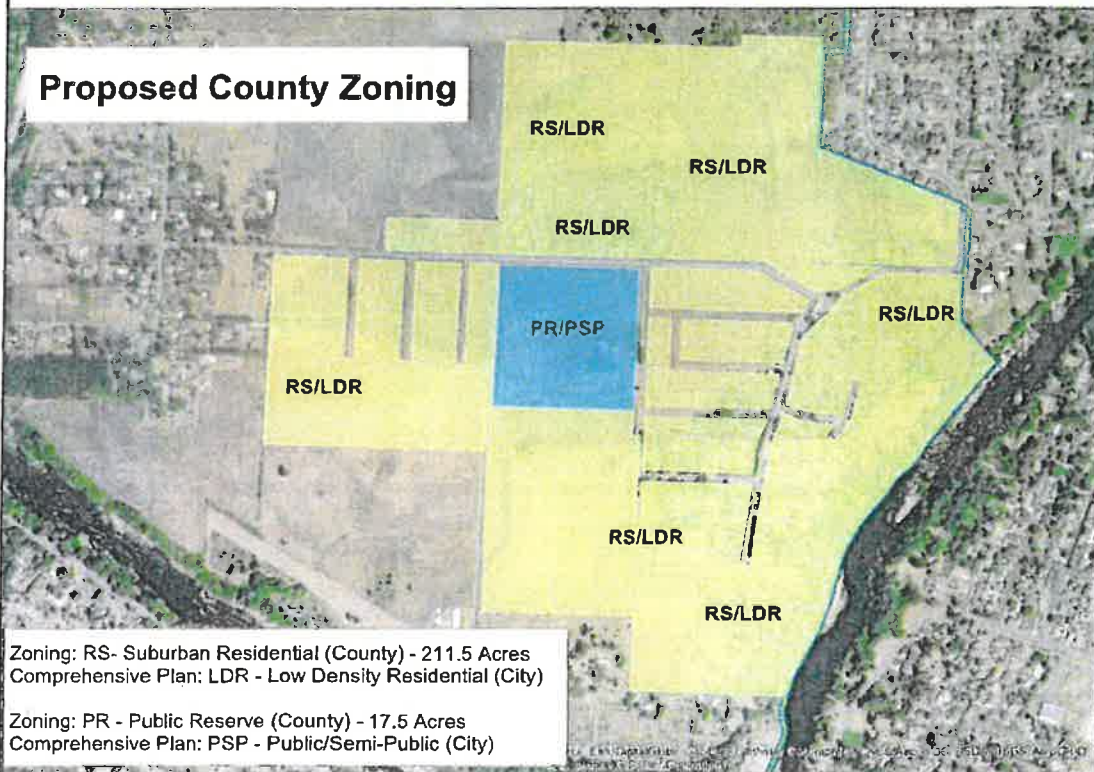
Exchange Area: Existing and Proposed Zoning

Existing County Zoning



RR - Rural Residential - 2 acre - 116 Acres
FG - Exclusive Farm Use - Grazing - 113 Acres

Proposed County Zoning



Zoning: RS- Suburban Residential (County) - 211.5 Acres
Comprehensive Plan: LDR - Low Density Residential (City)

Zoning: PR - Public Reserve (County) - 17.5 Acres
Comprehensive Plan: PSP - Public/Semi-Public (City)