

CITY OF ROSEBURG  
PLANNING COMMISSION  
*Monday, March 19, 2018*  
*City Hall Council Chambers – 7:00 pm*

J.C.  
3/12/18

*NOTE: It is up to each of you as Commissioners and Staff to let staff know before the day of the meeting if you will not be able to attend. Thank you.*

**AGENDA**

- I. CALL TO ORDER
- II. ROLL CALL: Chair Ron Hughes Daniel Onchuck Charlie Allen  
Victoria Hawks Kerry Atherton Ron Sperry  
Vacant
- III. APPROVAL OF MINUTES  
A. February 5, 2018 – Planning Commission Meeting
- IV. AUDIENCE PARTICIPATION: See Reverse for Information
- V. PUBLIC HEARING  
A. File No. AN-18-001, ZC-18-001 Annexation, Zone Change [Quasi-Judicial]
- VI. BUSINESS FROM STAFF  
A. Draft 2018-2023 Capital Improvement Plan, Nikki Messenger - Public Works  
B. Director's Report
- VII. BUSINESS FROM THE COMMISSION
- VIII. NEXT MEETING – April 16, 2018
- IX. ADJOURNMENT

**\*\*\* AMERICANS WITH DISABILITIES ACT NOTICE \*\*\***

Please contact the office of the City Recorder, Roseburg City Hall, 900 SE Douglas Avenue, OR 97470-3397 (Phone 541-492-6700) at least 48 hours prior to the scheduled meeting time if you need an accommodation. TDD users please call Oregon Telecommunications Relay Service at 1-800-735-2900.

The agenda packet is available on-line at: <http://www.cityofroseburg.org/your-government/commissions/planning-commission/>

## **AUDIENCE PARTICIPATION INFORMATION**

The Roseburg Planning Commission welcomes and encourages participation by citizens at all meetings. To allow the Commission to deal with business already scheduled, it is asked that anyone wishing to address the Commission follow these simple guidelines.

### **Non-Agenda Items**

If you wish to address the Planning Commission on a matter not on the agenda, at the appropriate time please raise your hand and wait to be recognized by the Chair. Persons addressing the Commission must state their full name and address for the record. All remarks are to be directed to the Planning Commission. For items not on the agenda the presentation should be brief and be on a topic of interest to the Planning Commission, such as a general land use matter. These presentations are reserved for new material which has not been previously considered. The Planning Commission will not be taking action on any item presented under Audience Participation and if needed will provide direction to staff for appropriate follow-up.

### **Agenda Items**

For items on the agenda you will be given an opportunity to address the Commission once the item is called. Agenda items typically begin with establishing those who have party status, (to be explained by the Chair), a report from staff, followed by Commission questions to staff, then the applicant along with anyone he wishes to call as a witness on his behalf will be called to speak, followed by those with party status. After all initial testimony is completed there will be an opportunity for rebuttal. Everyone addressing the Commission is subject to questioning. After the hearing portion of the item is completed, the Commission will discuss the matter with a motion for consideration being presented and acted on.

Once final action is taken on Quasi-Judicial matters, the action of the Commission can be appealed to the City Council within 14 calendar days of the decision by filing a Notice of Review with the Community Development Department. Action on Legislative matters is typically a recommendation to the City Council and will be forwarded to them for final consideration.

For further details or information please contact the Community Development Department Monday through Friday, 8:00 a.m. to 5:00 p.m., at Roseburg City Hall, 900 SE Douglas Avenue, Third Floor, Roseburg OR 97470, phone number 541-492-6750, or e-mail [cmatthews@cityofroseburg.org](mailto:cmatthews@cityofroseburg.org)

**CITY OF ROSEBURG  
PLANNING COMMISSION MEETING MINUTES  
February 5, 2018**

**CALL TO ORDER:** Chair Ron Hughes called the regular meeting of the Roseburg Planning Commission to order at 7:02 p.m. on Monday, February 5, 2018, in the Roseburg City Hall Council Chambers, 900 SE Douglas Avenue, Roseburg, Oregon.

**ROLL CALL**

**Present:** Chair Ron Hughes, Commissioners Charlie Allen, Kerry Atherton, Victoria Hawks, Dan Onchuck, Ron Sperry and Vacant.

**Others present:** Community Development Director Stuart Cowie, Department Technician Chrissy Matthews and Staff Assistant Sandy Cook.

**ELECTION OF CHAIR**

Onchuck nominated to re-elect Hughes as Chair, Allen seconded. The motion passed unanimously.

**ELECTION OF VICE CHAIR**

Atherton nominated Onchuck as vice-chair, Sperry seconded. The motion passed unanimously.

Cowie advised the planning commission that Sandy Cook will be retiring soon and acknowledged her long-term outstanding service and commitment as the planning commission recording secretary. She will be greatly missed. Hughes personally thanked Cook for her attentiveness to customer service and outstanding service to the planning commission. All commissioners thanked Cook and wished her well in her upcoming retirement. Cook expressed her gratitude.

Hughes stated Commissioner Minaise resigned from the planning commission. Cowie stated Minaise is moving out of state for his career. Commissioner applications are posted on the City's website.

**APPROVAL OF MINUTES**

Atherton moved to approve the December 4, 2017 Minutes as presented. Motion was seconded by Onchuck and passed unanimously.

**AUDIENCE PARTICIPATION** – None

**File No. LUDO-18-001 Land Use and Development Ordinance Update [Legislative]**

Hughes read the procedures to be followed for this legislative public hearing. He then opened the public hearing. There were no conflicts declared. Cowie provided the staff report with an overview of the proposed text amendments to the Land Use and Development Ordinance.

The proposed LUDO amendments are as follows:

1. Renumbering all Chapters and Section references for incorporation into Municipal Code Title 12.
2. Revising "Governing Body" to "the City" or "City Council" as appropriate.
3. Revising "Planning Director" to "Community Development Director" or "Director of Public Works" to "Public Works Director" as appropriate.
4. Additional scrivener's errors as appropriate.

City Staff has been working to incorporate the LUDO into the Municipal Code and adopt the full text of LUDO under its own Title (Title 12). Currently, the LUDO is only "adopted by reference" in Municipal Code and functions as its own stand-alone Ordinance. Adopting the full LUDO text into Municipal Code will provide a seamless approach to City regulations, in which all City Code is contained in one document. The LUDO will then be referred to in Municipal Code as Land Use and Development Regulations (LUDR). The additional minor amendments are proposed to provide clarifications concerning Titles of position and the use of the term "governing body" and "approving authority".

Onchuck asked if this will change how the LUDO is enforced. Cowie explained the change will not have an effect on the enforcement. Hughes clarified that there isn't anything in the Municipal Code that changes the process of the LUDO. Cowie agreed and said these changes are for numbering purposes. Ruling, regulation and process will remain the same.

Atherton inquired if historical decisions are kept in an archive. Cowie responded that the City uses Laserfiche as their means of record keeping and can be retrieved as needed. Sperry inquired about in-house corrections to the LUDO or Municipal Code. Cowie responded the company Municode will make any and all changes submitted and the City's website will be updated. The consolidation will be beneficial to have everything in one location in the Municipal Code. Sperry asked if the Municipal Code and LUDO will be cross referenced for land use actions, if needed. Cowie responded he sees the opportunity to incorporate links between the two documents for reference to each other down the road as the process is fine tuned.

Hearing no further discussion, Hughes closed the public hearing. Allen moved to adopt the findings of fact and order as presented, and recommends City Council approve the proposed text amendments File No. LUDO-18-001, Atherton seconded. Motion passed unanimously.

#### **DIRECTOR'S REPORT –**

Cowie provided an update from the January 2018 City Connection Newsletter–

- Community Development processed 272 site reviews, 212 building permits for commercial development, 97 building permits for residential development, and 28 land use applications. Day to day work has picked up and adding another planner is anticipated to accommodate the additional work load and accomplish additional projects. In progress is the Housing Needs Analysis, and wrapping up the Transportation Analysis. Two new subdivisions are in progress and an additional

one is anticipated.

Hawks mentioned affordable housing is needed. Atherton mentioned NeighborWorks Umpqua is interested establishing a four story apartment building in the future. Cowie said NeighborWorks Umpqua is working on a submittal for a multi-family 60 unit project for housing veterans in the Eastwood Park area.

**BUSINESS FROM STAFF** – none

**BUSINESS FROM COMMISSION** – none

**ADJOURNMENT** – The meeting adjourned at 7:43 pm. The next meeting is scheduled for Monday, March 5, 2018.

Chrissy Matthews  
Department Technician

**CITY OF ROSEBURG  
PLANNING COMMISSION  
AGENDA ITEM REPORT**



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**File No. AN-18-001 & ZC-18-001**

**Meeting Date: March 19, 2018**

**To:** Roseburg Planning Commission

**Completeness Date:** N/A

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

**120-Day Limit:** N/A

**Request:** Annexation 3310 & 3330 W Military Avenue with concurrent Zone Change

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**ISSUE STATEMENT AND SUMMARY:**

Property Owner, Townsend Lane LLC, requests 4.00± acre parcel at 3310 & 3330 W Military Avenue be annexed into the City. Concurrent with the application is a request to change the zoning of the annexed property from County RS (Suburban Residential) to City R6 (Single Family Residential).

**OPTIONS:**

- Adopt proposed Findings of Fact recommending approval of the Annexation and Zone Change
- Continue consideration of the request.
- Adopt Findings of Fact recommending the City Council deny the requested Annexation and Zone Change.

**CONCLUSION / RECOMMENDATION:**

Based on the information provided in the Findings document, staff finds the proposed Annexation and Zone Change request meets the criteria of ORS 222.125, Roseburg City County Resolution 2006-04 (Annexation Policies), and LUDO. Therefore, it is recommended the Planning Commission adopt the following motion:

**SUGGESTED MOTION:**

I MOVE TO ADOPT PROPOSED FINDINGS OF FACT AND ORDER RECOMMENDING CITY COUNCIL **APPROVAL** OF FILE NOS. AN-18-001 AND ZC-18-001.

**ATTACHMENTS:**

- 1 – Proposed Findings of Fact and Order
- 2 – Legal Description of Subject Property, "Exhibit A"

In the matter of the application ) Annexation: AN-18-001  
by Townsend Lane LLC ) Zone Change: ZC-18-001

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

**I. NATURE OF APPLICATION**

Property Owner, Townsend Lane LLC, requests 4.01± acre property at 0, 3310 & 3330 W Military Street be annexed into the City. Concurrent with the application is a request to change the zoning of the annexed property from County RS (Suburban Residential) to City R6 (Single Family Residential).

**II. PUBLIC HEARING**

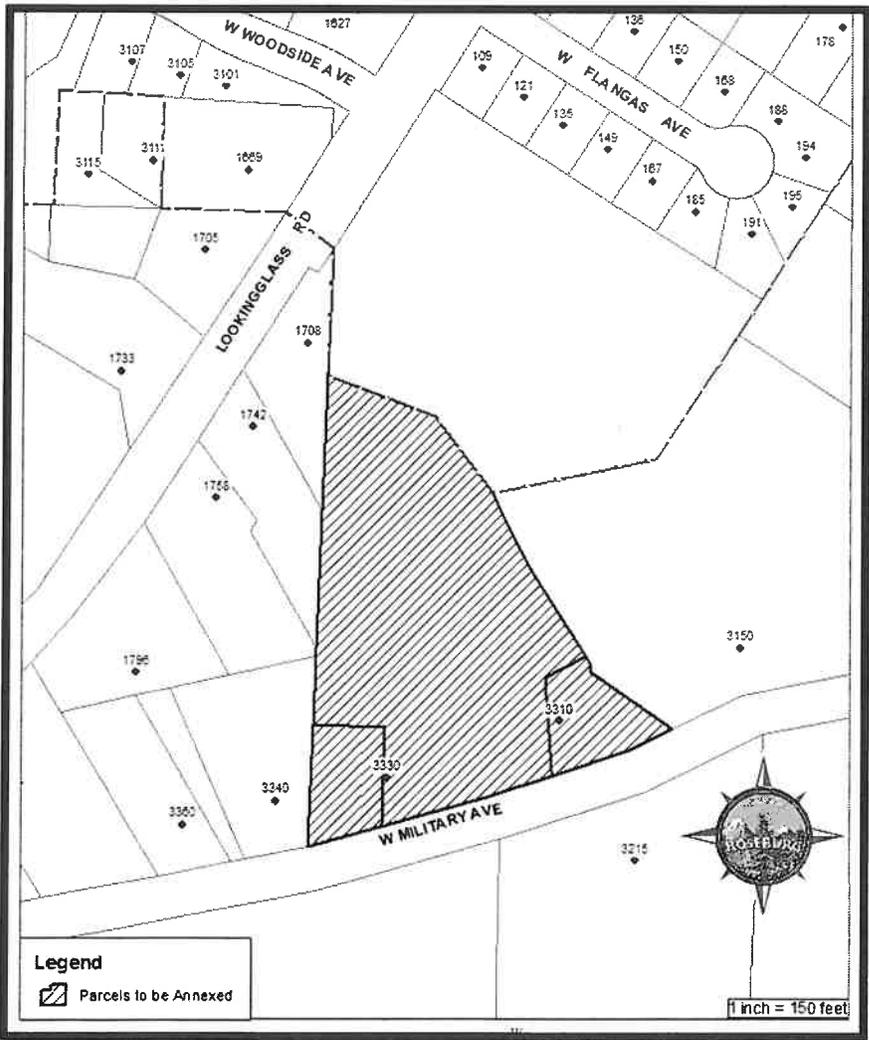
A public hearing was held on the application before the Roseburg Planning Commission on March 19, 2018. The Planning Commission reviewed Case No. AN-18-001/ZC-18-001, an application for an Annexation and Zone Change, and it was made part of the record.

**III. FINDINGS OF FACT**

**A. EXISTING CONDITIONS**

1. The City Council takes official notice of the Roseburg Urban Area Comprehensive Plan adopted by City Council Ordinance No. 2980 on December 9, 1996 and of the Roseburg Land Use and Development Ordinance (LUDO) No. 2363, as originally adopted July 1, 1984, and re-adopted in Ordinance No. 3408 on March 11, 2013, as both may have been amended from time-to-time.
2. Notice of the public hearing before the Planning Commission was given by publication in The News Review, a newspaper of general circulation, at least 20 days prior to the hearing. Notice of the public hearing before the Planning Commission was mailed to all owners of property within 300 feet of the property 20 days prior to the hearing.
3. Notice of the public hearing and proposed land use map amendment information was sent to affected property owners per LUDO 5.1.170. No remonstrances were received.

4. The 4.01+ acre site is addressed as 0, 3310 and 3330 W Military Avenue. The properties may be described as Tax Lots 00400, 00403, 00404 Township 27 South, Range 06 West, Section 22DC.
5. The subject property has Comprehensive Plan Land Use Designation of Low-Density Residential (LDR) and Douglas County Zoning of Suburban Residential (RS).
6. Tax Lots 00400 and 00403 each have single family homes on them. Tax Lot 00404 is vacant. As the site is within the Urban Growth Boundary of the City of Roseburg all utilities and urban services are available.



**B. PROPOSAL**

Property Owner, Townsend Lane LLC, requests 4.00± acre parcel at 3310 & 3330 W Military Avenue be annexed into the City. Concurrent with the application is a request to change the zoning of the annexed property from County RS (Suburban Residential) to City R6 (Single Family Residential).

C. AGENCY COMMENTS

No remonstrances were received from ODOT, Douglas County, or Roseburg Urban Sanitary Authority.

D. PUBLIC COMMENTS

The Community Development Department notified all owners of surrounding properties per and LUDO 5.1.170. No comments were received.

E. ANALYSIS

The annexation is required to satisfy ORS 222.125, and to conform to the Roseburg Annexation Policies in Resolution 2006-04. Zone Changes are required to satisfy approval criteria contained within Roseburg Land Use and Development Ordinance (LUDO) Sections 5.4.030.

F. REVIEW CRITERIA

**1. Pursuant to ORS 222.125, "Annexation by consent of all owners of land," the following criteria must be demonstrated:**

*a) 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 property is contiguous with the city limits of Roseburg, and the applicant has given written consent, by applying for the annexation, to be annexed into the city.

**2. Pursuant to City of Roseburg Resolution 2006-04, "Annexation Policies," the following Policies shall be adhered to:**

*a) **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:*

*1. 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;*

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

**Finding:** The subject property can logically be served by the City given that it is surrounded on three sides by incorporated land. Infrastructure and services necessary for urban densities can be provided when approval is granted for development consistent with the proposed Zoning.

**b) 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.*

**Finding:** The City did not initiate this annexation.

**c) 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:** Surrounding properties of the subject property are already served by municipal water and sewer. Extending services to the subject property can be provided within three years, depending on development activity.

**d) 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 subject property lies adjacent to the existing City boundary and has, or can have, urban services provided to it in a cost-effective manner consistent with logical growth patterns.

**e) 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.*

**Finding:** The property is not an island.

**f) 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 and properties surrounding the subject property are or can be served by municipal water service.

***g) 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:** Property owners request annexation to facilitate planned development and extension of city services to the site.

**3. Pursuant to LUDO 5.4.030 the following criteria must be demonstrated as being satisfied by the application for approval of the zone change:**

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

**Applicant's Finding:** Proposed zoning is R6, which is the zoning already applied to adjacent property immediately to the North (Red Hawk Estates). The applicant has proposed upon completion of the annexation and zone change a future subdivision over this and a previously annexed parcel creating 38 lots in addition to accommodating the existing home sites at 3310 & 3330 W Military Avenue which we believe will make maximum use, based on land shape, and minimize any public costs of services. There are no environmentally sensitive areas on the proposed site.

**Staff's Finding:** The rezoning fully conforms to the Comprehensive Plan. The parcel is located within the Roseburg Growth Boundary in an area that is designated Low-density Residential in the Comprehensive Plan. The parcel borders other Low-density Residential land to the north that is developed as a single family residential subdivision (R6). The parcel will be accessed from Military and will eventually be subdivided with a through street from Lookingglass to Military providing access to 38 homes.

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

**Applicant's Finding:** The site will have new public services installed, adequate to service all lots, including water, sewer, and drainage, roadways will be of the normal width required by City of Roseburg code.

**Staff's Finding:** The site is completely suitable for rezoning to single family residential. All utilities (water, sewer, power, gas, cable) are immediately available, which provides assurance that all public safety and welfare requirements can be satisfied. The topography of the land is gentle sloping, and the soils are stable. Public health, safety and welfare can be adversely impacted by uses with significant external impacts, dangerous activities, and unsafe or inadequate transportation facilities that provide access to a site. The proposed Zoning District is compatible with the existing development, and as such is presumably no less suitable than the existing County Zoning.

- c) *The rezone is consistent with the safety and performance measures of the transportation system.*

**Applicant's Finding:** The majority of the traffic generated by the proposed subdivision which will be created as a result of the requested annexation and rezone will utilize Lookingglass Road, which is a major road and should have no trouble handling the additional 300-400 daily trips generated by the creation of the proposed subdivision.

**Staff's Finding:** The locally-classified street network that serves the proposed residential development is consistent with the safety and performance measures of the transportation system. The property is served by Military and the future subdivision will provide access from its local street between Lookingglass and Military. Any future development would be required to meet access standards determined by the Transportation System Plan, LUDO and Public Works standards.

#### **IV. CONCLUSION**

Based on the above findings, the Planning Commission concludes that the application meets the criteria for approval in ORS 222.125, Resolution 2006-04, and LUDO 5.4.030.

**V. ORDER**

Based on the Findings and Conclusions above, the Planning Commission recommends **APPROVAL** of this application to the City Council.

\_\_\_\_\_  
Ron Hughes, Chair

\_\_\_\_\_  
Date

\_\_\_\_\_  
Stuart Cowie, Community Development Director

\_\_\_\_\_  
Date

Planning Commission:

Ron Hughes, Chair  
Daniel Onchuck, Vice Chair  
Kerry Atherton  
Victoria Hawks  
Charlie Allen  
Ron Sperry

Ordinance Number \_\_\_\_\_

LEGAL DESCRIPTION

Annexation Townsend L.L.C. #2

The following described real property is located in the Southeast Quarter of Section 22, Township 27 South, Range 6 West, Willamette Meridian, Douglas County, Oregon.

Beginning at a 5/8 inch iron rod located on the Easterly boundary of Lot 1 of the Thurston Aire Subdivision, as defined by Douglas County Surveyor's Office Map File Number Volume 7, Page 16, Douglas County, Oregon, said 5/8 inch iron rod bears North 0° 13' 30" East 185.06 feet from the Easterly Lot corner common to Lots 1 and 2 of the said Thurston Aire Subdivision and is located at the most Southerly corner along the west side of the Annexation Boundary to the City of Roseburg, Oregon, known as Annexation Ordinance Number 3489; thence along the Easterly boundary of said Thurston Aire Subdivision and leaving the said boundary of said Annexation Ordinance Number 3489, South 0° 13' 30" West 185.06 feet to a 1/2 inch iron pipe located at the said Lot corner common to said Lots 1 and 2, Thurston Aire Subdivision; thence continuing along said easterly boundary, South 0° 17' 11" West 192.04 feet to a 1/2 inch iron pipe rod located at the Lot corner of Lots 3 and 6 of the said Thurston Aire Subdivision; thence continuing along said Easterly boundary, South 0° 10' 49" West 264.00 feet to a 5/8 inch iron rod located on the Northerly right of way boundary of West Military Avenue; thence leaving said Easterly boundary and running along the said Northerly right of way boundary of said West Military Avenue, North 72° 21' 18" East 255.53 feet to a 5/8 inch iron rod; thence continuing along said right of way boundary, North 69° 41' 15" East 201.71 feet to a 5/8 inch iron rod; thence continuing along said right of way boundary, North 61° 50' 15" East 65.57 feet to a 5/8 inch iron rod; thence leaving said Northerly right of way boundary and running North 57° 29' 30" West 134.76 feet to a 5/8 inch iron rod; thence North 5° 00' 32" West 14.09 feet to a 5/8 inch iron rod; thence North 34° 19' 47" West 157.36 feet to a 5/8 inch iron rod; thence North 28° 52' 40" West 91.67 feet to a 5/8 inch iron rod; thence North 24° 18' 49" West 16.92 feet to a 5/8 inch iron rod located at the most southerly corner of said Annexation Ordinance Number 3489; thence along the southerly boundary of said Annexation Ordinance Number 3489, North 39° 28' 26" West 131.00 feet to a 5/8 inch iron rod; thence continuing along said southerly boundary of said Annexation Ordinance Number 3489, North 71° 44' 26" West 157.78 feet to the point of beginning.

Containing 4.01 acres more or less.

### PROPOSED ANNEXATION MAP TO THE CITY OF ROSEBURG

LOCATED IN THE:  
SOUTHEAST QUARTER OF SECTION 22,  
TOWNSHIP 27 SOUTH, RANGE 6 WEST,  
WILLAMETTE MERIDIAN, DOUGLAS COUNTY, OREGON

PREPARED FOR:  
TOWNSEND LANE LLC  
100 EAST CORDELIA COURT  
ROSEBURG, OREGON 97417

PREPARED BY:  
RAYMOND F. BROWN - P.L.S. 2391  
P.O. BOX 539  
CANYONVILLE, OREGON 97417

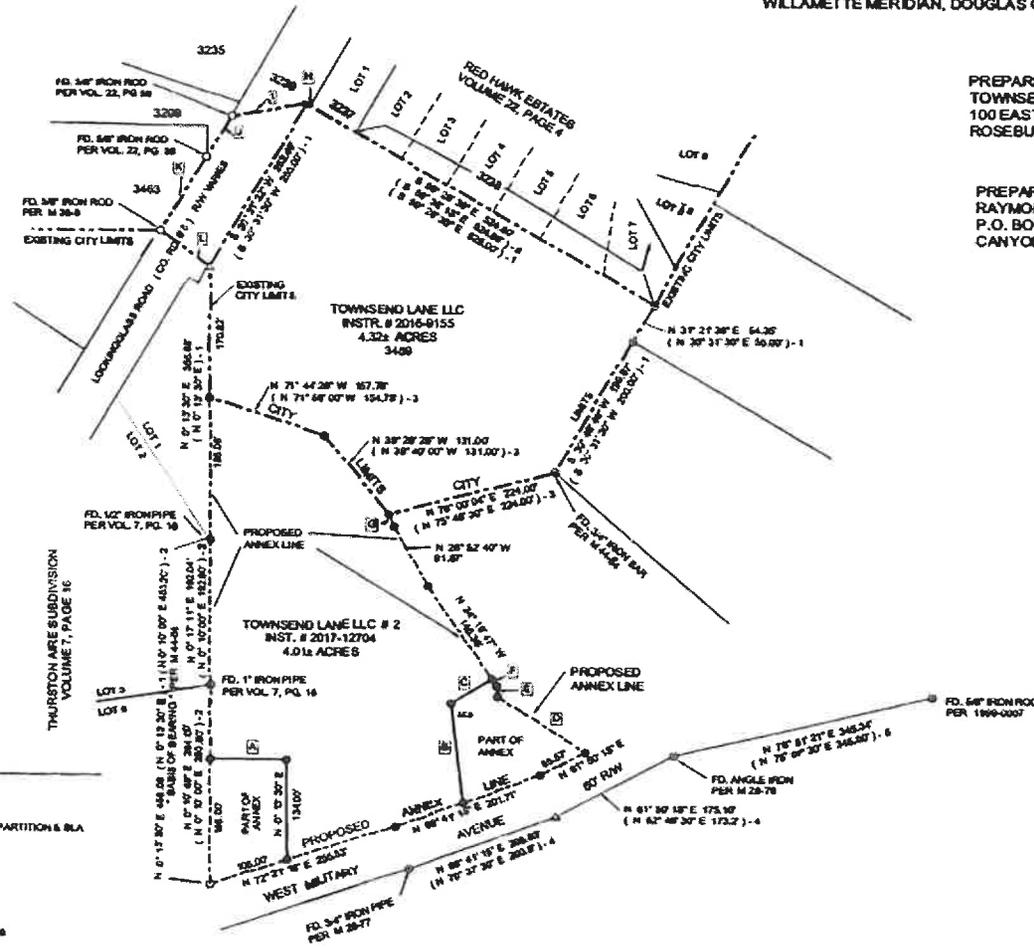
DEC. 2017  
SCALE: 1" = 100'

#### LINE INDEX:

- ⊠ S 00°54'04" E 100.00'
- ⊠ N 0°49'30" W 182.79'
- ⊠ N 50°04'05" E 92.48'
- ⊠ N 67°28'30" W 134.78'
- ⊠ N 0°00'32" W 14.00'
- ⊠ N 34°19'47" W 112.00'
- ⊠ N 24°18'48" W 163.82'
- ⊠ N 09°28'30" W 6.00'
- ⊠ S 81°00'40" W 100.41'
- ⊠ S 30°25'32" W 80.84'
- ⊠ S 31°20'02" W 116.91'
- ⊠ S 53°38'03" E 78.42'

#### LEGEND

- △ COMPUTED POINT
- FD. 5/8" IRON ROD PER M 114-12
- ⊙ 5/8" IRON ROD SET PER PENDING LAND PARTITION & B/LA
- ⊙ FD. 1" IRON PIPE PER M 44-44, UNLESS OTHERWISE NOTED
- ( ) -1 RECORD AS PER M 44-54
- ( ) -2 RECORD AS PER VOL. 7, PG. 18
- ( ) -3 RECORD AS PER DEED REF. # 2016-1308
- ( ) -4 RECORD AS PER M 28-77
- ( ) -5 RECORD AS PER M 28-78
- ( ) -6 RECORD AS PER VOL. 22, PG. 4



EXP. 120192017