



Oregon

John A. Kitzhaber, M.D., Governor

Department of Land Conservation and Development

635 Capitol Street NE, Suite 150

Salem, OR 97301-2540

(503) 373-0050

Director's Office Fax (503) 378-5518

Main Fax: (503) 378-6033

Web Address: <http://www.lcd.state.or.us>



NOTICE OF ADOPTED AMENDMENT

March 23, 2011

TO: Subscribers to Notice of Adopted Plan
or Land Use Regulation Amendments

FROM: Plan Amendment Program Specialist

SUBJECT: City of Roseburg Plan Amendment
DLCD File Number 004-10 Revised

The Department of Land Conservation and Development (DLCD) received the attached notice of adoption. A copy of the adopted plan amendment is available for review at the DLCD office in Salem and the local government office. The attached City of Roseburg adoption amends the Urban Growth Boundary by 4.45 acres, but will not be acknowledged by DLCD until Douglas County co-adopts the City's UGB expansion. If the County does not co-adopt UGB expansion this approval cannot be used for purposes of making subsequent land use decisions.

Appeal Procedures*

DLCD ACKNOWLEDGMENT or DEADLINE TO APPEAL: Tuesday, April 05, 2011

This amendment was submitted to DLCD for review 45 days prior to adoption. Pursuant to ORS 197.830 (2)(b) only persons who participated in the local government proceedings leading to adoption of the amendment are eligible to appeal this decision to the Land Use Board of Appeals (LUBA).

If you wish to appeal, you must file a notice of intent to appeal with the Land Use Board of Appeals (LUBA) no later than 21 days from the date the decision was mailed to you by the local government. If you have questions, check with the local government to determine the appeal deadline. Copies of the notice of intent to appeal must be served upon the local government and others who received written notice of the final decision from the local government. The notice of intent to appeal must be served and filed in the form and manner prescribed by LUBA, (OAR Chapter 661, Division 10). Please call LUBA at 503-373-1265, if you have questions about appeal procedures.

***NOTE: THE APPEAL DEADLINE IS BASED UPON THE DATE THE DECISION WAS MAILED BY LOCAL GOVERNMENT. A DECISION MAY HAVE BEEN MAILED TO YOU ON A DIFFERENT DATE THAN IT WAS MAILED TO DLCD. AS A RESULT YOUR APPEAL DEADLINE MAY BE EARLIER THAN THE ABOVE DATE SPECIFIED.**

Cc: Marion Thompson, City of Roseburg
Gloria Gardiner, DLCD Urban Planning Specialist
Ed Moore, DLCD Regional Representative



FORM 2

DLCD

Notice of Adoption

In person electronic mailed

DATE
STAMP

DEPT OF

MAR 16 2011

LAND CONSERVATION
AND DEVELOPMENT

For Office Use Only

This Form 2 must be mailed to DLCD within **5-Working Days after the Final Ordinance is signed** by the public Official Designated by the jurisdiction and all other requirements of ORS 197.615 and OAR 660-018-000

Jurisdiction: **City of Roseburg**

Local file number: **CPA-10-3/AN-10-1/ZC-10-2**

Date of Adoption: **March 14, 2011**

Date Mailed: **March 15, 2011**

Was a Notice of Proposed Amendment (Form 1) mailed to DLCD? Yes No Date: 09/13/2010

Comprehensive Plan Text Amendment

Comprehensive Plan Map Amendment

Land Use Regulation Amendment

Zoning Map Amendment

New Land Use Regulation

Other: **Annexation**

Summarize the adopted amendment. Do not use technical terms. Do not write "See Attached".
The project will bring 4.45 acres into the City's Urban Growth Boundary (UGB) provide a land use designation of low density residential. Annexation is being processed to change the jurisdiction from County to City and apply a City zone designation of single family.

Does the Adoption differ from proposal? Yes, please explain below:

Final second reading on the Annexation and Zone Change Ordinance is being delayed until the Comprehensive Plan UGB Ordinance is final. Estimated date of final annexation adoption is April 11, 2011 at which time a separate Notice of Adoption will be mailed.

Plan Map Changed from: **County RC-2 Rural Committed 2 acres** to: **City LDR Low Density Residential**

Zone Map Changed from: **County RR-2 Rural Residential 2 acres** to: **City R-1-6 – Single Family residential, minimum 6,000 square foot lots**

Location: **1058 NW Troost, Roseburg OR**

Acres Involved: **4.45**

Specify Density: Previous: **.5 units/acre**

New: **6 unit per acre**

Applicable statewide planning goals:

1 2 3 4 5 6 7 8 9 10 11 12 13 14 15 16 17 18 19

Was an Exception Adopted? YES NO

Did DLCD receive a Notice of Proposed Amendment...

45-days prior to first evidentiary hearing?

Yes No

If no, do the statewide planning goals apply?

Yes No

If no, did Emergency Circumstances require immediate adoption?

Yes No

DLCD file No. PAPA 004-10 (18519) [16572]

Please list all affected State or Federal Agencies, Local Governments or Special Districts:

Douglas County, Douglas County Fire District #2, Roseburg Urban Sanitary Authority

Local Contact: **Marion Thompson, AICP, Sr Planner** Phone: (541) 492-6750 Extension:

Address: **900 SE Douglas Ave** Fax Number: - -

City: **Roseburg OR** Zip: **97470**-E-mail Address: **mthompson@cityofroseburg.org**

ADOPTION SUBMITTAL REQUIREMENTS

This Form 2 must be received by DLCD no later than 5 days after the ordinance has been signed by the public official designated by the jurisdiction to sign the approved ordinance(s)
per ORS [197.615](#) and [OAR Chapter 660, Division 18](#)

1. This Form 2 must be submitted by local jurisdictions only (not by applicant).
2. When submitting the adopted amendment, please print a completed copy of Form 2 on light **green paper if available**.
3. Send this Form 2 and one complete paper copy (documents and maps) of the adopted amendment to the address below.
4. Submittal of this Notice of Adoption must include the final signed ordinance(s), all supporting finding(s), exhibit(s) and any other supplementary information ([ORS 197.615](#)).
5. Deadline to appeals to LUBA is calculated **twenty-one (21) days** from the receipt (postmark date) of adoption ([ORS 197.830 to 197.845](#)).
6. In addition to sending the Form 2 - Notice of Adoption to DLCD, please also remember to notify persons who participated in the local hearing and requested notice of the final decision. ([ORS 197.615](#)).
7. Submit **one complete paper copy** via United States Postal Service, Common Carrier or Hand Carried to the DLCD Salem Office and stamped with the incoming date stamp.
8. Please mail the adopted amendment packet to:

**ATTENTION: PLAN AMENDMENT SPECIALIST
DEPARTMENT OF LAND CONSERVATION AND DEVELOPMENT
635 CAPITOL STREET NE, SUITE 150
SALEM, OREGON 97301-2540**

9. **Need More Copies?** Please print forms on **8½ -1/2x11 green paper only if available**. If you have any questions or would like assistance, please contact your DLCD regional representative or contact the DLCD Salem Office at (503) 373-0050 x238 or e-mail plan.amendments@state.or.us.

ORDINANCE NO. 3367

**AN ORDINANCE DECLARING A COMPREHENSIVE PLAN AMENDMENT FOR
PROPERTY LOCATED AT 1058 NW TROOST STREET**

WHEREAS, the Roseburg Urban Area Comprehensive Plan was adopted by the City Council in Ordinance No. 2345, effective on July 1, 1982, and re-adopted in Ordinance No. 2980 on December 9, 1996; and

WHEREAS, the Roseburg Land Use and Development Ordinance No. 2363, as originally adopted July 1, 1984, and re-adopted in Ordinance No. 2981 on December 9, 1996, establishes procedures for hearing Comprehensive Plan Amendment; and

WHEREAS, the Planning Commission held public hearings on File No. CPA-10-3 after duly and timely notice; and

WHEREAS, the Planning Commission adopted Findings of Fact supporting a recommendation to approve the Comprehensive Plan Amendment; and

NOW, THEREFORE, THE CITY OF ROSEBURG ORDAINS AS FOLLOWS:

SECTION 1: The City Council hereby takes official notice of the Planning Commission Findings of Fact and Decision dated January 3, 2011, recommending approval of the proposed Urban Growth Boundary expansion.

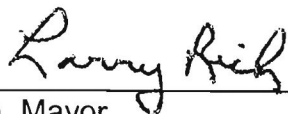
SECTION 2: The City Council hereby adopted the Findings of Fact and Decision regarding the proposed amendment to the Comprehensive Plan, Annexation and Zone Change.

SECTION 3: Based on the evaluation detailed in the Planning Commission staff report and information considered through the public hearing process it has been determined that the proposal conforms the City of Roseburg Comprehensive Plan and applicable Statewide Planning Goals.

SECTION 4: The City Council hereby approves a Comprehensive Plan Land Use Map Amendment to expand the Urban Growth Boundary and provide a Land Use Map designation of Low Density Residential (LDR) as shown on the Exhibit 1 attached hereby and by reference made a part hereto.

PASSED BY THE CITY COUNCIL THIS 14TH DAY OF MARCH, 2011.

APPROVED BY THE MAYOR THIS 14TH DAY OF MARCH, 2011.



Larry Rich, Mayor

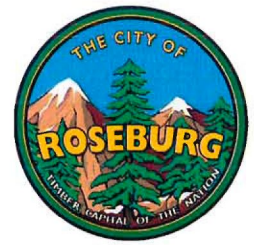
ATTEST:



Sheila R. Cox, City Recorder



**EXHIBIT 1 – FILE NO. CPA-10-3 COMPREHENSIVE PLAN AMENDMENT
URBAN GROWTH BOUNDARY EXPANSION
LAND USE MAP DESIGNATION LOW DENSITY RESIDENTIAL**



ROSEBURG CITY COUNCIL AGENDA ITEM SUMMARY

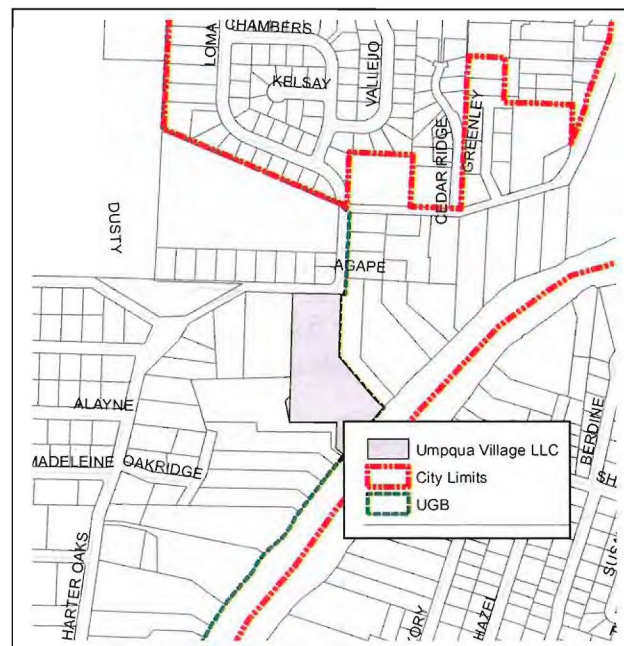
URBAN GROWTH BOUNDARY AMENDMENT, ANNEXATION AND ZONE CHANGE CPA-10-3/ AN-10-2/ZC-10-2

Meeting Date: February 28, 2011
Department: Community Development
www.cityofroseburg.com

Agenda Section: Ordinances
Staff Contact: Brian Davis, Director
Contact Telephone Number: 541-492-6750

ISSUE STATEMENT AND SUMMARY

This is a proposal to amend the Urban Growth Boundary (UGB), providing a Land Use Plan Map designation of Low Density Residential (LDR) with concurrent annexation and Zone Change from County Rural Residential – 2 acres lots (RR-2) to City Single Family Residential (R-1-6) for 4.45 acres located at 1058 NW Troost Street shown on the map below.



BACKGROUND

A. Council Action History.

None

B. Party Status.

Quasi-Judicial – Attachment 1 (page 3) lists the owner and their representative and individuals that have qualified for party status as property owners or interested parties.

C. Analysis.

On January 3, 2011, after holding public hearings on November 15, and December 20, 2010, the Planning Commission adopted Findings of Fact recommending approval of this Quasi-judicial action. The application involves a property that abuts the existing UGB and the existing City limits. The proposal would bring the property into the City's jurisdiction. There is information about a potential project, but it is not being considered as a part of this application. Once action on the current application is final the property owner has noted the intent to submit a development application to add 12 dwellings to the property. One unit currently exists.

The Council's decision is to be made based on the record created by the Planning Commission. The details of the Commission actions are contained in the Findings of Fact and Planning Commission documents attached to this report.

D. Financial and/or Resource Considerations.

None

E. Timing Issues.

Per ORS Comprehensive Plan Amendments are not subject to the 120-day processing limit.

COUNCIL OPTIONS

1. Proceed with adoption of Findings of Fact, followed by first reading of the Ordinances
2. Delay action and continue the matter for further consideration
3. Decline to proceed with the proposed action

STAFF RECOMMENDATION AND SUGGESTED MOTIONS

1. Staff recommends the Council adopt Planning Commission's Findings of Fact

SUGGESTED MOTION: I MOVE TO ADOPT THE FINDINGS OF FACT APPROVED BY THE PLANNING COMMISSION FOR FILE NOS. CPA-10-3/AN-10-1/ZC-10-2

2. Proceed with first reading of the Ordinances. No motion is needed, only consensus to proceed by the Council.

ATTACHMENTS

- 1 - Qualified Parties (Page 3)
- 2 - Letters from Parties (pages 4-51)
- 3 - Adopted Planning Commission Findings of Fact (Pages 52-54)
- 4 - Planning Commission Staff report and related materials (Pages 55-223)
- 5 - Ordinance for a Comprehensive Plan Amendment (Pages 224-226)
- 6 - Ordinance for Annexation and concurrent Zone Change (Pages 227-231)

ATTACHMENT 1 – Qualified Parties

Applicant and Representative:

Paula Kinzer
Umpqua Village LLC
65180 76th St
Bend OR 97701

Pamela Hardy
1629 NW Fresno Ave
Bend OR 97701

Interested Parties:

M. Latham & Susan Bryan
1094 NW Troost Street
Roseburg OR 97471

Tracey Bebeau
1077 NW Troost St
Roseburg OR 97471

Tom Hawksworth for
Sane, Orderly Development, Inc.
1372 Harlan St
Roseburg OR 97471

Daniel Faught
973 NW Troost St
Roseburg Or 97471

Brett Horn
1004 NW Troost St
Roseburg OR 97471

Kathryn L Druzik
995 NW Troost St
Roseburg OR 97471

Annette Taylor
1035 NW Troost St
Roseburg Or 97471

Ken Polk
111 Dusty Lane
Roseburg OR 97471

Patricia Bruck
419 NW Troost St
Rosesburg OR 97471

James A Caplan
145 Agape Ct
Roseburg OR 97471

Bill and Marilyn Mull
969 Broadway
Roseburg OR 97471

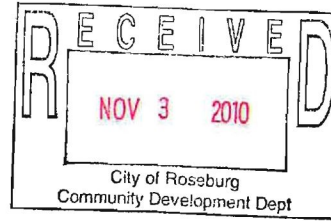
Shelia M Jackson
1182 NW Harlane St
Roseburg OR 97471

Joe Meyer
943 Charter Oaks
Roseburg OR 97471

Don Scheleen
549 Cloake St
Roseburg OR 97471

ATTACHMENT 2 - LETTERS

October 31, 2010



Community Development Dept.
900 SE Douglas Ave.
Roseburg, OR 97470

To whom it may concern;

I live at 1035 Troost Street directly across from the 1058 property requesting expansion of the Urban Growth Boundary. I would like to go on the record that we oppose this request.

This past summer I talked with Paula Kinzer about her plans to build 12 new houses on the property across the street from us. Ms. Kinzer indicated the entry and exit to these 12 houses would be directly across from our driveway. It is difficult enough now to exit our driveway without adding 12 to 24 more drivers.

We live near the "S" curve and have poor visibility for exiting our driveway safely. I think adding this new development will make it even more difficult. There is only one way in and out of Troost St. Making traffic heavy on this stretch of road. Until the "S" curve is fixed and another exit is added to Troost, I do not think it is wise to add more housing developments on this street. I am all for adding sewer on Troost, but not at the expense of safety. I realize that at some point the city of Roseburg will expand out here. Now is not that time. The housing market is bad; there is no reason to annex it now.

In these hard economic times I do not think it is fair to ask the residents here to pay for; sidewalks, street lights, sewer and raising property taxes. There are a lot of properties for sale on this road and I do not think add 12 more will help in these poor economic times.

Please do not annex this property into the city at this time.

Sincerely,

A handwritten signature in blue ink that reads "Annette Taylor".

Annette Taylor
1035 NW Troost
Roseburg OR 97470

Sane, Orderly Development, Inc.
1372 Harlan St.
Roseburg, OR 97471

3 November 2010

Ms. Marion J. Thompson, AICP
Senior Planner
City of Roseburg
900 SE Douglas Ave.
Roseburg, OR 97470

Dear Ms. Thompson:

This letter on behalf of Sane, Orderly Development, Inc. (SOD), is in response to the City of Roseburg's letter advising of a proposed Comprehensive Plan Amendment along with concurrent Annexation and Zone Change, File No. CPA-10-3/AN-10-1/ZC-10-2.

SOD desires party status in the Plan Amendment as a number of our members are "specially, personally, adversely, and substantially affected by the proposal" and by the fact that SOD currently should have party status as a result of our appeal to LUBA that has resulted in a remand from LUBA requiring the City of Roseburg to address deficiencies in its Comprehensive Plan. These deficiencies, to our knowledge, have not yet been addressed by the City.

In addition, SOD has concerns with Goal 14, Land Needs Criteria on pg. 14 of the proposal; Goal 14 Criteria on pg. 17; Goals 15-19, Local Criteria on pg. 18; Land Use & Urbanization – Residential Development on pg. 22; and Public Facilities on pg. 24. I have listed these items as concerns that SOD has found in a cursory reading of the Proposal, and we believe there will be additional concerns which we would like to discuss in person at the hearing on 15 November 2010.

Sincerely,



Tom Hawksworth
President
Sane, Orderly Development, Inc.



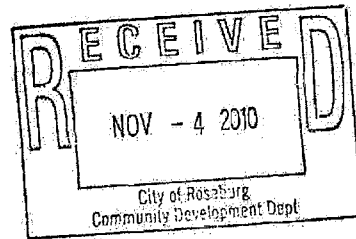
C/O: Community Development Department

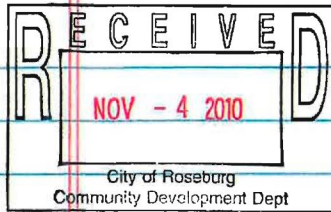
This message is in regard to the notice of proposed, file No. CPA-10-3/AN-10-1/ZC-10-2, urban growth boundary amendment.

My family is the current owner of the adjacent property (1004 N.W. Troost) and would like to voice our objection to this proposal at the November 15, 2010 council meeting. My name is Brett Horn and I am the grandson of the owner, Maxine Strode, who would like me to speak for her.

Our objection involves noise, privacy, wildlife, and the proposed property plans, viewable on the applicant's web site, which is far from low density.

*Thank you
Brett Horn
541-673-3216*





M Latham & Susan Bryan
1094 NW Troost St
Roseburg, Or 97471
11-04-10

Community Development Dept
900 SE Douglas Ave
Roseburg, Or 97470

To whom it may concern,

As owners with in 300 ft of
the subject property, 1058 NW Troost
Street Roseburg Or 97471, we have
serious concerns about this pro-
posed development, and in order
to air these concerns we request
"Party Status".

Areas of concern listed as follows

① Development will allow vehicles
to enter Troost Street in the area
of the "S" Bends which are no
longer adequate for the existing
traffic. We understand that this
development will engender in excess
of one hundred extra vehicle trips
aday.

(2) During the course of the construction there will be heavy construction equipment, Dump trucks and constant delivery of construction materials over a period of at least 18 months. This will pose great danger and inconvenience to all in our neighborhood. There will in addition be excavations taking up half the width of Troost St. to facilitate the installation of a sewer connection between the proposed development and the Loma Vista Pump Station. This work in all likelihood would last for a period of between two and three months, including the road restoration. This will present enormous difficulty for the people of the area. Since this road is the only way to leave and return to their homes, in addition school buses make at least nine return trips daily. This is extremely difficult and dangerous at the best of times.

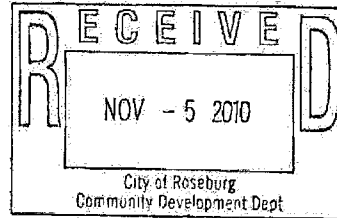
as the bus driver tries to make it around the "S" Bend. With half of the road taken up by excavations I fear it will be impossible. The same problem will arise for emergency vehicles in particular fire trucks which have difficulty under the present conditions.

(3) This development would be completely out of place in this rural area with its urban zoning of (R-1-6), and may encourage further encroachment of its sites in the future.

Sincerely
M. Latham
Susan Bryan

November 4, 2010

Marion J. Thompson, AICP
Roseburg Planning Department
City of Roseburg
900 SE Douglas Ave
Roseburg, OR 97470



My name is Kathryn Druzik and I am writing to request party status for the proposal CPA-10-3/AN-10-1/ZC-10-2. I qualify for party status because my house is located at 995 N.W. Troost Street which is within 300 feet of 1058 N.W. Troost Street. I am also specially, personally, adversely and substantially affected by this proposal.

The property in this proposal was zoned as County Rural Residential -2 acre lots when purchased by the buyer. Changing this property to City Single Family Residential and building 12 city single family residences will add noise and a significant amount of traffic in our neighborhood. All property owners have to share one small county road to enter and exit our properties. These 12 new homes will be sharing one main driveway that exits onto this small county road. If each home has 2 cars, that will be 24 cars added to the traffic. I live close to where this common driveway will sit on Troost Street. Trying to accommodate another 24 cars on this small road while navigating the sharp curves on Troost Street will be dangerous. Many residents walk along this road even though it does not have sidewalks. The numerous trips up and down this road that are taken by these 24 cars will make it very dangerous for these residents. In addition, adding 12 families to our small neighborhood is not insignificant. Twelve additional families in one small area will add to the noise of our community. Many of the property owners in our neighborhood purchased their properties because it is a rural community and not heavily populated. An increase in population and traffic volume will affect our quality of life negatively.

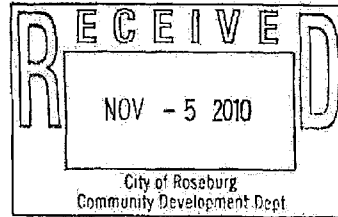
The owner of 1058 N.W. Troost Street should work with the property according to the zoning that it had at the time of purchase. The owner had to understand and could determine by sight what type of neighborhood it was entering into when it purchased the property. Currently, this neighborhood is rural residential and one property in the neighborhood should not change this dynamic nor should it burden the other property owners with increased traffic volume that can be dangerous for our residents. Our county road is a county road. It is small and narrow and it has a lot of sharp curves. It is not a city road that can accommodate developments of city residences, not even 12 more residences. I urge the city not to grant this proposal for the safety of our neighborhood.

Sincerely,

Kathryn L. Druzik

November 4, 2010

Marion J. Thompson, AICP
Roseburg Planning Department
City of Roseburg
900 SE Douglas Ave
Roseburg, OR 97470



My name is Ken Polk and I am writing to request party status for the proposal CPA-10-3/AN-10-1/ZC-10-2. I qualify for party status because I own property located at 111 Dusty Lane which is within 300 feet of 1058 N.W. Troost Street. I am also specially, personally, adversely and substantially affected by this proposal.

I am opposed to this proposal because if it is granted, it will negatively impact my neighborhood. The applicant purchased the property located at 1058 N.W. Troost Street knowing that was zoned as County Rural Residential 2 acre lots (RR2) and that it was not within the Urban Growth Boundary. Other property owners in the neighborhood should not have to suffer a change in the character of our existing neighborhood because the applicant now wants the purchased property to be something that it is not. The addition of 12 city single family residential homes to our county rural neighborhood will add noise, pollution, traffic volume and road hazards to the residents of this neighborhood.

There are approximately 16 houses within 300 feet of the applicant's property. The applicant wishes to nearly double the homes in this long-standing neighborhood which will change the character of our existing neighborhood. This development will also add approximately 24 more vehicles making at least 100 trips per day along our small, narrow county road. This narrow road has no sidewalks and does not have the ability to safely handle this increased traffic volume. Many families with children walk, bike, and run along our small road. Adding the traffic of approximately 100 more vehicle trips will make these recreational activities by our neighborhood residents more dangerous. In addition, there is not a safe and convenient access to this proposed development. The driveway that will be used for these 24 vehicles is located right before a sharp curve on Troost Street. This is not an area where 24 vehicles should be entering and exiting Troost Street.

If the city does expand the Urban Growth Boundary to include our entire neighborhood, then it makes sense to consider the applicant's proposal. However, the city should not rezone our neighborhood property by property. By doing so, it is not protecting nor enhancing the quality of our existing neighborhood. In conclusion, I ask that the city deny the applicant's proposal in order to prevent an increase in noise, pollution, traffic volume and road hazards within our county rural neighborhood.

Sincerely,

Ken Polk

To: The City of Roseburg
From: Tracey Bebeau
Date: November 4, 2010
Re: Notice of Proposed File No. CPA-10-3/AN-10-1/ZC-10-2



My name is Tracey Bebeau. I live at 1077 N.W. Troost Street in Roseburg. My property is within 300 feet of the subject properties mentioned in the above Notice of Proposal.

My property is specially, personally, adversely and substantially affected by the proposal.

I am requesting party status in this matter and am requesting that this written statement be filed with the Community Development Department of Roseburg. I am raising an issue to protect my right to appeal in the future. This statement protects my right to appear and be heard at future hearings regarding this proposal.

Reasons for my objection and concerns are listed below:

1. My property is located on the most controversial and critical corner in the Troost/Charter Oaks area. I have lived on this corner since April of 2002. I am the only person who observes road traffic activity daily and nightly on this corner. The City Manager, City Planners and Umpqua Village Developers do not know what happens on this corner. My neighbors do not even know what happens on this corner.

2. I can see from the perspective of Paula Kinzer. She is from another county. Paula purchased property in our County to make a profit. She is desperate to develop her property. She has worked hard and spent a lot of money on her project. If Paula is not allowed to develop her property, she will lose a lot of money.

I believe Paula Kinzer made an unwise investment and did not use wisdom or discernment. Our economy, locally and nationally, is in critical condition. Paula did not complete the necessary research needed to make a wise decision. There are a lot of problems in the Troost/Charter Oaks area which need to be resolved before a thirteen house development should be allowed, especially on this corner.

Paula did not "count the cost" or "weigh and balance." She took a gamble which did not turn out as she expected and she is asking our City and the Troost/Charter Oaks neighborhood to pay for her mistake.

Our City knows the problems that need to be taken care of in this neighborhood before development should take place. It is my prayer that our City Manager and Planners will "count the cost" and "weigh and balance" before making this important decision regarding Paula Kinzer's proposal.

3. The weight of the proposed development is heavy on this corner. The traffic is already congested during certain hours on week days. The traffic congestion greatly multiplies

during the weekends, from early morning until late at night. There is already much noise pollution and if I watch television or have visitors the windows have to be closed.

The structure of the road system in the Troost/Charter Oaks area is not adequate for large developments, especially on this corner. The City does not have the available funds to create an adequate road system at this time. It is not wise to build a large development on a road system that is not strong enough to support it.

To permit Paula Kinzer and Umpqua Village to become a part of the City without addressing the weight of increased incoming/outgoing traffic is not wise in the long run. Wisdom is building upon a strong and sturdy foundation. Development needs to be handled in a decent and orderly manner to prevent wasting our City's emergency account.

4. The "stopping and starting" of cars at the proposed Umpqua Lane/Troost Street T-Stop would greatly increase exhaust fumes in this small, compact corner. The winds coming up from the river would blow these fumes into our homes. I already experience the smell from the venting of the sewer plant on the other side of the river, which is nauseating.

5. Traffic on this corner is heavy and continuous. It is currently difficult for me and those who visit to enter and exit my driveway. It is not only difficult -- it is dangerous. I learned recently that car traffic from the thirteen new houses in the proposed development would add approximately 100 incoming/outgoing car trips to/from Umpqua Village each day. The increased incoming/outgoing traffic from the new development would make this corner more dangerous for me and my visitors.

6. The school buses pick up/drop off students at the neighborhood mailboxes in front of my garage. The increased traffic coming around the sharply curved corner would greatly increase the danger for school children crossing the street. People drive fast around this corner and there would not be much time to slow down for a child if there were multiple cars.

7. The new bike paths on our side of the river would bring strangers, vagrants, dopers and the homeless into our neighborhood. What kind of security and protection is the City planning to keep predators off of the riverfront properties.

8. Two neighboring homes to the left of my home, one home directly across the street from my home and a lot across the street on Agape Lane have been for sale for many months. This is a buyer's market -- not a seller's market. Developers are "chomping at the bit" to buy properties from desperate sellers to make a large profit when the real estate market turns around. This is risky because no one can predict when or if the market will turn around. Developers and real estate investors take risks. Sometimes they win and sometimes they lose. I believe it is better to be safe than sorry. Our neighborhood is not responsible for the risks developers take. If developers take risks and lose a lot of money it is not our problem. The developers are adults and have to pay the consequences for poor decision making. Our City Manager and Planners have a big responsibility to take good care of our City and the people of our City.

The economy of our City and Nation is depressed. Adding thirteen new for sale signs from an outside developer does not make sense. We already have people who have lived in our City for many years who need to sell their homes. Is the City going to feed the developers who are coming in from the outside before they feed their own people? It is not fair to the people of our City and this neighborhood. I believe our City needs to take care of "its own" before taking care of "developers from other counties."

We are living in perilous times. It makes me angry that people in our City are struggling with their small businesses/homes and developers are coming to our City from other counties to make a profit which takes away from those who live in our City. Our citizens should come first. If our City leaders choose not to take good care of its own people, leadership should eventually be transferred to leaders who will take good care of the people. The decisions the City leaders make today affect the next generation which will follow -- every decision should include the next generation.

9. Recently I drove around in our City and was sad to see the many vacant business buildings. The thought that came to my heart was "ghost town." There are so many abandoned and rundown buildings. Our City looks very depressed and dark. Until these buildings are renovated, visitors are not going to be excited to move to Roseburg. Vacant lots inside the City are full of weeds and garbage.

I do not understand why the City is not working towards making our inner city more beautiful and inviting. Possibly, this is why our population is growing so slowly. I do think the new Safety Building downtown has added beauty and a feeling of safety to our City. I know this building was expensive and the City does not have a lot of extra money now to do the road work in the Troost/Charter Oaks area which would lay the proper foundation for decent and orderly development. The City probably has a large debt that needs to be paid off before starting new projects. Debt is what has gotten our Nation into so much trouble.

10. I work with a Certified Public Accountant who has taught me a lot about spending. Each time I ask for his advice on major purchases, he always "weighs and balances" and "counts the cost." This CPA protects my money. I trust him. He knows we are living in difficult times. He is not just trying to make money off from me. He really cares about my life. He has integrity. He always tells me to "save for the major purchases" unless it is an emergency. If it is an emergency and the money has to be spent, the emergency account must be paid back with monthly payments. He advises that I "save and not spend unnecessarily."

11. My prayer is that our City Manager and Planners will learn to be like Joseph in the Book of Genesis. Joseph gathered and stored for the time of famine that was to come upon the land of Egypt. When the famine came, there was plenty of food for the people. Is our City planning for a time of famine or is our City spending with a hope that things are going to turn around soon? Things could become much worse before they get better. May our City Manager and Planners be role models for the other cities in our State. May our City Manager and Planners be "wise stewards" over our City.

Community Development Department
City of Roseburg
Roseburg Or 97470

November 4, 2010

I am writing regarding re: CPA-10-3/AN-1/ZC-10-2 (Umpqua Village)

Since I live on Troost St, west of the proposed development, I would be substantially affected by this proposal and am asking for party status. An additional 100 trips a day (as described in the prospectus) with the current "S" curves would accelerate an already uncomfortable driving experience. Troost Street beyond the city limits is narrow with ditches on both sides and is hazardous for bikers and walkers as well as for cars stopped behind school busses and other public vehicles. These blind curves are bad enough under present conditions without introducing more traffic which can only aggravate the situation.

Until these curves are corrected, **before** any development such as that planned for the above application takes place, I will remain opposed.

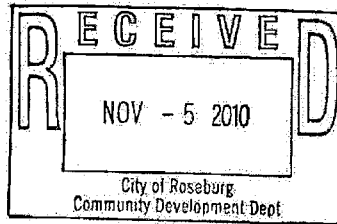
I will be present at the hearing, and at this time don't know if I will be speaking.

Patricia Bruck
Patricia Bruck
419 NW Troost ST.
Roseburg OR 97471



November 4, 2010.

Marion J. Thompson, AICP
Roseburg Planning Department
City of Roseburg
900 SE Douglas Ave
Roseburg, OR 97470



My name is Daniel Faught and I own property located at 973 N.W. Troost Street. I am requesting party status regarding the Proposed Roseburg UGB Expansion, File Number CPA-10-3/AN-10-1/ZC-10-2. I qualify for party status because I am an owner of property within 300 feet of 1058 N.W. Troost Street. In addition, I am specially, personally, adversely, and substantially affected by this proposal. I desire to appear and be heard at the public hearing.

Traffic Volume and Location Hazard

I am specially, personally, adversely and substantially affected by this proposal primarily because it increases traffic volume to a hazardous level and decreases road safety because of the location of the property. The applicant states that Troost Street should be able to accommodate the additional traffic caused by the proposed development. It is true that Troost Street is wide and has sidewalks at the intersection of Troost Street and Calkins. However, Troost Street significantly narrows into a smaller two-lane road that is without sidewalks. This smaller road continues into three sharp "S" curves. People who drive this narrow part of Troost Street every day must always slow down to avoid overcompensating for the sharp "S" curves, to watch for residents backing out directly onto this smaller two lane road, and to avoid hitting the numerous walkers and bicyclists trying to walk or ride on the narrow dirt paths or ditches on both sides of the street. This narrow and smaller part of Troost Street is the only way in and out of the area where the applicant's property is located. It is already very busy, servicing the residences all along Troost and the residences located on the roads and lanes off of Troost Street. Adding approximately 24 cars (assuming that each of the proposed 12 new homes has 2 cars each) will change the traffic volume in an area that cannot safely handle more traffic.

The applicant claims that 12 new residences will cause less than 100 new vehicle trips per day. Assuming each residence has at least 2 vehicles that make at least 3 trips a day out of their property and a subsequent 3 trips a day back onto their property, this development could cause at least 144 new vehicle trips per day. This is not even taking into account visitors and busy weekends. While 144 new vehicle trips a day may be "negligible" on a wide city road, these trips are overwhelming to a small narrow county road filled with S curves. In addition, unlike the applicant's proposed 12 new homes that will sit back away from Troost Street, a majority of the residences in the area have homes sitting close to this road and will absorb the noise and pollution that result from the trips made by these new vehicles.

The applicant wants to more than double the current number of homes utilizing the stretch of Troost Street that borders the applicant's property. Currently, the stretch of Troost Street that borders the applicant's property and extends up to the Dusty Lane turn off serves 9 homes (including applicant's historical home currently on their property). With this proposal, this same small stretch of road must service the ingress and egress of 21 residences.

The increased traffic volume is not only a hazard to our area, but it significantly decreases the quality of life of our residents. The congestion and noise effectively changes our community for the worse. People in the Hucrest, Charter Oaks, and Troost areas enjoy walking down "rural" Troost Street

despite the lack of sidewalks. Approximately 15 people per day enjoy walking, running, and biking down this street. Adding approximately 144 new vehicle trips per day to this road that lacks sidewalks will not only make these activities more dangerous but also less enjoyable. The applicant points out at least twenty times in its application that it is willing to work with the city to add a Multi-Use path through its property. A Multi-Use path that may or may not be created in the future does not outweigh the immediate burden this development will cause our neighborhood by the substantial increase in traffic volume.

According to the applicant's application, the City of Roseburg 2006 UGB Policy, Level Criteria 2 states that "Expansion should take place in areas which are accessible from sufficient existing/planned road networks." This narrow part of N.W. Troost is not a sufficient existing road network for this expansion. This expansion provides for the ingress and egress of approximately 24 new vehicles making approximately 144 trips per day on a small narrow county road. Therefore, this expansion should not take place.

Not only is the volume of traffic created by this development a problem, but the location of the applicant's driveway is far from ideal for merging approximately 24 vehicles onto this narrow road. Currently, the driveway on 1058 N.W. Troost Street exits directly onto one of the "S" curves. Even if the driveway was moved further down the property, it would still provide egress immediately before the sharp "S" curve. While it is true that several residents deal with this "tricky" area every day, asking approximately 24 vehicles to maneuver and merge along this narrow "S" curve, along with the other current residents, is hazardous. It is especially hazardous to the people who walk every day along the edge of the road.

Zoning

I don't feel that the applicant should be able to obtain a zone change that will negatively impact neighboring property owners, especially in light of the fact that the applicant purchased the property with full knowledge that the property was zoned as County Rural Residential 2- acres (RR2). Many property owners in this neighborhood and those who live further down Troost Street purchased their property because this community is not densely populated. If allowed to rezone their property into single city family residential property, the applicant is able to significantly and negatively alter our existing neighborhood. I understand that developers make more money by developing and selling as many homes as possible. However, they are able to walk away with their money and leave residents in the neighborhood to deal with the stressful traffic conditions and a reduced quality of life. The city should not zone just one property within our county rural neighborhood as a city development. This will negatively alter the character of our neighborhood and will overly stress the single road that we depend upon.

Department of Land Conservation and Development Community Services Division

I also agree with Mr. Ed Moore, the Regional Representative of the Department of Land Conservation and Development Community Services Division, when he stated in his October 11, 2010 letter to the Roseburg Planning Department that the city should include this application into the city's on-going legislative UGB amendment process rather than processing the application separately. He feels that processing this application separately "is a piecemeal approach that could interfere with the city's current comprehensive long-range planning process."

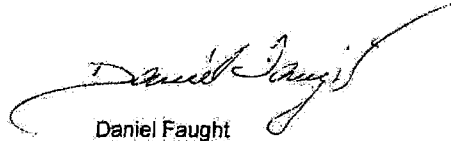
Mr. Moore also pointed out that except for the amount of land to be added, the same procedure and criteria apply to both the city and property owners when initiating UGB amendments. He stated that the city should deny this application as deficient because it failed to provide "the complete most recently

acknowledged BLI for Roseburg's UGB; the complete most recently acknowledged housing needs analysis for Roseburg's UGB; The complete most recently acknowledged residential land needs analysis for Roseburg's UGB; and a complete boundary location analysis consistent with ORS 197.298, Goal 14, and OAR 660, division 24 as set out in OAR 660-024-0060." He also had concerns that the applicant did not correctly address the Goal 5 requirement for a UGB expansion.

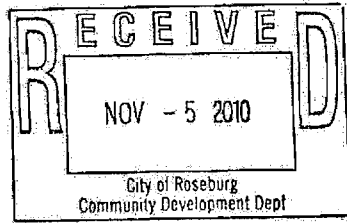
Conclusion

In conclusion, this proposal will decrease the quality of life for residents in the N.W. Troost Street area and provide significant road hazards. I urge the city to deny this application for the benefit and safety of our neighborhood. In addition, this application should be included in the city's plans for an expansion of the UGB rather than be processed separately. If processed separately, it appears as though this application should not be approved due to the deficiencies mentioned in Mr. Moore's October 11, 2010 letter to the Roseburg Planning Department.

Sincerely,

A handwritten signature in black ink, appearing to read "Daniel Faught", with a large, sweeping flourish extending to the right.

Daniel Faught



November 4, 2010

Marion J. Thompson, AICP, Senior Planner
Community Development Department
900 SE Douglas Avenue
Roseburg, OR 97470

RE: CPA-10-3/AN-10-1/ZC-10-2, Umpqua Valley LLC Proposed Comprehensive Plan Amendment and Annexation

Dear Ms. Thompson;

I am James A. "Cap" Caplan. I have thirty years experience in planning, public processes, and conflict management and dispute resolution. I was a charter member of the American Planning Association, once honored to hold the position of Chair, Environment and Natural Resources Division of that organization. I live at 145 Agape Court, Roseburg, OR with my wife, Cheryl E. Caplan. We have owned this property since 2002. We live within 300 feet of the proposed Umpqua Valley development and offer the following comments and objections:

Comments

We support the development of this property by Umpqua Valley LLC. Because this development is high-density compared to those around it, we suggest that the developers' architect, in so far as possible, work to conform the exterior appearance of the homes to the surrounding properties. Most of the surrounding properties date to the 1950's and are ranch-styled.

Objections

1. **Motorist and Pedestrian Safety** – the current traffic pattern on this part of Troost, the driving habits of people living to the west, and the lack of sidewalks make the current road and transportation plan for Umpqua Valley and nearby areas unsafe to both motorists and pedestrians. It would be irresponsible of the City of Roseburg to fail to consider and resolve all related traffic-safety issues before approving this development.
 - a. **Suggestion – realign Troost:** complete the city-proposed realignment of Troost in conjunctions with the Umpqua Valley Development and potentially include a local improvement district aimed at accomplishing some or all of the following: sewer connection, paving and sidewalks, and underground utilities

- b. Suggestion – if Troost is not to be realigned, **build a traffic circle**: if the realignment of Troost is not feasible, short or long-term, require that a traffic circle be built across Troost at the entrance to Umpqua Valley and concurrently widen the south side of Troost to include a safe, paved pedestrian walkway or sidewalk
- 2. **Bike Path from Umpqua Valley LLC to Stewart Park** – the proposed bike path raises significant issues concerning land and water rights ownership, access to the South Umpqua River by property owners and the visiting public, path maintenance, trash removal, fencing and other improvements, flood plain management, liability, and home and property security. **The City of Roseburg would be grossly negligent** if these issues were not resolved prior to approving the Umpqua Valley development to include a bike path across private lands to Stewart Park.
 - a. Suggestion – **eliminate the problem**: drop the bike path from the proposal
 - b. Suggestion – if the bike path is a priority, **do the right thing**: purchase in fee or by easement the necessary rights to extend the Stewart Park greenbelt and recreation area to Umpqua Valley and enter into access, security, and liability agreements with land owners so that they may properly use and enjoy their Umpqua River properties while allowing public access
- 3. **Annexation** – the City of Roseburg seems to be engaged in an antagonistic game of cat and mouse with property owners in the Charter Oaks area. Disputes have escalated over many years and **the credibility of the City of Roseburg is low or non-existent. Actions taken by the City have affected the very legitimacy of its public processes** including planning. Annexation of the Umpqua Valley property and the city’s purchase of adjacent land to the south across the river appear to west-side residents to be yet another illegitimate ploy to annex properties into the city and extend the Urban Growth Boundary to Charter Oaks. Whether true or not, **the City of Roseburg Community development Department and government must rebuild its credibility and legitimacy and end the historic conflict pattern. A government will not long exist that appears to harm its citizens, their properties, or their rights.**
 - a. Suggestion – **change your process**: embrace an approach similar to that used by the Oregon Department of Transportation which is based on training provided by the Institute for Participatory Management and Planning (IPMP) of Monterey, CA
 - b. Suggestion – if you can’t change your process, **change your authority**: for example, legally merge Roseburg into Douglas County to create a joint government that mitigates city-county boundary disputes, ends duplicative services, and reduces costs levied on citizens as taxes (see Norfolk, VA and Juneau, AK as references)

We request party status. We desire to appear and be heard at the hearing. Thank you for your consideration of our comments, objections, and suggestions.


James A. Caplan


Cheryl E. Caplan

Marion J. Thompson

From: Bill Mull <mbmull@hotmail.com>
Sent: Friday, November 05, 2010 4:44 PM
To: Marion J. Thompson
Cc: klcubic@co.douglas.or.us
Subject: Umpqua Village: CPA-10-3/AN-10-ZC-10-2

Dear Marion,

I wish to request party status in the matter of a proposed Comprehensive Plan Amendment and concurrent Annexation & Zone Change requested by Umpqua Village (Valley?) LLC and Kevin and Paula Kinzer of Art of Design Construction Inc. of Bend, Or.

I live at 969 Broadway, Roseburg, Oregon 97471 which is 100 yds. from the Proposal property.

I have several concerns, and public safety and traffic is one that I don't believe has been adequately studied with empirical data.

The relatively recent Hoover Hill and the Cedar Ridge subdivisions have already placed increased traffic pressures on the county road that these subdivision exit onto. Further burdening this road is something that needs to be looked at carefully and with the best data that can be found.

Additionally I am concerned about construction of a walled and gated community in this neighborhood. The proposed Umpqua Village would NOT be on a city street with the safety features and emergency vehicle access that would be inherent in a street built to city specifications.

And, a walled and gated community would, I believe, fly in the face of the city's Strategic Plan for a variety of reasons. Just a few inconsistencies appear to be the Goal language under "GREAT NEIGHBORHOODS".

Goal 3 calls for an efficient transportation system and safe streets. Section B calls for action to "evaluate ...improvements to facilitate...pedestrians, bicycles..." , and Section C calls for action to "achieve connectivity with parks and neighborhoods" . Goal 4 is charged with creating actions that "promote and protect natural resources and common areas", as well as Section C. which identifies protection of wetlands specifically, while Section D. particularly mentions riparian zones.

Proposing an increase of traffic on a county road that may already be pressed by its current load, and proposing a walled and gated development with an exclusive, private riverside park, may not fit with goals specifically set forth in the city's Strategic Plan.

Sincerely ,

Bill and Marilyn Mull
969 Broadway
Roseburg, Oregon 97471

Marion J. Thompson

From: Sheila Jackson <sheilamjackson@charter.net>
Sent: Friday, November 05, 2010 3:33 PM
To: Marion J. Thompson
Subject: Umpqua Village

Dear Ms. Thompson:

I live on Harlan Street at the end of Troost (the old portion that used to be named Calkins Road) and I am directly impacted by the decisions made for Umpqua Village and would like to have party status at any meetings and be subject to any information regarding the status of the area that Umpqua Village LLC would like to develop with 12 new houses.

Any extra traffic in that area, whether it be cars, bikes, pedestrians, horses, dogs, etc. could be very dangerous without drastic improvements in the road. That section of Troost is definitely not adequate for more traffic.

I am sure other concerns will occur to me as I become more informed of the city's and Umpqua Village's plans.

I appreciate your addition of my letter so that I might participate.

Sheila M. Jackson
1182 NW Harlan Street
541-673-8257

15 November 2010

City of Roseburg Planning Commission

Re: Proposed Roseburg UGB Expansion, Local File #CPA-10-3/AN-10-1/ZC-10-2;
DLCD File # PAPA 004-10

This is part of the response from Sane, Orderly Development, Inc. (SOD) regarding the above proposed action before this Planning Commission. SOD has a number of issues and concerns with the proposed UGB expansion, annexation, and zone change requested by Umpqua Village LLC.

As this is a quasi-judicial plan amendment covered by Section 6.150(2) of the City of Roseburg Land Use and Development Ordinance (LUDO), we feel it is critical that this application and the applicants meet those goals of complying with each of the Statewide Planning Goals, the City's Comprehensive Plan, and they show a public need for this change. It is the opinion of SOD that they have not done so.

I will cover two of the Statewide Planning Goals that they have not met later, and show that they have not shown a public need for the changes later, but first I want to discuss the City's Comprehensive Plan.

SOD filed an appeal to the State Land Use Board of Appeals in 2009 and was successful in having the City's population element of their Comprehensive Plan remanded to the City for correction of the deficiencies. (LUBA No. 2008-226) To date, those deficiencies have not been addressed and, in our opinion, as a result the City's Comprehensive Plan is in question. Until the issues remanded by LUBA to the City of Roseburg are addressed, and in addition the remand of the County's population projections for the City of Roseburg are addressed, the City of Roseburg does not have a most recently acknowledged Comprehensive Plan. Therefore, the City does not have a most recently acknowledged UGB expansion plan to which Umpqua Village LLC can refer.

OPPONENT EXHIBIT /

In addition, since the City does not have a UGB expansion plan and the proceeding before you is a quasi-judicial application, most of the UGB expansion required amendment data, analysis, findings, and conclusions that are required for this application have to be supplied by the applicant. Based on the application on record, Umpqua Village LLC needs to provide the complete most recently acknowledged Buildable Lands Inventory (BLI) for Roseburg's UGB; the complete most recently acknowledged Housing Needs Analysis (HNA) for the City's UGB; the complete most recent acknowledged Residential Land Needs Analysis (RLNA) for the City's UGB; and a complete boundary location analysis consistent with ORS 197.298, Goal 14, and OAR 660, division 24 as set out in OAR 660-024-0060.

The first goal that the applicants have in error that I wish to address is Goal 2, Land Use Planning. Under this goal, the State requires planning to "assure an adequate factual base for such decisions and action." Since the City's Comprehensive Plan is not now "acknowledged," nor is the County's, per the above, the applicant cannot show that their application is consistent with those Plans. Therefore, this application does not have an adequate factual base on which to proceed. Until such time as the City and the County have satisfied the remands from LUBA, this application should be held in abeyance until those remands have been settled.

The second goal that I wish to address is Goal 9, Economic Development. The portion of Goal 9 that is relevant here is: Such plans shall be based on inventories of areas suitable for increased economic growth and activity after taking into consideration the health of the current economic base; materials and energy availability and cost; labor market factors; educational and technical training programs; availability of key public facilities; necessary support facilities; current market forces; location relative to markets; availability of renewable and non-renewable resources; availability of land; and pollution control requirements.

The first sentence of the applicant's proposal "The proposed development will provide

needed housing close to the economic center of the City of Roseburg." contains two errors:

1. ...will provide needed housing...Not only does the City of Roseburg and it's environs currently have about 17 months supply of existing homes, but on Troost St. from the proposed Umpqua Lane to Garden Valley Blvd., there are approximately 11 homes and properties for sale. Included in that count is a 12 acre parcel, a 6 acre parcel and a 2.1 acre parcel in the existing UGB and next to the City limits. So there is some question as to the need for this additional housing on this land with the housing market in the condition it is in Roseburg and Douglas County and with the number of properties and homes already within the city limits and existing UGB.

2. ...close to the economic center of the City of Roseburg. If they are referring to it's proximity to downtown Roseburg, I don't believe anyone would agree that 5 miles away is "close." If the City of Roseburg is truly trying to make the downtown the "Hub" of the City, then housing should be promoted within the existing City limits and UGB and not expanded beyond the existing UGB. If Umpqua Village LLC was truly concerned about sustainable housing and communities, it would be building these types of homes within the City limits or UGB closer to the City's Main Street program where residents would be able to walk or ride bikes to shopping and entertainment.

Umpqua Village LLC also does not take into account the health of the current economic base by proposing housing that is beyond the reach of most Douglas County residents based on the incomes (\$41,287 median) under our current 14.2% unemployment rate and a negative 2.93% job growth rate. With a median home price in Roseburg of \$139,000 and home appreciation at a minus 21.92%, these homes will not sell nearly as fast as they might in Seattle or other large cities and may just add to our already excessive housing inventory.

Also, under Goal 12: Transportation, the applicant refers to "...less than 100 new vehicle trips/day." I will not get into that aspect of this, but nowhere in the application or in

discussions is there mentioned the SDC (Service Development Charge) for Umpqua Village. If any of you have been over to the Umpqua Village site, you are aware of the problems with the curves at that location, and the cost of making that area safe for another 100 trips/day to/from Umpqua Village should be addressed.

For the above reasons and for other concerns that may follow from other presenters, Umpqua Village LLC's application should be denied. Thank you.

Tom Hawksworth
1372 Harlan St.
Roseburg, OR 97471

November 15, 2010

Recently the Economic Forecast committee was given data showing the median household income was now at \$41,000. A past Housing Needs Analysis that was bouncing around had a table showing a "Crude Estimate of Affordable Purchase Owner Occupied Unit". At that time, and making a comparison to the current median household income, the affordable housing purchasing price would be in the range of \$75,000 - \$125,000. The Kinser's propose building units for around \$375,000; this is no where near the needs of the bulk of the citizens of the city of Roseburg.

In their application they're using a study made by a Seattle firm about how these "green" houses are on the market 22% less time than a standard house. This isn't Seattle, Roseburg doesn't have the money the area of Seattle does.

Because this is a quasi judicial application, I believe it's the applicants responsibility to provide a REQUIRED Housing Needs Analysis. The application makes assumptions that the city has grown with out expanding it's UGB for a duration of time and it could easily absorb this amount of acreage. This assumption can not be made. With out a Housing Needs Analysis, of which I don't believe has been done, your commission can not approve of their application as this violates Goal 10.

Joe Meyer

943 Charter Oaks

OPPONENT EXHIBIT 2

Questions regarding the survey done by Kevin & Paula Kinzer as part of the process for applying for a zoning change & inclusion into the UGB and then annexation.

I felt the survey was flawed and did not give a true representation of the situation. It appeared that it was done just to fulfill "requirements for applying for changes."

1. The survey was done Saturday, January 30th between 2 p.m. and 6 p.m. The Kinzers recorded the responses of some of the people who live in the area, contacting 30 homes, talking to people at 19 homes and having only 14 of those participating in the survey. It would be interesting to know which homes were contacted--impact to Loma Vista would be much less than further out "Troost St." and some who have been having septic problems just want to be on a sewer system.

2. The impact area should be much larger. Every home beyond the "S" curves is affected because there is only one way in or out and the road is narrow, winding, with dips and rises and ditches. Sharing the road with 13 new homes will definitely impact all of us at Charter Oaks and beyond to the Harlan Street neighborhood. I have said this many times before--our section of Troost is actually old Calkins Road which was renamed because Troost feeds directly into it just beyond the city limits. It does not compare in any way with the new wide street that people think of when they picture Troost.

2. A project of this magnitude should qualify for more than 4 hours of seeking input. In the survey methodology the Kinzers said the goal was to cover more territory, including the Charter Oaks area but ran out of time for more contacts. If it was the goal of the survey to cover more territory why was not more time allowed? I feel the respondents did not have enough time to absorb the information, and to realize how all those homes and construction would impact the area in general. As we in this area well know improvements can be done and will be done to the road "when the need occurs" and if the city/county has enough money to finance such a project.

3. The questions were too general: Do you object to UV seeking

OPPONENT EXHIBIT 3

annexation? Are you aware of city options to fix S curves? Which option do you like best? Do you favor the city connecting Charter Oaks neighborhood to Multi-Path Network that ends at Stevenson St. ? (Stephens Street or Stevenson Lane in Green) What was most telling was that 10 of the 14 taking the survey had never heard of Umpqua Village.

4. Having UV be good for the economy and improve value of nearby homes sounds like a valid claim. They claim that over half of the building materials and sub-contractors will come from within a 100 mile radius. That is from Salem to the California border and from the Pacific ocean to Diamond Lake. How much will be from Roseburg?

I count 12 properties/homes with for sale signs between the 4 way stop at Calkins & Troost and Cloake St. (about 1 mile of road). They have been up for a while.

I feel that the Kinzer's using data from Seattle to claim their homes would sell quicker because they are "green" is wishful thinking in this area and economy (especially if they are priced around \$375,000.)

5. The comment that "these residents" enjoy the LUXURY of city services and planning densities without paying city taxes is irresponsible. Most of us are on septic and the water going to our homes was hooked up when the Oregon Water Corporation supplied the county and city with water. The city bought the utility and promised to make no difference between county and city hookups. It now charges county residents a surcharge for using the "city's" water. Also some get water from wells on their property.

6. If it was the goal of the survey to cover more territory why was not enough time allowed? Also why is the survey methodology cut off with the words: The interests of Umpqua Village believe that. . . What is missing?

*Thank you,
Sheila M. Jackson
1182 NW Harlan Street
541-673-8257*

Umpqua Village: CPA-10-3/AN-10-ZC-10-2

At this time the application by Umpqua Village/Paula Kinzer for inclusion into the City of Roseburg Urban Growth Boundary, Annexation into the City, and Zone Change has not shown a burden of proof.

As an amendment to the UBG, the applicant is to comply with State Wide Planning Goals.

With respect to Goal 5-(Natural Resources, Scenic and Historic Areas, and Open Spaces) the applicant states that it is not applicable citing OAR 660-024-0020. OAR 660-024-0020 (1)(c) reads

Goal 5 and related rules under OAR chapter 660, division 23, apply only in areas added to the UGB, except as required under OAR 660-023-0070 and 660-023-0250;

The letter from Ed Moore, Regional Representative of Oregon Department of Land Conservation & Development, points out that the applicant's assumption "because there are no inventories of Goal 5 sites on the property Goal 5 does not apply, is not correct.

OAR 660-023-0250 5(b) the jurisdiction includes riparian corridors, wetlands or wildlife habitat...

As stated by Mr. Moore "what this means for the applicant is that wetlands and riparian inventories and protection programs are needed" under Goal 5.

Also the 1897 historic house and property should be addressed concerning its historic significance under goal 5. The property and house are not addressed as to their evaluation for historic significance.

Both issue needs to be addressed before the application is approved.

In addition Goal 12 (Transportation) of the state wide planning goals needs to be addressed.

On page 3 of the application it states the "proposed development will comply with respect to public health, and Safety systems. Until the "S" curves are fixed there is a safety risk. On page 9 of the application it states, " a well planned sustainable development...improves transportation patterns." There is no provision in the application for improvement of the "S" curves or the narrow section of Troost Street from the junction of the Umpqua Village access to Troost Street at the City Limits. This section of Troost is very narrow and is accessed by Loma Vista Drive (on one of the 90 degree curves) and Cedar Ridge Court (which has poor visibility. The applicant wants to add more traffic to a very narrow section of Troost Street.

OPPONENT EXHIBIT *H*

The applicant says on page 12 and 25 that it will be less than 100 new vehicles trips per day. There is no data or study to quantify this projection of vehicle trips per day.

On page 17 (2) the applicant makes the statement that "the property is adjacent to Troost Street, a major collector, and will not create enough new traffic to impact its performance. As a result no new transportation infrastructure will be required to service the property." And under Local Criteria page 18 "The proposed expansion is adjacent to Troost Street and will produce so little additional traffic that it will require no upgrading of existing facilities."

I would challenge the assumption that the narrow section of Troost Street, from the City Limits through the "S" curves is a major collector and would not require upgrading of the existing facilities to handle additional traffic. On page 26 the applicant acknowledges that "... once realignment of Troost Street takes place it will create a safer transportation arterial and alternative transportation routes..." They also conducted a survey of Charter Oaks Neighborhood (19 people contacted) asking about the city and county options for *fix* of the "S" curves on Troost Street. They acknowledge that the "S" curves need to be fixed by asking the question during the survey. If it were not an issue they would not have asked the question.

There will be 99 vehicles per day (since there is no data to verify how much less than 100 per day is, I will assume 99) through the "S" curves. The applicant has not addressed the impact of the increased traffic at the "S" curves. They point out that Troost at the junction with Calkins (at the four way stop) received an A ranking. They need to address the impacts at the "S" curves, especially since the Village Lane access point is very near the second 90 degree turn.

The City cannot keep allowing increased traffic on the narrow section of Troost street (Loma Vista, Cedar Street, and now Umpqua Lane) without improvement to the road.

I am confused about the bicycle paths. In one part of the application it says that the bike paths are for the residents and then in another part the applicant would be enthusiastic to have a multi-use path pass through the property to access the river trail (page 26). Is the bike path for the residents of Umpqua village and at some future date for the public to access the river? The applicant needs to make it clear if the trails on the property are for public or private use.

The application needs to be denied until Troost Street is improved.

Don Schreier
549 Cloake St.
Roseburg OR 97471

660-024-0020

Adoption or Amendment of a UGB

(1) All statewide goals and related administrative rules are applicable when establishing or amending a UGB, except as follows:

(a) The exceptions process in Goal 2 and OAR chapter 660, division 4, is not applicable unless a local government chooses to take an exception to a particular goal requirement, for example, as provided in OAR 660-004-0010(1);

(b) Goals 3 and 4 are not applicable;

(c) Goal 5 and related rules under OAR chapter 660, division 23, apply only in areas added to the UGB, except as required under OAR 660-023-0070 and 660-023-0250;

(d) The transportation planning rule requirements under OAR 660-012-0060 need not be applied to a UGB amendment if the land added to the UGB is zoned as urbanizable land, either by retaining the zoning that was assigned prior to inclusion in the boundary or by assigning interim zoning that does not allow development that would generate more vehicle trips than development allowed by the zoning assigned prior to inclusion in the boundary;

(e) Goal 15 is not applicable to land added to the UGB unless the land is within the Willamette River Greenway Boundary;

(f) Goals 16 to 18 are not applicable to land added to the UGB unless the land is within a coastal shorelands boundary;

(g) Goal 19 is not applicable to a UGB amendment.

(2) The UGB and amendments to the UGB must be shown on the city and county plan and zone maps at a scale sufficient to determine which particular lots or parcels are included in the UGB. Where a UGB does not follow lot or parcel lines, the map must provide sufficient information to determine the precise UGB location.

Stat. Auth.: ORS 197.040, Statewide Planning Goal 14

Stats. Implemented: ORS 195.015, 195.036, 197.295 - 197.314, 197.610 - 197.650, 197.764

Hist.: LCDD 8-2006, f. 10-19-06, cert. ef. 4-5-07; LCDD 2-2009, f. 4-8-09, cert. ef. 4-16-09

660-023-0070

Buildable Lands Affected by Goal 5 Measures

(1) If measures to protect significant resource sites inside urban growth boundaries affect the inventory of buildable lands in acknowledged plans required by Goals 9, 10 and 14, a local government outside of the Metro UGB, and Metro inside the Metro UGB, prior to or at the next periodic review, shall:

(a) Amend its urban growth boundary to provide additional buildable lands sufficient to compensate for the loss of buildable lands caused by the application of Goal 5;

(b) Redesignate other land to replace identified land needs under Goals 9, 10, and 14 provided such action does not take the plan out of compliance with other statewide goals; or

(c) Adopt a combination of the actions described in subsections (a) and (b) of this section.

(2) If a local government redesignates land for higher density under subsections (1)(b) or (c) of this rule in order to meet identified housing needs, the local government shall ensure that the redesignated land is in locations appropriate for the housing types, and is zoned at density ranges that are likely to be achieved by the housing market.

(3) Where applicable, the requirements of ORS 197.296 shall supersede the requirements of sections (1) and (2) of this rule.

660-023-0250

Applicability

(1) This division replaces OAR 660, Division 16, except with regard to cultural resources, and certain PAPAs and periodic review work tasks described in sections (2) and (4) of this rule. Local governments shall follow the procedures and requirements of this division or OAR 660, Division 16, whichever is applicable, in the adoption or amendment of all plan or land use regulations pertaining to Goal 5 resources. The requirements of Goal 5 do not apply to land use decisions made pursuant to acknowledged comprehensive plans and land use regulations.

(2) The requirements of this division are applicable to PAPAs initiated on or after September 1, 1996. OAR 660, Division 16 applies to PAPAs initiated prior to September 1, 1996. For purposes of this section "initiated" means that the local government has deemed the PAPA application to be complete.

(3) Local governments are not required to apply Goal 5 in consideration of a PAPA unless the PAPA affects a Goal 5 resource. For purposes of this section, a PAPA would affect a Goal 5 resource only if:

(a) The PAPA creates or amends a resource list or a portion of an acknowledged plan or land use regulation adopted in order to protect a significant Goal 5 resource or to address specific requirements of Goal 5;

(b) The PAPA allows new uses that could be conflicting uses with a particular significant Goal 5 resource site on an acknowledged resource list; or

(c) The PAPA amends an acknowledged UGB and factual information is submitted demonstrating that a resource site, or the impact areas of such a site, is included in the amended UGB area.

(4) Consideration of a PAPA regarding a specific resource site, or regarding a specific provision of a Goal 5 implementing measure, does not require a local government to revise acknowledged inventories or other implementing measures, for the resource site or for other Goal 5 sites, that are not affected by the PAPA, regardless of whether such inventories or provisions were acknowledged under this rule or under OAR 660, Division 16.

(5) Local governments are required to amend acknowledged plan or land use regulations at periodic review to address Goal 5 and the requirements of this division only if one or more of the following conditions apply, unless exempted by the director under section (7) of this rule:

(a) The plan was acknowledged to comply with Goal 5 prior to the applicability of OAR 660, Division 16, and has not subsequently been amended in order to comply with that division;

(b) The jurisdiction includes riparian corridors, wetlands, or wildlife habitat as provided under OAR 660-023-0090 through 660-023-0110, or aggregate resources as provided under OAR 660-023-0180; or

(c) New information is submitted at the time of periodic review concerning resource sites not addressed by the plan at the time of acknowledgement or in previous periodic reviews, except for historic, open space, or scenic resources.

(6) If a local government undertakes a Goal 5 periodic review task that concerns specific resource sites or specific Goal 5 plan or implementing measures, this action shall not by itself require a local government to conduct a new inventory of the affected Goal 5 resource category, or revise acknowledged plans or implementing measures for resource categories or sites that are not affected by the work task.

(7) The director may exempt a local government from a work task for a resource category required under section (5) of this rule. The director shall consider the following factors in this decision:

(a) Whether the plan and implementing ordinances for the resource category substantially comply with the requirements of this division; and

(b) The resources of the local government or state agencies available for periodic review, as set forth in [ORS 197.633\(3\)\(g\)](#).

(8) Local governments shall apply the requirements of this division to work tasks in periodic review work programs approved or amended under ORS 197.633(3)(g) after September 1, 1996. Local governments shall apply OAR 660, Division 16, to work tasks in periodic review work programs approved before September 1, 1996, unless the local government chooses to apply this division to one or more resource categories, and provided:

(a) The same division is applied to all work tasks concerning any particular resource category;

(b) All the participating local governments agree to apply this division for work tasks under the jurisdiction of more than one local government; and

(c) The local government provides written notice to the department. If application of this division will extend the time necessary to complete a work task, the director or the commission may consider extending the time for completing the work task as provided in OAR 660-025-0170.

Stat. Auth.: ORS 183 & [ORS 197](#)

Stats. Implemented: [ORS 197.040](#) & [ORS 197.225](#) - [ORS 197.245](#)

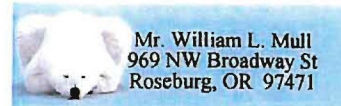
Hist.: LCDC 2-1996, f. 8-30-96, cert. ef. 9-1-96

660-023-0010

Definitions

As used in this division, unless the context requires otherwise:

- (1) "Conflicting use" is a land use, or other activity reasonably and customarily subject to land use regulations, that could adversely affect a significant Goal 5 resource (except as provided in OAR 660-023-0180(1)(b)). Local governments are not required to regard agricultural practices as conflicting uses.
- (2) "ESEE consequences" are the positive and negative economic, social, environmental, and energy (ESEE) consequences that could result from a decision to allow, limit, or prohibit a conflicting use.
- (3) "Impact area" is a geographic area within which conflicting uses could adversely affect a significant Goal 5 resource.
- (4) "Inventory" is a survey, map, or description of one or more resource sites that is prepared by a local government, state or federal agency, private citizen, or other organization and that includes information about the resource values and features associated with such sites. As a verb, "inventory" means to collect, prepare, compile, or refine information about one or more resource sites. (See resource list.)
- (5) "PAPA" is a "post-acknowledgment plan amendment." The term encompasses actions taken in accordance with ORS 197.610 through 197.625, including amendments to an acknowledged comprehensive plan or land use regulation and the adoption of any new plan or land use regulation. The term does not include periodic review actions taken in accordance with ORS 197.628 through 197.650.
- (6) "Program" or "program to achieve the goal" is a plan or course of proceedings and action either to prohibit, limit, or allow uses that conflict with significant Goal 5 resources, adopted as part of the comprehensive plan and land use regulations (e.g., zoning standards, easements, cluster developments, preferential assessments, or acquisition of land or development rights).
- (7) "Protect," when applied to an individual resource site, means to limit or prohibit uses that conflict with a significant resource site (except as provided in OAR 660-023-0140, 660-023-0180, and 660-023-0190). When applied to a resource category, "protect" means to develop a program consistent with this division.
- (8) "Resource category" is any one of the cultural or natural resource groups listed in Goal 5.
- (9) "Resource list" includes the description, maps, and other information about significant Goal 5 resource sites within a jurisdiction, adopted by a local government as a part of the comprehensive plan or as a land use regulation. A "plan inventory" adopted under OAR 660-016-0000(5)(c) shall be considered to be a resource list.
- (10) "Resource site" or "site" is a particular area where resources are located. A site may consist of a parcel or lot or portion thereof or may include an area consisting of two or more contiguous lots or parcels.
- (11) "Safe harbor" has the meaning given to it in OAR 660-023-0020(2).



HEALTHY TUMALO COMMUNITY PLAN

A Health Impact Assessment on the Tumalo Community Plan
A Chapter Of The 20-Year Deschutes County Comprehensive Plan Update



OPPONENT EXHIBIT 5

CONTRIBUTORS

This project was funded by the Centers for Disease Control and Prevention and The Association of State and Territorial Health Officials through a grant administered by the Oregon Health Authority, Office of Environmental Public Health.

Deschutes County HIA Workgroup:

Coordination, Literature Review, Analysis

- Therese Madrigal, Deschutes County Health Services
 - Kate Wells, St. Charles Health System
 - Kim Curley, Commute Options for Central Oregon

Advisory Committee

- Nick LeLack, Planning Director, Deschutes County Community Development
- Terri Hansen Payne, Sr. Planner, Deschutes County Community Development
- Peter Russell, Sr. Transportation Planner, Deschutes County Community Development
 - Susan Peithman, Oregon Advocate for Bicycle Transportation Alliance
 - Carolyn Perry, Tumalo Resident
 - Paula Kinzer, Tumalo Resident
 - Jessica Kelly, Tumalo Resident
 - Barbara Denzler, Environmental Health Consultant

Improving the safety and accessibility of U.S. Hwy. 20: Highway 20 accessibility (for all transportation modes) is a key issue in Tumalo. Though the speed limit through Tumalo on the highway is reduced at 45 MPH, there are few measures in place to enforce this speed. Related to this, safety continues to be a barrier to rural livability and optimal community health. The County and ODOT have developed a short-term strategy to reduce the traffic hazards by constructing a raised median near Seventh and Bailey Street, which will improve conditions. Ultimately, however, broader measures such as grade separated crossings across U.S. Hwy. 20 could provide Tumalo a myriad of benefits, such as improved public safety, greater access to destinations within and just outside their community, increased physical activity and local economic sustainability. Key HIA recommendations involve changing policy language in the current draft TCP. Key recommendations to policies in the current TCP draft around Hwy. 20 accessibility and safety include:

- Recommended change to transportation goal on page 25 (of current TCP draft) : Provide a safe and efficient system for cyclists, equestrians, pedestrians and motor vehicles to support local economic development, recreational uses, and community health.
- Recommended change to Road and Sidewalk, Policy # 2: Support a 'complete streets' policy consistent with Table A of Deschutes County Code 17.48 to establish future roadway design guidelines that plan for and operate the entire right of way to enable safe access for all users.
- Recommended change to Policy #9: Support changes in roadside environment to promote a reduction in traffic speed through tree planting, signage, shoulder treatments or other means.
- Recommended change to Policy # 11: Improve crossing conditions across Hwy. 20 by providing a grade separated crossing to support safe access to recreation and community services for all users.

Multi-modal Trail System and Nearby Recreation: Many Tumalo residents echo the concern that growing informal use of area natural resources, in this case the Deschutes River, may result in adverse consequences. The community at large supports harnessing this recreational draw by creating infrastructure to formalize recreation, capture commercial business and avoid environmental or health risk that informal use creates. These risks include parking crowding and congestion along rural roads, vandalism, littering, and public trespassing on private land and sensitive wetland areas.

The HIA workgroup recommends an integrated planning approach to recreation and trails, which would also encompass planning for Highway 20 accessibility. This method, which includes linking recreational destinations with transportation infrastructure such as a multi-modal trail system, can have many positive benefits for rural communities as well as obvious health benefits such as increased physical activity, social cohesion as well as increased economic activity. In the Tumalo Community Listening session, one resident said "Build a trail under the bridge along the river from Tumalo State Park to town." This sentiment was echoed by several other Tumalo citizens. Key recommendations to policies around trails and recreation include:

- Recommended change to Community Goal (page 21 of current TCP draft): Protect and enhance the rural small-town character of the Tumalo Community, while encouraging

accessibility on the provision of services, supporting healthy active lifestyles and increasing social connections among community members and the surrounding rural community.

- Recommended change to Open Space and Rec. Policies, Policy # 8: Public access to the river will be preserved and infrastructure improvements will be supported including formal river access points, public signage, lighting, sanitary facilities and improved parking conditions.
- Community Policies (page 21) - add policy: Support school district in improving community use of Tumalo Community School facilities through joint-use policies that encourage community education, recreation and enrichment programs for students, parents and non-parent community members.
- Open Space and Recreation Policies (page 21) - add policy: Support the development of a trails and recreation master plan.
- Open Space and Recreation Policies (page 21) - add policy: Support and advocate for the expansion of the Bend Metro Park and Recreation District to include the Tumalo area.

II. INTRODUCTION

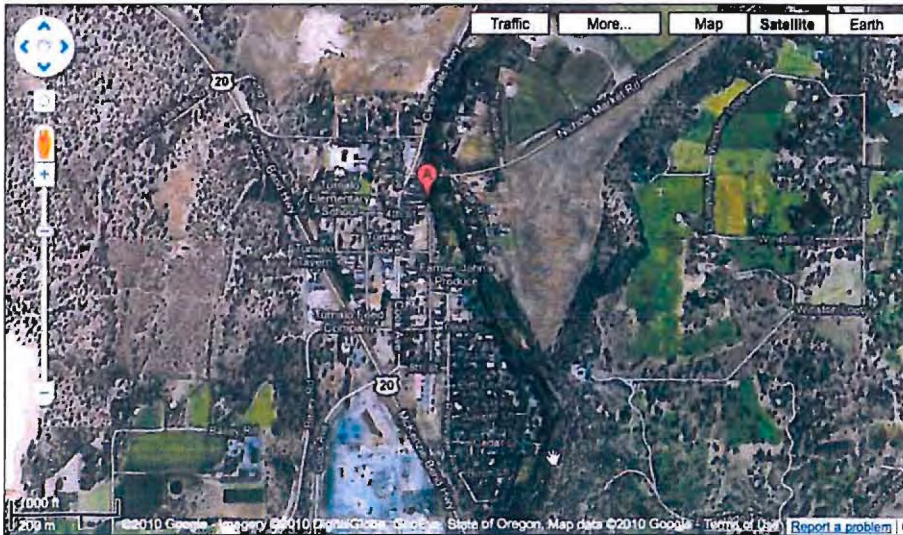
Community health is profoundly impacted by multiple economic sectors and policies. Transportation policies, for example, can play a major role in traffic injuries as well as in noise and air pollution to nearby public or residential areas. Conversely, transportation policies that are developed with the intent to improve health outcomes will both help reduce these risks as well as promote healthy behavior choices such as walking and cycling.

Health Impact Assessment (HIA) is an emerging practice in the United States and it is widely promoted by the Centers for Disease Control and Prevention (CDC) as a tool to influence decisions that have short and long-term health consequences. HIA is commonly defined as “a combination of procedures, methods, and tools by which a policy, program, or project may be judged as to its potential effects on the health of a population, and the distribution of those effects within the population” (Gothenburg, 1999).

a. Tumalo Community Plan HIA Rationale

With funding support, training and technical assistance from the Oregon Department of Environmental Health, Deschutes County Health Services and a team of community partners chose to implement an HIA on the draft Tumalo Community Plan, a component of the 20-year, County Comprehensive Plan Update. The purpose of this HIA is two-fold: (1) Evaluate the draft Tumalo Community Plan (TCP) in the context of community health by addressing the health impacts of policies contained within; and (2) Support County Planners in their process of finalizing the TCP by including recommendations that may be incorporated into the final plan that is adopted by the County Board of Commissioners in 2010.

Figure 1. Tumalo Community and Surrounding Area



Healthy Tumalo Community Plan: A Health Impact Assessment, page 4



GOAL FOURTEEN: URBANIZATION

GOAL 14 guidelines call for accommodation of further urban expansion by taking into account:

- . the growth policy of the area
- . the needs of the forecast population
- . the carrying capacity of the planning area
- . open space needs and recreation needs

The Deschutes County Health Impact Assessment on the Tumalo Community recently addressed the Goal Fourteen guideline that accounts for recreation needs and open space needs.

I'd like to take just a moment and read a bit from that April 2010 document.

[READ FROM DOCUMENT]

Additionally the Roseburg Transportation System Plan of 2006 has language addressing errors in the Applicants Average Daily Trip data that I'd like to point out.

On the question of safety for pedestrians and cyclists, however, I'd like to read a portion of a letter written on the day this Commission passed that TSP. It reads in part:

[READ FROM DOCUMENT]

GOAL FOURTEEN also calls for: "ESTABLISHMENT AND CHANGE OF URBAN GROWTH BOUNDARIES SHALL BE BASED ON THE FOLLOWING :

1. DEMONSTRATED NEED TO ACCOMMODATE LONG RANGE URBAN POPULATION, CONSISTANT WITH A 20 YEAR POPULATION FORECAST COORDINATED WITH AFFECTED LOCAL GOVERNMENTS,

The proposed development of Umpqua Village does not supply adequate findings of fact that show the support of a coordinated 20 yr. population forecast or a current population forecast passed into ordinance by the City of Roseburg's City Council.

The most current population forecast voted on by the City Council was in December of 2008, and the Council decided not to vote on it a second time, thereby making it an approved City ordinance, because the Forecast was appealed to LUBA. In July of 2009, that Forecast was remanded back to the City by LUBA and has remained in limbo since.

For the Umpqua Village developer to say in their findings [p. 9 par. 5] that: "Since then [2000] the city is likely to have added another 10% at least to its population for a total of at least 22,000 residents.[sic]" is scarcely a finding of fact to be taken seriously. Actually, a quick look at the U.S. Census Bureau's American Community Survey [ACS] will show a 2008 population estimate for Roseburg of 20,853. And if speculation can count as a finding of fact, I would dare speculate that with year three now of the Great Recession, the population of Roseburg may be less than the ACS number.

AND:

2. DEMONSTRATED NEED FOR HOUSING

The proposed development, Umpqua Village, does not show findings that adequately display a current BUILDABLE LANDS INVENTORY that has been approved by the City Council.

Appendix #6 shows data acquired from a contract with LCOG of Lane County signed in August of 2007 and delivered to the City in April of 2008.

There is an absence of as well of any analysis of the city of Roseburg's Current needs from the years 2008, 2009 and 2010. Without the data from those missing years, the findings of fact in this matter is incomplete.

Furthermore, the Umpqua Village developer offers findings that report she will: "Build affordable homes in the \$375,000 price range." The most recent ACS information for DOUGLAS COUNTY, [ROSEBURG will be available Feb, 1,2011] shows that less than 8% of County residents are paying mortgages of the size needed to aromatize a debt that large. Fewer than 13% live in homes assessed by that amount.

If renters are needed for the two duplex structures, the ACS reports as of 2008 just a fraction over 4% of renters in Douglas County pay over \$1,000 a month for rent.

It's important to note then, that this walled and gated community is marketed for the top 15% of the County's residents. The walled private South Umpqua riverside park will benefit only 13 of Douglas County's 49,000 households.

In a city where 54% of single mothers with children under 5 live in poverty, for our Planning Commission to spend its time standing on its head and doing somersaults to help an individual developer provide housing for the top 15 % of the county's residents while the City's impoverished go begging for suitable housing staggers me.

AND,

3. PRIOR TO EXPANDING AN URBAN GROWTH BOUNDARY, LOCAL GOVERNMENTS SHALL DEMONSTRATE THAT NEEDS CANNOT BE MET ON LAND ALREADY IN THE URBAN GROWTH BOUNDARY.

Again, I would like to point out that the findings of fact are incomplete. The appendix #6 data shows only 2007 data and there has been no attempt to supply data for the years 2008, 2009, and 2010.

Thank you for your time and patience.

GOAL FIVE : Natural Resources Scenic and Historic Areas.

The proposed development fails to add to the City's open space. The walled off private, South Umpqua River park, if this project were to meet existing City, County and State requirements, would merely add to the open space of 13 families. That is hardly saving open space for strollers, bird watchers, dog walkers and stick throwers who currently use the space.

Furthermore, the City's own Strategic Plan would not be met by this "SAVING OF OPEN SPACE"

[READ E-MAIL DOCUMENT TO MARION THOMPSON]

Thank you for you time and patience

December 20, 2010

Rebuttal to new information presented at the last Planning Commission meeting pertaining to application for zone change and annexation by Umpqua Village.

The applicant submitted a letter from a Mr. Kaufman commenting on the issue of adequate septic systems in the Charter Oaks area.

This letter presented no factual evidence other than hearsay of past failures. Prior to this hearing there have been meetings regarding the septic issue which were presented to the County and never documented by county or state. This is all public record.

It has no connection with the current issue.

Patricia Bruck
419 NW Troost St.
Roseburg OR 97471

OPPONENT EXHIBIT /

19 December 2010

Marion J. Thompson, AICP
Community Development Department
City of Roseburg
900 SE Douglas Ave.
Roseburg, OR 97470

Re: Umpqua Village Rebuttal of Supplemental Information

Dear Marion;

Thank you for sending the Supplemental Information for the Record from Pamela Hardy. It was most interesting.

The most interesting part of the documentation was the outdated aspect of the information. Unfortunately for the applicant, the information provided by is outdated and not the most current that should be used. In light of the remand to the City of their population element from LUBA and the corresponding remand to Douglas County of their population element, that includes the City of Roseburg's population element, this documentation in support of the applicant should not be considered.

For example, the applicants supporting documentation uses the 2.5% growth rate that is no longer applicable since the City now has a coordinated number with Douglas County of 2%. And after discussions with the County, that number is likely to be reduced even further. In addition, the applicant's supporting document points out that the City has seen a growth rate over the past 20 years of approximately 20%, growing from 16,644 in 1980 to 20,017 in 2000. Based on those numbers, the City should be projecting a future 20 year growth rate closer to the 1% average annual growth rate above.

The Buildable Lands Inventory (BLI) for Roseburg may not be current either, depending upon what new potential residential lands might have been acquired with the annexation of the lands incorporating the new COSTCO. To supply a "most recently acknowledged

OPPONENT EXHIBIT 2

BLL" should include the most recent inventory of land available for possible residential construction. This latest offering by the applicant does not do that.

"The complete most recently acknowledged HNA" is also not included in this presentation of supplemental information, in that it does not address the change in the City's population, reflected, for example, in the loss of over 500 students in the Roseburg school district over the last 5 years, and the loss of about 155 residents in Douglas County in the last year. These figures indicate that the HNA presented by the applicant are not only out of date, but incomplete. With a reported inventory of approximately 17 months supply of existing homes, and a median home price of \$139,000, there appears to be little or no demand for the "affordable" homes offered in this application at \$375,000. And, since the applicant is asking the City not to consider at this time the building of homes in this development, there is still the possibility that once the property is included in the city, they may not go ahead with the new home construction. This may be apparent from their response dated 22 November, that only addresses the BLL, not the HNA, emphasizing only that the city needs this "new" land.

Finally, as mentioned at the beginning of this response, remand of the population element of the City's Comprehensive Plan has not been approved into the City ordinances by the City Council, and until such time as this is done, the City does not have a "most recently acknowledged" Comprehensive Plan. Therefore, SOD would recommend that the City not expand its UGB to include this land in a separate action, but consider it when the City has an acknowledged comprehensive plan and when the City revisits its overall expansion of the UGB, as recommended by DLCD. This is not the time nor the land to bring into the UGB in a piecemeal basis.

Thank you for your time tonight.

Tom Hawksworth
President
Sane, Orderly Development, Inc.

Roseburg City Planning Commission
Mr. Ron Hughes, Chairman
December 17, 2010

Dear Mr. Hughes,

I'm writing in regard to the application before the Planning Commission for a City of Roseburg Comprehensive Plan change that requires an Urban Growth Boundary expansion, an annexation and an approval for a Zone Change to allow for property owned by Mr. and Mrs. Kinzer of Bond, Oregon to be made into a 13 unit residential development.

I feel it is unwise to approve the request for many reasons. In this letter, I like to bring up the issue of the applicant possibly winning the petition for these Comprehensive Plan changes and then walking away from the project entirely.

I believe this needs to be examined in light of recent additions to the record since the last Commissioners' meeting.

Obviously, a favorable ruling by the commissioners would place the Kinzers' rural residentially zoned County land inside the City of Roseburg city limits with a residential zoning designation that could allow for a subdivision of 12 new green energy homes.

With just the stroke of a pen, a favorable ruling for the application on December 20th would instantly make the Kinzers' former County land much more valuable for resale as City land.

And immediate resale may just be what the Kinzers have in mind.

OPPONENT EXHIBIT

3

Let's face it; this is a pretty wilbering market for new home sales. Getting out quickly by turning over the enhanced valued raw land may best serve the applicant.

Much prior testimony has touched the harsh housing conditions during this Great Recession. One speaker questioned where are the homebuyers in Douglas County who can afford a \$375,000 home? The Portland Business Journal just reported on Dec. 15th that 31 percent of the homes sold in Oregon this last quarter were foreclosure homes. And, as noted in other testimony, Douglas County has a 17 month inventory of unsold homes on the market this week.

And, in more recent additions to the record by the applicant's Counsel, the financial reserves of the applicant and a major underwriter are currently quite strained. This too adds weight to the possibility that, once a favorable response from the Commissioners is in hand, the 12 new home subdivision may never take place.

Granted your job as commissioners is not to speculate on what plans an applicant may or may not continue forward with after gaining approval from this body.

Still, given the quite schizophrenic nature of this application, I sincerely request that you please give a moment's reflection to the idea of: "what if we give approval to this proposal and the 12 home subdivision is just abandoned once the City Limits inclusion is gained?"

I use the word schizophrenic because this application, in addition to arguing for a Comprehensive Plan Change, an Urban Boundary Change, and an annexation, also urges approval because the 12 homes will mean local jobs. In fact, the use of lumber from Douglas County's own Roseburg Wood Products is specifically

used as an argument for a favorable response by the commissioners.

Furthermore, elaborate Bioswale engineering methodologies are described for the 12 home subdivision, and arguments regarding how the subdivision's residents' park would enhance the City are added.

Yet, in other parts of the application, the commissioners are asked not to consider the 12 new homes as a factor in granting approval. The 12 new home subdivision on County Road J44 is just speculation of what could be done once approval is gained on the UGB and Annexation request.

In fact, in an effort to blunt the traffic safety concerns, the counter argument was made that a Traffic Impact Study [TIS] has no bearing on the current issue before the Commissioners because this is merely a UGB and Annexation Issue, not an issue about building a 12 new home subdivision.

So, as you continue to deliberate this matter, I hope you will give a moment of your time to reflecting on how this unusual one time movement of the UGB, for the acreage of one singular requesting home builder, fits in with the intent of Oregon Land Use laws pertaining to UGB expansion. And, please think too about how a favorable ruling in this applicant's case will look should the applicant merely take the increased profits that come with a favorable ruling and immediately sell the land.

Sincerely,
Bill Mull

ATTACHMENT 3

**BEFORE THE PLANNING COMMISSION
OF THE CITY OF ROSEBURG**

In this matter of an application filed by)
Paula Kinzer for Umpqua Village LLC for)
a Comprehensive Plan Land Use Plan)
Map amendment to expand the City of)
Roseburg Urban Growth Boundary)
provide a Land Use Plan Map designation)
of Low Density Residential (LDR) with)
concurrent Annexation and Zone Change)
from county Rural Residential – 2 acres)
(RR2) to City Single Family Residential)
(R-1-6) for property with a street address)
of 1058 NW Troost Street and further)
described as Township 27 South, Range)
06 West, Willamette Meridian, Section)
15DA, Tax Lot 100, Tax Account R14577)
and Section 15DB, Tax Lot 4799, Tax)
Account R15553)

**FINDINGS OF FACT
AND DECISION**

FILE NO. CPA-10-3/AN-10-1/ZC-10-2

Finding No. 1

This matter came before the Planning Commission for public hearing on November 15, 2010 and December 20, 2010, in the Council Chambers of Roseburg City Hall, 900 SE Douglas Avenue, Roseburg, Oregon.

Finding No. 2

Said application was initiated in due format as provided by the Land Use and Development Ordinance (LUDO) submitted by Paula Kinzer for Umpqua Village LLC, owner/applicant.

Finding No. 3

The subject property is adequately described herein and on the application materials on file for File Nos. CPA-10-3/AN-10-1/ZC-10-2.

Finding No. 4

Notice of the public hearing was mailed to affected property owners a minimum of 20 days before the public hearing and notice was given by publication in the News-Review, a newspaper of general circulation, at least 10 days prior to the date of the hearing. Opportunities were provided for all parties to be involved in the planning process through the public hearing.

Finding No. 5

The Planning Commission takes official notice of the Roseburg Urban Area Comprehensive Plan adopted by City Council Ordinance No. 2980 on December 9, 1996 and of the Roseburg Land Use and Development Ordinance No. 2363, as originally adopted July 1, 1984, and re-

adopted in Ordinance No. 2981 on December 9, 1996, as both may have been amended from time-to-time. The Planning Commission takes official notice of the records of the Community Development Department in the pending Buildable Land Inventory prepared and reviewed in 2008.

Finding No. 6

Letters of remonstrance or request for party status were received from those listed below:

M Latham & Susan Bryan	Tracey Bebeau
Tom Hawksworth for Sane Orderly Development	Daniel Faught
Brett Horn	Kathryn L. Druzik
Annette Taylor	Ken Polk
Patricia Bruck	James A. & Cheryl E. Caplan
Bill and Marilyn Mull	Shelia Jackson
Joe Meyer	Don Scheleen
Jeff Boyter	

Remonstrances as well as public testimony provided were taken into consideration in the evaluation of the proposal.

Finding No. 7

All exhibits, materials and supporting documents, including the Planning Commission staff report, supplement material presented by the applicant and their witnesses are included as a part of the Commission's findings.

Finding No. 8

Based on the information provided including the adopted City of Roseburg Transportation System Plan it has been determined the proposal does not significantly affect the existing or planned transportation facilities as referenced in the applicant's findings. However, to ensure that any needed improvements associated with any future development are identified, including adequate traffic control needed for safe vehicular movements the following is hereby made a condition of the Zone Change:

1. Prior to and in conjunction with any future project development application a traffic impact study shall be completed to address the standards and criteria set forth in the LUDO for a traffic impact study including access conflicts and needed safety controls. Any recommendation contained in said evaluation shall be part of the project approval.

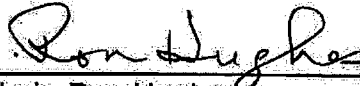
CONCLUSION

The amendment detailed in the information has determined the applications comply with the applicable Comprehensive Plan policies and the Statewide Planning Goals.

BASED ON THE INFORMATION PROVIDED IN THE STAFF REPORT, AS WELL AS ALL OTHER MATERIALS PRESENTED, INCLUDING RELEVANT PUBLIC INPUT, THE PLANNING COMMISSION RECOMMENDS THE CITY COUNCIL APPROVE FILE

NOS. CPA-10-3/AN-10-1/ZC-10-2 APPROVING A COMPREHENSIVE PLAN LAND USE PLAN MAP AMENDMENT, ANNEXATION AND ZONE CHANGE AS PROVIDED IN THE APPLICATION MATERIAL AND INCORPORATED HEREIN.

DATED THIS 3 DAY OF JAN., 2011


Chair, Ron Hughes


Brian Davis, Director
Community Development

Planning Commission Members:

- Ron Hughes
- Patrick Parson
- Meagan Conry
- Mychal Fox
- Harvey Lopez
- John McDonald
- Knut Torvik

ATTACHMENT 5

**CITY OF ROSEBURG
PLANNING COMMISSION
STAFF REPORT**



File No. CPA-10-3 Meeting Date: November 15, 2010

Prepared for: Brian Davis, Director
Community Development

Completeness Date: N/A
120-Day Limit: N/A

Staff Contact: Marion J. Thompson, AICP
Senior Planner

Applicant: Paula C. Kinzer for Umpqua Village LLC

Proposal: Comprehensive Plan Amendment to expand the Urban Growth Boundary along with concurrent Annexation and Zone Change – 1058 NW Troost Street

PARTY STATUS/CORRESPONDENCE:

The property owner and their representatives are automatically parties. As of the mailing of this report, no requests for party status have been received.

EX PARTE DISCLOSURE:

As a quasi-judicial land use decision, it is appropriate to disclose “ex parte” contacts, which are those contacts any member of the Commission may have had with the applicant, a site visit, or any other factor that may influence their decision on the matter. The applicant can then contest the contents of such disclosures. The purpose is to assure that all evidence used as a basis for the decision is on the record and available for all to see.

ISSUE STATEMENT AND SUMMARY:

The Planning Commission is to consider and forward a recommendation to the City Council regarding this Comprehensive Plan Land Use Plan Map Amendment along with concurrent applications for Annexation and Zone Change.

A. Description/Project Proposal

In 2006 the City began the process of evaluating a possible expansion to the Urban Growth Boundary (UGB). Hearings have been held and in 2008 some decisions and direction were provided by the City Council. The property that is the subject of this application is in an area that has been supported by the City Council for possible UGB expansion. However, final action on that legislative matter is currently pending due to a Land Use Board of Appeals (LUBA) action on the population forecast. Rather than wait for the final action on the legislative matter, this property owner is requesting approval of a quasi-judicial UGB expansion for

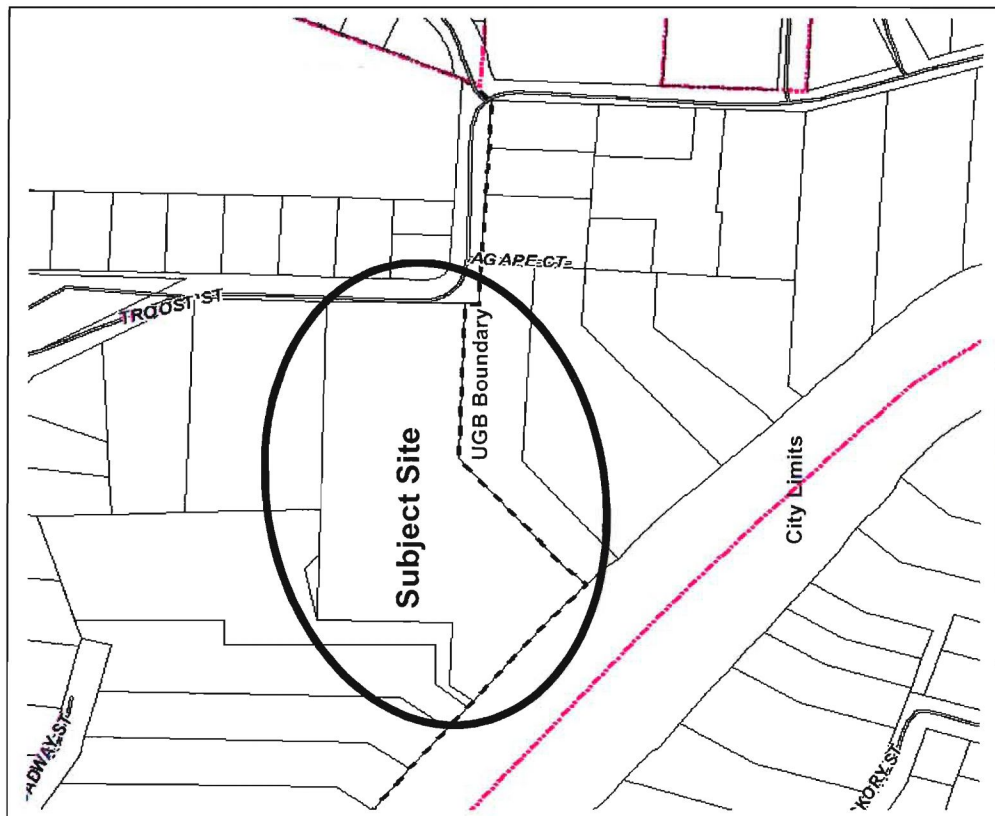
4.45 acres located south of NW Troost Street adjoining the existing UGB to the east.

Along with the UGB expansion is a proposed Land Use Plan Map designation of Low Density Residential (LDR), concurrent annexation to bring the property into the City's jurisdictional boundary and a zone change from County Rural Residential-2 acre lots (RR2) to City Single Family Residential (R-1-6) minimum 6,000 square foot lots.

There is no actual development proposed as a part of this request; however, the applicant has provided information regarding a possible Planned Unit Development of 11 residential lots with up to 13 dwellings (one existing and two duplex lots). Again this development proposal is not part of the current applications, but provided only as information.

B. Location

The subject property has a current street address of 1058 NW Troost Street, is further described as Township 27, Range 06, Section 15DA, Tax Lot 100, Tax Account R14577 and Section 15DB, Tax lot 4799, Tax Account R15553 and is shown on the following insert.



C. Comprehensive Plan/Zone Designations

	Comprehensive Plan	Zoning	Current Land Use
Project	Rural Committed – 2 acres lots (RC-2)	Rural Residential – 2 acres lots (RR2)	Single family dwelling
North	RC2	RR2	Single family dwelling
South	RC2	RR2	Single family dwelling
East	City Medium Density Resident (MDR)	County RR2	Single family dwelling
West	RC2	RR2	Single family dwelling

E. History/Previous Action:

There is no history or previous action related directly to this property; however, as noted the property is included in an area that has been identified for future UGB expansion. Final action on that proposal is pending.

DEPARTMENT AND AGENCY COMMENTS:

The proposal was circulated to effected agencies, their responses are summarized below and copies of correspondence are attached.

Roseburg Fire Department – No objections to the current application.

Roseburg Public Works Department – No objections to the current application; however, the following is noted:

- Future development of this parcel may require utility extensions constructed to City of Roseburg Standards
- Future development may require an access improvement that will be constructed to Douglas County Standards and City of Roseburg Standards.
- The City has conceptual plans that may involve the realignment of Troost Street near this property.
- Future development of this parcel may require dedication of property to the City of Roseburg for the re-construction of Troost Street.

Roseburg Urban Sanitary Authority (RUSA) – If the property is brought into the UGB the property owner would need to request inclusion in the RUSA service boundary.

Douglas County Planning Department – No objection; however, if annexation of Troost is part of the proposal a separate action would need to be coordinated with County Public Works to transfer jurisdictional authority. (Note – Inclusion of Troost right-of-way is not part of this action. The City’s jurisdiction boundary is proposed to be extended across the South Umpqua River only.)

Oregon Department of Transportation (ODOT) – The proposal does not trigger review under Transportation Planning Rule OAR 660-012-060 or Access Management.

Oregon Department of Land Conservation and Development (DLCD) – Recommends consideration of this single addition not proceed separate from the larger UGB expansion that is now pending. Further, if the request does go forward denial is recommended based on insufficient data.

STAFF ANALYSIS:

Following are applicable criteria from the Land Use and Development Ordinance (LUDO) for plan amendments and zone changes along with staff's analysis of the proposals' compliance with those criteria. Also are the criteria for Annexation.

- A. LUDO 6.100: Quasi-judicial Plan Amendment Application and Hearing Dates "Quasi-Judicial Plan Amendment shall be scheduled and conducted only on the first regular meeting dates in the months of April and October. The City Planning Commission may schedule a quasi-judicial plan amendment hearing on any date if it finds the provision of this Section would result in an undue hardship on the applicant."

While there is not a direct demonstrated hardship on the applicant requiring the matter be scheduled immediately, the issue of granting early hearing dates for Plan amendments based on the "undue hardship" standard was discussed during a Comprehensive Plan Amendment request in 2007. The Planning Commission determined that available staff resources were to help determine the definition of undue hardship on a case-by-case basis. The direction to staff was to maintain the April-October schedule unless staff workload allowed an earlier hearing date. Based on this interpretation, staff finds it is reasonable to schedule a hearing date at this time as opposed to April 2011.

- B. LUDO 6.150: Quasi-judicial Plan Amendment Application Form and Content and Amendment Standards - The application shall address the following requirements, which shall be the standard for amendment.
1. The amendment complies with the Statewide Planning Goals
 2. The amendment complies with applicable policies of the Comprehensive Plan
 3. There is a public need for a change of the kind in question
 4. That such need will be best served by changing the Plan designation of the particular piece of property in question as compared with other available property.
- C. LUDO 3.38.100: 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 Comprehensive Plan
 2. The site is suitable to the proposed zone with respect to the public health, safety, and welfare of the surrounding area
 3. The rezone is consistent with the safety and performance measures of the transportation system.

The Urban Growth Boundary (UGB) acts as a 20-year plan for the City's growth. With the exception of a few minor amendments, the Roseburg UGB has remained unchanged since its

original 1982 adoption. As a quasi-judicial application the applicant has provided a "Burden of Proof" document addressing applicable Statewide Planning Goals and Comprehensive Plan policies. (Attached – pages 12-59) Many of these responses reference the recently completed City of Roseburg Buildable Land Inventory (BLI). The Housing Needs Analysis and the BLI indicate the need for approximately 1,200 additional acres of residential lands to meet the 20 year needs to 2027. The UGB expansion study completed with the BLI looked at different alternatives for expansion and identified this area as most suitable for inclusion in the UGB. That recommendation was endorsed by the City Council.

Staff concurs with and stipulates to the applicant's findings. Expanding the UGB to include this 4.45 acre property would not significantly alter or add to the identified land needs nor would it commit the City to an ultimate outcome for the overall UGB expansion proposal.

D. Annexation - Oregon Revised Statutes (ORS) Section 197.175 states that "Cities ... shall exercise their planning and zoning responsibilities, including, but not limited to, a city ... boundary change..." ORS Section 222.125 provides for annexation of territory without holding an election when there is consent of all land owners and a majority of electors residing within the territory to be annexed, which is the case with this annexation proposal.

Annexation is to represent a logical extension of the existing City boundary and be contiguous to the existing City limits (ORS 222.111(1)). Oregon Administrative Rule (OAR) 600-014-0060 further provides that annexations made in compliance with an acknowledged comprehensive plan shall be considered to have been made in accordance with the Statewide Planning Goals. If a Comprehensive Plan provides for annexation then local governments are to apply the plans policies to the annexation decisions in lieu of Statewide Planning Goals. The Comprehensive Plan provides the relevant guidance needed to control annexation within the Land Use and Urbanization Element under policies for Urban Growth, Commercial Development, Industrial Development and Transportation.

Per ORS 222.111 property is considered to be contiguous when adjoining or separated by only public right-of-way, or a stream, bay, lake or other body of water. This property is contiguous to the existing City boundary to the southeast crossing the South Umpqua River. (See attached 3, page 9)

CONCLUSION:

Based on the analysis provided a UGB expansion that provides a Land Use Plan map designation of Low Density Residential (LDR) along with concurrent Annexation and Zone Change from County RR2 to City R-1-6, complies with Comprehensive Plan policies, criteria set forth in ORS 197, OAR 660, and applicable Statewide Planning Goals. It is recommended the Planning Commission forward a motion of approval for City Council consideration.

OPTIONS:

The following options are available for Planning Commission recommendation to the City Council.

1. Adopt Proposed or Modified Findings of Fact approving the request
2. Direct the adoption of modified Findings of Fact for Denial
3. Continue consideration to obtain additional information.

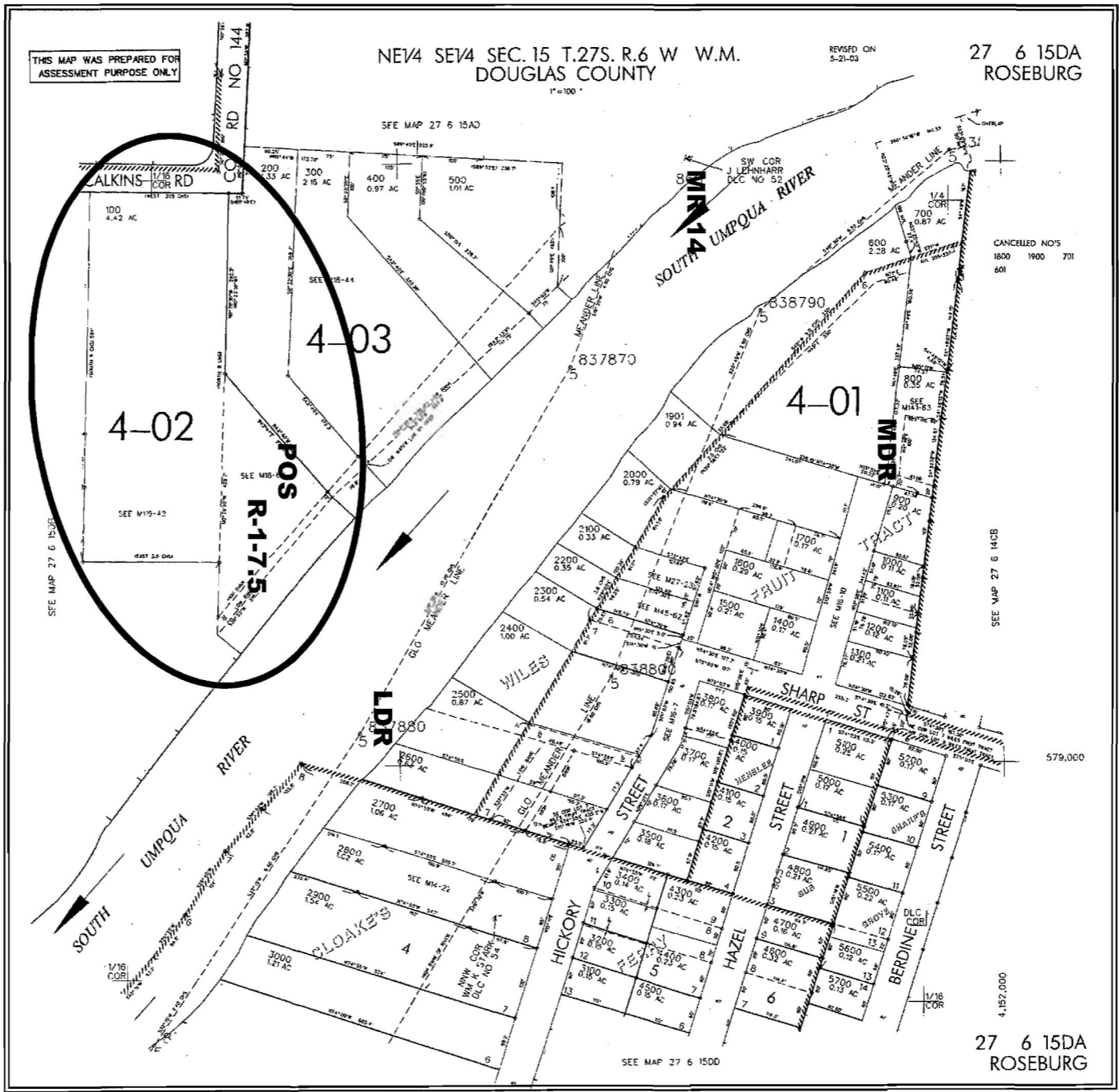
RECOMMENDATION/SUGGESTED MOTION:

It is recommended that the Planning Commission forward a recommendation of APPROVAL for City Council consideration by adopting the following motion.

I MOVE TO ADOPT THE PROPOSED FINDINGS OF FACT SUPPORTING A RECOMMENDATION OF APPROVAL TO THE CITY COUNCIL FOR FILE NO. CPA-10-3, AN-10-1 AND ZC-10-2.

ATTACHMENTS:

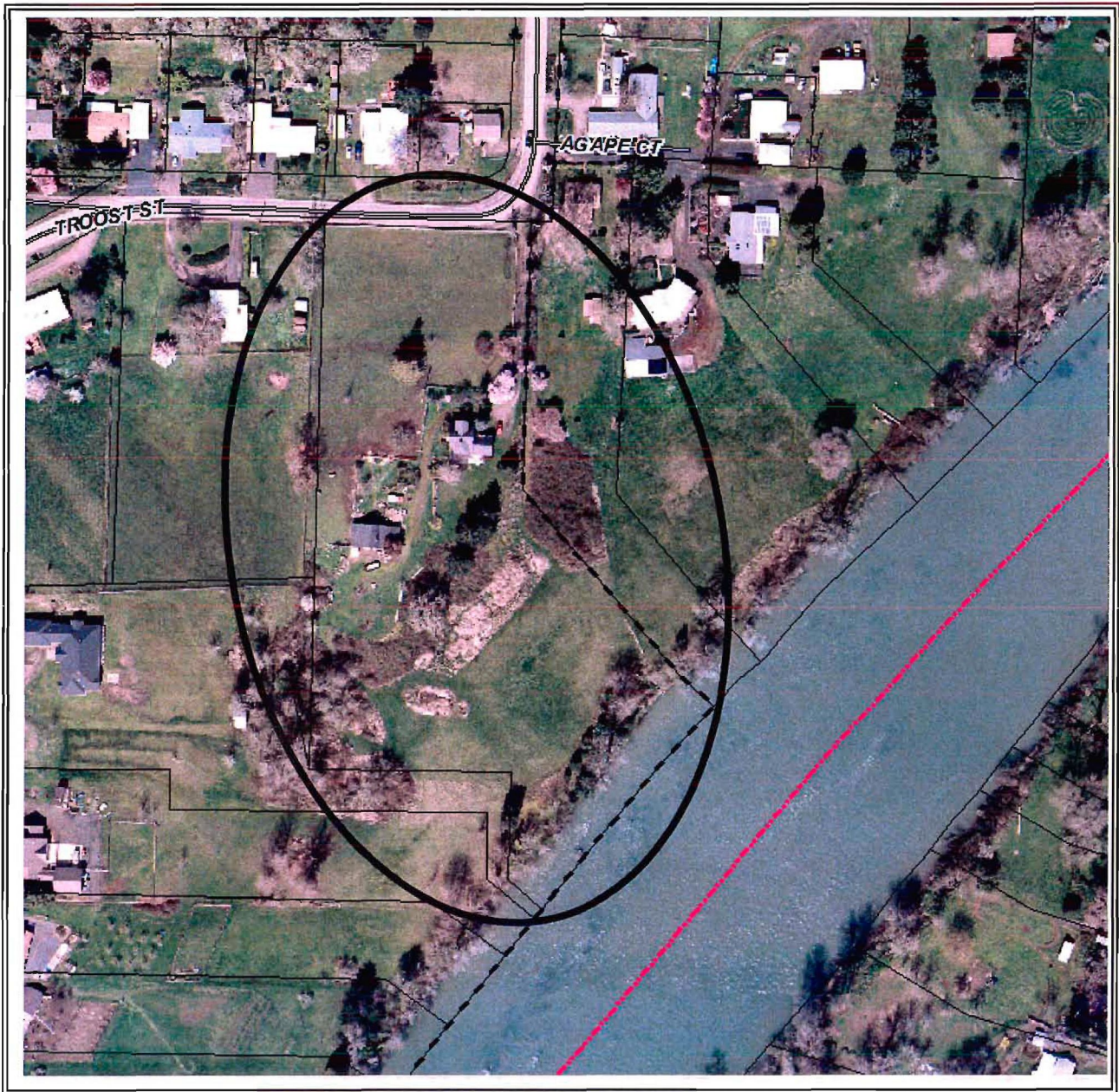
- 1 Assessor's Map
- 2 Aerial
- 3 Applicant's response - Burden of Proof
- 4 Response letters from RUSA, DLCD, Douglas County, and ODOT



**COUNTY ASSESSOR'S MAP
ATTACHMENT 1**

City Council
February 28, 2011

File Nos. CPA-10-3, AN-10-1, ZC-10-2
Page 61 of 223



**AERIAL
ATTACHMENT 2**

**APPLICANT'S RESPONSES
ATTACHMENT 3**

BURDEN OF PROOF

August 11, 2010

I. SUMMARY OF THE PROPOSAL

Umpqua Village LLC requests a Comprehensive Plan Amendment Review for inclusion in the Urban Growth Area, annexation into the city, and a zone change at 1058 NW Troost St. from rural residential County RC2 zoning to city zone R-1-6. Eventually the applicant will apply for a Planned Unit Development at the site, but this application only seeks the UGB amendment, annexation and zone change.

The subject property is four and a half acres bordering both Troost Street, and the South Umpqua River. It is immediately adjacent to both the existing Urban Growth Boundary and the city limits. It is in the heart of the land proposed by the City for inclusion in its urban growth boundary. It already has city water and electricity to the site, and there is a city sewer pump station only 529 feet from the property. Past development in the Charter Oaks area leapfrogged this 4.5-acre property. It lies in between medium density residential zoning in the City, and the highly parcelized, medium-low density development in the Charter Oaks County subdivision. Adding it to the City now, and allowing a zone change will allow for infill development that really should have taken place years ago before the rest of Charter Oaks was developed.

Vision for the completed project:

Although the present application is only goes as far as requesting a zone change, the developers want to share their vision of the future development of the property. The ultimate goal is to build a sustainable community sub-division that provides healthy homes and protects the nearby ecosystem in a common area and carefully manages storm water through bio-swales and natural wetlands. The developers plan to build highly aesthetic and energy efficient homes, and protect 100% of the flood-plain on the property for riparian habitat and open space for the homeowners in the development.

The development of Umpqua Village, will serve as a model for future sustainable development in the Roseburg area that demonstrates efficient use of land, resources, energy, and community planning. Sustainable developments lower energy costs and provide healthier homes. Ecologically-friendly construction also helps create more local jobs, provides smart solutions to global climate change concerns, and conserves natural resources, while preventing pollution and preserving natural ecosystems.

A recent Environmental Certification report by Green Works Realty indicates that the last quarter of 2009, environmentally certified homes in Seattle, which accounted for 34% of the market share, sold for 8.5% more per square foot and were on the market on average 22% fewer days than non certified homes.

Green Works Realty Environmental Certification Report, September-December, 2009

http://greenworksrealty.com/ecert_report/GreenWorks%20Realty%20ECert%20Report%20Sept%2007%20-%20Dec%2009.pdf

Further, McGraw Hill report also forecasts green building to continue to thrive despite a slow housing market. " In fact, green building has grown in spite of the market downturn. Green seems to be one area of construction insulated by the downturn, and we expect green building will continue to grow over the next five years despite negative market conditions to be a \$96-\$140 billion market." (MCGraw Hill, GreenOutlook—Executive Summary Excerpt, http://construction.com/market_research/reports/GreenOutlook.asp)

As pioneers in the Central Oregon sustainability arena Kevin and Paula Kinzer know the power and potential of building model sustainable projects. In 1994, the Kinzer's company, Art of Construction Inc, began construction on the first high profile solar home in Central Oregon. In 1995, this home received the Alice Sodderwal Reuse and Waste Prevention Award. The builders shared their knowledge, passion and lessons learned on sustainable building by offering tours to the public. In a five year period, thousands of local and out-of-state visitors came to their solar home to learn more about solar and building alternatives.

Public interest in the company's first sustainable home helped fuel the momentum and inspiration of sustainable building region-wide. By 1999, there were several other sustainable homes in Central Oregon and a local solar company, Sunlight Solar, organized a community solar tour of homes, which is now one of the largest in the nation. In August of 2004, Builder News featured the first Earth Advantage Platinum home which was also built by Art of Construction Inc.

Without more solar and sustainable homes and developments in the region, Roseburg will likely continue the status quo of building on steep slopes using conventional building practices that tend to be resource intensive. Not allowing for the Plan Map Designation change will hinder the opportunity to further expand sustainable construction and for state and related national media attention.

Specifically, the plan for the subject property is to restore and upgrade the existing 1897 historic home for efficiency, and to plat and sub-divide the Property for the purpose of building eight additional single family and two sets of tandem sustainable homes. The existing historic home and several well established trees will anchor the community complimented by the new early craftsman style solar homes and the natural landscape. The remaining 2+ acres of common space and riverfront will enhance neighborhood enjoyment while preserving the local ecosystem, and helping the city to achieve planning, transportation, and community goals including connectivity points for bike lanes and the Multi-Use Path Network.

Currently, the Property is designated as Committed Residential and Zoned RS-2 in Douglas County, but the Property is located immediately adjacent to the Roseburg Urban Growth Boundary (UGB). The Property is in the city of Roseburg's "Recommended Expansion" area in Roseburg's recent attempt to add more buildable lands to its current inventory. The requested Plan Map designation is consistent with and will conform with and enhance the goals of the Roseburg Area Comprehensive Plan, the Transportation System Plan, and other land use designations and policies for R-1-6, and a Planned Unit Development, while helping the city and state to meet specific planning, transportation, and community goals. The sub-division is consistent with the purpose of the requested zone changes including R-1-6, which is primarily to

allow a compatible mix of both single family and multiple-family housing to areas of transition between high density and low density development and area within which a mix of housing type already exists. (Article 9, section 3.9.000). Through design and conservation, the proposed development will comply with and respects the public health, welfare, and safety systems of the surrounding area under the requested zoning changes.

As promoted in many local land use planning documents, the sub-division plan will promote efficient use of land, energy conservation and the use of renewable energy resources and preserve to the greatest extent possible significant landscape features, and provide more usable and suitably located open space and recreation facilities than would be provided under conventional land development procedures. The proposed sub-division will meet the requirements of Section 5.250 specifying residential density, building spacing, recreational facilities and open space, traffic circulation, and perimeter design. At least 50% of the development (excluding streets) will be retained as open space for common use by owners and residents of the development.

II. STATEMENT OF FACTS

Applicant:

The subject property is owned by Umpqua Village LLC. The principle representative of Umpqua Village LLC is Paula Kinzer, whose contact information is

Paula Kinzer
Umpqua Village LLC
65180 76th St.
Bend, OR 97701
(541) 385-3039 – or – (541) 390-5826

The property will be developed by Art of Construction, Inc., a construction company, which is also owned and operated by Paula Kinzer, and her husband, Kevin Kinzer.

Property Description:

The property is located at 1058 NW Troost St., Roseburg, OR 97471

It is further described as Tax Lots R14577 & R15553.

It is nearly four and one-half acres of relatively flat land with 319 feet of river front access to the South Umpqua River. The Property is between the City and the Charter Oaks sub-division. In addition to being very close to the residential Charter Oaks sub division, the property is within walking distance to two elementary schools within an enclave of several other sub-divisions including the Huecrest neighborhood. The zoning in the near-by city sub-divisions ranges from R-1-6 to R-1-7.5 to MR-14 .

Current Zoning:

Currently, the Property is designated as Committed Residential by the Douglas County Comprehensive Plan and is Zoned RS-2 in Douglas County.

III. APPLICABLE CRITERIA

The Roseburg Urban Area Land Use and Development Ordinance (RLUDO) provides criteria for a quasi Judicial Comprehensive Plan Amendment in Chapter 6. The City has no local criteria governing an applicant driven request for annexation, the form only requires a demonstration that the application is in compliance with state laws ORS 222.111 – 222.190. The criteria for a zone change are found in RLUDO Chapter 3.

The applicable criteria for the Comprehensive Plan, Zone Change, and Annexation will each be addressed separately below.

NOTE: Applicable Criteria shall be printed in bold italics

General headings to help orient the reader to the particular section of the document shall be printed in **Arial font**

A. Comprehensive Plan Amendment.

The criteria for a quasi-judicial plan amendment are set forth in Section 6.150(2) of the City of Roseburg Land Use and Development Ordinance. Essentially, the requirement is that the proposed development comply with each of the Statewide Planning Goals, the City's Comprehensive Plan, and that there is a public need for the proposed change.

If compliance with the Goals is not possible the ordinance sets out the applicable criteria for an exception. In this case, the proposed project complies with all the Planning Goals, and no exceptions are necessary. Because the land is already designated in the Douglas County Comprehensive Plan as committed to a nonresource residential use, adding it to the UGB does not require an exception.

After the text of the criteria is laid out in bold italics each of the goals is addressed below.

SECTION 6.150 (2) The application shall address the following requirements, which shall be the standard for amendment.

- a. That the amendment complies with the Statewide Planning Goals adopted by the Land Conservation and Development Commission, pursuant to ORS 197.240, or as revised pursuant to ORS 197.245.***

If it appears that it is not possible to apply an appropriate goal to specific properties or situations, then the application shall set forth the proposed exception to such goal as provided in Statewide Planning Goal 2, Part II. Compelling reasons and facts shall be given why an exception should be adopted, including:

- (1) Why the proposed use should be provided for;***
- (2) What alternative locations within the area could be used for the proposed use;***
- (3) What are the long-term environmental, economic, social and energy consequences to the locality, the region or the State from not applying the goal or permitting the proposed use; and***

(4) How the proposed use will be compatible with other adjacent uses.

The proposed amendment complies with the Statewide Planning Goals, and no goal exceptions are needed. Hence, it is only necessary to address the first part of this criteria. Each Goal is separately addressed below.

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.

The City of Roseburg has public notice policies and procedures in place to ensure that surrounding neighbors are notified of the pending land use change, which the applicant received copies of. The applicant welcomes the input of neighboring property owners.

In fact the applicant has made door to door surveys of the neighbors in the area notifying them of the plan, and asking for concerns, ideas and input. On January 30th, 2010, the applicant conducted a door to door survey of Douglas County and Roseburg residents that live in the near-by vicinity of the proposed development *See Appendix 1 (Charter Oaks Neighborhood Survey)*. The survey targeted households from three different planning zones.

Over thirty households were approached, nineteen residents engaged in conversation and were invited to take the survey and participate in open dialogue. The survey consisted of seven questions related to opinions on Umpqua Village LLC seeking independent annexation as well as the city's UGB expansion effort, the Troost St. S Curves, and the proposed bike and multi-use pathways from the Roseburg Transportation System Plan *See Appendix 2 (City of Roseburg Transportation System Plan Bicycle Facilites Plan Map)*. Fourteen residents chose to participate in the survey and the responses are totaled in the attached chart *See Appendix 3 (Charter Oaks Neighborhood Survey Results)*.

In summary, thirteen participants indicated that they did not have any objection to the Umpqua Village Development seeking independent annexation into the UGB and city, while one person chose not to comment on that issue. Equally important, twelve participants indicated that they did not have objections to the Umpqua Village Development, and one person chose not to comment on that issue. The main issue of the concerned resident is that the street for Umpqua Village could be sited directly across from her driveway. Umpqua Village will investigate ways to alleviate the neighbor's concern. Eleven respondents indicated that they did not object to the city's UGB expansion effort and two respondents were opposed to the UGB expansion, one person chose not to comment on that issue. Nine respondents were aware of the county options to "fix" the S curves on Troost St, four residents indicated they were not aware of it, and one person chose not to comment on that issue. Only six respondents indicated a preferred option of the 5 options presented in "Appendix D: Realign Troost St. S Curves" designed by Pinnacle Engineering. " *See Appendix 4 (Appendix D: Realign Troost St. S Curves)*. Most respondents preferred Option 5 for their first and second choice. Eleven respondents were in favor of the city's goal to establish connection of the Mulit-Use Path Network from Troost St. to the existing network at Stevenson St and three were opposed to having a local mulit-use pathway. Finally, only four respondents had previously heard of/about the proposed development Umpqua

Village, and ten respondents indicated they had not previously heard of a proposed development in the area.

Of those that participated in the survey, only two were opposed to the UGB expansion, eleven residents were not opposed and one did not comment. Interestingly, of the discussions with those that seemed opposed to the UGB expansion most were located in the UGB but not in the city. A couple of residents identified themselves as SOD members and did not want to participate in the survey. It is noteworthy that these residents enjoy the luxury of city services (sewer and water) and planning densities without paying city taxes. It is also significant that the two citizens opposed to the UGB expansion did not have issue with Umpqua Village seeking independent annexation.

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.

Both the City of Roseburg, and Douglas County have acknowledged Comprehensive Plans, and associated land use development codes consistent with those plans. This application is demonstration that the proposed project is in compliance with those codes and plans. Hence the proposed project will be in compliance with Goal 2 in that it will be undertaken only in conformance with existing land use plans.

Goal 3: Agricultural Lands

Agricultural lands shall be preserved and maintained for farm use, consistent with existing and future needs for agricultural products, forest and open space and with the state's agricultural land use policy expressed in ORS 215.243 and 215.700.

Not applicable per 660-024-0020.

The land on which the proposed amendment shall take place is currently zoned for residential, not agricultural use, nor is it being used for agriculture *See Appendix 5 (City of Roseburg Buildable Lands Inventory Resource Land Map)*. There are not any forest or agricultural uses near the property. Consequently, there are not any near-by forest or agricultural activities that would be disturbed by the project.

Further, the subject property is immediately adjacent to the City of Roseburg's Urban Growth Boundary, and will be incorporated into that boundary in the next UGB expansion. Hence, a change of zone now will not diminish the supply of agricultural lands in any long term way.

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.

Not applicable per 660-024-0020.

The subject property is not forest land, and is not in the vicinity of any forest land. However, the development will contribute to the local forest economy because the homes will be built using sustainable forest products from local resources including Roseburg Lumber, Shelter Works, Ltd. of Philomath, and a white oak flooring manufacturer in Salem.

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

Local governments shall adopt programs that will protect natural resources and conserve scenic, historic, and open space resources for present and future generations. These resources promote a healthy environment and natural landscape that contributes to Oregon's livability.

Following procedures, standards, and definitions contained in commission rules, local governments shall determine significant sites for inventoried resources and develop programs to achieve the goal.

Not applicable per 660-024-0020.

The subject property does not contain any inventoried scenic, historic, or open spaces.

However, the subject property is adjacent to the South Umpqua River, and the proposed site plan shall create a common area along the river bank for the owners of properties in the development. Thus, although not required, the proposed development will contribute to the City's open space.

Goal 6: Air Water & Land Resources Quality

All waste and process discharges from future development, when combined with such discharges from existing developments shall not threaten to violate, or violate applicable state or federal environmental quality statutes, rules and standards. With respect to the air, water and land resources of the applicable air sheds and river basins described or included in state environmental quality statutes, rules, standards and implementation plans, such discharges shall not (1) exceed the carrying capacity of such resources, considering long range needs; (2) degrade such resources; or (3) threaten the availability of such resources.

At this point in time, this application seeks only to have the property included within the UGB, and the zoning changed to allow for the development of homes. This application does not actually seek approval of any particular structures. Hence, there will be no Goal 6 impacts associated with this decision. However, since the current applicant plans to apply for permits to develop the property as soon as this preliminary step is taken, the following additional information about Goal 6 impacts is included:

The applicant proposes to annex into RUSA and connect the houses to the city sewer line, hence there will be no ground or water pollution.

The applicant proposes to keep all houses at least 300 feet from the water's edge thus minimizing any chance that household wastes will be accidentally introduced into the river. In

fact, annexation into the UGB and RUSA will allow the development to connect to sewer service as opposed to the existing home which is serviced by a nine year old septic system. Over the past five years, this septic system has had to be pumped two times due to leaking human wastes. Many neighbors have similar situations with failing septic systems that are leaching into the river. The opportunity to connect to sewer would actually make it possible for the existing home and future homes to better comply with state water laws. The subject property is immediately adjacent to the Umpqua River. However, the proposed site plan places all buildable lots on the bench above the flood plain. All parts of the property that are in the flood plain will be common areas whose purpose is only to provide private open space to residents of the subdivision.

Further, the applicant proposes create a natural bioswale system along with zone appropriate landscaping and vegetation to filter and control natural and storm run-off. Ultimately, the goal will be to channel and filter the run-off by creating a small wetland area for wildlife and neighborhood enhancement, similar to the wetlands project RUSA is currently building to extend the life of the existing treatment plant .

Goal 7: Natural Hazards

- 1. Local governments shall adopt comprehensive plans (inventories, policies and implementing measures) to reduce risk to people and property from natural hazards.***
- 2. Natural hazards for purposes of this goal are: floods (coastal and riverine), landslides,1 earthquakes and related hazards, tsunamis, coastal erosion, and wildfires.***

Local governments may identify and plan for other natural hazards.

The subject property is not in an area subject to wildfires. It is not adjacent to any natural areas. All surrounding lots are cleared and developed. Further upon annexation, the property will automatically be served by Roseburg Fire Department Station #3.f

Additionally, although the property contains some land within the flood plain of the South Umpqua River, no houses will be built within that floodplain. The flood plain will be left as open space for riparian wildlife habitat, and open space for the residents of the subdivision.

Goal 8: Recreation

Goal: 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.

The requirements for meeting such needs, now and in the future, shall be planned for by governmental agencies having responsibility for recreation areas, facilities and opportunities: (1) in coordination with private enterprise; (2) in appropriate proportions; and (3) in such quantity, quality and locations as is consistent with the availability of the resources to meet such requirements. State and federal agency recreation plans shall be coordinated with local and regional recreational needs and plans.

The ultimately envisioned site plan will provide a common open space area to provide for at least some of the recreational needs of the residents of the proposed development. As a result, the proposed development will not require the City to alter its recreational plans.

Additionally the developers look forward to working with the city to extend the multi-use path from the river, through their property, and toward the existing city bike path. This will contribute positively to the local recreational opportunities.

The proposed development is not a destination resort.

Goal 9: Economic Development

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

Comprehensive plans and policies shall contribute to a stable and healthy economy in all regions of the state. Such plans shall be based on inventories of areas suitable for increased economic growth and activity after taking into consideration the health of the current economic base; materials and energy availability and cost; labor market factors; educational and technical training programs; availability of key public facilities; necessary support facilities; current market forces; location relative to markets; availability of renewable and non-renewable resources; availability of land; and pollution control requirements.

The proposed development will provide needed housing close to the economic center of the City of Roseburg. Further, it will provide a new, more sustainable model for building in the Roseburg area which will attract more interest to the Roseburg Community. Sustainable communities have short and long-term benefits which homebuyers are increasingly seeking including: a community's environment, economy and quality of life. Truly sustainable development creates enduring benefits for future generations while creating jobs and lowering operating costs for homes, businesses and taxpayers. America's energy future is being built neighborhood by neighborhood, and there is a demonstrated need and desire for energy efficient homes built with local materials that are fueled by clean, affordable energy. A well planned sustainable development reduces pollution and improves transportation patterns, building efficiency, energy security, and economic and environmental health into the community.

Goal 10: Housing

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

Buildable lands for residential use shall be inventoried and plans shall encourage the availability of adequate numbers of needed housing units at price ranges and rent levels which are commensurate with the financial capabilities of Oregon households and allow for flexibility of housing location, type and density.

The need to include the subject property can be based solely on the need demonstrated in the last urban growth expansion. The last UGB expansion took place in 1982, and no significant amendments have occurred since. U.S. Census data show that between 1980 and 2000 the

population of Roseburg increased from 16,644 to 20,017, a 20 percent increase. Since then the City has likely added another 10% at least to its population for a total of at least 22,000 residents. Additionally, eighteen of the twenty years of population increase that were anticipated in 1982 have elapsed.

More recently, The Roseburg Buildable Land Inventory, completed in October, 2007, further indicated that more than half of the land available for residential development within the existing UGB is on slopes greater than 25% (pg. 7). City staff have already determined goals to reduce hillside development projects by a ratio of 30% for slopes ranging from 12-25% and a 60% reduction for slopes greater than 25%. After adjusting for hillside development reductions, only 105.12 acres of medium density residential land and 35.3 acres of high density residential are available for development within the existing UGB. See Appendix 6 (*Buildable Land Inventory, City of Roseburg, Oregon, page 8*).

Based solely on these numbers the City can conclude that it no longer has a 20-year supply of buildable residential land within its urban growth boundary. While there may be some legitimate debate about whether the City should bring in 800, 1000, or 1200 acres, there can be no debate about whether bringing in four and a half acres is currently justified. The city clearly no longer has a 20-year supply of residential land within its UGB.

This conclusion is supported by the City's own analysis in its proposed UGB amendment findings. The City found that it would need an additional 1,243 acres of residential land to accommodate 20 years of growth. More specifically the City found that it would need an additional 945 acres of low density residential, such as the R-1-6 zone being requested by the applicant in this matter. The applicant is proposing to build affordable homes in the \$375,000 price range that will feature many new green building features including passive solar, solar (photovoltaic) panels, and healthy interiors and landscapes. Although there are currently some houses on the market in this price range there are few that incorporate the energy and major financial saving features proposed by Umpqua Village LLC. The efficient homes will have the potential to reduce the homeowner's utility bills by 65% or more.

Goal 11: Public Facilities

Goal: 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.

Urban and rural development shall be guided and supported by types and levels of urban and rural public facilities and services appropriate for, but limited to, the needs and requirements of the urban, urbanizable, and rural areas to be served. A provision for key facilities shall be included in each plan. Cities or counties shall develop and adopt a public facility plan for areas within an urban growth boundary containing a population greater than 2,500 persons. To meet current and long-range needs, a provision for solid waste disposal sites, including sites for inert waste, shall be included in each plan.

Counties shall develop and adopt community public facility plans regulating facilities and services for certain unincorporated communities outside urban growth boundaries as specified by Commission rules. Local Governments shall not allow the establishment or

extension of sewer systems outside urban growth boundaries or unincorporated community boundaries, or allow extensions of sewer lines from within urban growth boundaries or unincorporated community boundaries to serve land outside those boundaries, except where the new or extended system is the only practicable alternative to mitigate a public health hazard and will not adversely affect farm or forest land.

Local governments may allow residential uses located on certain rural residential lots or parcels inside existing sewer district or sanitary authority boundaries to connect to an existing sewer line under the terms and conditions specified by Commission rules.

Local governments shall not rely upon the presence, establishment, or extension of a water or sewer system to allow residential development of land outside urban growth boundaries or unincorporated community boundaries at a density higher than authorized without service from such a system.

In accordance with ORS 197.180 and Goal 2, state agencies that provide funding for transportation, water supply, sewage and solid waste facilities shall identify in their coordination programs how they will coordinate that funding with other state agencies and with the public facility plans of cities and counties.

The prohibition against expanding sewer services outside of urban growth boundaries does not apply here because, if this proposal is approved, this property will be within the city limits and the urban growth boundary. The applicant proposes to extend the existing city sewer line to the property. The subject property is immediately along the most natural extension of the existing city sewer line. There is a pump station at Loma Vista, which is approximately 520 feet from the property. The proposed property is already within the area that the City attempted to expand the UGB in December 2008. Eventually the annexation will take place, and the sewer will be extended past the property. To extend it to the property now will be a timely, orderly, and efficient arrangement of public facilities.

Water

Roseburg municipal water service is already provided to the existing home at 1058 NW Troost St. The existing line carries sufficient capacity to extend it to all of the newly proposed homes in Umpqua Village. According to Roseburg City Public Works, the water main near the property was replaced several years ago and there is ample supply and pressure for domestic and fire hydrant needs. *See Appendix 7 (letter from Roseburg City Public Works).*

Sewer

The Property borders City of Roseburg Sanitary Service District on 2 sides. P. 22 of the Roseburg Comprehensive Plan. Loma Vista Pump Station is only 520' from The Property with only a 5-10 degree increase in elevation from the northern boundary *See Appendix 8 (Topography Survey for 1058 NW Troost St.)*. Upon annexation into the city, Umpqua Village will seek annexation into RUSA. RUSA has indicated that the Loma Vista Pump station most likely has the needed capacity to service the project; however, this will need to be verified. Umpqua Village LLC will complete feasibility studies to verify that capacity is available for the development, and if not, how to expand the existing system to accommodate the additional flows that will be created by the

development. It will take approximately six to nine months to complete the mainline work from the development to the pump station; Umpqua Village will work with RUSA and the city to complete the mainline connection.

Electric

Electricity is already provided to the existing home at 1058 NW Troost St. There is sufficient capacity in the lines to support the proposed new development. *See Appendix 9 ("Will Serve" letter from Jeffrey Harmon, Pacific Power, Roseburg Operations).*

Garbage

Garbage collection service is already provided to the existing home at 1058 NW Troost St, and Roseburg Garbage Service would be delighted to provide additional service to more homes. *See Appendix 10 (Letter from Jamie Stewart, Office Manager of Roseburg Disposal).*

Fire

There is a fire hydrant within 500 feet of The Property and the Umpqua Village development will comply with all fire hydrant, fire and safety access codes. The Property is currently served by Douglas County Fire District # 2. After annexation, the Property would automatically be served by the City of Roseburg Fire Department Station # 3, which is significantly closer to the property. The City of Roseburg Fire Department has indicated that they have the capacity to serve the development.

Police Services

Since The Property is currently in the unincorporated area of Douglas County, public safety services are provided by the Sheriff's department. Roseburg Police provide services in the nearby neighborhood. Upon annexation, the property would automatically be switched into the City of Roseburg's police service area. The city of Roseburg police department does not consider the addition of twelve new homes to be a significant impact on existing staff, and would be able to serve the development with the existing staff. Further, the City of Roseburg police believe they would be able to better serve the proposed development, simply because the police department is located closer to the property and provides service in the surrounding neighborhoods.

Goal 12: Transportation

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

A transportation plan shall (1) consider all modes of transportation including mass transit, air, water, pipeline, rail, highway, bicycle and pedestrian; (2) be based upon an inventory of local, regional and state transportation needs; (3) consider the differences in social consequences that would result from utilizing differing combinations of transportation modes; (4) avoid principal reliance upon any one mode of transportation; (5) minimize adverse social, economic and environmental impacts and costs; (6) conserve energy; (7) meet the needs of the transportation disadvantaged by improving transportation services; (8) facilitate the flow of goods and services so as to strengthen the local and regional economy; and (9) conform with local and regional comprehensive land use plans. Each plan shall include a provision for transportation as a key facility.

Approval of the proposed application will require no additional transportation facilities or amendments to any Transportation Plan. At full build-out the applicant anticipates only 12 new residences, and less than 100 new vehicle trips per day. However, because the applicant would like to help the City put the proposed multi-use bike path through their property, and connect it from Troost Street to the river, approval of the application will help the City meet some of its transportation goals involving promotion of walking and biking.

Currently, the City of Roseburg's multi-use path network is located in the center of the city, with the backbone running along the north side of the South Umpqua River beginning at Stewart Parkway and ending at Douglas Avenue. Some extensions come off of the main path up to Highland Street, across the river along the east side of Interstate 5, along the west side of the South Umpqua River to Kendall Street, and to Harvey Avenue. The plan recommends additional multi-use paths to create more complete and integrated bicycle and pedestrian networks. Connecting the downtown, waterfront area, and the high use area along Stewart Park Drive are identified as particular areas of importance. Recommendations for enhancing the existing network and meeting the needs of residents are identified in Figure 7-13 of the TSP including the area South of Harvey Avenue from Stewart Parkway to the west to new north-south connector; connection for this multi-use pathway will need to go through the Umpqua Village Property. Umpqua Village looks forward to working with the city to help achieve the recommendation of connecting and enhancing the Multi-Use path network within our planning process.

The need for sidewalk improvements were also identified in the TSP, "many of Roseburg's neighborhoods either do not have sidewalks or have only a limited and disconnected sidewalk system." The Sidewalk system on the arterial and collector street system was noted as being erratic and incomplete. In Figure 3-5 of the TSP, the map shows that sidewalks are missing on both sides of Troost St. at near the Property's border. Umpqua Village will work with the city to meet the city requirements for sidewalks and bike lanes within and along the Troost St border of The Property.

Goal 13: Energy Conservation

Goal: To conserve energy.

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.

The Planning amendment is requested in order to build a sustainable community sub division that provides energy efficient, healthy homes powered mainly by renewable energy. The homes are expected to require 65% less energy than a conventionally constructed home. Of course, this will be of tremendous benefit to the residents who will be required to spend substantially less on their utility bills. However, it will also benefit the City in that it will allow the City as a whole to move closer to the State goal of conserving energy in its land use development patterns.

Although this is not an application for a site plan review, or even a subdivision plat, the applicant would not object to a condition of approval requiring high performance homes to be built on the site.

Goal 14: Urbanization

Goal: 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.

Urban growth boundaries shall be established and maintained by cities, counties and regional governments to provide land for urban development needs and to identify and separate urban and urbanizable land from rural land. Establishment and change of urban growth boundaries shall be a cooperative process among cities, counties and, where applicable, regional governments. An urban growth boundary and amendments to the boundary shall be adopted by all cities within the boundary and by the county or counties within which the boundary is located, consistent with intergovernmental agreements, except for the Metro regional urban growth boundary established pursuant to ORS chapter 268, which shall be adopted or amended by the Metropolitan Service District.

Including the subject property within Roseburg's urban growth boundary will provide for an efficient and orderly transition from rural to urban uses. The subject property is immediately adjacent to the City of Roseburg's urban growth boundary. It is between two densely populated areas: city land zoned for medium density residential use, and some of the most densely developed land in the County, Charter Oaks. It was leap-frogged over when the Charter Oaks subdivision was developed. It is currently acknowledged as committed to residential use under Douglas County's Comprehensive Plan.

Further, the subject property is at the heart of the City's Alternative 4 in its proposal to expand its UGB. Alternative 4 was considered to be the highest priority land to bring into the UGB under virtually every metric used. The question is not whether this piece of property is appropriate for inclusion in the urban growth boundary. The question is simply when it will be done.

Goal 14 Land Need Criteria

Establishment and change of urban growth boundaries shall be based upon the following:

- (1) Demonstrated need to accommodate long range urban population, consistent with a 20-year population forecast coordinated with affected local governments***
- (2) Demonstrated need for housing, employment opportunities, livability or uses such as public facilities, streets and roads, schools, parks or open space, or any combination of the need categories in this subsection (2).***

In determining need, local government may specify characteristics, such as parcel size, topography or proximity, necessary for land to be suitable for an identified need. Prior to expanding an urban growth boundary, local governments shall demonstrate that needs cannot reasonably be accommodated on land already inside the urban growth boundary.

The need to include the subject property can be based solely on the need demonstrated in the last urban growth expansion. The last UGB expansion took place in 1982, and no significant amendments have occurred since. U.S. Census data show that between 1980 and 2000 the population of Roseburg increased from 16,644 to 20,017, a 20 percent increase. Since then the

City has likely added another 10% at least to its population for a total of at least 22,000 residents. Additionally, eighteen of the twenty years of population increase that were anticipated in 1982 have elapsed.

More recently, The Roseburg Buildable Land Inventory, completed in October, 2007, further indicated that more than half of the land available for residential development within the existing UGB is on slopes greater than 25% (pg. 7). City staff have already determined goals to reduce hillside development projects by a ratio of 30% for slopes ranging from 12-25% and a 60% reduction for slopes greater than 25%. After adjusting for hillside development reductions, only 105.12 acres of medium density residential land and 35.3 acres of high density residential are available for development within the existing UGB *See Appendix 6 (Buildable Land Inventory, City of Roseburg, Oregon, page 8).*

Based solely on these numbers the City can conclude that it no longer has a 20-year supply of buildable residential land within its urban growth boundary. While there may be some legitimate debate about whether the City should bring in 800, 1000, or 1200 acres, there can be no debate about whether bringing in four and a half acres is currently justified. The city clearly no longer has a 20-year supply of residential land within its UGB.

This conclusion is supported by the City's own analysis in its proposed UGB amendment findings. The City found that it would need an additional 1,243 acres of residential land to accommodate 20 years of growth. More specifically the City found that it would need an additional 945 acres of low density residential, such as the R-1-6 zone being requested by the applicant in this matter.

Goal 14 Boundary Location Criteria

The location of the urban growth boundary and changes to the boundary shall be determined by evaluating alternative boundary locations consistent with ORS 197.298 and with consideration of the following factors:

- (1) Efficient accommodation of identified land needs;***
- (2) Orderly and economic provision of public facilities and services;***
- (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 the UGB.***

NOTE: Each of the four factors will be discussed below after the discussion of ORS 197.298.

ORS 197.298 provides:

ORS 197.298 Priority of land to be included within urban growth boundary.

(1) In addition to any requirements established by rule addressing urbanization, land may not be included within an urban growth boundary except under the following priorities:

(a) First priority is land that is designated urban reserve land under ORS 195.145, rule or metropolitan service district action plan.

(b) If land under paragraph (a) of this subsection is inadequate to accommodate the amount of land needed, second priority is land adjacent to an urban growth boundary that is identified in an acknowledged comprehensive plan as an exception area or nonresource

land. Second priority may include resource land that is completely surrounded by exception areas unless such resource land is high-value farmland as described in ORS 215.710.

(c) If land under paragraphs (a) and (b) of this subsection is inadequate to accommodate the amount of land needed, third priority is land designated as marginal land pursuant to ORS 197.247 (1991 Edition).

(d) If land under paragraphs (a) to (c) of this subsection is inadequate to accommodate the amount of land needed, fourth priority is land designated in an acknowledged comprehensive plan for agriculture or forestry, or both.

(2) Higher priority shall be given to land of lower capability as measured by the capability classification system or by cubic foot site class, whichever is appropriate for the current use.

(3) Land of lower priority under subsection (1) of this section may be included in an urban growth boundary if land of higher priority is found to be inadequate to accommodate the amount of land estimated in subsection (1) of this section for one or more of the following reasons:

(a) Specific types of identified land needs cannot be reasonably accommodated on higher priority lands;

(b) Future urban services could not reasonably be provided to the higher priority lands due to topographical or other physical constraints; or

(c) Maximum efficiency of land uses within a proposed urban growth boundary requires inclusion of lower priority lands in order to include or to provide services to higher priority lands. [1995 c.547 §5; 1999 c.59 §56]

The subject property is the highest priority land to be included in an urban growth boundary. There are no urban reserves designated under ORS 197.145 in Douglas County. Therefore the highest priority land for inclusion in the urban growth boundary is ***“land adjacent to an urban growth boundary that is identified in an acknowledged comprehensive plan as an exception area or nonresource land.”*** The subject property is both adjacent to the present urban growth boundary and identified in the Douglas County Comprehensive Plan as RC2 – Rural Committed, 2 acre minimum. It is already an exception area committed to nonresource use.

Additionally it lies immediately adjacent to the current UGB in the heart of Alternative 4 of the City’s own highest priority urban growth boundary expansion proposal. By virtually every metric used by the City in determining which areas to bring into their UGB the land in Alternative 4 was determined to be either the best choice, or so close to the best choice that the distinction was negligible. There is virtually no doubt that when the City ultimately concludes its larger legislative UGB expansion that the subject property will be included.

(1) Efficient accommodation of identified land needs;

The subject property is an efficient expansion of both the UGB and the city limits because it is adjacent to both, and is already committed to residential use. In fact it is between the medium density residential use in the city, and medium density residential use in the County. In the past it was leap-frogged over. Higher density residential use occurred further from the city. Incorporating this parcel into the UGB and city limits will help resolve that effect. It will put appropriately dense uses between the higher density city, and the higher density County subdivisions.

(2) Orderly and economic provision of public facilities and services;

The property is already served by city water and electricity. There is a sewer pump station only 520 feet from the property. Further, because the property is adjacent to the South Umpqua River, service to homes in this area may be important for prevention of future pollution of the river.

Additionally the property is adjacent to Troost Street, a major collector, and will not create enough new traffic to impact its performance. As a result no new transportation infrastructure will be required to serve the property.

In fact, the developers are pleased to see that the Transportation System Plan has a bike path passing through the property. Because the developers are specifically interested in creating an environmentally sound development, they look forward to working with the city to create a bike path that will attract riders and reduce traffic in the area.

(3) Comparative environmental, energy, economic and social consequences; and

Environmental consequences will be positive if the property is brought into the UGB. The developers plan to build only on the upland portions of the property, and reserve all of the land in the flood plain for wildlife habitat and open space. Not all developers would do this, so approving this application will assure a positive river environment.

Additionally, the developers plan to build highly energy efficient homes on the property. They live in and operate a company, The Art of Construction, that has a long track record of building cutting edge energy efficient homes. Finally, the developers look forward to working with the City to create access within the subdivision for a high quality bike path that will connect the Charter Oaks area to the multi-use pathway along the river. If built in a safe, attractive way this bike path could have the effect of reducing vehicle miles traveled from the Charter Oaks area. Certainly it will have a better effect than having no bike path.

Energy consequences will be positive. The property is immediately adjacent to the current UGB and city limits. This will reduce travel times that would be associated with longer distance commutes. Additionally, as discussed above the developers look forward to working with the City to develop a safe attractive bike path through their property to the river.

Social consequences will be positive. The developers plan to build cutting edge energy efficient homes. This will hopefully provide a model demonstrating to the local community that energy efficiency can be both financially practical, and aesthetically beautiful.

Additionally, the developers' willingness to work with the City on the location of the bike path will provide community residents who currently do not have access to the Multi-Use path a way to get their on the bikes. This will be a benefit to the entire bike riding neighborhood.

(4) Compatibility of the proposed urban uses with nearby agricultural and forest activities occurring on farm and forest land outside the UGB.

All of the lands surrounding the subject property are already exception lands, committed to residential use. As a result, there will be no conflict with adjacent uses.

Goals 15 – 19

Goals 15 – 19 are inapplicable. Goal 15 refers to land in the Willamette Greenway, and Goals 16 – 19 only apply in coastal regions.

Local Criteria

In 2006 the City of Roseburg created a UGB Policy. The policy is not codified, so it is not mandatory approval criteria, but the proposed development complies with it.

Local Criteria 1: Expansion should take place in areas which will allow for compact development proximate to the UGB.

The proposed expansion is immediately adjacent to the present UGB and City limits, and as close as property can get to being downtown while still being outside the UGB.

Local Criteria 2: Expansion should take place in areas which are accessible from sufficient existing/planned road networks.

The proposed expansion is adjacent to Troost Street and will produce so little additional traffic that it will require no upgrading of existing facilities or amendment of any Transportation Plan.

Local Criteria 3: Expansion areas should be chosen to avoid topographical barriers, such as steep slopes.

The subject property is mostly flat uplands bench, with a lower area within the S. Umpqua River floodplain. The developer plans to build only on the uplands, and reserve the entire floodplain for open space and riparian habitat.

Local Criteria 4: Expansion into an area with a variety of parcel sizes, including significant acreage within larger parcels.

Not applicable because this is a quasi-judicial proposal to include only a single lot of 4.5 acres all under the same ownership.

b. Compliance with the Comprehensive Plan.

RLUDO 6.150(2) SECTION 6.150 (2) The application shall address the following requirements, which shall be the standard for amendment.

b. That the amendment complies with applicable policies of the Comprehensive Plan.

The applicable policies of the Comprehensive Plan are the Housing, Land Use and Urbanization – Residential, and Transportation. Each is addressed separately below. In many cases the responses refer to earlier discussions under the Goals.

Housing

Following, in ***bold italic*** are the housing policies from the Roseburg Comprehensive Plan.

1. New residential development shall be coordinated with the, provision of an adequate level of services and facilities.

As described above under Statewide Planning Goal 11, there are existing services and facilities provided to the subject property. Water and electricity are already at the site. There is a sewer pump station with adequate capacity just 520 feet from the property.

2. Residential land use designations specified in the Comprehensive Plan within the City limits shall be zoned in accordance with such designation. Residential land use designations outside the City limits shall be implemented in the manner prescribed by an Urban Growth Management Agreement jointly adopted by Douglas County and the City of Roseburg.

Not Applicable. The applicant proposes to have the subject property included within both the city limits and the Urban Growth Boundary.

3. The City and County shall ensure an adequate supply of land suitable for development which is zoned for low, medium and high density residential uses. Determination of an adequate supply shall be based on two to three years projections of demand. The City and County shall annually monitor and analyze population projections and projected housing demand to provide a reliable basis for land use decisions and to assure sufficient residential land to maintain a balance between supply and demand.

Pursuant to the City's recent proposal to expand its Urban Growth Boundary, the City is currently in need of expanding its residential land supply. The applicant proposes to develop both single, and multi-family housing that will be available to people of moderate income within.

4. Developers of tracts of land shall be encouraged to use the Planned Unit Development (PUD) process in order to permit the application of new technology, greater freedom of design, land development and ownership patterns, greater population densities and economy of land use, thereby promoting a harmonious variety of uses, a more efficient use of public facilities, and the creation of attractive, healthful and stable environments for living, shopping or working. The procedural and substantive requirements for processing an application shall be the minimum necessary to adequately evaluate the proposed development, and shall be coordinated with all other required reviews.

Although this application is only for inclusion in the City of Roseburg, and the associated zone change, the developer would not object to a condition of approval requiring a planned unit development on the property because that is what the developer already plans to do. The

developer plans to develop a community united by a common vision of sustainability. Additionally the developer plans to create a common area along the river for the private use of all the residents of the subdivision.

5. In order to provide greater flexibility and economy of land use, the Zoning Ordinance shall allow variable lot sizes in single-family residential subdivisions subject to the approval of the reviewing body. A maximum of 30% of the lots in a new subdivision may contain less than the minimum lot area allowed in the applicable zone, but the average size of all lots in the subdivision must be at least the size specified for the zone. In addition, no lot shall be less than 85% of the minimum lot size established for the applicable zone.

Not applicable. The present application is only for a zone change, not a subdivision.

Regardless, because there are no unusual landscape elements on the existing property, all lots will easily be able to comply with the existing minimum lot size requirements of the proposed zone.

6. The Zoning Ordinance shall allow new single-family residential subdivision proposals to designate a maximum of 25% of the lots as duplex lots subject to the approval of the reviewing body. Such duplex lots shall contain at least 10% more lot area than the minimum lot area specified by the zone designation. Duplex lots shall allow duplex or single-family dwellings and the lot designations shall be reviewed by the Planning Commission concurrently with review of the tentative plats. After final subdivision approval, lots designated for duplexes will be considered fixed and may be changed only upon approval of the Planning Commission after adequate notification of surrounding property owners.

Not applicable. The present application is only for a zone change, not a subdivision or site plan review.

The current plan is to place duplexes on 2 of the 12 lots that will be created when the subject property is eventually subdivided. The proposed lots for the duplexes are currently designed to be at least 10% larger than any of the other lots in the subdivision.

7. The Zoning Ordinance shall provide for site ownership of mobile homes in areas designated Residential in the Comprehensive Plan. Site placement of mobile homes will be allowed only as outright uses in a Mobile Home Overlay Zone, which shall be a superimposed zone applied over the primary residential zone. The Zoning Ordinance shall contain specific standards to assure that mobile home sites will be developed in a manner which is well planned and harmonious with surrounding land uses. Upon annexation of land areas on which mobile homes were permitted uses under the County's zoning regulations, except for those areas indicated on Figure H-2, the City shall automatically apply the Mobile Home Overlay Zone if the underlying zone is residential.

Not Applicable. The subject property does not currently contain any mobile homes, nor is the applicant requesting a Mobile Home Overlay zone.

8. Mobile home parks provide a needed housing alternative for residents of the Roseburg area and are most appropriate in areas designated Medium Density Residential in the Comprehensive Plan, although they may be allowed in other areas if compatible with the development in the vicinity. Implementing ordinances shall contain specific requirements to assure that mobile home park developments will be well planned, internally consistent, and Harmonious with surrounding land uses.

Not Applicable.

9. Owner-occupied multi-family dwelling units (condominium and townhouse) shall be encouraged. Commonly accepted ownership patterns such as condominiums or townhouses shall be an out-right permitted use in multi-family zones of the Zoning Ordinance.

Not Applicable.

10. In order to enhance the living environment in multiple family development, the zoning ordinance shall contain specific standards which insure the adequate provision of open space, landscaping, recreation and play areas, and safe and convenient access. Density bonus techniques should also be considered as a means of inducement to further enhance multiple family developments as safe, healthy and desirable places in which to live.

Not applicable. The present application is only for a zone change, not a subdivision.

Although the proposed development is not predominantly a multi-family development, there will be more common open space than required by the proposed new zone. As discussed above, the applicant proposes to keep the entirety of the flood plain of the South Umpqua River available as a private park to the residents of the subdivision.

11. The City shall assure sufficient renter-occupied multi-family housing opportunities by ensuring that an adequate supply of developable land is zoned for such use.

The proposed project shall add to the existing stock of multi-family housing opportunities, thus helping the City achieve this goal.

12. The Zoning Ordinance shall specify density ranges which are consistent with the density categories established in the Comprehensive Plan.

The applicant requires a change to the MR-1-6 zone. This is similar to the City zoning adjacent to the property.

13. The City shall cooperate with the Douglas County Housing Authority, regional agencies, State Housing Division, HUD FMHA and other agencies for the provision of moderate to low income housing and maintenance and rehabilitation activities in the City. Housing units pursuant to the above shall not be concentrated in any one area, but shall be dispersed throughout the City. The City shall participate in the Douglas County Housing Opportunity Plan.

The applicant proposes to place two duplexes in the subdivision, thus helping the city reach the goal of dispersing multi-family housing throughout the city.

14. The City of Roseburg shall encourage and assist the Umpqua Region Council of Governments in maintaining the Housing Opportunity Plan to insure the housing needs of moderate and low income households are identified.

Not Applicable.

Land Use and Urbanization – Residential Development

GOAL: To promote and encourage residential densities and designs that conserve land and energy, minimize unnecessary and costly public service extensions and maintain the unique geographic character of the urban area; to enhance and protect the quality of existing neighborhoods; and to ensure varied living areas and housing types for residents of all income levels and an adequate supply of serviced, developable land to support such housing.

1. In designating residential densities throughout the urban area, the following shall be considered:

a. The capacity of land resources, public facilities, and services.

As discussed above and demonstrated by the proposed Urban Growth expansion, there is a need for additional land for residential development, particularly flat land. Bringing the subject property into the Urban Growth Boundary, and the city limits will help fill that need.

Also as discussed above under Statewide Planning Goal 11, there are sufficient public services to the property.

b. The public and private costs of providing necessary urban facilities and services.

Because of the proximity of the subject property to existing urban facilities and services, including this property within the urban growth boundary and city limits will be one of the most cost effective ways of increasing the available supply of buildable lands.

There is already city water and electricity to the site with adequate capacity to serve the proposed new homes. The sewer is a mere 512 feet from the property, and can easily be extended.

In contrast, the existing home, like many near-by local homes are currently on septic systems which regularly back-up, overflow and cause pollution problems. The septic system at 1058 NW Troost St. had to be pumped this spring, accounting for the second time in a five year period. When the Kinzers conducted the door to door survey, several neighbors expressed frustration in trying to manage their own septic systems and a desire to have their houses connected to the urban sewer system. Although it is not clear exactly what the private cost would be to improve

local septic systems, it is clear that extension of the sewer system would solve the problem once and for all.

c. The character of existing neighborhoods.

The property is in the Huecrest neighborhood, a mixture of medium and low density residential zoning, within walking distance of Huecrest School and Roseburg Junior Academy (K-10). Local shopping opportunities and commerce are also within walking distance. The neighborhood is quiet, friendly, and peaceful with a variety of housing types including older farm homes, newer family homes, mobile homes, and duplexes. Residents are friendly and have a tendency to look out for their neighbors.

The proposed zone change will allow for housing that will complement the existing residential development in the area.

d. The need to accommodate increasing population within the Roseburg urban growth boundary.

The City's proposed UGB expansion has demonstrated a need to add approximately 1200 more acres of residential land to the Roseburg UGB. This application seeks early admission of only 4.5 acres of the proposed expansion.

Residential uses and neighborhood facilities and services shall be located in relation to each other so as to:

e. Provide convenient and safe access.

The subject property is located within walking distance of two schools and shopping opportunities. The need for sidewalk improvements were identified in the Roseburg Transportation System Plan, "many of Roseburg's neighborhoods either do not have sidewalks or have only a limited and disconnected sidewalk system." The Sidewalk system on the arterial and collector street system was noted as being erratic and incomplete. In Figure 3-5 of the TSP, the map shows that sidewalks are missing on both sides of Troost St. at near the Property's border. Umpqua Village will work with the city to meet the city requirements for sidewalks and bike lanes within and along the Troost St border of The Property.

f. Encourage the use of all facilities and services by residents.

The Roseburg Transportation Plan recommends additional multi-use paths to create more complete and integrated bicycle and pedestrian networks. The applicant would like to help the City put the proposed multi-use bike path through their property, and connect it from Troost Street to the river, approval of the application will help the City meet some of its transportation goals involving promotion of walking and biking. This multi-use bike path would service residents within the entire Roseburg community.

g. Avoid nuisances and hazards to residents.

The proposed development will be a benefit to the residents in that it will increase access to the river while not creating any new nuisances or hazards.

h. Produce the most efficient and economic land use pattern, and avoid unnecessary duplication of facilities.

The proposed development will be a highly efficient land use pattern because it will take advantage of existing infrastructure. The only new service that will be needed is the sewer which is only 500 feet away from the property, and is planned to run to the property eventually anyway.

2. Residential areas shall be protected by zoning ordinance, subdivision ordinance, and other regulations from any land use activity involving an excessive level of noise, pollution, traffic volume, nuisances, and hazards to residents.

The proposed zone change requests a new R-1-6 zone on which only residential use is allowed. This is consistent with the surrounding zoning, and will not allow an excessive level of noise, pollution, traffic volume, nuisances, and hazards to residents.

Public Facilities

2. In addition to the physical, economic, energy and social considerations addressed by other policies in this Plan, the timing and location of urban development within the urban area shall be based upon the current or imminent availability of urban services; particularly public sewer and water.

Both water and electricity are already available to the subject property. The septic system of this property does not work as well in the wetter months, several others in the neighborhood are also in need of repair or upgrade. The city sewer line is approximately 520 feet from the property, hence it is imminently available. Incorporation into the Urban Growth Boundary and City Limits will allow land owners to attach to the sewer instead of repairing failing septic systems.

3. In those portions of the urban area where the full range of urban services is not available, capital improvement programming for that area will be developed prior to extension of services intended to facilitate further development of that area.

Not applicable to this application. This application is only for a zone change which will allow the sewer to be extended. It does not require an actual decision to extend the sewer at this time.

5. The City shall not extend water service beyond the urban growth boundary. Extension of city water service to property outside the City limits may only be made upon agreement to annex such property to the corporate City limits at such time as allowed by State Statute.

The subject property already has city water service, and there is sufficient pressure in the lines to serve all of the proposed new development. The property owner requests annexation.

8. All new residential plans, industrial and commercial developments in the urban area shall make provisions for fire hydrants and fire lines where applicable.

Not Applicable. The present application is merely for a zone change, not any actual development. However, there is a fire hydrant within 500 feet of the property which shows that when the time for development comes, that services will be available.

9. All new developments in the urban area shall have separate storm sewer and sanitary sewer lines. The City shall continue to work toward separation of all storm and sanitary sewer lines in the Roseburg sewer system.

The proposed development will have a separate storm and sewer system. The storm water will be captured by a bio swale system designed with appropriate rocks, soils, materials, and plants to filter and treat household and street run-off. The filtered bio-swale system will ultimately run to a wildlife pond in the two acres of common space and riparian zone on the lower shelf of the property. The run-off will then enhance the local ecosystem while bringing recreation opportunities and more open space for each home and the Roseburg community.

10. The availability of adequate sewer service, both in terms of collection and treatment capacity, shall be a precondition to a development project.

The present application is only for a zone change, not actual development. This policy is not yet applicable. Furthermore, the applicant plans to ensure that the sewer system actually reaches the property before any structures are completed.

11. Sanitary sewer service shall not be extended outside the urban growth boundary. Extension of city sewer service to property outside the City limits may only be made upon agreement to annex such property to the corporate City limits at such time as allowed by state statute.

If this application is approved, there will be no extension of sewer services outside the City limits or the Urban Growth Boundary.

Energy Conservation

There are only three policies within the larger Energy Conservation Goal that apply to land use and development.

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.

The proposed development will allow the City to fulfill this goal by allowing the City to incorporate a piece of property that will reduce the need for vehicular travel, and increase the availability and desirability of bicycle and pedestrian travel. Umpqua Village plans to work actively with the City to establish the Multi-Use Path through its property so that it is

immediately available to both its residents, and those who may be travelling from further away to the City Center.

Additionally the Art of Construction, LLC, the company that will eventually build the homes on the property specializes in high performance passive and active solar building design. This will substantially increase the efficiency of space heating and natural lighting in residences.

3. The City will encourage development that takes advantage of natural conditions such as microclimate, and use renewable energy supplies such as solar energy to minimize nonrenewable energy consumption.

The proposed development plans to take advantage of exceptionally high quality solar access available on the subject property to develop a series of homes that rely primarily on passive solar technologies and a one kilowatt installed photovoltaic system. This will substantially reduce reliance on nonrenewable energy consumption.

Approval of this application will allow the City to comply with its policy of encouraging development that takes advantage of sustainable practices.

4. As an energy conservation measure, the City will encourage the infilling of vacant land.

The proposed development is an infill project. It is between the high density development of downtown Roseburg, and the medium density development of the Charter Oaks neighborhood. When the Charter Oaks subdivision was developed this larger property was leap-frogged – against current planning policy. Allowing this property to be annexed and developed will serve to help resolve that past error.

Transportation System Plan

The goals and policies of the Transportation System Plan are largely too broad to be applicable to the present application. Because of the small size and location of the proposed development, there will be no need to change any of the priorities in the Transportation System Plan, or add any new traffic facilities.

The applicant in this case only proposes to add eight single family homes and two duplexes. All homes will have driveways that exit to a private cul-de-sac. That private drive will, in turn, exit to Troost Street. This many homes will create less than 100 new trips per day. In Table 4-3 of the Roseburg Transportation Plan (p. 419), Troost Street and the nearest intersecting street, Calkins Road, both received an A ranking which is defined as “having a *Level of service* representing free flow conditions. Individual users are virtually unaffected by the presence of others in the traffic stream.” Garden Valley Boulevard is about 1.3 miles and the nearest major arterial to the subject property; the Roseburg Transportation Plan also gives this intersection an A ranking. The Roseburg Transportation Plan thus indicates that there is still adequate capacity on Troost Street to accommodate all of the new traffic that may potentially be created by the proposed subdivision. Once the realignment takes place Troost Street will have even more unused capacity and create a safer transportation arterial and alternative transportation routes for the city of Roseburg.

Despite being too small to have a significant impact on vehicle transportation, the proposed development will allow the City to significantly improve its non-vehicle transportation options. The Transportation System Plan states that two recognized deficiencies are inadequate bike and pedestrian facilities. Transportation System Plan (TSP) at 94. Further, one of the significant goals of the plan is to “promote a balanced transportation system (bikes, pedestrians, transit, dial-a-ride, multi-use paths)” . TSP at 6-3. One of the primary proposed solutions for this inadequacy is to further develop the Multi-use pathway. TSP at 216. The proposed development exists at a critical juncture for the improvement on the Multi-Use Path. It exists at exactly the location where the path diverges from the City road right-of-way, and connects with the existing path along the South Umpqua River. At some point this will require crossing private land between the public right of way and the river.

Because the applicant is interested in creating a sustainable development, the applicant would be an enthusiastic partner with the City in planning to have the multi-use path pass through its property to access the river trail. The applicant would view this as a benefit to its future residents. Hence, approval of the proposed development would enable the City to more effectively achieve its transportation system plans.

c. That there is a public need for a change of the kind in question.

RLUDO 6.150(2) SECTION 6.150 (2) The application shall address the following requirements, which shall be the standard for amendment.

c. that there is a public need for a change of the kind in question.

As discussed above, and in the Urban Growth Boundary Expansion, there is an existing need to increase the amount of land available for residential development, and multi-family housing. The very fact that the City of Roseburg is currently embarking upon such a large scale attempt to expand the UGB is evidence of a public need.

Further, the proposed development is unique in that all of the houses will be constructed according to the latest new energy efficiency technology.

d. That such need will be best served by changing the Plan designation of the particular piece of property in question as compared with other available property.

RLUDO 6.150(2) SECTION 6.150 (2) The application shall address the following requirements, which shall be the standard for amendment.

d. That such need will be best served by changing the Plan designation of the particular piece of property in question as compared with other available property.

In the recent UGB expansion proposal prepared by the City, the City determined that expansion alternative 4 best served all of the City and State goals for a UGB expansion. The property is adjacent to the existing UGB and city limits and is along one of the most significant arterial

transportation routes into that area. Additionally the property is almost as close as property can be to downtown without actually being within the existing UGB. As a result, there is no property better suited for inclusion in the UGB.

Additionally, the developer is unaware of any other property available, which is immediately adjacent to the Urban Growth Boundary, is already served by most urban services, and which will create such unprecedented opportunities for riparian protection, new sustainable home design, and the extension of the multi-use path between the public right of way along Troost Street, and the river's edge.

Further, unlike many properties adjacent to the Urban Growth Boundary, the owners of this property are eager to be included within the city limits, and will not fight annexation. When the houses are fully developed they will create a significant new source of property tax revenue for the city.

In short, inclusion of this particular piece of property offers a variety of unique opportunities that can not be found elsewhere.

B. Annexation

The City of Roseburg has no local criteria for annexation, only a form (attached here) requiring findings consistent with state laws ORS 222.111 to 222.190. Below are the relevant portions of state law governing the authority and procedure to annex new territory into the City.

1. ORS 222.111 (1) When a proposal containing the terms of annexation is approved in the manner provided by the charter of the annexing city or by ORS 222.111 to 222.180 or 222.840 to 222.915,* the boundaries of any city may be extended by the annexation of territory that is not within a city and that is contiguous to the city or separated from it only by a public right of way or a stream, bay, lake or other body of water.

*ORS 222.840-222.915 addresses non-consent annexations done for the purpose of alleviating a public health hazard. For example, when installation of city sewer might prevent contamination of groundwater by too many septic systems.

The subject property is adjacent to the city, and is separated from it only by a waterway, the South Umpqua River.

(2) A proposal for annexation of territory to a city may be initiated by the legislative body of the city, on its own motion, or by a petition to the legislative body of the city by owners of real property in the territory to be annexed.

This application for annexation may be treated as the petition for annexation by the single owner of the 4.5 acre subject property.

222.125 Annexation by consent of all owners of land and majority of electors; proclamation of annexation.

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 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.

In this case the proposed annexation involves only a single 4.5 acre parcel under the sole ownership of Kevin and Paula Kinzer who have consented in writing to the annexation of the land. Attached is their completed annexation application.

C. Zone Change Criteria

The applicant requests a zone change from the County's RC2 zone to the City's R-1-6 zone.

SECTION 3.38.100 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 with the Roseburg Urban Area Comprehensive Plan, including the land use map and written policies.

All of the applicable Roseburg Urban Area Comprehensive Plan policies have been addressed above.

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

As extensively described elsewhere the property is suitable for the proposed zone. Numerous adjacent properties have similar zoning. Additionally the property is between two higher density areas: downtown Roseburg, and the Charter Oaks neighborhood. The proposed R-1-6 zone is actually more appropriate for the area than the existing County R2 zone.

3. The rezone is consistent with the safety and performance measures of the transportation system. (Ord. No. 3279, 3/2008)

The applicant proposes to place only 12 new residences on the property. This is likely to generate less than 100 trips per day, and as such is a negligible addition of traffic to Troost Street.

SECTION 3.38.200 CONDITIONS RELATIVE TO THE APPROVAL OF A ZONE CHANGE

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 Ordinance. 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. (Ord. No. 3279, 3/2008)*
- 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.*

The applicant expects that none of the above conditions should be immediately required for the zone change. The only possible exception would be the control on points of ingress and egress to Troost Street. The applicant plans to create a private road to collect all driveways within the subdivision. That private road will, in turn, need access to Troost Street. The applicant is more than willing to work with the City to determine the most appropriate point of ingress and egress to the subdivision. However, since this application does not actually request approval of any actual development, that determination might be more appropriately made during the land division, and/or subdivision plat approval process. At that time the more specific plans will be available for review.

IV. Conclusion

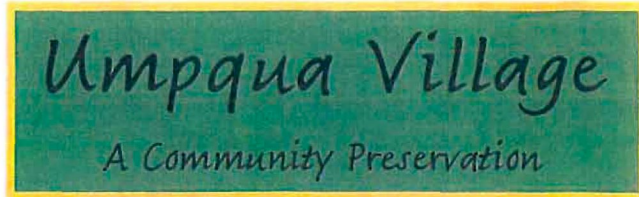
The proposed Plan Amendment, Annexation, and Zone Change will allow for needed residential development. Further, because the ultimate goal of the owners is to establish a sustainable, high efficiency subdivision, approval of the application will help the City to achieve energy conservation, riparian habitat preservation, and alternative transportation goals that would not be possible with standard construction techniques.

Because this is a proposal to amend the UGB by only 4.5 acres, there is no need for review by LCDC. ORS 197.626.

Charter Oaks Neighborhood Survey

December, 2009

Presented by: Kevin Kinzer, Umpqua Village LLC



Company goals

A small Oregon Company, Umpqua Village LLC plans, to build a 13 home highly desirable sustainable housing community that will preserve the existing 1897 home and 2+ acres of river frontage. Plans for the development include working with the city to create access for a community bike path. The property is located on the UGB and city borders at the corner of Trooses St and Caulkins Rd. The owners intend to request UGB inclusion and annexation independent of the city's UGB expansion process.

Good for the economy

This project will be good for the local economy as over half of the building materials and sub-contractors will come from within a 100 mile radius. The developer and builder will also preserve existing trees and the natural area while blending the new Craftsman homes with the existing home and neighborhood.

Survey

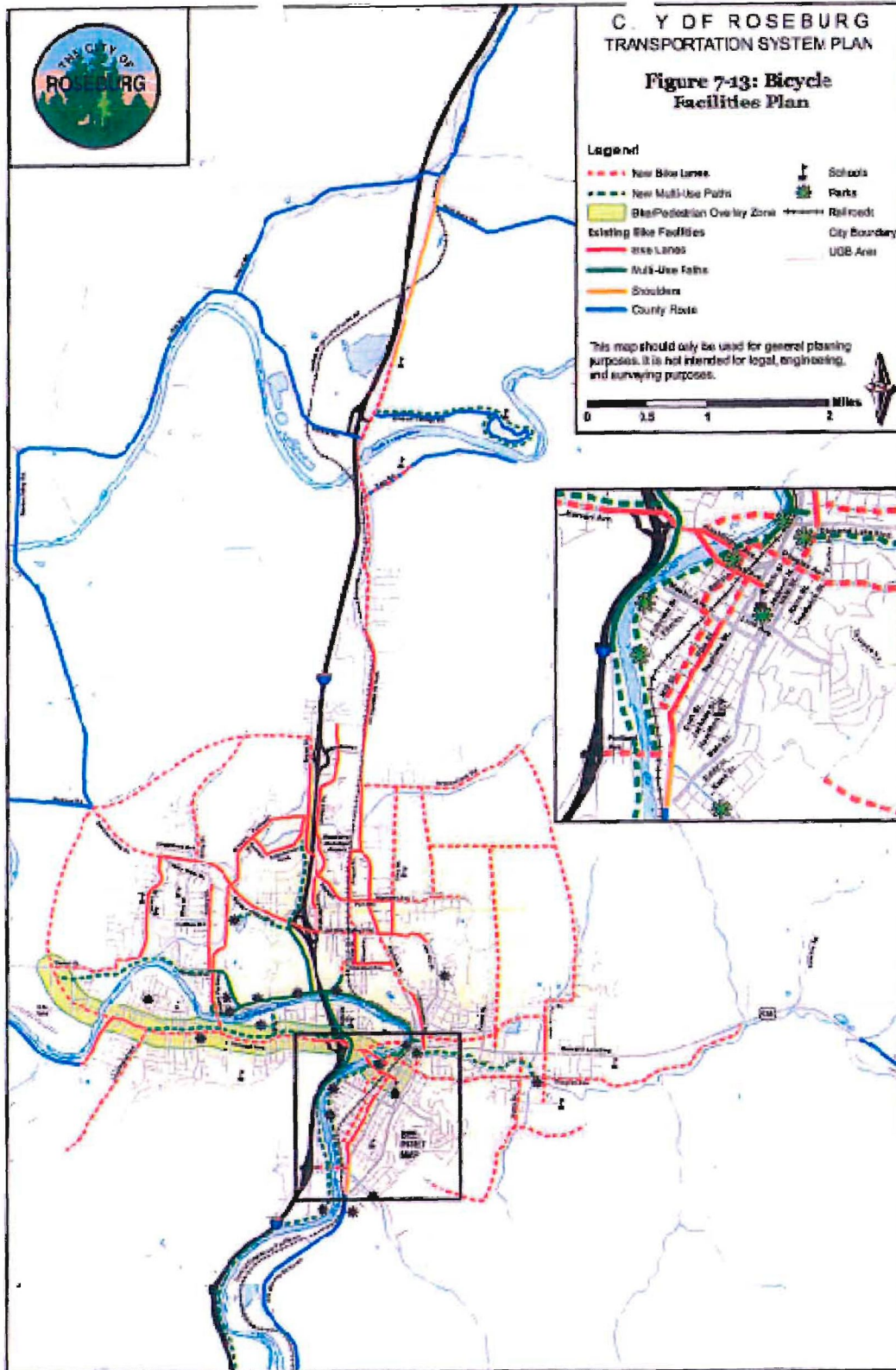
Yes/no

Do you have objections to Umpqua Village seeking independent annexation into the UGB and city?	<input type="checkbox"/> Yes	<input type="checkbox"/> No
Do you have objections to the Umpqua Village development?	<input type="checkbox"/> Yes	<input type="checkbox"/> No
Do you object to the city's UGB expansion effort?	<input type="checkbox"/> Yes	<input type="checkbox"/> No
Are you aware of the city and county options to fix the S Curves at Troost St.?	<input type="checkbox"/> Yes	<input type="checkbox"/> No
Of the 5 Options considered by the city, which option do you support?	1 st Choice 1 2 3 4 5	2nd Choice 1 2 3 4 5
Are you in favor of the city's efforts to establish connection of the Charter Oak's neighborhood with the Multi-Use Path Network that currently ends at Stevenson St.?	<input type="checkbox"/> Yes	<input type="checkbox"/> No
Had you previously heard of Umpqua Village?	<input type="checkbox"/> Yes	<input type="checkbox"/> No

12/19/2009

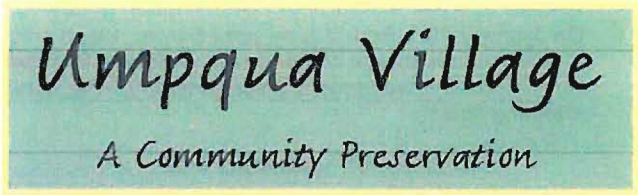
Charter Oaks Survey

Appendix 1



Appendix 2

Results of Charter Oaks Neighborhood Survey



January, 2010 Presented by: Kevin & Paula Kinzer, Umpqua Village LLC

Company goals

A small Oregon Company, Umpqua Village LLC plans, to build a highly desirable sustainable housing community that will preserve 2+ acres of land on Troost St. Plans for the development include working with the city to create access for a community bike path. The property is located on the UGB and city borders near the Troost St S Curves. The owners intend to request UGB inclusion and annexation independent of the city's UGB expansion process.

Good for the economy

This project will be good for the local economy as over half of the building materials and sub-contractors will come from within a 100 mile radius. The developer and builder will also preserve existing trees and the natural area while blending the new Craftsman homes with the existing home and neighborhood.

Survey: 14 Respondents, 5 people contacted chose not to participate

Do you have objections to Umpqua Village seeking independent annexation into the UGB and city?	Yes: 0 No Comment: 1	No: 13
Do you have objections to the Umpqua Village development?	Yes: 1 No Comment: 1	No: 13
Do you object to the city's UGB expansion effort?	Yes: 2 No Comment: 1	No: 11
Are you aware of the city and county options to fix the S Curves at Troost St.?	Yes: 9 No Comment: 1	No: 4
Of the 5 Options considered by the city, which option do you support?	1 st Choice 1 2 3 4 5 1 0 2 2 3 No Comment: 8	2 nd Choice 1 2 3 4 5 0 1 1 1 3 No Comment: 8
Are you in favor of the city's efforts to establish connection of the Charter Oak's neighborhood with the Multi-Use Path Network that currently ends at Stevenson St.?	Yes: 11	No: 3
Had you previously heard of Umpqua Village?	Yes: 4	No: 10

2/8/2010

Charter Oaks Survey

Appendix 3, pg 1

SURVEY METHODOLOGY

On January 30th, from 2 p.m. until 6 p.m., Kevin and Paula Kinzer, Umpqua Village LLC conducted a door to door survey of Douglas County and Roseburg residents that live in the near-by vicinity of the proposed development (Attachment). The survey targeted households from three different planning zones.

- Households outside the UGB
- Households inside the UGB but outside the city limits
- Households inside the UGB and city limits

The number of respondents from each zoning group are indicated below

- 7 Households outside the UGB participated
- 4 Households inside the UGB but outside the city limits participated
- 3 Households inside the UGB and city limits participated

Thirty households were approached, residents from nineteen engaged in conversation and were invited to take the survey (attachment) and participate in open dialogue. The survey consisted of seven questions related to opinions on Umpqua Village LLC seeking independent annexation as well as the city's UGB expansion effort, the Troost St. S Curves, and the proposed bike and multi-use pathways from the Roseburg Transportation System Plan (attachment). Fourteen residents chose to participate in the survey and the responses are totaled in the chart above.

SURVEY SUMMARY

In summary, thirteen participants indicated that they did not have any objection to the Umpqua Village Development seeking independent annexation into the UGB and city, while one person chose not to comment on that issue. Equally important, 12 participants indicated that they did not have objections to the Umpqua Village Development, and one person chose not to comment on that issue. The main issue of the resident who indicated concern about the project is that the street for Umpqua Village could be sited directly across from her driveway. Eleven respondents indicated that they did not object to the city's UGB expansion effort and two respondents were opposed to the UGB expansion, one person chose not to comment on that issue. Nine respondents were aware of the county options to "fix" the S curves on Troost St, four residents indicated they were not aware of it, and one person chose not to comment on that issue. Only six respondents indicated a preferred option of the 5 options provided from "Appendix D: Realign Troost St. S Curves" (attachments). Of those, most respondents preferred Option 5 for their first and second choice. Eleven respondents were in favor of the city's goal to establish connection of the Charter Oak's neighborhood with the Multi-Use Path Network that currently ends at Stevenson St and three were opposed. Finally, only four respondents had previously heard of/about the proposed development Umpqua Village, and ten respondents indicated they had not previously heard of a proposed development in the area.

The majority of the participating residents on Troost St. and Agape, and Loma Vista expressed unsolicited opinions and belief that the Umpqua Village development would be good for the economy and would improve the market value on their homes. Several county residents on Troost and Agape also expressed unsolicited frustration that they have not been able to get additional water service or hook into the sewer system and that the UGB process has drag on for years. A

2/8/2010

Target Audience Profiling Questionnaire
Page 3

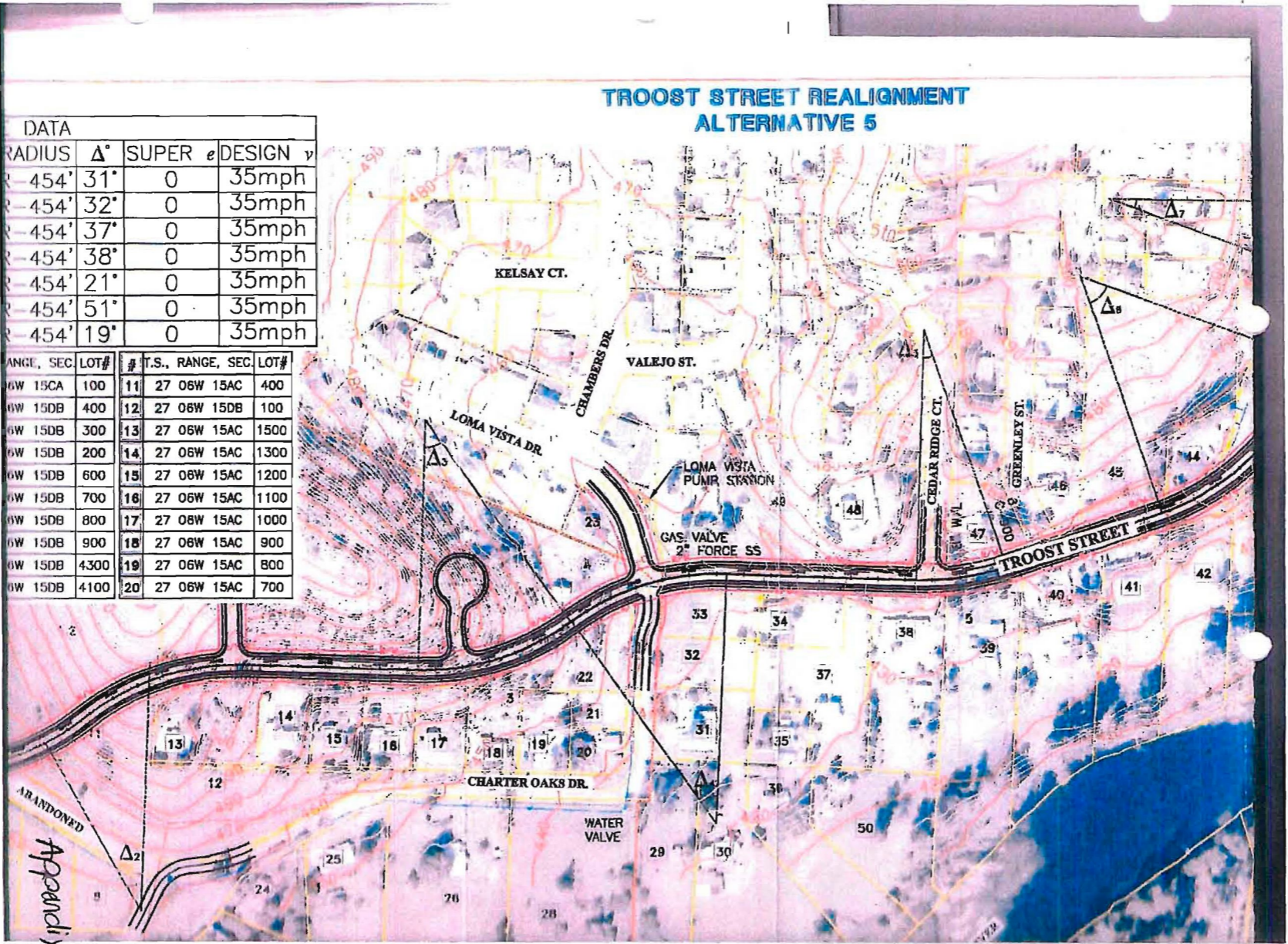
Appendix 3, pg. 2

supportive elderly couple directly across from the proposed development said they really want city services, particularly sewer and expressed frustration that the city has been talking about this expansion for over eighteen years and they just wished they would get it done so the couple wouldn't have to deal with the maintenance of their septic system.

Interestingly, most of the participants that were opposed to the UGB expansion were located in the city but not in the UGB. Some of those that chose not to participate identified themselves as SOD members and did not want anything to do with the survey. It is noteworthy that these residents enjoy the luxury of city services (sewer and water) and planning densities without paying city taxes.

It was the goal of the survey to cover more territory including the Charter Oaks area, but time did not allow for more contact. The interests of Umpqua Village believe that

Appendix 3, pg 3



Appendix 4



City of Roseburg Buildable Lands Inventory Study Area 2a - Vacant & Resource Land	Legend City lots Vacant Streets City-owned Study Area 2a (Pink) Study Area 2a (Blue)	Unimproved Resource Land (R)		<small> INFO: When reviewing this map, you do not need a title block. The map is the same as the one in the previous City of Roseburg UGA Study. It is the same as the one in the previous City of Roseburg UGA Study. It is the same as the one in the previous City of Roseburg UGA Study. </small>
	<p>Scale: 1" = 100'</p>			

STUDY AREA 2A; CHARTER OAKS SOUTH: VACANT LOTS AND RESOURCE ZONING

Appendix 5

Plan Designation	Buildable Acres	Deducted Acres
Commercial	58.8	29.3
High Density Residential	35.3	21.14
Industrial	326.17	84.15
Low Density Residential	855.74	659.07
Medium Density Residential	105.12	66.33
Professional Office	8.25	2.83
Public and Semi-Public	37.62	25.55
Residential Open Space	7.53	4.17
Total	1434.53	892.54

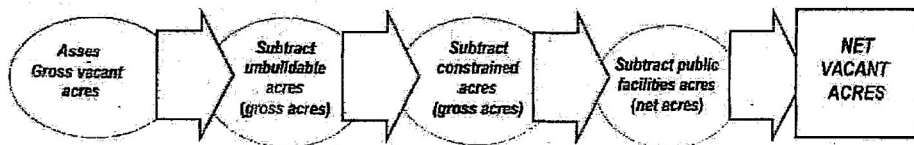
5. Public Facilities Land Needs

When development occurs, a portion of the undeveloped parcel is needed for roads, rights-of-way, and other public facilities. For this step, the percentage of land needed for public facilities was estimated at the fairly standard ratio of 25%.

Plan Designation	Gross Unconstrained Vacant Acres	Net Deduction	Net Vacant Acres
Commercial	58.75	14.69	44.06
High Density Residential	35.36	8.84	26.52
Industrial	326.21	81.55	244.66
Low Density Residential	855.94	213.99	641.95
Medium Density Residential	105.21	26.30	78.91
Professional Office	8.27	2.07	6.20
Public and Semi-Public	37.56	9.39	28.17
Residential Open Space	7.59	1.90	5.69
Total	1,434.89	358.73	1,076.16

6. Net Vacant Land

This process of subtraction converts gross acres to net acres. Presented here is a recapitulation of the preceding steps in the analysis to the point of determining Net Vacant Acres.



Appendix 6

Paula Kinzer

From: Rick G. Castle [rcastle@cityofroseburg.org]
Sent: Thursday, February 04, 2010 4:14 PM
To: 'artofconstruction@bendbroadband.com'
Subject: Water Service

Paula,

I am writing in response to your request of water service availability and sufficient water supply for twelve additional single family homes to a parcel identified as Property ID R14577 or tax lot 100 of Township 27 South, Range 6 West, Section 15 DA.

Water service is not available to this parcel due to it being outside the City of Roseburg City Limits and Urban Growth Boundary.

In the event that this parcel is within the City Limits and Urban Growth Boundary, water service may be available as set forth in section 5.04 Water System Rules and Regulations of the Roseburg Municipal Code. The existing 12" water main along Troost Street would provide sufficient water supply for the twelve homes that you mentioned in the event of the parcel being within the boundary of the City Limits and Urban Growth Boundary.

Please note that a water main extension and Fire Hydrant construction are typical of water service requests that do not front Public Right of Way and within the City Limits and Urban Growth Boundary.

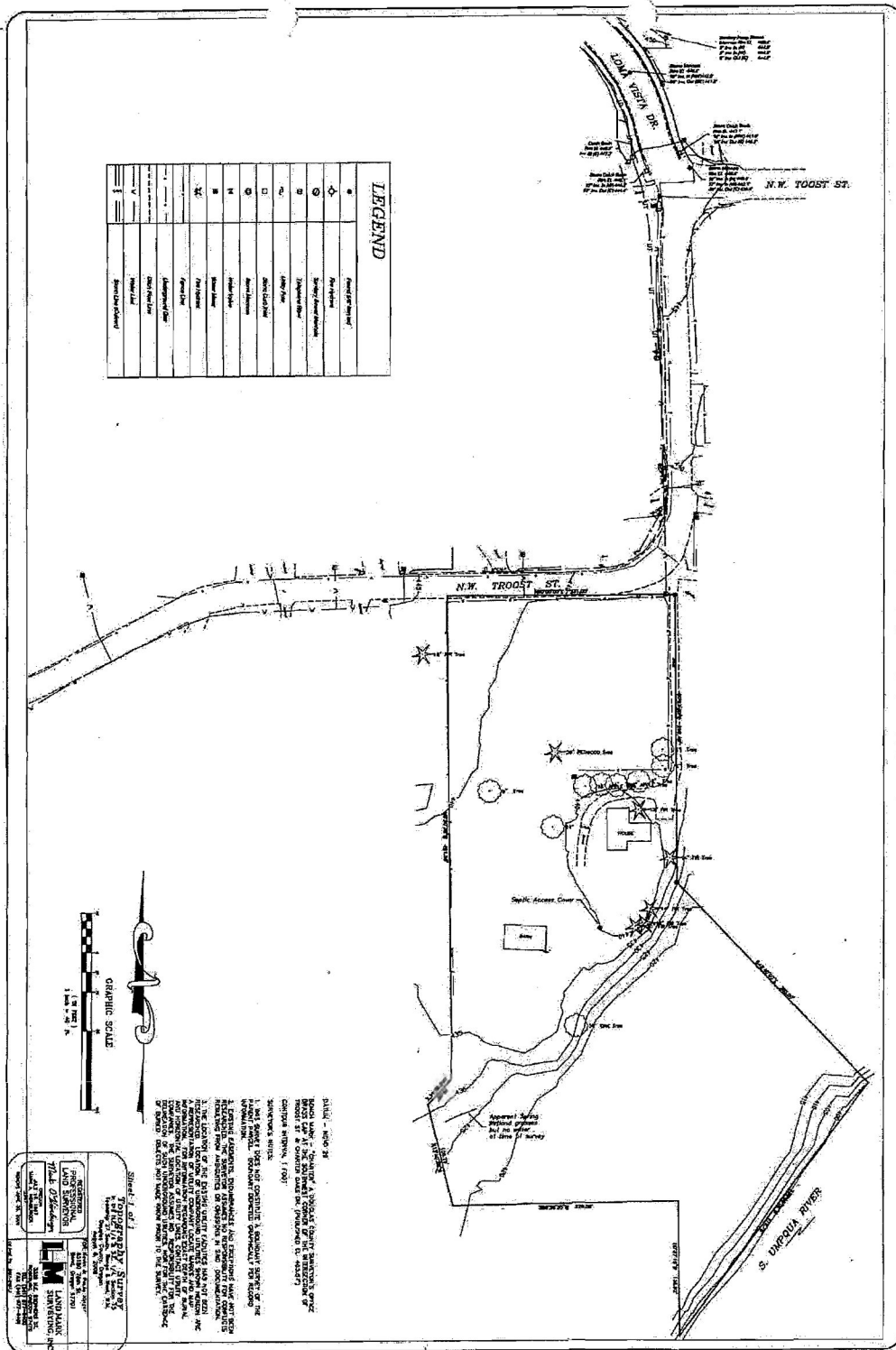
If you need additional information or have questions, please contact me.

Rick Castle

City of Roseburg
Public Works Dept.
900 SE Douglas Ave.
Roseburg, OR 97470
off: 541.440.1182
fax: 541.672.2785
cell: 541.580.7981

2/18/2010

Appendix 7



Appendix 8

Paula Kinzer

From: Harmon, Jeffrey [Jeffrey.Harmon@PacifiCorp.com]
Sent: Thursday, February 18, 2010 7:20 AM
To: 'artofconstruction@bendbroadband.com'; Vecellio, Eugene
Cc: Salisbury, Robert; Harmon, Jeffrey
Subject: Re: Request 05401286 Subdivision

Paul,
I appreciate your candor.

Pacific Power will serve this development but without an engineering study and some estimating work the cost to assess/reinforce/build electric facilities cannot be furnished. To provide any cost or design information, the engineering deposit must be paid upfront.

You may use this email as Pacific Power's position on the matter, or Gene can prepare a letterhead version if you prefer.

Thank you for responding, and I wish you the best on your project -- it sounds fantastic.

Jeffrey Harmon
Roseburg Operations
Office: 541-679-3665

From: artofconstruction <artofconstruction@bendbroadband.com>
To: Harmon, Jeffrey; Vecellio, Eugene
Sent: Thu Feb 18 07:05:40 2010
Subject: RE: Request 05401286 Subdivision

Hi Gene,

We are in the preliminary stages of jumping through hoops to launch this development. There is currently service to the existing home on our property which is in the county but on the UGB border on one side and the city border along the river. Local government efforts to expand the UGB have once again been appealed, so we are seeking our own land use and zone change. Thus, we are not quite ready for actual engineering; but it would be very helpful to have a "will serve" letter.

Here is a preliminary layout and topo map which may be of help in determining the capacity to serve; there are a lot of homes and existing service throughout the area (area map attached). The new homes we build will be active solar and built to Earth Advantage Platinum efficiency standards in addition to having solar hot water and photovoltaic systems. If you are interested, you can learn more at www.umpquavillage.com.

We also plan to choose Blue Sky when we start the temporary power. Please let me know if you can provide a letter to include in our land use application before we do the official studies.

Regards,

Paula Kinzer
Umpqua Village
(541) 390-5826

From: Harmon, Jeffrey [mailto:Jeffrey.Harmon@PacifiCorp.com]
Sent: Tuesday, February 16, 2010 11:09 AM
To: Vecellio, Eugene
Cc: artofconstruction@bendbroadband.com; Harmon, Jeffrey
Subject: RE: Request 05401286 Subdivision

Gene:

We also need to collect a \$1000 non-refundable engineering deposit which will apply against the cost of the project if completed. If the project is not completed, any deposited funds in excess of actual costs will be refunded to the developer. This deposit must be received before commencing any estimating or engineering activity.

8/11/2010

Appendix 9



Paula Kinzer
Umpqua Village
65180 76th St.
Bend, OR 97701

As per our telephone conversation yesterday, I am writing to confirm that Roseburg Disposal Co. does provide the trash service for NW Troost St. My understanding is that your address will be 1058 NW Troost, and that is within our service area. We do provide the trash cans, and or trash containers.

If you have any further questions, please feel free to call me at 541-673-7122.

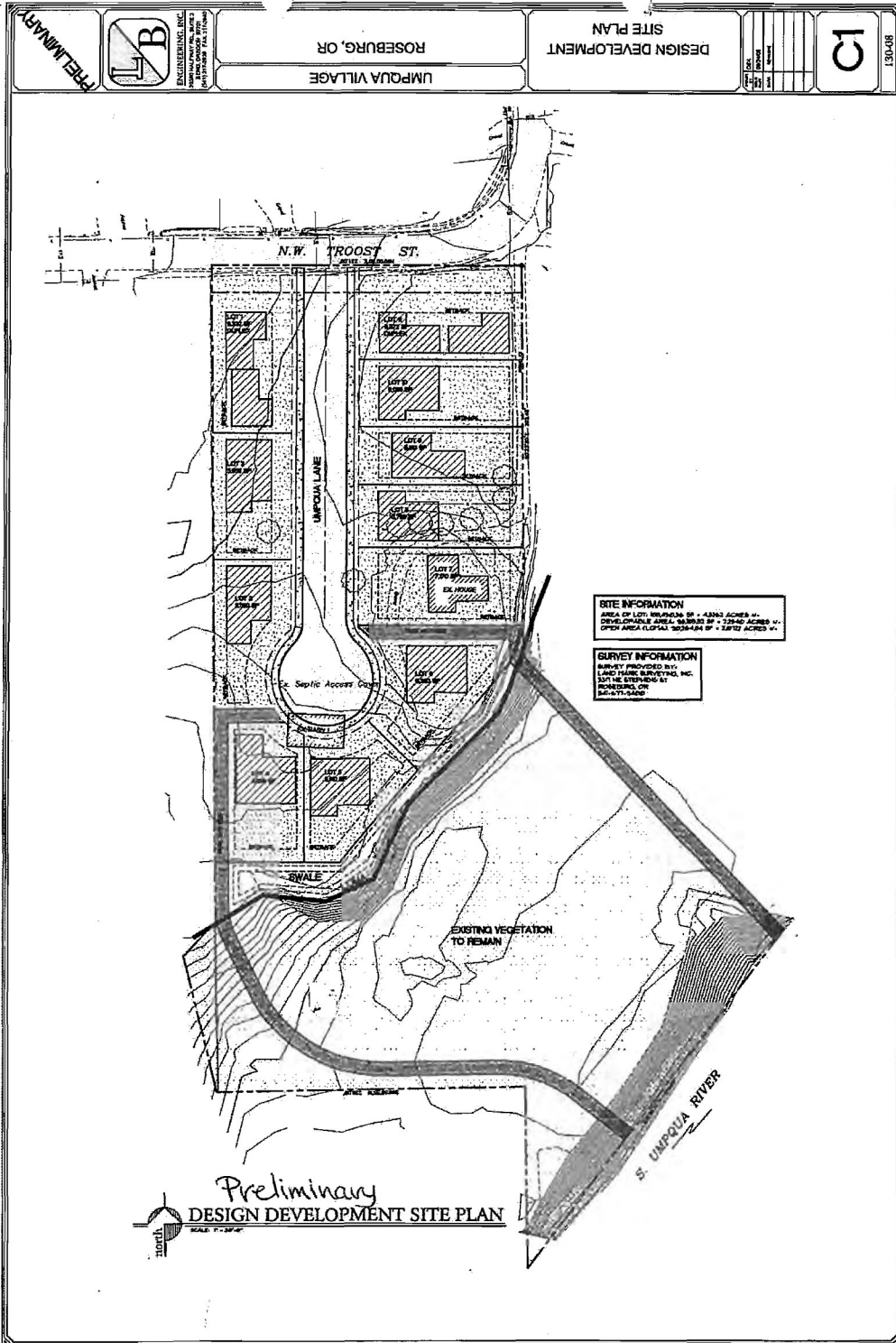
Sincerely,

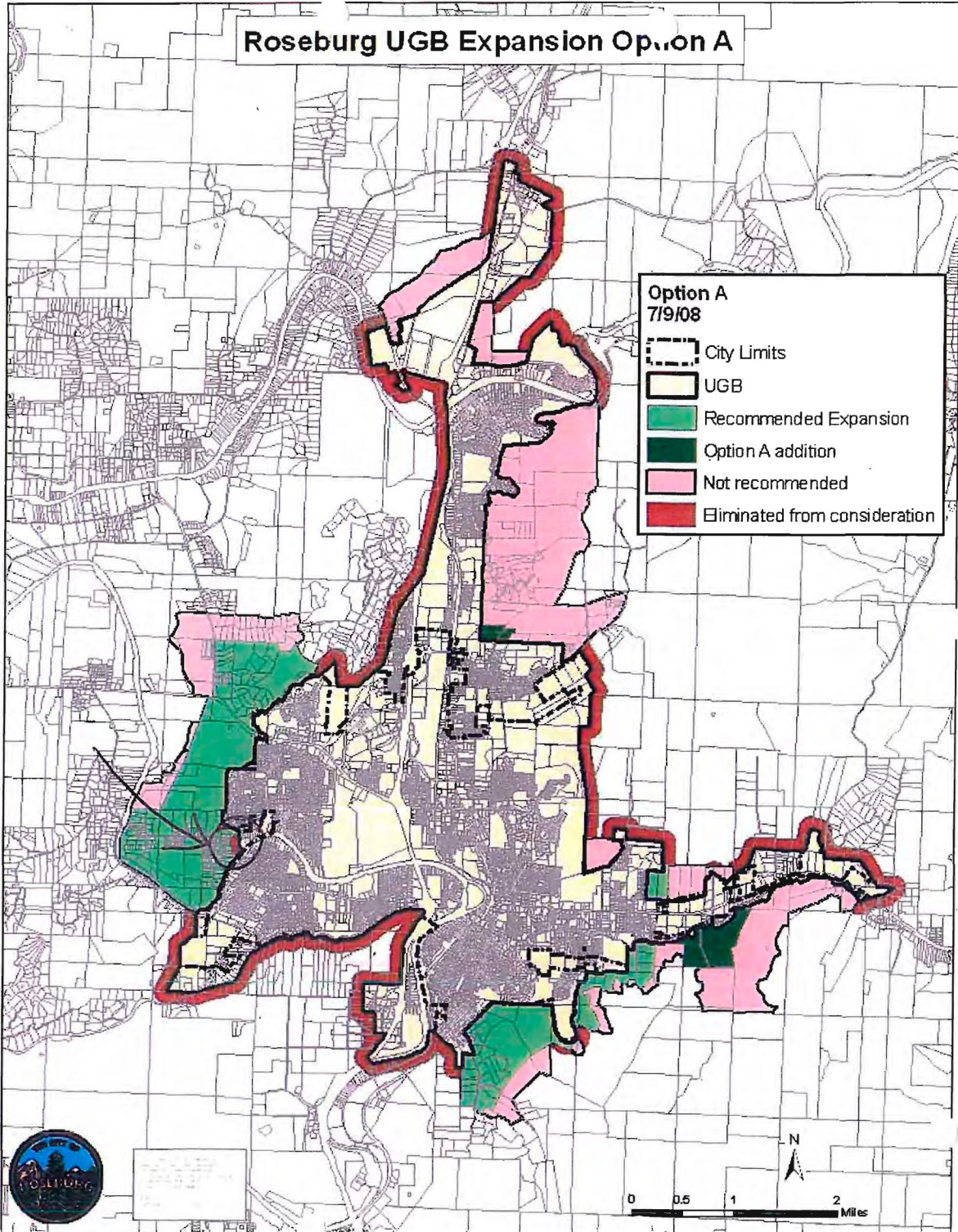
Jamie Stewart
Jamie Stewart
Office Manager

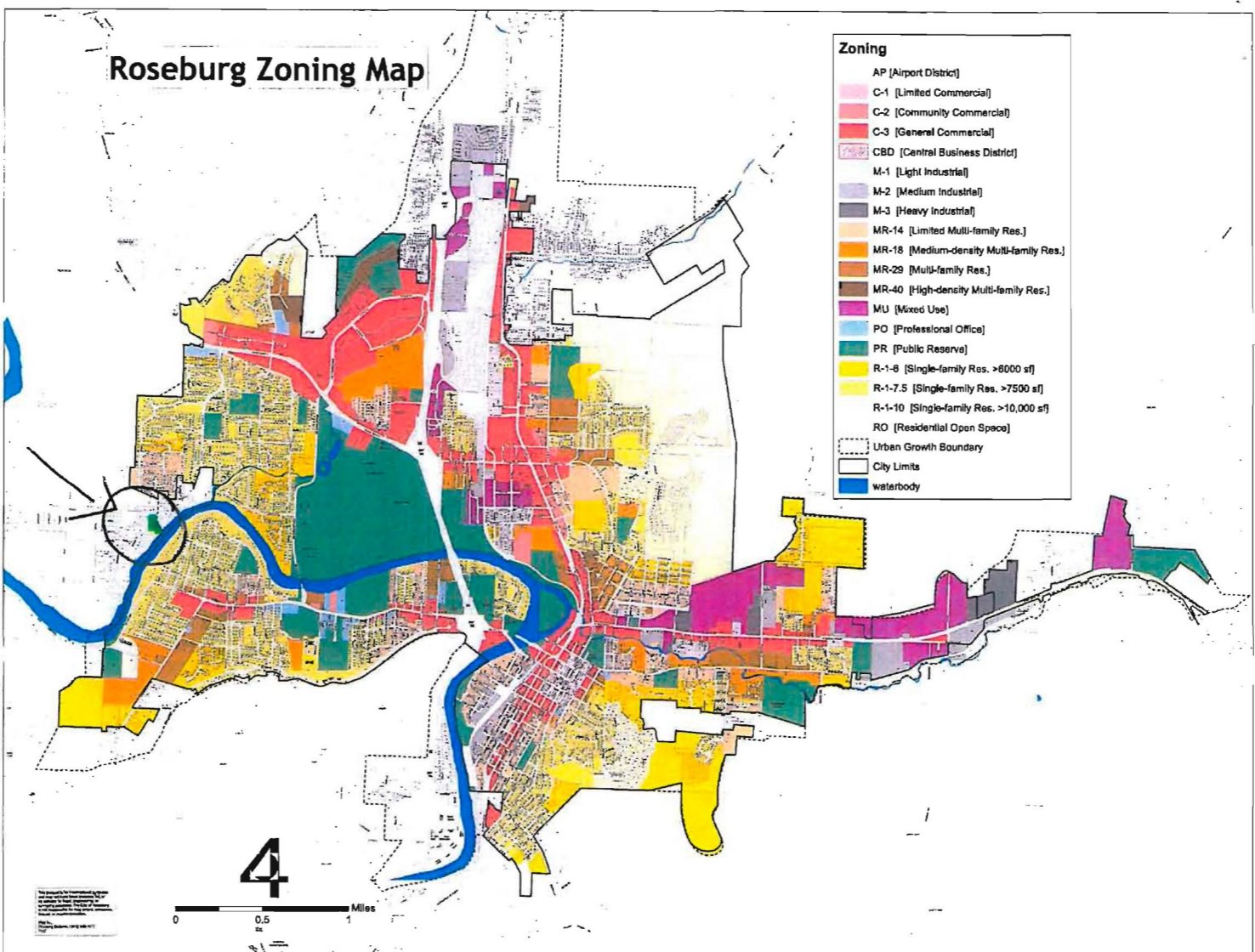

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Appendix 10









ROSEBURG URBAN SANITARY AUTHORITY

1297 N.E. Grandview * P.O. Box 1185 Roseburg, OR 97470 * 541-672-1551 * 541-672-7548 Fax

October 4, 2010



Ms. Marion J. Thompson, AICP
Planning Department
Senior Planner
City of Roseburg
900 SE Douglas Avenue
Roseburg, OR 97470

RE: File No. CPA-10-3/AN-10-1/ZC-10-2
Permit Pack Application No. 24520, 24563, 24562

Applicant: Umpqua Village LLC
Paula Kinzer
65180 76th Street
Bend, OR 97701

Dear Marion:

The applicant's property is currently outside the City of Roseburg's Urban Growth Boundary and also outside Roseburg Urban Sanitary Authority's service boundary. Should the applicants property be included in the City of Roseburg's Urban Growth Boundary, the owner can request to be included in the Sanitary Authority's service boundary.

Sewer service for the area that includes this property has been identified in the Sanitary Authority's "Master Sanitary Sewer Collection System Plan". The plan addresses the potential sewer improvements for the entire area and recommends the construction of a 48-inch interceptor along the north bank of the South Umpqua River and the parcels north of the interceptor being served by gravity sewers connected to the interceptor.

In the specific area of this parcel, there are several properties along NW Troost Street that currently are within the Sanitary Authority's service boundary but are currently not served due to the limited elevation change between the parcels and the invert elevation of the closest sewer main.

Ms. Marion J. Thompson, AICP
Planning Department
Senior Planner
City of Roseburg
Page 2
October 4, 2010

If this property is brought into the Sanitary Authority's service area, the adjacent property and the existing system (Loma Vista Pump Station) will need to be studied and an engineering plan prepared to provide sewer service for the parcel and the adjacent properties.

The inclusion of this individual parcel may not require the installation of the new 48-inch interceptor. The Sanitary Authority may require the property owner to provide an easement for the future construction of the planned interceptor.

The Sanitary Authority will provide additional comments and conditions as the process moves forward from the UGB expansion through annexation to the Sanitary Authority's service area.

If you have any additional questions regarding the above referenced property, please feel free to contact the undersigned at (541) 672-1551.

Sincerely,

ROSEBURG URBAN SANITARY AUTHORITY



Jim Baird
Engineering & Operations Manager

JB:em

h:\Word\2010-130.wd



Oregon

Theodore R. Kulongoski, Governor

Department of Land Conservation and Development
Community Services Division

644 A Street
Springfield, OR 97477
971.239.9453 – Mobile
ed.w.moore@state.or.us

Web Address: <http://www.oregon.gov/LCD>

October 11, 2010

Marion J. Thompson, AICP
Roseburg Planning Department
City of Roseburg
900 SE Douglas Ave
Roseburg, OR 97470



Subject: Proposed Roseburg UGB Expansion, Local File # CPA-10-3/AN-10-1/ZC 10-2;
DLCD File # PAPA 004-10

Dear Ms. Thompson,

Thank you for giving the department the opportunity to review the proposed amendment, which is a 4.5 acre expansion of the City's urban growth boundary (UGB), Annexation and change of plan and zoning designation in response to a property owner request for same. The property is currently identified as exception land, is immediately adjacent to the City's UGB and city limit boundary. If brought into the UGB and annexed into the city, the property would be developed under the City's R-1-6 zoning.

It is my understanding that the city has been studying the possibility of expanding its UGB to meet identified residential land needs. Consequently, our first recommendation to the city is to wrap this request into your on-going legislative UGB amendment process and not process it separately. The application itself states one of the reasons why: "It is in the heart of the land proposed by the City for inclusion in its urban growth boundary" (pp. 1, 2). If processed first, this application is a piecemeal approach that could interfere with the city's current comprehensive long-range planning process. The department sees no persuasive reason in this application why it cannot wait for completion of the legislative process.

If the city chooses to review this application independently of its legislative UGB process, we would recommend that the city deny the application as deficient. Why? The same procedure and criteria apply to both legislative (city initiated) and quasi-judicial (property owner initiated) UGB amendments; except for the amount of land to be added, which can be less than the full needed 20-year supply. Most of the required UGB amendment data, analysis, findings, and conclusions have not been provided by the applicant which should include:

- The complete most recently acknowledged BLI for Roseburg's UGB;
- The complete most recently acknowledged housing needs analysis for Roseburg's UGB;
- The complete most recently acknowledged residential land needs analysis for Roseburg's UGB;

- A complete boundary location analysis consistent with ORS 197.298, Goal 14, and OAR 660, division 24 as set out in OAR 660-024-0060

Another matter that appears to have not been addressed by the applicant is Goal 5. OAR 660-024-0020(1)(c) states that compliance with Goal 5 does apply for those areas added to a UGB, except as required under OAR 660-023-0070 and 660-023-0250. The applicant's assumption that because there are no inventoried Goal 5 sites on the property, therefore Goal 5 is not applicable is not correct. The Goal 5 requirement for a UGB expansion is broader than just having to consider sites already identified as being significant. As pointed out on the topographic map in the application that wetlands exist near the river and the river itself are Goal 5 resources. What this means for the applicant is that a Goal 5 wetlands and riparian inventory and protection program are needed.

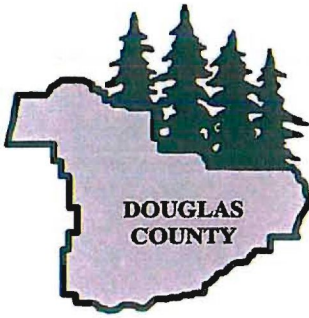
Please include this letter in the record of all proceedings on this matter, and please call me to discuss any questions or concerns that you may have.

Respectfully,



Ed Moore, AICP
Regional Representative

- c. Gloria Gardiner, Urban Planning Specialist
Amanda Punton, Natural Resources Specialist
Keith L. Cubic, Douglas County Planning Director
Darren Nichols, Community Services Manager
File



PLANNING DEPARTMENT

Room 106 • Justice Building • Douglas County Courthouse
Roseburg, Oregon 97470

Agency Coordination • Administrative • Long Range • Support Services
(541) 440-4289 • (541) 440-6266 Fax

On-Site Services • Community Services
(541) 440-6183 • (541) 464-6443
(541) 464-6429 Fax

September 22, 2010



Marion Thompson AICP, Senior Planner
City of Roseburg
900 S.E. Douglas Avenue
Roseburg, OR 97470

Re: Plan Amendment, Zone Change and Annexation, City File No. CPA-10-03, ZC-10-02, AN-10-01;

Dear Marion,

This letter is in regards to the notice we received at the County Planning Department on September 15, 2010. The notice pertained to an UGB expansion, a Comprehensive Plan Designation of Low Density Residential, a Zone Change from County Rural Residential 2 acre (RR) to R-1-6 (Single Family Residential) processed concurrently with an Annexation request. The subject property is described in the notice as Township 27 South, Range 06 West, and Section 15DA and 15DB Tax Lots 100, and 4799 respectively.

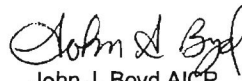
It appears that this annexation will be accomplished by extending from the existing city limits along Troost Street to Calkins Road at the frontage of the subject property (a cherry stem annexation.) When completed, this action will create an island of properties to the east surrounded by city limits and the South Umpqua River. Have the property owners who are within the proposed newly created island been notified of these submitted land use actions?

The County also requests the City address the Urban Growth Boundary Management Agreement Section 9.2 "Existing Streets in the UGB" and coordinate with County Public Works on the transfer of jurisdiction and if applicable, maintenance for the portion of roadway (Troost Street and Calkins Road) from city limits to include the property frontage. Please notify us when these applications are complete, so that we can coordinate updating our maps.

Based upon the provided information, the Douglas County Planning Department has no objection to the proposed UGB expansion, zone change and annexation at this time. We request the time and date of Planning Commission and City Council hearings on the above action.

Thank you for the opportunity to participate in this process.

Sincerely,


John J. Boyd AICP
Senior Planner

c Mike Luttrell, Public Works - Engineering

----A Program With GREAT SPIRIT!----

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Marion J. Thompson

From: GUEVARA Thomas [Thomas.GUEVARA@odot.state.or.us]
Sent: Tuesday, September 07, 2010 2:20 PM
To: Marion J. Thompson
Subject: RE: Message from 50C-1

Marion, we reviewed the public notice for the proposed Comprehensive Plan Amendment to expand Roseburg's Urban Growth Boundary (UGB) along with a Land Use Map Amendment to Low Density Residential (LDR), and Zone Change to City Single Family Residential (R-1-6) on 4.43 acres located at 1058 NW Troost Street. We determined that the proposed project does not trigger ODOT's review under the Transportation Planning Rule (OAR 660-012-060) or Access Management (Division 51) requirements. We have no further comments.

Please contact me if you have questions or require additional information.

Thomas Guevara Jr. | ODOT Planning & Finance Section
Region 3 | 3500 NW Stewart Parkway | Roseburg, OR 97470
☎: 541-957-3692 | 📠: 541-957-3547 | ✉: Thomas.Guevara@odot.state.or.us

From: Marion J. Thompson [mailto:mthompson@cityofroseburg.org]
Sent: Wednesday, September 01, 2010 4:25 PM
To: GUEVARA Thomas
Subject: FW: Message from 50C-1

Tom,

Attached is a newly filed Comp Plan/Annexation/Zone Change application. If you have any questions let me know.

Marion J. Thompson, AICP
Senior Planner

This e-mail and any files transmitted with it are confidential and intended solely for the individual or entity to whom they are addressed. If you have received this in error, please notify the sender and delete this e-mail from your system. If you are not the named addressee, disclosure, distribution, copying or taking any action in reliance on the contents of this information is prohibited.

9/7/2010

Paula Kinzer

From: Kenneth W KAUFFMAN [kenneth.w.kauffman@state.or.us]
Sent: Wednesday, November 10, 2010 4:29 PM
To: ecosense@bendbroadband.com
Cc: Brett W SHERRY; dhbussen@co.douglas.or.us; Evan E HOFELD; gvmeyer@co.douglas.or.us
Subject: Paula Kinzer inquiry about Roseburg health hazard survey, 1980's
Attachments: Kenneth W. KAUFFMAN4.vcf

Paula; I got your voice message today. I have been out of the office for more than a week; and when I am here I work only on Wednesdays, Thursdays and on Fridays until noon. Sorry I am hard to reach by phone.

I understand you are looking for details and records regarding a study done near Roseburg in the late 1980's. The purpose was to see if there were health hazard conditions that would warrant mandatory annexation to the city of Roseburg.

I had a little involvement with the Health Division's mandatory annexation program in the early 70's when I worked in Lincoln County. I came to the state Health agency in 1973 and have worked here ever since. At times I had peripheral involvement in the program, but was never a part of it. As a consequence I have very few records relating to it.

Until your inquiry reached me I had not heard of the Charter Oaks/Truist Street annexation study at all. I have had some e-mail exchange with Dave Bussen today. He was the Environmental Health Supervisor at Douglas County Health Department during that time, and still works for the county but in the Planning Department there. He gave me some details of it from memory. As he recalls it, his staff and DEQ staff studied the area. It involved about 160 homes located outside the city. They found contaminated wells and he thinks about one in three of the onsite sewage disposal systems were marginal or failing. That to me sounds like sufficient evidence to warrant mandatory annexation.

I do not know what came of the case beyond that. Normally our agency would have made an official finding and order to the city to annex the area. I do not know if that happened. Apparently the area is not annexed or served by city services at the present. Dave recalls that the local citizens were against the annexation; but in the face of a clear hazard the decision should not have been left to affected citizens. In most cases affected citizens oppose annexation fearing increased costs, sewer/water fees, connecting fees, etc.

11/15/2010

APPLICANT EXHIBIT 1

It is possible that official records could be found in the state archives---agency programs frequently boxed records and sent them for storage there. In many cases, though, records were lost or destroyed rather than archiving. I do not believe there are currently any records here in our agency.

Ron Hall who managed the annexation program for many years has been retired for some time; and I don't believe anyone has been assigned to carry on the program. The program has been essentially dormant for many years.

You may be able to find documents at the city of Roseburg. If an official finding and order were issued by us, it would have been to the city. If you haven't contacted DEQ, both the headquarters office here in Portland and the regional office located in Roseburg, you should try that. They partnered with the county health department in making the community survey and collecting the evidence of contaminated wells and failing onsite sewage disposal systems

The only record I was able to find here was a 1991 listing of HH Annexation studies. It apparently reports all studies done at that time in the state. It lists "Charter Oaks--Douglas County--1990" as a "location having shown evidence indicative of a health hazard. The problems have been documented but have not yet come to a final disposition," it says.

I hope something here is helpful to you. Feel free to reply or discuss further if necessary.

Kenneth W. Kauffman
Environmental Health Specialist
Environmental Toxicology Program
Department of Human Services
State Office Building, Suite 608
800 NE Oregon Street
Portland OR 97232
Tele: 971-673-0435 ext.30435
Fax: 971-673-0457
kenneth.w.kauffman@state.or.us

11/15/2010

Umpqua Village LLC
65180 76th St.
Bend, OR 97701
(541) 390-5826

Marion J. Thompson, AICP
Roseburg Planning Department
City of Roseburg
900 SE Douglas Ave.
Roseburg, OR 97470

Subject: Proposed Roseburg UGB Expansion, Local File # CPA-10-3/AN-10-1/ZC 10-2;
DLCD File # PAPA 004-10

Dear Marion,

Umpqua Village LLC would like to address and submit an official response to the concerns Department of Land Conservation and Development (DLCD) raised regarding the Umpqua Village application for Comprehensive Land Use change, UGB annexation and zone change application.

Re: "...this is a piecemeal approach that could interfere with the city's current comprehensive long-range planning process."

First, Umpqua Village, rather than being piecemeal, would actually enhance the city's long range planning process by helping the city of Roseburg to achieve planning, transportation, recreation, open space, and community goals including connectivity points for bike lanes and the Multi-Use Path Network. Umpqua Village would establish a model for smart sustainable growth that promotes a healthy community, environment and economy with access to multi-modal transportation while preserving river and wetland ecological systems and by willingly developing to the specifications of the city's general plan.

Specifically, Umpqua Village is at the corner of Troost St. and Agape Ct., and within one thousand feet of where Loma Vista Street connects with Troost St. Loma Vista is within the city limits and the city streets and sidewalks comply with the city's general plan specifications. The eastern corner of the Umpqua Village property is a perfect location to start development of city standards and utilities, allowing a natural extension northward to ultimately tie in with Loma Vista and a natural extension westward to later tie in with properties to the west of the city along Troost St. when the city's UGB expansion plan is put in motion.

Plans for the Umpqua Village development began in fall of 2005 with the acquisition of the property at 1058 NW Troost Street in Roseburg, Oregon. The property was purchased with the understanding that the city's plans and intentions for UGB expansion were fifteen years in the making and expected to be completed within a year **See Appendix 1 (Financial Charter Oaks Historical Perspective)**. The knowledge of the quasi-judicial process, successfully exercised many times in the past, gave Umpqua Village LLC investors the confidence to pursue the project. Over the last 5 years, Umpqua Village LLC maintained on-going communications w/City Planner Brian Davis and former Community Development Director, Fred Alley as well as many other city and county staff members. City and county staff have been supportive of the project, and indicated that they strongly believed the UGB expansion process would be completed within a year, and then another year, and then another.... After four years of researching related Douglas County and City of Roseburg long-ranging planning documents and waiting for the on-going annexation amendment, Umpqua Village LLC decided to pursue an independent land use application to prevent further economic losses.

It is difficult to quantify all of the hardships and losses associated with the delays in the city's on-going UGB amendment process, but they have posed not only financial but personal challenges that I will summarize. Each month the project is delayed, a direct significant out of pocket cost is incurred by principal owners of Umpqua Village LLC. Additionally, there is a potential income and profit loss to all Umpqua Village Partners. The total economic impact of out of pocket,

investment, and lost opportunity costs for all partners to date has already exceeded several hundred thousand dollars (due to privacy concerns for business and personal finances we prefer not to provide a specific amount at this time).

Umpqua Village LLC partners understood the risk and potential for the UGB process to take longer than the estimated one-year timeline, but the owners believed four years was a reasonable amount of time to wait before pursuing a quasi jurisdictional annexation process. Honestly, we would rather not have to, but the timeline has gone significantly longer than anticipated thus creating financial hardships. One of our investors is now 82 and might need to recoup her investment to address health care needs ***See Appendix 2 (Financial Impact of Delay)***.

The opportunity cost, along with the loss of work and potential profit makes monthly budgeting significantly more challenging for Umpqua Village owners. The purpose of the short deadlines and the quasi-jurisdictional process in the land use system is in recognition of the fact that delay can kill an otherwise well thought out project, and that is not in the state's interest. As such, Umpqua Village requests the City of Roseburg to meet the intent of the city code by considering the Umpqua Village LLC land use application separately from the city's application. The expansion request is so small that it will not upset the findings in the larger planning efforts for the region. Moreover, it will move the project forward creating more local jobs while attracting more marketing and development interest to the Roseburg area.

Re: "A complete boundary location analysis consistent with ORS 197.298, Goal 14, and OAR 660 Division 24..."

Attached is a copy of the Roseburg Buildable Lands Inventory. In summary it shows that "the City will have a deficit of approximately 1,200 acres of land in their residential land inventory to meet the needs of its projected population to the year 2027, based upon an annual average population growth rate of 2.5%." Umpqua Village is proposing to add only 4.5 acres, which is clearly insufficient to meet the 20 year demand. Further, as stated in the original application, it is in the highest priority category of land to be added in the next UGB amendment. It is already acknowledged as exception land in the current Douglas County Comprehensive Plan, and it is immediately adjacent to the existing UGB and city boundary. For such a small quasi-judicial UGB expansion we believe this analysis adequately addresses all the relevant criteria.

Re: Goal 5 Wetlands Inventory

Umpqua Village already intends to preserve and create wetlands habitat throughout the project by integrating a comprehensive bioswale system, preserving and enhancing the riparian zone, and possibly creating a wildlife pond in the common area ***See Appendix 3 (BioSwales)***. Our team has already contacted, Sam Friedman, USFW Botanist; Roseburg field office to consider the best plants for the project. If necessary, we will perform a wetlands inventory, and would welcome local native plant enthusiasts to the property to help identify significant local species. As stated in the application our intent is not to build any homes in the flood plain, instead leaving it as common open space and wildlife habitat. As such we would comply with the related land use requirements if a Goal 5 inventoried resource is found on the property.

Thank you for your consideration; please include this letter in the record of all proceedings on this matter. I can be reached at 541-390-5826 if there are any questions.

Respectfully,

Paula C. Kinzer
Umpqua Village LLC

INVEST/O

Registered Investment Advisors

PO Box 5996 Bend, Oregon 97708-5996 Phone: (541) 389-3676

Friday 22 October 2010

To whom it may concern,

I would like to respond as the investment advisor to a client (age 82) with assets committed to Umpqua Village.

Our intent was to provide financial aid and participate in a responsible and sustainable development project as an example to others. Neighbors, city, county, state, and other developers will all appreciate and benefit from Umpqua Village moving forward through the approval process.

One factor in our financial planning which allowed us to agree to participate was the expected time frame of the project. The window of participation was to extend from January 2007 and last between three to five years. This would give us the diversification we needed to deal with the anticipated risk of the stock market in 2007, '08, and '09. That risk has somewhat abated and we now need to begin using those resources to fund our day to day living needs and health care needs.

Significant delay or any deterioration in our health will eventually begin to become a hardship.

Please consider these factors as you review this application.

Thank you,

William Kuhn
WJK: k

The Charter Oaks Unincorporated Area

- Historic Perspective -

Over the course of the past thirty to forty years the unincorporated Charter Oaks area has slowly evolved from being a farming community consisting of about a dozen family-owned farms into a rural residential suburb containing approximately 130 homes and an estimated population of nearly 350 persons. Parcel sizes in the area range from less than one-quarter acre up to forty acres, and the overall residential density is about one and one-half acres per dwelling. It should be noted that nearly all of the development existing in the area today occurred prior to the mid-1970s, when the Department of Environmental Quality (DEQ) imposed a moratorium on new septic systems due to the high failure rate of existing systems. Most of the dwellings in the Charter Oaks area receive domestic water service from the Roseburg water system. (Nearly all of the service connections were made when the City's water system was owned and operated by Oregon Water Corporation, a private utility.)

Most of the existing development in the Charter Oaks area is concentrated in two principal areas. Approximately sixty-five homes are situated along both sides of Troost Street and Charter Street at the far easterly side of the Charter Oaks area, while an additional fifty homes are concentrated at the far west end of the area along both sides of Harlan Street. Both of these developed areas have been acknowledged by LCDC as being "committed residential lands", and are designated as such by the Douglas County Comprehensive Plan. Most of the remaining homes in the area are situated along the north side of Troost Street between these two committed lands sites. Current County zoning in the Charter Oaks area reflects the existing development pattern; a little over 200 acres is presently zoned Rural Residential (RR-2) with a two acre minimum parcel size permitted. The balance of the area is zoned Exclusive Farm Use - Grazing (EFU-G) with an 80 acre minimum parcel size.

As noted above, there are no public sewer facilities in the Charter Oaks area and the soils are generally not suitable for sub-surface septic systems. Consequently the area has had a long history of septic system failures. As early as 1970 the Douglas County Health Department reported a 75% failure rate for existing septic systems in the Charter Oaks area. The Department of Environmental

Schofield & Associates
LAND USE PLANNERS & CONSULTANTS
Roseburg, Oregon

Quality (DEQ) subsequently completed a "Problem Area Identification Record" for the Charter Oaks area in 1975, which confirmed the Health Department's earlier findings. At that time DEQ recommended that sanitary sewer service be extended into the area.

In the early 1980s, the City of Roseburg began preparation of the Roseburg Urban Area Comprehensive Plan, including establishment of an urban growth boundary (UGB) as required by the statewide land use planning goals. Initial drafts of the Urban Area Plan included nearly all of the 500 acre Charter Oaks area within the City's proposed UGB. However, prior to final adoption of the Plan, the area was removed from the UGB because of objections from numerous residents in the Charter Oaks area. To replace the needed urbanizable land that would have been provided by Charter Oaks, the City redrew the urban boundary to include additional lands in other areas - primarily the steep hillsides lying to the northeast of the City. As a consequence, there has been virtually no subsequent development in the Charter Oaks area, although the long-term problem with the area's existing septic systems has remained largely unresolved.

In 1989, the City initiated its first state-mandated "periodic review" of the Urban Area Comprehensive Plan. The primary purpose of the periodic review was to evaluate the Plan and make revisions and amendments reflecting changes in the area since its original adoption. Part of the periodic review process included an evaluation of the size of the UGB to determine if it still contained sufficient buildable land to accommodate long range growth projections. During the periodic review process the Douglas County Health Department and the Oregon Health Division again requested the City to include Charter Oaks in the UGB so that sanitary sewer service could be extended into the area. The City subsequently included a detailed analysis of the Charter Oaks area as a component of the overall periodic review work program.

In the spring of 1990, the City Planning Commission conducted a series of public hearings concerning its periodic review work, including the recommendation by State and local public health officials that the Charter Oaks area be added to the UGB. At the public hearing held on April 25, 1990, the Douglas County Health Department submitted an updated report to the City recommending that the area be included within the UGB. The Health Department's report, which was based on the findings of its field survey of septic system conditions in the area, included the following statement:

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"The survey results show that a history of ongoing, chronic problems with on-site sewage disposal systems have plagued portions of the Charter Oaks area. The survey shows that failing systems are concentrated along Troost Street, Pixie Avenue, and Cloake Road. The survey also shows potential failures, with expensive repairs or no repairs possible, within the area along Charter Street and on Troost Street before N. W. Harlan Street. Individual property owners have tried to solve problems on their own, but many repaired systems have again failed in a short time. Very few new systems have been approved lately, limited to the loamy soils which run along side the river, by the local DEQ office. Also, some new sites have been recently denied. Twenty-nine percent of the systems surveyed are failing. This high rate of failure constitutes a health hazard situation and should require community-wide solution."

The Health Department's report concluded with the following recommendation:

"It is the recommendation of this office that City, County, and concerned citizens of the area coordinate their efforts to bring sewers to the area as quickly as possible. Including the area into the UGB as contemplated by the City Planning Commission may be the most favorable and expedient process."

During the spring and summer of 1990, the Roseburg Planning Commission completed its periodic review work and forwarded its proposed Comprehensive Plan amendments to the City Council for formal adoption. The Planning Commission's report to the Council included a recommendation to expand the UGB to encompass the Charter Oaks area. In September of 1990 the City Council directed the Community Development Department to prepare a more detailed analysis of the Charter Oaks area. The Community Development Department subsequently presented its in-depth planning analysis to the City Council in April of 1991. The Department's report to the Council concluded with the following recommendations:

" The Charter Oaks area is a logical extension of the Roseburg Urban Growth Boundary for the following reasons:

- 1. The Charter Oaks area is currently committed to urban uses including:*
 - a. Existing urban levels of water service owned and operated by the City of Roseburg since 1978. The Charter Oaks areas is receiving at least one aspect of urban service but is not part of the urban area;*
 - b. The existing minimum residential lot size does not reflect the majority of the actual lot sizes within the area;*
 - c. The Charter Oaks areas contains an existing health hazard for sanitation related uses as shown through the survey and recommendations provided by the Douglas County Health Department, State Health Division, and Department of Environmental Quality. Roseburg Urban Sanitary Authority is the urban service provider for sanitary sewers in the UGB and would be the logical provider for the existing urban uses within Charter Oaks.*

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In consideration of the foregoing findings and the above listed points of fact the City of Roseburg would recommend that the Charter Oaks area be included within the Roseburg Urban Growth Boundary."

Despite the recommendations received from the Planning Commission and the Community Development Department, as well as the concerns expressed by state environmental and health agencies regarding potential health hazards in the Charter Oaks area, the City Council took no further action on the proposed UGB amendment.

In early 1995 twenty-seven Charter Oaks property owners submitted a petition to the City of Roseburg requesting the City to initiate a legislative amendment of the urban growth boundary to include approximately 270 acres, or about half of the Charter Oaks area. Although the vast majority of the territory described in the petition was owned by the petition signers, several other properties were also included within the proposed boundary expansion area in order to facilitate a more logical and cohesive UGB, and to avoid creating island of excluded territory.

Shortly after the petition was submitted to the City, several of the property owners whose land was included within the proposed UGB expansion area, but who had not signed the petition, filed objections to the boundary amendment stating that they were opposed to any plan to extend the UGB into the Charter Oaks area. Within a relatively short time it became apparent that the City had little interest in initiating a legislative UGB amendment in the face of organized local opposition. The petition was subsequently withdrawn.

In November of 1996, the original twenty-seven petition signers submitted a quasi-judicial Comp Plan amendment application to the City requesting that the UGB be expanded to include only their properties, leaving out the properties of those who had previously filed objections, and limiting the proposed UGB expansion area to 219 acres. After several public hearings before the Planning Commission, it became evident that the Commission was unwilling to approve what it characterized at the time as "an illogical boundary" that would have excluded many properties that were already developed with urban uses.

In the ensuing eight years, no further formal action has been taken by the City of Roseburg with respect to the question of expanding the UGB to include the unincorporated Charter Oaks area.

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LAND USE PLANNERS & CONSULTANTS
Roseburg, Oregon



MEMORANDUM

Date: December 8, 2010

To: Planning Commission

Staff

Contact: Marion J. Thompson, AICP, Senior Planner

From: Brian Davis, Community Development Director

Subject: File No. CPA-10-3/AN-10-1/ZC-10-2 – Umpqua Village LLC

On November 15, 2010, the Planning Commission held a public hearing related to property addressed as 1058 NW Troost Street. The proposal is to bring this 4.45 acre property into the City's Urban Growth Boundary (UGB), provide a Comprehensive Plan Land Use Plan Map designation of Low Density Residential (LDR), annex the property into the City jurisdictional boundary and change the zone from a County designation of Rural Residential, 2 acre lots (RR2) to a City designation of Single Family Residential (R-1-6). The staff report from that meeting detailing the proposal is attached.

The Planning Commission heard testimony from the applicant, their representative and several opponents. The public hearing was closed and the record was left open giving the applicant seven days to submitted additional written evidence or testimony to support the application. A copy of information received from the applicant is attached.

Per Land Use and Development Ordinance Section 2.300.7.c any party may request an opportunity to respond to the new evidence submitted during the period the record was left open. With such a request the record shall be reopened to allow new evidence, testimony or criteria to be submit. The applicant shall then be allowed seven days to submit final written arguments in support of the application. The record will close at the end of that seven day period.

OPTIONS:

At the conclusion of the hearing the Planning Commission is to adopt Findings of Fact to forward a recommendation to the City Council. The options available to the Planning Commission are:

4. Direct preparation of proposed Findings of Fact for approval
5. Direct preparation of proposed Findings of Fact for denial
6. Continue consideration to obtain additional information.

CONCLUSION:

Based on the analysis provided a UGB expansion that provides a Comprehensive Plan Land Use Plan map designation of Low Density Residential (LDR) along with concurrent Annexation and Zone Change from County RR2 to City R-1-6, complies with Comprehensive Plan policies, criteria set forth in ORS 197, OAR 660, and applicable Statewide Planning Goals.

RECOMMENDATION/SUGGESTED MOTION:

It is recommended the Planning Commission forward a recommendation of APPROVAL for City Council consideration by adopting the following motion.

I MOVE TO ADOPT PROPOSED FINDINGS OF FACT SUPPORTING A RECOMMENDATION OF APPROVAL TO THE CITY COUNCIL FOR FILE NO. CPA-10-3, AN-10-1 AND ZC-10-2.

With the adoption of a motion staff will prepare the Findings of Fact as directed and return them to the Planning Commission at the next regular meeting for final approval. Once the Findings of Fact have been approved the matter will be forwarded to the City Council for final consideration.

Attachment

- 1 Information from applicant's representative

PAMELA HARDY

Attorney at Law
1629 NW Fresno Ave.
Bend, OR 97701
(541) 550-7968
pam@pamhardy.com

Marion Thompson
Community Development Department
900 SE Douglas Ave
Roseburg, OR 97470

Re: Umpqua Village Supplemental Information for the Record

Dear Ms. Thompson,

This letter, and the attached documents, are supplemental information for the above referenced case. Please include them in the record for this decision.

Attached are the Roseburg Buildable Lands Inventory, and the most recent draft of the Douglas County Population Forecast with amendments made in response to LUBA's remand. As you will see, even though the population forecast shows a reduction in the estimated population in 2030, because of a revision of the rate at which the County expects the population to grow, there is still clearly a need for additional acres to be added to the Urban Growth Boundary.

The most recent Population Forecast anticipates that 12,532 people will move to the city of Roseburg by the year 2030. The original BLI assumed that number would be 21,412. In other words the original population estimate was off by about 30%. As a result, 70% of the residential lands called for by the original Buildable Lands Inventory will still be needed. The original Buildable Lands Inventory, attached here, called for 2,634 additional acres to accommodate the increased population. 70% of that number is 1,843 acres still needed. The Buildable Lands Inventory determined that there were 1,599 acres available in 2007. As a result, even with this new downwardly revised population forecast, there is a need for 244 acres to be added to the Roseburg UGB. That number may be slightly higher because some of those 1,599 acres may have been used since the BLI was drafted in 2007.

As discussed at the hearing, and in the original application, if new land is to be brought into the Roseburg urban growth boundary, this property is in the ideal location for it. Not only is it already adjacent to the city limits and urban growth boundary, it is in one of the highest priority

locations for annexation because of the urgent need for sewer to be brought into the neighborhood.

Hence addition of this property to the Roseburg urban growth boundary will contribute to the orderly development of the City of Roseburg.

Also attached is documentation of our claims in the application that Troost Street and the nearest intersecting street, Calkins Road, both received an A ranking which is defined as "having a *Level of service* representing free flow conditions. Individual users are virtually unaffected by the presence of others in the traffic stream." Although we sympathize with the concerns of neighbors about safety on the road, the concerns appear to be subjective. The actual evidence shows that Troost Street is operating well within its design capacity, and is easily capable of handling the small amount of additional traffic that will be generated by this project.

Please feel free to call if there are any question.

Best Regards



Pam Hardy

On behalf of Umpqua Village

INTRODUCTION

This document summarizes the Residential Buildable Land Inventory analysis for the Roseburg Urban Growth Boundary. It addresses State Planning Goal 10, "To provide for the housing needs of citizens of the state." Goal 10, and its accompanying administrative rules, set out a process to estimate future housing needs and to analyze the supply and demand for residential land needed to accommodate future growth. Cities are required to provide a 20-year supply of residential land within their UGB at periodic review and legislative review, based on a comprehensive housing needs assessment.

This document contains an analysis of existing buildable land, a housing needs analysis, and a comparison of the supply of buildable residential land with the forecasted housing demand. The housing need analysis forecasts housing demand to 2027. The supply analysis is based on buildable land information as of December 1, 2005. In reviewing the future needs for land and the current supply within the urban growth boundary, it has been determined that there is not a 20-year supply of buildable residential land.

Background

The City of Roseburg is the largest city and county seat of Douglas County and ranks 22nd in total population in the state. It is the cultural, commercial, economic and political hub of the County, a region encompassing some 5,071 square miles of Southwestern Oregon. It is centrally located in the heart of the county along U.S. Interstate 5 and the South Umpqua River, just south and east of its confluence with its North branch. The City Urban Growth Area stretches north-south in a narrow valley along the Interstate corridor between the North and South Umpqua Rivers. The Urban Area is virtually surrounded by steep rugged hills and ridges—a topography generally typical of the entire region.

The Urban Growth Area (UGA) for the City was initially established in 1982 and has not been significantly altered since that time. The decades that followed have seen continued overall growth in the population, which has risen from 16,644 in 1980 to 20,017 in 2000, an increase of 20 percent. The dominant role of the City as the industrial, commercial and service hub for the County has also continued to expand, particularly as a center of commerce, health and other professional services. Previous studies have indicated that the amount of land available for development within the current Urban Growth Area is becoming insufficient to meet future development needs. It also appears that most of the more level land within the UGA has been developed or is being held for needed commercial and industrial expansion, leaving housing developers in particular with limited opportunities on land that is more constrained and costly to develop.

Purpose of the Study

This study is being conducted to determine whether there is a sufficient amount of suitable land to meet future demands within the existing Urban Growth Area. In order to inform decisions regarding this primary question, the study identifies and discusses the amount, location and suitability of land potentially available for development— a Buildable Land Inventory. An analysis of the type of development that has been occurring and at what densities and land consumption rates is produced to inform projection of future needs— a Housing Type and Density Study.

Steps in the Process

Buildable Land Inventory: Identify all types of vacant, potential infill, potentially Redevelopable and environmentally constrained land within the existing UGB for residential land.

Housing Mix and Density Study: Determine types and densities of all new residential development within the UGB over the past five years and compare results to historical and possible future trends. Address all Goal 10 Housing requirements. Use *Planning for Residential Growth Workbook* as primary guide.

Housing Needs Analysis: Determine the amount of land needed to meet future demand at appropriate types and densities based on historical and potential future development trends, population changes and growth projections, and economic factors. Address all Goal 10

Housing requirements. Use *Planning for Residential Growth Workbook* as primary guide. Run Oregon Housing and Community Services Housing Needs and Land Needs Analysis Model.

Summary Results

- There are approximately 947 buildable acres of land designated for residential use within the existing Urban Growth Boundary (UGB) as of December 1, 2005.
- Redevelopment and Infill potential add 523 acres back into the supply for potential residential development for a total of **1,599** acres.
- There will be a demand for 13,350 housing units by 2027 which translates into a demand for **2,634** acres.
- The analyses performed to produce this Preliminary Report indicate that the City will have a deficit of approximately **1,035** acres of land in their residential land inventory to meet the needs of its projected population to the year 2027, based upon an annual average population growth rate of 2.5%.

Some of the assumptions made for these analyses include:

- Population will increase at an annual average growth rate of 2.5%
- The relative mix of housing types will shift 5 percent from single-family to multi-family
- The average age of the population will shift slightly toward an older age.
- The average household size will continue to decline, but at a slower rate, from 2.3 to 2.25 persons per household over the 20-year planning period.

ROSEBURG RESIDENTIAL BUILDABLE LAND INVENTORY

This chapter summarizes the methodology, assumptions, and results of the City of Roseburg's Residential Buildable Lands Inventory (BLI). The BLI inventories the *supply* of buildable residential land, including only privately-owned land that is planned for residential development, inside Roseburg's urban growth boundary (UGB), both inside and outside the city limits. For the purposes of this inventory, buildable land includes vacant residential land, excluding land that is determined unbuildable by federal, state, or local regulations, and developed land that is likely to be redeveloped at least partly for residential use. The inventory is important because it helps determine:

- Quantity and quality of vacant residential lands; and
- Capacity of the existing UGB to accommodate additional residential development.

The BLI will inventory lands by 2005 Roseburg Comprehensive Plan designation (Designation), and will ultimately estimate the number of dwelling units that can be accommodated within the UGB.

The City of Roseburg has four Designations that allow residential development including:

- High Density Residential
- Medium Density Residential
- Low Density Residential
- Residential Open Space

Methodology, Assumptions, and Results

The BLI inventories buildable residential land inside the UGB according to the following nine-step process:

1. Update land use, Plan Designation, and zoning information in the computer geographic information system (GIS).
2. Determine gross vacant privately-owned residential acreage whole or partial tax lots.
3. Determine and subtract all unbuildable residential acres.
4. Develop assumptions regarding the density and mix of housing types that are expected on buildable residential land by Designation.
5. Report gross buildable residential acreage.
6. Determine and subtract a portion of gross vacant buildable residential land needed for public facilities.
7. Calculate net buildable residential land.
8. Calculate number of dwelling units that can be accommodated on net buildable residential land.
9. Calculate number of potential infill and redevelopment acres and number of dwelling units that can be accommodated.
10. Report acres of potential residential redevelopment.

Land Use, Plan, and Zoning Information

For the purposes of this inventory, property class, land use, plan designation, and zoning data for the City of Roseburg were updated.

Gross Vacant Residential Acreage – Unimproved Land

The work performed for this analysis was based upon the Douglas County Assessor tax account records related to tax lots within the City of Roseburg Urban Growth Boundary as of December 2005. The account field "County Property Class" was the primary basis for deriving its results. For a complete listing of Douglas County Property Class Codes, see Appendix A.

The initial step in identifying land within the Urban Growth Area (UGA) available for future development was accomplished by creating a list of all county real property tax accounts designated as "unimproved." This provides a base inventory of vacant land within the Urban Growth Boundary (UGB). The results of this initial step produced an unqualified list of all land taxed as unimproved. Summary results of this basic list for all types of "unimproved" land in the UGB are shown in Table 1 below:

TABLE 1: Total Unimproved Class UGA Property Tax Accounts

County Property Class	Acres
001	42.5
002	4.77
100	348.66
107	5.22
110	28.2
120	2.41
180	324.39
200	100.93
210	20.2
300	437.83
400	27.89
440	18.49
480	985.72
502	0.74
503	67.92
504	8.04
583	11.23
700	113.31
910	9.12
920	50.06
940	214.28
950	91.61
960	6.46
997	9.8
Total	2,920.73

Qualified Land

A quick look at the Table 1 shows that several categories of land designated by the Assessor as "unimproved" are not appropriate for inclusion in an inventory of vacant land available for future development. This is true of the "unbuildable" classes.

Removing the land described above provides the following results by County property class (Table 2) and residential Comprehensive Plan Designations (Table 3).

Table 2: Unimproved Acres by County Property Class

County Property Class	Acres
100	347.59
107	5.22
110	28.2
120	2.41
180	312.72
200	93.95
210	20.2
300	412.39
400	21.62
440	18.49
480	985.72
502	0.74
503	30.83
504	8.04
583	11.23
700	113.31
910	2.66
920	50.06
TOTAL	2,485.38

Table 3: Unimproved Acres by Comprehensive Plan Designation

COMP PLAN DESIGNATION	ACRES	% of Total
Commercial	72.16	2.9%
High Density Residential	90.07	3.7%
Industrial	477.26	19.4%
Low Density Residential	1580.97	64.1%
Medium Density Residential	164.26	6.7%
Professional Office	8.56	0.3%
Parks/Open Space and Hazard Area	26.71	1.1%
Public Semi-Public	39.35	1.6%
Residential/Open Space	6.04	0.2%
Grand Total	2,465.33	100.00%

The Comprehensive Plan designations that allow residential development are: Urban Low Density Residential, Urban Medium Density Residential, Urban High density Residential and Residential Open space. Gross vacant acres within these designations total 1,841.34 acres, 74% of all unimproved, qualified acres.

Approximately 10.57 acres of city, county, state and tribal lands that are subject to a residential Designation totals have been added to this total. Another 16.77 acres of low-density residential lands have been added as well. **The total gross vacant acres of residential land is 1,868.68 acres.**

Constrained Land

Development of constrained land could affect the building cost, density, or other site-specific development factors. State policy gives jurisdictions the right to decide what is unbuildable based on local development policies. The following section describes how constraints were handled in the Buildable Lands Inventory:

Unbuildable Constrained Land

Physical constraints such as steep slopes, wetlands, riparian setbacks and floodway areas must be accounted for in determining whether land is realistically available for future development. For the purposes of this analysis some physical constraints rendered portions of parcels unbuildable, and those portions were subtracted from the inventory:

- **Floodway:** Acres within the floodway portion of the 100-year floodplain mapped by the Federal Emergency Management Agency (FEMA) were **removed** from the Inventory. The City has a "no-rise" requirement in this area.
- **Riparian Habitat Setback Areas:** The City and County both require a protective setback be maintained on properties that contain or abut portions of the following watercourses and the area was removed from the inventory:

REQUIRED RIPARIAN HABITAT SETBACKS

WATERCOURSE	RESIDENTIAL ZONES	COMMERCIAL AND INDUSTRIAL ZONES
South Umpqua River	50 feet	50 feet
Newton Creek	25 feet City/50 feet County	50 feet
Deer Creek	25 feet City/50 feet County	50 feet
North Umpqua River	50 feet	50 feet

Acres of constrained/unbuildable land include the total acres of all residential land containing any of the constraints identified above. An area can include a single constraint or a combination of many constraints overlapping.

Table 4 shows the amount of acreage affected by the identified constraints and the gross buildable acres by Plan Designation. Approximately 43 acres are considered unbuildable and of the 43 acres, 14 were designated for residential development (LDR, MDR, HDR and ROS). Table 5 shows the net result.

Table 4: Unbuildable Acres by Plan Designation

COMP PLAN DESIGNATION	ACRES
Commercial	0.18
High Density Residential	1.1
Industrial	1.3
Low Density Residential	11.66
Medium Density Residential	1.59
Professional Office	1.22
Parks/Open Space and Hazard Area	25.14
Public Semi-Public	0.52
Residential/Open Space	0
Total	42.71

Table 5: Gross Buildable Acres by Residential Plan Designation

COMP PLAN DESIGNATION	Unimproved	Unbuildable	Total Acres
Low Density Residential	1608.31	11.66	1596.7
Medium Density Residential	164.26	1.59	162.7
High Density Residential	90.07	1.1	89.0
Residential/Open Space	6.04		6.0
Grand Total	1868.68	14.35	1854.33

Buildable Constrained Lands

There are several acres identified with constraints but were not excluded from the inventory as unbuildable. The following describes how these constraints were handled in the Buildable Lands inventory:

- **Flood Fringe:** Acres within the flood fringe portion of the 100-year floodplain were *not removed* from the inventory and are considered developable land since the City allows residential development if certain floodproofing standards are met.
- **Slopes:** Sloped land was not removed from the inventory. However, hillside density projections, found in the City's Comprehensive Plan¹, were used on sloped areas of Low-density Residential designation to determine a buildable projection.

Land with 12-25% slopes = 70 percent of normal densities
 Land with >25% slopes = 40 percent of normal densities

This does not represent hillside development regulations; to the contrary, the City encourages greater densities and lot clustering on hillsides in order to achieve the full zoning potential. However, history has shown that the terrain, not the zoning, is the limiting factor. For example, the Warewood developments² in northwest Roseburg are on hillsides and are zoned at a greater density than four dwelling units per acre (the constant density assumed in the Comprehensive Plan hillside study), but they could not achieve more than 50 percent of the zoning potential³. Using the standards of the Comprehensive Plan study (4 du/ac), Warewood reached 65 percent its potential, a number consistent with the study's findings.

Tables 6 and 7 show shows the amount of gross buildable acres; Table 7 shows adjusted buildable acres (LDR only) based on the hillside density projections.

Table 6: Gross Buildable Acres By Plan Designation and Slope

Comp Plan Designation	0-12%	12-25%	>25%	Total
Low Density Residential	29.79	529.87	1036.96	1,596.62
Medium Density Residential	50.35	48.02	64.31	162.68
High Density Residential	17.71	21.2	50.03	88.94
Residential/Open Space	0.6	1.94	3.51	6.05
Grand Total	98.45	601.03	1154.81	1,854.3

¹ Roseburg Urban Area Comprehensive Plan, p. 579: "The average density [for hillside development] is weighted by a slope factor. For example: the constant density for "Low Density Residential" is four dwellings per gross acre. On slopes 0-12% no weighted slope factor is used, since slopes of less than 12% have little impact upon density. In areas with slopes of predominantly 13-25%, a weighted factor of 70 percent is used. This is because, on the average, areas with slopes of 13-25% were found to accommodate only about 70 percent of the number of dwellings per gross acre as areas with slopes under 13 percent. In other words, it would take 130 acres of land having predominantly 13-25% slopes to accommodate the same number of dwellings as 100 acres on slopes under 13 percent. On slopes in excess of 25% the weighted factor increases dramatically to 40 percent. That is, it takes two and one-half times more land to accommodate the same number of dwellings as can be accommodated on land with slopes of 0-12%."

² Warewood Estates PUD, Warewood Valley, Warewood Valley 1st Addition, Warewood Valley 2nd Addition, Warewood Valley 3rd Addition, Warewood Valley 4th Addition, Warewood PCD Phase 1, The Point in Warewood

³ 146 units on 51.5 acres in a zone with a 7,500 square-foot minimum lot size

Table 7: Hillside Constrained Buildable Acres By Plan Designation and Slope

Comp Plan Designation	0-12%	12-25%	>25%	Total
Low Density Residential	29.79	370.91	414.78	815.48
Medium Density Residential	50.35	48.02	64.31	162.7
High Density Residential	17.71	21.2	50.03	88.9
Residential/Open Space	0.6	1.94	3.51	6.1
Grand Total	98.45	422.07	532.63	1,053.15

Redevelopment and Infill

Redevelopable Residential Lands Analysis

Some demand for new residential development will be met by redevelopment and infill. Redevelopment refers to land already zoned or designated for residential use on which development has occurred, but there is a strong likelihood that existing development will be converted to more intensive residential use.

The work performed for redevelopment analysis was based upon the Douglas County Assessor tax account records related to tax lots within the City of Roseburg Urban Growth Boundary. The account field "County Property Class" was the primary basis for deriving its results.

For the purposes of this study, "redevelopable" residential tax lots were defined as:

Real ("R") property tax lots that were classified as "improved" residential by County Property Class Code where the appraised value of the improvements were less than or equal to 30 percent of the total combined real market value of the land and appraised value of the improvements. All accounts designated for residential development are included as redevelopable acres.

Arriving at a realistic value for developed residential properties is complicated by the fact that manufactured homes are generally considered personal, rather than real property improvements, by the Assessor, and are assigned separate "M" code accounts. In order to gain a more accurate value for existing property improvements on tax lots, a list of manufactured home accounts was compared and matched to residentially coded improved real property accounts that initially appeared to qualify as "redevelopable" under the improvement/total value of less than 30 percent criterion.

In order to simplify this task, the master list of all manufactured home accounts was modified to separate accounts located in mobile home parks from all other types. The remaining "M" accounts were then compared to the initial list of redevelopable real property accounts and matched by the account Map and Tax Lot Numbers. Where "M" accounts shared an identical map and tax lot number with an associated "R" real property account, the appraised value of the manufactured home (i.e., the "improvement") was added to the total improvement value for the associated "R" real property account.

The unmatched "M" accounts were then discarded after an experimental sampling showed that all accounts tested were related to real property accounts that already exceeded the improvement-to-total value threshold.

Table 8 shows the results of the analysis for potentially redevelopable residential land within the UGB. The results are distributed by Plan Designation. The analysis show a total of **360 acres have the potential for redevelopment**, mostly land designated Low Density Residential.

**Table 8: Gross Redevelopable Acres
By Plan Designation**

COMP PLAN DESIGNATION	Total
Low Density Residential	173.0
Medium Density Residential	112.7
High Density Residential	28.0
Residential/Open Space	46.4
Total	360.1

Infill or Partially Vacant Residential Land

Infill development in this case refers to single-family infill that occurs primarily through the partitioning process. Infill was calculated for all developed parcels zoned residential. If a developed lot was greater than one half acre, then one quarter acre was subtracted from that lot's total acreage to determine its potential for infill. Infill calculations for parcels on sloped land were also subject to the Comprehensive Plan hillside densities. This calculation assumed 100% infill potential and yielded **166** available acres.

Land Supply Total

The following summarizes the land supply calculations:

Gross vacant residential:	1,868.7 acres
Environmental constraints:	(14.4) acres
Slope constraints:	(781.1) acres
Redevelopment:	360.1 acres
Infill:	166.0 acres
Total:	1,599.3 acres

HOUSING NEEDS

Demographic Trends

This section looks at the types of housing that has been developed in the City since 1990 to the end of 2005. It also looks at demographic and socioeconomic changes over the same time period to determine how housing, demographic and economic trends interact in the City.

Four basic sources of information were used to create a picture of recent City dynamics: US Census data from 1990 and 2000; US Department of Housing and Urban Development statistics for the years 1990 through 2005; City and County building permit information, and; County Assessor data. The data provide a description of recent housing trends in the City.

Population Trends

During the 1990s, the City population growth rate outpaced that for the County as a whole, but did not keep pace with the state average. The average annual rate of growth for the City was only outpaced by the cities of Sutherlin, Winston and Glendale during the 1990s, as shown in Table 11:

**Table 11: Population Changes in Douglas County and Oregon
1990 to 2000**

	April 1 Census Count 2000	April 1 Census Count 1990	Percent Change	Per Capita Change
Sutherlin	6,669	5,020	32.85%	1,649
Winston	4,613	3,773	22.26%	840
Glendale	855	707	20.93%	148
Roseburg	20,017	17,069	17.27%	2,948
Yoncalla	1,052	919	14.47%	133
Oakland	954	844	13.03%	110
Myrtle Creek	3,419	3,063	11.62%	356
Canyonville	1,293	1,219	6.07%	74
Uninc.	54,967	54,838	0.24%	129
Drain	1,021	1,086	-5.99%	-65
Reedsport	4,378	4,796	-8.72%	-418
Riddle	1,014	1,143	-11.29%	-129
Elkton	147	172	-14.53%	-25
DOUGLAS	100,399	94,649	6.08%	5,750
STATE	3,421,399	2,842,321	20.37%	579,078

However, the table also shows that in terms of absolute numbers, Roseburg gained by far the greatest number of new inhabitants, representing 2,948, or 51 percent, of the 5,750 additional Douglas County residents. Between 1980 and 2000, the percentage of total Douglas County population living in the City of Roseburg has continued to increase, as shown in Table 12:

Table 12: Roseburg as a Percentage of Total Douglas County Population

Year	City	County	Percent
1980	16,644	93,748	17.75%
1990	17,063	94,649	18.03%
2000	20,017	100,399	19.94%

A significant portion of the new City residents are likely persons from other parts of the County that moved to the City to be closer to their place of employment, and elderly persons wanting to be closer to medical and other services. The 2000 Census indicates that 33% of City residents living in a different house in 1995 came from Douglas County, while 19.7% came from some other county. There were nearly twice as many newcomers from other states as from Oregon (2,344 versus 1,348), many of whom were likely retirees forming part of the rapidly growing cohort of City residents over 65 years old.

According to the US Census, between 1980 and 2000 the City population grew from 16,644 to 20,017, exhibiting a twenty-year average annual growth rate of 1% per year. This rate accelerated to about 1.75% from 1990 to 2000. The increase probably reflects improvement and stabilization of the local economy during the 1990s after traumatic changes in the local timber industry during the previous decade, but other factors also likely played a role in the increased population growth rate, such as the expanding professional, retail and service sectors and the growing retiree population.

Population Projections

Oregon Revised Statute 195.036 requires counties to establish and maintain “a population forecast for the entire area within its boundary for use in maintaining and updating comprehensive plans.” Douglas County produced population analyses for the county and its cities in 1996. Recognizing that cities would absorb the greater share of growth over the years, the County estimates that city populations will become greater than the unincorporated portions of the County about the year 2009 and be about 30% greater by the year 2020. The city-county coordinated adopted growth rate for Roseburg is 2.5%. Table 13 presents a range of results for future City population projections at various average annual growth rates for the next twenty years:

Table 13: UGB Population Growth Projections

Annual Growth Rate	2000 Population	2027 Population
	25,490	
1.50%		38,102
1.75%		40,719
2%		43,509
2.25%		46,481
2.50%		49,649

Base: 2000 U.S. Census, Roseburg, 20,017, and CDP, 5,473 (2.5% AAGR)

Population Age Groups

Like the rest of Oregon and the nation in general, the City population figures indicate a greater proportion of its residents are in older age groups. This is particularly true of the cohort for persons over 65, whose numbers grew by 25% during the 1990s and composed about 19% of the total year 2000 City population. This figure is more than six percentage points greater than the state average. Moreover, this cohort grew at a rate more than twice that of the state during the decade. The 20 to 44 age group for the City is about three percentage points lower than the same state group. Otherwise, the percentages for the City cohorts are very similar to those of the state.

Table 14 compares age groups of the City, County and state in 1990 and 2000 based on Census data. All three areas show declines in the relative proportions of persons 44 or younger and relative increases in persons older than 44. Both the City and state show positive growth in all age groups, while Douglas County shows negative growth for the two youngest cohorts.

Table 14: Changed in Age Groups 1990 – 2000

AGE - CITY					
	1990	Percent	2000	Percent	Percent Change
TOTAL	17,032		20,017		17.5%
Under 18	4,284	25.2%	4,650	23.2%	8.5%
20 to 44	5,943	34.9%	6,519	32.6%	9.69%
45 to 64	3,152	18.5%	4,475	22.4%	42.0%
Over 65	3,024	17.8%	3,737	18.8%	25.2%
AGE - COUNTY					
	1990	Percent	2000	Percent	Percent Change
TOTAL	94,649		100,399		6.1%
Under 18	25,460	26.9%	24,079	24%	-5.4%
20 to 44	31,231	33.0%	29,292	29.2%	-6.2%
45 to 64	19,924	21.1%	26,555	26.4%	33.3%
Over 65	14,563	15.4%	17,888	17.8%	22.8%
AGE - STATE					
	1990	Percent	2000	Percent	Percent Change
TOTAL	2,842,321		3,421,399		20.4%
Under 18	724,130	25.5%	846,526	24.7%	16.9%
20 to 44	1,074,596	37.8%	1,227,675	35.9%	14.2%
45 to 64	532,944	18.8%	811,543	23.7%	52.3%
Over 65	391,324	13.8%	438,177	12.8%	12.0%

The relative decrease in Douglas County persons aged 20-44 (-6.2%), compared to the positive relative increase for the same City age group (9.69%) lends support to the assumption that Roseburg is attracting young working age persons from other parts of the County. Percentages for City and County persons under 18 may also indicate support of this notion, since the 20 to 44 age group includes large numbers of people in families with children. Again the County shows a relative decrease (-5.4%), while the City shows a relative increase (8.5%) for non-adult

populations. The working-age group of persons 45 to 64 also shows a greater percent change for the City than the County. This tends to support the notion of Roseburg as a regional employment center attracting working-age persons and families, particularly from the surrounding areas of the County. However, the *regional*, or County-related aspect of this assumption needs to be noted, as both the under 18 and the 20-44 year age groups dropped about two percentage points as percentages of total population. This may indicate that while the City is adding working age families with children, the City and region cannot meet overall employment needs for this cohort and some of them are leaving the area entirely in search of brighter prospects and better opportunities. Household trends and characteristics also seem to support this notion, as shown in the following section.

Household Demographics

Roseburg is following the national, state and county trend in producing a smaller average number of persons per family. This national trend is usually related to the general overall aging of the population, families generally having fewer children, and increasing numbers of single, divorced and widowed persons, along with single-parent families, particularly women with children. The changes registered in the US Census for the City and County between 1990 and 2000 are much greater than that for the state, as shown in Table 15:

Table 15: Changes in Average Number of Persons Per Household

	1990	2000	Percent Change
City	2.4	2.32	-3.33%
County	2.6	2.48	-4.62%
State	2.52	2.51	-0.40%

This corresponds with the relatively greater percentages of older persons in the City and County, particularly the greater proportions of persons aged 65 or older, who comprise a large number of the householders living alone. In the City, changes in the numbers of household types during the 1990s indicate that every category of household associated with smaller numbers of persons increased at much greater rate than married couples, as shown in Table 16:

Table 16: Changes in Household Composition

Household Type	1990	2000	Percent Change
Total Households	6760	8237	22.03%
Married couple families	3483	3807	9.30%
Male householder family	192	na	na
Female householder family	742	977	31.67%
Nonfamily households	2333	3140	34.59%
Living alone	1965	2604	32.52%
65 or older	897	1145	27.65%

Both sets of data indicate that the number of married couple families increased at a much lower rate than total households, and proportionately decreased as a percentage of total households below 50%. Non-family households, persons living alone, female householder families and householders 65 or older all outpaced the overall rate of growth for total households. Again, these figures lend support to the assumption that Roseburg is attracting relatively large proportions of working age persons and the elderly, people looking for opportunities, amenities and services. A comparison of selected household types and their relative percentages for Roseburg, Douglas County and the state indicate that the City contains relatively high percentages of non-traditional households and elderly persons, and a lower proportion of married couple families, as shown in Tables 17 and 18:

Table 17: Household Types as a Percentage of Total

	1990	2000	Percent change
Married couple families	51.60%	46.22%	-5.38%
Male householder family	2.84%	na	na
Female householder family	10.99%	11.86%	0.87%
Nonfamily households	34.56%	38.12%	3.56%
Living alone	29.11%	31.61%	2.50%
65 or older	13.29%	13.90%	0.61%

Table 18: Comparison of Percentage of Household Types -2000 Census

Household Type	City	County	State
Married Couple Families	46.2	57.2	51.9
Female Householder	11.9	9.6	9.8
Nonfamily Households	38.1	29.1	34.2
Living Alone	31.6	23.9	26.1
65 or Older	13.9	11	9.1

It is interesting to note that the household composition of Roseburg exhibits similar percentages to other regional center/county seat cities in Oregon of roughly similar populations with large populous surrounding unincorporated areas, as shown in Table 19:

Table 19: Oregon County Seat Cities Household Type Comparison

Household Type	Roseburg	Grants Pass	Klamath Falls
Married couple families	46.2	44.5	42.2
Female householder family	11.9	14.5	11.7
Nonfamily households	38.1	36.8	41
Living alone	31.6	31.2	32.4
65 or older	13.9	16	11.9

HOUSING TYPES

The Oregon Statewide Planning Goal 10: Housing requires cities to "encourage the availability of adequate numbers of needed housing units at price ranges and rent levels which are commensurate with the financial capabilities of Oregon households and allow for flexibility of housing location, type and density."

The practical requirements, regulations, standards and directives implementing Goal 10 are described in Oregon Administrative Rules (OAR). OAR Chapter 660, Division 8, Interpretation of Goal 10 Housing. OAR 660-008-0010 requires that "sufficient buildable land shall be designated on the comprehensive plan map to satisfy housing needs by type and density range as determined in the housing needs projection."

This Goal 10 policies and objectives are statutory. Oregon Revised Statutes (ORS) 197.296(3)(b) Requires cities to: "Conduct an analysis of housing need by type and density range...to determine the number of units and amount of land needed for each needed housing type for the next 20 years."

Housing Growth: 1990 - 2005

Like the changes in population, the numbers of dwelling units in the City have increased continuously over the past decades. In terms of percentage growth, the number of units has grown at a proportionally greater rate than the population. Census figures indicate that between 1990 and 2000 the population grew by about 17.5 %, while the total number of dwelling units grew by about 25.3%. This disparity reflects changes in the number and types of households and the decline in average persons per household. As the average number of persons per household and married couple families decline, the need for proportionately more housing units per person increases. Increases in single persons, young adults and the elderly create greater demand for affordable living quarters, a large percentage of which is supplied by multiple-family rental housing. Much of the housing data collected for this study reflect these assumptions.

The total number of housing units in Douglas County increased by about 4,986 units, or 13%, during the 1990s, while the City inventory grew by some 1,786 units, or 25%. The percentage of total housing units in Douglas County now supplied by the City increased from 18.41% to 20.42% by 1999, showing similar but proportionally greater housing growth as compared to per capita growth.

The types of housing within jurisdictions are generally classified and counted during each decennial US Census. This data provides a general idea of the types of housing in the area and, through comparison, what if any changes in the mixture of types has occurred between decades. Data for the City of Roseburg from 1990 and 2000 and the percent change of housing types is shown in Table 20:

Table 20: Changes in Housing Type 1990-2000

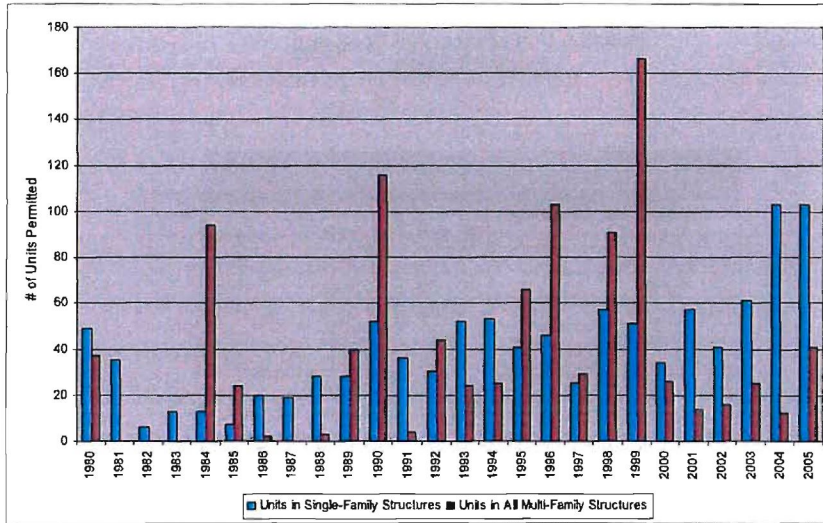
	1990	2000	Percent Change	Number of additional units
1 unit detached	4,599	5,493	19.44%	894
1 unit attached	223	325	45.74%	102
2 to 4 units	759	1,052	38.60%	293
5 to 9 units	307	359	16.94%	52
10 or more units	710	1,037	46.06%	327
Mobile home, trailer, other	454	602	32.60%	148
TOTAL UNITS	7,052	8,883	25.73%	1,831

The changes in housing types shown in Table 20 indicate that while single-family detached dwellings were by far the greatest number of new units added, the relative increases in multiple-family dwelling units were all greater than the single-family increase. A significant upswing in duplex and apartment construction occurred over the decade, indicating that the housing industry is responding to changing demographic and household trends. The total number of multiple-family units in buildings with two or more units created during the decade equals 774, compared to a total of 894 new single-family dwellings. Excluding mobile homes, trailers, etc., the percentage of new units constructed as single-family homes equals about 53.6%, and buildings containing two or more units are about 46.4%.

Building permit data was gathered from HUD's State of the Cities Data Sets. Table 21 shows building permit activity from 1980 to 2005 and years in between. Since 1980 51% of all units permitted were single family dwellings and 49% were multi-family units. In the last five years however, single family units equaled 75% of all structures permitted. The HUD totals running through the year 2005 seem to indicate that the overall proportionate mix of single-family units has increased significantly between 2000 and 2005. Permitted multi-family units fluctuate drastically from year to year as shown in the graph below, however, the long term view of residential permits show the proportion of single and multi-family units has remained relatively constant.

**Table 21: Number of Residential Building Permits
Percent of Total 1980-2005**

Dwelling Unit Types	1980-2005		1990-2005		2000-2005	
	Number	Percent	Number	Percent	Number	Percent
Units in Single-Family Structures	1060	51%	842	51%	399	75%
Units in All Multi-Family Structures	1002	49%	802	49%	134	25%
Units in 2-unit Multi-Family Structures	126	6%	124	8%	44	8%
Units in 3- and 4-unit Multi-Family Structures	256	12%	222	14%	47	9%
Units in 5+ Unit Multi-Family Structures	620	30%	456	28%	43	8%
Total Units	2062	100%	1644	100%	533	100%



The U.S. Census shows the changes by housing types between 1990 and 2000 as to their respective relative percentage of the total housing stock, and indicates that the mix of housing types has remained relatively constant over the decade:

**US CENSUS 1990-2000
Housing Units Percent of Total and
Percent Change**

Units in structure	1990	2000	Percent Change
1 unit attached, detached, mobile home	65.22%	61.94%	-3.27%
1 unit attached	3.16%	3.66%	0.50%
2 to 4 units	10.76%	11.86%	1.10%
5 to 9 units	4.35%	4.05%	-0.31%
10 or more units	10.07%	11.69%	1.63%
Mobile home, trailer, other	6.44%	6.79%	0.35%

A comparison of 2000 to 2005 is also included below. The standards for data collection by the Census Bureau changed during this time in which categories are more compacted.

Units in structure	2000	2005	Percent Change
1 unit attached, detached, mobile home	68.73%	65.60%	-3.13%
2 to 4 units	11.86%	19.56%	7.70%
5 or more units	15.74%	3.62%	-12.12%

FUTURE HOUSING DEMAND

This section analyzes Roseburg's housing needs by type and density to provide the information needed to determine the amount of land needed for each housing type for the next 20 years. The housing needs analysis is a complex task. The complexity of determining housing needs comes from consideration of past trends, projecting these trends into the future, and then trying to predict housing needs for Roseburg's future population. The following four steps outline the process:

- Project the number of new housing units needed in the next 20 years
- Project the housing mix in the next twenty years
- Estimate the number of additional housing units needed by type
- Estimate the expected net density

Future Population

In order to begin to understand what sort of housing will be needed to accommodate future population growth, one starting point is to calculate the total expected number of additional persons based upon an average annual rate of growth. The County's coordinated population figures (ORS 195.036) show a projection of a 2.5% annual average growth rate for Roseburg.

Table 22: Projected Population

Annual Growth Rate	2000 Population	2027 Population
	25,490	
1.50%		38,102
1.75%		40,719
2%		43,509
2.25%		46,481
2.50%		49,319

Base: 2000 U.S. Census, Roseburg, 20,017, and CDP, 5,473 (2.5% AAGR)

Total Households

To determine the number of households requiring individual housing in 2027, the number of persons in group quarter facilities and a projected average person per household must be determined.

Group Quarters

Group quarters include facilities such as assisted living facilities, dormitories, correctional institutions, group homes, boarding houses, military facilities, juvenile institutions, and psychiatric hospitals. The 2000 Census indicates 4.6% (2,034) of the population resided in group quarter facilities. For future years the percentage of the population in group quarter facilities is projected to stay the same.

Average Household Size

Average City household size dropped 3.4% during the decade and was 2.32 in 2000. The average household size is expected to continue to decrease to 2.25 in 2027 if the trend between 1990 and 2000 continues.

Vacancy Rate

Based on the 2000 Census, a vacancy rate of seven percent for owner and renter-occupied units is assumed.

To arrive at a projected number of households and housing units, the group quarters population is first subtracted from the projected population to yield the population living in households. This number is then divided by the average household size to compute the number of households.

The vacancy rate is applied to arrive at a total number of units needed over the time period and the existing number of dwelling units is subtracted to arrive and the total number of future needed housing units. The total number of new housing units needed in 2027 is 22,636.

Existing Number of Dwelling Units

The existing number of dwelling units as of December 1, 2005 was arrived at by summarizing building permit activity from 2000-2005. Building permits issued between 2001 and 2005 were added to the total number of units tabulated from the 2000 census.

Table 23: Total Dwelling Units as of 2005

2005 Housing Units	2000 Census	Issued Permits 2001-2005	TOTAL Number of Dwelling Units
Single Family	5,493	365	5,858
Duplex	793	42	835
Multi-family	1,980	66	2,046
Mobile Home	547		547
Total	8,813	473	9,286

Source: SOCDS, US Census

Table 24 below shows the methodology for calculating Needed Housing Units for the year 2027.

Table 24: Projected Number of Needed Housing Units

Methodology	Total
2027 Coordinated Population Projection	49,649
Group Quarter Population (4.6%)	2,283.85
Population in Households	47,365.15
Total Occupied Housing Units 2027 Average Household Size (2.25)	21051.18
Total Housing Unit 2027 w/Occupancy Rate (93%)	22,635.67
December 2005 Number of Dwelling Units	9,286
2007-2027 Future Needed Housing Units	13,349.67

Housing Types

The second step in gleaning a basic idea of what may be required to meet future housing needs is to make some determinations about the types of housing units to be added. A basic approach to determining what this mix might be in the future is to simply project the current percentage mix of housing types forward and hold them constant. For this analysis the 2027 housing mix is expected to be similar to the mix based on building permit activity from 1980-2005.

Table 25 : Existing Housing Mix

2027 Estimated Housing Mix	Units	Percent
Single Family	6808.33	51%
Duplex	800.98	6%
Multi-family	4939.38	37%
Mobile Home	800.98	6%
Total	13,349.67	100%

However, the general household size is experiencing a downward trend. A five percent adjustment from single-family to multi-family should assist in addressing the disconnect between decreasing household size and a relative trend increase in single-family dwellings. Table 26 displays the change:

Table 26 : Projected Housing Mix

2027 Estimated Housing Mix	Units	Percent
Single Family	6140.85	46%
Duplex	800.98	6%
Multi-family	5606.86	42%
Mobile Home	800.98	6%
Total	13349.67	100%

Residential Land Needs by Dwelling Unit Type and Plan Designation

Roseburg planning staff reviewed building permit and land use data to determine densities for future residential development by structure type.

Single-Family

For single-family housing, one basic method is to determine the *average lot size* for recent developments based upon building permit records. Calculating the average lot size used for this initial example was accomplished by totaling the lot size for all single-family residential building permits issued since 1996. The average lot size for this set of data is 0.318 acres, or 13,901 square feet or a density of 3.14 units per acre. This number is relatively low for urban planning purposes, so an increased density of 4.0 will be assumed for single-family dwellings.

Duplex Units

Planning staff reviewed permit data for the past 10 years to determine density for duplex units. Duplexes are expected to develop at 6.44 dwelling units per acre.

Multi-Family Units

Based on permit data and county assessor records, the average density of all multi-family units (tri, four-plex and 5+ units) is 13.80 dwelling units per acre.

Mobile Homes

US Census data show that approximately 6.79% of the City housing stock is categorized as "mobile home, trailer, etc." This figure represents the units of this type located in mobile home parks. Manufactured homes on individual lots are assumed to be included in the "single-family detached" housing type. Units in mobile home parks therefore need to be accounted for somehow. The method of determining mobile home park density employed for this initial calculation is based upon an analysis of the mobile home parks located within the UGB. The number of units in each park and the park acreages were determined from the County Assessor records. The total number of acres in mobile home parks and the number of mobile home accounts were used to determine density per acre. Total acres divided by the total number of unit accounts yielded a density of 8.3 mobile homes per park acre, or an average land use of 5,248 square feet (0.12 acres) per unit.

Amendments to the

DOUGLAS COUNTY
COMPREHENSIVE PLAN
(Limited to Population, in response to LUBA remand)

FIRST DRAFT

November 19, 2010

Board of Commissioners
Public Hearing - December 08, 2010

This estimate is probably more accurate for expected density per unit than for total numbers. The City Census figures indicate that there were some 547 mobile homes in the year 1999, while Tax Assessor accounts for the entire UGB area indicate there are a total of 1,009 mobile home accounts in mobile home parks. This indicates that nearly half of the mobile homes in parks within the UGB are located outside the City Limits. Unfortunately, no method of determining the number of recent mobile home placements, particularly the numbers locating in mobile home parks has been identified that includes the entire UGB area.

Land for Non-Residential Purposes

If it is assumed that new streets would be required for the vast majority of this sort of new development, the gross acres should be increased by adding results from using a selected multiplier to arrive at a total net acre estimate. It is assumed 25% of total gross acres will be needed for non-residential uses. Based on these calculations, the resulting Table 27 presents the estimated land needs for the planning period:

Table 27: Estimated Land Needed for Future Residential Development

2027 Estimated Housing Mix	2027 Housing Units	Density (units/ac)	Acres Needed	Public Facilities (25%)	Net Acres Needed
Single Family	6140.85	4.00	1535.21	383.80	1919.02
Duplex	800.98	6.44	124.38	31.09	155.47
Multi-family	5606.86	15.98	350.87	87.72	438.58
Mobile Home	800.98	8.30	96.50	24.13	120.63
Total	13349.67		2108.96	526.74	2634

SUPPLY AND DEMAND COMPARISON

The buildable lands supply has been estimated, as well as the projected need for housing. As shown in the Future Housing Needs section, there is a need for 13,349.67 housing units and a total of 2,634 acres in the year 2027. The majority of the needed units are for single family detached units at 6,140.85 as well as multi-family units at 5,606.86.

The analysis shows there are approximately 1,599 acres available for residential development until the year 2027, yielding a **deficit of 1,035 acres.**

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KEY:

Additions and Amendments are identified by both **Bolding** and Underlining.
Deletions are identified by ~~STRUCKOUT~~ text.

1. **Amendments to Chapter 10: Population Element**

Amend Page 10-2

TABLE 10-3. 2000 POPULATION AND YEAR 2030 POPULATION PROJECTIONS.
Total Population Using County Projections

Sub Area	Class	2000 Pop	2030 Total	2000-2030	Annual Growth %
Coastal	City	4,370	5,359	989	
	UGB (2)	67	<u>82</u>	<u>15</u>	
	UUA	385	565	180	
	Rural	5,894	8,193	2,299	
	Subtotal	6,413	8,922	2,509	1.30%
North	City	2,220	3,238	1,018	
	UGB (2)	224	<u>310</u>	<u>86</u>	
	UUA	0	0	0	
	Rural	3,734	5,458	1,724	
	Subtotal	6,178	9,006	2,828	1.53%
Central	City	32,440	52,994	20,554	
	UGB (2)	6,357	<u>8,980</u>	<u>2,623</u>	
	UUA	5,885	12,336	6,451	
	Rural(1)	16,124	10,248	(5,876)	
	Subtotal	60,806	84,558	23,752	1.30%
South	City	6,600	10,109	3,509	
	UGB (2)	3,532	<u>5,067</u>	<u>1,535</u>	
	UUA	0	0	0	
	Rural	16,870	22,369	5,499	
	Subtotal	27,002	37,545	10,543	1.30%
County Wide	City	45,630	71,700	26,070	1.90%
	UGB	10,180	14,439	4,259	1.39%
	UUA	6,270	12,901	6,631	3.53%
	Rural	38,319	40,586	2,267	0.20%
	Total	100,399	139,626	39,227	

(1) The Central Area contains the UUA of Glide, Green, Shady and Dillard. In addition it has the UGB of Oakland, Roseburg, Sutherlin and Winston. The Comprehensive Plan findings recognize that over time, growth will shift from rural to urban densities. The reduction in rural growth in the Central subarea is one example of that rural to urban

shift. The County reduced its annual growth rate forecast from 1.57 (2000) to 1.29 (2009). This table calculates growth within City UGB (UGA and City limits) at the anticipated annual growth rate. The rural classification is the remaining population from the County forecast after removing city UGB forecasted growth. Historically, the Comprehensive Plan has projected a shift from predominately resource and rural to more urban densities.

(2) The County has adopted an updated coordinated forecast for the Comprehensive Plan of each city. Within the UGA the projection used the County growth or City growth rate whichever was lowest. The city projection was used within city limits. The coordinated forecast was applied to extend the 20-year forecast within city limits. The County high rate (1.29%) was applied to extend the 20-year forecast within in the urban growth area (outside city limits but inside UGB) and update each jurisdiction's 20-year forecast. A summary of this analysis is shown in Table 10-4. This process is consistent with the safe harbor found in OAR 660-024-0030(4)(e).

Amend Page 10-3 Delete Existing Table 10-4 and replace the following

TABLE 10-4 City Population Forecast for incorporated area and urban growth area					
City		2000	2010	2020	2030
Canyonville	City	1295	1791	2130	2534
	UGA	<u>173</u>	<u>237</u>	<u>270</u>	<u>306</u>
	UGB (Total)	<u>1468</u>	<u>2028</u>	<u>2400</u>	<u>2840</u>
Drain	City	1020	1102	1217	1344
	UGA	<u>184</u>	<u>198</u>	<u>220</u>	<u>243</u>
	UGB (Total)	<u>1204</u>	<u>1300</u>	<u>1437</u>	<u>1587</u>
Elkton	City	145	258	299	347
	UGA	<u>13</u>	<u>23</u>	<u>26</u>	<u>30</u>
	UGB (Total)	<u>158</u>	<u>281</u>	<u>325</u>	<u>377</u>
Glendale	City	860	974	1076	1189
	UGA	<u>72</u>	<u>82</u>	<u>90</u>	<u>99</u>
	UGB (Total)	<u>932</u>	<u>1056</u>	<u>1166</u>	<u>1288</u>
Myrtle Creek	City	3430	3720	4382	5085
	UGA	<u>3272</u>	<u>3587</u>	<u>4077</u>	<u>4636</u>
	UGB (Total)	<u>6702</u>	<u>7307</u>	<u>8459</u>	<u>9721</u>
Oakland	City	955	964	1065	1176
	UGA	<u>150</u>	<u>151</u>	<u>167</u>	<u>185</u>
	UGB (Total)	<u>1105</u>	<u>1115</u>	<u>1232</u>	<u>1361</u>
Reedsport	City	4370	4392	4851	5359
	UGA	<u>67</u>	<u>67</u>	<u>74</u>	<u>82</u>
	UGB (Total)	<u>4437</u>	<u>4459</u>	<u>4925</u>	<u>5441</u>
Riddle	City	1015	1066	1178	1301
	UGA	<u>15</u>	<u>16</u>	<u>17</u>	<u>19</u>
	UGB (Total)	<u>1030</u>	<u>1082</u>	<u>1195</u>	<u>1320</u>

TABLE 10-4 City Population Forecast for incorporated area and urban growth area					
City		2000	2010	2020	2030
Roseburg	City	20125	22093	26931	32829
	UGA	<u>5676</u>	<u>6144</u>	<u>6985</u>	<u>7940</u>
	UGB (Total)	<u>25801</u>	<u>28237</u>	<u>33916</u>	<u>40769</u>
Sutherlin	City	6720	8031	9320	10816
	UGA	<u>264</u>	<u>314</u>	<u>357</u>	<u>406</u>
	UGB (Total)	<u>6984</u>	<u>8345</u>	<u>9677</u>	<u>11222</u>
Winston	City	4640	6068	7042	8173
	UGA	<u>267</u>	<u>348</u>	<u>395</u>	<u>449</u>
	UGB (Total)	<u>4907</u>	<u>6416</u>	<u>7437</u>	<u>8622</u>
Yoncalla	City	1055	1149	1333	1547
	UGA	<u>27</u>	<u>29</u>	<u>33</u>	<u>38</u>
	UGB (Total)	<u>1082</u>	<u>1178</u>	<u>1366</u>	<u>1585</u>
Grand Totals	All Cities	45630	51608	60824	71700
	All UGA's	<u>10180</u>	<u>11196</u>	<u>12711</u>	<u>14433</u>
	All UGB's	<u>55810</u>	<u>62804</u>	<u>73535</u>	<u>86133</u>
County Total		100399	108223	119180	139626

Amend Page 10-5 (paragraph two)

The 1990 Census indicated that the population of the cities was 39,811. The 2000 Census indicates that the population of the cities was 45,630. The growth of cities (1990-2000) was forecast at an overall average rate of 1.28%. The total growth for all cities in 2030 was 71,700. The cities acknowledged forecasted growth rates exceed the county projections. The total growth rate for all cities is projected at 1.9% from 2000 to 2030 on an annual basis. This relates to a county wide annual growth rate for cities of 1.9 percent from 2000 to 2030. The county wide annual growth rate for cities is above both the County forecasted high rate (1.3%) and low rate (1.05%) listed in prior versions (Table 1) of this element.

Amend Page 10-5 (last two sentences on the bottom of page)

In 2030, it is projected that 52.4% 51.3% of the population will reside in incorporated cities. This table [10-3] also includes more realistic identifies how the urban area projections of impact rural housing opportunities. As incorporated cities near projected growth and as based upon urban unincorporated area meet growth assumptions used in the County overall population projections less growth is allocated to rural lands.

Page 3

Amend Page 10-9

MIGRATION

8. Job opportunities are a prime factor in growth although other factors such as environment and perceived living quality can stimulate growth. Douglas County has worked for diversification within its basic industries and has long standing support of providing industrial development opportunities.
9. The County has had a high rate of in-migration during the period of 1970 to 1980 which accounted for 61 percent of the population growth. This trend was reversed during the period of 1980-1990 as shown by the lower population growth and an out-migration of 45%. Between 1990-2000 in-migration accounted for an increase of 4,808 persons and net natural increased the population by 942 persons.
10. During recessionary periods, there are There has been a continued out-migration of young adults especially in the 20-24 year age group. In the period of 1970 to 1988 there was a 9.6% population reduction within this age group. In the period of 1990 to 2000, th 20-24 year age group stabilized and experienced a minor (130 people) gain.

Amend Page 10-10

11. There has been a substantial sustained in-migration of older adults increasing the over 65 years category. The county population increased by ~~2,451~~ 5,750 people in the period of 1990-~~94~~ 2000. The over 65 age category accounted for ~~57.8%~~ 53.4% this population growth. This in-migration rate also includes other older adults and is not equally distributed in the age categories above 50 years of age.
- X. The median age of Douglas County citizens increased from the 1990 Census from 36 to 41.2 in the 2000 Census. If Douglas County continues to age, net natural increase (birth minus deaths) will play a lessor role in the growth of the County. The expectation is Net-migration (in-migration minus out-migration) will consist primarily of seniors in-migrating to the County for lower cost of living and quality of life and secondarily to younger families seeking employment options created from the increases in service industries and economic diversification in manufacturing and the wood products industry.

GEOGRAPHICAL DISTRIBUTION

- ~~49. If present trends continue, population growth pressure will persist in the South Umpqua Basin. (Note - this finding is removed because it duplicates the last sentence in Finding 15)~~

CITY COUNTY COORDINATION AND ANALYSIS

Amend Page 10-11

24. In 2005, the DLCD adopted a three "safe harbors" (OAR 660-24-0030(4)) for cities to

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use to adopt a population forecast for their urban areas. Generally, these options include using the county projection, using OEA or developing their own forecast, if there is not a reasonably current county coordinated forecast to use, when considering updates to their urban growth boundary. Pursuant to the rule, the coordinated forecast must be adopted by each city

- X. Between 1999 and 2005 many changes were made to the Periodic Review laws. The first change, SB 543 exempted seven Douglas County cities from periodic review requirements. In 2003, SB 920 made the completion of some periodic review tasks optional. In 2005, HB 3310 further narrowed the scope of periodic review and exempted many counties for periodic review. Douglas Counties cities have been either exempted from periodic review or their periodic review schedules have been suspended.**

MODEL FINDINGS

2. The fastest growing segment of the aging population is the "old old" – people 85 years and older. The 45 - 59 year age group is the fastest growing segment of the adult population. These The 65 and above age group is growing and consideration must be given to seniors who are often frail or sick and in need of supportive services, such as home and community based health care.
4. The 2000 census found the median household size is 2.5. The model recognizes the high number of seniors and uses a split rate for household size. The median household size for families under 55 is 2.6. The median household size assumed by the model for families over 55 is 1.5. This recognizes that seniors typically have smaller households than younger age cohorts.
5. Douglas County does not have a large high technology industry and is not impacted significantly by fluctuations in that market. The improved economic downturn conditions in other areas of the country (most notably California) will slow has slowed in-migration to Oregon. As the recession fades, the housing and manufacturing markets will recover, and in-migration to Douglas County will return to more normal levels not be impacted by the change in the high-tech industry. Lower cost of living and lifestyle choices will attract retiree's and families to Douglas County.
6. The wood products industry makes up 70% of all manufacturing jobs in Douglas County provides 63% of the support for local employment. The rate exceeds all counties in Oregon and is higher than the state. The industry has survived the economic recession of the 1980's and the environmental challenges of the 1990's. The industry has a clear view of the hurdles they face in the future, but are also counting on comparative advantages to help overcome them:

highly productive timberland and a critical mass of knowledge, ability, technical support, and infrastructure. ~~Oregon Timberlands could support a sustainable annual harvest of at least 5 billion board feet. The potential annual harvest will likely be below sustainable levels, probable not to exceed 4.5 billion board feet.~~

7. Employment in the wood products industry has declined since the late 1970's. Despite these reductions, employment is growing for the state as a whole as new companies in new industries are diversifying manufacturing and services. The wood products industry is also diversifying. New wood processing innovations are creating markets for species, grades and sizes of trees that were considered non commercial in the past. ~~A host of wood products can now be engineered to desired strength and size specifications by laminating, finger jointing, and edge-gluing small pieces of wood.~~ The change in the basic wood product industry creates new job opportunities in the manufacturing sector. This portion of the County economy will continue to expand. **A new market is the development of "green industry" - the County is coordinating with Federal partners to evaluate the potential of reclaiming dead or dying timber as a source for bio fuels.**
9. Transportation Firms will increase as trucking companies look to Douglas County's central location along the I-5 corridor. ~~Generally, Employment growth in along the I-5 corridor area will remain strong~~ **was impacted by the recession. As the County's economic recovers, one of the first areas to improve will be along the I-5 Corridor as firms take advantage of transportation access and central location.**
10. Tourism will play an expanding role in Douglas County's future, specifically hotel/motel, restaurant and bar, retail store sales, and recreation and amusement related businesses. **Recent examples of interest in the tourism industry is shown in increased ATV activities at the coast, vineyards and the creation of the viticulture educational opportunities at Umpqua Community College.**
12. Other trends such as more out-sourcing by businesses, increased consumption of health and personal services by households in general, and the increased number of retirement aged persons in the county are also pushing employment up in the service sector. **For Douglas County, the highest gains are in education, health, leisure and hospitality services ("Employment Projections by Industry and Occupation 2006-2016" by the Oregon Employment Department.)**
15. ~~In 2004, the OEA population projection increased the State of Oregon 2040 projection by 232,408 people. OEA reduced seventeen counties 2040 forecast and the OEA forecast shifted growth to MPO's. This re-allocation~~

of growth is not policy neutral, objective or scientific. Rather, it is a reasoned inference based upon limited data, debatable policy premises, and debatable methodological premises. The same is true of the county's projection. The main difference is that Douglas County's projection adds a level of specificity to the information used by the State. It also recognizes that the state land use policy is not evenhanded. It can enhance growth in one part of the state by constraining in others.

XX As part of the publication of the OEA Long Range Forecast in 1997, the State met with all jurisdictions to review its long range forecast and to gather feedback. In the 2004 OEA forecast update, all of the OEA model assumptions were removed and the allocations to counties were changed. Despite this significant change to the OEA model, no outreach to counties was conducted by the Office of Economic Analysis. This OEA update was not coordinated statewide or with the County forecast.

XX The long term Office of Economic Analysis rate was similar to the short term CPRC estimates experienced during the recession. OEA chose to extend those rates found during the recession for the entire forecast period. The County rebukes the State scenario of long term recession for Douglas County and chose that high rate of our projection forecast as our preferred alternative for the expectation of future growth.

XX The County selected the high range of the population forecast as the preferred alternative after considering the historic growth patterns. The County found that both the State and the County have experienced cyclical recessionary pressure. The county anticipates recovery from the recent recession to be similar to past experience and chose the high rate as its' preferred alternative because it is more appropriate.

Amend Page 10-12:13

MODEL ASSUMPTIONS

NOTE: Due to the changes in assumptions between the OEA model and the Douglas County model, no relationship exists between the OEA results and Douglas County results. This comment does not address the quality of the results, only that the differences result from changes in basic policy assumptions. The April 2004 Office of Economic Analysis model update was published without any local coordination. More importantly, the 2004 OEA model update removed all the assumptions contained in the 1997 OEA long term forecast.

1. The "Baby Boomer" generation was born between 1944 and 1964. The first baby boomers are approaching their 70's. The aging of the "Baby Boomer"

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generation will ~~has~~ caused a growth spurt of this ~~the~~ **65+** age group (~~between 2010 and 2020.~~) By 2020, the state of Oregon will have experienced a 70% or more increase in their numbers of elderly. In 2008, Portland State University Center for Population Research and Census reported that 12.9% of the state was aged 65 years or older versus 18.9% for Douglas County. The numbers of elderly in Douglas County's is expected to increase at a rate significantly higher than the rate experienced by the state.

2. Recovery from the recent recession will increase growth in the Services, retail trade and construction industries ~~will continue to grow.~~ Transfers from the ranks of unemployed and new entrants into the work force will reduce this number by 10%.
4. School enrollment has ~~been had~~ low growth in years 1995 to 2009, low to moderate enrollment growth for the years 2005 to 2030 is projected. This projection is based on the growth experienced in the school districts, the growth in service industries and continued stabilization in the wood products industry.
6. In Douglas County, between 1985 and 1990, employment increased at an average rate of 2.9% per year. Between 1992 and 1994, employment increased at an average rate of 2.3%. The Oregon Employment Department forecasted rate for Douglas County is a 1.1 percent average annual increase from 2008 to 2015. The assumed rate of employment between 2016 and 2030, will over time increase toward the State average annual increase in employment.

Amendments to the Population Element Support Document

Add new section on Page 6

County Forecast Comparison

1. Many factors make comparison between the 1998 Forecast and the 2009 Forecast impractical.
 - a. Both the 1998 and the 2009 Models utilized a cohort survival rate model. However the different inputs utilized in 2009 than in 1998 made for significantly different forecast outcomes.
 - b. Employment
 - i. The 1998 Forecast used the State Employment Forecast for 1995 to 2005. It projected average annual employment growth at 1.3% to 2005 and the model assumed that County employment growth would slowly grow to the state average 2.2%.
 - ii. The 2009 Forecast used the State Employment forecast for 2006 to 2016. It projected average annual employment growth for the County at 1.1% to 2016 and the model assumed that County implement growth would slowly grow to the state average 1.4%.
 - iii. The main difference between the county's assumption that employment growth from 2017 to 2030 will slowly grow to the state average (1.4%). This assumption projects an eventual end to the recession and economic recovery. The state economist's assumed statewide year-2030 employment growth rate of 0.7% per year in 2030 (projected for Douglas County) projects economic stagnation and continued recessionary pressure for the County throughout the study period.
 - iv. Douglas County's model primarily employment driven. It reflects that employment has dropped from high employment growth rates(1995-2006) and to the 2007-09 recession. The growth was restructured to more accurately reflect the county's stability and competitiveness among I-5 corridor counties.
 - v. These differing forecast have created a change in out come from model to model.
 - c. Estimates
 - i. The 1997 model attempted to estimate growth from 1990 to 1997. The 2009 model does not forecast the period of 2000 to 2008. The model simply restates the published CPRC data from 2000 to 2008. The forecast begins in 2009.

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- ii. The 1998 County Forecast began the estimate from the 1990 Census to 1997. There was extensive analysis in the original review by DLCD and OEA regarding the effectiveness of the model.
 - iii. The 2009 County Forecast used the 2000 Census, Center for Population Research and Census estimates for 2001-2007 and began the forecast in 2008.
 - d. The recession
 - i. The 1998 County Forecast along with the State forecast were cautiously optimistic about future economic growth.
 - ii. The 2009 County forecast along with the State forecast were clear regarding the impact of the recession. Forecasts data was changed and the resulting projection was lower.
2. Office of Economic Analysis:
- a. In 1997, the Office of Economic Analysis coordinated with Counties across the state on their Model assumptions and findings.
 - b. In 2004, the OEA has updated their model and removed all of the previous (1997) findings and assumptions. The county migration was determined for using five year periods between 1980 and 2000.
 - c. The 2004 OEA update, increased the 2040 estimate for the state by over 232,000 people. OEA decided to reduce allocated growth in the 1997 forecast from 19 of Oregon's 36 counties and increased growth for Oregon's six MPO's and Willamette Valley counties.
 - d. This significant forecast change by OEA was not coordinated with local jurisdictions.
3. The County forecast utilizes a cohort survival rate model. Simplified this model forecasts future growth by looking at growth from net natural increases and from net migration.
- a. The net natural increase (birth minus deaths) has not been contested factor in the model. The County model uses
 - i. Oregon Department of Human Services - Age specific Birth Rates, Fertility Rates and Total Fertility Rates, Oregon for the years 1940, 1950, 1960, 1970, 1975-2003
 - ii. Oregon Department of Human Services - Life Expectancy at birth and remaining years at selected ages by county and sex Oregon residents 2001-2005.
 - iii. Oregon Vital Statistics: Deaths by Age, Sex and County of Residence, Oregon for the years 1940, 1950, 1960, 1970, 1980, 1990, 1995, 2005
 - iv. Oregon Department of Human Resources Female Death rates for Selected Causes by Age, Oregon residents 2005
 - v. Oregon Department of Human Resources Male Death rates for Selected Causes by Age, Oregon residents 2005

- b. Net natural Increase utilizes Oregon Department of Human Services data to estimate birth and death statistics.
 - c. Net natural Increase was calculated using commonly accepted practices and standards for population forecasting used by professional practitioners in the field of demography or economics.
 - d. Net natural Increase was based on current, reliable and objective sources and verifiable factual information.
4. Net Migration considers the Oregon Employment Department 2016 employment projections for the state and regions.
- a. Employment growth considers:
 - i. A natural rate of unemployment above the national average. (Natural rate of unemployment - The percentage of the labor force that is recorded as unemployed when the labor market is in equilibrium).
 - b. Employment allocations consider
 - i. Dual income families
 - ii. A split rate for house hold size recognizing Senior Households and under 55 households.
5. The County model meets the requirements of OAR 660-24-0030.
- a. The model contains data and findings that explain how the assumptions it relies upon are reliable or justified today and how those assumptions justify the presumed rate of growth
 - b. The cohort survival rate forecast was developed using commonly accepted practices and standards for population forecasting used by professional practitioners in the field of demography or economics, and
 - c. The cohort survival rate forecast is based on current, reliable and objective sources and verifiable factual information, from the Oregon Health Department, the Oregon Employment Department, The Office of Economic Analysis and the Center for Population and Research at Portland State University.
 - d. The forecast considered the recent long-range forecast for the county published by the Oregon Office of Economic Analysis (OEA). While this forecast increased population for the state as a whole it decreased growth for the County from its 1997 forecast. This decrease was not coordinated with the County nor was it explained in a manner that complied with OAR 660-24-0030.
 - e. The forecast considered documented long-term demographic trends for all components of its forecast and included as well as recent events that have a reasonable likelihood of changing historical trends.

- f. The population forecast is an estimate which, although based on the best available information and methodology, should not be held to an unreasonably high level of precision.
 - i. The County concurs with decision by METRO in their "20 and 50 year Regional population and employment forecasts" to utilize a range. Metro notes "Growth ranges help to explicitly recognize the extent of our current understanding of future trends and the degree of uncertainty and possible risk inherent with extremely long-run regional growth projections. The use of a range forecast allows for the consideration of a number of possible outcomes, rather than only planning for one future. Using a range forecast is more likely to result in growth management decisions that result in adaptable, resilient communities that are able to adjust course when conditions change."
6. The County considered adopted City Comprehensive Plans and compared those Plan adopted plan forecast and historic city growth. The County found that:
- a. Most cities (excluding Sutherlin, Roseburg, Winston and Myrtle Creek) growth has been following historic trends and is not an issue of concern for small scale low growth cities. The actual annual growth for small cities is a low number. A review of these cities plan forecast, historic trends and coordinate factors revealed adjustments were possible. This grouping either reduced their forecast to be closer to long term trends or found their existing plan forecast rate was appropriate to long term trends.
 - b. The Center for Population Research estimated growth from 2000-2008 reveals that I-5 corridor cities (Canyonville, Myrtle Creek, Roseburg, Sutherlin and Winston) in the County have experienced the highest growth in the county.
 - c. A review of these I-5 corridor cities plan forecast, historic trends and coordination factors revealed an adjustment was needed. This group of cities all reduced their adopted plan forecast rate to be closer to the long term historic average.
7. Each of the twelve cities in Douglas County has adopted and acknowledged Comprehensive Plans.
- a. In June 1999, Senate Bill 543 became effective and allowed cities and counties listed as exempt from periodic review to stop work on their periodic review work programs. Within Douglas County, Canyonville, Drain, Elkton, Glendale, Oakland, Riddle and Yoncalla were effected. The remaining cities in the county were allowed to

extend the review period.

- i. Four cities are over 2,500 and under 10,000 people and are required to complete periodic review every five to fifteen years: Myrtle Creek, Reedsport, Sutherlin and Winston.
 - ii. One city, Roseburg, was listed as over 25,000 and are required to complete periodic review every five to ten years.
 - b. In 2003, SB 920 became effective and made the completion of certain existing work programs and tasks optional. It also set deadlines for DLCD to review submitted tasks. It also prohibited most new work programs and tasks.
 - c. In 2005, House Bill 3310 in 2005, further narrowed the scope of periodic review. It did that primarily by changing four statutory criteria that determine whether a local government should initiate a review. The four criteria, at ORS 197.628, all deal with changes that might render a plan obsolete. HB 3310 added to all four criteria this qualifying phrase: "relating to economic development, needed housing, transportation, public facilities and services and urbanization." As a result, a city now might experience substantial changes not anticipated by its plan, but if the changes relate to matters not covered by HB 3310's new phrase, no review is required.
 - i. HB-3310 exempted all counties from review, except for unincorporated areas inside urban growth boundaries of large cities. Douglas County completed periodic review in 2000 and was exempted from future reviews by this legislation.
 - ii. The bill also eliminated any opportunity for citizens to appeal three types of decisions by DLCD: approval of a work program; a decision that no work program is needed; and a decision that the work done on a periodic review task is sufficient.
8. Douglas County has an acknowledged plan that completed the periodic review process in 2000. Douglas County and seven of its cities are exempt from the requirements of periodic review. The remaining five cities have had their periodic review periods extended and in some cases, temporarily suspended.
9. Douglas County completed the update to their population forecast in 2000. In 2009, the county initiated an update to the population forecast to address the publication 2000 census and to address OAR requirements to provide a ten year update of the forecast.

10. The 2009 population update is based upon recent employment forecast and data from the health department. The 2009 model used Portland State University estimates for the data from 2000 to 2007.
 - a. Since the 2000 update, the Office of Economic Analysis has updated its forecast and removed all of their original assumption.
 - b. The remaining County model assumptions were reviewed, if they were found still valid they were retained, if they were found out of date, the assumption was revised and if they were found to be obsolete were removed.
 - c. The County validated their assumptions, reviewing city adopted plan forecast and historic growth data and reconsidered the city growth expectation discussed during the coordination process.
 - d. The County determine that based upon this reliable and objective information the city forecasts are based upon verifiable factual basis.
11. County forecast within Urban Growth Areas.
 - a. The Oregon land use system attempts to direct growth within urban areas. As such, this plan recognizes that the City's forecast will directed growth within incorporated areas.
 - b. In coordinating City population growth rates, the following strategy was used. Within the UGA the projection used the County growth or City growth rate whichever was lowest.

COUNTY ASSUMPTIONS

1. Douglas County's rate of unemployment remained above the state and national average over the course of the study period, and the county model assumes that it will continue to exceed the national average over the projection period.
2. Douglas County's projected growth rate for population in the years 2000-30 is 1.29% per year and The Oregon Employment Department projected employment growth rate for Douglas County is 1.1% from 2006 to 2016 and for 2017 to 2030 the County assumes the projected growth rate for the County will gradually increases to the rate projected for the State (1.4%).
3. Douglas County's projections address labor force participation using three adjustments: the members of the household who work are increased; new entrants into the work force (youth) and people leaving the work force (retirees); and seniors remaining in the work force past retirement age.

Add the following information prior to the Summary on Page 14

Oregon's Demographic Trends¹

Since 1950, Oregon's population has increased at a faster pace than the U.S. population as a whole. Oregon's annual growth rate exceeded U.S. rate for most of the years. Between 1950 and 2009, Oregon's population increased by 150 percent, whereas U.S. population increased by 102 percent.

Oregon was hit harder by the recent recession than many other states. Since the economy and migration are closely related, Oregon's population growth slowed down considerably. Currently, Oregon's growth rate is virtually similar to the national growth rate.

Oregon's rate of growth between the years 2000 and 2009 ranked 13th highest in the nation. This rank is a two position reduction from the previous decade when Oregon was ranked 11th in the nation. Although the Oregon population grew quite rapidly compared to other states, all of our neighboring states, except California, grew faster than Oregon.

In the future, Oregon's growth rate is expected to remain higher than the U.S. rate. However the difference between the Oregon and the U.S. rate will remain low.

Currently, about 48,000 children are born each year in Oregon. Since 1950, the life time average number of children per woman fluctuated from 3.6 in 1960 to 1.7 in 1975. It is expected to remain slightly below 2.0 in the future. The number of births in the State will exceed 53,000 as the number of women in childbearing ages increase.

Historical knowledge of birth patterns is important and interesting because they shape the current and future age structure of the population. The small number of depression era births and the huge number of births during the baby-boom period, for example, affected different social and economic institutions in two extreme ways.

The number of deaths in Oregon has been increasing as the result of increased total population, and the increased number of elderly in the state. Currently, the

¹"Oregon's Demographic Trends" February 2010. Office of Economic Analysis; Kanhaiya Vaidya

number of deaths total about 31,000 per year. As the baby boom generation age, the annual number of deaths will increase very rapidly and will approach 36,000 by the year 2020.

In the past 40 years, between 1970 and 2010, life expectancy for Oregon Men improved by 9.4 years and for women by 6.0 years. Oregon's life expectancy has remained slightly higher than the U.S. average. The life expectancy will continue to improve for both men and women. However, the gain for men will outpace the gain for women. Consequently, the difference between men's and women's life expectancies will continue to shrink.

Oregon's population change is greatly influenced by net migration, and migration is in turn affected by the overall economy of the state. Because of the gloomy economic and employment situation in the state, migration flow has considerable slowed down. The general consensus is that the net migration has not turned negative as it did during the recession of early 1980's.

Currently, nearly 50 percent of the population growth in Oregon is due to net immigration in Oregon. This share is the lowest since 1987. When Oregon's economy was rapidly expanding during the 1990's and mid 2000, net migration accounted for nearly three-fourths of the population growth. Migration is expected to contribute nearly two-thirds of the population growth of Oregon in the next decade. During the 1990's net migration averaged about 42,000 persons per year. The average net migration for 2000 to 2010 is estimated at 27,000. The next decade will see a slight increase in net migration as the economy recovers. The average for 2010 to 2020 is expected to be 33,000.

Oregon's population is graying. The median age of the state population has increased from 30.3 years in 1980 to 38.2 years in 2010. This will increase further to 39.8 years by the year 2010.

As women live longer than men, median age for females is two years higher than for males in 2010. However, the longevity age for men has been catching up with the longevity age for women, the difference in the median age has been shrinking.

Amendments to the Population Element Support Document - Appendix

Background Information

Summary of City Comprehensive Plan - Population Projections

	Plan Adopted Last Amended	Forecast Rate (Year)	Long term historic trend (1960 - 2008)	Coordinated Rate
Canyonville	June 1980 December 1988	3% (2010)	1.23%	1.75
Drain	June 1980 September 1989	2% (2000)	0.06%	1
Elkton	1982	1.475% 1.886% (2000)	1.48%	1.5
Glendale	April 1984	Varies year 1.9 - 2.2% 0.9 - 2.1% 0.8 - 1.3% (2010)	0.57%	1
Myrtle Creek	1978 February 2008	1.3% 2.3% (2010)	1.34%	1.75
Oakland	1986	2.1% (2000)	0.22%	1
Reedsport	April 1984 April 1991	3.6% (2000)	0.91%	1
Riddle	June 1980 December 1988	Varies year 1.9 - 2.2% 1.2 - 2.9% (2010)	0.11%	1
Roseburg	December 1984	3.9% (2000)	1.77%	2
Sutherlin	December 1982 1991	2.2% (2010)	4.54%	1.5
Winston	March 1983 December 2007	1.86% (2022)	3.04%	1.75
Yoncalla	November 1988 1989	2.19% 3.45% (2010)	1.24%	1.5
County (Total)	1980 December 2009	1.05% 1.3% (2030)	1.12%	

Coordination of City Growth Rates:

In 2009, the County (pursuant to ORS 195.036), met with each city to coordinate an update to each cities population forecast rate. Each city was provided a packet of information containing city and county historical population growth, Oregon Revised Statutes and Administrative Rules related to population forecasting. The City's discussed their Comprehensive Plan forecasted growth rate and expectations related to future growth. In all nine of the twelve (Drain, Glendale or Oakland rate remained the same), cities the coordinated growth rate was reduced.

Coordinated Rate adjusted down because:

1. Comprehensive Plan rate past horizon date
 - a. Eleven of the twelve city's comprehensive plan have an out of date population forecast
 - b. One of the twelve city's comprehensive plan have a population forecast that expires in twelve years.
2. City long term historic growth
 - a. Canyonville, Glendale, Myrtle Creek, Riddle, Sutherlin and Yoncalla did not grow as anticipated during the slump in the 1980's and was below Comprehensive Plan These cities chose to extend their 20 year forecast horizon an additional ten years (2000 to 2010).
 - b. Drain, Elkton, Oakland, Reedsport, Roseburg did not extend their forecast and their Comprehensive Plan population forecast ended in 2000.
 - c. The City of Winston has adopted a forecast to the year 2022.
3. Periodic review suspended. Cities has already extended horizon one time
 - a. The Oregon Administrative Rules for Periodic Review are found in OAR 660-025-0030
 - b. The Oregon Revised Statutes ORS 197.629 address the schedule for periodic review; coordination.
 - c. SB 543 Effective June 1999 allowed cities and counties listed as exempt from periodic review to stop work on their periodic review work programs.
 - i. In Douglas County, seven cities are exempt from Periodic Review: Canyonville, Drain, Elkton, Glendale, Oakland, Riddle and Yoncalla.

- ii. Four cities are over 2,500 and under 10,000 people and are required to complete periodic review every five to fifteen years: Myrtle Creek, Reedsport, Sutherlin and Winston.
 - iii. One city, Roseburg, was listed as over 25,000 and are required to complete periodic review every five to ten years.
- d. SB 920 (Oregon Laws Chapter 793), in 2003 this legislation made completion of certain existing work programs and tasks optional.
- i. Set deadlines for department review of submitted tasks. Prohibited most new work programs and tasks.
 - ii. Created committee to study the efficiency and effectiveness of periodic review and recommend improvements.
- e. House Bill 3310 in 2005, further narrowed the scope of periodic review.
- i. It did that primarily by changing four statutory criteria that determine whether a local government should initiate a review. The four criteria, at ORS 197.628, all deal with changes that might render a plan obsolete.
 - ii. For example, one of the criteria is "a substantial change in circumstances;" if an unanticipated change has occurred in, say, a city's population, then that city should conduct a periodic review. HB 3310 added to all four criteria this qualifying phrase: "relating to economic development, needed housing, transportation, public facilities and services and urbanization."
 - iii. As a result, a city now might experience substantial changes not anticipated by its plan, but if the changes relate to matters not covered by HB 3310's new phrase, no review is required.
 - iv. HB 3310 exempted all counties from review, except for unincorporated areas inside urban growth boundaries of large cities. The bill also eliminated any opportunity for citizens to appeal three types of decisions by DLCDC: approval of a work program; a decision that no work program is needed; and a decision that the work done on a periodic review task is sufficient.

Finding: The County completed periodic review in December 19, 2000. The County and Seven of the twelve cities are now exempted from the requirements of periodic review. The periodic review schedule for remaining five cities has been suspended.

4. Sustained unemployment - OLMIS "Article Follow Oregon's Record Mass Layoffs" May 2010 by Jim Lee. The article summary notes "After the avalanche of mass layoffs during the depths of the recession in the winter of 2008-2009, the recent sharp decline in mass layoffs is a welcome, and needed, relief. At least in terms of layoffs Oregon has returned to "normal" somewhat quicker than many neighboring states and the country in general. With the unemployment rate still in the uncomfortable double-digits, diminishing layoffs don't begin to address the

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difficult questions of getting people back to work, but it is good to know that job losses, at least for now, have slowed appreciably.”

a. OLMIS produced Unemployment Rates seasonally adjusted that show]

	September 2010	September 2009
United States	9.6%	9.8%
Oregon	10.6%	11.0%
Douglas County	15.4%	15.6%

Douglas County's seasonally adjusted Unemployment rates area above the United States and the state of Oregon.

5. Economic recession - The Office of Economic Analysis "Economic Review and Forecast" Every region of the state has experienced year-over-year employment declines since at least the fourth quarter of 2008. Many areas have seen declines for much longer. Generally, employment losses were most severe in the second and third quarters of 2009. Losses began to moderate in late 2009. As the recession starts to abate, several areas are seeing improvements in their employment counts. In the second quarter of 2010, regional unemployment rates (not seasonally adjusted) ranged from a low of 9.7 percent in the Portland area to a high of 13.0 percent in Southern Oregon. The rates are lower than the prior year in every region. Statewide, the June 2010 unemployment rate was 10.3 percent.
6. Forecast risk - The Office of Economic Analysis "Oregon Economic Forecast" discusses forecast risk. Economist Frank H. Knight, in his book, Risk, Uncertainty, and Profit (1921), makes a distinction between risk and uncertainty. Both concepts deal with the future but Knight defined risk as future events with measurable probability while uncertainty is an indefinite or incalculable state concerning the likelihood of future events.

So when a well-trained economist, like Ben Bernanke, says that the economic outlook is "unusually uncertain", one takes pause as to the meaning of this phrase. IHS Global Insight sticks with risks as it places a 20 percent chance of pessimistic outcome compared to a 15 percent chance for an optimistic outcome around their baseline economic outlook. But only a few months ago, IHS Global Insight had these probabilities reversed: 15 percent pessimistic compared to 20 percent optimistic. However one defines risk and uncertainty, the crystal ball for the economy is cloudier today.

Oregon's economic outlook is tied to the U.S. economy. With a lackluster

forecast for second half of 2010, Oregon will also see a non-starter recovery in terms of job growth. Weakness remains in housing and commercial real estate and many financial institutions are still holding questionable assets. Export markets have been a bright spot but will the Pacific Rim economies sustain their growth. For the Oregon economy, risks are stronger for a downturn, but the soft patch moving into 2011 is still the most likely outcome.

TABLE Comp-1 Historic Population Growth by City											
	1960	1965	1970	1975	1980	1985	1990	1995	2000	2005	2008
Canyonville	1089	999	940	1240	1288	1270	1219	1235	1295	1530	1730
Drain	1052	1000	1204	1250	1148	1070	1086	1100	1020	1045	1080
Elkton	146	153	176	190	115	170	172	180	145	197	250
Glendale	746	795	709	755	730	720	707	730	860	915	955
Myrtle Creek	2231	2750	2677	3070	3365	3200	3063	3290	3430	3535	3665
Oakland	856	850	1010	1090	886	850	844	870	955	940	945
Reedsport	2998	4173	4039	4620	4989	4875	4789	4860	4370	4240	4305
Riddle	992	1106	1042	1145	1165	1115	1143	1160	1015	1025	1045
Roseburg	11467	13400	14461	16735	16644	16025	17069	19220	20125	20790	21235
Sutherlin	2452	2761	3084	4180	4560	4320	5020	5830	6720	7500	7795
Winston	2395	2480	2468	2920	3359	3380	3773	4075	4640	5265	5890
Yoncalla	698	640	675	770	805	870	919	960	1055	1090	1115

Source:
U.S. Census
Center for Population Research and Census

Table Comp-2 Annual Growth Rate by City 1965-2008											
	1965	1970	1975	1980	1985	1990	1995	2000	2005	2008	Average
Canyonville	-1.65%	-1.18%	6.38%	0.77%	-0.28%	-0.80%	0.26%	0.97%	3.63%	4.36%	1.23%
Drain	-0.99%	4.08%	0.76%	-1.63%	-1.36%	-0.30%	0.26%	-1.45%	0.49%	1.12%	0.06%
Elkton	0.96%	3.01%	1.59%	-7.89%	9.57%	0.24%	0.93%	-3.89%	7.17%	8.97%	1.48%
Glendale	1.31%	-2.16%	1.30%	-0.66%	-0.27%	-0.36%	0.65%	3.56%	1.28%	1.46%	0.58%
Myrtle Creek	4.65%	-0.53%	2.94%	1.92%	-0.98%	-0.86%	1.48%	0.85%	0.61%	1.23%	1.34%
Oakland	-0.14%	3.76%	1.58%	-3.74%	-0.81%	-0.14%	0.62%	1.95%	-0.31%	0.18%	0.22%
Reedsport	7.84%	-0.64%	2.88%	1.60%	-0.46%	-0.35%	0.30%	-2.02%	-0.60%	0.51%	0.91%
Riddle	2.30%	-1.16%	1.98%	0.35%	-0.86%	0.50%	0.30%	-2.50%	0.20%	0.65%	0.11%
Roseburg	3.37%	1.58%	3.15%	-0.11%	-0.74%	1.30%	2.52%	0.94%	0.66%	0.71%	1.77%
Sutherlin	2.52%	2.34%	7.11%	1.82%	-1.05%	3.24%	3.23%	3.05%	2.32%	1.31%	4.54%
Winston	0.71%	-0.10%	3.66%	3.01%	-0.13%	2.33%	1.60%	2.77%	2.69%	3.96%	3.04%
Yoncalla	-1.66%	1.09%	2.81%	0.91%	1.61%	1.13%	0.89%	1.98%	0.66%	0.76%	1.24%

Table Comp-3 Comparison of 1997 and 2004 OEA Metro Area Forecasts to Douglas County in 2040				
	OEA Publish - 1997 Forecast to 2040	% State	OEA Publish - 2004 Forecast to 2040	% State
Oregon	5,193,000		5,425,408	
Portland Metro (Clackamas, Multnomah, Washington)	2,189,491	42.2%	2,383,564	43.9%
Corvallis (Benton)	104,998	2.0%	99,886	1.8%
Salem (Marion)	468,210	9.0%	448,671	8.3%
Central Lane (Lane)	505,236	9.7%	471,511	8.7%
Rogue Valley (Jackson)	264,933	5.1%	297,496	5.5%
Bend (Deschutes)	204,889	3.9%	257,088	4.7%
All other Counties (Includes Douglas)	1,455,834	28.0%	1,546,261	28.5%
Douglas County	142,285	2.7%	140,619	2.6%

Table Comp-4 Comparison of the 2004 OEA Forecast for the year 2040 to Metro Forecast Annual Growth Rates						
	OEA - Portland Metro		OEA - Oregon		Portland Metro (7 County)	
2000	1,451,650		3,436,750		1,927,900	
2010	1,646,123	1.34%	3,843,900	1.18%	2,265,500	1.75%
2020	1,877,080	1.40%	4,359,258	1.34%	2,703,600	1.93%
2030	2,125,357	1.32%	4,891,225	1.22%	3,050,100	1.28%
2040	2,383,564	1.21%	5,425,408	1.09%	3,371,500	1.05%

Note: the Portland Metro "20 and 50 year Regional Population and employment range forecasts." did not break out growth rates for the seven individual counties: (Oregon - Clackamas, Columbia, Multnomah, Washington, Yamhill, Washington - Clark and Skamania). The point of the comparison is Portland Metro is forecasting a higher growth rate than OEA. OEA has shifted growth from their 1997 forecast to their 2004 forecast to metropolitan areas.

Table Comp-5 Comparison of Forecasts for Douglas County					
Model & Year published	2000	2010	2020	2030	2040
OEA 1997	102,344	111,068	120,671	131,180	142,285
OEA 2004	100,500	106,379	117,632	129,062	140,619
CPRC 1993	101,457	106,944			
	2000	2008			
CPRC 2008	100,500	105,240			
	2000	2010	2020	2030	
County Hi 2000	110,537	125,670	145,348		
County Hi 2009	100,399	108,223	119,180	139,626	

City Comprehensive Plans

Each City in Douglas County has an adopted Comprehensive Plan. The following information are excerpts from each City's Plan containing the Population portion of the plan. In some instances, the City chose to combine Economic or Housing findings within their Population portion of their Plan. For convenience, that information was included within this document.

Canyonville

Source - Canyonville Comprehensive Plan - Page 10

"A reasonably accurate population projection is essential to determine the needed amount of urbanizable land and the future levels of community services. To determine a reasonable project, the city studied historic population trends and capacities for key public facilities. These were then compared to available population projections before deciding on a growth projection."

"Population projections for Canyonville done by Portland State University (PSU) show a population of 2491 for the year 2010. That projection indicates a growth rate average of 3% per year. Other agencies predict a somewhat lower growth rate. The population projection adopted for this plan is 2,500 persons by the year 2010."

"While Canyonville, like other Oregon communities, has not grown as anticipated in the plan due in part to the national economic slump of the early 1980's which hurt non-metropolitan areas of the state particularly hard, a general improvement of the economic conditions indicate that the local economy is beginning to stabilize. Due to this slump, it was determined that the population projections were in need of revisions. Therefore, all the following population projections have been shifted up, making the former projections for 1980 into projections for 1990, and the 1985, 1990 and 1995 and 2000 projections appropriate for 1995, 2000, 2005 and 2010 respectively. These revisions have occurred for both the city and county population projection statistics, during the first periodic review process."

"The city realizes that actual population growth may vary from adopted projection. For this reason, the Planning Commission will review the population trends at each periodic review and recommend adjustments to the plan when necessary."

Drain

Source: Drain Comprehensive Plan. Page 18

"It is very clear that due to the uncertainty of the wood products industry the people of Drain must no longer rely on this industry to employ newcomers in the labor force, but instead must diversify. Furthermore, diversification may be necessary to keep local citizens employed in the area."

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"The Center of Population Research at Portland State University estimated that from

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1970 to 1978 Douglas County's population increased from 71,743 to 85,700. This represents a total increase of 19.4% and an average yearly increase of 2.3%. The population growth of Drain's population increased from 1,204 to 1,370. This represents a total increase from 13.7% and an average yearly increase of 1.7%. Therefore, taking into consideration population statistics for Douglas County and the City of Drain, it appears that between 1970 and 1978, both had similar growth rates."

"In evaluating the historic population trends from 1970 to 1978, it appears that average annual population increases are somewhat similar for the City of Drain (1.7%) and Douglas County (2.3%). Using this as a guide to project future population trends, the City of Drain has projected an estimated population of 2,118 by the year 2000. This figure represents a 2% yearly increase in population."

Elkton

Source: Elkton Comprehensive Plan Page 12.

"The United States Census has determined that from 1960 to 1970 Douglas County's population increased from 68,458 to 71,743; this represents a yearly population increase of 0.47%. Portland State University estimated that Douglas County's population was 83,700 in 1977. Therefore from 1970 to 1977 the county's population increased at an annual rate of 2.2%. The population growth of Elkton experienced a more rapid rate of growth from 1960 to 1970 than from 1970 to 1977. In 1960 and 1970, Elkton had a population of 146 and 176 respectively, representing yearly population increases of 1.886% for the period concerned. From 1970 to 1977, Elkton's rate of growth slowed to 1.475% per year. Portland State University estimated Elkton's population to be 195 in 1977. To project Elkton's population for the future, their annual percentage increases were used."

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"These population estimates are reasonable because from 1960 to 1977 Elkton's population increased at an annual rate of 1.717%. The low and high ranges which appear in the previous table are based on growth rates which are both lower and higher (1.475% and 1.886% respectively) than the growth rate which has occurred over the past seventeen years. These projections will serve as the basis for estimating the land use and housing needs of Elkton by the year 2000."

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"Although the regional wood products industry presently plays a significant role in the economy of Elkton, the importance of this economic sector will decline in the future for a number of reasons."

"The level of employment in the local agricultural sector will remain constant in the future because of increasing mechanization. No significant increases in production will occur in the agricultural sector because of the limits of land availability; all regional lands which are suitable for cultivation are raising livestock or are otherwise under

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production."

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"It is possible for the retail trade sector of Elkton to experience a significant amount of growth in the future."

"Elkton has a comparative advantage relative to other cities in the region to increase trade from tourism because of its small size and associated pioneer type atmosphere and the aesthetic values which are prevalent because of its proximity to the Umpqua River and the surrounding forest lands."

"In general, the economic prospect for Elkton is one of stagnation with the possibility of moderate growth, if an increase in the trade sector can compensate for the probable decline in the regional wood products industry."

Glendale

Source: Glendale Comprehensive Plan - Population and Economics Element

"Population statistics are important factual information which are required in order to determine Glendale's future housing and land use needs to the year 2010."

"Population trends and projections examine the history of population changes in Glendale, compare these with current trends for the region, and project the future population by using an exhaustive number of data sources."

Between the 1970 and 1980 Census, Glendale experienced negligible growth (3 persons). While Glendale, like other Oregon communities, had not grown as anticipated in the plan due in part to the national economic slump of the early 1980's which hit non-metropolitan areas of the state particularly hard, a general improvement of economic conditions indicate the local economy is beginning to stabilize. Between 1980-87, the population grew by approximately 78 persons, according to the Portland State University Center for Population Research and Census, bringing the total estimated 1987 population to 790."

"Although a decrease has occurred in the senior population bracket, the number of seniors residing in Glendale is still higher by 2.8% than the percentage of seniors residing in the county (10.8%). In all other age brackets, Glendale and the county do not differ significantly."

"In 1979, population projections were developed for the cities and Douglas County by a private planning consultant under contract with the Umpqua Regional Council of Governments."

"The consultant's projections for incorporated/urban areas in Douglas County show that Glendale will grow at a slower rate. The reason for this is related to the projected economic conditions for the county which will cause the population growth to locate in the large urban areas such as Sutherlin and Roseburg in order to conserve energy and find jobs."

"The projected 1234 population for the year 2010 has been agreed to by the County and is used as the basis for all of the plans projections. During the periodic review process in the fall of 1988, these population projections have been revised. All

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population projections have been shifted upward for a decade, making the former projection for 1980 into the projection for 1990 and the 1990 and 2000 projections appropriate for the 2000 and 2010 respectively. These revisions have occurred for both the city and county statistics, both during the periodic review process."

Economic Analysis

"The significant characteristic is that a high percentage of Glendale's population are seniors who do not participate in the Glendale economy as wage earners. However, a more mature population is often attributed to a stable, established economy as is the economy of Glendale. Rapid socio-economic changes associated with a youthful labor force and expanding commerce and industry are not often found in a mature community. The strength of Glendale's economy may lie not only in the established middle age wage earner, but also in the senior citizen living on a certain fixed income."

Myrtle Creek

Source: Myrtle Creek Comprehensive Plan Page 7-1

"The basic information from which the Population Chapter was derived is the official federal census reports which are based on the nationwide census taken every ten years. Supplemental data for selected years between the ten year federal reports are drawn from various other sources. At the time of Myrtle Creek's 1990 Periodic review of the Comprehensive Plan, the final population count from the 1990 U.S. census had not yet been released. The 1990 population figures for both Myrtle Creek and Tri City used in this chapter were extrapolated from the preliminary housing count as reported by the Census Bureau in August of 1990; therefore, the most recent "official" information available for Myrtle Creek is the 1989 official estimate produced by Portland State University Center for Population Research and Census. Within the unincorporated parts of the Myrtle Creek/Tri City Urban Growth Boundary the most recent official data is from the 1980 U.S. Census, since the PUS Center does not routinely produce estimates for specific unincorporated areas."

"During the decade of 1970 and 1980, the entire County experienced relatively rapid population growth; however, a period of economic recession soon followed. During that period, both Myrtle Creek and the Tri City area, like many other Oregon communities, actually lost population."

"Most of the city's population loss resulted from out-migration following cut-backs in lumber and wood products employment in 1981 and the closing of the Hanna Nickel Mine in 1982."

"Recovery from the 1984 low point has been slow but steady."

"With the combined factors of continued high employment in the local wood products and nickel smelting industries, and increased home building activity, it is anticipated that the final 1990 Census count will show the population to have recovered to the pre-recession 1980 level."

"Population growth in the unincorporated Tri City area generally paralleled that of Myrtle Creek about 1940 until 1970 when the area began experiencing very rapid growth."

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Page 7-4

"The low projection of 4,249 represents a growth rate of approximately 1.3% per year. The high projection of 5,222 anticipates a 2.3% annual rate of growth. These figures are consistent with the Population Element of the Douglas County Comprehensive plan and are based on a modified cohort survival technique and report prepared by URCOG in April 1979.

The low range population projection assumes a stable economy with growth characteristics similar to those of the 1960-1970 period. The high range anticipates an accelerated rate of growth similar to the growth the city experienced from 1970 to 1980. These population figures have been used as a basis for estimating future housing need."

Page 7-6

"The population projections contained in this chapter represent the best estimate of future growth in the Myrtle Creek/Tri City area, considering the data available and the methodology applied. Although projection accuracy is sought, the inherent limitations of such accuracy must be recognized. Projections are not empirical fact, but a calculation based on trends, data, and assumptions. Accuracy of the projection is, therefore, dependent upon the accuracy of the assumptions and the data used to make the calculations. Any unforeseen change in the trend would, of course, result in discrepancies between actual population and projected population. As projection time increases, accuracy decreases because of the unforeseen variables and changes. Therefore, it is imperative that the projections be periodically monitored to evaluate the assumptions and note any new or unforeseen population changes."

Oakland

Source: Comprehensive Plan - Population Page 1

"An analysis of the population is important and very involved and complex. To illustrate the importance of considering the subject, only two aspects will be considered in the following discussion: household sizes and people's ages."

"There has been a nationwide trend in recent years towards smaller size households. This trend seems to be in evidence in Oakland as well."

"The significance of this trend in the future is the possible need for a greater number of smaller sized housing units."

"The decline in household size has been accompanied by a decrease in the number of people 19 years of age and under."

"This reflects a possible decline in the birth rate, and that many people are leaving town after high school."

"Increases in the over 65 age bracket occurred between 1970 and the latter dates.

Oakland's quiet, rural setting maybe an attractive feature for retired persons.

Page 2

"The city government can play a very active role with respect to population growth. While it is difficult to determine the point at which new population levels will be reached,

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a range should be selected to enhance facility planning and upgrading. In case growth rates do not meet aspirations, facility development should be undertaken in phases where feasible.”

Page 3

“To provide some perspective with8in which a decision regarding future population growth can be made, it is helpful to consider historical trends. An examination of the information in the accompanying chart indicates that, since 1940, population has steadily increased not only in Oakland, but in the nearby cities of Sutherlin and Roseburg, and county wide as well.”

“Both Roseburg and Sutherlin have been experiencing moderate rates of growth in the recent past. and desire for this to continue in the future. Oakland with its quiet, rural setting, may be attractive to people who otherwise might live in nearby Sutherlin due to its employment opportunities. Oakland’s historic character may further serve to attract additional residents. Developers may be attracted to building in Oakland due to the abundant water supply, in comparison to what is available in the southern portion of the county. This may suggest that Oakland could expect a growth rate above 2% on the average.”

Reedsport

Source: Reedsport Comprehensive Plan Page 45

“Going back as far as 1920, census data reveals a 34% average growth rate per decade. The City feels, however, that the past thirty years is more indicative of future trends.

The population projections for the Comprehensive Plan originally were based on a 30 percent growth rate (based on past 30 year history from 1950 - 1980) which would have put year 2000 population at 8,424. The past decade has seen little growth in the community because of the down swing in the timber and fishing industries as discussed in the Economic Element of this Plan. This economic slump resulted in the out migration of many young families from our community. There has however been a strong indication of a marked increase in number of retirement age people moving to the area. This trend is expected to accelerate within the next decade. Until the 1990 census statistics become available it is difficult to re-evaluate or compare populations trends and housing needs to the year 2000 against our existing projections.”

Riddle

Source: Comprehensive Plan Page 22

“A study of Douglas County’s population, conducted by Umpqua Regional Council of Governments, and included in the document entitled City and County Population Study, 1979, included current estimates and projections, at five year intervals to the year 20000, produced results for the County and eighteen Planning Advisory Committee (PAC) areas with the County.”

“The approach has been that each succeeding larger population classification has

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superior estimation and projection accuracy. Accordingly, the County was produced first using a cohort survival methodology where a forecast of employ opportunities was an important factor in determining migration in and out of the county. Second were PAC's which used the County growth rates associated with five land use settlement categories: urban rural farming, and tree breakout areas within the rural no-farm category."

"Eight years of historical population data to analyze trends of PAC's and cities within PAC's (1970-1978) which was compiled into a data base."

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"The methodology was drawn from this data base and the projected city's population was termed a ratio/share method. It took projections available fro a larger area (PAC) and allocated a portion to the smaller areas (cities). The method usually uses a time averaged ratio, but for this study, evidence indicated a non-linearly changing ratio over time specific to each PAC is more appropriate."

"While Riddle, like other Oregon communities has not grown as anticipated in the plan due in part to the national economic slump of the early 1980's which hurt non-metropolitan areas of the state particularly hard, a general improvement of economic conditions indicate that the local economy is beginning to stabilize. Due to this economic slump, it was determined that population projections were in need of revisions. Therefore, during the periodic review process in the fall of 1988, population forecast projections were revised. All population projections were shifted upwards a decade, making the former projections for the 1980's in to projections for 1990, and the 1990 and 200 projections appropriate for 2000 and 2010, respectively. These revisions occurred for both the city and the county statistics, both during the first periodic review process."

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"The Riddle share of the incorporated population for the Riddle-Canyonville PAC is projected to remain a constant 45% for the life of the planning period. The total Riddle-Canyonville incorporated share of the PAC is projected to stabilize at 52% by the year 2010."

"The rate of the population growth for Riddle is projected to be approximately 1% less than the total County incorporated areas. The reason for this is probably related to the projected economic down turn for the timber based economy fo the county. This will cause the population growth to locate in the larger urban areas such as Sutherlin and Roseburg in order to conserve energy and find jobs."

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"Riddle is a small town with an economy specialized for natural resource base. Energy, in the form o money and products, moves quickly through the economic system; and although this aspect is particularly good during economic booms, the negative aspects of such single sided dependence can be disastrous during a regional or national economic slump, or when resources are depleted, or both."

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Roseburg

Source: Roseburg Comprehensive Plan - Population Element

"Growth Factors"

"The relationship between economic opportunities and population size has been a major factor in the increasing concentration of the population in the Roseburg area. Employment seekers gravitate to areas offering jobs. In turn, the added population stimulates further economic activities with attract even more people. Where employment activities are limited the population is not likely to increase significantly and may even decrease over time."

"Impacts"

"Various events and trends in earlier times contributed to the development of conditions which brought about the more recent changes which have shaped Roseburg into the community we know today. Knowledge of these past events and trends is essential to any attempt to understand the social and economic forces which will shape our future."

"Population projections"

"Population projects can be made using a variety of models and assumptions employing any one of several techniques. Several population projections have been devised for the Roseburg urban area by various agencies such as the Center for Population Research and Census at Portland State University, Umpqua Regional Council of Governments, Coos-Curry-Douglas Economic Improvement District, Bonneville Power Administration, and Pacific Northwest Bell."

"There are four major techniques commonly employed to make population projections- mathematical, economic-employment, cohort analysis and land use."

"Since the cohort survival model considers each component of population change separately (births, deaths, and net migration, each by age and sex), it is also relatively precise. Its one drawback is that it is particularly sensitive to fluctuations in migration, requiring large amounts of data not readily available for an area the size of Roseburg. The method works best for metropolitan regions or on a county wide basis. In fact, the cohort-survival model was the principal model employed by Douglas County for projecting the county-wide populations."

"Beginning in 1980, the national census will be taken every five years (the census is not taken once every ten years). This significant reduction in the time period between census counts will provide the data base necessary to employ the cohort survival model and more reliable projections will be possible."

"Summary"

"The population projections contained in this element represent the best estimate of Roseburg's future growth, considering the data available and the methodology applied. Although projection accuracy is sought, the inherent limitations of such accuracy must be recognized. Projections are not an empirical fact, but a calculation based on trends,

data and assumptions. Accuracy of the projection is, therefore, dependant on the accuracy of the assumptions and data used to make the calculation. Any foreseen change in the trend would, of course, result in discrepancies between actual population and projected population. As projection time increases, accuracy decreases because of the unforeseen variables and changes. Therefore, it is imperative that the projections be periodically monitored to evaluate the assumptions and note any new or unforeseen population changes.

The population projections from the basis on which most major planning decisions are made, particularly in the areas of housing, economy, urbanization, and public facilities and services.

Since the population projections plays such an essential role in planning for Roseburg's future growth and development, it is critical that it be used in conjunction with an alternative growth patterns which reflect existing desirable conditions to derive the greatest benefit."

Finding 5 "The Roseburg urban area 1978 population constitutes about one third of the total Douglas County population. While Douglas County as a whole has been growing at an average of 2.3 percent per year since 1970, the Roseburg urban area has been increasing at a faster rate; 3.9 percent per year.

Finding 7 "Population projections indicate a moderate annual increase which could average about 3.9 percent per year for the Roseburg urban area."

Sutherlin

Source: Sutherlin Comprehensive Plan Page 14

"Nearly every aspect of the comprehensive planning process is in some way influenced by economic factors. Housing, land use, population growth, and the quality of public facilities are all affected by the economic activity in an area. The economic element, therefore, is an important part of Sutherlin's comprehensive plan.

Sutherlin's economy is related to the regional economy of Douglas County and is best seen as a component of this surrounding economy. Economic data for sutherlin is limited because past studies have concentrated on the larger region. However, enough data does exist to piece together a picture of the Sutherlin economy and its present and possible future health."

"Population - Douglas County population trends over the past four decades have been irregular at times, but have always been tied to conditions in the lumber industry. Beginning in the 1940's, the county embarked on a period of rapid population growth created by an upsurge in the lumber market. The population more than doubled in the 1940's and continued to grow during the 1950's. Growth slackened during the 1960's as the county experienced a net out migration.

Migration patterns reversed during the 1970's and the county added nearly 14,000 people. Sutherlin's population increased to 4560 in 1980 but dropped to 43220 by 1985. From 1988 to 1989, Portland State University estimates placed Sutherlin's growth rate at 10.4%, making it the fastest growing city by far in Douglas County. According to early data releases from the 1990 Census of Population, Sutherlin's

population is 5,020.

Population Projection - Population projections for the late 1980's fell short of Sutherlin's actual population counts. Therefore, the original population estimates contained in Sutherlin's original Comprehensive Plan (now referred as the Source Document) through the year 2000, which were calculated from the 1950 and 1977 base populations, were adjusted upward one five year increment each to the year 2010 according to the following table. [not reproduced]"

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"Fluctuations in Douglas County's unemployment rate are mostly the result of swings in employment levels in the lumber and wood products industry. The health of the wood products industry has been historically tied to markets for the housing industry. This has created a "boom and bust" cycle with wide fluctuations in industry output and profit. In the coming decades, a more slowly growing population combined with environmental restrictions and technological innovations could dislocate many workers from traditional wood products related jobs. Worker retraining and occupation shifting should absorb some of this displacement. But many workers may be forced to migrate out of the region in search of jobs."

Winston

Source: Winston Comprehensive Plan Page 10-12

"Winston continues to have one of the highest population growth rates in Douglas County and has seen substantial growth over the last decade. Between 1990 and 2000, Winston's population increased from 3,773 to 4,613 residents, an increase of more than 22 percent (second only to Sutherlin). Remarkably, the growth rate was higher than the rapid 18.4 percent growth of Oregon as a whole over this period. Winston's population increase is even more explosive compared to Douglas County's 6.6 percent growth over the same period, which reflected the decline below 1990 levels for the populations of three of Douglas County's incorporated cities. In contrast, the rural areas of the county have had a slight loss of population since the beginning of the decade. Unincorporated areas are down 973, or by negative two percent. The loss is not unexpected, since many rural areas were more dependent on timber than the more economically diverse cities and towns. The substantial loss of jobs in the wood products industry over the period has caused out-migration from rural areas."

"Surprisingly the growth in Winston is not new. Since 1970, the City has grown from the 2,468 people to the present 4,613 for an average annual growth rate of 2.11% or total growth rate of 86.91%. In combination, the numbers demonstrate that Winston's growth has sustained itself for a long period (30 years) and the City should expect continued population gains.

In order to effectively plan for future land use needs, it is important to develop estimates of future population. Such projections are not intended to predict an exact population figure, but are meant to provide a general description of population at some later date as a means of guiding planning activities. Typically, communities in Oregon use a planning period of approximately twenty years as a framework for

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developing population projections. With that in mind, we have developed a population projection for Winston for the year 2022."

" Between 1970 and 2000, Winston's population grew at an annual rate of 2.11%. This rate reflects the high growth rate period between 1970 and 1980 when timber and wood products industries did not face the restrictions they currently operate under. And according to the 1991 Business and Employment Outlook published by the State of Oregon Employment Division, improved economic conditions in the 1970s had reversed the previous trend of net out-migration throughout Douglas County, causing an abnormally large increase in the population. However, using annual the growth rate from 1970 to 2000 of 2.11% and the 2000 Census population total of 4,613 persons, the projected population of Winston in 2022 is 7,301.

A more conservative estimate can be developed using the annual growth rate of 1.6% experienced by Winston since 1980. During this time, Douglas County experienced economic dislocation between 1980 and 1983 resulting from the recession in the lumber and wood products and primary metals industries. While economic conditions improved later in the decade, population growth was considerably lower throughout the county. Using the 2000 Census population total of 4,613 persons and an annual growth rate of 1.6%, the projected population of Winston in 2022 is 6,541.

Both of these projections have limitations. If we use the high estimate, we are ignoring the most recent, slower growth rate (of 2.03%). Yet, if we use the low estimate, we would be omitting the possibility of another economic upswing such as that experienced during the 1970's. A safer approach would be to assume that future conditions and thus population growth will fall somewhere between the two extremes. Based on this assumption, we have chosen the midpoint between these two projections as the most accurate estimate of Winston's population in the year 2022. The midpoint between the high projection of 7,301 and the low projection of 6,541 results in an estimated population for Winston in the year 2022 of 6,921 residents representing an average annual growth rate for the twenty two year period between 2000 and 2022 of 1.86%."

Yoncalla

Source Yoncalla Comprehensive Plan

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"Since the 1970 Census, Yoncalla experienced a growth of approximately 125 persons, bringing the 1987 population to 800."

"Demographic and life-style changes described above [not reproduced] have far-reaching impacts on household characteristics. Decreases in birth rates led to smaller families. The coming of age of the baby boom generation led to formation of many households."

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"The local economy of the community of Yoncalla is similar to that of Douglas County

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as a whole, with the timber and wood products industry employing the largest number of persons, followed by government (which includes city and educational services) and retail trade."

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"Since local voters have not indicated otherwise, it is assumed that the local governmental units (city and schools) face the same budgetary constraints that are generally being felt throughout the region. Therefore, the increase in the number of persons employed by government will probably not continue. If the current budget situation continues, it is likely that employment by local governmental units will remain close to the existing levels.

Because Yoncalla's access to I-5 is somewhat removed and other than the Yoncalla Rodeo, there are no tourist attractions in the general area, tourism is not as significant to this community as it is to other areas in the region. Without a major tourist attraction being located either in the community or close enough to necessitate tourist travel through Yoncalla to reach it, the economy of the community will not benefit appreciably from the region's expected increase in tourism. Even considering the Rice Hill I-5 exit, direct impact on the city can be expected to be minimal.

The rural aspect of the Yoncalla area indicates that the community's economy is directly influenced by the level of agricultural activity in the area. Although agricultural activity itself does not employ a larger number of persons, the support services related to agricultural activities do provide jobs. If the projected increase in agricultural activities in this region is borne out, the community can expect an increased demand in agricultural support services."

"The economy of a small town like Yoncalla is tied, to a very large extent to the regional economy."

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"Population Forecast

Based upon the 1977 Unemployment Insurance tax records and 1977 population, there is approximately one (1) person employed for each three people or approximately 30% of the Yoncalla population being employed. Countywide, unemployment for this period was 9.1%.

While Yoncalla, like other Oregon communities, has not grown as anticipated in the plan due in part to the national economic slump of the early 1980's which hurt non metropolitan area of the state particularly hard, a general improvement of economic conditions indicate that the local economy is beginning to stabilize. Due to this slump, it was determined that the population projections were in need of revisions. Therefore, all the following population projections have been shifted upward, making the former projections for 1980 into projections for 1990, and the 1985, 1990, 1995 and 2000 projections appropriate for 1995, 2000 and 2005, and 2010 respectively. These revisions have occurred for both the city and county population projection statistics, during the first periodic review process."

Utilized historic population data and based the forecast on an employment ratio to increase existing forecast upwards

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Amendments to the Population Analysis for Douglas County

Record 987-994

Population Model:

REMOVE THE SECTION FOUND ON PAGES 987-990 OF THE "2009 RECORD" - OEA has replaced the 1997 OEA Long Range Population Forecast findings with new information contained in their 2004 OEA Long Range Population Forecast with the following (This is an update to the Population Analysis for Douglas County):

~~State Model Assumptions - General 1-13~~

~~State Model Assumptions for County Shares of Projected Growth - 1-3~~

State Model Findings - General

- 1. The Office of Economic Analysis long-term population forecasts for Oregon and its Counties are developed using the widely used cohort-component projection procedure. This forecasting model "survives" the initial population distribution by age and sex to the future years. The population is subjected to projected age-sex-specific birth and death rates to determine the number of births and deaths during a given period.**

- 2. In the current forecast (published in 2004), the July 1, 2000 population is presented in five-year age groups (cohorts) and the projection is calculated subject to specific assumptions about vital events (births minus deaths) and migration in and out of each of the counties. All the County numbers are ranked to add up to the State total.**

- 3. Births - Numbers of births are calculated by applying age-specific fertility rates (ASFR) to the women in corresponding age groups. The Census Bureau has projected ASFR for the nation. The rates for Oregon and its Counties were determined based on their historical rates and projected U.S. rates.**

- 4. Deaths: - Based on the historical change in life expectancies, U.S. and Oregon's life expectancies estimated for 2040 and for the intervening years. Separate life tables for Oregon's males and females for the year 2000 were constructed. The life tables were adjusted to yield the projected life expectancies for each of the forecast period. In the forecast model, survival rates derived from the life tables were used to estimate the number surviving and dying by age and sex during a forecast cycle. The state survival rates were modified to fit the expected number of deaths in each of the counties.**

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5. Migration: Age/sex-specific in-and-out migration rates for Oregon and its Counties were determined for each of the five year period from 1980 through 2000 (1980-85, 1985-90, 1990-95, and 1995-2000). Detailed in-and-out migration data from the 1990 and 2000 Censuses were modified and utilized to reflect the recent net migration trend. Per communication with Kanhaiya Vaidya Senior Economist, this migration assumptions assumes County past migration data was used to project future results.

Note: In completing this forecast, OEA has again used data from the past to forecast the future of counties. OEA ignores county specific employment forecasts and instead, uses decennial census migration data for the past 20 years. In setting aside available employment forecast as a factor in projecting growth, OEA has not used current, reliable and verifiable data in creating their long term forecast for the state and its counties. The use of 20 years of dated Census migration data to forecast migration for County's is a matter of convenience for OEA, not logic.

The OEA continues to ignore the dynamics of state land use regulation and the market as they have played themselves out since adoption of the statewide planning goals. State land use policies adopted and implemented between 1970 and 2009 constrained each urban area's initial supply of urban lands, services, and facilities. From the beginning, state land use policy has imposed a substantially greater constraint upon the ability of urban areas to replace used inventory by requiring that amendment of acknowledged urban growth boundaries be justified not only by showing compliance with the standards for establishing the initial UGB, but also by justifying an exception to state land use goals.

ORS 197.296, commonly known as HB 2709, was first adopted in 1995. Most Oregon cities over 25,000, as well as the 26-city Portland Metro Area, have had to comply with the 1995 statute at least once by now. HB 2709 imposed on large and fast-growing areas special constraints requiring them to pursue densification, infill, and other expensive strategies. Meanwhile, areas like Douglas County that have good land supplies and access but are somewhat more remote, and that have retained inventories and capacity to meet urban needs because of factors like the restructuring of the timber industry, are poised to take advantage of their improved competitive position.

6. The actual formulas used in the state economist's projections are closely held and have not been explained or made available for use, evaluation, or adaptation.

7. In the late 1990's, the Office of Economic Analysis conducted visits across the state to allow opportunity to review OEA's long range population forecast for Oregon. At the time of the publication of the 2004 long range forecast for Oregon, no statewide presentations were conducted and no local coordination completed with the County.

8. The OEA long range forecast dated January 1997, was a thirty five page document containing detailed findings, assumptions and tables. The 2004 long term population forecast for Oregon and its Counties 2000-2040", contained two pages of text and six pages of tables. This document contained limited information. The Office Of Economic Analysis staff confirmed that the 1995 assumptions and findings were rescinded.

9. A conservative statewide population projection will be partially self-fulfilling because the state economist's conservative projection will hold down coordinated county projections and those projections will in turn limit the ability of state agencies and local jurisdictions to plan and provide for higher levels of future growth.

10. The OEA projections do not assume that meaningful coordination with or input from local jurisdictions has occurred. The 2004 OEA model was published without outreach or comments from local jurisdictions. The OEA's projections certainly do not reflect any input from Douglas County.

INSERT THE FOLLOWING INFORMATION AT THE END OF THE OEA FINDINGS AND BEFORE THE COUNTY DEFINITIONS FOUND ON PAGE 993 OF THE 2009 RECORD.

County Model Findings

16. Douglas County's model is also primarily employment driven from 2006 to 2016. It reflects that employment has dropped from high employment growth rates(1995-2006) and to the current recession. The growth was restructured to more accurately reflect the county's stability and competitiveness among I-5 corridor counties. The County model's employment projection assumptions reflect the current trends and gradually are adjusted upward very gradually converge toward state projected employment levels over the balance of the projection period. Douglas County expects its employment growth rates to improve moderately, from 1.1 % per year in 2003 to 1.4% per year by 2030.

17. The County forecast utilizes a cohort survival rate model. Simplified this model forecasts future growth by looking at growth from net natural increases and from net migration.

- a. The net natural increase (birth minus deaths) has not been contested factor in the model. The County model uses .
 - i. Oregon Department of Human Services - Age specific Birth Rates, Fertility Rates and Total Fertility Rates, Oregon for the years 1940, 1950, 1960, 1970, 1975-2003
 - ii. Oregon Department of Human Services - Life Expectancy at birth and remaining years at selected ages by county and sex Oregon residents 2001-2005.
 - iii. Oregon Vital Statistics: Deaths by Age, Sex and County of Residence, Oregon for the years 1940, 1950, 1960, 1970, 1980, 1990, 1995, 2005
 - iv. Oregon Department of Human Resources Female Death rates for Selected Causes by Age, Oregon residents 2005
 - v. Oregon Department of Human Resources Male Death rates for Selected Causes by Age, Oregon residents 2005
 - b. Net natural Increase utilizes Oregon Department of Human Services data to estimate birth and death statistics.
18. Douglas County's projections address labor force participation using three adjustments: the members of the household who work are increased; new entrants into the work force (youth) and people leaving the work force (retirees); and seniors remaining in the work force past retirement age.
19. In adopting their 20 and 50 year forecasts, METRO noted "Growth ranges help to explicitly recognize the extent of our current understanding of future trends and the degree of uncertainty and possible risk inherent with extremely long-run regional growth projections. The use of a range forecast allows for the consideration of a number of possible outcomes, rather than only planning for one future. Using a range forecast is more likely to result in growth management decisions that result in adaptable, resilient communities that are able to adjust course when conditions change."
20. State land use policies adopted and implemented between 1970 and 1995 constrained each urban area's initial supply of urban lands, services, and facilities. From the beginning, state land use policy has imposed a substantially greater constraint upon the ability of urban areas to replace used inventory by requiring that amendment of acknowledged urban growth boundaries be justified not only by showing compliance with the standards for establishing the initial UGB, but also by justifying an exception to state land use goals. In addition, HB 2709 has now imposed on large and fast-growing areas special constraints requiring them to pursue densification, infill, and other expensive and untested strategies.

Meanwhile, areas like Douglas County that have good land supplies and access but are somewhat more remote, and that have retained inventories and capacity to meet urban needs because of factors like the restructuring of the timber industry, are poised to take advantage of their improved competitive position.

INSERT THE FOLLOWING INFORMATION AT THE END OF THE OEA FINDINGS AND BEFORE THE COUNTY DEFINITIONS FOUND ON PAGE 994 OF THE 2009 RECORD.

County Model Assumptions

1. The "Baby Boomer" generation was born between 1944 and 1964. The first baby boomers are approaching their 70's. The aging of the "Baby Boomer" generation ~~will has~~ caused a growth spurt of this 65+ age group ~~(between 2010 and 2020.)~~ By 2020, the state of Oregon will have experienced a 70% or more increase in their numbers of elderly. In 2008, Portland State University Center for Population Research and Census reported that 12.9% of the state was aged 65 years or older versus 18.9% for Douglas County. The numbers of elderly in Douglas County's is expected to increase at a rate significantly higher than the rate experienced by the state. ~~{A New Look at Aging: Demographic Facts for State and County Officials; National Conference of State Legislatures page 9}~~
2. Recovery from the recent recession will increase growth in the Services, retail trade and construction industries ~~will continue to grow.~~ ~~{1996 Regional Economic Profile: Region 6; page 18}~~ Transfers from the ranks of unemployed and new entrants into the work force will reduce this number by 10%.
3. In Oregon, seventy two percent of families are dual income (both parents work). This trend is similar in Douglas County (Seventy Percent). ~~{1996 Population Survey: OEA, February, 1997}~~
4. ~~School enrollment is expected to have low growth in years 1995 to 2005, and moderate growth in years 2005 to 2020. This projection is based on the growth experienced in the school districts, the growth in service industries and continued stabilization in the wood products industry.~~ School enrollment has had low growth in years 1995 to 2009, low to moderate enrollment growth for the years 2005 to 2030 is projected. This projection is based on the growth experienced in the school districts, the growth in service industries and continued stabilization in the wood products industry. ~~{Oregon Department of Education, Douglas Education Service District}~~

5. The environmental regulatory setting at the federal, state and local level will create an expanding need for a government presence in Douglas County. Moderate growth in the government sector is anticipated.

~~{Legacy and Promise: Oregon's Forest and Wood Products Industry Report for the Oregon Business Council and the Oregon Forest Resources Institute; John Beuter p.21}~~

6. In Douglas County, between 1985 and 1990, employment increased at an average rate of 2.9% per year. Between 1992 and 1994, employment increased at an average rate of 2.3%. ~~The forecasted rate for Douglas County is 1.3 percent average annual increase from 1995 to 2005. The assumed rate of employment between 2006 and 2020, will over time increase toward the State average annual increase in employment (2.2%)~~ The **Oregon Employment Department** forecasted rate for Douglas County is a 1.1 percent average annual increase from 2008 to 2015. The assumed rate of employment between 2016 and 2030, will over time increase toward the State average annual increase in employment. ~~{1996 Regional Economic Profile: Region 6; page 18}~~

7. Douglas County ranks twelfth of all counties in Oregon in terms of total farm sales. This ranking is not expected to change.

~~{1996 Regional Economic Profile: Region 6; page 20} {Economic Information Office; Oregon State University}~~

8. Fertility rates have reduced from 2.1 to near 1.8. Total fertility rates is the number of children that the average woman will have in her lifetime. The replacement rate is 2 (the number of children replace the parents.)

9. Death rates will increase, with composite life expectancies falling from 82.1 to 77.8

10. In completing the county model, state data sources were utilized. Fertility rates and death rates specific to Douglas County were provided by the Oregon Health Department.

11. Douglas County assumes it will maintain or even slightly increase its share of the future growth projected by the state's. The result is a population projection of 139,626. The revised county forecast is closer to the County's Plan forecast acknowledged for 2020, and the revised forecast range for the County is closer to the OEA projection for the same period.

12. Employment growth for Douglas County was forecast by the Oregon Employment Department to the year 2016. It is assumed that due to availability of affordable housing, lower labor costs, and capacity to handle continuing urban growth the County's employment growth rates will

converge to the state rate by the end of the study period. Douglas County's position over the projection period will be one of increasing comparative advantage on key factors such as transportation facility capacity, affordable housing, labor costs, and unutilized inventories of commercial and industrial lands. Douglas County is taking action to assure economic diversification, respond to an increase in demand for health care and service workers, and increased spending on health services.

13. A conservative statewide population projection will be partially self-fulfilling because the state economist's conservative projection will hold down coordinated county projections and those projections will in turn limit the ability of state agencies and local jurisdictions to plan and provide for higher levels of future growth"

Record 996 - 1006

Delete references to the 1997 OEA Forecast and outdated information.

REMOVE THE REFERENCES TO THE 1997 OEA FORECAST, FORECAST ASSUMPTIONS AND OUTDATED INFORMATION FOUND ON PAGES 996-1006 OF THE "2009 RECORD" - OEA has replaced the 1997 OEA Long Range Population Forecast findings with new information contained in their 2004 OEA Long Range Population Forecast with the following (This is an update to the Population Analysis for Douglas County).

Record 1031

Corrected calculation for urban growth areas to assure that **"Within the UGA the projection used the County growth or City growth rate whichever was lowest."**

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Table 4-3. Existing PM Peak Hour Level of Service

Unsignalized Intersections		Major/Minor Street LOS	Highest V/C	Highest Delay (seconds/vehicle)	Mobility Standard
Major Street	Minor Street				
Diamond Lake Blvd	Douglas Ave	A/C	0.19 (Major St.)	17 (Minor St.)	0.80
Diamond Lake Blvd	Fulton Street	A/F	0.39 (Major St.) 1.34 (Minor St.)	53 (Minor St.)	0.80
Diamond Lake Blvd	Rifle Range Street	B/F	0.90 (Minor St.)	325 (Minor St.)	0.80
Douglas Ave	Jackson Street	C/E	0.10 (Major St.)	42 (Minor St.)	0.90
Douglas Ave	Ramp Street	A/B	0.10 (Major St.)	11 (Minor St.)	0.90
Douglas Ave	Rifle Range Street	A/A	0.09 (Minor St.)	9.5 (Minor St.)	0.90
Edenbower Blvd	Aviation Drive	A/D	0.50 (Minor St.) 1.06 (Minor St.)	47 (Minor St.)	.85/LOS D
Garden Valley Blvd	Melrose	A/F	0.32 (Minor St.)	70 (Minor St.)	0.95
Harvard Avenue	LockingGlass Road	A/B	1.60 (Minor St.)	13 (Minor St.)	.85/LOS D
Edenbower Blvd	I-5 NB on/off ramps (MP 127)	B/F	1.20 (Minor St.)	147 (Minor St.)	0.80
Edenbower Blvd	I-5 SB on/off ramps (MP 127)	B/F	0.92 (Minor St.)	84 (Minor St.)	0.80
Oak Ave	Jackson Street	A/A	0.30 (Major St.) 0.91 (Minor St.)	9 (Minor St.)	.95/LOS D
Pine Street	Mosher Ave	A/F	0.91 (Minor St.)	132 (Minor St.)	.85/LOS D
Stephens Street	Chesnut Ave	C/D	0.61 (Major St.) 0.92 (Minor St.)	26 (Minor St.)	.85/LOS D
Stephens Street	Mosher Ave	A/F	0.49 (Minor St.)	99 (Minor St.)	D
Stephens Street	Del Rio Road/Winchester Ave	B/C	0.49 (Minor St.)	24.5 (Minor St.)	0.85
Troost Street	Calkins Road	A/A	0.23 (Major St.)	9 (Major St.)	.90/LOS D
Washington Ave	Jackson Street	A/B	0.59 (Minor St.) 1.05 (Minor St.)	13 (Minor St.)	.95/LOS D
Douglas Ave	Kane Street	A/F	1.10 (Minor St.)	110 (Minor St.)	.90/LOS D
Signalized Intersections		LOS	V/C	Delay (seconds/vehicle)	Mobility Standard
Major Street	Minor Street				
Diamond Lake Blvd	Jackson Street/Winchester Ave	B	0.66	18	0.80
Garden Valley Blvd	Cedar Street/Airport Road	C	0.67	28	.85/LOS D
Garden Valley Blvd	Kline Street	C	0.65	29	.85/LOS D
Garden Valley Blvd	Troost Street	A	0.51	8	0.85
Harvard Avenue	Stewart Parkway	E	0.85	75	.85/LOS D
Garden Valley Blvd/Mulholland Drive	I-5 NB off-ramp (MP 125)	C	0.80	27	0.80
Garden Valley Blvd	I-5 SB off-ramp (MP 125)	A	0.71	1	0.80
Harvard Avenue	I-5 NB on/off ramps (MP 124) and School Entr.	A	0.79	10	0.80
Harvard Avenue	I-5 SB on/off ramps (MP 124) and Bellows St.	C	0.95	35	0.80
Pine Street	Oak Ave	A	0.5	11	0.80
Pine Street	Washington Ave	B	0.88	19	0.80
Stephens Street	Diamond Lake Blvd	C	0.76	23	0.80
Stephens Street	Douglas Ave	B	0.60	17	0.80
Stephens Street	Edenbower Parkway	B	0.64	18	.85/LOS D
Stephens Street	Garden Valley Blvd	D	0.82	38	.85/LOS D
Stephens Street	Newton Creek Road	B	0.56	13	.85/LOS D
Stephens Street	Oak Ave	B	0.68	20	0.80
Stephens Street	Stewart Parkway/Alameda Ave	C	0.82	24	.85/LOS D
Stephens Street	Washington Ave	B	0.62	13	0.80
Stewart Parkway	Airport Road	B	0.40	14	.85/LOS D
Stewart Parkway	Aviation Drive/Mulholland Drive	C	0.59	30	.85/LOS D
Stewart Parkway	Edenbower Blvd	D	0.99	53	.85/LOS D
Stewart Parkway	Garden Valley Blvd	D	0.78	38	.85/LOS D
Stewart Parkway	Harvey	C	0.74	32	.85/LOS D
Stewart Parkway	WalMart Entrance	A	0.50	9	.85/LOS D
Washington Ave	Madrone Street	B	0.56	17	0.80
Harvard Avenue	Stewart Park Drive	B	0.50	11	.85/LOS D

*Bold represents instances where the mobility standard is not met.

Bioswales

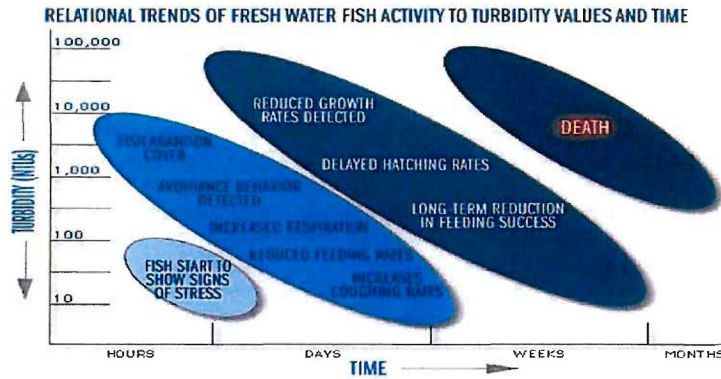
Carly Tucker
3/7/2009
NR.455
Final Project

Section One: Umpqua Village

Umpqua Village is a private development that seeks to implement green building practices into their construction site. As a company, they are interested in obtaining a variety of construction methods that comply with Best Management Practice objectives. According to Wildlife Watershed Management of Hawaii, Best Management Practices are defined as "effective and practical methods which prevent or reduce the movement of sediment, nutrients, pesticides and other pollutants from the land to protect water quality" (Hawaii State, 2001). Umpqua Village lies adjacent to the Umpqua River, which contains prime steelhead habitat. Because of its proximity to the river, Umpqua Village runs the risk of lowering the water quality by contributing unnecessary sediments to the nearby stream. It is important to Umpqua Village that this ecosystem remains intact, which is why they are interested in adopting the most sustainable construction methods for their area.

The climate of Roseburg has an annual precipitation average of 33.17 inches. Most of this amount comes as rain during the months of December through March (Western Regional Climate Center, 1961-2005). The large amount of precipitation over the winter and spring months contributes to higher water velocities and ultimately increases erosion and sedimentation into the Umpqua River. Large amounts of sediment create turbidity in the water. Turbidity is known as the amount of suspended sediment in water, and decreases water quality.

Below is a graph that shows the relationship between fish activity and Turbidity over time:



Duluthstreams.org

A high concentration of turbidity has the potential to lead to fish kill over time.

According to the United States Army Corps of Engineers, a healthy steelhead habitat relies on two specific water requirements (2006): Water depth must be at least 1-2ft deep and temperatures must stay between 50 F to 60 degrees F.

As sediments begin to settle, rivers become shallower and temperatures increase. This leads to fish stress, reduced feeding rates, reduced growth, and eventually death. When a rainfall event occurs, it has the potential to contribute extra pollution and sediments directly into the Umpqua River from the development site. If a bioswale is put in the correct location, it will have the ability to intercept the pollution as it runs off the Umpqua Village development site; therefore minimizing the detrimental effects it can have on the nearby river.

A bioswale is not the only Best Management Practice option, but is the best idea for Umpqua Village. Following is an explanation of some alternative construction methods

and why they were not chosen for final recommendations at Umipqua Village. (SMRC, 2009):

- **Enhancing riparian vegetation:** Simply adding to the riparian vegetation along the stream does not provide enough residence time to treat stormwater runoff. The longer water stays in a riparian area, the better chance it has of being filtered. A riparian area does not have the underground depression to hold large amounts of water; therefore, it does not have the same filtering effects of a bioswale.
- **Porous Pavement:** Porous pavement is a good alternative for areas where roads are necessary. Although porous pavement provides sufficient filter qualities, they disturb the natural environment by covering the land.
- **Infiltration Trench:** An infiltration trench is much like a bioswale in its water catching efficiency. The surface of an infiltration trench is covered by rocks and works to hold water in between rock pores. Unlike a swale, there is no outlet for water and the filtering of pollutants comes from the soil. Because of the concentration of sediments, clogging of soil pores becomes a reoccurring problem, decreasing the potential of the trench to filter water.
- **Constructing a Wetland:** The idea of a wetland is much like a bioswale, as both systems catch stormwater runoff and filter out sediments and pollutants. A wetland system is one of the most effective stormwater management options, but can be very expensive to construct and maintain. If money is readily available, a wetland would be the next best alternative to stormwater management.

Compared to other management practices, a bioswale is the most cost and ecologically effective option for the Umpqua Village development site. A bioswale complies with the Umpqua Village objectives as it provides the following features:

- Naturally treats the system
- Lower maintenance and installment costs compared to other options.
- Effectively filters sediments and pollution while decreasing turbidity from the river system.
- Protection of steelhead habitat and river quality.
- Enhances aesthetics and provides for higher marketability to potential buyers.

Places for Recommended Installment: Three locations on the Umpqua Village site have been selected for potential bioswale construction. A number system has been applied to these sites, 1 being highest priority, 3 being lowest. These areas are marked in yellow in Appendix B and are recommended as follows:

1. **Large swale behind units 4, 5, and 6:** Because of their proximity to the river, a swale behind lots #4, #5, and #6, would help to increase the quality of the runoff reaching the Umpqua River from Umpqua Village. A large swale would be necessary to increase the residence time of polluted water runoff. The longer the water sits in the bioswale, the better chance it has of being filtered. This location would be the most important focus point, as it is closest to the Umpqua River.
2. **Lining Umpqua Lane:** A long ditch swale as seen in example #1 could treat runoff from Umpqua Lane as well as provide a nice row of grasses and sedges

along the road. This setup would be aesthetically pleasing to residents as well as functional to the ecosystem.

3. **Single unit swales:** Refer to example #3 for an example of a single unit swale.

Developments can be done in either front or back yards to catch and treat building runoff.

Section Two: Bioswale Basics

This next section will discuss background information on bioswales, why they are good alternatives to traditional stormwater management and how they work, followed by case studies of previous bioswale projects done across the United States.

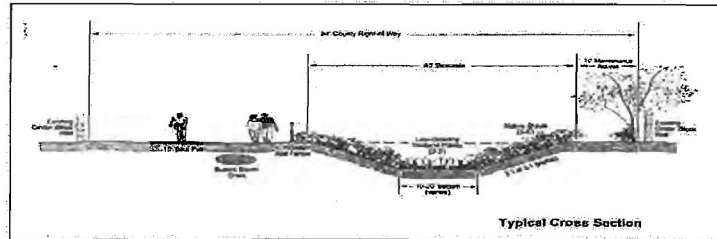
A bioswale is the name given to any vegetated ditch or depression that filters and transports water. Bioswales filter storm water runoff by removing sediments, turbidity, heavy metals, and other pollutants by utilizing natural vegetation.

During a heavy rainfall event, storm water passes over roofs, building, lawns, roads, and animal excrement, picking up pesticides, herbicides, fertilizers, heavy metals, oil, grease, and harmful bacteria. If left untreated, most of this runoff finds its way into a nearby river, lake, or stream. Much of this runoff contains high amounts of sediment that goes directly into a river or stream. This concentration of stormwater runoff creates changes in water flows, increased sedimentation, higher water temperatures, lower dissolved oxygen, degradation of aquatic habitat structure, and poor water quality due to increased levels of nutrients, metals, bacteria and other constituents (EPA, 2001). The Environmental Protection Agency also identifies urban runoff as one of the leading sources of water quality impairment in surface waters (2001).

A bioswale is known as a **Best Management Practice**. Best Management Practices are construction practices that are done in an environmentally responsible manner to minimize human impact on the environment. Recognized by both Federal and State agencies, a BMP is a stamp of approval that proves your construction site was created in the most sustainable way (BLM, 2008). Traditional storm water practices include diverting storm water away from areas of potential water contamination, installing screens to filter sediment, using oil separators to catch oils, and installing catchment devices so toxic water does not run into nearby systems (Baysaver, 2007). These alternatives do not always perform efficiently and they require mechanized equipment to perform their tasks. Routine maintenance over years and high installation costs accompany traditional storm water filtration systems. In comparison, a bioswale is a cost effective and natural way to minimize the problem of storm water runoff.

Pollutants attach themselves to soil particles and are carried over vast distances during a storm runoff event. A bioswale acts as a natural filtration system that minimizes the velocity of water as it passes through a vegetated area. At a slower velocity, sedimentation (settling of particles) occurs. As these particles move into the soil, they are transferred into a soluble form (by biota in the soil), that plants can take up and use. The remaining filtered water passes out of the bioswale and continues on its journey to be part of groundwater, streams, lakes, or ponds.

Below is a typical cross section of a bioswale showing the shape and filter possibilities:



www.spcleanwaterproject.org

There are three mechanisms at work in a bioswale; soils, biota, and vegetation:

- 1. Soils:** Bioswales can be built and operated in most soil types. The main concern is making sure the soil is not compacted to ensure optimum infiltration and root navigation. Oftentimes, during excavation of a bioswale, the top layer of soil which contains the organic matter gets disturbed. Restoring organic matter levels upon completion is a key ingredient to creating an effective bioswale.
 - Soil and organic matter help to collect pollutants and bind them together.
 - Supports the vegetation.
 - Provide a source of carbon and material exchange.
 - PH level between 6.5 and 8.5 for the full retention of heavy metals.
- 2. Biota:** The quality of your biota is the most important factor in a bioswale. Biologic organisms provide the initial capture and conversion of pollutants to be consumed by vegetation.

- Pollutants come in an insoluble form that plants cannot readily convert.
- Biota turns pollutants into a soluble form to be used by plants
- Endomycorrhiza or arbuscular mycorrhizal fungi help bring in water and nutrients from as far as 50ft. away from plant roots. This increases plant life and health.

It is important to maintain the health of soil biota. Creating a composted soil and adding small amounts of fertilizer during the construction of your bioswale will greatly increase the health of your system.

3. Vegetation: Choosing the right vegetation for your area is crucial. The best way to go about this is to use vegetation that is natural to your area. This will decrease the possibility of your bioswale being overtaken by invasive species as well as ensuring the endurance of the vegetation through times of drought or high rainfall. Depending on the size of your bioswale, native vegetation also provides habitat for native birds, insects and small animals. The following items are also good to consider:

- It is good to have a mixture of trees, shrubs, and grasses to keep the environment similar to a natural diversity.
- It is good to have a mix of perennials for slower year round growth and annuals for faster seasonal growth to ensure a strong plant base year round.
- Depending on size of swale, three levels of plant species should exist:
 - Hydric-lowest zone that receives the most water.
 - Mesic- mid-zone.

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- Xeric- highest zone which generally receives water first but stays the driest due to the sloping shape beneath it.

A list of common Northwest Oregon plants to be used in bioswales, compliments of Green Works P.C, has been obtained. A more specific list of plant species native to the Roseburg area has also been acquired from Sam Friedman, a Botanist for the U.S Fish and Wildlife Service at the Roseburg Field office in Appendix A.

Filtering effect of a sedge:



Various Plant Species and Their Contributions as stated by the EPA:

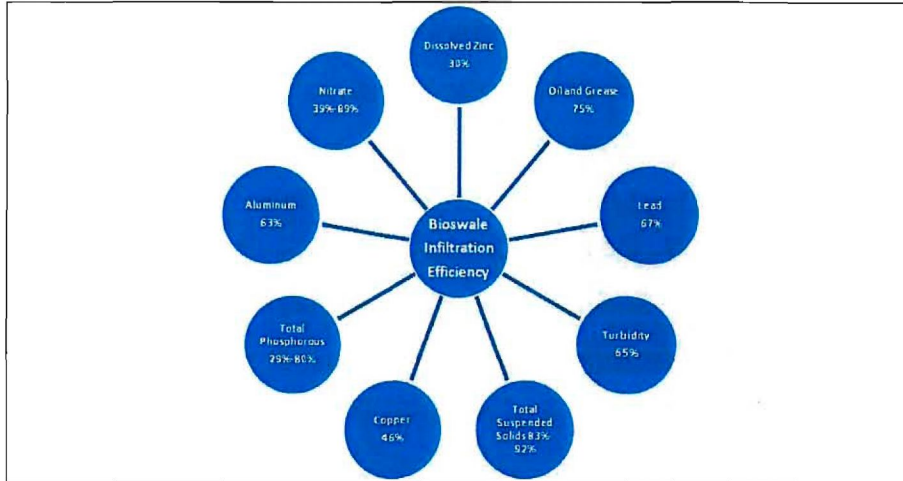
- Rushes: Heavy metals and nutrient uptake
- Grasses: deep root base good for erosion control
- Sedges: filtering and uptake of toxins
- Clover: erosion control and nitrogen capture.

How to Begin: A brief outline of steps to take.

- First you must decide what shape and design you want, depending on your landscape and desired use of swale.
- Shapes generally come in a "U", "V", or trapezoid-like shape. If you have an open area, a trapezoid shape is most effective because it gives a wider area and smaller slope to allow sediments and toxins to fully settle into the area. U and V shapes are generally used along roadsides or narrow areas where open space is not found. During high rainfall events, water tends to get funneled in these shapes and transferred through the swale much faster, decreasing the overall ability of the swale to filter the water.
- Grade the area.
- Remove any large rocks, clods, or stones that are greater than 1 inch in diameter.
- Lay sod perpendicular to the direction of water flow to create friction.
- Lay down seeds or directly plant sedges, trees, and grasses into the three layers of your soil.

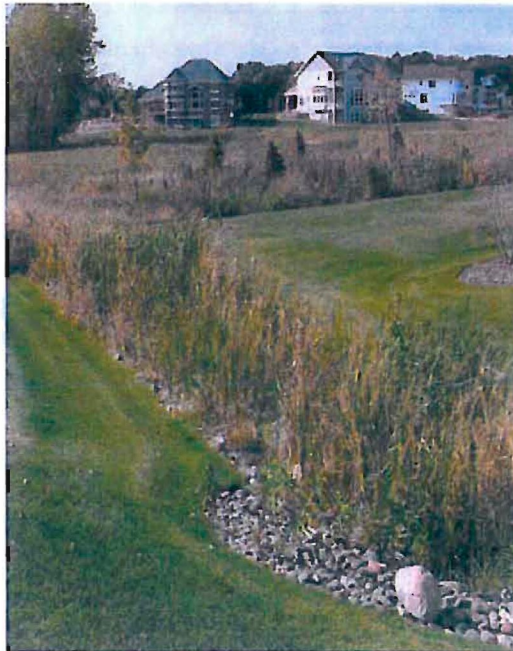
Bioswales can be any size. To receive maximum infiltration benefits, your bioswale should be at least 200 ft. in length with a maximum velocity runoff of 1.5 ft/sec, contain a water depth of from 1-4 inches, a grass height of at least 6 inches, and a water residence time of 2.5 minutes in the swale. If your swale meets these minimum requirements, it has the ability to reduce pollutants as follows:

(DEQ,2008)



Examples and Case Studies of Previous Bioswale Projects:

- 1) **NRCS Example:** A road ditch can also serve as a bioswale, like the one seen on the right. This specific bioswale is working to treat residential runoff. It is both aesthetically pleasing and effective at filtering residential water runoff.



2) Kruger Park, Salem Oregon:

This bioswale was put in place in the summer and fall of 2001 to offset runoff from a mini-storage site adjacent to the park.



Above: Excavating the soil

Below: Current conditions of Kruger Park swale



- 3) **For Use in a Residential Area:** A bioswale like the one seen here can be used in developed areas to treat water runoff from buildings. Aesthetics are improved as well.



- 4) **Approximating Bioswale Costs: What to expect?** The cost will greatly depend on the size and location of your bioswale; if your bioswale is on a slope, or in undesirable soils, more work may be necessary. Below is an approximate total expenditure on previous bioswale projects:

<u>Village at Kensington Overland Park, Kansas</u>			
ITEM	APPROXIMATE QUANTITY	UNIT PRICE	TOTAL COST
Excavation	252	\$2.00	\$503.70
Finish Grading - Permeable Soil Layer	378	\$2.00	\$755.56
Gravel (for underdrain trench)	63	\$3.00	\$188.89
Seed	0.1	\$7,500.00	\$585.40
		Subtotal=	\$2,033.55
Maintenance Costs	0.07	\$	170.82
		TOTAL=	\$ 2,204.37

Aerial Photo of Overland Park, Kansas. Bioswales are in residential areas, alongside parking lots and paved roads.



5) **Macomb County, Michigan: 2007- No picture available**

Objective: To restore water runoff from parking lot

Bioswale size: 270ft. long

Approximate Costs: 3,169 for topsoil/mulch and shrubs/plants

Labor: Used volunteers to install bioswale.

6) **Fairfax County, Virginia-Average cost for the installation of a 900 sq/ft bioswale**

(in 2005 dollars):

- **Excavation: \$8-\$10**
- **Bioretention Supplies: \$40-\$80**
- **Gravel (for underdrain trench): \$30-\$35**

- Seed: \$1-\$2

7) Annual-Average cost for maintaining a 1000 sq/ft bioswale (in 2005 dollars)
for 25 years:

- Initial Installation: \$10,000
- Reseeding/Replanting: \$100 a year for 25 years
- Fairfax County recommends replacing a bioswale every 25 years to ensure maximum productivity

Some issues must be addressed before considerations are final. Filtering abilities of a bioswale are not always constant, and sometimes require maintenance to filter correctly. Bioswales generally take a year or two depending on the climate to reach full potential. Rarely will they work immediately, as plants need time to root themselves in the swale. If not planted correctly, the vegetation in a bioswale may need additional maintenance, or in some cases have to be re-planted. Weather changes, such as severe drought or flooding can drastically alter the composition of the swale, not allowing proper functions to ensue. Unfortunately, many of these concerns cannot be foreseen or avoided. Working with natural vegetation requires the understanding that not all vegetations remains constant and variables in the environment can greatly alter a bioswale.

Aside from minor shortcomings, a bioswale is an efficient way to treat storm water runoff. The average cost and maintenance of a bioswale is significantly cheaper than alternative water runoff treatment programs and follows Best Management Practice standards. After the initial excavation of the land, no additional machinery is necessary,

only annual maintenance. A bioswale is a low impact development option that protects both water quality and habitat. In most cases, bioswales are best for large spaces, corporate developments, and parks. To residents, they offer aesthetic value, to developers; high marketability, and to the land; clean runoff and habitat for vegetation and species in that area.

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- Typical cross section of a bioswale: page 3

Found online at

http://www.sbprojectcleanwater.org/images/South_Turnpike_BMP_Xsection.jpg

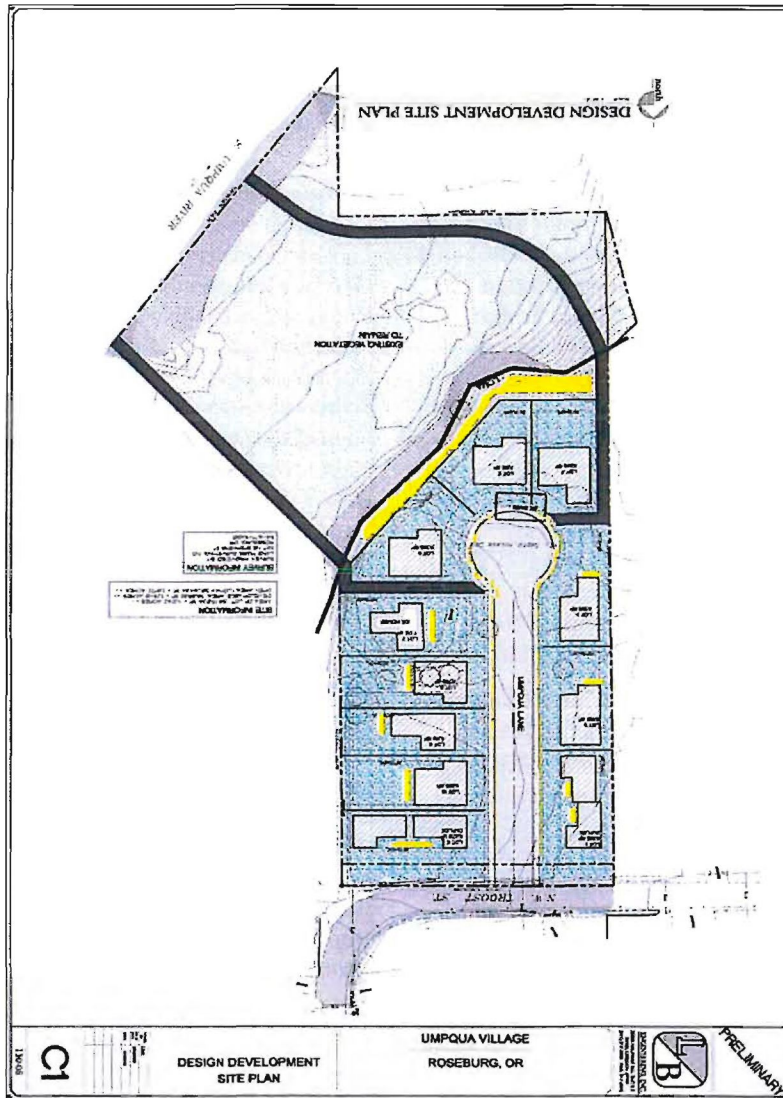
Appendix A: Plants to use in a Pacific Northwest Bioswale.

*Plants in bold are recommended by Sam Friedman, USFW Botanist; Roseburg field office.

Bioswale Bottom		Under story	
Groundlayer			
Scientific Name	Common Name	Cornus stolonifera	Redoiser Dogwood
Agrostis tenuis	Colonial Bentgrass	Crataegus douglasii	Black Hawthorne
Beckmannia syzigachne	American Sloughgrass	Lonicera involucrata	Black Twinberry
Carex densa	Dense Sedge	Oemlaria cerasiformis	Indian Plum
Carex obnupta	Slough Sedge	Physocarpus capitatus	Ninebark
Carex unilateralis	Lateral Sedge	Rosa nutkana	Nootka Rose
Deschampsia cespitosa	Tufted Hairgrass	Rosa pisocarpa	Peafruit Rose
Eleocharis palustris	Creeping Spikerush	Rubus parviflorus	Thimbleberry
Epilobium densiflorum	Dense Spike-Primrose	Rubus spectabilis	Salmonberry
Hypericum anagalloides	St. John Wort	Salix scouleriana	Scouler Willow
Juncus acuminatus	Taper-Tipped Rush	Salix sitchensis	Sitka Willow
Juncus articulatus	Jointed Rush	Sambucus racemosa	Red Elderberry
Juncus effuses	Common Rush	Spirea douglasii	Douglas' Spiraea
Juncus pattens	Blue Rush	Symphoricarpus albus	Snowberry
Juncus tenuis	Slender Rush	Trifolium wildennoii	Tomcat Clover
Mimulus guttatus	Common Monekyflower		
Potentilla gracilis	Northwest Cinquefoil	Side Slopes	
Ranunculus alismifolius	Dwarf Buttercup	Overstory	
Ranunculus occidentalis	Western Buttercup	Abies Grandis	Grand Fir
Saxifraga oregana	Oregon Saxifrage	Alnus rhombifolia	White Alder
Side Slopes		Alnus rubra	Red Alder
Groundlayer		Fraxinus latifolia	Oregon Ash
Bromus carinatus	California Brome	Populus balsamifera	Poplar
Deschampsia cespitosa	Tufted Hairgrass	Thuja plicata	Western Red Ceder
Elymus glaucus	Blue Wildrye		
Festuca occidentalis	Western Fescue Grass		

Appendix B: Umpqua Village Bioswale Recommendations

*Yellow marks denote recommended bioswale locations





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635 CAPITOL STREET NE, SUITE 150
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